Australian Government

AusAID

Equality matters

Gender equality and women's empowerment strategy
PNG program 2010–2015

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These icons symbolise the Millennium Development Goals (MDGs) — eight
goals representing an agreement by world leaders to reduce poverty and
enhance human development by 2015. More information about the MDGs
is available online at www.ausaid.gov.au/keyaid/mdg.cfm

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Introduction

Aim of the strategy

Equality matters is a five-year strategy developed to increase equality of development outcomes for women, men, girls and boys across the AusAID-funded PNG aid program. It also aims to support women's empowerment. As such, the strategy responds to, and is aligned with both Papua New Guinea's (PNG) and Australia's gender equality commitments.

Background

PNG is committed to gender equality through its constitution and other national and international instruments such as: its Medium Term Development Strategy, the country's overarching plan for economic and social development; the 1979 United Nations Convention on the Elimination of All forms of Discrimination Against Women (CEDAW)[1] and the Millennium Development Goals.[2] This strong national and international commitment to gender equality is supported by the work of individual sectors in PNG, many of which have their own gender strategies. Also, the Government's Department for Community Development is developing a new National Policy on Women and Gender Equality for the nation (Department for Community Development 2009).[3]

Australia is also committed to gender equality, including through its aid program. Indeed, gender equality is an overarching theme in all of AusAID's work because focusing on this important priority brings about greater sustainable development for all.

A number of AusAID policy documents reflect this priority, in particular *Gender equality in Australia's aid program −why and how* (AusAID 2007).[4] And now AusAID is further supporting its gender commitments through the implementation of *Equality matters −gender equality and women's empowerment strategy* for the PNG program.

(See Annex 3 for a gender situation analysis in the PNG context.)

How to use this strategy

AusAID staff are to increase gender equality across the aid program by using this strategy to guide their work and manage contracting arrangements. Staff should also use it to develop their own gender equality action plans.

Equality matters outlines key areas of work required and recommends actions that programs could implement to scale up the gender equality work funded by AusAID.

The strategy recognises the importance of PNG Government ownership over the direction of sector-specific work and does not override existing agreements. Rather, it aims to strengthen and build on gender equality commitments across the PNG program.

Equality matters should be used by AusAID staff when negotiating gender-equality outcomes within sectors. It is designed to be a practical and helpful tool for staff when working with partners to achieve equality in development.

Framework of the strategy

Through the PNG Commitment on Aid Effectiveness (Government of PNG 2008)[5], donors are beginning to organise themselves more effectively to support government development initiatives.

This gender strategy is designed around the Paris Declaration's five partnership commitments of aid effectiveness:

> ownership of development initiatives

> alignment with partner country development priorities

> harmonisation between donors to achieve development with partner countries

> managing results to achieve better development

> mutual accountability between donors and partner countries.

The development of the strategy

Equality matters was developed through extensive consultation particularly with AusAID staff and managing contractors. Five consultations took place, in Port Moresby and in Canberra with more than 100 participants attending and commenting on drafts of the strategy.

Development partners, Government of PNG stakeholders and key civil society groups were also consulted through the Government of PNG –Development Partners Forum on Gender.

Stocktakes of the aid program in PNG occurred in 2008 and 2009 and these, along with ongoing pilot activities conducted by AusAID's Gender Integration Adviser during that time, were key to informing the strategy's development.

Equality matters was signed off by the PNG Post senior management team in November 2009.

What is in the strategy?

Other sections of *Equality matters* are outlined below:

> Section 2 outlines the PNG Government's gender policy consultation findings and directions.

> Section 3 highlights AusAID's findings on the status of gender equality in the PNG program through the 2008 and 2009 stocktakes.

> Section 4 covers the strategy's overall approach.

> Section 5 outlines the principles behind the work.

> Section 6 is the actual strategy.

> Section 7 presents the phased implementation approach.

> Section 8 covers the management framework.

Equality matters also includes annexes on related topics, including one defining gender concepts. Annex 1 is the detailed road map AusAID staff should use when developing their own gender equality action plans (as required).

Background

The PNG Government's Department for Community Development ran extensive consultations in 2009 to develop a new National Policy for Women and Gender Equality for 2010–15. Women and men in every district across the country were consulted about what the policy should contain and provided other input into its development. This section summarises the new policy.

Purpose

The National Policy for Women and Gender Equality's main purpose is to establish a vision and framework to guide the development of laws, policies, procedures and practices to ensure equal rights and opportunities for women and men in all spheres—in structures of government as well as in the workplace, the community and family.

Policy focus

The policy is based on the human-rights framework embodied in the CEDAW, adopted by the United Nations General Assembly, and the Beijing Platform for Action developed after the United Nations Fourth World Conference on Women.

Action plan

PNG's National Policy for Women and Gender Equality includes 10 priority areas of action:

1. law and order
2. health
3. HIV and AIDS
4. education
5. cultural norms and traditions
6. economic empowerment
7. employment
8. women in decision making
9. women and agriculture
10. environment.

Transport, infrastructure and government and provincial administrations are crosscutting matters affecting all policy priority areas.

The policy also includes a detailed action plan which the roadmap in *Equality matters* aligns with.

Lessons from AusAID's gender stocktakes

The stocktakes

AusAID conducted stocktakes of work on gender equality in its PNG program in 2008[6] and 2009.[7] The results informed the development of *Equality matters* and the increased emphasis on gender equality across the program to ensure greater sustainable development for all. The action items listed in *Equality matters* are based on the lessons learned from the stocktakes.

The lessons taught that positive change in the area of gender will occur in PNG if AusAID:

1. recognises and uses the PNG Government's commitments on gender equality throughout the aid program

2. supports and works more closely with the women's movement in PNG to advocate women's issues

3. scales up existing gender equality work underway throughout PNG

4. resources key work to empower women in PNG

5. increases policy discussion with the PNG Government on gender equality

6. makes integrating gender equality systematic within the Agency

7. increases the gender skills of AusAID staff in the PNG program

8. manages, coordinates and communicates gender mainstreaming work more effectively

9. takes more calculated risks to achieve gender equality.

(See Annex 4 for a full list of stocktake findings.)

Gender equality approach

Gender equality—an approach to development

Equality matters uses a mainstreaming approach, which includes specific programs to support women's empowerment. This is necessary to bring about the changes needed to create development for all.

The strategy requires AusAID staff to ask themselves three questions:

1. How might your sector, project, program and/or province contribute to gender **inequalities**?

2. How might gender **inequality** be undermining what you are trying to achieve?

3. What can you do through your work to **increase equality** and **support women's empowerment** to benefit all?

(See Annex 5 for more information about this gender equality approach.)

Principles of AusAID's gender equality work

Considering gender equality in AusAID's work is best practice

Equality matters is based on these gender equality principles:

1. Gender equality is at the heart of sustainable development—without it, development will be uneven and less effective.

2. Gender equality, to achieve development for all, requires appropriate levels of resourcing.

3. Gender equality work is most effective when it focuses on the practical and strategic[1] needs of women, men, girls and boys.

4. Gender equality mainstreaming requires special actions for women's empowerment.

5. Gender equality needs a skilled and respectful approach, that combines individual awareness and cross cultural awareness.

6. Gender equality requires support for local initiatives, which means seeking out diverse voices.

7. Gender equality in development means working with all country partners—government, non government and business.

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1   The term 'strategic needs' in this context refers to needs that women, men, girls and boys share at a systemic, organisational or political level, rather than immediate, practical needs like access to fresh water in a particular village. See Annex 6 for a list of gender definitions.

Strategic objective 1

Support PNG's leadership and ability to develop and deliver policies, plans and actions to meet the needs of women, men, girls and boys

Ownership

1. Support inclusive policy, planning and implementation so women's development needs are met.
2. Agree on and implement Partnership for Development Schedules that reflect the gender commitments of both PNG and Australia, to ensure women's and men's needs are fully integrated within the AusAID-funded program.
3. Support women's leadership in PNG so decision making reflects the needs of women as well as men.

Strategic objective 2

Scale up AusAID support for PNG gender equality commitments and opportunities

Alignment

1. Align all AusAID-funded programs with PNG commitments, agreements and policies on gender equality, to strengthen outcomes.
2. Coordinate gender equality work within AusAID-funded programs, to increase effectiveness.
3. Support delivery, at government and community levels, of the PNG Family Sexual Violence strategy, to reduce gender based violence.
4. Develop and implement an economic strategy for women in PNG that covers government, community and business commitments, and increases the economic empowerment of women.

Strategic objective 3

Coordinate activities with other donors to ensure aid more effectively meets the diverse needs of women and men

Harmonisation

1. Coordinate and collaborate with development partners on gender equality plans, actions and outcomes to achieve more results.

Strategic objective 4

Manage AusAID resources more effectively to improve development outcomes for women, men, girls and boys

Managing For Results

1. Manage AusAID systems and processes to make them more equitable for all.
2. Develop and implement a communications and knowledge management plan to share lessons learned about integrating gender equality across the PNG program, and to improve skills and outcomes.

Strategic objective 5

Support greater accountability within the aid program by jointly monitoring and evaluating the impact of gender equality work

Mutual accountability

1. Improve the collection, analysis and use of gender equality data to achieve greater development outcomes for women, men, girls and boys.
2. Monitor and evaluate gender equality jointly with development partners, the PNG Government and civil society so all stakeholders understand the impact of their combined work.

Phase 1

Equality matters will be implemented in a phased approach, over five years. A summary of the phased approach is below. Successful implementation will be measured against the outcome indicators also listed below.

Phase 1 (Year 1)

> Build understanding and secure agreement in the PNG Government, and with development partners, the community sector, business partners, and donors about the strategy.

> Develop shared plans for implementation.

> Begin developing the capacity of stakeholder groups to implement the strategy.

> Establish an overarching joint monitoring and evaluation framework.

> Begin to implement the strategy.

Outcome indicators Phase 1

> Agreement on and understanding of the strategy exists within the PNG Government and among development partners, the community sector, business partners and donors.

> Implementation plans have been developed and shared.

> The capacity of stakeholder groups to implement the strategy is developing.

> An overarching joint monitoring and evaluation framework has been established.

> The strategy is being implemented.

Phase 2

Phase 2 (Years 2 to 4)

> Continue to implement the strategy.

> Share lessons learned.

> Begin to monitor and evaluate implementation, in line with the framework developed in Phase 1.

Outcome indicators Phase 2

> The strategy continues to be implemented and measurable gender equality outcomes are being seen across the program.

> Lessons learned are being shared.

> Monitoring and evaluation is taking place, in line with the framework developed in Phase 1.

Phase 3

Phase 3 (Year 5)

> Secure greater commitment of funds to enable scaling up gender equality work across the AusAID program.

> Ensure all partner groups have sustainable systems in place to enable work to continue over the long term.

Outcome indicators Phase 3

> Appropriate levels of funding have been secured for scaling up gender equality work across the PNG program and gender equality is embedded within the AusAID PNG program.

> Partner groups have sustainable systems in place and work is continuing over the long term. Government of PNG, community and business sector are all showing measurable increased ownership of gender work and continuing to progress towards equality within development.

Management arrangements

Equality matters are everybody's business

AusAID's Chief of Operations at PNG Post has overall responsibility for management of *Equality matters*.

Strategy implementation will be coordinated by AusAID's PNG's Policy and Program Coherence Section. The First Secretary will work with AusAID staff to implement and monitor the strategy. Implementation of *Equality matters* will be further supported by a full-time AusAID PNG Gender Adviser, who will provide advice and assist with the roll out and monitoring and evaluation of the strategy.

AusAID PNG sections will develop action plans for each phase of the strategy and these will include work agreed to under existing sector gender strategies.

Implementation reporting will take place through AusAID's established Annual Program Performance Review, specifically through Quality at Implementation and Sector Performance Reports. These will be supported by a yearly gender stocktake, which will include input from managing contractors. *Equality matters* will also be reviewed mid term.

The strategy will be harmonised through internal AusAID mechanisms including a gender adviser network at Post, as well as through the PNG Government's 'PNG – Development Partners Forum on Gender in Papua New Guinea'.

(See Annex 6 for the complete management arrangements.)

Road map to equality

This Annex documents actions under AusAID-funded programs or sector activities that will increase gender equality outcomes. It also specifies in which phase activities could take place.

The activities are not intended to be prescriptive, or exhaustive. However, they are based on a sound assessment of the strengths and weaknesses of the AusAID-funded program in PNG over 2008 and 2009, captured through gender stocktakes, and the work completed or piloted within AusAID during these two years. Thus, completion of activities will increase development outcomes for all. Each sector team should therefore seriously consider them when developing their own action plans for equality. This road map to equality is deliberately detailed to ensure that the momentum built over the last two years leads to further concerted efforts to create a more equal, and therefore effective, PNG aid program.

Each section will be required to complete their own action plans for equality based on the ideas in this road map. The action plans each section prepares will be monitored through AusAID's Annual Program Performance Reporting process (Quality at Implementation and Sector Performance Reports) and a yearly gender stocktake.

Table 2. Road map for strategy implementation

Strategic objectives	Action	Sector	Phase
OBJECTIVE 1: OWNERSHIP—Support PNG's leadership and ability to develop and deliver policies, plans and actions to meet the needs of women, men, girls and boys			
1.1 Support inclusive policy, planning and implementation so women's development needs are met			
1.1.1 Offer technical support to AusAID's Office for Development of Women to help it fulfil its mandate to build gender capacity in government on inclusive policy and planning processes	Provide financial and technical assistance to PNG's Department for Community Development to help it: > finalise PNG's National Policy for Women and Gender Equality > manage government reporting against the CEDAW > support long-term inclusive government policy and planning processes by helping government develop skills in gender analysis.	Policy and Program Coherence Democratic Governance Economic and Public Sector	Phases 1, 2, 3
	Ensure support is based on incentives for good practice.		
1.1.2 Offer assistance to the PNG Government through existing AusAID-funded programs to contribute to greater participation of women in major development plans and policies	Provide assistance through the PNG – Australia Advisory Support Facility to develop and deliver a working gender policy.	Economic and Public Sector	Phases 1, 2, 3
	Support and maintain momentum to the development of the Law and Justice Sector gender strategy. Ensure resources are allocated to deliver the strategy.	Law and Justice	Phases 1, 2, 3
	Ensure resources are allocated to deliver a Transport and Infrastructure Sector gender strategy.	Transport and Infrastructure	Phases 1, 2, 3
	Develop clear pathways in education Sector Wide Approaches to provide support for initiatives such as: > girls' education (including targeted funds) > attitude and behaviour change of boys and girls > women's career opportunities > participation for women at the local level > appropriate design and maintenance of school facilities.	Education	Phase 1
	Build capacity for inclusive policy and planning through AusAID's Economic and Public Sector Program.	Economic and Public Sector	Phases 1, 2, 3
	Ensure the PNG – Australia HIV and AIDS Program has the technical and financial resources necessary to support the integration of gender-equal outcomes into the work of national and sub national partners in the HIV and AIDS response.	PNG – Australia HIV and AIDS Program	Phases 1, 2, 3
	Discuss gender equality with partners during the development of the PNG Government's health plan and ensure the new design has clear gender outcomes.	Health	Phase 1
	Integrate gender equality into the *Strongim Gavman* Program, including through: > induction processes for, and the training of, new advisers > the capacity development plan > work plans > the monitoring and evaluation framework.	Economic and Public Sector	Phase 1
	Establish mechanisms to engage in discussions on gender equality in all high-level and sector policy forums.	All	Phase 1

Strategic objectives	Action	Sector	Phase
1.1.3 Hold discussions with stakeholders to determine ways of supporting greater benefits to women and families through the Liquefied Natural Gas project	Explore the possibility of working with LNG group to develop a strategy for supporting women's inclusion in: › training and skills development › establishing small businesses › receiving local-level support › developing social capital › accessing royalties.	Program Coordination and private sector development	Phases 1, 2
	Provide input into LNG project HIV and AIDS policies to reduce potential harm to women and men in the spread of HIV.	PNG – Australia HIV and AIDS Program	Phases 1, 2, 3
1.2 Agree on and implement Partnership for Development Schedules that reflect the gender commitments of both PNG and Australia, to ensure women's and men's needs are fully integrated within the AusAID-funded program			
1.2.1 Deliver education, national statistics, transport, public sector and health schedules in accordance with the gender equality agreements that are already in the schedules	Deliver the Education Program schedule with gender equality integrated, including: › meeting a 70 per cent enrolment rate in basic education for girls and boys › ensuring education statistics are disaggregated by sex › designing school buildings with safety in mind › making funds available for delivering the PNG Education Department's gender strategy › ensuring women participate in school management and in community support for schools.	Education Program	Phases 1, 2, 3
	Deliver the Health Program schedule with gender equality integrated, including: › disaggregating health statistics by sex to enable better planning and management of the Health Program for all › piloting a model for upgraded community health posts that will provide maternal and child health delivery services and outreach services › implementing law and justice policies on violence against women as they relate to the operational responsibilities of health facilities.	Health Program	Phases 1, 2, 3
	Deliver the statistics schedule with gender equality integrated, including: › ensuring data collected is disaggregated by sex. › providing gender training for enumerators.	Policy and Program Coherence	Phases 1, 2, 3
1.2.2 Engender the schedules currently without gender commitments	Deliver the Transport and Public sector schedules with gender equality integrated by: › incorporating clear gender equality goals and actions in implementation plans.	Transport and Infrastructure Economic and Public Governance	Phases 1, 2, 3
1.2.3 Include clear gender equality outcomes in new schedules	Deliver gender equality outcomes through the implementation of the partnership schedules, by: › negotiating gender equality targets.	PNG – Australia HIV and AIDS Program Tertiary Education Law and Justice	Phases 1, 2

OBJECTIVE 1: OWNERSHIP—Support PNG's leadership and ability to develop and deliver policies, plans and actions to meet the needs of women, men, girls and boys			
Strategic objectives	**Action**	**Sector**	**Phase**
1.3 Support women's leadership in PNG so decision making reflects the needs of women as well as men			
1.3.1 Support the women's movement, through *Strongim Pipol Strongim Nesen*, to strengthen the women's advocacy movement across the country	The program team is to: > map current women's networks > consult with the networks about the nature of the support required to strengthen their advocacy ability and achieve their goals > work out an holistic program of support to create a more effective voice for women (including capacity building of Non-Government Organisations, media skills development, leadership ability, governance education, and ability to communicate).	Democratic Governance	Phases 1, 2, 3
	Strongim Pipol Strongim Nesen is to ensure that women's groups and networks remain a strategic focus throughout the life of the program.	Democratic Governance	Phases 1, 2, 3
1.3.2 Provide technical and financial support, through existing programs, to efforts designed to achieve more equal representation within the PNG Parliament	Deliver agreed programs through the United Nations Development Programme's (UNDP) Parliamentary Support Program, including by: > providing legal expertise in the reserve seat process and drafting a gender equality bill > training women candidates in political skills > providing technical assistance for political analysis.	Democratic Governance	Phases 1, 2
	Provide technical and financial support to the activities of the Special Measures Technical Working Group convened by the Minister for Community Development.	Democratic Governance	Phases 1, 2
	Coordinate with United Nations Development Fund for Women (UNIFEM) and UNDP on their respective women and leadership programs.	Democratic Governance	Phases 1, 2, 3
	Conduct a gender audit of the Election Commission to: > identify electoral administrative barriers to women's participation in elections. > help the Commission fulfil its obligations under the Interdepartmental Committee's agreed gender strategy.	Democratic Governance	Phase 1
	Allocate funds through the Electoral Support Program to directly address the barriers women face in the electoral system that lead to widespread gender-based violence at election time and preclude women's participation in democratic institutions.	Democratic Governance	Phases 1, 2
	Include gender expertise on the design team working on the new phase of electoral support.	Democratic Governance	Phase 1
	Provide support through the Media for Development Initiative on public awareness strategies for women's seats in Parliament.	Democratic Governance	Phases 1, 2

Strategic objectives	Action	Sector	Phase
1.3.3 Provide technical and financial support through existing programs to efforts to achieve gender equality within government administration	Deliver agreed gender equality work within the Economic and Public Sector, including: > supporting government efforts to develop equity policies > preventing gender-based violence on female workers > influencing performance management systems that hold perpetrators of violence accountable.	Economic and Public Sector	Phases 1, 2, 3
	Provide technical support within the Sub National Strategy to support sub national levels of government to enact PNG Government gender equity policies.	Sub National	Phase 2
	Coordinate equity and diversity policy work in the Law and Justice Sector to enable other government agencies to learn from this work and adopt relevant aspects.	Law and Justice Economic and Public Sector	Phases 1, 2
	Allocate an appropriate level of funds to deliver the gender strategies within the Transport Sector Support Program as well as in education, law and justice, and agriculture (research institutes).	Transport and Infrastructure Education Law and Justice Agriculture	Phases 1, 2
	Conduct a gender audit of *Strongim Gavman* Program to ascertain potential support for gender equity within government.	Economic and Public Sector	Phase 1
	Train government advisers working in capacity building programs to ensure they can fulfil AusAID's gender policy expectations within their area of influence.	All sector program Implementing Service Provider	Phase 1
	Ensure AusAID contracts have an equal number of male and female advisers to demonstrate equality of leadership in the PNG program. This would require. AusAID to: > include equity targets within all contracts as a matter of course > link these targets to incentive payments (for example, a payment when 30 per cent of program management staff are women and another when 50 per cent are women).	Program Management	Phases 2, 3
	Promote gender balance in leadership of the HIV and AIDS response at national and sub national government levels.	PNG – Australia HIV and AIDS Program	Phase 1

OBJECTIVE 1: OWNERSHIP—Support PNG's leadership and ability to develop and deliver policies, plans and actions to meet the needs of women, men, girls and boys

Strategic objectives	Action	Sector	Phase
1.3.4 Provide technical and financial support through existing programs to efforts to achieve greater gender balance within civil society leadership	Conduct a gender audit across *Strongim Pipol Strongim Nesen* to identify ways of supporting women's leadership opportunities in civil society.	Democratic Governance	Phase 1
	Provide capacity building through *Strongim Pipol Strongim Nesen* for women leaders.	Democratic Governance	Phases 2, 3
	Ensure the National Council of Women is linked to *Strongim Pipol Strongim Nesen*, to access capacity building support.	Democratic Governance	Phases 1, 2, 3
	Strengthen efforts to ensure the equal participation of women leaders in civil society initiatives on HIV and AIDS.	PNG – Australia HIV and AIDS Program	Phase 1
	Conduct a gender audit of the Church Partnership Program and build on the existing Anglican Church audit, to identify appropriate ways of supporting women's leadership through the churches.	Democratic Governance	Phase 1
	Develop a new design of the Electoral Support Program to take specific account of women's leadership opportunities in civil society and how the program can link with UNIFEM's Gender Equality and Political Governance Program.	Democratic Governance	Phase 1

OBJECTIVE 2: ALIGNMENT—Scale up AusAID support for PNG gender equality commitments and opportunities

2.1 Align all AusAID-funded programs with PNG agreements and policies on gender equality, to strengthen outcomes

Strategic objectives	Action	Sector	Phase
2.1.1 Provide technical support for the National Research Institute to research the gender equality dimensions of major government policies and provide advice to government, the community and donors on progression of equality as envisaged in the policies	Consult with the National Research Institute about the best way of delivering this action through their research plan.	Higher Education and Tertiary	Phase 1
	Build capacity through the Advisory Support Facility, or the Human Resource Development program to enable the National Research Institute to fulfil this role.	Economic and Public Sector / Higher Education and Tertiary	Phases 2, 3
2.1.2 Ensure the PNG – Australia HIV and AIDS Program takes a greater role in developing capacity within AusAID sectoral programs for mainstreaming a gendered approach to HIV and AIDS work, in line with the PNG Government's HIV and AIDS gender strategy	Build the capacity of PNG – Australia HIV and AIDS Program advisers to mainstream gender as part of their core role.	PNG – Australia HIV and AIDS Program	Phase 1
	Have PNG – Australia HIV and AIDS Program gender advisers work with sectors to identify gender issues and apply gendered approaches to reduce HIV infection, implement do no harm policies, and mitigate the effects of AIDS on both sexes.	All	Phases 1, 2
	Have the PNG – Australia HIV and AIDS Program manage integration of gender considerations within HIV and AIDS work of all sectors.	PNG – Australia HIV and AIDS Program	Phase 1

OBJECTIVE 2: ALIGNMENT —Scale up AusAID support for PNG gender equality commitments and opportunities			
Strategic objectives	Action	Sector	Phase
2.1.3 Align all programs with PNG gender equality policies and commitments	Ensure the Australian Government Volunteer program design supports PNG gender equality policies and commitments.	Policy and Program Coherence	Phase 1
	Ensure the AusAID decentralisation strategy is fully inclusive of gender equality issues, to enable a more effective approach to equal service delivery.	Sub National	Phase 1
	Include gender expertise in all aspects of the program 'pipeline'—concepts, designs, contracts, delivery, monitoring and evaluation, reviews.	All	Phases 1, 2, 3
	Include specific gender outcomes within all contracts of new programs.	All	Phases 1, 2, 3
	Provide appropriate financing of gender equality aspects of programs, as identified through designs and gender audits.	All	Phases 1, 2, 3
	Develop the gender equality skills of AusAID staff.	Policy and Program Coherence Gender Unit	Phases 1, 2, 3
	Carry out joint analysis with the PNG Government and other donors of opportunities and barriers within Sector Wide Approaches for furthering development outcomes through increased gender equality.	Program Quality and Review	Phases 1, 2

	Support priority areas in PNG's Gender Policy, including:
	
	  › access to markets
	  › marketing and business skills
	  › environmental management and policy
	  › disaster preparedness
	  › access to land
	  › support for women with disabilities.
		Rural Development and Climate Change
		
		Disaster Management
		
		Disability focal point
			Phase 1

2.2 Coordinate gender equality work within AusAID-funded programs, to increase program effectiveness			
2.2.1 Coordinate specialist gender and sectoral advisers	Develop a coordination plan and allocate resources to ensure coordination occurs.	Policy and Program Coherence	Phase 1
	Work with sectoral advisers to increase their skills and help them focus on gender equality within their areas.	Implementing Service Providers	Phase 1
2.2.2 Improve coordination in the program through the Sub national strategy program	Develop a mechanism of coordination at sub national level, of all gender equality work across the PNG program.	Sub National	Phases 1, 2

2.3 Support delivery, at government and community levels, of the PNG Family Sexual Violence strategy, to reduce gender based violence

Strategic objectives	Action	Sector	Phase
2.3.1 Manage the development and implementation of AusAID's program of support for preventing gender based violence	Deliver the recommendations in the Office of Development Effectiveness Violence Against Women report to increase women's access to justice, including by: > supporting national legal reform efforts > committing long-term support for strengthening police response to violence against women > strengthening the response of the formal justice system > strengthening the ability of community-based justice systems to respond to the right of women to be protected from violence > increasing support for Non Government Organisations offering women legal literacy and human rights training.	Law and Justice	Phase 1
	Improve support services for victims of violence by: > prioritising long-term support and resources for organisations providing support services > investing in integrated models of service provision > increasing and extending access for rural women > increasing support for informal community-based networks, including safe havens > strengthening government engagement in support services, especially in the health and education sectors > building capacity in order to improve the quality of services > introduce competency-based training.	Democratic Governance Health Education PNG – Australia HIV and AIDS Program Disaster Management Higher Education and Training Sub National	Phases 1, 2, 3
	Strengthen violence prevention efforts, including by: > supporting transforming gender norms through advocacy and the media > strengthening partnerships with churches > engaging with male champions and male youth > supporting micro-finance and workplace initiatives > targeting education, health and peace-building activities.	Democratic Governance Education Policy and Coordination Health	Phase 1, 2, 3
	Provide targeted support to key PNG Government departments at national and provincial levels, including by helping the finance and planning departments to integrate strategies on violence against women into national and provincial planning.	Economic and Public Sector Governance Sub National	Phase 1, 2, 3
	Support the PNG Government to finalise and implement the Family and Sexual Violence Strategy. Work with the PNG Government and the Family and Sexual Violence Action Committee and others to identify where to scale up efforts to respond to and prevent gender-based violence (including violence on the basis of sexual preference).	Policy and Program Coherence with relevant sectors	Phase 2

OBJECTIVE 2: ALIGNMENT—Scale up AusAID support for PNG gender equality commitments and opportunities

Strategic objectives	Action	Sector	Phase
2.4 Develop and implement an AusAID economic strategy for women in PNG that covers government, community and business commitments, and increases the economic empowerment of women			
2.4.1 Integrate the economic empowerment strategy for women into the new PNG program economic strategy	Develop and deliver an economic empowerment strategy for women ensuring it: › considers way of reducing violence against women › considers AusAID's comparative advantage to implement work vis-à-vis development partners considers Consultative Implementation and Monitoring Committee policy work to include the informal sector › links with the Agricultural Research and Development Support Facility and land reform and climate change programs › includes results from consultations with mining and extractive industries sector and professional women's organisations.	Economic and Public Financial Management Specialist Program Coordination	
	Support efforts to reduce the extra risks and harmful consequences caused by economic hardship in the context of the HIV epidemic.	PNG – Australia HIV and AIDS Program	Phase 1,2

OBJECTIVE 3: HARMONISATION—Coordinate activities with other donors to ensure aid more effectively meets the diverse needs of women and men

Strategic objectives	Action	Sector	Phase
3.1 Coordinate and collaborate with development partners on gender equality plans, actions and outcomes to achieve more results			
3.1.1 Work with the PNG Government's Development Partners Forum on Gender to coordinate and deliver shared gender equality work	Participate in the PNG Government's Development Partners Forum on Gender.	Chief of Operations	Phases 1, 2, 3
	Develop shared donor plans to support gender equality through the forum on gender and various related sub groups.	Policy and Program Coherence	Phases 2, 3
	Link with regional work in the Pacific as appropriate.		
	Ensure all donor missions have a shared gender focus.	All	Phase 1
	Support the forum on gender to monitor missions and encourage forum members to provide input on gender equality dimensions.	Policy and Program Coherence	Phases 1, 2, 3

OBJECTIVE 4: MANAGING FOR RESULTS—Manage AusAID resources more effectively to improve development outcomes for women, men, girls and boys

Strategic objectives	Action	Sector	Phase
4.1 Manage AusAID systems and processes to make them more equitable for all			
4.1.1 Ensure the review of the Development Cooperation Treaty is fully inclusive of gender equality	Policy and coordination to use a gender analysis when reviewing the Development Cooperation Treaty between the PNG and Australian governments and ensure gender equality is integrated.	Policy and Coordination	Phases 1, 2

Strategic objectives	Action	Sector	Phase
OBJECTIVE 4: MANAGING FOR RESULTS—Manage AusAID resources more effectively to improve development outcomes for women, men, girls and boys			
4.1.2 Ensure gender equality is integrated across AusAID systems and processes	Policy and Program Coherence to agree on a process with Operations Policy and Support to have input into the Operations Policy and Management Framework to ensure gender equality becomes a systematic endeavour within AusAID and can be more easily implemented at Post.	Policy and Program Coherence (with Operations Policy and Support)	Phases 1, 2
	Policy and Program Coherence to support the Operations Policy and Support section to ensure the new 'front-end architecture' (for example, partnership for development processes and implementation schedules) of aid delivery integrates gender equality effectively.	Policy and Program Coherence Education Health (with Operations Policy and Support)	Phase 1
4.1.3 Increase gender equality monitoring across AusAID's program through the Annual Program Performance Report process	Rate gender equality in all quality processes (for example, Quality At Implementation, Quality At Entry and Quality At Completion).	Program Management Unit	Phases 1, 2, 3
	Use these ratings to assess AusAID's performance and act on weak areas.	All	Phases 2, 3
	Work with managing contractors to develop a shared framework for monitoring.	Program Management Unit	Phases 2, 3
4.1.4 Ensure the performance management processes incorporate gender equality within managers' and staff members' responsibilities	Explore including gender outcomes in performance development plan processes.	Policy and Program Coherence Gender Unit	
	Explore including gender equality performance indicators in executive performance processes.	Policy and Program Coherence Gender Unit	Phases 1, 2
4.1.5 Develop and use a gender responsive budgeting process within AusAID to ensure gender equality is mainstreamed across the program	Raise awareness of the benefits of gender responsive budgeting with AusAID Executive. Support corporate processes to streamline flexible, joint funding mechanisms.	Policy and Program Coherence Gender Unit	Phases 1, 2
	Explore the feasibility of running a pilot on measuring expenditure on gender equality.	Policy and Program Coherence	Phase 1
4.1.6 Conduct (all programs) gender audits to measure gender equality outcomes	Develop a shared approach to gender audits and train staff on how to use them. Implement the gender audits. Consider using a gender panel of AusAID gender advisers for on-the-job technical expertise in auditing.	Policy and Program Coherence	Phases 2, 3
	Conduct gender audits and re-prioritise programs to incorporate audit recommendations on increasing development outcomes for all.	All	Phases 2 and 3, depending on cycle
	Influence review processes (such as independent completion reports) to include gender audit processes.	Program Quality and Review	Phases 1, 2, 3

OBJECTIVE 4: MANAGING FOR RESULTS—Manage AusAID resources more effectively to improve development outcomes for women, men, girls and boys			
Strategic objectives	**Action**	**Sector**	**Phase**
4.1.7 Ensure all contracts with development companies have clear gender equality expectations linked to incentive payments	Create a minimum target of 30% female advisers and managers and include an increased target of 50%.	Program Management Unit	Phases 2, 3
	Link performance to incentive pay for development companies.		
	Create greater flexibility in contracting arrangements for advisers to ensure women's reproductive health needs do not prejudice them from work opportunities as advisers.	Program Management Unit	Phase 2
	Create adviser allowances that are consistent across the program.	Program Management Unit	Phase 2
	Include support for school fees and incentives for women, to improve the gender balance of advisers.		
	Ensure all contracts for managing contractors include security needs (for example, volunteers working in remote areas need much greater security in-country and so require equipment such as radios, satellite phones, post exposure prophylactic kits and safety plans).	All (especially for volunteer programs)	Phases 1, 2, 3
	Amend the code of conduct for all advisers to include equal respect for women and men and discourage damaging sexual predatory behaviour.	Program Management Unit	Phase 1
	Ensure all contracts require development companies to institute AusAID PNG's domestic violence policy.	Program Management Unit Managing Contractors	Phase 1
4.1.8 Ensure all grant facilities within programs have clear gender equality selection criteria and that successful applicants are monitored to ensure they have achieve gendered results	Modify all grants facilities to use *Strongim Pipol Strongim Nesen* templates in grants.	Democratic Governance Agriculture Education Grant programs	Phases 1, 2, 3
4.2 Develop and implement a communications and knowledge management plan to share lessons learned about integrating gender equality across the PNG program, and to improve skills and outcomes			
4.2.1 Develop and run the communication and knowledge management plan	Develop a communications plan for Program and Policy Coherence to manage communications and share knowledge within the program and with external stakeholders.	Policy and Program Coherence Knowledge Management	Phases 1, 2, 3
	Align this plan with capacity development, HIV and knowledge management plans.		
	Consider the needs of Canberra whole-of-government partners in the development of the plan.		
	Work with Department of Foreign Affairs and Trade to mark gender awareness raising days.	Policy and Program Coherence	Phases 1, 2, 3
	Ensure information generated and issued by AusAID includes a gender angle (for example, newsletters, press releases and speeches).	Public Affairs	Phases 1, 2, 3

OBJECTIVE 4: MANAGING FOR RESULTS—Manage AusAID resources more effectively to improve development outcomes for women, men, girls and boys

Strategic objectives	Action	Sector	Phase
4.2.2 Establish a community of practice process between government and non-government players, including donors, to encourage women leaders to support each other's skills development, and promote women's leadership	Establish a community of practice through the new Economic and Public Sector program.	Economic and Public Sector	Phase 2
	Integrate gender equality networking opportunities into AusAID's 'Making a Difference' capacity building course and community of practice process. Include civil society leaders within this process. Use networking to share skills, stories of success and failure, and as another avenue for evaluating progress across the program (using action research methodology).	Economic and Public Sector	Phases 2, 3

OBJECTIVE 5: MUTUAL ACCOUNTABILITY—Support greater accountability within the aid program by jointly monitoring and evaluating the impact of gender equality work

Strategic objectives	Action	Sector	Phase
5.1 Improve the collection, analysis and use of gender equality data to achieve greater development outcomes for women, men, girls and boys			
5.1.1 Build capacity within AusAID to achieve greater development outcomes for the women, men, girls and boys of PNG	Develop common and practical ways for all AusAID programs to measure the differential impacts of programs towards women, men, girls and boys.	Program Quality and Review Policy and Program Coherence	Phase 1
	Audit the monitoring and evaluation models being used across the program and assess the extent of gendered monitoring and evaluation. Provide advice on a more effective approach to developing good monitoring and evaluation systems, including by building on the work already underway on increasing capacity within AusAID staff.	Program Quality and Review	Phase 2
	Scale up responses to existing research and evaluation about women's access to the legal system. This is to be treated as action research and findings are to be disseminated to other related sectors.	Law and Justice	Phases 1, 2, 3
	Provide support for Sector Wide Approaches to include gender analysis within government monitoring and evaluation systems.	Policy and Program Coherence Sectoral advisors in Health, Education, Sub National, Law and Justice	Phases 1, 2, 3
	Work with AusAID sectoral advisers and interested staff to develop gender analysis skills—for example, assess needs by working alongside staff and/or running small group discussions to develop good processes for such capacity building.	Policy and Program Coherence	Phase 2

OBJECTIVE 5: MUTUAL ACCOUNTABILITY — Support greater accountability within the aid program by jointly monitoring and evaluating the impact of gender equality work			
Strategic objectives	Action	Sector	Phase
5.1.2 Support government and donor systems to measure and evaluate the impact of aid on the lives of women, men, girls and boys in PNG, through the aid program	Support the Office for Development of Women to monitor and measure gender equality outcomes such as: › supporting a data base › reporting against the CEDAW › conducting gender policy analysis › encouraging the public to participate in advocacy.	Policy and Program Coherence Democratic Governance Economic and Public Sector	Phases 1, 2, 3
	Link the Office for Development of Women into the new Economic and Public Sector Program to help mainstream work across government.	Economic and Public Sector	Phase 1
	Deliver gender commitments in the Statistics Schedule within the Partnership for Development.	Policy and Program Coherence	Phases 1, 2, 3
	Work with other donors to advocate the collection and use of data disaggregated by sex within the government processes they support.	Donor Coordination Policy and Program Coherence	Phases 2, 3
	Ensure the National Research Institute has the capacity to use sex-disaggregated statistics gathered to feed information to government and donors about existing development initiatives and plans for new initiatives.	Higher Education and Tertiary	Phase 1
	Assist the National AIDS Council Secretariat and the National Department of Health to evaluate the impact of aid on gender equality outcomes in the HIV and AIDS response.	PNG – Australia HIV and AIDS Program Health	Phase 2
	Through *Strongim Pipol Strongim Nesen*: › map networks (for example, Consultative Implementation and Monitoring Council, Family and Sexual Violence Action Committee, church groups, District Women's Facilitators, union movement, academics, National Council of Women, women living with HIV and AIDS) › develop sustainable support for building skills in monitoring and evaluation.	Democratic Governance	Phases 1, 2, 3
	In consultation with stakeholders, establish regular mechanisms for network groups to provide feedback on the aid program. Possible mechanisms include a: › yearly women's forum run as part of the communication process mentioned above in 4.2.1 › women's round table bringing together feedback through consultations across the country that are part of other existing processes (for example, monitoring of CEDAW compliance).	Democratic Governance	Phases 2, 3

Equality matters Gender equality and women's empowerment strategy

Strategic objectives	Action	Sector	Phase
5.1.3 Prioritise funding within the Sub National Strategy to pilot measurement initiatives that collect gender equality outcomes and share these across development partners and with the PNG Government and non-government agencies	Discuss with the National Economic and Fiscal Commission drilling into existing research data to ascertain the level of funds spent on men's and women's service priorities.	Sub National	Phases 1, 2
	Explore conducting a gender analysis on how funding flows affect women and men differentially.	Sub National	Phase 1
	Undertake specific research at provincial, district and local levels on the pattern of use for government service delivery funds and to identify barriers of access based on gender.	Sub National	Phases 1, 2, 3
	Work with Provincial and Local-Level Service Monitoring Authority staff to build their capacity to assess the impact of gendered decentralisation programs on development.	Sub National	Phases 1, 2, 3
	Assess overall the opportunities and barriers for women's participation in decision making at provincial, district and local levels and: › develop a plan across the program for increasing women's involvement › allocate funds to the plan › implement the plan.	Sub National	
	Research how existing special measures for women's inclusion in budgeting and development decisions—at provincial, district and local levels—can increase efforts to support real participation. This could include links with national efforts to create special measures for women in political processes.	Sub National	Phases 1, 2
5.1.4 Support for key government agencies (for example, the Health Department) to evaluate and assess barriers, gaps and opportunities through better understanding of development data to strengthen gender-based development outcomes	Continue to support the Department of Health's use of the National Health Information System to gain a better understanding of access to services for women and men.	Health	Phases 1, 2
	Use this improved understanding in planning for more equal access.		
	Link to existing research commissioned through the Department of Provincial and Local Government Affairs on funding flows to assess gender gaps in service delivery in the health sector.		
	Ensure opportunities for women's involvement in schools at local levels continue within the new education design process.	Education	Phases 1, 2, 3
	Ensure that existing District Women Facilitators have a role in encouraging schools to collect sex disaggregated data to inform implementation of education initiatives.		
	Work with the Department of Education to build gender analysis capacity within School Level Improvement Plans so these plans become another way of collecting information on gender in education, and targeting more equal benefits.	Education	Phases 1, 2
	Assist the National AIDS Council Secretariat, National Department of Health, provincial AIDS councils and provincial administrations to analyse and report on gender-related data for improved planning and monitoring and evaluation at national and sub national levels.	PNG – Australia HIV and AIDS Program Sub National Strategy	Phase 1
	Monitor the level of gender integration within the Partnership for Development Schedules and advise on full integration.	Policy and Program Coherence	Phases 2, 3

OBJECTIVE 5: MUTUAL ACCOUNTABILITY—Support greater accountability within the aid program by jointly monitoring and evaluating the impact of gender equality work

Strategic objectives	Action	Sector	Phase
5.2 Monitor and evaluate gender equality jointly with development partners, the PNG Government and civil society so all stakeholders understand the impact of their combined work			
5.2.1 Partners to agree on a joint monitoring and evaluation plan and implement	Seek agreement on a shared gendered monitoring framework for development through the PNG Government – Development Partners Forum on Gender.	Policy and Program Coherence	Phases 1, 2
	Work together to develop and collect baseline data on gendered development and shared indicators of change, to assess progress on development for women and men differentially.	Donor Coordination Policy and Program Coherence	Phases 1, 2
5.2.2 Conduct gender stocktakes each year, increasing their scope progressively. Share the results with the PNG Government and development partners.	Run a joint stocktake process and report the outcomes to the governments and communities of PNG and Australia. Share lessons learned (as in 4.2 above) to build skills and plan for greater outcomes.	Policy and Program Coherence	Phase 3

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Annex 3

Gender situation analysis in the PNG context

PNG's commitment to gender equality and women's empowerment

PNG's National Constitution[2] calls for equal participation of men and women in all political, economic, social and religious activities.

In 1987, the PNG Government endorsed a Women's Policy[3] to support women's endeavours to make this constitutional aspiration a reality. A new National Policy for Women And Gender Equality will be finalised in 2010 and will guide PNG's endeavours towards a more equitable society.

The PNG Government signed the United Nations CEDAW[4] and ratified the Pacific Platform of Action for Women[5] as a follow on from the Beijing Platform of Action for Women.[6]

The PNG Government also established an Office for the Development of Women.

The Medium Term Development Strategy[7] acknowledges the importance of gender equality to promote recovery and development in the country.

The PNG Government has set targets for the Millennium Development Goals[8] that includes the promotion of gender equality and women's empowerment; universal primary education and improvement in maternal mortality.

A number of sectors in PNG also have their own gender strategies, including education and law and justice. The National AIDS Council has such a strategy and others initiatives are underway, including within the National Department of Health, which is developing a gender policy, within the transport sector and within the coalition of National Agriculture and Research System Organisations.

All these initiatives demonstrate PNG's strategic commitment to gender equality.

AusAID seeks to support these commitments through the implementation of its own *Equality matters: Gender equality and women's empowerment strategy.*

AusAID's fundamental commitment to gender equality is also evident through the policy *Gender Equality in Australia's Aid Program – why and how.*[9] This policy paves the way for AusAID to take action on equality through its country aid programs—on economic development, governance, service delivery and regional coordination.

Australia's commitment to gender equality and women's empowerment within the aid program

The Australian and PNG governments have signed a Partnership for Development[10] specifically raising gender equality as a fundamental and crosscutting issue to be addressed through five initial schedules for development. These schedules focus on public sector management, transport, education, health, and development statistics. Each schedule articulates the governments' expectations for improving gender equality within each schedule.

At the same time, PNG and its development partners have all signed the PNG Commitment on Aid Effectiveness.[11] Although the Commitment does not specifically mention gender equality, it is based on the Paris Declaration for Aid Effectiveness which highlights gender equality as a crosscutting issue.

Gender equality is also highlighted in the Accra Agenda for Action[12], which draws out the importance of partnerships beyond government—with civil society—to bring about lasting development changes. The Accra Agenda also emphasises the importance of public participation in setting the direction for development and ensuring diverse voices guide the process.

Gender equality is still a dream for most people living in PNG. Although the policy framework exists, it is often invisible to most working in the public sector and not used to argue the case for a clear focus on women, men, girls and boys.

The situation now in PNG—are women and men equal?

PNG ranks 124 out of 136 countries in the UNDP's gender-related development index.[13]

Only 39 per cent of girls finish primary school in PNG and only 19 per cent start secondary school. The population is expanding rapidly but there are fewer resources to fund the education system. PNG will not meet the Millennium Development Goal to Achieve Universal Primary Education until at least 2028 unless steps are taken.[14]

Women's leadership is weak within the PNG Government, at both administration and political levels. In all, there are less than 18 000 women, out of approximately 76 000, working in the public service and most women are in lower, less influential, positions.[15] Added to this, there is still only one woman in the PNG Parliament.

PNG ranks 119 out of 121 countries in women's political participation.[16]

Recent economic growth in PNG has had limited benefit for women. National law and company practice commonly marginalise and discriminate against women in the extractive industry and discourage women from participating in an ownership role in other major commodity sectors such as coffee and oil-palm, despite that up to 85 per cent of farmers are women, as are most small marketers.[17]

Prolonged effects of the global financial crisis may lead to reduced income and cash flow in the home. This could have a disproportionate effect on women as they are often responsible for feeding the members of their households and paying school fees.

The HIV and AIDS epidemic is a serious problem for the people of PNG. Gender inequality and high rates of sexual violence fuel the spread of the virus.

Gender-based violence continues to plague women in PNG. Various studies have shown that the rate of violence against women ranges from 67 per cent to 75 per cent.[18] These figures are considered amongst the highest in the world.

The situation for women's maternal health continues to be poor with PNG's maternal mortality also one of the highest in the world. It has increased from 300 per 100 000 live births to 740.[19]

Lack of service delivery in health and education, and the lack of economic opportunities are exacerbated by lack of government coordination and delivery at a sub national level.

Significant work to increase equality between men and women is occurring across the community sector with a wealth of Non-Government Organisations actively pursuing development for all. However, this work lacks strategic impact at a political level due to a splintered women's movement in the community and the absence of women in the machinery of government.

On a brighter note, a number of significant shifts are occurring in PNG, which AusAID is supporting. For example: moves are afoot within the PNG Government to establish a well-placed Office for Development of Women; a new government Gender Equality and Women's Empowerment policy is being developed with strong community participation; reserve seats for women in Parliament may well be a reality by the 2012 elections; and the increasing emphasis on decentralisation and service delivery is creating unique opportunities for the aid program to more effectively deliver outcomes for all.

Footnotes

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List of stocktake findings

The stocktakes

In 2008 and 2009, AusAID conducted stocktakes of its work on gender equality across the PNG program. The findings underpin the *Equality matters* strategy and suggest ways forward.

This Annex documents the major themes that emerged from the two stocktakes.

Findings: strategic issues

> Gender equality work occurring across the program is largely peripheral.

> High-level policy forums between PNG and Australian officials have more success in mainstreaming gender within sections.

> Although most strategic documents within PNG and the AusAID program refer to gender equality, very often, government officials, AusAID staff or advocates within the community, do not use these to inform or influence their work.

> A perceived level of risk is associated with discussing gender equality between AusAID and PNG country officials and this inhibits implementation.

Findings: capacity within the AusAID program—sector issues

> The amount and quality of gender activities vary greatly. Accountability increased from 2008 to 2009—including better management from AusAID—resulting in an increase in gender equality work.

> Very little work is underway within the economic development sphere or on climate change, and these are problematic gaps.

> Approaches that combine practical outcomes with strategic outcomes are more successful, as demonstrated within some programs.

> Programs that allocate finances and skills to gender equality are more likely to succeed.

> Over time, with resources and skills, a critical mass of opportunistic gender-equality work can build and make a positive difference.

Findings: capacity within AusAID's internal management issues

> Programs that are newer, allocate funds and have clear pathways for gender equality. These are more likely to succeed in making a difference.

> Much of the good work on gender equality already underway is driven by effective individuals with a personal influence, rather than through strategic mechanisms.

> Equity within the adviser pool is an issue, as is the lack of gender equality skills of advisers.

> Cultural barriers within the AusAID program and in the PNG context impede progress.

Capacity within the PNG Government

> Lack of a strong gender policy framework, or lack of adherence to the gender policies that exist, makes it harder for AusAID to allocate specific resources to increase gender equality.

> The lack of activity occurring within the PNG Government reflects the absence of women's voice; both in administration and in the political arena.

Findings: capacity within the civil society sector

> The bulk of gender-equality work underway in AusAID's PNG program is occurring within the community sector. However, this is disjointed and lacks impact within the public sector, at a strategic level within PNG and within the aid program.

> The diversity of work occurring at the grassroots level demonstrates that gender equality work gets stronger closer to the ground where women are more likely to participate.

Annex 5

Gender equality approach

Gender equality—an approach to development

This strategy uses a mainstreaming approach, and a specific programming approach, to support women's empowerment. Both are necessary to bring about beneficial gender equality changes for development. Mainstreaming alone will not achieve the necessary results since it relies on prioritising existing funds already allocated to other important priorities. New funds, allocated directly to some specific programs, are essential to scale up the work underway in the PNG program.

The Commonwealth Secretariat (1999) defines mainstreaming as:

> An approach that situates gender equality issues at the centre of broad policy decisions, institutional structures and resource allocations, and includes women's views and priorities in making decisions about development goals and processes.

This gender equality strategy adopts the position that AusAID staff will be expected to analyse their work on this basis.

In addition, this strategy acknowledges the fundamental importance of women's empowerment to achieve development for all. The Commonwealth Secretariat defines this as:

> Women's empowerment is the goal and the process for women's advancement. The process by which women mobilise to understand, identify and overcome gender discrimination so as to achieve equality in welfare and equal access to resources.

Women's empowerment requires both a mainstreaming approach and specific attention to resourcing and support of women's own efforts to achieve equality. Specific efforts for women's empowerment are complementary to mainstreaming gender equality.

Three questions to ask in the mainstreaming process are:

1. How might your sector, project, program and/or province contribute to gender **inequalities?**
2. How might gender **inequality** be undermining what you are trying to achieve?
3. What can you do through your work to **increase equality** and **support women's empowerment** to benefit all?

Equality matters acknowledges that it is impossible to bring about development unless gender equality is central to the process.

Annex 6

Management arrangements overall

The Chief of Operations is responsible for the management of *Equality matters.*

The strategy will be coordinated by the Policy and Program Coherence Section of the PNG Post. The First Secretary will work with AusAID staff on implementing and monitoring and evaluation of delivery. The strategy will be supported by a full-time AusAID PNG Gender Adviser, who will provide advice and assist with roll out and monitoring and evaluation.

Staff will be expected to develop action plans for each phase of the strategy and these will include work agreed to under existing sectoral gender strategies.

Reporting on implementation will occur through the Annual Program Performance Review (that is, Quality at Implementation and Sector Performance Reports). These will be supported by a yearly gender stocktake which will also encompass managing contractors.

Staff responsibilities

As gender is mainstreamed through AusAID's PNG program, each sector is responsible for integrating gender in activities. This includes responsibility for:

> raising gender in high-level policy discussion

> managing Implementing Service Providers to achieve gender equality outcomes

> managing AusAID staff and systems to ensure gender equality is integrated across the program

> implementing AusAID policy on gender equality and the gender strategy

> monitoring, evaluation and reporting on gender equality.

Policy and Program Coherence, which acts as a central focal point for gender equality in AusAID's PNG program, will be:

> building capacity on gender equality within AusAID's PNG program

> providing technical advice

> coordinating briefing and reporting on gender equality and violence against women, in collaboration with the Policy Coordination section

> providing links between the AusAID Canberra Gender Unit and other regional AusAID programs

> supporting cross-sectoral gender activities within the PNG Government that do not fit within a specific sector (for example, the PNG Government's gender policy)

> supporting donor harmonisation through the gender thematic group

> managing the implementation and monitoring of this gender equality strategy

> increasing coherence of approach to gender equality in AusAID PNG's program.

The role of AusAID Canberra's Gender Section will be to ensure gender equality objectives become an integral part of the Australian Government's aid policies, programs and initiatives.

Specifically the Gender Section undertakes to:

> develop policy on gender and coordinate this policy

> monitor progress toward gender integration in the Australian aid program

> build internal capacity, within the Australian development program, to enable it to apply gender integration principles and lessons learned

> raise gender awareness

> advise on how to effectively integrate gender into country and regional strategies and performance frameworks, as well as into program design and implementation

> conduct gender research.

Coordination

Effective coordination is essential to enhance opportunities and capitalise on gender activities. It also enables good practice to be shared and gender networks to increase and flourish. Effective coordination supports the development of a women's network at all levels of society and government and it creates a coherent critical mass of efforts on gender equality and women's empowerment. Finally, effective coordination helps avoid risks, including having AusAID-funded programs and projects contradict or conflict with each other.

Coordination mechanisms relevant to the *Equality matters* strategy include:

> The PNG Government's Development Partner Forum on Gender, which includes representatives from the government itself, the National Council of Women, AusAID and development partners. The Forum is co-chaired by the Minister for Community Development and the United Nations Special Coordinator. It is attended by Heads of Agencies.

> The PNG Program Gender Advisor Network, chaired by AusAID's PNG Program Gender Advisor and attended by all AusAID PNG Program Gender advisers.

> The Chief of Operations Advisor Network, which includes the AusAID Gender Advisor, Education Advisor, Health Advisor, Law and Justice Sector Advisor, Capacity Development Advisor and HIV Advisors.

> AusAID Gender network, which is led from Canberra.

> General workshops and meetings in the PNG program as required.

To further enhance communication and coherence in AusAID's PNG program, year one of the *Equality matters* strategy includes development and implementation of a communication and knowledge management plan.

Annex 7

Engender—To integrate, incorporate or consider the gender perspective in development initiatives.

Gender—Refers to culturally-based expectations of the roles and behaviours of males and females. The term distinguishes socially constructed roles from biologically determined aspects of being male and female. These attributes are shaped and determined by culture, context and time. Gender roles and responsibilities are not fixed and are constantly changing. In most societies gender roles and responsibilities play a critical part in determining the:

> type and amount of work performed by women and men, including paid and unpaid work in the home, family and community

> access and control that women, men, girls and boy have over resources and services, and the benefits these bring

> opportunities, rights and entitlements enjoyed by women, men, girls and boys

> degree to which women, men, girls and boys are allowed to participate in leadership and decision making.

Gender Action Plan—This is a systematically designed set of programs, activities and projects with clear objectives for addressing gender issues, as well as appropriate strategies and activities with monitoring and evaluation indicators. It is a blueprint of how an organisation can achieve gender responsiveness. It includes a set of interventions designed to transform gender blind organisations into ones that have a gender perspective. It is an instrument that makes all aspects of an organisation and its work gender responsive.

Gender analysis—Gender analysis is a specific form of social analysis that requires sex-disaggregated data to be collected. Analysis of this data allows a gender perspective to be incorporated into planning, implementing and monitoring. Incorporating a gender perspective into activities involves applying gender analysis throughout the activity cycle. Key issues analysed may include: 1) the gender division of labour; 2) access to and control over resources and the distribution of benefits; 3) social, economic and environmental factors that influence all of the above; 4) changes in gender relations and decision-making capacity.

Gender awareness—The ability to identify problems arising from gender inequality and discrimination, including problems which may not be immediately obvious or problems which, over time, may have become accepted by particular groups as the norm or status quo.

Gender blind—Refers to policies, activities or workplace processes which intentionally or unintentionally do not consider gender as a factor.

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2   From Snowy Mountains Engineering Corporation, *Transport Sector Support Program Gender Strategy and Plan*, Port Moresby, December 2008.

Gender equality—Refers to equality between women and men, and girls and boys. This translates as these groups enjoying the same status, conditions and opportunities for realising their potential to contribute to the political, economic, social and cultural development of their countries. In the development context gender equality is an important political, economic, democratic and social issue.

Gender equity—Refers to fairness in access to resources and in the distribution of benefits from development, according to the different needs of women, men, girls and boys.

Gender mainstreaming—A set of processes and strategies aimed at ensuring that gender issues are recognised on a sustained basis. It is an approach that situates gender equality issues at the centre of broad policy decisions, institutional structures and resource allocations. It includes women's views and priorities in making decisions about development goals and processes. Typically, gender mainstreaming includes an assessment of the implications for women and men of planned government actions, such as policies, legislation, programs and projects. However, gender mainstreaming is also a strategy used to integrate women's and men's concerns and experiences in the design, implementation, monitoring and evaluation of policies, programs and projects in all political, economic and social agendas.

Gender management system—A network of structures, mechanisms and processes put in place within an existing organisational framework, like a government department, to guide, plan, monitor and evaluate the process of integrating gender equality considerations into all areas of an organisation's work, with a goal to achieve greater gender equity and sustainable development.[3]

Gender responsive—The consistent and systematic attention given to the differences between women and men in society, with a view to addressing structural constraints to gender equality.

Sex disaggregated data—Data that is collected and presented separately on women and men—namely, the counting of women, men, girls and boys separately when gathering information. Without accurate data women may become invisible, and so will their different needs.

Social inclusion—The process of ensuring that all people in a society feel valued and have their differences respected and their basic needs met so they can live in dignity. Social exclusion is the process of being shut out from the social, economic, political and cultural systems that enable the integration of a person into their community.

Women's empowerment—Refers to individual or collective action by women who have historically experienced, and continue to experience, obstacles such as discrimination brought about by inequality based on sex. Women's empowerment is the goal and the process for women's advancement. It is the process by which women mobilise to understand, identify and overcome gender discrimination so as to achieve equality in welfare and equal access to resources.

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3   Adapted from Commonwealth Secretariat, Gender Mainstreaming in the Public Sector, 1999.