



Inquiry into human rights  
issues confronting women  
and girls in the Indian  
Ocean-Asia Pacific region  
Submission  
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*When women benefit, the whole community benefits*

# Inquiry into human rights issues confronting women and girls in the Indian Ocean-Asia Pacific region

## IWDA Submission to the Joint Standing Committee on Foreign Affairs, Defence and Trade

### 1. Introduction

International Women's Development Agency (IWDA) is the only Australian development agency entirely focussed on gender equality and women's rights in Asia and the Pacific. IWDA works in partnership with women's groups and advocates to create empowering and transformative change for women. Our vision is for a just, equitable and sustainable world where women enjoy the full range of human rights, where women and men interact with dignity and respect, and where women have an effective voice in economic, cultural, civil and political systems and processes.

IWDA commends the Joint Standing Committee on Foreign Affairs, Defence and Trade for initiating this inquiry. Persistent, profound, and widespread gender inequality, formal and informal discrimination, multiple systemic barriers to women's civil and political participation, an epidemic of violence against women – these realities demonstrate that hundreds of millions of women and girls continue to be denied their human rights. That this pattern of abuse persists alongside virtually universal rhetorical commitment by states, international organisations, non-government organisations (NGOs) and other institutions to action, and clear evidence of its benefits, is telling. It points to deeply embedded structural barriers and cultural norms, and to political will, focus and resourcing that are demonstrably less than the task requires.

We expect the inquiry will receive many submissions, with diverse examples of barriers, and initiatives that are advancing women's rights. This submission focuses on a number of structural priorities that IWDA considers critical to improving the human rights of women and girls in the Indian Ocean-Asia-Pacific region. Addressing these would assist the Government to translate its commitments to gender equality and the human rights of women and girls into action and strengthen the effectiveness of Australia's investment, whatever the overall level of expenditure on aid and development. Thematically, the submission focuses on the three priorities identified in the Inquiry terms of reference - family and sexual violence, women's leadership (and civil and political participation more broadly) and economic opportunities, and women's sexual and reproductive health rights. In relation to each issue, we identify barriers, provide illustrative evidence or examples, and make recommendations for action to address or overcome the barriers.

As most of IWDA's work is focused on women and young women rather than girls, this is where our submission focuses. It highlights issues and barriers that are of particular concern to IWDA's partners in Asia and the Pacific; notes approaches and ways of working that can themselves contribute to the realisation of rights; and makes specific, practical recommendations to promote the human rights of women and girls.

The final section presents a consolidated list of recommendations.

## 1.1 IWDA's approach to the human rights of women and girls

The human rights of women and girls are universal, indivisible and interdependent. The realisation of women's human rights is integrally connected with gender equality and women's empowerment, and with addressing discrimination and poverty. As world leaders stated in the Millennium Declaration, "men and women have the right to live their lives and raise their children in dignity, free from hunger and from the fear of violence, oppression or injustice."

The human rights of women and girls and the elimination of all forms of discrimination against women and girls are a core development priority in their own right and essential to equitable, sustainable and effective economic and social development. Consequently, IWDA supports the integration and promotion of women's human rights in all aspects of Australia's foreign, trade and development policy, and in broader development dialogues.

IWDA's work is guided by the Universal Declaration of Human Rights, the Beijing Platform for Action, the Convention on the Elimination of Discrimination Against Women, UN Security Council Resolution 1325 and related resolutions on Women, Peace and Security, and other international instruments that seek to protect the universality of human rights and articulate the particular issues and barriers to their realisation faced by women and girls. IWDA takes a rights-based, feminist approach to its work in order to prioritise action on the inequities and injustices faced by women and girls.

IWDA focuses on three inter-connected thematic priorities that are at the core of women realising their rights and overlap with the focus of this inquiry:

- Women's safety and security
- Women's civil and political participation
- Women's economic empowerment and sustainable livelihoods

IWDA concurs with the inquiry Terms of Reference that a focus on women and girls is vital to the advancement of human rights, economic development and peace and stability in Australia's region.<sup>1</sup> Consequently, the realisation of human rights must be both a primary goal and an instrument of Australian foreign policy. As a goal, Australia must commit to promoting human rights and the rule of law as key foreign policy priorities and a projection of core Australian and universal values. Instrumentally, protecting human rights is essential to securing peace, justice, security and sustainable development. The Agreed Conclusions approved at the recent 58<sup>th</sup> Session of the United Nations Commission on the Status of Women (CSW 58) reaffirmed international consensus 'that the promotion and protection of, and respect for, the human rights and fundamental freedoms of women..., should be mainstreamed into all policies and programmes aimed at the eradication of poverty.'<sup>2</sup>

Progressing human rights is, then, a primary concern of government. Policies, programs and resourcing should protect and promote the enjoyment and progressive realisation of human rights. In a context of persistent gender disparity and discrimination, and given Australia's engagement with the Pacific, where violence against women and under-representation of women in parliament are the worst in the world, advancing the human rights of women and girls in our region must be a key focus.

Australia's status as a peaceful, democratic and developed country enjoying good economic growth brings with it a responsibility to recognise the period of political disruption we are living through, and its implications. Currently, some 57% of the world's population is living in countries where basic civil

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<sup>1</sup> House of Representatives, Human rights for women and girls - Indian Ocean-Asia Pacific region. Terms of reference, 18 March 2014.

<sup>2</sup> Paragraph 11, Advance Unedited Version, Agreed Conclusions, UN Commission on the Status of Women 58<sup>th</sup> Session, 21 March 2014.

liberties and political freedoms are curtailed.<sup>3</sup> As Australians we are able to advocate for the rights of others who are less able to readily advocate for themselves, and this reality should shape Australia's approach to human rights, particularly for women and girls whose rights to participation and voice remain especially constrained in many countries in our region.

**Evidence and examples: The Australian Government on gender equality and advancing the human rights of women and girls**

Australian National Statement: *Challenges and achievements in the implementation of the Millennium Development Goals for women and girls*; Senator The Hon Michaelia Cash, Minister Assisting the Prime Minister for Women, Fifty-eighth session of the UN Commission on the Status of Women, 11 March 2014

'Gender inequality persists in every country around the world. Every day, women continue to face discrimination in access to education, work, economic assets and participation in government. Only two out of 130 countries surveyed by the UN have achieved gender parity across all levels of education<sup>1</sup>. Women farmers produce more than half the world's food, but have far less access to land and resources than male farmers<sup>1</sup>. Violence against women continues to undermine efforts to reach all development goals.<sup>1</sup> We need to press ahead to reach MDG3. And we must make sure that gender equality is a cornerstone of the post-2015 agenda, and advances the human rights of women and girls in all countries...

Gender equality and the promotion and protection of women and girls' human rights must be a priority in the new development agenda, both as a standalone goal and mainstreamed across other goals. Achieving a strong, progressive outcome that prioritises gender equality and women's empowerment is critical. Australia's commitment to this vision is unwavering.'

Sitting alongside the overall responsibility to advance the human rights of women and girls is a specific companion responsibility: that any given action by government (or other actors) should not make things worse – i.e. there is a minimum ethical obligation to 'do no harm'.

## 2. Separately considering and giving visibility to women and girls

**Barrier: Lack of routine consideration of the situation, interests and concerns of women and girls, and the likely impact of policies, programs or other initiatives on gender equality and the rights of women and girls.**

Good policy and programming starts with good analysis. Gender analysis is essential to anticipating impact and ensuring effectiveness. Without an understanding of how the circumstances, needs and interests of women and men, girls and boys are different, it is more difficult to target policy or programming, leading to poor or sub-optimal results. This reduces the efficiency and effectiveness of policies and programs and their impact on progressing the rights of women and girls.

It is not possible to give effect to the responsibility to 'do no harm' without consistent and systematic integration of gender analysis in policy and programming. 'Gender-blind' decision making – decision making that does not consider the impact of a policy, program, project or other activity on women, men, boys and girls and on the economic and social relations between them – risks missing opportunities to progress the rights of women and girls and may result in unintended adverse consequences. When these consequences would have been readily foreseeable had gender analysis been undertaken, policy makers should be considered as complicit in such harm.

<sup>3</sup> CIVICUS 2013 State of Civil Society report, CIVICUS World Alliance for Citizen Participation, 2013; p.6; available at [http://socs.civicus.org/wp-content/uploads/2013/04/2013StateofCivilSocietyReport\\_full.pdf](http://socs.civicus.org/wp-content/uploads/2013/04/2013StateofCivilSocietyReport_full.pdf)

**Recommendation 1: All areas of government should undertake gender analysis as a routine part of good policy making, and require the same of organisations they fund.**

Giving visibility to and considering the circumstances and interests of women and girls is at the core of advancing their human rights. Gender profoundly shapes men's and women's economic and social roles and the extent to which they are able to access and benefit from opportunities, including those created by increased trade and economic development. This is a particularly important consideration given the current Government's policy focus on economic development, trade, and gender equality and women's empowerment.

Trade policy is interrelated with gender equality as trade policies are strongly redistributive and often generate complex and contradictory effects on women's access to employment, livelihood and income. Often societies where women are economically or socially discriminated against do not fully benefit from the effects of globalisation and trade integration. Because of this, reducing the gender bias is especially important for developing countries where inequalities between men and women are often larger.

Trade can be a catalyst for gender equality; however the effects of trade liberalisation and globalisation on women so far have been mixed. ...In some cases trade liberalisation has exacerbated existing gender inequalities and worsened women's economic and social status. *One of the reasons behind these negative effects is that trade policies are often designed and implemented without consideration of gender issues.*<sup>4</sup>

The recent 58<sup>th</sup> Session of the United Nations Commission on the Status of Women (CSW 58) reaffirmed global agreement on the need to:

Work towards ensuring that global trade, financial and investment agreements are conducive to the promotion of gender equality and the empowerment of women and human rights of women and girls, and complement national development efforts to achieve the Millennium Development Goals for women and girls, including through reaffirming the critical role of open, equitable, rules-based, predictable, non-discriminatory multilateral trading system, and strengthen the effectiveness of the global economic system's support for development by encouraging the mainstreaming of a gender perspective into development policies at all levels in all sectors.<sup>5</sup>

The differential impacts of trade on women and men must be analysed and systematically factored into decision making if governments are to make trade policy choices that are effective, sustainable and contribute to outcomes that meet the needs of both women and men. The Australian Government is in a unique position to drive an innovative process that links economic development objectives to gender equality in the Pacific. The recommendations in [IWDA's Submission](#) to the 2009 JCFADT inquiry remain relevant as broad guidance on the kinds of steps required to ensure fully informed, coherent policy that takes account of gender inequalities in the negotiating agenda and processes for regional trade agreements.

**Evidence and examples: Gender equality, trade and PACER Plus**

Trade policy choices will affect Pacific women and men differently because they play different social and economic roles, and because pervasive gender-based discrimination marginalises women from many aspects of social and economic life. Without effective gender analysis of trade policy options, PACER Plus negotiations will be based on a partial understanding of the current economic and social context. If economic analysis and modelling ignore gender issues, it will result in missed opportunities, gender inequitable outcomes, and inefficient and ineffective economic policy. Given existing gender disparities and constraints on women's mobility and time, women may be disproportionately excluded from new economic opportunities created by

<sup>4</sup> Emphasis added. United Nations Conference on Development and Trade (UNCTAD) website introducing the UNCTAD Expert Meeting on Mainstreaming Gender in Trade Policy, <http://www.unctad.org/Templates/WebFlyer.asp?intItemID=4760&lang=1> (accessed online 29 July, 2009), cited in [IWDA's Submission](#) to the Joint Standing Committee on Foreign Affairs, Defence and Trade Inquiry into Australia's trade and investment relations with Asia, the Pacific and Latin America, 2009.

<sup>5</sup> Paragraph 42(B)(jj), Advance Unedited Version, Agreed Conclusions, UN Commission on the Status of Women 58<sup>th</sup> Session, 21 March 2014.

trade liberalisation. At the same time they are likely to carry an unequal burden of trade adjustment costs, exacerbating prevailing gender inequalities.<sup>6</sup>

As IWDA noted in its submission to the JCFADT inquiry into Australia's trade and investment relations with Asia, the Pacific and Latin America in 2009, paid employment in the Pacific is often segmented along gender lines. 'In the fisheries sector, for example, men can access skilled jobs on foreign fishing vessels while women are concentrated in low-skilled, low-paid work in foreign-owned fish processing plants. Women's jobs in canneries and fish processing factories are particularly unstable in difficult economic circumstances as foreign companies seek the lowest cost workforce to maintain competitiveness. The potential for investment flight puts considerable pressure on governments to maintain low minimum wages, and is a disincentive to address inadequate work conditions and women's employment rights and needs. Women working in this sector are likely to have limited education, skills and training. They also have limited opportunities to access alternative employment in higher paid and more stable sectors. Unless targeted actions are taken, increased investment in this sector is unlikely to promote decent work for women and men. If the fisheries trade is to provide long-term employment opportunities for women and men, governments need to ensure equal pay for equal work and invest in genuine training and skill development for women and men.'<sup>7</sup>

**Recommendation 2: Australian and Pacific Island governments take active steps to engage both women and men in meaningful consultations on regional development options and ensure that PACER-Plus negotiations are informed by their views and development aspirations.**

**Recommendation 3: The Australian Government integrates gender analysis into all Aid for Trade activities including research initiatives.**

## 2.1 Women and girls are diverse

Women and girls are not a single, homogenous group. Needs and interests vary across the life course and with rural/urban location. Discrimination on the basis of disability, sexual identity, religion or ethnicity can intersect to deepen marginalisation. Frameworks for analysis, policy development, programming and implementation, and for assessing outcomes and impacts, need to consider and incorporate diverse factors that shape the lives of women and girls. Including these diverse factors in routine data collection will enable needs and circumstances, and their impacts on opportunities and outcomes, to be disaggregated and any systematic barriers identified. This will enable more responsive, relevant and effective policies and programs. Section 2.2 outlines one approach to capturing the impact of diverse individual circumstances on development outcomes and tracking these over time.

Men and boys are also diverse, and programs that engage with them to progress gender equality and women's human rights need to take account of this reality.

### **Evidence and examples: Seeing the intersections: gender, disability and human rights violations**

A three-year research project undertaken by IWDA, Cambodian partner Banteay Srei (which has also provided a submission to this inquiry), the Cambodian Disabled People's Organisation (CDPO), CBM Australia and Monash University, with funding from the Australian Government, investigated violence against women with disabilities in Cambodia.

This world-first research revealed that the intersection of gender and disability changed the nature of the violence experienced by women, not just the extent of it. In particular, women with disabilities are more likely to experience family violence than intimate partner violence, at a rate that is significantly higher than that of women without disabilities. Women with disabilities experience significant barriers to disclosure and accessing services and justice, and these barriers are worsened by the fact that many women with disabilities have less

<sup>6</sup> Claire Rowland and Jo Crawford, IWDA, for the Australian Civil Society Network on Pacific Trade, 'PACIFIC TRADE: Trading away women's rights?' [Pacific Trade Fact Sheet No. 4](#), July 2009

<sup>7</sup> IWDA Submission to the JCFADT Inquiry into Australia's trade and investment relations with Asia, the Pacific and Latin America, 2009, p.3.

financial autonomy and less power in their lives than other women. Specific steps need to be taken if the rights of women with disabilities are to be advanced.

The short [Research Policy Brief: Triple Jeopardy: Violence against women with disabilities in Cambodia](#) published by the Australian Government in 2013 includes practical recommendations for policy makers to redress the discrimination and rights violations experienced by women with disabilities and enable their access to services and justice. Other publications emerging from the research, available [here](#) in English and Khmer, include a community training manual to challenge discrimination against women with disabilities.

The research highlights the importance of considering the intersection of gender and disability, and collecting data that can be disaggregated by both sex and disability. It also demonstrates the feasibility of doing so.

**Recommendation 4: The Australian Government takes account of the diverse circumstances of women and girls in its analysis, policy, programming and evaluation, and requires recipients of Australian aid funding to do the same.**

## **2.2 Making gender disparity visible in assessing poverty and development progress**

**Barrier: Currently, we measure poverty of households not individuals, making it impossible to know with accuracy whether women and girls are the majority of those in poverty and whether this is changing.**

In releasing the TORs for this inquiry, Senator Simpkins said: “Women make up the majority of the world's poor.” He is not alone in making this claim<sup>8</sup>. Currently, this cannot be substantiated in data. Global poverty data is collected in relation to households, not individuals. This makes it impossible to know with accuracy whether there are more women than men in poverty (or vice versa), and whether and if so how this varies across the life-course or with factors such as disability. It hides the circumstances of individuals within households, when we know that resources and opportunities are not always equally shared, and decision-making and safety not equally enjoyed. We know that inequality can persist within the household even when women have experienced gains elsewhere. To disaggregate data, assumptions are made about how poverty is distributed within the household, for example, that everyone within the household is equally poor, or not.

What we measure matters. It reflects what we value. It drives the visibility of issues. It influences where resources are invested. Governments and other actors need to be able to see where deprivation lies, and the factors that contribute to it, to develop effective, targeted policies and programs. It is vital to track human development progress in a way that shows *who* is deprived, to what extent, and whether this is influenced by other factors, such as gender, age or disability.

With international research partners, and support from the Australian Government through the Australian Research Council, IWDA has developed a new approach to measuring poverty and gender equity, the *Individual Deprivation Measure (IDM)*. For the first time, it provides a way of assessing the circumstances of individuals in 15 key areas of life, in a way that shows the extent of deprivation and gender disparity. It collects data that allows analysis of deprivation by disability and self-identified minority status, and is sensitive to age, gender, geographic differences where they exist. Importantly, it can reveal intra-household differences in access to resources and opportunities. The IDM provides a

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<sup>8</sup> UN Women, for example, claims that ‘according to some estimates, women represent 70% of the world’s poor’ (UN Women 2010, p. 10). The claim that 70% of the poor are women has been widely shown to be unsubstantiated, and nearly all investigations of the topic show that official poverty statistics currently do not permit evaluations of the relative poverty of men versus women because they measure at the *household* level. See, among others, Chant, S. 2007, *Gender, Generation, and Poverty*, (Northampton, 2007): Edward Elgar.

way of identifying multiple and intersecting barriers, and assessing whether efforts to address these are translating into improved outcomes for individual women and men.<sup>9</sup>

The IDM has the potential to transform poverty measurement. When taken up by governments, international development agencies, NGOs and communities, it will help determine whether efforts to 'address the multiple and intersecting factors contributing to the disproportionate impact of poverty on women and girls over their lifecycle as well as intra-household gender inequalities in allocation of resources, opportunities and power'<sup>10</sup> are changing lives. The IDM has been trialled in a nationally representative survey in the Philippines and a survey is planned for Fiji in 2014-15 as part of the Pacific Women Shaping Pacific Development program. A summary of the underlying research and the new measure and further discussion is available here [www.iwda.org.au/gender-matters](http://www.iwda.org.au/gender-matters). Details and links to research publications are available at [www.genderpovertymeasure.org](http://www.genderpovertymeasure.org).

**Recommendation 5: The Australian Government moves to measure poverty in a way that is gender-sensitive and can be disaggregated by sex, age, disability and other factors, and advocates this to other organisations and institutions.**

Making gender visible in and through information collection and research, including for monitoring, evaluation and learning, will improve effectiveness: policy makers and implementing partners need to understand and address specific contexts and circumstances, including how gender interacts with other factors such as religion, sexual preference or disability to deepen disadvantage and marginalization.

### 3. Implementing and resourcing gender equality and women's rights

**Barrier: Policy implementation does not match commitments or what is required to realise them.**

Connecting policy commitments to implementation and resourcing is essential to translating intention into action and change. Without clear arrangements to implement and adequately resource commitments, the persistent gap between rhetoric and action on gender equality and women's rights will remain, with progress remaining partial and in many areas, slow. The Government's strong focus on gender equality and women's empowerment is important and welcome. But it is not new. Gender integration has been an agreed strategy globally and for the Australian aid program for decades<sup>11</sup>, but the management and performance architecture required to systematically connect policy with programming and resourcing have not been prioritised.

**Evidence and examples: Implementation of Australia's gender equality policy**

Excerpts from the [Office of Development Effectiveness Annual Review of Development Effectiveness Report 2009](#), published 10 December 2010 (the most recent such annual review report published by ODE)

*The gender equality policy is yet to be reflected in performance results*

Gender equality is fundamental to both economic and social development in all sectors and all societies. There is substantial evidence demonstrating clear links between women's opportunities to participate fully in society and the extent to which development efforts are sustained. Given this, gender equality has long been endorsed as a key principle underlying all aspects of Australian aid...

The findings of ODE evaluations suggest that this policy commitment has yet to be translated effectively into performance results....

<sup>9</sup> The IDM as currently constructed applies to adults. The research team is keen to conduct similar participatory research with children, to inform development of a multidimensional measure of poverty and deprivation relevant to girls and boys.

<sup>10</sup> Para 42(A)(k), Advance Unedited Version, Agreed Conclusions, UN Commission on the Status of Women 58<sup>th</sup> Session, 21 March 2014.

<sup>11</sup> For a brief review, see Patrick Kilby and Joanne Crawford (2011), *Closing the Gender Gap: Gender and Australian NGOs*, ACFID Research in Development Series Report No. 2; [http://www.iwda.org.au/wp-content/uploads/2012/04/20120412\\_GenderGapv2.pdf](http://www.iwda.org.au/wp-content/uploads/2012/04/20120412_GenderGapv2.pdf)

*While components of gender equality have been built into many activities, they are usually peripheral and rarely sustained.*

A recent review of gender mainstreaming in Australian aid activities in Papua New Guinea found that, overall, the gender equality work in most projects is largely peripheral and rarely influences their strategic direction.<sup>1</sup> The health sector evaluation concluded that AusAID's corporate focus on gender equality has not been carried forward in any significant way into the health programs in Solomon Islands and Papua New Guinea. Gender relations in Melanesia continue to see men dominating decision making in nearly all public arenas, even though in many ways women are the primary producers of wealth.<sup>1</sup> Violence against women is still endemic in the region, and has high social, economic and health costs.<sup>1</sup> The Women and Child Health Project in Papua New Guinea did useful work to introduce a gender approach and to address gender-based violence. However, the independent completion report did not find evidence of impacts on the health status of women and children or their access to services. It also found that this work did not inform the subsequent sector-wide approach. (pp. 51-52)

**Recommendation 6: The Australian Government takes a systematic and consistent approach to translating its commitments to gender equality and women's rights into practice, and develops a specific aid program benchmark to reflect this.**

Gender equality is an important policy priority and acknowledged as essential for sustainable development. Implementation should be a formal requirement in the same way that budget management is. This will enable implementation of the Government's commitments and is a pre-requisite for effectiveness. Initiatives that 'mainstream' gender equality and women's empowerment should have specific, detailed implementation plans that show how gender will be integrated and resourced. The Asian Development Bank's (ADB) Gender Action Plans provide one working model of how this can be negotiated and implemented. The ADB's classification system applies to all ADB loans and has been accepted by governments in the region. It is suggested as a starting point for developing a benchmark for Australia's aid program. A relevant benchmark could be the percentage of programs that either:

- a. Have a gender equity theme (GEN): gender equality and women's empowerment is an explicit program outcome; or the program directly supports gender equity and women's empowerment, or
- b. Provide effective gender mainstreaming (EGM): Gender Equality and Women's Empowerment is substantially integrated across all outputs of the program but it is not an explicit outcome.

**Barrier: Resourcing of gender equality and women's rights does not match that the level of political and policy commitment or the scale of the task.**

The persistence of gender disparity and rights violations over time demonstrates that the level of focus on and resourcing of efforts is not commensurate with the scale of the problem. At the 58<sup>th</sup> Session of the UN Commission on the Status of Women in March 2014, member states agreed that:

...insufficient priority given to and significant under-investment in gender equality and the empowerment of women in the realization of the human rights of women and girls continue to limit progress on the Millennium Development Goals for girls and women of all ages, their families and communities, and for the economic, social and environmental dimensions of sustainable development. It stresses that the available resources, through domestic resource mobilization and official development assistance, and their allocation remain a concern and are often inadequate to the task.<sup>12</sup>

Women's political representation and rates of violence against women in the Pacific are among the worst in the world. Australia's expenditure does not reflect the policy importance, the extent of the rights violations, the scale of the challenges involved in addressing them, or the potential benefits.

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<sup>12</sup> Para 38, Advance Unedited Version, Agreed Conclusions, UN Commission on the Status of Women 58<sup>th</sup> Session, 21 March 2014.

**Evidence and examples: Gaps in expenditure and performance monitoring, Papua New Guinea**

The latest (2012-2013) [Aid Program Performance Report for Papua New Guinea](#) shows \$2.9 million of a nearly \$500 million budget, or less than 1%, is spent on 'gender equality and women's empowerment' (p.12). This is in a context where 'Gender is tracking poorly against most indicators' and 'PNG has one of the highest rates of violence against women in the world' (p.3). Less than 1% is invested in disability inclusive development.

No information is reported about 'mainstreamed' expenditure on gender equality and women's empowerment. If we assume that gender equality-focused commitments in our biggest country program are broadly at the level for the total aid program (59%), the current system provides no expenditure reporting about virtually all of Australia's commitments to gender equality and women's empowerment in Papua New Guinea.

Given the profound gender inequalities and rights violations faced by women in Papua New Guinea, this limited direct investment in gender equality and women's empowerment and the lack of performance information must be regarded as contributing to the ongoing denial of women's human rights.

**Recommendation 7: The Australian Government lifts the percentage of its aid program focused on progressing gender equality (as either a principal or a significant objective) to closer to 100%.**

Mainstreaming gender has been a policy commitment since the 1990s, and gender inequality remains persistent and ubiquitous. Transformative change requires greater investment in targeted initiatives that address inequality and support women's rights. It also requires the aid program *as whole* to contribute to change through consistent use of gender analysis and gender-responsive policies and programs.

**Barrier: The Australian Government only tracks a small proportion of its expenditure on gender equality and women's rights, making it impossible to know the extent to which funds committed are being expended or to monitor performance.**

In announcing this Inquiry, Sub-Committee chair Luke Simpkins said 'Currently, around half of Australia's aid budget is spent on initiatives, policies and programs that have a significant focus on gender equality and the empowerment of women and girls.' The Minister for Foreign Affairs, the Hon. Julie Bishop MP, made a similar claim in a recent booklet, [Improving economic outcomes for women](#), stating that 'over 50 per cent of Australia's aid budget is spent on initiatives that promote gender equality.' Similar claims were made by Ministers in the previous government. The DFAT webpage on gender equality quantifies this as \$2.164 billion in 2011-12.

This claim can currently not be substantiated. While funding commitments to programs that have a focus on gender equality and women's empowerment have been growing, and this is important and welcome, it is not currently possible to track all expenditure on gender equality and women's empowerment. It should be; such data is basic to effective policy and implementation oversight and to budget management, so that Government, and other interested stakeholders, can assess how intentions/commitments are translating into activity. At present, Australia's arrangements for such tracking are incomplete. Australia (in common with other donors) classifies aid commitments/ planned expenditure using a system of policy markers developed by the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD DAC) to identify where aid is focused. In relation to gender equality and women's empowerment, this 'front end' classification system requires donors to identify whether 'gender equality' is a 'principal' or a 'significant' objective of an initiative:

A "principal" score (2) is assigned if gender equality was an explicit objective of the activity and fundamental to its design - i.e. the activity would not have been undertaken without this objective. A "significant" score (1) is assigned if gender equality was an important, but secondary, objective of the activity - i.e. it was not the principal reason for undertaking the activity... The gender equality marker allows an approximate quantification of aid flows that target gender equality as a policy objective. *In marker data presentations the*

*figures for principal and significant objectives should be shown separately and the sum referred to as the "estimate" or "upper bound" of gender equality-focused aid. (emphasis added)*<sup>13</sup>

Currently, the aid program only tracks and reports actual expenditure where gender equality and women's empowerment is a specific line item - where it is a 'principal objective'. This is reported in annual Aid Program Performance Reports for each country program. Where gender equality and women's empowerment is a 'significant objective' – broadly speaking, where it is mainstreamed – there is no mechanism for collecting and reporting actual expenditure. In the context of development, where a range of factors can lead to expenditure being delayed or re-focused, commitments are not the same as expenditure. Moreover, information about any difference between commitments and expenditure can provide useful performance information about issues that need to be addressed.

In 2012 (the latest figures for which OECD data is available), 59% of Australia's total sector-allocable aid commitments were classified as focused on gender equality, 6.6% as a 'principal' objective, 45.9% as a 'significant' objective (see Appendix 1). This means there is no tracking and reporting of expenditure information in relation to most of Australia's gender equality focused aid commitments.

**Recommendation 8: DFAT further develops its systems and tools for tracking expenditure on gender equality and women's rights and empowerment so that it can report publicly about investment that has this focus as a 'principal' and 'significant' objective, and assess its quality and impact.**

Publishing comprehensive, relevant performance information helps both government and other stakeholders to assess how policy commitments are being implemented and adjust efforts accordingly.

### 3.1 Focusing on gender and gender relations as well as women and girls

**Barrier: Much development work to promote gender equality focuses predominantly on women, or on men,<sup>14</sup> rather than working with both men and women in an intentionally coordinated way.**

Transforming gender inequality requires change at many levels. Some of the changes required for more equal gender roles and relations are complementary and interdependent. IWDA's work with partner organisations in diverse fields including intimate partner violence, water, sanitation and hygiene, and de-mining suggests that strategically linking gender-related work with women and men can strengthen gender equality outcomes. Relationships between women and men matter for gender equality, and it is important to work with men and women together, as well as separately, in transforming the social norms and power structures that root gender inequality deep in all cultures.<sup>15</sup> This includes identifying productive spaces for change and ways of negotiating change as positive for both women and men. Focusing only on women and girls can lead to their marginalisation, even more responsibilities and work, hostility and sometimes open violence and intensification of gender inequalities. Women and men, girls and boys, need to be involved in creating change, as individuals, in their relationships, in their families, and in communities. However, as Quay and Crawford (2012) note,

'coordinating work with women and men also brings challenges and risks, including that existing inequalities will constrain voice and make respectful and open dialogue difficult. These sit alongside potential to reinforce current efforts and support dialogue about more equal gender roles, responsibilities and relations... [T]here remain important issues to be addressed in elaborating the

<sup>13</sup> Information about the OECD DAC gender equality and women's empowerment markers can be found here <http://stats.oecd.org/Index.aspx?DataSetCode=GENDER> last accessed 20 May 2014

<sup>14</sup> Greene, M and Levack, A (2010), *Synchronizing Gender Strategies: A Cooperative Model for Improving Health and Transforming Gender Relations*, Washington, Population Reference Bureau. Kilby, P and Crawford, J (2011) *Closing the Gender Gap: Gender and Australian NGOs*. Canberra. ACFID Research in Development Series Report No.2.

<sup>15</sup> IWDA explored these issues in Quay, I and Crawford, J, with Flood, M and Kilby, P (2012) 'Towards transformation: Synchronising work with women and men for gender equality', [Gender Matters, Issue #1](#).

rationale for gender synchronisation, and evidence to be collected about the difference a coordinated approach makes, how, and in what contexts.<sup>16</sup>

**Recommendation 9: The Australian Government complements its focus on women and girls with a focus on the gendered relations, structures, institutions and norms that reproduce disparity and discrimination.**

**Recommendation 10: The Australian Government encourages and supports the collection and evaluation of evidence about whether intentionally coordinating work with women and girls, and men and boys, would accelerate achievement of gender equality and the rights of women and girls.** Michael Flood, a researcher and educator based at the University of Wollongong, has outlined proposed directions for research in this area [here](#) (p.15).

## 4. Family and sexual violence against women and girls

**Barrier: The prevalence of family and sexual violence against women and girls globally is an egregious violation of human rights, and a profound barrier to their realisation of other rights.**

Rates of family and sexual violence against women and girls remain high globally, with huge direct costs for individual women and their families and for health services. This translates into billions of dollars lost to national economies through additional direct costs and lost productivity. However, there is variability in prevalence across countries and contexts, confirming that violence is not inevitable and underlining the importance of prevention. Prevalence rates in the Pacific are the highest in the world, confirming violence prevention and response as key priorities for advancing women's rights in the region.<sup>17</sup>

**Recommendation 11: Strengthen the focus on violence prevention and increase foreign aid funding commitments for preventing and addressing gender-based violence, with transparent monitoring.**

Preventing violence against women requires addressing the root cause of the violence. In Papua New Guinea, as elsewhere, gender inequality is the cause of violence against women. The emphasis within Australia's aid program on services addressing violence against women needs to be complemented by a focus on prevention, including by resourcing programs and alliances that tackle the underlying causes of violence and increasing women's presence in peace building and reconstruction. The 2012 report from the International Centre for Research on Women, [Violence against Women in Melanesia and Timor-Leste: Progress made since the 2008 Office of Development Effectiveness report](#) includes recommendations to this end.

### 4.1 Violence against women with disabilities

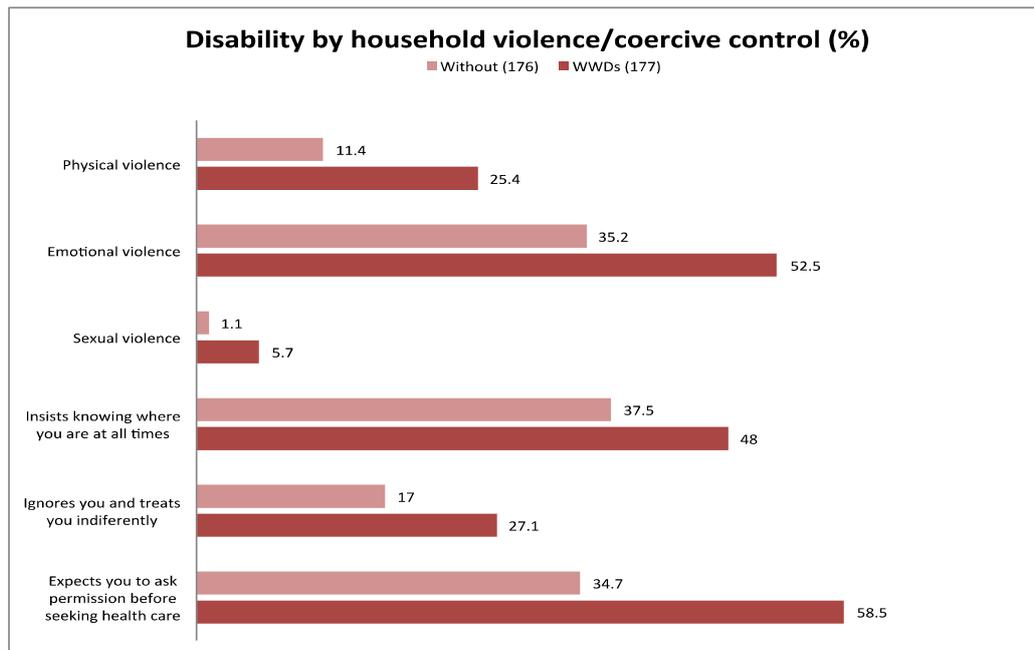
As noted earlier, the research project [Triple Jeopardy: Gender-based violence, disability and rights violations amongst women in Cambodia](#) showed that the intersection of gender and disability changes the *nature* of the violence experienced by women, not just the extent of it.<sup>18</sup> In particular, women with disabilities are more likely to experience family violence than intimate partner violence, at a rate that is significantly higher than that of women without disabilities, as in the graph below.

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<sup>16</sup> Quay and Crawford (2012), p.14.

<sup>17</sup> For example, in some Pacific Island countries, more than 60% of ever-married women 15–49 years have experienced physical or sexual violence from an intimate partner at some time in their lives (68% in Kiribati, 64% in Solomon Islands, and 60% in Vanuatu). The Hon. Bob Carr, Foreign Minister, Press Release, 8 March 2013; SPC, Ministry of Internal and Social Affairs, and Statistics Division 2010; SPC and NSO 2009; VWC 2011; cited in the World Bank East Asia and Pacific Regional Report 2012, p.10.

<sup>18</sup> IWDA draws the Committee's attention to the separate submission from Cambodian NGO Banteay Srei, which provides further insights into the operating context in Cambodia regarding women's rights work.



**Figure 1: Comparative rates of household/ family violence, *Triple Jeopardy*: Violence against women with disabilities in Cambodia**

Women with disabilities experience very significant barriers to disclosing abuse and seeking support and justice. These barriers include lack of awareness of their rights, perceptions of self-worth and acceptance of men's dominance, limited physical mobility and financial resources, and dependence on family members who are also perpetrators. In Cambodia, the *Triple Jeopardy* research found that they are largely hidden from and ignored by institutions, organisations and services that could and should be acting in their interests.

**Evidence and examples: In their own words: rights violations experienced by women with disabilities**

"I have never gone to the hospital even when I've been sick. When my wheelchair broke, I had a cart to help me travel to the central hospital when I was pregnant. Once when I was sick I asked my husband to take me to the hospital but he refused and tied up my cart so that I couldn't go." (IDI 3)

"It was my uncle, my father's youngest brother. At that time ... I didn't even understand about sex. I was about 13 and my body hadn't matured. I slept with my grandmother, and she used to get up early in the morning to start the fire, leaving me alone. My uncle came to sleep with me. He felt my breasts, sexual organs, hands and legs. At that time, I felt as if I was dreaming because I knew nothing [about sex] until I got married. But I never told anyone. He did it about two or three times. I stopped sleeping with my grandmother and went to sleep in my mother's room. Now my uncle is too ashamed to visit me. ... I've never told anyone until now, not even my mother ... but I've kept it in my mind for 30 years." (IDIBB3)

"I just told my relatives. I never told the local authorities about my husband's violence. I didn't want to break the relationship, so I just tried to be patient ... his father is the vice-chief of the village, but he never educated his son not to do such bad things. I have never told other people because they will not think it is true, and since my father in law is the vice-chief, most people in the community respect him. They are afraid that they will not be invited to participate in the community or receive gifts." (IDIBB5)<sup>19</sup>

**Recommendation 12: Strengthen the aid program's focus on addressing discriminatory attitudes against women with disabilities, which condone and perpetuate violence against them.**

<sup>19</sup> Quotes from in-depth interviews conducted as part of the *Triple Jeopardy* Research. Cited in Nina Vallins and Briana Wilson (2013), 'Triple Jeopardy: Gender-based violence, disability and rights violations amongst women in Cambodia', [Gender Matters Issue #3](#); Additional first person evidence can be found in IWDA's submissions to the [UN Committee on the Rights of Persons with Disabilities](#) and the [CEDAW General Discussion on Access to Justice \(PDF\)](#)

Discriminatory attitudes won't go away by themselves – they need to be actively challenged, within a rights framework, if women with disabilities are to access services and realise their rights, especially in developing contexts where there are few or no specialist services.

**Recommendation 13: Nothing about us without us: women with disabilities should be involved in all aspects of development, from consultations about priorities and needs, policy and program development and implementation, to evaluation, research and data collection.**

Being heard is fundamental to advancing women's rights. Hearing directly from women experiencing rights violations also helps pinpoint the nature and scale of the problem and what needs to change for their rights to be protected and promoted, and services and access to justice improved. While this is an area of practice IWDA needs to strengthen, the approaches to supporting inclusion of women with disabilities in the *Triple Jeopardy* research (Appendix 2) are an example of good practice.

#### **4.1 Gender-based violence against women in Papua New Guinea**

**Barrier: Women in Papua New Guinea experience multiple forms of gender based violence concurrently and at different life stages; services that focus on specific types of violence cannot adequately understand and respond to the complete experience of women.**

Research, UN reports (including the work of the UN Committee on the Elimination of All Forms of Discrimination Against Women and the Special Rapporteur on violence against women, its causes and consequences), and women's own documentation of violence in their communities has provided increased understanding of the prevalence, complexity and diversity of violence against women in Papua New Guinea. The violence they experience includes, but is not limited to, family and sexual violence, tribal conflict, sorcery-related violence and the impact of harmful cultural practices such as polygamy and bride price.

IWDA and partners are seeing trends for research and programming on violence against women to focus on particular forms of gender-based violence, such as sorcery-related or family and sexual violence. This segmentation fails to understand and respond to the complete experience of women. By narrowing focus, the root cause of the violence against women is not understood or addressed in prevention efforts, and interventions for women who experience violence are not holistic. IWDA supported Voice for Change to complete research partially funded by UN Women, to understand the forms and complexity of violence against women in Jiwaka Province in the PNG Highlands. The research findings are being used to inform responses to violence and violence prevention.

While some formal services to address women's medical, psychological, social and legal needs are effectively implemented in some provinces, these services largely do not meet the needs of women who experience violence, particularly at a community level. The legal system is particularly ineffective at the community level where much of the violence against women occurs. Police rarely attend to cases of violence against women; these are either mediated through male community leaders or through village magistrate courts. Many village magistrates do not have a strong understanding of the PNG law, particularly in relation to women's rights and violence against women. The Australian Aid program has invested in some training with village magistrates and this work needs to be expanded to ensure that women have access to justice at the community level.

In response to limited effective implementation of government services, there are women and communities who are leading responses to violence against women in their own communities. IWDA's experience is that much of this work happens informally and is undertaken by individual women and women's groups in their communities with some but limited support and resources from government, donors and INGOs. As identified by the Office for the High Commissioner for Human Rights (OHCHR), Women's Human Rights Defenders (WHRD) Networks, which include women and organisations who are responding to violence in the Highlands region and Bougainville, have been prominent. The importance

of such networks was recognised at the 58<sup>th</sup> session of the UN Commission on the Status of Women in March 2014. The Agreed Conclusions [para 42(A)(f)] underlined the need to

'Acknowledge publicly the important and legitimate role of women human rights defenders in the promotion and protection of human rights, democracy, the rule of law and development and take appropriate, robust and practical steps to protect them.'

The activities of WHRD Networks, and others working on women's rights or gender issues, are grossly underfunded and thus limited in their effectiveness and reach. Those involved are also unprotected while working in extremely difficult and risky contexts to protect women from violence. They often face violence as a result of their work, and struggle to access emergency response funding to cover immediate requirements such as legal fees, medical treatment, counselling, and transportation to safe houses.

The prevalence of violence against women in Papua New Guinea and the struggles faced by WHRDs raise important questions about why direct expenditure on gender equality and women's empowerment is less than 1% of Australia's large bilateral aid program (see Section 3). Australia also provides funding to UN Women for work in Papua New Guinea, but this modality of funding is difficult for women's human rights defenders and networks to access is not meeting immediate safety needs.

Gender equality and women's rights are identified as a priority for Australia's bilateral aid program with Papua New Guinea. Reflecting this policy priority in resourcing is at the heart of strengthening the contribution of Australia's aid program to protecting and advancing the human rights of women in Papua New Guinea. The legitimacy of Australia's aid program is at stake while it continues to under-respond to the human rights and security needs of 50% of PNG's population.

**Recommendation 14: The Australian Government significantly increases the support for preventing and responding to violence against women in Papua New Guinea with a focus on community-based responses that address women's immediate and longer-term safety needs.**

This should include resourcing the establishment of a fit-for-purpose emergency fund for women human rights defenders to respond to difficulties that arise as a direct result of their work. It should also include training for village magistrates who hear most of the cases of violence against women at the community level in Papua New Guinea.

## 5. Women's civil and political rights and leadership

**Barrier: Women are significantly under-represented in institutional structures and decision-making processes.**

In announcing the TORs of this inquiry, Senator Simpkins noted that women are excluded from political processes. Although true, women's exclusion or under-representation extends to ALL institutional structures, from governments and political parties to NGOs, the private sector and social institutions. The unequal representation and participation of women in institutional structures and decision-making processes is the global norm. This demonstrates the widespread impediments to women's civil and political rights within institutions, systems, norms and beliefs. Women's under-representation is both a democratic deficit and a constraint on development, limiting the information, ideas and priorities that inform policies and resource allocations.

The Pacific has the lowest rate of women's political representation in parliament globally; in Pacific Islands Forum countries, not including Australia and New Zealand, women currently comprise 4.7% of

MPs (23 of 486).<sup>20</sup> In Asia women comprise some 18.7% of parliamentarians – better than the Pacific and the Arab States but lower than every other region of the world, including Sub-Saharan Africa.<sup>21</sup>

**Evidence and Examples: Civil and political participation is a journey that often begins close to home**

IWDA has learned that women's interest in and ability to contribute to political life or high level leadership is integrally linked to a leadership journey that involves opportunity and capacity development. For many women this takes the form of 'learning by doing' that begins at the community level. Research from our 'Pacific Leadership Program' documented women's pathways to leadership in Fiji, Solomon Islands, Bougainville, Tonga and Samoa. It showed that the majority of women interviewed gained leadership experience through involvement in young women's organisations such as the YWCA or church-based youth groups.

Focusing on women's leadership at the village, commune, district or provincial level reflects present demographics (over 80% of women are based in rural areas in Papua New Guinea, Solomon Islands, Timor-Leste and Cambodia). It also provides foundational participation and leadership opportunities that are close to home and relate to aspects of life that are particularly important for women.

IWDA's Funding Leadership Opportunities for Women (FLOW) program, supported by the Netherlands Government, aims to drive gender equality by increasing women's civil and political leadership in four Pacific Island Countries: Fiji, Solomon Islands, Papua New Guinea and Vanuatu. The FLOW program seeks to build the capacity and confidence of individual women to participate in decision-making processes and assume positions of civil and political leadership. It also supports and strengthens the capacities of women's organisations and networks as key to enabling women's political engagement, advocating for change and providing a safe space for women to come together and act collectively.

Enabling more women to participate in decision making also requires shifting ideas about leadership. In the lead up to the 2014 national elections in Fiji, the Fiji Women's Forum, in partnership with IWDA, undertook the first ever research on community perceptions and attitudes towards women as leaders in Fiji. The research reveals how expectations of leaders are shaped by prevailing attitudes, and the extent to which these are gendered. The results will be presented at the ANU State of the Pacific conference in June 2014 and inform the ongoing work of the Fiji Women's Forum.

**Recommendation 15: The extent of women's exclusion from political and civic representation at all levels needs to be addressed through consistent, substantial, multi-year investments in programs such as the Pacific Women Shaping Pacific Development and modelled in the way in which the Australian Government conducts its policy engagement in the region.**

Women's equal participation and leadership in all areas of economic, social and cultural life is not only an issue of equity and rights: it is at the heart of shaping a collective future that is equitable, just and sustainable. It requires long term commitment and resourcing. In this context, IWDA shares the concerns expressed in the YWCA's submission to this Inquiry regarding cancellation of the International Seminar Support Scheme, which enabled women from developing countries to attend seminars and meetings, expand their knowledge base and bring the lessons home to their countries.

## 5.1 Supporting women's organisations and organising is vital for change

Engaging with and supporting women's organisations and networks and other NGOs promoting gender equality is essential to building and sustaining local demand for gender justice and effective, inclusive and accountable governance. Women's organisations play a vital role in enabling those without power, status and rights to have a voice and advocate for basic rights. Women's rights organisations are instrumental in strengthening women's ability to realise their rights in practice, and informing policy making, and holding governments accountable over the long term.

<sup>20</sup> <http://www.pacwip.org/women-mps/national-women-mps/>; last accessed 22 May 2014.

<sup>21</sup> <http://www.ipu.org/wmn-e/world.htm>; figures as at 1 April 2014.

Supporting civil society organisations and strengthening their resilience is crucial to widening the space for voice, visibility, advocacy and evidence about violations of women's rights in our regions, and for accountability. Tracking reversals as well as gains, and analysing their cumulative impact, is a vital part of long term work towards gender equality and women's rights. Supporting the capacity of local women's movements is particularly essential in post-conflict settings, to ensure that women participate in democratisation, peace-building and development processes and that these processes advance women's human rights.

In contexts where women have been limited to secondary and supporting roles in public life and decision-making, the gender-specific needs and interests of women will not be considered equally to those of men in policy-making. Widening opportunities for participation in decision-making at different levels in democratisation processes provide a window for change. However, with many other issues compete for attention, prevailing gender inequalities in decision-making can see women's concerns and priorities marginalised. This includes addressing violations of women's rights that may have occurred during conflict, such as the widespread, systematic use of rape by the military in Burma/ Myanmar documented by the Women's League of Burma.<sup>22</sup>

**Evidence and examples: supporting women's organising supports voice and participation in times of change**

In September 2013, IWDA partnered with the Women's League of Burma (WLB) and the Women's Organisations Network (WON) to organise the first Myanmar Women's Forum in Yangon, with the aim "to achieve strength of unity, to build initial solidarity and trust". The Forum brought together more than 400 women from different ethnic backgrounds and organisations, including women's organisations based in Burma/ Myanmar and across its borders, and individual women leaders and parliamentarians. Development of a shared agenda among women's organizations based in exile and inside Burma/Myanmar is vital for maximising women's influence in peace-building and reconciliation.

The Forum had significant outcomes for women's political participation and brought higher visibility to the women's movement in Burma and its interest in peace and democratisation processes. In the words of WLB:

*'Being able to gather shared perspectives on women's participation in politics and decision-making, a women's protection law, gender equality and women's participation in the peace process, as well as agreement on federal democracy as the best governance model for Burma was a big success. These are key issues if we are to work towards an equal, just and genuine political reform and peace building in Burma. We were able to produce common agreements on policy, work plans and demands....'*

Detailed recommendations to government included greater participation of women in decision-making; requirements of a federal political system which guarantees women's equal rights; women's meaningful participation in the peace process and prevention and elimination of all forms of violence against women.

In Fiji, IWDA has supported an ongoing Women's Forum that brings together key women's organisations to participate in and influence constitutional processes, public forums, debates and other processes of change underway in Fiji (see the discussion of FLOW earlier in this section).

In May 2014, IWDA facilitated a workshop that brought together women's organisations from Fiji and from the Burma borders and Burma/Myanmar to share their experiences, strategies and learnings about working and influencing change in transitional contexts.

**Recommendation 16:** Given the importance of women's organising for promoting and sustaining change towards gender equality and women's rights, and the scale of issues and barriers to be addressed, the Australian Government should significantly increase its funding of women's organisations in the Indian Ocean-Asia-Pacific regions.

<sup>22</sup> See, for example, the short film [Bringing Justice to Women](#) or the recent report from WLB, [Same Impunity, Same Patterns](#), released in January 2014.

In 2012, only 0.67% of Australia's 'total sector allocable aid' (Appendix 1) was invested in women's equality organisations.<sup>23</sup> Core funding for women's organisations is vital for sustaining the long-term movement building work that underpins progress towards gender equality. The Association for Women's Rights in Development's latest research report, *Watering the Leaves, Starving the Roots: The status of financing for women's rights organising and gender equality* shows that 'while the 'leaves', the individual women and girls, are receiving growing attention, 'the roots' – sustained, collective action by feminists and women's rights activists and organisations – continue to be neglected.<sup>24</sup>

Such support is particularly important given wider evidence about shrinking political space at the international level for international civil society organisations, as documented in the 2013 Civicus [State of Civil Society](#) report. Some 57% of the world's population live in countries where basic civil liberties and political freedoms are curtailed. Governments and organisations based in countries where civil and political leadership enables voice have a special responsibility to speak and act in support of those who do not.

## 6. Sexual and reproductive health and rights

**Barrier: Millions of women in our region do not have access to sexual and reproductive health and rights.**

Sexual and reproductive health and rights is a broad concept that encompasses all matters related to sexuality and relationships, fertility, and birth<sup>25</sup>. Where sexual and reproductive health rights are fulfilled, all people are able to make choices which support a responsible, satisfying and safe sex life, free from discrimination, coercion and violence, with the capacity and freedom to decide if, when and how often to have children. The right to sexual and reproductive health include the right to life, liberty, autonomy, privacy, the security of the person, the right to access health care, and the right to non-discrimination in the allocation of health care resources and services.

To give a sense of the scale of the issue, there are currently some 222 million women in the developing world, including 140 million in the Asia Pacific region<sup>26</sup>, who would like to delay or stop childbearing but are not able to use an effective method of contraception.<sup>27</sup>

IWDA is a member of the International Sexual and Reproductive Health and Rights Consortium, a partnership of key non-government organisations that have come together to advance universal access to sexual and reproductive health and rights with a focus on the Asia and Pacific region. IWDA collaborated in the Consortium's submission to the Inquiry, which provides the detail of IWDA's perspective and recommendations in this area.

Ensuring universal access to sexual and reproductive health and rights is central to women's empowerment and gender equality and breaking the cycle of poverty. Better health and the ability to plan pregnancies for a time that best suits the woman enables her to further her education and participate in the workforce, helping break the cycle of poverty, gender inequality and disadvantage that can span generations. Women who know about and use sexual and reproductive health services

<sup>23</sup> Aid in Support of Gender Equality and Women's Empowerment - Donor Charts, April 2014. Statistics based on DAC Members' reporting on the Gender Equality Policy Marker, 2011-2012 Creditor Reporting System database p.4, <http://www.oecd.org/dac/stats/documentupload/Aid-support-gender.pdf> accessed 18 May 2014; see Appendix 1.

<sup>24</sup> *Alliance*, Vol 18 No 4, December 2013, [www.alliancemagazine.org](http://www.alliancemagazine.org). The global research report is available at <http://www.awid.org/Library/Watering-the-Leaves-Starving-the-Roots>

<sup>25</sup> This includes, but is not limited to, family planning, safe abortion and post-abortion care, sexual and gender-based violence (including female genital mutilation), sexually transmissible infections (including HIV), cancers related to sexual and reproductive health, and maternal and perinatal health.

<sup>26</sup> <http://asiapacific.unfpa.org/public/pid/13199>

<sup>27</sup> <http://www.who.int/mediacentre/factsheets/fs351/en/>

tend to be healthier, better educated, more economically productive, and more empowered in their households and communities. In these households, children tend to be healthier, do better in school and grow up to earn higher incomes.<sup>[2]</sup> The Individual Deprivation Measure (IDM) outlined in Section 2.2 above reflects this centrality by including sexual and reproductive health and rights as one of 15 dimensions of life in this new gender-sensitive multidimensional dimensional poverty measure.

**Recommendation 17:** Australian diplomacy and development policy commit to and prioritise women's and girls' empowerment and sexual and reproductive health and rights.

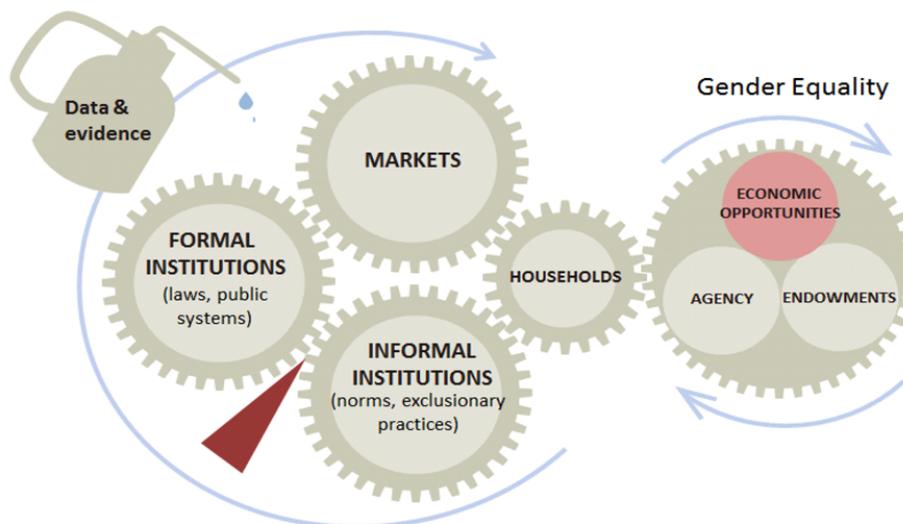
**Recommendation 18:** The Australian Government support a sexual and reproductive health target as part of negotiating a new set of global goals in the post-2015 development framework.

**Recommendation 19:** The Australian Government increases its foreign aid funding commitments for sexual and reproductive health and rights with transparent monitoring.

## 7. Women's economic rights and empowerment

**Barrier:** Restrictions on women's access to employment are multidimensional and pervasive with significant costs for individual women, families, communities and national economies.

Constraints on women taking up formal employment opportunities are multidimensional, going beyond the market to the home, beyond formal institutions to norms and practices.



Source: WDR2012

Figure 2: World Bank (2013) *Gender at Work: A Companion to the World Development Report on Jobs*, p.9

The constraints that women face have direct costs for individuals and families, and broader economic and social costs. Common constraints include lack of mobility, time, and skills, exposure to violence, and the absence of basic legal rights.<sup>28</sup> The Asia-Pacific region loses up to US\$47 billion every year as a consequence.<sup>29</sup> On the flip side, removing barriers to women's equal economic participation improves

<sup>[2]</sup> UNFPA (2012) *Annual Report: The Global Program to Enhance Reproductive Health Commodity Security*.

<sup>28</sup> <http://www.worldbank.org/en/topic/gender/publication/gender-at-work-companion-report-to-world-development-report-2013-jobs>, last accessed 21 May 2014.

<sup>29</sup> International Labour Organisation (2011), online: [http://www.ilo.org/asia/info/public/pr/lang--en/WCMS\\_154852/index.htm](http://www.ilo.org/asia/info/public/pr/lang--en/WCMS_154852/index.htm); 2007 Economic and Social Survey of Asia and Pacific.

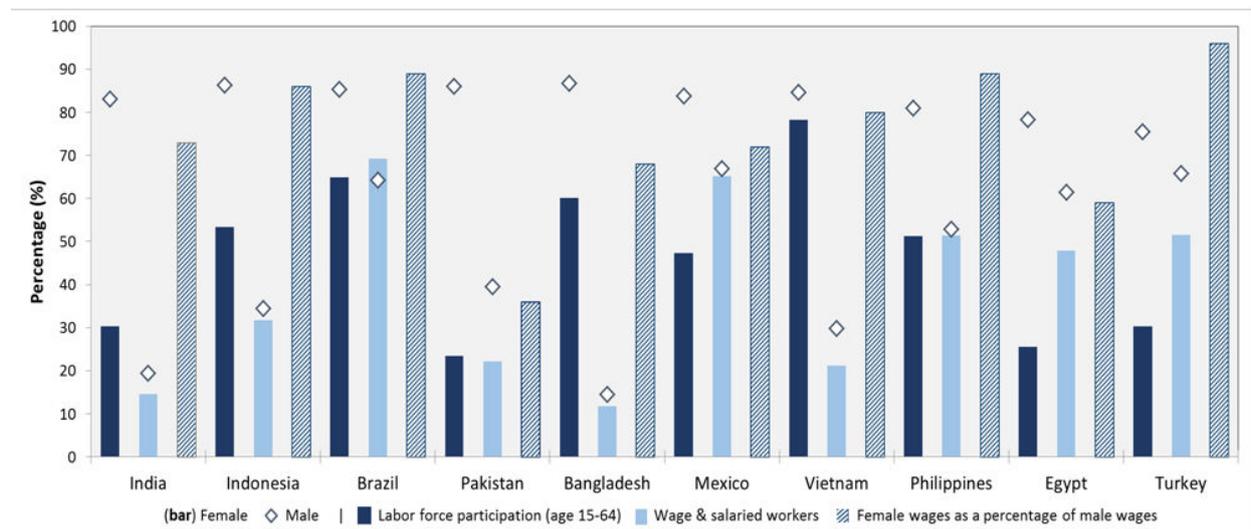
their opportunities and brings significant economic benefits. The World Bank estimates that if women had the same opportunity as men to participate in the formal economy, average output per worker in the Asia-Pacific region would increase by 7-18%, with significant implications for economic growth and poverty reduction. So 'women's economic empowerment is not only the right thing to do; it's the smart thing to do.'<sup>30</sup>

**Evidence and Examples: Gender at work: pervasive and wide-ranging constraints**

By virtually every global measure, women are more economically excluded than men, according to the World Bank's Gender at Work. Trends suggest women's labor force participation worldwide has stagnated over the past 30 years, dropping from 57 to 55 percent globally, despite accumulating evidence that jobs benefit women, families, businesses, and communities.

"The reasons for this will differ from country to country, but we think that the persistence of norms—which means that women don't have as much choice over their livelihoods as men—as well as legal barriers to work are both playing important roles," said Jeni Klugman, World Bank Group Gender and Development Director.

**Gaps in labor force participation, type of employment, and pay**



**Ten countries representing one-third of the world's population**

Figure 2: World Bank (2013) *Gender at Work: A Companion to the World Development Report on Jobs*, p.18

Women earn less than men for similar work: across Asia and the Pacific, women earn around 20-30% less.<sup>31</sup> Gender gaps in wages are greatest for the most poorly educated and in the lowest paying occupations. Enabling women to earn more for their work and make decisions about how that money is used reduces their vulnerability, gives them greater control over their circumstances, more capacity to spend money on the things that matter to them, and assists their families to move out of poverty. Recent research that IWDA was part of found that

...for many women in Melanesia, being able to generate and control an independent cash income stream through their work in the formal or informal sector is very important. When men are the primary breadwinners, they tend to have more influence over decision making about household expenditure than women... The fact that men do not always share decision

<sup>30</sup> Pamela Cox, World Bank's East Asia Pacific Vice President, World Bank East Asia and Pacific Regional Report: Overview: Toward Gender Equality in East Asia and the Pacific: A Companion to the *World Development Report 2012*

<sup>31</sup> <http://www.worldbank.org/en/news/feature/2012/06/17/toward-gender-equality-in-east-asia-and-the-pacific>

making about the income that they earn and do not give their wives income for their personal needs is a strong driver for women wanting to earn their own income....<sup>32</sup>

Women's income also matters for families. One estimate suggests that women and girls reinvest an estimated 90% of their earnings into their families, compared with 30-40% by men.<sup>33</sup> So even if total family income does not increase but women earn a greater proportion of it, families typically benefit. Studies from across developing and developed regions show that income in the hands of women positively affects their female children's health; commonly, the marginal effects of income and assets in the hands of mothers are larger than effects of similar income and assets in the hands of fathers.<sup>34</sup> This underlines that women's economic empowerment has value and significance well beyond the economic.

However, if women are to benefit overall from improved economic opportunities policy makers need to take account of the links and interactions between formal work opportunities and women's involvement in subsistence work and unpaid work and the associated constraints. Because women have traditionally had primary responsibility for unpaid caring and household work they can find it difficult to take on regular paid jobs, or travel away from home for employment. One consequence is that women are more likely than men to work as unpaid family labour or in the informal sector, where their work is not counted as part of Gross Domestic Product (so women's contribution is less visible), it is often casual or insecure, remuneration is lower and conditions poorly regulated.<sup>35</sup> Informal employment is particularly significant in developing countries, making up around half to three-quarters of all non-agricultural employment.<sup>36</sup> Another consequence is that when women do enter the paid labour force, they continue to carry out most of the unpaid household and care work (see Figure 3 on the following page).

**Recommendation 20: The Australian Government prioritise support for policies and programs that close gender gaps in economic opportunity and pay, with a focus on strategies that increase women's time for paid jobs and men's time for caring.**<sup>37</sup>

The World Bank's 2013 *World Development Report* companion report on gender and work provides evidence-based guidance for policy makers to tackle the barriers that limit women's economic rights and opportunities. Since women face multiple constraints to jobs that start early and extend throughout their lives, progressive, broad-based, and coordinated policy action is needed to close gender gaps.

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<sup>32</sup> *Gender Matters*, Issue # 2, p. 5

<sup>33</sup> Nike Foundation. (2009) *The Girl Effect: Not Just about Girls: Engaging Men and Boys is Key to Girls' Ability to Achieve their Full Potential* [Internet]. [www.nikefoundation.com/media\\_room.html](http://www.nikefoundation.com/media_room.html) [Accessed 19 May 2009].

<sup>34</sup> World Bank East Asia and Pacific Regional Report: Overview: Toward Gender Equality in East Asia and the Pacific: A Companion to the *World Development Report 2012*, p.5

<sup>35</sup> World Bank East Asia and Pacific Regional Report: Overview: Toward Gender Equality in East Asia and the Pacific: A Companion to the *World Development Report 2012*, p.v

<sup>36</sup> <http://wiego.org/informal-economy/statistical-picture>, accessed 28 March 2013, citing International Labour Organisation (2002), *Women and Men in the Informal Economy: A statistical picture*

<sup>37</sup> This is a key strategy recommended by the World Bank for addressing gender gaps between women and men during their productive years. World Bank (2013) *Gender at Work: A Companion to the World Development Report on Jobs*, available at [http://www.worldbank.org/content/dam/Worldbank/Event/Gender/GenderAtWork\\_web2.pdf](http://www.worldbank.org/content/dam/Worldbank/Event/Gender/GenderAtWork_web2.pdf)

## Most of the world's working poor, but especially women, work in non-wage jobs on farms and in household enterprises

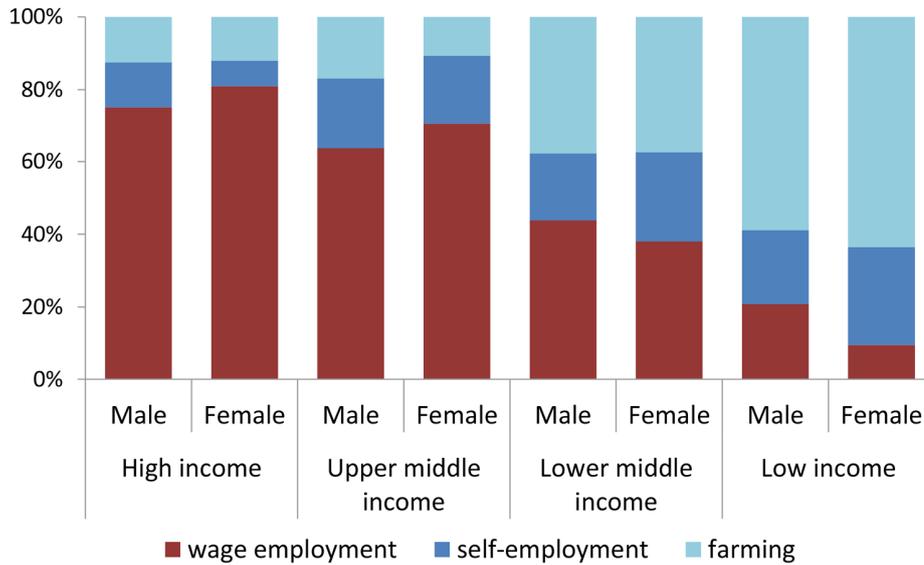


Figure 3: Policy makers need to take a broad view of work; World Bank (2013) *Gender at Work: A Companion to the World Development Report on Jobs*, p.22

### 7.1 Unpaid household and care work

**Barrier: Women's unequal share of household and care work is a fundamental barrier to women's economic empowerment, gender equality and the realisation of their rights.**

Improving women's economic opportunities is not just about removing barriers to women's equal participation in the formal economy. It is also about making visible and valuing unpaid household and care work, and prioritising economic and social policies that support women and men to more equally share paid work, reproductive and care work and social roles across their lifetimes.

Unpaid household and care work is vital to social and economic development and to thriving and resilient communities. It has been estimated that if unpaid care work were assigned a monetary value it would constitute between 10% and 39% of GDP;<sup>38</sup> however it remains largely invisible in national accounts. Unpaid household and care work is not shared equally, with implications for the time available for paid work and overall hours worked. Across the world, women continue to spend more time on unpaid household and care work than men, ranging from twice as much time in Sweden to 4.6 times more in Ghana to 6 times as much in Pakistan.<sup>39</sup> This is so even when women earn most of the income.<sup>40</sup> This unequal load is a significant impediment to women increasing their income as it often limits the kind of paid work they can undertake - jobs close to home with more flexible hours, which often translates into lower earnings and weaker claims to social protection.<sup>41</sup> Enabling more women to take on wage jobs will not erase pay gaps if they have to spend more time caring for children and elderly family members than their male counterparts.<sup>42</sup>

<sup>38</sup> *Women's economic empowerment*, Issues paper April 2011, DAC Network on Gender Equality, OECD

<sup>39</sup> World Bank (2011), *World Development Report 2012: Gender Equality and Development*, World Bank, Washington, p. 297

<sup>40</sup> Wisor, S (2012), 'The World Development Report 2012: A Review', *CROP Poverty Brief*, January, www.crop.org

<sup>41</sup> Gender inequalities at home and in the market, UNRISD

<sup>42</sup> *Gender at Work, A Companion to the World Development Report on Jobs*, The World Bank, p72

In the Pacific, whether the gendered division of labour is very strong, men and women can spend their days in different physical spaces. Even where women's work is not actually invisible, it may not be conceived as 'work' but rather as just what women do. Changing understandings about what constitutes work and the intersections between unpaid care work and other social and economic activities is vital to addressing gender inequality and enabling more inclusive and equitable social and economic arrangements.<sup>43</sup>

Australia's policy dialogues and aid program need to give greater priority to policies that support families to meet care needs in ways that spread the social and economic costs of that care more evenly across society, rather than continue to be borne predominantly by women. Priorities include improving parental leave and flexible work policies, expanding early child development and child care services, investing in women's access to time-saving technology and infrastructure, and innovating to increase men's active participation in caring and domestic responsibilities.<sup>44</sup>

**Recommendation 21: The Australian Government increases the attention to care work in its social and economic policy dialogues with development partners and in its policies and programs addressing women's rights and economic opportunities.**

## 7.2 Rights are connected: economic empowerment and violence against women

**Barrier: Women's economic empowerment can increase their risk of gender-based violence.**

Women's economic independence is important in itself and for increasing women's intra-household bargaining power and exit options in the event of an abusive relationship. However, economic opportunities by themselves may fail to reduce gender-based violence and in some cases women's work and increased income may increase their exposure to gender-based violence. As women's bargaining power increases and men's household power or perceived role as primary provider is challenged, men may seek to assert power and control through physical means.

### **Evidence and examples: Women's economic empowerment and violence against women in Melanesia**

Donors and governments are focusing on women's economic empowerment as a core strategy for addressing deep gender inequality in Melanesia. But this is also a region where the prevalence of violence against women is the highest in the world. Initiatives focused on improving women's circumstances are often formally blind to the fact that violence is widespread and pervasive, and there is little or no research evidence in the Pacific about the nature and direction of the relationship between the two.

IWDA and the State, Society and Governance in Melanesia program at the Australian National University are partnering to undertake research on the relationship between economic inclusion and empowerment programs and violence against women in Solomon Islands and Papua New Guinea. The research seeks to answer the question of how to empower women economically and improve their livelihood security without compromising their safety. The ultimate aim of 'Do No Harm' is to enhance the knowledge and evidence base that informs policy and practice, particularly in the area of addressing women's economic disadvantage and facilitating greater economic inclusion in contexts where violence against women is high. Field research commences in Solomon Islands in June 2014, with research in Papua New Guinea in 2015-16. The results will inform the development of practical tools and targeted policy advice.

Gender-based violence also has implications for economic opportunities. For example, women exposed to partner violence in countries such as Tanzania and Vietnam have shown higher work absenteeism, lower productivity, and lower earnings than similar women who are not. Notably, even male

<sup>43</sup> [http://www.iwda.org.au/wp-content/uploads/2013/03/20130318\\_CoconutPoster.pdf](http://www.iwda.org.au/wp-content/uploads/2013/03/20130318_CoconutPoster.pdf) provides a visualisation of these links.

<sup>44</sup> *Gender at Work, A Companion to the World Development Report on Jobs*, The World Bank. The UN Research Institute for Social Development undertook research in Africa, Asia and Latin America on the social and political economy of care in the development context. [Why Care Matters for Social Development, Research and Policy Brief 9](#), 2010, outlines key learnings and gaps, and the consequences of the current neglect of care for achieving development goals.

perpetrators of partner violence in Vietnam had higher work absenteeism following a violent episode. A meta-analysis of 41 studies showed negative impacts of sexual harassment on multiple aspects of women's well-being and job performance and satisfaction. Women in particular jobs and settings are especially vulnerable to abuse and harassment<sup>45</sup>.

**Recommendation 22: The Australian Government, and the organisations and institutions it funds, recognise the potential risks for women associated with economic empowerment and consider ways to reduce violence as part of programs promoting economic opportunities for women.**

### 7.3 Rights are connected: women's organising and voice matters for improving working conditions

As outlined in section 5.1, women's organisations play a vital role in enabling those without power, status and rights to have a voice and advocate for basic rights, from the right to vote to the right to decent working conditions. 'Experience from around the region highlights the importance of enabling women's collective agency for initiating and sustaining change.'<sup>46</sup>

#### **Evidence and examples: Supporting women's economic rights and voice to promote change**

Textile manufacturing is Cambodia's biggest foreign currency earner; worth some \$5 billion, it accounts for over 80% of the country's exports. Some 90% of the industry's estimated 400,000 employees are women. Many garment workers are young women from rural communities who are supporting their families. While their labour is contributing substantially to Cambodia's economic growth, many are marginalised, without representation or a voice in decisions that affect their lives. Low wages, hazardous working conditions, sexual harassment, discrimination, short term contracts and limited social security provisions are all hallmarks of the Cambodia garment industry.

In 2013, women garment workers earned a minimum monthly wage of US \$80, significantly less than the US \$150 required to meet basic needs in Cambodia. Women often have little practical choice but to accept excessive overtime hours. For women who also have caring responsibilities, this has a huge impact, on them and their families.

On 3 January 2014, the Cambodian military police opened fire on garment workers in Phnom Penh striking for a living wage. At least five people were killed and over 20 injured as they protested the Ministry of Labour decision that the minimum monthly wage for the industry would increase to US \$95, rather than the US \$160 being sought.

\_\_\_\_\_ of the Workers Information Centre (WIC), one of IWDA's partners in Cambodia, believes the current minimum wage for garment workers violates Cambodia's labour law. This states that the minimum wage, 'must ensure every worker of a decent standard of living compatible with human dignity'.

WIC works with women garment workers to support empowerment and education around workplace rights. Its drop-in centres in Phnom Penh provide access to legal and healthcare advice for women, as well as leadership and advocacy skills. This supports women's voices in decision-making in male-dominated unions, the garment sector and local communities. As a result of their involvement with WIC, women workers are speaking up when they are paid incorrect amounts or forced to work overtime.

WIC is also working at a sectoral level, to improve policies, laws and practices, including working with buyers to monitor and improve working conditions involved in producing clothes for various global brands. Last year WIC evaluated 45 factories against agreed global industry standards.

**Recommendation 23: DFAT country strategies in the Indian Ocean-Asia Pacific region recognise and resource women's organising as one strategy for closing the gender gap in wages and job quality.**

<sup>45</sup> *Gender at Work, A Companion to the World Development Report on Jobs*, The World Bank

<sup>46</sup> World Bank East Asia and Pacific Regional Report: Overview: Toward Gender Equality in East Asia and the Pacific: A Companion to the *World Development Report 2012* p.26

## 8. Looking Forward: accelerating women's rights and gender equality through the Post-2015 development framework

At the Millennium Summit in 2000, 172 nations endorsed achieving gender equality and women's empowerment as one of eight priority Millennium Development Goals (MDGs).<sup>47</sup> However, the specific objectives and indicators they agreed were quickly identified as limited – partial in coverage, and not focussed on indicators of most relevance to poor women. While it was subsequently widely recognised that gender equality and women's empowerment were both objectives in their own right and central to achieving all the MDGs, gender is not *formally* integrated into every goal. The MDGs are also silent on dimensions at the heart of gender inequality including sexual and reproductive rights, gender relations, the role of men and boys, violence against women and property rights. The Institute for Development Studies argues that the 'Failure of the current MDG framework to articulate gender equality as a human right and also to reflect the multidimensional nature of women and girls' experiences of inequalities and poverty has undoubtedly limited progress.'<sup>48</sup>

Discussions and negotiations are underway towards a new development framework from 2015. For the OECD, the implications of persistent gender inequality for the post-2015 agenda are clear:

There is no single country in the world where women have achieved full equality with men. That in itself should be enough to underscore the need to keep a strong focus on gender equality and women's rights in the development agenda beyond 2015 by:

- Retaining a strong and stand-alone goal on gender equality and women's rights; and
- Including gender-specific targets and indicators in all other relevant development goals.'<sup>49</sup>

At the recent 58<sup>th</sup> session of the UN Commission on the Status of Women, member states reaffirmed 'that gender equality, the empowerment of women and girls and enjoyment of their human rights and the eradication of poverty are essential to economic and social development, including the achievement of all the Millennium Development Goals.'<sup>50</sup>

**Recommendation 24: The Australian Government supports gender equality, women's empowerment and the human rights of women and girls through a stand-alone goal and the integration of relevant gender equality and women's rights targets and indicators in every other goal of any new global development framework.'**<sup>51</sup>



IWDA is sharing a simple 'One Goal, All Goals' logo within and beyond the Australian development sector and encouraging its use as a symbol of commitment to a post-2015 bottom line: gender equality and women's rights as a goal in its own right, and gender equality and human rights progressed through all other goals via meaningful gender targets and indicators. It has been designed without a direct reference to IWDA so it can be used by individuals and organisations, on websites and elsewhere, accompanied by their own text.

<sup>47</sup> MDG3: Promote gender equality and empower women. The specific target is to eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015. Indicators of progress: ratio of girls to boys in primary, secondary and tertiary education, ratio of literate females to males of 15 – 24 year olds, share of women in wage employment in the non-agricultural sector, proportion of seats held by women in national parliament.

<sup>48</sup> Institute of Development Studies (2013) [Achieving Gender Equality Through a Post-2015 Framework](#)

<sup>49</sup> OECD (2013) [Unfinished Business – Women and Girls Front and Centre Beyond 2015](#)

<sup>50</sup> Para 12, Advance Unedited Version, Agreed Conclusions, UN Commission on the Status of Women 58<sup>th</sup> Session, 21 March 2014.

<sup>51</sup> Para 42 (E)(III) Advance Unedited Version, Agreed Conclusions, UN Commission on the Status of Women 58<sup>th</sup> Session, 21 March 2014.

## SUMMARY OF RECOMMENDATIONS

Recommendations		Page
<b>Separately considering and giving visibility to women and girls</b>		
1	All areas of government should undertake gender analysis as a routine part of good policy making, and require the same of organisations they fund.	4
2	Australian and Pacific Island Governments take active steps to engage both women and men in meaningful consultations on regional development options and ensure that PACER-Plus negotiations are informed by their views and development aspirations.	5
3	The Australian Government integrates gender analysis into all Aid for Trade activities including research initiatives.	5
4	The Australian Government takes account of the diverse circumstances of women and girls in its analysis, policy, programming and evaluation, and requires recipients of Australian aid funding to do the same.	6
5	The Australian Government moves to measure poverty in a way that is gender-sensitive and can be disaggregated by sex, age, disability and other factors, and advocates this to other organisations and institutions.	6
<b>Implementing and resourcing gender equality and women's rights</b>		
6	The Australian Government takes a systematic and consistent approach to translating its commitments to gender equality and women's rights into practice, and develops a specific aid program benchmark to reflect this.	8
7	The Australian Government lifts the percentage of its aid program focused on progressing gender equality (as either a principal or a significant objective) towards 100%, consistent with understandings of gender equality as a cross-cutting issue that is integral to sustainable, effective development.	9
8	DFAT further develops its systems and tools for tracking <u>expenditure</u> on gender equality and women's rights and empowerment so that it can report publicly about expenditure that has this as a 'principal' and 'significant' objective, and assess its quality and impact.	10
9	The Australian Government complements its focus on women and girls with a focus on the gendered relations, structures, institutions and norms that reproduce gender disparity and discrimination.	11
10	The Australian Government encourages and supports the collection and evaluation of evidence about whether intentionally coordinating work with women and girls, and men and boys, would accelerate gender equality and realising the rights of women and girls.	
<b>Family and sexual violence against women and girls</b>		
11	Strengthen the focus on violence prevention and increase funding for preventing and addressing gender-based violence, with transparent monitoring.	11
12	Strengthen the aid program's focus on addressing discriminatory attitudes against women with disabilities, which condone and perpetuate violence against them.	13
13	Nothing about us without us: women with disabilities should be involved in all aspects of development, from consultations about priorities and needs, policy and program development and implementation, to evaluation, research and data collection.	
14	The Australian Government significantly increases the support for preventing and responding to violence against women in Papua New Guinea with a focus on community-based responses that address women's immediate and longer-term safety needs.	14
<b>Women's civil and political rights</b>		
15	The extent of women's exclusion from political and civic representation at all levels needs to be addressed through consistent, substantial, multi-year investments in programs such as the Pacific Women Shaping Pacific Development and modelled in the way in which the Australian Government conducts its policy engagement in the region.	15
16	Given the importance of women's organising for promoting and sustaining change towards gender equality and women's rights, and the scale of issues and barriers to be addressed, the Australian Government should significantly increase its funding of women's organisations in the Indian Ocean-Asia-Pacific regions.	16
<b>Sexual and reproductive health and rights</b>		
17	Australian diplomacy and development policy commit to and prioritise women's and girls' empowerment and sexual and reproductive health and rights.	18
18	The Australian Government supports a sexual and reproductive health target as part of negotiating a new set of global goals in the post-2015 development framework.	18

19	The Australian Government increases its foreign aid funding commitments for sexual and reproductive health and rights with transparent monitoring.	18
<b>Women's economic rights and empowerment</b>		
20	The Australian Government prioritise support for policies and programs that close gender gaps in economic opportunity and pay, with a focus on strategies that increase women's time for paid jobs and men's time for caring.	21
21	The Australian Government increases the attention to care work in its social and economic policy dialogues with development partners and in its policies and programs addressing women's rights and economic opportunities.	22
22	The Australian Government, and the organisations and institutions it funds, recognise the potential risks for women associated with economic empowerment and consider ways to reduce violence as part of programs promoting economic opportunities for women.	23
23	DFAT country strategies in the Indian Ocean-Asia Pacific region recognise and resource women's organising as one strategy for closing the gender gap in wages and job quality	23
24	The Australian Government supports gender equality, women's empowerment and the human rights of women and girls through a stand-alone goal and the integration of relevant gender equality and women's rights targets and indicators in every other goal of any new global development framework.	24

Appendix 1

Aid in Support of Gender Equality and Women's Empowerment  
2011-2012

Australia

Amounts are average commitments for 2011-2012, unless otherwise shown

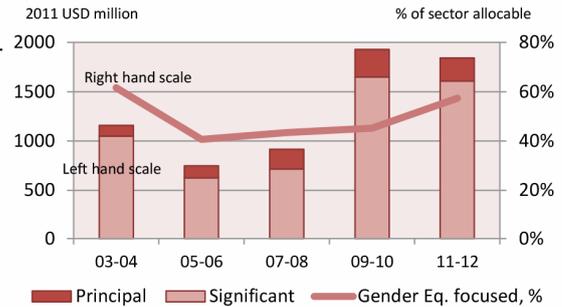
Investment in gender equality and women's empowerment is vital for improving economic, social and political conditions in developing countries within the framework of sustainable development. A focus on gender equality and women's empowerment in development co-operation is a means for enhancing the total effectiveness of aid (1).

An activity can target gender equality as a "principal objective" or "significant objective". Principal means gender equality was an explicit objective of the activity and fundamental in its design. Significant means gender equality was an important, but secondary, objective of the activity. Not targeted means that the activity was screened for promoting gender equality, but was not found to have targeted it.

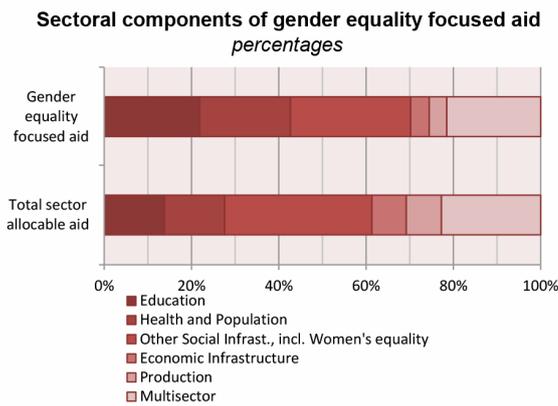
Not all activities have been screened against the gender marker: the coverage ratio for sector-allocable activities is 89%.

Gender equality focus of donor's aid programme

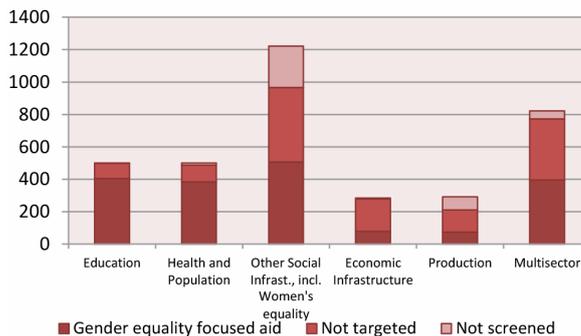
	2011 USD million	
	2011	2012
Principal objective	219	248
Significant objective	1490	1727
Not targeted	1340	1400
Not screened	429	384
<b>Total sector-allocable aid</b>	<b>3480</b>	<b>3759</b>
<b>Gender equality focused aid (2)</b>	<b>56%</b>	<b>59%</b>
<i>Memo:</i>		
Total non sector-allocable aid	674	888
Aid to Women's equality organisations	11	25



Sector breakdown



Gender equality focus of sectors  
2011 USD million



Top ten recipients

Gender equality focus in aid to top ten recipients  
2011 USD million

	Total aid	Total sector allocable aid	Gender equality focused aid (2)
Indonesia	522	493	67%
Papua New Guinea	505	503	62%
Solomon Islands	239	237	55%
Afghanistan	193	167	15%
Philippines	144	129	57%
Vietnam	141	138	44%
Timor-Leste	106	103	75%
Bangladesh	100	92	83%
Cambodia	86	81	60%
Pakistan	81	66	80%

Top ten recipients of gender equality focused aid  
2011 USD million

	Total sector allocable aid	Gender equality focused aid (2)	
Indonesia	493	310	67%
Papua New Guinea	503	297	62%
Solomon Islands	237	73	55%
Philippines	129	70	57%
Bangladesh	92	70	83%
Timor-Leste	103	55	75%
Vietnam	138	54	44%
Vanuatu	64	52	84%
Pakistan	66	48	80%
Cambodia	81	46	60%

(1) DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, 1999

(2) % of sector allocable aid. Activities not screened against the gender equality marker have been excluded.

**Note:** Statistics on gender focus exclude non sector-allocable aid since several members do not apply the gender marker on these forms of aid. This category includes programme assistance (e.g. general budget support...), debt relief and emergency aid.

Source: (Creditor Reporting System) CRS Aid Activity database at [www.oecd.org/dac/stats/gender](http://www.oecd.org/dac/stats/gender)

## Appendix 2

### **Inclusion matters: good practice helps deliver good results**

The *Triple Jeopardy* research on violence against women with disabilities prioritised the inclusion of women with disabilities as central to the research. Involving women with lived experience of disability and gender inequality as researchers and people with expertise was important from a rights perspective and key to good research and development outcomes, especially in contexts where there is limited specialist expertise. Hearing directly from women and girls with lived experience of disability is part of what is required to understand how disability intersects with other factors to shape opportunities and options. Meaningful participation requires actively reaching out, addressing barriers, recognising power inequities. The benefits and results of doing so are summarised below.

#### **Practical steps to include women with disabilities**

- Women with disabilities as researchers
- Access a core criteria for office location, training and workshop venues
- Pairs of researchers, to maximize safety and increase understanding between NGOs and staff working with people with disabilities, and on gender-based violence
- Maximising opportunities for women with disabilities and female carers of girls with disabilities as research implementers, tool developers and training facilitators
- Valuing the experience of field researchers not just their 'data'. Reflection discussions with women with disabilities documented insights after 6+ months in the field regarding how to improve the situation for women with disabilities who experience violence
- Field testing of tools.

#### **Their impact**

- Employing women with disabilities as researchers influenced *what* we heard and the demonstration value of the research
  - Having women with disabilities as researchers helped ensure that women with disabilities felt safe to talk about their experiences – they would be understood – contributing to the quality of the research
  - It also challenged stereotypes regarding gender and disability
- It highlighted the importance of research processes for achieving a good outcome.
  - It is not possible to understand the impact and implications of disability on opportunities and choices without understanding how these are shaped and mediated by gender. Gender influences expected social and economic roles, responsibilities and opportunities and often rights available to women and men in every country, and in turn how disability is experienced
  - Action research involving women with disabilities can provide a better understanding of their situation, barriers and enablers and identify practical ways to improve access and services, challenge discrimination and model possibilities.
- It influenced our understanding of the limitations of the research. By the end of the process, we more clearly recognised who wasn't included (deaf women, those with intellectual/cognitive disability)
- It influenced policy recommendations and priorities, outputs and tools, including
  - Translation of findings into a Community training tool to address discriminatory attitudes
  - Information aimed at service providers
  - Translation of materials into Khmer
- It influenced next steps, including an Australian Leadership Award Fellowship program to develop inclusion guidelines with disability and gender advocates and policy makers from Cambodia.
  - Systematic, consistent action, time, awareness, budget, expertise and commitment is required to integrate gender and disability in a way that genuinely enables participation