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Gender equality in Australia's aid program – why and how

MARCH 2007



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COVER PHOTOS

MAIN: *A young girl plays at the well funded by AusAID in the village of Rokapheng, Cambodia.* PHOTO: AusAID

TOP LEFT: *Helen Hakena, coordinator of the Leitana Nehan Women's Development Agency in Bougainville, talks to listeners about their problems on her radio talk show.* PHOTO: Mathias Heng

MIDDLE LEFT: *Liwara Nimal with his daughter Sachini in Samagi Community, Hikkaduwa, Sri Lanka.* PHOTO: Will Salter

BOTTOM LEFT: *A young girl enjoys her grade 1 class at the Thaajuddeen Primary School in Male, Maldives.* PHOTO: Will Salter



Ministerial foreword

Australia's aid program is about helping the people of our region lift themselves out of poverty. Gender equality is fundamental to achieving this. All too frequently the temptation is merely to address gender inequality as an add-on issue, rather than as a central challenge of development.

We now know that our aid is more effective and the benefits are sustained where development work includes both women and men. The White Paper I released in April 2006 makes a strong commitment that Australia will undertake all of its development work with gender equality firmly in mind.

Educating girls is probably the single best investment that can be made in the developing world, yet more than two-thirds of the world's illiterate adults are women. Feminisation of HIV/AIDS, a major feature of the epidemic in sub-Saharan Africa, may also be emerging in the Pacific region. The underlying cause of this phenomenon is gender inequality.

A high incidence of violence against women and girls places them in a highly vulnerable position, impeding economic growth and progress towards equality.

But gender equality extends beyond improving female education and health. It includes equal participation and leadership, equal access to benefits, the human rights of women and girls, and the elimination of discrimination against them. Far too few women are in decision making positions, especially in the Pacific. We need a concerted effort to change that. Achieving gender equality requires a focus on both men's and women's roles. Men play a key role in bringing about gender equality, as men exercise power in nearly every sphere of life.

In countries where civil unrest has hindered development, women are playing a vital role in building peace. I am proud of the support Australia has given to women in Solomon Islands and Bougainville. Women here have put in place measures to promote and restore peace within their communities.

This policy and strategy charts a change in emphasis and approach in some important areas. It will guide and support the Australian aid program's work over the next ten years. Successful implementation of this policy is vital if the Australian Government is to achieve its aid objective – because gender equality is essential for a sustainable reduction in poverty.

A handwritten signature in black ink, appearing to read 'Alexander Downer'.

The Hon. Alexander Downer, MP

Minister for Foreign Affairs



ABOVE: A female medical researcher at the Institute of Medical Research, Goroka, PNG. PHOTO: Rocky Roe

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ABOVE: School girls at the Darul Ulum Islamic school in Banda Aceh, Indonesia. PHOTO: AusAID

Guide to use this policy

The aim of this policy is to provide guidance on how the Australian Government will implement and monitor its commitment to advancing gender equality in the Asia-Pacific region. This policy is more than a policy statement. It also provides strategies to help those delivering the aid program to put this policy into effect. It is intended to be used on a day-to-day basis by all involved in the work of the Australian aid program and as a useful resource by others.

Chapter 1 outlines Australia's commitment to gender equality, the goal and outcomes of the policy and the priority areas we will focus on over the next 5 years.

Chapter 2 explains why gender equality is an important development goal. It describes the dimensions of gender equality that are essential for sustainable development.

Chapter 3 explains the relevance of gender to each of the aid program's four themes. It may be read in conjunction with Appendix 1 which provides sample results that country programs can pursue in order to achieve the gender equality outcomes. The results are grouped according to the four dimensions of gender equality, discussed in Chapter 2.

Chapter 4 explains the operating principles underpinning the policy. **This chapter should be applied by all aid program implementers.**

Chapter 5 explains how the policy will be monitored and evaluated, and where the results will be reported.

The gender equality framework and tips for gender integration are also provided as a lift-out from the policy. The lift-out outlines the gender equality outcomes that are relevant for each of the aid program's four themes and is designed as a simple, quick reference tool.

Summary

'FORGET CHINA, INDIA AND THE INTERNET: ECONOMIC GROWTH IS DRIVEN BY WOMEN.'

The Economist, 15 April 2006



ABOVE: Women improve their literacy and numeracy skills at the Women's Development Centre in Sangam Vihar Community, New Delhi. PHOTO: Will Salter

Employment of women has done more to encourage global growth than increases in capital investment and productivity improvements. In South-East Asia, products made or grown by women dominate two-thirds of the region's export industry, the most dynamic sector. It is a matter of fairness to support women to better use their skills and better access land and productive resources. It is also good for business, economic growth, and poverty reduction.

The central message of the Australian Government's White Paper on the overseas aid program, released in April 2006, is that advancing gender equality

is essential to reducing poverty and increasing the effectiveness of aid. Gender equality is a critical development goal in its own right.

The goal of this policy is to **reduce poverty by advancing gender equality and empowering women.**

The policy explains **why** gender equality is important – the rationale for Australia's work in this field. It gives practitioners in the aid program a thorough understanding of the dimensions of gender equality. These are both preconditions for, and indicators of, sustainable development.

The policy sets out **what** Australia will do and provides sample results on gender equality that can be incorporated into programs or initiatives within each of the White Paper's four themes. The key outcomes we seek are:

- > improved economic status of women
- > equal participation of women in decision making and leadership, including in fragile states and conflict situations
- > improved and equitable health and education outcomes for women, men, girls and boys
- > gender equality advanced in regional cooperation efforts.

This policy explains **how** Australia will pursue gender equality and the empowerment of women in partner countries.

Progress towards gender equality depends upon strategic and well targeted interventions. The policy provides direction for **setting priorities**. A key priority will be working to ensure that all country and regional strategies and their performance frameworks integrate gender equality objectives and indicators and identify actions for tackling inequality. In addition, each country program will develop integrated gender equality strategies at the initiative level in priority areas. Within selected country programs we will also scale-up **specific initiatives** to advance gender equality and empower women.

Australia and the international community have learned vital lessons about the **operating principles** that must underpin efforts to promote gender equality through aid. We will work to:

- > strengthen partner ownership and support country-led priorities
- > engage with both men and women to advance gender equality
- > strengthen accountability mechanisms to increase effectiveness
- > collect and analyse information to improve gender equality results.

Working with partner countries to strengthen their capacity to implement and monitor gender equality measures continues to be a fundamental requirement. Obtaining results requires partner government commitment to make progress in implementing their priorities for gender equality. Australian assistance will carefully align to the individual country's priorities and policy frameworks, and address their particular capacity constraints.

Monitoring and evaluation is critical to achieving gender equality results and for gathering evidence on the contribution that gender equality makes to poverty reduction and sustainable development. Monitoring of gender equality results in country and regional programs through their annual performance updates will strengthen accountability, and help to identify areas where gender capacity building is needed.

GENDER EQUALITY FRAMEWORK

GENDER EQUALITY POLICY GOAL			
To reduce poverty by advancing gender equality and empowering women			
1. Accelerating economic growth		4. Promoting regional stability and cooperation	
GENDER EQUALITY POLICY OUTCOMES			
Improved economic status of women	Equal participation of women in decision making and leadership including in fragile states and conflict situations	Improved and equitable health and education outcomes for women, men, girls and boys	Gender equality advanced in regional cooperation efforts
SAMPLE OUTCOMES FOR EACH AID PROGRAM THEME*			
Policy environment Trade and financial policies and property law reforms that reduce gender disparities in access to and control over productive resources	Political governance and civil society Increased involvement of women in political leadership, decision making, peace building and democratic processes at all levels that reflects their needs, interests and rights; increased demand by civil society for equitable and accountable governance	Better health Equitable access by women and men to strengthened health systems that respond to their different needs, especially in sexual and reproductive health	Trans-boundary responses Women's, girls', men's and boys' rights protected and their needs addressed in regional initiatives that respond to trans-boundary threats (e.g. people trafficking)
Drivers of growth – infrastructure development Infrastructure that improves women's and men's access to services and that reduces women's time-burdens	Public sector reform Public sector management that reduces gender disparities	Major diseases Health consequences of unequal gender relations are addressed for HIV, other major diseases and pandemics	Regional integration Increased capacity of regional institutions to address gender equality issues and advance women's rights
Drivers of growth – rural and business development Equitable use by women and men of productive resources and assets including small and medium enterprise development	Law and justice Promotion and protection of the human rights of women and girls in law and justice sector service delivery (e.g. gender-based violence and elimination of discrimination)	Better education Strengthened education systems that reduce gender disparities in primary and secondary education outcomes	Regional governance in the Pacific Public sector management across the Pacific that reduces gender disparities at all levels
Environmental challenges to sustaining growth Policies and initiatives that involve women and men in natural resource management and are responsive to their different needs	Humanitarian and emergency response Policies and initiatives that protect and provide adequate services for women, men, boys and girls according to their different needs	Vocational, technical and tertiary education Increased employment opportunities for women and men through equal access to vocational and technical education and scholarships	Peace building Peace building, post-conflict recovery and development initiatives include women in decision making and protect their needs and rights

* The four boxes under each of the gender equality outcomes are provided as a guide only. They indicate key components to achieve each of the gender equality outcomes. It is not expected that all country programs will simultaneously work towards progress in all these areas. Priorities for tackling gender inequality will depend on program focus and so will vary from one country to another. As an agency we will report on progress against the four gender equality policy outcomes.

1 Gender equality – an overarching principle of the aid program

‘STUDY AFTER STUDY HAS TAUGHT US THAT THERE IS NO TOOL FOR DEVELOPMENT MORE EFFECTIVE THAN THE EMPOWERMENT OF WOMEN. NO OTHER POLICY IS AS LIKELY TO RAISE ECONOMIC PRODUCTIVITY, OR TO REDUCE INFANT AND MATERNAL MORTALITY. NO OTHER POLICY IS AS SURE TO IMPROVE NUTRITION AND PROMOTE HEALTH – INCLUDING THE PREVENTION OF HIV/AIDS. NO OTHER POLICY IS AS POWERFUL IN INCREASING THE CHANCES OF EDUCATION FOR THE NEXT GENERATION.’

Kofi Annan, United Nations Secretary-General, International Women’s Day 2005

Gender equality is an overarching principle of Australia’s aid program.¹ The White Paper on the Australian Government’s overseas aid program emphasises the importance of gender equality to growth, governance and stability. This means that gender equality is integral to **all** Australian Government aid policies, programs and initiatives.

Australia’s commitment requires that women’s and girls’ views, needs, interests and rights shape the development agenda as much as men’s and boys’. Women and men will participate in and benefit equally from the aid program, and development will support progress towards equality between women and men, boys and girls.

GOAL

The goal of Australia’s gender equality policy is to **reduce poverty by advancing gender equality and empowering women.**

OUTCOMES

As an overarching principle, gender equality is addressed through each of the aid program’s four themes. For each theme, the policy has a corresponding outcome.

FIGURE 1: GENDER EQUALITY OUTCOMES

Themes of Australia’s aid program	Gender equality outcomes
Accelerating economic growth	Improved economic status of women
Fostering functioning and effective states	Equal participation of women in decision making and leadership including in fragile states and conflict situations
Investing in people	Improved and equitable health and education outcomes for women, men, girls and boys
Promoting regional stability and cooperation	Gender equality advanced in regional cooperation efforts

KEY FOCUS AREAS

Since Australia made a commitment to women in development in 1975, the aid program has made progress in integrating gender equality issues into country programs. Gender has been most successfully addressed in the areas of education and health, as the linkages with gender equality are better understood in these areas, although gender inequalities are still striking.

1 The other overarching principles are partnership and untied aid (AusAID 2006 p. xvi).



ABOVE: Sister Lorraine Garasu conducts training in small business practices with Helen Pakanis, in Buka, Bougainville. PHOTO: Mathias Heng

Continuing to achieve equitable education and health outcomes for men and women will remain important, particularly in the area of reproductive and sexual health. However, advancing gender equality extends far beyond improving female health and education.

Over the next five years there will be concerted efforts to improve the economic status of women. This will include increasing women's access to and control over productive resources such as financial and business support services, training, and technology. It will also include support for women-led enterprises, and encouraging the development of infrastructure that increases women's and girls' access to basic services and reduces women's time burdens.

Improving the participation of women in decision making and leadership, both at the political and community levels, will also receive increased attention. Men's participation in advocacy and debate on gender equality will also be targeted.

Reforming institutions to establish a foundation of equal opportunities for women and men, particularly in the areas of protection against violence, and land and property rights, will be a focus. There will also be an emphasis on increasing the capacity of women's organisations to demand transparency and accountability from government.

Across all outcome areas particular attention will be given to strengthening the capacity of partner agencies to collect sex-disaggregated data, analyse the different impacts of policies on poor women and men, and monitor progress on gender equality.

2 Why gender equality is essential for development

'SOCIETIES THAT DISCRIMINATE ON THE BASIS OF GENDER PAY A SIGNIFICANT PRICE IN THE WELLBEING OF THEIR PEOPLE, IN THEIR ECONOMIC GROWTH, IN THEIR GOVERNANCE AND IN THEIR ABILITY TO REDUCE POVERTY.'

The World Bank 2001 p.97

GENDER EQUALITY PROMOTES GROWTH AND CONTRIBUTES TO DEVELOPMENT EFFECTIVENESS

Gender equality is at the heart of economic and social progress and is widely accepted as essential to sound development practice. It is a critical component of efforts to eradicate poverty, enhance economic growth and democratic governance, and achieve sustainable development.²

Gender disparities in education and employment reduce growth. Inequality in access to land and productive resources reduces agricultural productivity. Discrimination imposes large costs on a developing country's capacity to increase economic growth and raise living standards by excluding women or men from access to resources, public services or productive activities.⁴ The unequal status of women and girls limits their ability to negotiate

FIGURE 2: CORRELATION BETWEEN GDP PER CAPITA AND GENDER GAP³



Source: World Economic Forum 2005, Women's Empowerment: Measuring the Global Gender Gap.

² UNIFEM 2006b p.2.

³ The gender gap rank is a composite index measuring the extent to which women in 58 countries have achieved equality with men in five critical areas: economic participation; economic opportunity; political empowerment; educational attainment; and health and well-being.

⁴ World Bank 2001 pp.8, 10-11, 33, 73-97; Blackden et al 2006 p. 17.

safe sex and fuels the spread of HIV/AIDS. Violence against women imposes huge costs on families and communities and household productive work.

Investments in gender equality, particularly in health and education, yield some of the highest returns of all development investments. These investments generate reduced rates of maternal mortality, better educated and healthier children, higher household incomes and stronger economic growth. Research suggests a correlation between better governance, less corruption and women's participation in decision making in politics and the labour force.⁵

The World Bank has demonstrated that attention to gender equality in its programs enhances its development effectiveness. Projects that take gender equality into account tend to achieve their objectives more often than projects that ignore them. The Bank's assistance to partner countries is more effective if it is shaped by an understanding of gender relations, by the goal of reducing gender inequality, and by an analysis of how advancements in gender equality enhance sustainable growth.⁶

Development results cannot be maximised without explicit attention to the different needs, interests, priorities and roles of women, men, boys and girls, and the relations between them. Development programs cannot succeed without the participation and cooperation of all members of the community. Paying attention to these issues throughout the aid program will improve the quality of development initiatives and the sustainability of results.

GENDER EQUALITY IS AN IMPORTANT DEVELOPMENT GOAL

Equality between women and men is a critical development goal that Australia shares with its partner countries through commitments such as ratification of the United Nations Convention on the Elimination of all forms of Discrimination

Against Women (CEDAW), and endorsement of the Millennium Development Goals (MDGs).

Gains have been made towards gender equality over the last decade but there is no region of the world where women enjoy equal rights and benefits of development.

- > Two-thirds of the 800 million people in the world who lack basic literacy skills are female. Gender disparities increase at higher levels of education.⁷
- > Half a million women die each year from complications during pregnancy – 99 per cent of them live in developing countries and many are adolescent girls.⁸
- > Women hold an average of three per cent of seats in national parliaments in Pacific island countries, and an average of 19 per cent of seats in East Asia. Women's representation in local government bodies in East Asia and the Pacific averages 18 per cent.⁹
- > In the Asia-Pacific region, women's access to paid employment remains less than men's. In the non-agricultural sector, women hold 18 per cent of paying jobs in South Asia, and between 20 and 40 per cent in other parts of the region. In most areas, unemployment rates are higher among young women than young men.¹⁰
- > Around 80 per cent of the displaced people in the world are women and their dependent children.¹¹
- > Globally 62 per cent of people living with HIV/AIDS aged 15–24 are women.¹²
- > Globally one-third of women and girls experience physical and sexual violence. A survey in Fiji found that 66 per cent of women had been abused by their partners. Violence against women and girls is used as a weapon in conflict and war.¹³

5 World Bank 2001 pp. 94–96; Caprioli 2003 pp. 1-8; World Bank 2002 p. 9.

6 World Bank 2002 p. 11.

7 United Nations 2005a p. 15; UNDP 2005 p. 20; United Nations 2005b (indicators 9 and 10); and United Nations Millennium Project Task Force on Education and Gender Equality 2005 pp. 42-45.

8 United Nations Millennium Project Task Force on Education and Gender Equality 2005 pp. 55, 58.

9 United Nations 2005b (indicator 12).

10 United Nations 2005a p. 15–16, 40; and United Nations 2005b (indicator 11).

11 UNIFEM 2006a p. 1.

12 World Bank 2003 p. 17.

13 UNIFEM 2003; Fiji Women's Crisis Centre 2001 pp. ii, 16.

- > Up to 900,000 people are trafficked across international borders each year, the majority of whom are women and girls.¹⁴

Gender inequalities intensify poverty and perpetuate it from one generation to the next, preventing women and girls from taking up opportunities that could potentially make them and their families less vulnerable to poverty. Women's status affects the health, nutrition and schooling of their children, and influences their country's long-term prospects for economic growth.

DEFINING GENDER EQUALITY

Gender refers to the social attributes and opportunities associated with being male and female. These attributes and opportunities are socially constructed, context- and time-specific, and changeable. In most societies there are differences and inequalities between women and men, and between boys and girls, in responsibilities, roles, access to and control over resources, and decision making patterns.

Gender affects people's opportunities and their participation in every aspect of social and economic life. Gender defines social and cultural expectations about what behaviour and activities are allowed, what attributes are valued, and what rights and power one has in the family, community and nation.

Discrimination against women and girls is institutionalised in many laws, policies, systems, and social and cultural rules. However, relations between men and women are not static. They may change rapidly in response to social, economic and political conditions, either towards equality or by further entrenching power differences between men and women, boys and girls.

Ideas about masculinity – particularly those related to power, ownership and violence against women – have a significant impact on women's and girls' rights. Gender-based norms and stereotypes also affect men and boys, and can have negative impacts on their health and wellbeing. Gender-based discrimination against men and boys needs to be addressed. However, due to the disproportionate negative impact of gender inequalities on women, efforts to advance gender equality need to focus

primarily on improving the status of women and girls. This should be done by working with both men and women to address gender inequality and the social, economic, and institutional structures that reinforce it.

Women do not always have the same needs and priorities as each other. Women and girls are a diverse group, as are men and boys. In addition to gender-based discrimination, women and men may also face stereotyping and discrimination based on race, ethnicity, age, language, disability, sexuality, class and religion.

DIMENSIONS OF GENDER EQUALITY

Achieving gender equality extends beyond improving female health and education. It requires access to economic resources, participation and leadership in decision making, respect for the human rights of women, and an increased capacity to tackle gender inequalities. These are the four key and interrelated factors that need to be addressed in development investments in order to advance gender equality. Strategies and targets are needed to engage women and girls more effectively, and the effectiveness of these strategies must be monitored.

- > **Access:** Access to economic resources and assets such as land, other property, information, income, and financial services is particularly important, along with skills, leadership and training. It is essential to analyse the constraints that prevent women and girls from accessing resources and benefiting from aid programs.
- > **Decision making:** For women to be able to participate equally in decision making, changes in gender relations are essential: in the household, community, and in social, economic and political institutions at local and national levels. Programs to enhance women's capacity are critical to support women's participation in decision making. Efforts to change the attitudes and behaviour of men – husbands, fathers, brothers, and male leaders – are essential to secure women's and girls' participation in development.
- > **Women's rights:** CEDAW outlines the areas where action is needed to secure women's and girls' rights. Discrimination must be eliminated where

¹⁴ UNIFEM no date (a) p. 36. World Bank 2002 p. 11.



TOP: Liwara Nimal with his daughter Sachini in Samagi Community, Hikkaduwa, Sri Lanka. PHOTO: Will Salter
BOTTOM: Children play at a well funded by AusAID in the village of Rokapheng, Cambodia. PHOTO: AusAID

it exists in customary law, formal legislation, and in social, economic and political institutions to enable women and girls to realise their rights, access resources, make decisions, and live without fear of violence and coercion. Efforts that promote awareness by women and men of the human rights of all people are essential to support these changes.

- > **Gender capacity building:** Strengthening institutional capacity among all development

stakeholders underpins efforts in each of the above areas. Donor and partner government agencies, civil society, and regional organisations all need to increase their capacity for integrated gender and poverty analysis. Supporting women's organisations to articulate their priorities, advocate for gender equality, and carry out their own agendas can lead to strategic and sustainable changes in gender relations.¹⁵

15 DAC 2005 pp. 56-57, 63-64.

3 Gender equality and the White Paper themes

'GENDER EQUALITY EXTENDS BEYOND IMPROVING FEMALE HEALTH AND EDUCATION. IT INCLUDES ACCESS TO ECONOMIC RESOURCES, PARTICIPATION AND LEADERSHIP IN DECISION MAKING, THE HUMAN RIGHTS OF WOMEN AND EFFORTS TO ELIMINATE DISCRIMINATION AGAINST WOMEN...GENDER EQUALITY IS A CONSIDERATION THAT WILL APPLY ACROSS ALL ASPECTS OF THE STRATEGIC FRAMEWORK'.

AusAID Australian Aid: Promoting Growth and Stability: A White Paper on the Australian Government's overseas aid program 2006 p.22

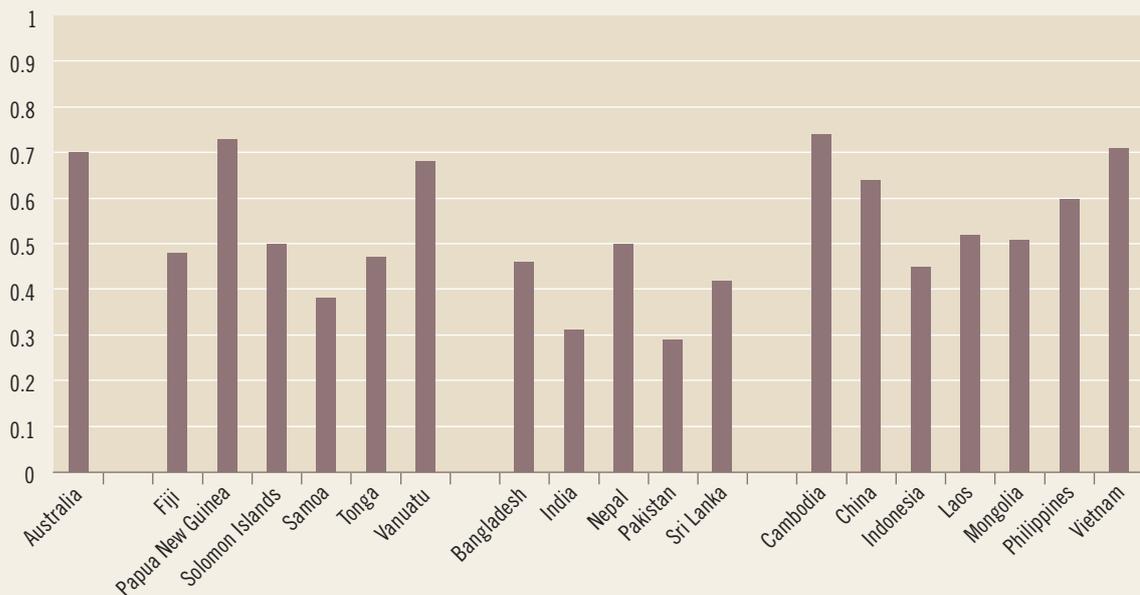
This chapter outlines the relevance of gender equality to each of the aid program's four themes, and identifies the results that Australia can pursue in order to achieve the gender policy outcomes.

It is not expected that all country programs will simultaneously work on all of these areas, or that they will pursue all of the results. They are provided as a guide. Each country program will identify

priorities and actions for tackling gender inequality in its country strategy. Priorities will align with program focus and partner priorities.¹⁶

A list of practical results that country programs can pursue in order to achieve the gender equality outcomes is at Annex 1. Sample gender equality indicators for all four aid program themes are at <http://www.usaid.gov/keyaid/gender.cfm>

FIGURE 3: RATIO OF ESTIMATED FEMALE TO MALE EARNED INCOME



Source: UNDP 2006 Human Development Report

16 See also Chapter 4: Operating principles pp. 12–21.



ABOVE: Women plant rice in Bakou Village, Kandal Stoeung District, Cambodia. PHOTO: Kevin Evans

THEME 1: ACCELERATING ECONOMIC GROWTH

GENDER EQUALITY OUTCOME: IMPROVED ECONOMIC STATUS OF WOMEN

The policy environment

Economic policies that do not take into account the potentially different impacts on women's and men's work, risk exacerbating gender disparities in access to resources – such as land other assets, income, labour, financial services, technology, training and markets. This may undermine women's and men's attempts to rise out of poverty. Integrated gender and poverty analysis will increase the effectiveness of economic policies because it assesses the capacity of women and men to capitalise on economic opportunities and market incentives, and identifies measures to increase that capacity. Supporting partner countries to develop and implement trade and financial policies and property law reforms that reduce gender disparities should be a priority.

Drivers of growth – infrastructure

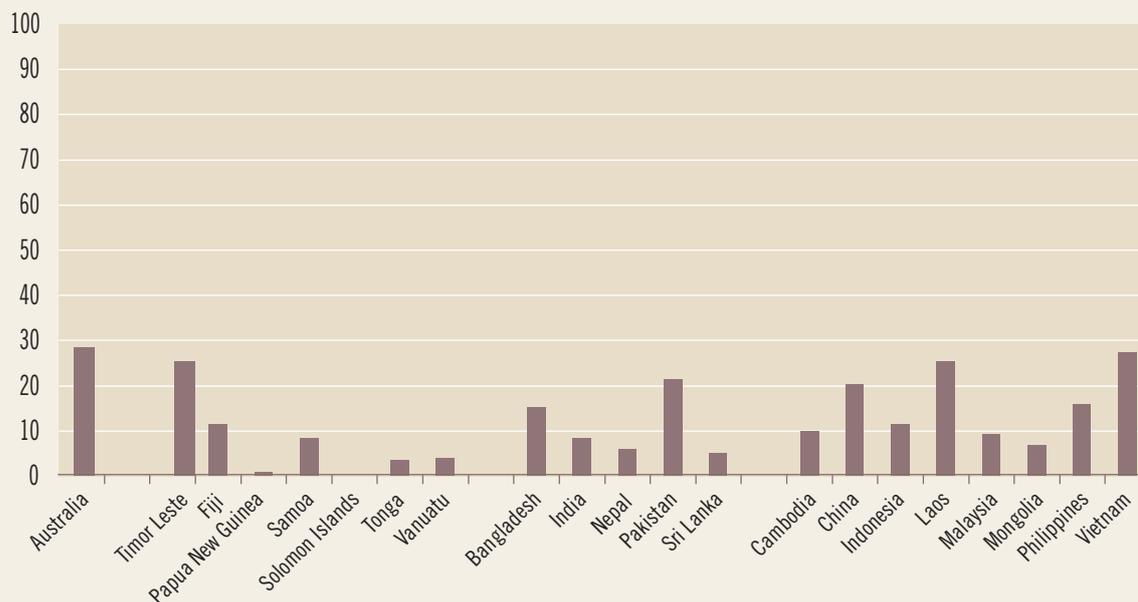
If infrastructure does not take into account women's needs, the impact on their workload can be immense.¹⁷ Infrastructure initiatives are more likely to promote growth and reduce poverty if they free up time for women and girls to attend school, increase their productivity and skills, access markets and participate in local governance. Australia can add value to co-financed infrastructure initiatives by making infrastructure affordable and increasing poor women's and men's access to resources and services. Attention should also be paid to developing infrastructure investments that reduce women's time-burdens.

Drivers of growth – rural and business development

More attention is needed to improve access by women to labour-saving techniques, training, markets, business development services and land. Agricultural research, production and processing technologies can help women to

17 UN Millennium Project Task Force on Education and Gender Equality 2005 pp. 66-74.

FIGURE 4: PERCENTAGE OF SEATS HELD BY WOMEN IN PARLIAMENT



Source: Inter-Parliamentary Union, Women in National Parliaments: Situation as of 31 October 2006. Figures for lower house or single house.

improve the productivity of their labour. Rural and business development initiatives need to invest in women and increase support for women-led enterprises, including small and medium enterprise development.

Women need access to a variety of financial services, particularly when they lack collateral. Loans for men are usually larger and longer term than those for women. However, women tend to have very high repayment rates and are low credit risks.¹⁸

Where women are empowered to retain control over income, they are more likely than men to spend money on items that benefit the whole family, such as food, health care and children's education.¹⁹

Environmental challenges to sustaining growth

Initiatives designed to address environmental challenges provide an opportunity to protect and strengthen poor women's claims on natural resources. Securing land rights for women and men facilitates investments in sustainable production practices.

Women's participation in decision making about policies for managing water systems, clean energy and waste is essential given women's household and community responsibilities in these areas. Women's perspectives are important in developing policy and programs to address climate change, as women's and men's resilience – their ability to adapt to and mitigate the effects of environmental challenges – depends significantly on their access to and control over a range of resources and services.²⁰ Supporting policies and initiatives that involve women and men in natural resource management, and that are responsive to their different needs, is critical.

'Unless improving women's earnings is seen as central to increasing the incomes of poor households, it will be difficult to meet the Millennium Development Goals of halving poverty, reducing gender inequality and empowering women.'

UN Millennium Project Task Force on Education and Gender Equality 2005 p. 88

18 Corner, L 1999 p. 17; World Bank 2001 p. 52.

19 Jütting, J and Morrisson, C p. 3, World Bank 2001 pp. 158–9; and DAC 2005 p. 15.

20 OECD 2001 pp. 73-77; Lambrou, Y and Piana, G 2006 pp. 2, 11-20.

THEME 2: FOSTERING FUNCTIONING AND EFFECTIVE STATES

GENDER EQUALITY OUTCOME: EQUAL PARTICIPATION OF WOMEN IN DECISION MAKING AND LEADERSHIP, INCLUDING IN FRAGILE STATES AND CONFLICT SITUATIONS.

Political governance and civil society

Strengthening leadership capacity through mentoring, networking and training helps women politicians and community leaders to represent their constituencies effectively. Education to raise women's and men's political awareness, and efforts to strengthen women's organisations, help to ensure that political and community leaders are accountable and that women participate in political processes.

The media plays an important role in shaping community attitudes on gender stereotypes and women's capacity to lead. It can support demands for accountability on government commitments to gender equality, and provide information on democratic processes.

Priority areas for Australia's aid include initiatives that increase the involvement of women in political leadership, decision making, peace building and democratic processes at all levels. It is also important that initiatives reflect women's needs, interests and rights, and increase the demand by civil society for equitable and accountable governance.

Public sector reform

Priority should be given to strengthening the capacity of partner agencies to analyse the different effects of public sector reforms on women and men, and to deliver services equitably at the community level. As the aid program focuses increasingly on implementation and monitoring, accountability for achieving Australia's and partner governments' gender equality objectives needs to be strengthened.

National machineries for women and women's organisations need to be strengthened so that they can provide technical and policy advice to government ministries and implementing agencies,

and monitor service delivery. Women's organisations also have a critical role to play by demanding transparency and accountability from government agencies for the implementation of policies and legislation. Attention will be given to supporting initiatives that reduce gender disparities in public sector management.

Law and justice

Raising awareness among women and men of their legal and human rights is critical to increase access to justice. Initiatives to reform laws, and to strengthen customary dispute resolution methods and restorative justice processes, need to ensure they do not reinforce or perpetuate discrimination against women and girls, especially in relation to property rights, gender-based violence and child custody. Traditional and formal dispute resolution processes are often dominated by men. Women need to be supported to gain the confidence and information they need to claim their rights and participate.²¹

Violence against women and children is a critical issue requiring urgent attention in a range of areas. These include support for legislative change; effective law and justice responses; support services for women and children; public advocacy by women's organisations to demand accountability from service providers; and community education for men, women, girls and boys. Programs that support men to promote gender equality, women's rights and non-violence are also needed.

It is essential to support partner countries to promote and protect the human rights of women and girls in law and justice sector service delivery for gender-based violence, and the elimination of discrimination in all areas of public and private life.

Humanitarian and emergency response

It is often assumed that attention to gender relations is a luxury in emergency situations, and that protective laws and procedures can be temporarily suspended. On the contrary, a gender perspective can help save lives and prevent further harm to traumatised and vulnerable people.

21 United Nations Security Council 2004 pp. 4-6, 12-13.

The design of emergency programs must take into account the fact that women and girls have different priorities and needs for assistance than men and boys. Men's and boys' responsibilities and vulnerabilities need to be understood and addressed, including the likelihood that they will be killed, persecuted or forced to leave their community to join insurgency movements

Women have responsibilities as carers and providers and they tend to care for unaccompanied children. Women and girls face increased vulnerability to physical and sexual abuse.²² Special attention should be given to ensure women have access to reproductive health services in emergency situations. Measures must be put in place to protect women and children from violence, harassment and intimidation. Legislation, codes of conduct and protocols must be enforced and perpetrators must be held accountable.

Women's networks and organisations, informal and formal, should be used to help target assistance effectively. They can help to monitor the enforcement of protective protocols and assist the transition from emergency relief to longer-term rehabilitation and development aid.

'Gender inequality perpetuates violence against women, and violence against women restricts women's ability to use their capabilities and take advantage of opportunities, thereby reinforcing gender inequality. Violence against women is widely recognised as an important development constraint that retards economic growth and poverty reduction. In some cases the experience of violence can be a strong predictor of HIV.'

UN Millennium Project Task Force on Education and Gender Equality 2005 p. 110–111

THEME 3: INVESTING IN PEOPLE

GENDER EQUALITY OUTCOME: IMPROVED AND EQUITABLE HEALTH AND EDUCATION OUTCOMES FOR WOMEN, MEN, GIRLS AND BOYS.

Better health

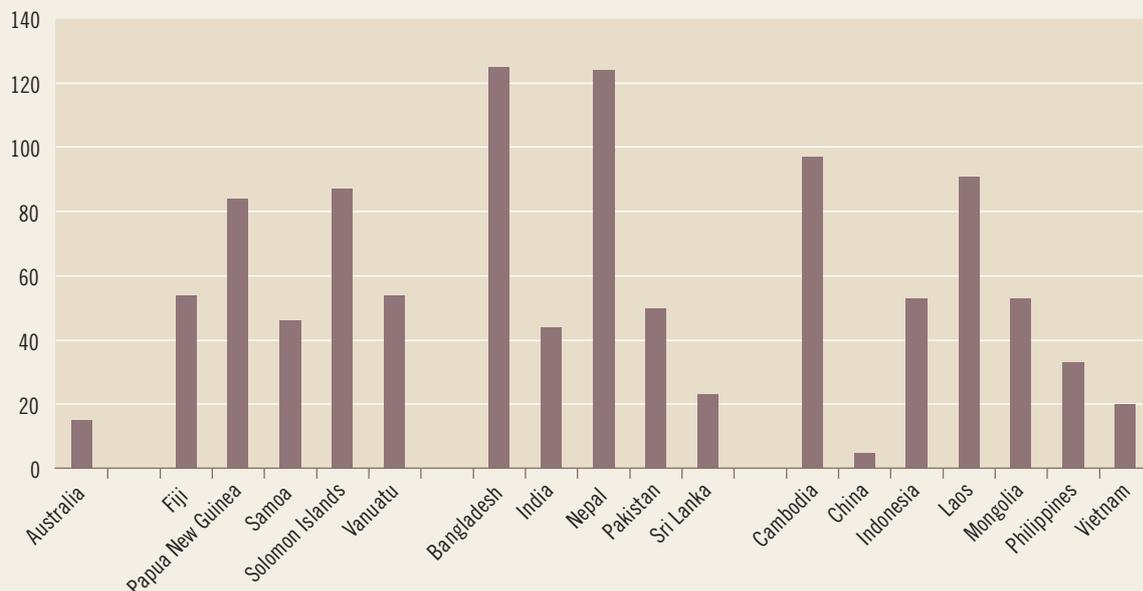
Improving the health status of women and children requires a broad range of interventions and an understanding of how gender relations impact on the health of women and men. Equitable health outcomes require women and men to be treated equally where they have common needs, and to have their specific needs addressed. Achieving change in men's and boys' behaviour is critical for achieving improved and equitable health outcomes for women and girls. This is especially so in the area of HIV, sexually transmitted infections (STIs), sexual and reproductive health, and the health consequences of gender-based violence.

The Asia-Pacific region has an escalating HIV/AIDS epidemic. Gender inequality is an underlying cause of HIV vulnerability. It contributes to high rates of violence against women including sexual assault, low literacy levels and a tendency for men to have multiple sexual partners, both male and female. Effective prevention and treatment require a greater focus on addressing the social determinants of vulnerability and the gender-specific barriers to accessing and maintaining treatment. Women's roles as health caregivers need to be recognised to improve the care of people living with HIV/AIDS.

It is important to prioritise activities that support equitable access by women and men to strengthened health systems that respond to their different needs, especially in sexual and reproductive health. Supporting partners to address the health consequences of unequal gender relations for the prevention, treatment and care of people affected by HIV, STIs, other major diseases and pandemics is also a critical area for attention.

22 CIDA 2003 pp. 5-10.

FIGURE 5: ADOLESCENT FERTILITY RATES



Source: UNDP 2006 Human Development Report

Better education

The education system plays a powerful role in shaping social attitudes about gender roles, capabilities and power relations. If the classroom replicates gender-based discrimination, violence and inequality, girls can remain powerless within their families and communities, even if they are educated. Teacher attitudes, positive role models for boys and girls, and curricula that encourage reflection on masculinity, femininity and gender relations, can all be important in transforming social attitudes and challenging discrimination.

Legal remedies and protocols are needed to deal with sexual harassment and gender-based violence perpetrated by students and teachers. These measures are particularly important in areas affected by conflict.

Sector-wide partnerships designed to strengthen education systems need to involve women and men in decision making at all levels. For example, involving women and men from the community in the management of schools may help to reduce drop-out rates of boys and girls. Supporting literacy programs for adult women can be an important way to increase retention of children in school.

A stronger focus on the transition from school to employment, and on technical and vocational education for both young men and women, is

needed to address youth unemployment and gender-based occupational segregation. Both young men and women need vocational and technical training opportunities in growth areas of the economy, in order to reduce current gender disparities in wages. Support, mentoring and protection against harassment and violence are critical for women pursuing non-traditional studies.

Australia will support strengthened education systems that reduce gender disparities in primary and secondary education. Increasing employment opportunities for women and men through equal access to vocational and technical education and scholarships will also be critical for reducing gender inequality and increasing economic growth.

‘The evidence suggests that secondary and higher levels of education have the greatest payoff for women’s empowerment. Post-primary education has stronger positive effects on women’s own outcomes – their health and wellbeing, position in family and society, economic opportunities and returns, and political participation.’

United Nations Millennium Project Task Force on Education and Gender Equality 2005 p. 36–37

BELOW: Rural health clinic nurse Angelina weighs 6 month old Jude at Mbambanakira Village health clinic, Weather Coast, Solomon Islands. PHOTO: Peter Davis.



BOX 1: STRENGTHENING HEALTH SYSTEMS TO ADDRESS THE NEEDS OF WOMEN AND CHILDREN

Although women are the main health caregivers, men continue to dominate decision making in local health facilities and in national health systems. As Australia increases its support for sector-wide approaches, consultation with all partners will be a high priority. Effective strategies for strengthening national health systems require social and gender analysis, and policy dialogue, in relation to the following issues:

- > health workforce planning and management – to ensure that imbalances in skills are addressed by recruiting, training and retaining female health professionals (including midwives), particularly in rural and remote areas
- > health financing – taking into account women’s ability to pay the cost of accessing supervised

birthing services in rural areas, the need for fee exemptions in cases of gender-based violence, and evidence regarding the most effective and equitable approaches²³

- > community involvement in health care education, outreach and management – taking into account women’s primary responsibilities for health care and education
- > infrastructure – taking into account the need to ensure privacy and confidentiality for both males and females
- > quality of care – ensuring that all health clients are treated with respect, and
- > health information systems – ensuring that sex-disaggregated data is collected and analysed to facilitate better planning, delivery and management.²⁴

23 WHO 2005 pp. 8-12.

24 The points in this box are adapted from ADB 2006 pp. 49-52; ADB 2005 pp. 25-29; and ADB 2007 (forthcoming).

THEME 4: PROMOTING REGIONAL COOPERATION AND STABILITY

GENDER EQUALITY OUTCOME: GENDER EQUALITY ADVANCED IN REGIONAL COOPERATION EFFORTS

Trans-boundary responses

Women and girls are the majority of people trafficked – for domestic service, the entertainment industry and prostitution. However, young boys and men are also trafficked for fishing operations, farm, factory and construction work. Like other aspects of organised crime, people trafficking flourishes where there is official corruption.²⁵

Legal migration opportunities tend to be in construction or agricultural work, which is typically male-dominated.²⁶ Lack of safe and legal migration channels for women has contributed to their vulnerability, along with unequal access to education and employment opportunities, particularly in rural areas and in times of natural disaster and conflict. Regulatory frameworks need to be strengthened to protect workers in countries where there is an increasing demand for female migrants for caregiving and domestic service work.

Strategies to prevent people trafficking need to focus on enhancing food security and sustainable livelihoods. Information needs to be provided on the risks of trafficking and on safe migration. Programs to address trafficking need to challenge all forms of discrimination because trafficking is fuelled by discrimination against ethnic and racial minorities in addition to gender inequality. In host countries, assistance needs to be provided to those who have been trafficked. Legal remedies and social reintegration for survivors are also needed.

Women's perspectives are important in developing policy and programs to address other trans-boundary issues such as climate change, pandemics, disasters, illegal fishing, access to water, and terrorism.

Women's and men's resilience and their ability to adapt to these trans-boundary challenges depend on

their access to and control over a range of resources and services. Regional initiatives that respond to trans-boundary threats should be designed in a way that protects the rights of women, girls, men and boys, and address their needs.

Regional integration and governance

Australia has a strong track record in providing assistance to organisations that promote regional integration and cooperation, such as ASEAN and APEC, especially in the areas of economic integration.²⁷ In the Pacific, regional governance activities will strengthen common institutional frameworks and standards, and upgrade country and regional statistical systems. Significant value can be added to Australian aid by integrating a focus on gender equality in all this work.

The capacity to identify gender equality indicators, and collect and analyse sex-disaggregated data, is weak throughout the Asia-Pacific region. This will be a focus of Australian efforts to upgrade and strengthen statistical systems. The capacity of regional agencies also needs to be strengthened to analyse gender issues, promote women's rights and hold governments accountable to their commitments on gender equality.

Regional governance efforts should explore appropriate approaches to addressing gender-based violence, particularly in the law and justice sector. Systems for the prosecution of trans-boundary crimes against women and children including sexual abuse, trafficking and sex tourism need to be strengthened.

Australia can consolidate its partnerships with regional bodies committed to advancing gender equality, and strengthen initiatives for implementing CEDAW and other treaties that seek to promote and protect the rights of women and children. Strengthening the capacity of regional institutions to address gender issues, advance women's rights, and reduce gender disparities in public sector management at all levels should be given priority.²⁸

25 UNIFEM no date (a) pp. 2-5.

26 UNIFEM no date (b) sheet 4.

27 AusAID 2006 pp. 54-56.

28 The White Paper on Australian aid focuses on promoting regional security, stability and prosperity through economic integration, support for Asia-Pacific economic cooperation (APEC), and the promotion of closer economic ties in the Mekong region through energy, telecommunications and transport infrastructure. Gender equality results included in the section above on accelerating economic growth also apply to trans-boundary initiatives.

Peace building

The importance of women's involvement in preventing, managing and resolving conflict has been recognised by the United Nations Security Council in Resolution 1325 on women, peace and security. Women frequently play key roles in instigating peace processes – for example, in the Solomon Islands and Papua New Guinea – but this is rarely recognised in formal peace negotiations.

Women's organisations can be instrumental in raising awareness, reducing violence and building democratic institutions. They should be identified as early as possible in peace making processes and their inclusion at all levels adequately supported, including in post-conflict recovery plans. Working with women during reconstruction and rehabilitation is essential to increase the effectiveness of aid.²⁹

Gender-based violence is a significant problem, especially in areas affected by conflict. Ending impunity is paramount, even more so when perpetrators are political leaders or members of peace keeping, rescue or relief operations. Without accountability for crimes against women, the legal foundations of new governments are weakened, the credibility of governing institutions is undermined, and women continue to suffer discrimination.³⁰

Where donor country representatives are perpetrators of crimes against women and girls, the work of local women's organisations and aid delivery as a whole is seriously undermined. Peace building, post-conflict recovery, and development initiatives should include women in decision making and protect their rights.

'Women must be full and equal participants in the building of peace, in the development of post-conflict legislative, judicial and constitutional structures. Because it is only in this way that these structures will be fully representative of the post-conflict society and therefore fully able to meet the needs and demands of all. This is sustainable peace.'

Sir Emyr Jones Parry, President of the United Nations Security Council, 2004

29 DAC 2005 pp. 63–64; USAID 2001 pp. x-xi, 29-43; World Food Programme 2002 pp. 9-10, 48-49; SIDA 2000 p.12-13.

30 UNIFEM 2002 pp. 9-11, 17-22.

4 Operating principles

'WE NEED TO ENSURE ACCOUNTABILITY BY...STRENGTHENING MONITORING AND REPORTING MECHANISMS. WE NEED TO DEMONSTRATE COMMITMENT THROUGH THE RESOURCES THAT WE MAKE AVAILABLE...AND THROUGH DESIGN OF POLICIES AND PROGRAMMES THAT SUPPORT GENDER EQUALITY...WE WILL BE JUDGED NOT BY OUR WORDS BUT BY OUR ACTIONS.'

Noeleen Heyzer Executive Director UNIFEM 13 January 2004



ABOVE: Girls in the Solomon Islands work on their tennis skills under the Pacific Junior Sport program.

PHOTO: Lorrie Graham

SETTING PRIORITIES: BUILDING ON ACHIEVEMENTS

Policy development and implementation on gender equality is a complex and evolving process, requiring long-term commitments. Gender relations are central to social behaviour, so addressing barriers to change presents a tremendous challenge. The success of reform depends on the ownership and commitment of all governments to gender equality. It also depends on a robust analysis of the consequences of policy changes across different groups – identifying the likely winners and losers and addressing possible negative consequences of

reform. Quick fixes or blueprints for reform will not work and could be counter-productive. Above all, reform towards gender equality requires a strategic approach – identifying priorities, addressing binding constraints wherever they occur and taking opportunities for progress.

KEY PRIORITY: COUNTRY STRATEGIES

Our key priority is to integrate gender equality into country and regional strategies. It is critical to make gender equality issues visible in country strategy



ABOVE: Girls and boys at an AusAID supported Kindergarten, Vila Verde, Dili, East Timor. PHOTO: David Haigh

development, implementation and evaluation. If gender equality is integrated into country strategies, it is likely to be adequately addressed and resourced when activities are being designed and implemented.

Without explicit strategies, targets, and actions to ensure women's equal participation and benefits, women tend to end up being 'everywhere but nowhere'. Without gender-sensitive indicators, the participation of women compared with men, and the benefits they receive, are not measured.

All new country and regional strategies will articulate gender equality objectives in priority areas and ensure their performance monitoring frameworks are able to measure gender equality results. Priorities for tackling gender inequality will vary from one country to another, and will be based on sound analysis and dialogue with partner countries. A commitment to closing the gender gap calls for sound gender analysis in key areas, based on better gender sensitive surveys and studies.

BOX 2: GENDER ANALYSIS AND INTEGRATION

Good practice for advancing gender equality involves comprehensive analysis and selective action. Poverty analysis needs to include sex-disaggregated data and an analysis of gender issues likely to constrain the effectiveness of development assistance in targeted sectors, geographical regions and social groups. Gender analysis is essential to ensure that development programs incorporate the roles, needs and participation of men and women, and to effectively promote gender equality. Integrating gender equality also helps to achieve other key development outcomes.³¹ Existing gender analyses prepared by other donors may be used where these are available.

In difficult social and political contexts, using sound data based on empirical research and evaluation is critical to help make a case for investing in women. Knowing and understanding partners is essential for negotiating shared objectives and feasible strategies for advancing gender equality.³² A key question is: where can Australian aid add the most value by helping the partner government meet its own commitments on gender equality?

The **test of successful gender integration** is whether gender equality is explicit and visible throughout a country strategy or initiative – in its design, implementation, monitoring and evaluation frameworks – and whether the approach to integrating gender is owned and understood by all implementing partners. Providing gender expertise is a critical ingredient for success.³³

Within each country program, gender equality strategies will be integrated into initiatives in priority areas. A gender equality strategy is not intended to be a separate document. Key ingredients of a gender equality strategy include gender analysis, and gender equality objectives and indicators in the design and the monitoring and evaluation frameworks.

Given long-standing disparities in most areas of public and private life, integrating gender equality into aid activities is an insufficient strategy for advancing gender equality. In addition to integrating gender equality into all country strategies and key initiatives, country programs will scale-up **specific initiatives in priority areas** aimed directly at empowering women and removing barriers to gender equality.

One third of Australia's aid is disbursed through non-country programs such as grants for humanitarian and emergency responses, contributions to International Financial Institutions, core grants to the United Nations and other international organisations, and NGO partnership programs. We will also be more proactive in working with multilateral and NGO partners on the implementation of their gender policies, and improving internal accountability processes for implementing commitments and achieving gender equality results.

Further information on how to integrate gender equality into a country strategy, how to undertake gender analysis and how to develop a gender equality strategy is provided at <http://www.ausaid.gov.au/keyaid/gender.cfm>

31 AusAID, 2002 p. 6; ADB 2007; Hunt, J and Lateef, S 2006 p. 32.

32 DAC 2004 p. 1; DAC 2005 pp. 48-56.

33 Hunt, J and Lateef, S 2006 p. 33.

BOX 3: INTEGRATING GENDER EQUALITY IN THE COUNTRY STRATEGY FOR THE SOLOMON ISLANDS PROGRAM

The approach taken by AusAID's Solomon Islands program serves as a good model for beginning to integrate gender equality in a country strategy. One of the first steps was to develop a **gender analysis of Australia's current assistance**. The aim was to identify existing gender equality initiatives and gaps across programs currently being implemented bilaterally and through the Regional Assistance Mission to Solomon Islands (RAMSI).

This gender analysis included:

- > a brief review of research findings on the importance of women participating fully in post-conflict situations, and the benefits that flow from women's involvement
- > a review of Solomon Islands government policies and international commitments to advance gender equality
- > a review of the national women's machinery and the challenges faced by government and civil society actors in advancing gender equality, including the legislative and policy framework, the availability of data, and capacity constraints
- > a stocktake of current initiatives by Australia and other donors, specifically designed to advance gender equality, and
- > a stocktake of how gender equality issues are currently integrated in Australian-funded programs.

The gender analysis identified areas where Australian assistance could add most value by assisting the Solomon Islands Government to achieve its own priorities for advancing gender equality.

The gender analysis is being used as a tool for dialogue with all stakeholders – Solomon Islands' government partners, Australian government partners, and civil society organisations – to enable gender equality to be addressed in an explicit and visible way throughout the new strategy.

KEY PRIORITY: MONITORING AND EVALUATION

Performance monitoring and evaluation is integral to achieving gender equality results and is another key priority. It allows policy makers to assess the extent to which policy objectives have been met. It also provides a basis for identifying strengths and weaknesses and making necessary adjustments. When carried out on a comparative basis, it can provide further impetus for reform. Many countries have formulated policies to promote gender equality but policy development does not guarantee effective implementation. The reasons for this must be understood and addressed through policy dialogue. Monitoring and evaluation is discussed further in Chapter 5.

APPLYING LESSONS LEARNED

Development agencies, including Australia's, have struggled to give sufficient attention to gender equality. International and AusAID reviews of approaches to gender equality have identified challenges and lessons for preparing program strategies, designing and implementing initiatives, monitoring, reporting, and building the capacity of all development stakeholders.³⁴ Lessons learned from Australian and international reviews show that adhering to the following principles is critical for achieving gender equality results. The Australian aid program will apply these lessons in its work on gender equality.

STRENGTHEN PARTNER OWNERSHIP AND SUPPORT COUNTRY-LED PRIORITIES

Efforts to reduce poverty and promote gender equality are more effective when there is strong national ownership and the capacity to act. The principles of the Paris Declaration on Aid Effectiveness³⁵ apply equally to efforts to reduce gender inequality. It is important to strengthen partner country capacity to implement their own gender equality priorities. This requires the participation and coordination of all stakeholders including Australian whole-of-government

34 AusAID 2002; DAC 2005; UNDP 2006.

35 Paris Declaration on Aid Effectiveness High Level Forum, Paris, February 28 – March 2 2005.



ABOVE: Medical staff from Mt Hagen Hospital participate in a training course at the AusAID funded training centre, Western Highlands, Papua New Guinea. PHOTO: Rocky Roe

development efforts, regional organisations, civil society organisations, local stakeholders and other donors. Donor harmonisation and alignment with partner country priorities on gender equality is particularly important in sector-wide programs.

Dialogue through high-level consultations with partner countries to prioritise gender equality objectives is critical. Partnerships based on dialogue are more likely to produce effective and relevant strategies for advancing equality, and achieve sustainable results in the long term. Dialogue needs to result in a clear, shared understanding of how equal benefits for men and women will be realised through aid initiatives.³⁶

Achieving gender equality will require working with regional organisations that have a mandate to implement key regional gender equality instruments.³⁷ It will also require supporting partner countries to implement their commitments to international frameworks for gender equality such as the Millennium Development Goals; the Beijing Platform for Action; CEDAW; UNSCR 1325 on women, peace and security; the Programme of Action of the International Conference on Population and Development; the Universal Declaration on Human Rights; and the Convention on the Rights of the Child.

36 DAC 2004 p. 1; DAC 2005 pp. 48-56.

37 Examples include the Revised Pacific platform for action on advancement of women and gender equality 2005–2015 (Secretariat of the Pacific Community 2005); The Pacific plan for strengthening regional cooperation and integration (Pacific Islands Forum Secretariat 2005); The Commonwealth plan for action for gender equality (Commonwealth Secretariat 2005); the Framework for the integration of women in APEC (APEC 1999); and the Bangkok Communiqué (UN Economic and Social Council for Asia and the Pacific 2004).

38 DAC 2005 pp. 48-49.

BOX 4: FRAGILE STATES

Fragile states have high gender disparities and a low human development rank, with high maternal mortality, high rates of female illiteracy, markedly lower incomes for women than men, and weak social protections for women and girls. Conflict and disaster have disproportionate negative impacts on women and children.

A focus on gender equality is important not only because of the increased vulnerability of women in fragile states, but also because of the vital role women can play in economic development and the creation of peace and stability.

Partner government-led approaches may not be possible in fragile states because governments may be unable or unwilling to tackle gender inequality and other development issues effectively. In these cases it is even more important to ensure the broad participation of a range of national and regional actors, including women's organisations, in setting priorities for work on gender equality. Gender equality initiatives with civil society can also strengthen accountability for good governance.

Promoting the equal participation of women as agents of change through partnerships with women's organisations and other groups working for gender equality is particularly important. National machineries for women, local women's organisations, and other local advocates for women's human rights can play an important role in change, and can also contribute to the design of specific initiatives and the implementation of gender equality strategies.³⁸



ABOVE: Australian rugby league players, including Steve Price and Brad Fittler, help spread the word about HIV/AIDS and gender equality to men in Papua New Guinea. PHOTO: Rocky Roe

ENGAGE WITH BOTH MEN AND WOMEN TO ACHIEVE GENDER EQUALITY

Gender equality is an issue that concerns both women and men. Responsibility for achieving gender equality is shared by all. Achieving gender equality requires a focus above all on gender relations: this includes men's and women's roles, responsibilities and decision making in different areas of life; perceptions of masculinity and femininity; issues of power and control; and the social and institutional structures that perpetuate discrimination and inequality.

While there has been an increased focus on men in debates on gender inequality in recent years, the term 'gender' in development programming has largely but mistakenly been equated with women. Focusing only on women in relation to such issues as economic participation, credit, education, sexual

and reproductive health initiatives or gender-based violence, can marginalise women, leave them with more responsibility for sexual health and family nutrition, lead to male hostility, and intensify gender inequalities.³⁹ Initiatives focusing on empowering women should work with men as well as women to change gender relations.

In most aspects of life, power is exercised by men. Men have a key role to play in fostering gender equality and advocating for the human rights of all. For example, in the areas of reproductive health, HIV and violence against women, it is important to change attitudes about both men's and women's knowledge and behaviours and about the harm that is caused to families and communities by unequal gender power relations.

Men and boys will also benefit from efforts to advance gender equality. They face specific

³⁹ Flood 2004 p. 7.

disadvantages, and physical and emotional costs, due to the social construction of gender relations. For example, men experience specific sexual health problems; men and boys suffer from high levels of violence, both personal and institutional, particularly in conflict situations and prisons. Young male unemployment contributes to political instability, communal violence and civil unrest.⁴⁰ Men are often excluded from caring roles with significant consequences for individuals, families and communities.

Work with men and boys to transform gender relations and eliminate discrimination should not be at the expense of funding for the empowerment of women and girls. Men and women need to work in partnership as allies to change gender relations and promote equality.

STRENGTHEN ACCOUNTABILITY MECHANISMS TO INCREASE EFFECTIVENESS

Lack of accountability has been widely acknowledged as one of the major reasons for the slow progress in implementation of gender equality policies. Accountability for gender equality results is shared by donors and local stakeholders in government and civil society. International aid evaluations have highlighted numerous accountability failures at various levels. An effective accountability system requires:

- > gender equality objectives and activities to be embedded in country and regional strategies and initiatives
- > adequate financial and human resources for work on gender equality and women's empowerment
- > clear operational guidance on policy implementation, which is integrated into core business practices
- > specific responsibility and accountability for policy implementation to be included in job descriptions for key staff, and in the scope of services and selection criteria for contractors and NGOs
- > clear standards, codes of conduct and protocols for all aid workers to ensure that women, men, boys and girls are protected from harassment, sexual abuse and intimidation

- > systematic and regular monitoring, evaluation and reporting of policy implementation and achievement of gender equality results, and
- > policy coherence within Australian whole-of-government development efforts, including in the provision of long-term technical assistance.

COLLECT AND ANALYSE INFORMATION TO IMPROVE GENDER EQUALITY RESULTS

Accountability requires a solid information base – reporting against gender equality results depends upon the right information being collected and analysed, regularly and promptly. Information collection and analysis also supports sound program development, by assisting the identification of opportunities and constraints on intervention. It allows best practice and lessons learned to be documented and applied. Identifying the links between gender equality, poverty reduction and sustainable development is critical for improving the effectiveness of development interventions and ultimately contributes to gender equality. Effective knowledge management requires:

- > sex-disaggregated data and gender equality indicators for the design, implementation and evaluation of country strategies and initiatives
- > documentation and dissemination of evidence on the links between gender equality and overall development objectives in specific country settings, based on agency evaluations and independent research
- > systematic sharing of effective strategies for incorporating gender equality into development practice, and
- > continuous efforts to strengthen the understanding and capacity of all stakeholders to ensure that lessons from evaluations and research can be applied and replicated.

There is a critical need for partner countries to improve the way they capture and use sex-disaggregated data to learn lessons about effective strategies, and to report against international commitments such as the Millennium Development Goals.

40 United Nations 2005a p. 40.

5 Monitoring and evaluation

'GIVEN HOW IMPORTANT GENDER IS TO AID AND GROWTH, IT IS VITAL THAT WE MEASURE PROGRESS THROUGH INDICATORS THAT TELL US HOW FAR WE HAVE COME AND HOW FAR WE STILL HAVE TO GO...FOR AID AGENCIES AND GOVERNMENTS, GENDER INDICATORS ARE A KEY TOOL FOR ACCOUNTABILITY, TELLING US WHETHER OUR PROGRAMMES ARE WORKING'.

*International Women's Development Agency Symposium on the Harmonisation of Gender Indicators
Canberra 2006*

Monitoring gender equality results is essential for improving the effectiveness of strategies to advance gender equality in different contexts and for gathering evidence on the contribution that gender equality makes to poverty reduction and sustainable development.

Monitoring of results in country and regional programs through their annual performance updates will strengthen accountability, and help to identify areas where gender capacity building is needed.

Qualitative and quantitative indicators for assessing progress towards achieving priority gender equality outcomes will be developed by all country and regional program areas for their strategies. Gender equality indicators for country strategies should support partners' efforts to meet their international reporting obligations on women's empowerment and gender equality.

The following methods will be used to gather and analyse information, and report on results.

Annual State of the Sector Report on Gender

Equality: This will be undertaken by the AusAID Gender Adviser and the Gender Unit in consultation with country programs. It will be based on information from annual program performance updates on gender equality results, including against objectives in country strategy performance frameworks. It may also reflect on:

- > the quality of gender integration into country and regional strategies and performance and incentive frameworks

- > the quality of gender integration into sectoral policies and strategies
- > the quality of gender equality strategies and their integration into the design of initiatives
- > the implementation of gender equality strategies for initiatives and the gender equality results achieved
- > findings of audits focused on particular sectors or programs
- > assessments of completion reports and reviews for initiatives, and
- > findings from reviews, evaluations and other research.

Major reviews of the achievement of policy outcomes and independent research will be undertaken periodically for both accountability purposes and for learning lessons.

Evaluations undertaken by the Office of Development Effectiveness (ODE) and program areas: Future evaluations will routinely:

- > employ gender equality indicators
- > include sex-disaggregated data
- > apply an integrated approach to gender, social and poverty analysis, and
- > report on gender equality results.

Sample indicators for tracking progress in each of the four gender equality outcomes are provided at <http://www.ausaid.gov.au/keyaid/gender.cfm>

Appendix 1: Sample gender equality results

This Appendix provides a list of sample outcomes and results that country programs can pursue in order to achieve the gender equality policy outcomes. The outcomes and results are grouped according to the four dimensions of gender equality discussed in Chapter 2.

It is not expected that all country programs will simultaneously work on all areas, or that they will pursue all results. They are provided as a guide only. Priorities and actions for tackling gender inequality will be identified by each country program in their country strategy. Priorities will align with program focus and partner priorities, and so will vary from one country to another.

THEME 1: ACCELERATING ECONOMIC GROWTH

GENDER EQUALITY OUTCOME: IMPROVED ECONOMIC STATUS OF WOMEN

Policy environment

Sample outcome: trade and financial policies and property law reforms that reduce gender disparities in access to and control over productive resources.

Sample results:

Access	<ul style="list-style-type: none">> Increased women's access to, control over and use of productive resources – financial and business support services, training, technology> Increased women's ownership, control over and use of land and other assets> Increased support for women's reproductive roles through changes to maternity leave and childcare policies
Decision making	<ul style="list-style-type: none">> Increased women's participation in decision making in the public sector, including in the development of economic policy and poverty reduction strategies
Women's rights	<ul style="list-style-type: none">> Women's rights protected in trade, financial and labour reforms> Women's rights protected in property law reforms, particularly in land mobilisation programs> Women are aware of laws that protect their economic and labour rights
Gender capacity building	<ul style="list-style-type: none">> Strengthened capacity of partner government agencies to collect sex-disaggregated data, analyse the different impacts of policies on poor women and men, and mitigate those impacts where necessary> Increased capacity of women's organisations and national machineries to independently analyse trade, financial and land reform policies and regulations

Infrastructure

Sample outcome: infrastructure that improves women’s and men’s access to services, and that reduces women’s time-burdens.

Sample results:

Access	<ul style="list-style-type: none"> > Improved access by women and men to markets, transport, water, shelter, communications and electricity > Reduction in women’s time-burdens and security and safety risks when accessing services > Equitable access by women and men to skills training needed for the management and maintenance of infrastructure
Decision making	<ul style="list-style-type: none"> > Women participate equitably in decision making about the location and type of infrastructure investments and their management and maintenance
Women’s rights	<ul style="list-style-type: none"> > Women’s and men’s rights are protected in the development and implementation of infrastructure – in relation to displacement, compensation, equal access to employment during infrastructure construction and maintenance, and equal pay
Gender capacity building	<ul style="list-style-type: none"> > Strengthened partner capacity to consult with female and male stakeholders on their infrastructure priorities > Strengthened partner capacity to ensure that women and men benefit equitably from infrastructure investments

Rural and Business Development

Sample outcome: equitable use by women and men of productive resources and assets including small and medium enterprise development.

Sample results:

Access	<ul style="list-style-type: none"> > Equitable access by women and men to skills training, technology, rural and agricultural financial services and marketing > Increased income and employment of women and men in the non-farm economy in rural areas – for example, in agribusiness and in small and medium enterprises > Increased participation of women as agricultural extension agents
Decision making	<ul style="list-style-type: none"> > Women equitably represented in rural producer and business organisations > Women empowered to play an increased decision making role in their households and communities
Women’s rights	<ul style="list-style-type: none"> > Reduced discriminatory employment practices – for example, in recruitment, training, pay, conditions, health and safety, childcare, maternity and family leave > Increased control and ownership by women of productive resources and assets > Men’s participation in advocacy for gender equality and women’s rights
Gender capacity building	<ul style="list-style-type: none"> > Increased effectiveness of local partners to reach and service women and men equitably – for example, by designing agricultural research and extension services that explicitly address both women’s and men’s production needs and priorities, by consulting women on their research needs > Strengthened capacity of partner government agencies to collect and analyse sex-disaggregated data, and to consult with female and male stakeholders > Strengthened rural women’s organisations and networks

Environment

Sample outcome: policies and initiatives that involve women and men in natural resource management and are responsive to their different needs.

Sample results:

Access	<ul style="list-style-type: none"> > Increased women's access to alternative energy sources > Reduced women's and girls' time-burdens when collecting water, fuel and forest products
Decision making	<ul style="list-style-type: none"> > Women participate equally in decision making for water supply and sanitation investments and their management and maintenance > Poor women and men equally involved in the management and protection of natural resources
Women's rights	<ul style="list-style-type: none"> > Women's and men's rights protected in environmental policies and initiatives – including food security and the right to use natural resources
Gender capacity building	<ul style="list-style-type: none"> > Strengthened capacity of women's groups to analyse environmental and energy policies and regulations > Strengthened capacity of partner agencies to consult with female and male stakeholders on environmental issues and priorities

THEME 2: FOSTERING FUNCTIONING AND EFFECTIVE STATES

GENDER EQUALITY OUTCOME: EQUAL PARTICIPATION OF WOMEN IN DECISION MAKING AND LEADERSHIP, INCLUDING IN FRAGILE STATES AND CONFLICT SITUATIONS

Political governance and civil society

Sample outcome: increased involvement of women in political leadership, decision making, peace building and democratic processes at all levels that reflect their needs, interests and rights; and increased demand by civil society for equitable and accountable governance.

Sample results:

Access	<ul style="list-style-type: none"> > Increased women's access to training and other support services to enable them to participate as candidates in elections and to perform effectively once elected > Increased inclusion of young women in political education and leadership training and mentoring > Strengthened capacity of women to participate in community organisations, particularly in technical, professional, administrative and managerial positions
Decision making	<ul style="list-style-type: none"> > Increased participation and representation of women in democratic processes, decision making and leadership positions at all levels, including in peace making and peace building
Women's rights	<ul style="list-style-type: none"> > Changed attitudes about the right of women to vote free from intimidation, to run for parliament, make decisions and hold leadership positions > Men's participation in advocacy for gender equality and women's rights
Gender capacity building	<ul style="list-style-type: none"> > Increased capacity of women's organisations and networks to demand good governance, accountability and anti-corruption measures and to consult on government policy > Increased capacity of male and female elected representatives to advance gender equality and to use CEDAW, United Nations Security Council Resolution (UNSCR) 1325 and other international frameworks as advocacy tools > Strengthened capacity of women's organisations to use the media to increase coverage of the status of women, and challenge negative stereotypes

Public Sector Reform

Sample outcome: public sector management that reduces gender disparities.

Sample results:

Access	<ul style="list-style-type: none"> > Improved services at local level for women and men that respond to their different needs, priorities and interests > Strengthened capacity of women to participate in the civil service, particularly in technical, professional, administrative and managerial positions
Decision making	<ul style="list-style-type: none"> > Increased women's participation in decision making in the public sector
Women's rights	<ul style="list-style-type: none"> > Reduced discrimination against women in public institutions (for example in pay, recruitment, promotion and training, and in responses to sexual harassment) > Increased public awareness of the right of women to participate equally in the governance of public institutions > Men's participation in advocacy for gender equality and women's rights
Gender capacity building	<ul style="list-style-type: none"> > Strengthened women's organisations and networks that create a demand for good governance and anti-corruption measures > Increased capacity of public sector agencies to deliver services that meet both women's and men's needs and priorities

Law and Justice

Sample outcome: promotion and protection of the human rights of women and girls in law and justice sector service delivery (e.g. gender-based violence and elimination of discrimination).

Sample results:

Access	<ul style="list-style-type: none"> > Equitable access by poor women and men to the legal system > Support services to women and girls, men and boys whose rights have been violated, particularly in the area of gender-based violence
Decision making	<ul style="list-style-type: none"> > Increased participation of women in the law and justice sector as police, lawyers and members of the judiciary and on sector committees and coordination groups > Increased participation of women's organisations in law reform processes > Local advocates for women's rights including women's organisations participate in decision making about law and justice sector initiatives
Women's rights	<ul style="list-style-type: none"> > Measures to protect the rights of women in customary and formal law > Increased awareness of legal and human rights by women, men, girls and boys > Men's participation in advocacy for gender equality and women's rights > Formulation and implementation of legislation to eliminate gender-based discrimination – such as land, inheritance and property rights, family law, gender-based violence, discrimination in employment and other areas of CEDAW > Reduced discrimination against women in law and justice institutions (for example in pay, recruitment, promotion and training and in responses to sexual harassment)
Gender capacity building	<ul style="list-style-type: none"> > Strengthened civil society organisations that effectively advocate for women's rights > Strengthened capacity of the law and justice sector to provide equitable treatment and fair outcomes to both women, men, boys and girls > Strengthened capacity of law and justice agencies to collect and analyse sex-disaggregated data, and to consult with female and male stakeholders

Humanitarian and Emergency Response

Sample outcome: policies and initiatives that protect and provide adequate services for women, men, boys and girls according to their different needs.

Sample results:

Access	<ul style="list-style-type: none"> > Equitable access to humanitarian resources by women, men, boys and girls > Infrastructure and other services that ensure the safety, security and health of both women and men, and which take into account women's and children's increased vulnerability during emergency situations > Increased access by women to reproductive health services
Decision making	<ul style="list-style-type: none"> > Women involved in the management of all humanitarian and emergency response strategies including community-based reconstruction > Women involved in disaster-based risk management and planning
Women's rights	<ul style="list-style-type: none"> > The rights, safety and security of women, girls, boys and men protected in all humanitarian and emergency responses
Gender capacity building	<ul style="list-style-type: none"> > Strengthened effectiveness of partner agencies to serve and protect women, men, girls and boys equitably > Protocols, procedures and standby operations agreements that explicitly acknowledge the different needs and security concerns of men, boys, women and girls; and the enforcement of these protocols and agreements

THEME 3: INVESTING IN PEOPLE

GENDER EQUALITY OUTCOME: IMPROVED AND EQUITABLE HEALTH AND EDUCATION OUTCOMES FOR WOMEN, MEN, GIRLS AND BOYS

Health

Sample outcomes: equitable access by women and men to strengthened health systems that respond to their different needs, especially in sexual and reproductive health; and health consequences of unequal gender relations are addressed for HIV, other major diseases and pandemics.

Sample results:

Access	<ul style="list-style-type: none"> > Increased use of health services by women, men, boys and girls according to their needs > Increased access by women and girls to reproductive health services and information including family planning > Health, HIV, STI and family planning information is appropriately targeted to women, men, and adolescent boys and girls > Health and HIV communication strategies recognise and respond to women's responsibilities for health care > Female and male health service professionals available to address women's, girls', men's and boys' different health needs, particularly in rural areas
Decision making	<ul style="list-style-type: none"> > Community participation by women and men in health and HIV service design, delivery and management > Changed community attitudes about appropriate roles, knowledge and decision making by women and men relating to health, including sexual and reproductive health > Increased participation by female health professionals in health service management

Women's rights	<ul style="list-style-type: none"> > Increased awareness by women, men, and adolescent boys and girls of women's health needs, in particular their reproductive needs and rights > Increased awareness by women, men, and adolescent girls and boys of the risk factors for contracting STIs > Women and girls empowered to make informed choices to protect their health and to use services, including contraceptive and other reproductive health services > Men's participation in advocacy for gender equality and women's rights
Gender capacity building	<ul style="list-style-type: none"> > Increased awareness by health providers of the impact of women's and girls' workloads and gender power relations on the risk factors for ill-health, the use of services and the burdens of health care > Increased capacity of national health systems to provide quality family planning and sexual and reproductive health services for women and adolescent girls > Increased capacity of national health systems to respond to the different needs, priorities and interests of women, men, boys and girls in health service delivery and in responses to pandemics and other diseases

Education

Sample outcome: strengthened education systems that reduce gender disparities in primary and secondary education; and increased employment opportunities for women and men through equal access to vocational and technical education and scholarships.

Sample results:

Access	<ul style="list-style-type: none"> > Equitable participation in all levels and types of education and training (basic, secondary, tertiary, vocational, technical and scholarships, including in the Australia-Pacific Technical College), and in non-traditional subject areas > Increased enrolment, attendance and completion of primary and secondary schooling for boys and girls > Strengthened transition from schooling to work for young women and men
Decision making	<ul style="list-style-type: none"> > Increased participation by women in the management of the education system at all levels, including in community-based school management committees
Women's rights	<ul style="list-style-type: none"> > Increased awareness within families and communities of the importance of investing in education for both girls and boys > Women and girls empowered to use their education to make choices, generate income, and pursue employment opportunities > The rights of girls and boys promoted through appropriate curricula and teaching > Men's participation in advocacy for gender equality and women's rights
Gender capacity building	<ul style="list-style-type: none"> > Strengthened capacity of education systems to provide quality education for boys and girls, and to address the barriers to girls' and boys' educational achievement – in workforce planning and training, curriculum development, and the provision of infrastructure which ensures the safety, security and health of female students

THEME 4: PROMOTING REGIONAL STABILITY AND COOPERATION

GENDER EQUALITY OUTCOME: GENDER EQUALITY ADVANCED IN REGIONAL COOPERATION EFFORTS

Trans-boundary responses⁴¹

Sample outcome: women's, girls', men's and boys' rights protected and their needs addressed in regional initiatives that respond to trans-boundary threats (e.g. people trafficking).

Sample results:

Access	<ul style="list-style-type: none"> > Information provided to women, girls, boys and men on the risks of trafficking and on avenues for assistance when trafficking has occurred > Information provided to women, girls, boys and men on safe migration
Decision making	<ul style="list-style-type: none"> > Women included in decision making on community-based responses to trafficking > Women's organisations included in the development of policies on labour migration > Women's organisations included in the development of policies and responses to child sexual exploitation including sex tourism and child pornography > Women included in decision making in responses to trans-boundary threats such as illegal fishing, global warming, drug trafficking, pandemics, disasters, access to water, and terrorism.
Women's rights	<ul style="list-style-type: none"> > The rights of migrant workers and survivors of trafficking and child sexual exploitation protected – women, girls, boys and men > Men's participation in advocacy for gender equality and women's rights
Gender capacity building	<ul style="list-style-type: none"> > Improved understanding of the plight of trafficked people and the sensitive treatment of survivors by officials > Strengthened law enforcement strategies targeted at the trafficking industry > Increased use of regional frameworks for action to address security, trafficking, safe migration and child exploitation. > Strengthened capacity of governments and regional agencies to analyse gender equality issues, collect and analyse sex-disaggregated data, promote women's rights, and develop gender-sensitive responses to trans-boundary threats

41 See the sections above on environmental challenges and humanitarian and emergency response for regional-level results which also apply to trans-boundary initiatives. Results in the policy environment, environment, humanitarian and emergency responses, and health and major diseases sections may also apply at a regional level.

Regional Integration and Governance

Sample outcome: increased capacity of regional institutions to address gender equality issues and advance women's rights; and public sector management across the Pacific that reduces gender disparities at all levels.

Sample results:

Access	<ul style="list-style-type: none"> > Equitable access to capacity building opportunities for women and men > Regional economic and governance initiatives promote and protect women's access to resources
Decision making	<ul style="list-style-type: none"> > Women's participation promoted in regional fora > Strengthened women's networks across the region > Women participate equitably in decision making about the location and type of regional infrastructure investments and their management and maintenance
Women's rights	<ul style="list-style-type: none"> > The rights of women protected in macroeconomic and regional governance initiatives > Elimination of gender-based discrimination in regional institutions and initiatives > Women's and men's rights are protected in the development and implementation of regional infrastructure initiatives – in relation to displacement, compensation, equal access to employment during infrastructure construction and maintenance, and equal pay > Men's participation in advocacy for gender equality and women's rights
Gender capacity building	<ul style="list-style-type: none"> > Strengthened capacity of regional agencies to analyse gender equality issues, collect and analyse sex-disaggregated data, promote women's rights and hold governments accountable to regional gender equality commitments > Strengthened capacity of and partnerships with regional women's organisations

Peacebuilding

Sample outcome: peace building, post-conflict recovery and development initiatives include women in decision making and protect their needs and rights.

Sample results:

Access	<ul style="list-style-type: none"> > Equitable access by women and men to all resources provided in conflict-affected areas, including resources provided to ex-combatants
Decision making	<ul style="list-style-type: none"> > Women's equitable participation in national, regional and international institutions and mechanisms (both formal and informal) for the prevention, management and resolution of conflict > Women's equitable participation in democratic processes, public service and civil society organisations in conflict-affected areas
Women's rights	<ul style="list-style-type: none"> > Women and girls protected from gender-based violence in conflict areas and an end to impunity for these crimes > Elimination of gender-based discrimination in post-conflict initiatives and institutions > Local women's peace and development initiatives supported > Men's participation in advocacy for gender equality and women's rights
Gender capacity building	<ul style="list-style-type: none"> > Increased capacity of stakeholders to protect and promote women's and children's rights in conflict-affected areas and programs

Abbreviations and acronyms

ADB	Asian Development Bank
APEC	Asia–Pacific Economic Cooperation
ASEAN	Association of Southeast Asian Nations
AusAID	Australian Agency for International Development
CEDAW	United Nations Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
DAC	Organisation for Economic Co-operation and Development, Development Assistance Committee
GDP	Gross domestic product
HIV/AIDS	Human immunodeficiency virus/ acquired immune deficiency syndrome
MDGs	Millennium Development Goals
NGO	Non-government organisation
ODE	Office of Development Effectiveness, AusAID
OECD	Organisation for Economic Co-operation and Development
STIs	Sexually transmitted infections
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNSCR 1325	United Nations Security Council Resolution 1325 on women, peace and security (adopted 31 October 2000)
WHO	World Health Organization

Glossary of selected terms

gender	Refers to the social attributes and opportunities associated with being male and female. These attributes and opportunities are socially constructed, context- and time-specific and changeable. Gender determines what is expected, allowed and valued in a woman, man, boy or girl in a given context. In most societies there are differences and inequalities between women and men, and between boys and girls, in responsibilities, roles, access to and control over resources, and decision making patterns.
gender relations	Refers to economic, social and power relations between males and females. Rather than seeing women or men in isolation, gender relations require us to consider the power, benefits, opportunities and rights of women and men relative to each other.
gender equality	Refers to equal rights, responsibilities and opportunities for women and men, girls and boys. Equality does not mean that women and men will be the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity among different groups of women and men. Equality between women and men is a human right, and a precondition for, and an indicator of, sustainable people-centred development.
gender equality results	Gender equality results contribute to changing gender relations and reducing inequality between women and men, and boys and girls. These results contribute to the elimination of discrimination; to equal access to resources, opportunities and services; and to the advancement and protection of the human rights of women and girls. When implementing initiatives, gender equality results are identified based on an analysis of the different rates of male and female participation in activities, in decision making, access to resources, and the benefits derived from development activities by men, women, boys and girls, including the advancement of their rights.
gender equity	Refers to fairness in access to resources and in the distribution of benefits from development, according to the different needs of women, men, girls and boys.
women's empowerment	A process of transforming gender relations, so that women gain the skills, confidence and ability to make choices and decisions about their lives.
gender integration	A process of assessing the implications for women and men of any planned action, to achieve the ultimate goal of gender equality. This requires addressing gender issues in development planning, policies and programming, and ensuring equal participation of women and men in decision making.

gender equality indicators	Quantitative and qualitative measures of performance which require the collection and analysis of sex-disaggregated data on who participates in, and benefits from, development activities. Gender equality indicators should measure: differences in benefits and impacts for males and females; changes in gender relations; and how these impact on the achievement of development objectives.
gender analysis	The process of considering the impact that a development policy, program, project or other activity may have on women, men, boys and girls, and on the economic and social relations between them – a type of social analysis that should also be integrated with poverty analysis.
sex-disaggregated data	This means counting men and women, boys and girls separately when gathering information on development activities and benefits – a minimum standard for planning, implementing, monitoring, and evaluating development activities.
national machineries women	Government agencies dedicated to the advancement of women and their for interests and/or to policy coordination for gender equality issues within government – including national ministries or bureaux for women, other agencies at national or sub-national level, commissions on women and units or departments within other government departments.

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ABOVE: Boys and girls look forward to a peaceful future in East Timor. PHOTO: Ambre Murard

GENDER EQUALITY FRAMEWORK

GENDER EQUALITY POLICY GOAL			
To reduce poverty by advancing gender equality and empowering women			
^	^	^	^
1. Accelerating economic growth	2. Fostering functioning and effective states	3. Investing in people	4. Promoting regional stability and cooperation
GENDER EQUALITY POLICY OUTCOMES			
Improved economic status of women	Equal participation of women in decision making and leadership including in fragile states and conflict situations	Improved and equitable health and education outcomes for women, men, girls and boys	Gender equality advanced in regional cooperation efforts
^	^	^	^
SAMPLE OUTCOMES FOR EACH AID PROGRAM THEME*			
Policy environment Trade and financial policies and property law reforms that reduce gender disparities in access to and control over productive resources	Political governance and civil society Increased involvement of women in political leadership, decision making, peace building and democratic processes at all levels that reflects their needs, interests and rights; increased demand by civil society for equitable and accountable governance	Better health Equitable access by women and men to strengthened health systems that respond to their different needs, especially in sexual and reproductive health	Trans-boundary responses Women's, girls', men's and boys' rights protected and their needs addressed in regional initiatives that respond to trans-boundary threats (e.g. people trafficking)
Drivers of growth – infrastructure Infrastructure that improves women's and men's access to services and that reduces women's time-burdens	Public sector reform Public sector management that reduces gender disparities	Major diseases Health consequences of unequal gender relations are addressed for HIV, other major diseases and pandemics	Regional integration Increased capacity of regional institutions to address gender equality issues and advance women's rights
Drivers of growth – rural and business development Equitable use by women and men of productive resources and assets including small and medium enterprise development	Law and justice Promotion and protection of the human rights of women and girls in law and justice sector service delivery (e.g. gender-based violence and elimination of discrimination)	Better education Strengthened education systems that reduce gender disparities in primary and secondary education outcomes	Regional governance in the Pacific Public sector management across the Pacific that reduces gender disparities at all levels
Environmental challenges to sustaining growth Policies and initiatives that involve women and men in natural resource management and are responsive to their different needs	Humanitarian and emergency response Policies and initiatives that protect and provide adequate services for women, men, boys and girls according to their different needs	Vocational, technical and tertiary education Increased employment opportunities for women and men through equal access to vocational and technical education and scholarships	Peace building Peace building, post-conflict recovery and development initiatives include women in decision making and protect their needs and rights

* The four boxes under each of the gender equality outcomes are provided as a guide only. They indicate key components to achieve each of the gender equality outcomes. It is not expected that all country programs will simultaneously work towards progress in all these areas. Priorities for tackling gender inequality will depend on program focus and so will vary from one country to another. As an agency we will report on progress against the four gender equality policy outcomes.

AUSTRALIA'S PRIORITIES FOR IMPLEMENTING THE GENDER POLICY

- > Identify strategic areas for advancing gender equality and empowering women. Priorities for tackling gender inequality will vary from one country to another, and will be based on sound analysis and dialogue with partner countries.
- > Integrate gender equality into regional and country strategies and performance frameworks. Articulate gender equality objectives in priority areas and develop indicators for measuring results. Scale-up specific initiatives in priority areas aimed directly at empowering women and removing barriers to gender equality.
- > Integrate gender equality into the design, implementation and monitoring of initiatives. Key ingredients of a gender equality strategy include gender analysis and gender equality objectives and indicators in the design and the monitoring and evaluation frameworks.
- > Report on gender equality results in annual program performance reporting. Monitoring of results in country and regional programs through their annual performance updates will strengthen accountability, and help to identify areas where gender capacity building is needed.

OPERATING PRINCIPLES

- > Strengthen partner ownership and support country-led priorities
- > Engage with both men and women to achieve gender equality
- > Strengthen accountability mechanisms to increase effectiveness
- > Collect and analyse information to improve gender equality results

TIPS FOR GENDER INTEGRATION

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| <ul style="list-style-type: none">> Apply a gender analysis to the situation including the roles, responsibilities, needs and strengths of men and women, boys and girls> Collect sex-disaggregated data and use gender equality indicators> Ensure that men and women play equal roles in decision making in the design, implementation, monitoring and evaluation of all initiatives> Include gender equality issues in high level consultations meetings and conduct all stakeholder consultations in participatory manor with special attention to female stakeholders> Identify and support local women's organisations> Ensure both women and men have equal access to initiative resources including training, capacity building in all sectors, credit, technology> Appoint both men and women to initiative and technical assistance teams, especially at senior levels; encourage implementing partners to do the same | <ul style="list-style-type: none">> Provide gender training for all staff, implementing partners and technical advisers involved in the initiative, and make sure that it is tailored to help them implement the initiative> Recognise the prevalence and impact of gender-based violence, and be sure to minimise risks and promote the rights of women through initiatives> Ensure that there are adequate financial and human resources to implement gender equality activities> Identify champions within government and develop a critical mass of people with gender skills> Address gender imbalances within institutions through support for the development of gender sensitive human resource management policies> Be patient: maintain realistic expectations for change, and avoid a trade-off between speed of action and gender equality |
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