

## Improving Australian programs

- 10.1 Throughout the inquiry, the Committee sought to establish ‘what is working’ to break down barriers that prevent women and girls from accessing their human rights in the Indo-Pacific region. This chapter presents evidence received in the course of the inquiry on:
- how organisations are measuring the effectiveness of programs;
  - factors that influence the success of gender programs, such as the availability and use of quality gender-disaggregated data, co-ordination and co-operation between agencies, and long term funding.
- 10.2 The chapter further considers DFAT’s plans for improving its gender programming, and presents some of the key recommendations given in evidence. The chapter ends with the Committee comment and recommendations.

### Proving what works

#### Data on program effectiveness

- 10.3 The importance of data and evidence for understanding the effectiveness of programs was captured by the International Women’s Development Agency (IWDA), which submitted:
- What we measure matters. It reflects what we value. It drives the visibility of issues. It influences where resources are invested.<sup>1</sup>
- 10.4 DFAT’s key measures of the impacts of Overseas Development Assistance (ODA) are the Aggregate Development Results (ADRs). Among other measures, these indicators quantify:

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1 International Women’s Development Agency (IWDA), *Submission 32*, p. 6.

- the number of women survivors of violence receiving services such as counselling;
  - additional births attended by a skilled birth attendant; and
  - the number of women and girls with increased access to safe water.<sup>2</sup>
- 10.5 DFAT contends that the ADRs ‘enhance transparency and accountability, and help to improve public understanding of the achievements of the aid program.’<sup>3</sup>
- 10.6 While ADRs provide the ability to track investment’s over time, and provide an indication of the quantitative impacts of the aid program, DFAT acknowledged that the ADRs do not *prove* the effectiveness of programs over time, suggesting:
- They are not designed to track the extent and duration of benefit to individuals. They are a useful proxy for tracking the overall achievements of the Australian aid program and are valuable for a range of reports.<sup>4</sup>
- 10.7 The Office of Development Effectiveness’s (ODE) analysis of the ADRs as a tool for tracking impacts found that they have significant limitations:
- Most initiatives only conducted M&E [monitoring and evaluation] at the simplest level: sex-disaggregated data on participation in training and workshops, and uptake of services. These data are important, but insufficient for improving performance on gender equality outcomes.<sup>5</sup>
- 10.8 The ODE also expressed a concern that even where aid initiatives ‘did well’ at incorporating gender into their planning and activities, many ‘did not succeed in carrying through a strong gender focus within M&E systems’.<sup>6</sup>
- 10.9 The same report identified that out of 28 economic programs evaluated, only one ‘used baseline and endline data to systematically measure economic outcomes for women’.<sup>7</sup>
- 10.10 DFAT acknowledged that evidence is insufficient for evaluating many of its programs, even its flagship Pacific programs:

2 DFAT, *Supplementary Submission 27.2*, p. 13.

3 DFAT, *Supplementary Submission 27.3*, p. 13.

4 DFAT, *Supplementary Submission 27.3*, p. 13.

5 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women’s Economic Empowerment*, August 2014, p. 5.

6 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women’s Economic Empowerment*, August 2014, p. 52.

7 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women’s Economic Empowerment*, August 2014, p. 52.

Evidence of what works to address gender inequality in the Pacific context is limited. An enabling strategy for Pacific Women is to build the knowledge and evidence base of what works, does not work and lessons learned in addressing gender equality in the Pacific context.<sup>8</sup>

- 10.11 Despite the challenges, DFAT contended that Australia is in the process of ‘improving the collection of evidence and the use of quality data in its aid program’. The Department is focussing on its capacity to:

... collect and use sex disaggregated data, to understand the development context and to monitor equal participation of and benefits for women and girls in the aid program.<sup>9</sup>

- 10.12 DFAT anticipates that this improved data will help the Department identify ‘critical gaps’, to determine whether girls and women are benefiting from programs in the same way as boys and men. DFAT stated:

Better understanding women’s lives helps us to understand the nature of the issues we are dealing with in the country we are working with, better target aid interventions and support the monitoring of the aid program’s performance.<sup>10</sup>

- 10.13 Ms Joanna Hayter from IWDA expressed a critical need for more sex-disaggregated data, saying:

The only way we will be able to see that difference and therefore know whether people are able to access their full human rights opportunities is if we have the right kind of sex-disaggregated data; if we know how money is being spent – who it is reaching and why – and if we are able to measure poverty at the individual level, not just at the household level.<sup>11</sup>

- 10.14 Her colleague, Ms Joanne Crawford, added that:

Sex-disaggregated data was one of the key priorities in the Beijing Platform for Action 20 years ago. We have seen some improvement in sex-disaggregated data. It remains a particular problem in a range of places – it is an issue in the Pacific.<sup>12</sup>

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8 DFAT, *Supplementary Submission 27.2*, p. 28.

9 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women’s Economic Empowerment*, August 2014, p. 52.

10 DFAT, *Submission 27*, p. 29.

11 Ms Joanna Hayter, Chief Executive Officer, International Women’s Development Agency, *Committee Hansard*, 3 November 2015, p. 14.

12 Ms Joanne Crawford, Research and Policy Adviser, IWDA, *Committee Hansard*, 3 November 2015, p. 17.

- 10.15 To address this challenge, IWDA reported that it has recently developed, with the assistance of Australian Government funding, a new indicator for measuring poverty that generates sophisticated sex-disaggregated data – the ‘individual deprivation measure’.<sup>13</sup>
- 10.16 This indicator is described in IWDA’s submission:
- 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.<sup>14</sup>
- 10.17 Ms Crawford suggested this measure offered governments a way of understanding the impacts of aid investment because it allowed them to ‘see the individual [to] know who is being left behind, who we are not reaching’. She further argued the measure needed to be broadly taken up by governments, saying:
- The Australian government is taking the lead in funding the first full study, using this measure in Fiji through Pacific Women Shaping Pacific Development, which I think is very significant.<sup>15</sup>
- 10.18 In its evaluation of economic aid, the ODE observed that collecting sex-disaggregated data is not effective unless the data is fully utilised. The ODE found that ‘three-quarters of the initiatives collect sex-disaggregated data, but these data were not used systematically to improve programs’.<sup>16</sup>
- 10.19 Abt JTA also argued that collecting quantitative data is not sufficient for evaluating the success of programs, maintaining that:
- Monitoring and evaluation procedures do not document what is occurring in practice. M&E systems are rarely robustly capturing the impact of Australian aid interventions on women – sex disaggregation of activities is not enough. An economic development program may measure how many women were trained but fails to measure whether that training increased women’s incomes or whether they had any better control over how that income was spent.<sup>17</sup>

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13 Ms Hayter, IWDA, *Committee Hansard*, 3 November 2015, p. 14.

14 IWDA, *Submission 32*, p. 6.

15 Ms Joanne Crawford, Research and Policy Adviser, IWDA, *Committee Hansard*, 3 November 2015, p. 17.

16 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women’s Economic Empowerment*, August 2014, p. 69.

17 Abt JTA, *Submission 59*, p. 2.

- 10.20 Highlighting the important role of monitoring and evaluation, Abt JTA explained that they are ‘critical to monitoring impact, measuring empowerment and reducing the chances of negative unintended outcomes’. However, Abt JTA also conceded that:
- Measuring empowerment ... represents a considerable challenge. Empowerment cannot be measured by a single indicator or defined consistently between individuals or communities.<sup>18</sup>
- 10.21 Abt JTA suggested that to improve its monitoring of gender equality strategies in the aid program, DFAT should prioritise ‘[e]ncouraging and adopting innovative approaches’. The submission suggested that:
- These systems should move beyond measures that traditionally just count women as beneficiaries and include more participatory and culturally appropriate measures of women’s empowerment at the individual and collective level.<sup>19</sup>
- 10.22 Furthermore, Abt JTA proposed the following techniques for measuring success against the complex objective of women’s empowerment:
- Measuring Most Significant Change: The Most Significant Change technique involves the systematic collection and analysis of experiences of change through the perspective of program beneficiaries and stakeholders.
  - Core Monitoring Questions: help track progress towards diverse goals in a systematic manner and are particularly useful in programs aiming to build capacity of local civil society organisation.
  - Empowerment at these levels could be further broken down into four broad categories: power over assets, knowledge, will and capacity.<sup>20</sup>
- 10.23 Abt JTA argued that it is necessary to break down “big” concepts like empowerment’ into smaller, more tangible measures, so that staff working on programs could ‘speak the same language and work towards common goals’.<sup>21</sup>

## Better co-ordination and information sharing

- 10.24 While the dearth of meaningful data on ‘what works’ in gender programming was recognised by many witnesses to the inquiry, some also asserted that there were opportunities to improve this access through partnering and sharing data.

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18 Abt JTA, *Submission 59*, p. 9.

19 Abt TJA, *Submission 59*, p. 1.

20 Abt JTA, *Submission 59*, p. 9.

21 Abt JTA, *Submission 59*, p. 9.

- 10.25 Ms Dimity Fifer, the Chief Executive Officer of Australian Volunteers International (AVI), articulated a common concern regarding the failure of organisations to share information on best practice, saying:

I cannot believe the number of agencies out there with huge budgets, huge mandates, that are not moving information around – that are sitting in bureaucratic silos. So I do believe in some of these simple ways that you can create a network that is open and share good practice in information, empowering women then to get on with the job.<sup>22</sup>

- 10.26 Ms Fifer argued that it is ‘absolutely essential’ to provide what she called ‘enabling platforms’; where the information and resources are provided to ‘let people, particularly those young people, then go on and create the changes that they want for their countries’.<sup>23</sup>

- 10.27 Oxfam argued that it is working to create such an ‘enabling platform’ in the form of its global ‘Violence Against Women and Girls Knowledge Hub’, which:

... enables the sharing of information and knowledge between programs and their staff, and facilitates global research and evaluation projects drawing in violence against women and girls programs from across our global reach.<sup>24</sup>

- 10.28 UN Women’s ‘Gender Equality Evaluation Portal’ provides another example. According to UN Women, the Gender Equality Evaluation Portal ‘makes available more than 400 evaluations on what works to achieve gender equality and women’s empowerment’.<sup>25</sup>

- 10.29 Oxfam have also developed a ‘gender impact assessment manual’, which provides a ‘set of guiding principles’ for gender programming. They advised that this manual has been ‘taken up by a number of governments’ and projects, and used to avoid the possibility of programs causing unintentional harm to women and girls.<sup>26</sup>

- 10.30 Another technique identified for improving available data was strategic partnerships between organisations. DFAT explained that this is a priority of the Pacific Women program:

22 Ms Dimity Fifer, the Chief Executive Officer, Australian Volunteers International (AVI), *Committee Hansard*, 3 November 2015, p. 5.

23 Ms Fifer, AVI, *Committee Hansard*, 3 November 2015, p. 6.

24 Oxfam, *Supplementary Submission 13.1*, p. 6.

25 UN Women, *Gender Equality Evaluation Portal* < //genderevaluation.unwomen.org/en> viewed 6 September 2015.

26 Ms Joy Kyriacou, International Development Advisor, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 3.

Pacific Women is partnering with a range of stakeholders to strengthen the evidence base. Current research includes:

- the success factors and pathways to women's leadership and decision-making at political and community levels (State, Society and Governance in Melanesia – SSGM);
- the relationship between women's economic empowerment and violence against women (SSGM);
- gendered perspective of evaluation of the Seasonal Migration Scheme (World Bank); and
- research on women's leadership and civil society/ coalitions in the Pacific (Development Leadership Program).<sup>27</sup>

- 10.31 Oxfam Australia also work closely with partners in the Pacific, with a focus on local service providers, 'to standardise and aggregate data'.<sup>28</sup>
- 10.32 DFAT acknowledged the important role played by international bodies in collaborating and sharing data around gender programming, citing particularly the OECD DAC, which 'undertakes robust, independent evaluation of every DAC member country's development programs roughly every four years'. DFAT asserted that:
- ... these peer reviews provide information about what works, what does not and why and contributes to improving the development effectiveness of aid. They also help to hold donors and partner country governments accountable for results.<sup>29</sup>
- 10.33 DFAT expressed strong support for the coordinating role played by UN Women in working towards women's empowerment globally. The Department argued that UN Women 'has a mandate to create stronger efforts and accountability within the UN system on behalf of the world's women'.<sup>30</sup>
- 10.34 Australia was a member of the UN Women Executive Board in 2013 and Vice President of the Board in 2014. DFAT reported that UN Women is able to engage with 'high-level UN interagency bodies' promoting the 'integration of gender perspectives in system-wide policies'.<sup>31</sup>
- 10.35 DFAT's support for UN Women's 'global coordinating role' includes providing funding for innovative initiatives, such as the Evidence and Data for Gender Equality (EDGE) project. DFAT reported that the EDGE project 'facilitates the mainstreaming of gender statistics in national

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27 DFAT, *Supplementary Submission 27.2*, p. 28.

28 Oxfam Australia, *Supplementary Submission 13.1*, p. 6.

29 DFAT, *Supplementary Submission 27.3*, p. 24.

30 DFAT, *Supplementary Submission 27.3*, p. 24.

31 DFAT, *Supplementary Submission 27.3*, p. 24.

statistical systems', and facilitates the creation of comparable data on gender indicators.<sup>32</sup>

- 10.36 The EDGE project is run jointly by UN Women, the Statistics Division of the UN department of Economic and Social Affairs, the World Bank and the OECD. DFAT provided \$1.5 million from 2012 to 2015 to UN Women for progressing the project.<sup>33</sup>

## Long term programs

- 10.37 One aspect of gender programming that has made monitoring and evaluation difficult has been the short term nature of many programs. Witnesses to the inquiry consistently asserted that long term programs were needed to not only achieve change, but to successfully measure change over time.
- 10.38 While praising recent long term commitments, such as Pacific Women, the Secretariat of the Pacific Community (SPC) asserted that the majority of past support was delivered through 'short-term projects (up to five years)'. The Secretariat also emphasised that '[l]onger horizons would allow projects to respond to societal change and produce better long-term outcomes'.<sup>34</sup>
- 10.39 DFAT explained that the Department 'is aware of the limitations of short term campaigns', and sees Pacific Women and MAMPU as examples of the effectiveness of long term programs for making change in the lives of women and girls.<sup>35</sup>
- 10.40 Mr Stuart Schaefer from Save the Children identified Pacific Women as a good example of a long term approach, but argued that 'it is going to take even longer than that program to reach the results that we require'.<sup>36</sup>
- 10.41 Oxfam praised the Australian Government for recognising the 'necessity of a long-term approach to attitudinal and norm change'. It further asserted that the 'initial findings discussed by the ANCP gender evaluation team also suggest that long-term, holistic approaches are needed'.<sup>37</sup>

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32 DFAT, *Supplementary Submission 27.3*, p. 24.

33 DFAT, *Supplementary Submission 27.3*, p. 24.

34 SPC, *Submission 24*, p. 8.

35 DFAT, *Supplementary Submission 27.3*, p. 15.

36 Mr Stuart Schaefer, Director, International Programs, Save the Children, *Committee Hansard*, Melbourne, 3 November 2014, p. 9.

37 Ms Anna Trembath, Senior Gender Adviser, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 5.

- 10.42 Caritas Australia praised the Pacific Women program and recommended that aid programs promoting gender equality be designed, implemented and evaluated 'using an 8–10 year timeframe'. It also proposed the 'replication and adaptation of the [Pacific Women] initiative in Asian and Indian Ocean regions'.<sup>38</sup>
- 10.43 Another long term project that DFAT identified was the Fiji Women's Crisis Centre (FWCC), which provides training and support to organisations all over the Pacific who are working to eliminate violence against women. DFAT explained that:
- Australia has provided financial support to FWCC since 1989 and it is a cornerstone of Australia's strategy for eradicating violence against women in Fiji and across the Pacific. This continued, long term support has enabled FWCC to develop into an organisation that is well known and respected both regionally and internationally. The training FWCC has undertaken over the years has created a pool of specialists and practitioners on ending violence against women in the Pacific, including male advocates.<sup>39</sup>
- 10.44 Ms Irene M. Santiago pointed to AusAID's sustained support of the Mindanao Commission on Women, which initially ran from 2007–2011, and was then extended for a further two years. Ms Santiago said:
- I had a long and meaningful engagement with AusAID in the Philippines. AusAID supported the work of the Mindanao Commission on Women, an NGO I co-founded and headed for more than a decade. AusAID in the Philippines to me was a model of what aid assistance should be ... I have often termed our relationship with AusAID as one of accompaniment, a shoulder-to-shoulder journey toward the same goal.<sup>40</sup>

## Future directions for Australian aid

- 10.45 In 2015–16 the Australian Government has budgeted to provide an estimated total of \$4 billion in ODA. Papua New Guinea has replaced Indonesia as the largest recipient of Australian aid, receiving \$477.4 million in 2015–16.<sup>41</sup>

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38 Caritas Australia, *Submission 42*, p. 2.

39 DFAT, *Supplementary Submission 27.3*, p. 15.

40 Ms Irene M. Santiago, *Submission 85*, p. 2.

41 DFAT, *Making Performance Count: Enhancing the Accountability and Effectiveness of Australian Aid* < [dfat.gov.au/about-us/publications/Pages/making-performance-count-enhancing-the-accountability-and-effectiveness-of-australian-aid.aspx](http://dfat.gov.au/about-us/publications/Pages/making-performance-count-enhancing-the-accountability-and-effectiveness-of-australian-aid.aspx) > viewed 10 August 2015.

- 10.46 A new performance framework for the Australian aid program, *Making Performance Count*, was released in November 2014. The framework provides a commitment to the publication of an annual 'Performance of Australian Aid' report, and affirmed the following:
- At a strategic level, there will be 10 high level targets to assess the aid program against key goals and priorities
  - At a country, regional and partner program level, performance benchmarks will be introduced to measure the effectiveness of our portfolio of investments
  - At a project level, robust quality systems will ensure that funding is directed to investments making the most difference.<sup>42</sup>
- 10.47 The ODE claims the framework 'represents a great step forward'. However, they also that implementing it 'requires the addition of a theory of change and indicators for measuring program impact'.<sup>43</sup>
- 10.48 DFAT explained that the framework also signified the Government's intention to 'increasingly focus on women's economic empowerment throughout the aid program'.<sup>44</sup>
- 10.49 The Department is in the process of developing a 'Gender Equality and Women's Empowerment Strategy' which, DFAT explained, will assist the Department in meeting this commitment. DFAT stated that the Strategy would be available 'in the second half of 2015'.<sup>45</sup>
- 10.50 DFAT's 2013-14 Annual Report specified that the gender equality strategy would 'guide diplomatic efforts and scale up attention to gender throughout the Australian aid program'. The Department further asserted that DFAT 'will be strong contributors on the 20-year review of the Beijing Platform for Action and the post-2015 framework'.<sup>46</sup>
- 10.51 DFAT explained that the new Gender Strategy 'will also provide guidance to staff as to what is expected of them in relation to integrating gender equality into their work'.<sup>47</sup>
- 10.52 As well as improving the performance of existing programs, DFAT aims to increase the focus of the aid program on gender equality. The Department emphasised that it anticipates the proportion of investments

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42 DFAT, *Performance of Australian Aid 2013-14*, 2015, p. 2.

43 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women's Economic Empowerment*, August 2014, p. 69.

44 DFAT, *Submission 27*, p. 8.

45 DFAT, *Supplementary Submission 27.2*, p. 4. Note: The strategy is not yet available as this report goes to print.

46 DFAT, *Annual Report 2013-14*, p. 100.

47 DFAT, *Supplementary Submission 27.3*, p. 8.

- with gender equality as a principal or significant objective would increase over time 'as new investments are introduced'.<sup>48</sup>
- 10.53 In light of the Government's increased focus on gender equality in the aid program, DFAT revealed that 'the criteria for future gender assessments have been strengthened'. These criteria assess whether programs are 'achieving expected gender equality outcomes'.<sup>49</sup>
- 10.54 The ODE acknowledged that DFAT is working to improve its efforts in monitoring and evaluation broadly and in relation to gender outcomes.<sup>50</sup>
- 10.55 In 2013–14, using established criteria, DFAT reported that 74 per cent of investments 'effectively integrat[ed] gender equality and women's empowerment'.<sup>51</sup> In 2014–15, this figure rose to 78 per cent.<sup>52</sup>
- 10.56 The new framework requires that:
- ... at least 80 per cent of DFAT's investments that are monitored annually through aid quality checks, regardless of their objectives, will effectively address gender issues in their implementation and receive a rating of 4 out of 6 or above. This is a whole-of-DFAT aid target.<sup>53</sup>
- 10.57 DFAT acknowledged that meeting the 80 per cent target 'may take time', and advised that changes would be required 'in partners' systems as well as in the design and implementation of many programs'.<sup>54</sup>
- 10.58 In order to meet the target, DFAT has stated that investments will need to 'consider gender equality well at the start', as these investments 'perform much better at generating strong gender equality results' as they are implemented.<sup>55</sup>
- 10.59 The Department further stated that 'sustained attention by DFAT staff and improvement in staff capacity' would be required to achieve the 80 per cent target.<sup>56</sup>
- 10.60 One example of DFAT's work to address the shortfall can be found in the Pacific country program. As DFAT reported, a large proportion of the

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48 DFAT, *Supplementary Submission 27.2*, p. 9.

49 DFAT, *Performance of Australian Aid 2013–14*, 2015, p. 8.

50 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women's Economic Empowerment*, August 2014, pp. 5–6.

51 DFAT, *Supplementary Submission 27.2*, p. 5.

52 DFAT, *Annual Report 2014–15*, September 2015, p. 163.

53 DFAT, *Supplementary Submission 27.2*, p. 4.

54 DFAT, *Supplementary Submission 27.2*, p. 4.

55 DFAT, Submission to Senate Standing Committee on Foreign Affairs, Defence and Trade Inquiry into the International Aid (Promoting Gender Equality) Bill 2015, p. 14.

56 DFAT, *Performance of Australian Aid 2013–14*, 2015, p. 9.

Department's 26 per cent of 'unsatisfactory investments' (in relation to gender equality) in 2013–14 were located in the Pacific (45 per cent). DFAT revealed that all of these Pacific investments will now be 'required to identify actions to improve their rating over the coming year [2015]'.<sup>57</sup>

- 10.61 The ODE also found that while country programs generally incorporate gender equality outcomes 'not all programs are underpinned by gender analysis'. The ODE advised that:

Very few countries have undertaken the context-specific gender analysis required to identify barriers to women's economic empowerment, or articulated explicit objectives, program pathways and policy dialogue to address these barriers.<sup>58</sup>

- 10.62 In response to the ODE's findings, DFAT agreed to a recommendation that, within all country programs, it will:

... [undertake] gender analysis with local gender consultants and local women's organisations to ensure an appropriate combination of approaches; this includes exploring approaches less commonly seen in Australia's aid program, such as child care support.<sup>59</sup>

- 10.63 Other witnesses to the inquiry were encouraged by DFAT's increased focus on gender equality in the aid program, but remained cautious. IWDA stated:

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, but the management and performance architecture required to systematically connect policy with programming and resourcing have not been prioritised.<sup>60</sup>

- 10.64 DFAT's 2014–15 Annual Report was released as this report was being finalised. This latest annual report showed similar results in terms of gender spending as the previous two years' reports (55 per cent of aid investments were either principally or significantly targeted to gender equality<sup>61</sup>), but also demonstrated a consistent focus on gender throughout the report. For instance, the report explicitly states that: 'Advancing

57 DFAT, *Supplementary Submission 27.2*, p. 6.

58 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women's Economic Empowerment*, August 2014, p. 4.

59 DFAT, ODE, *Smart Economics: Evaluation of Australian Aid Support for Women's Economic Empowerment*, August 2014, p. 4.

60 IWDA, *Submission 32*, p. 7.

61 DFAT, *Annual Report 2014–15*, September 2015, p. 117, <[dfat.gov.au/about-us/publications/corporate/annual-reports/annual-report-2014-2015/dfat-annual-report-2014-15.pdf](http://dfat.gov.au/about-us/publications/corporate/annual-reports/annual-report-2014-2015/dfat-annual-report-2014-15.pdf)> viewed 8 October 2015.

gender equality is an increasingly important priority across the full range of the department's work'.<sup>62</sup>

- 10.65 One of the practical ways this is being done is through the negotiation of new Aid Investment Plans, which take into account the increased focus on both gender outcomes, and working with the private sector:

The department will negotiate new Aid Investment Plans for development-partner countries which take account of Australia's aid policy and partner government priorities – ensuring our investments promote gender equality and greater engagement by the private sector. We will shift from a traditional donor-recipient model to investments which leverage partner countries' resources and domestic capacity to improve development outcomes.<sup>63</sup>

- 10.66 DFAT's 2014–15 Annual Report also provided information about the 'Gender Equality Fund' launched by the Hon Julie Bishop MP as part of the 2015–16 Budget 'to accelerate support for gender equality in the Australian aid program'. DFAT asserted:

The fund will support investments aimed at advancing gender equality and fostering innovative work by private sector and non-government organisations, particularly women's organisations.<sup>64</sup>

- 10.67 In an appearance before Senate Estimates on 22 October 2015, Ms Moyle explained components of the Gender Equality Fund:

There are a number of different components of the Gender Equality Fund. One is ... the internal competitive element that asks DFAT posts and divisions to bid for funding. That was intended to leverage attention to gender equality across our aid program, to seed funding and to increase attention to gender equality and funding for gender equality.

There is a second aspect which is an external element. We have earmarked \$2 million for that this financial year – recognising that is a new approach and so a small, modest amount was allocated this financial year with the intention that that be scaled up, subject to our budget next year.<sup>65</sup>

- 10.68 According to Ms Moyle, the internal competitive element incorporates \$14.5 million in the 2015–16 financial year. Further aspects of the funding were outlined by Ms Moyle:

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62 DFAT, *Annual Report 2014–15*, September 2015, p. 112.

63 DFAT, *Annual Report 2014–15*, September 2015, p. 55.

64 DFAT, *Annual Report 2014–15*, September 2015, p. 117.

65 Proof Committee Hansard, Senate Estimates, Foreign Affairs, Defence and Trade Legislation Committee, Thursday, 22 October 2015, p. 24.

As was discussed at the last estimates, I think that not all of the \$50 million was new money. Some of it was rebadged. The \$50 million comprises the following: there is \$12½ million for Pacific Women Shaping Pacific Development – the regional component; there is \$6 million that we have allocated for the Investing in Women Initiative that Mr McDonald has referred to – that is a new investment; there is \$15 million for global programs – funding for things like trust funds with the UN Women’s Global Acceleration Instrument for Women, Peace and Security and a number of other global programs; and then we have \$14½ million for the internal competitive round and \$2 million for the externally focused round.<sup>66</sup>

## Recommendations from the non-government sector

- 10.69 Some witnesses to the inquiry made specific recommendations directed towards the focus and performance of DFAT in promoting gender equality in the Indo-Pacific region.
- 10.70 Dr Szoke from Oxfam Australia, asserted:
- It is our view that DFAT must have unrelenting regard for the rights of women and girls if they are to ensure that investments both enhance women’s human rights development and protect those rights.<sup>67</sup>
- 10.71 IWDA argued that the Australian Government, through DFAT, should lift the percentage of aid programs focused on progressing gender equality (as either a principal or a significant objective) to ‘closer to 100 per cent’, rather than the 80 per cent recently announced.<sup>68</sup>
- 10.72 In its submission, Abt JTA argued that ‘Australia has the potential to make a huge difference to the lives of women and girls in our region’. However, it argued that this potential could only be realised if the Australian government ‘applies its resources in a more deliberate and dedicated way’.<sup>69</sup>
- 10.73 ActionAid proposed specific increases in the levels of funding for gender programming. It proposed increasing:

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66 Proof Committee Hansard, Senate Estimates, Foreign Affairs, Defence and Trade Legislation Committee, Thursday, 22 October 2015, p. 24.

67 Dr Helen Szoke, Chief Executive, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 2.

68 IWDA, *Submission 32*, p. 9.

69 Abt JTA, *Submission 59*, p. 10.

- Specific thematic funding for gender equality and women's empowerment in the aid program to \$100 million per annum, in support of cross regional initiatives that advance knowledge and learning on effective strategies that support women and girls claiming their rights.
  - Specific funding for gender equality and women's economic empowerment across the aid program (measured by the OECD DAC gender policy marker for principal objective) to \$500 million.<sup>70</sup>
- 10.74 ActionAid encouraged the Australian Government to increase DFAT's 'capacity to critically examine women's rights issues', partly through providing more 'targeted' gender training programs. ActionAid also argued that DFAT's new gender strategy should focus on programs that promote the empowerment of women.<sup>71</sup>
- 10.75 In relation to monitoring and tracking of expenditure, IWDA recommended that DFAT 'further develops its systems and tools', to enable it to better report publicly about its investments, their quality and their impacts. IWDA stressed that:
- Publishing comprehensive, relevant performance information helps both government and other stakeholders to assess how policy commitments are being implemented and adjust efforts accordingly.<sup>72</sup>
- 10.76 IWDA argued that gender mainstreaming should be more robustly assessed within programs, with programs required to 'have specific, detailed implementation plans that show how gender will be integrated and resourced'. IWDA pointed to the Asian Development Bank's (ADB) Gender Action Plans as providing a 'working model of how this can be negotiated and implemented'.<sup>73</sup>
- 10.77 In contrast, Abt JTA argued that attempting to mainstream gender equality throughout the aid program could in fact be a counterproductive approach for DFAT:
- We submit that rather than blanketing the entire aid program with a wide but shallow gender lens, it would be more effective to prioritise finite program and staff resources where they can have the biggest impact.<sup>74</sup>

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70 ActionAid, *Submission 29*, p. 15.

71 ActionAid, *Submission 29*, p. 15.

72 IWDA, *Submission 32*, p. 10.

73 IWDA, *Submission 32*, p. 8.

74 Abt TJA, *Submission 59*, p. 3.

- 10.78 To achieve this, Abt TJA recommended the following:
- Focussing on a limited number of ‘Flagship Women’s Empowerment Programs’, which are ‘serious, long term and target individual, community and social change’.
  - Identifying and prioritising ‘Tier One Programs’ which, while not primarily focussed on women and girls, ‘have the potential to have the biggest impact and generate the greatest opportunities for the empowerment of women and girls’.<sup>75</sup>
- 10.79 Abt JTA further recommended that DFAT should work to have a flagship women’s empowerment program ‘in all of its most important development relationships – Indonesia, PNG, Solomon Islands, and the Pacific’.<sup>76</sup>
- 10.80 IWDA also asserted that gender mainstreaming was not always sufficient, saying:
- Transformative change requires greater investment in targeted initiatives that address inequality and support women’s rights. It also requires the aid program *as [a] whole* to contribute to change through consistent use of gender analysis and gender-responsive policies and programs.<sup>77</sup>
- 10.81 Abt JTA argued that these four criteria are the most important for program design:
- Understanding context and barriers
  - Focusing on what matters most for women
  - Working with local communities and networks to strengthen the ability of women to address what matters most to them
  - Innovation in program design and monitoring and evaluation.<sup>78</sup>
- 10.82 Abt TJA described innovation in programming as allowing ‘flexibility in program implementation to adapt activities and adjust outputs’ as required, when new information arises. It argued that ‘rigorous monitoring and evaluation frameworks’ are required to encourage innovation and dynamism, as well as the availability of ‘clear, current evidence’ on which to base decisions.<sup>79</sup>

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75 Abt TJA, *Submission 59*, p. 3.

76 Abt JTA, *Submission 59*, p. 3.

77 IWDA, *Submission 32*, p. 9.

78 Abt TJA, *Submission 59*, p. 4.

79 Abt TJA, *Submission 59*, p. 8.

- 10.83 DFAT also recognised the need for flexibility in programming:
- Given the deeply socially embedded nature of gender inequality, it is important that programs remain flexible to enable them to respond to new opportunities or try new approaches in the case of obstacles.<sup>80</sup>
- 10.84 The SPC argued that Australian aid to the Pacific needs to have improved co-ordination at the national level. It provided the example of collaborating with the ADB and the UN on ‘gender mainstreaming and gender statistics in Nauru, Solomon Islands and the Cook Islands’. The submission also pressed the need for:
- ... working through national systems and processes for aid coordination, and regular development partner dialogues on progressing gender equality at country and regional level. Joint programming, in-country consultations and monitoring of action at national level would ensure that Australia’s resources are used in a more effective and sustainable manner.<sup>81</sup>

## Working with local communities

- 10.85 Through the course of the inquiry, questions were raised about the appropriateness and efficacy of Australian authorities working within countries where cultural norms or practices may differ in relation to gender equality. Members of the Committee were keen to hear views from witnesses about how to maximise the efficacy of Australian-funded programs while avoiding tensions or ‘backlash’.
- 10.86 Witnesses argued that the key to working effectively in-country was to support and work with local organisations, respond to the needs and ideas of the community, and engage men directly, so they can be part of the solution. Abt JTA said:
- Improving the lives of women and girls cannot be achieved without the participation and cooperation of men and boys ... This type of engagement is important not only for shifting societal norms and behaviour, but also for reducing and preventing resentment and backlash that can arise to programs that focus predominantly on women.<sup>82</sup>
- 10.87 The Gender, Leadership and Social Sustainability (GLASS) Research Unit urged DFAT to fund development programming that is ‘founded on

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80 DFAT, *Supplementary Submission 27.3*, p. 7.

81 SPC, *Submission 24*, p. 41.

82 Abt TJA, *Submission 59*, p. 8.

research and an evidence base of best practice, informed by the needs identified by community members'.<sup>83</sup>

10.88 Save the Children recommended DFAT should include a 'thorough, locally contextualised gender equality analysis (including a review of national equality legislation gaps) in each "Aid Investment Strategy"'.<sup>84</sup>

10.89 Witnesses highlighted the growing role that women's organisations are playing in the Indo-Pacific region and suggested aid funding was best directed to local women's organisations.<sup>85</sup> IWDA argued:

Core funding for women's organisations is vital for sustaining the long-term movement building work that underpins progress towards gender equality.<sup>86</sup>

10.90 The Institute of Human Security and Social Change also recommended supporting 'active coalitions' on the ground, in country. Building on this assertion, it argued that:

Solutions, particularly those to the complex problems of family and structural violence, need to be feasible within existing Pacific cultural and community systems.<sup>87</sup>

10.91 Live and Learn International proposed '[d]irect and sustained assistance to local civil society groups supporting rights of women and children'.<sup>88</sup>

## The focus of the Aid Program

10.92 Dr Susan Harris Rimmer argued that the Australian aid program should focus on women's economic empowerment, stating it is 'an area where Australia can really make its mark'. She added that Australia needs to 'think as creatively as possible and to be quite specific about what it wants to achieve'.<sup>89</sup>

10.93 ActionAid and IWDA recommend that DFAT should incorporate a gender analysis and strategies to promote women's empowerment into all 'Aid for Trade' investments.<sup>90</sup>

83 The Gender, Leadership and Social Sustainability (GLASS) Research Unit, Monash University, *Submission 7*, p. 7.

84 Save the Children Australia, *Submission 23*, p. 4.

85 See for instance: Amnesty International Australia, *Submission 74*, p. 17, and Live and Learn International, *Submission 9*, p. 3.

86 IWDA, *Submission 32*, p. 17.

87 Institute of Human Security and Social Change, *Submission 41*, pp. 3-4.

88 Live and Learn International, *Submission 9*, p. 3.

89 Dr Susan Harris Rimmer, Director of Studies, Asia-Pacific College of Diplomacy, Australian National University (ANU), ANU Gender Institute, *Committee Hansard*, Canberra, 23 September 2014, p. 1.

90 IWDA, *Submission 32*, p. 6. ActionAid, *Submission 29*, p. 15.

- 10.94 GLASS proposed aid funding should be directed towards ‘feminist organisations’, including ‘International Women’s Development Agency, Asia–Pacific Women, Law and Development Forum, ActionAid Australia and, increasingly, Oxfam Australia’.<sup>91</sup>
- 10.95 Mr Schaefer, as Director of International Programs at Save the Children Australia, emphasised the importance of focussing on cultural change:
- We encourage attitude change to be a part of the Australian government’s focus in terms of gender and believe that this will improve the effectiveness of the Australian aid program.<sup>92</sup>
- 10.96 IWDA expressed the view that considering the low rates of political representation and high rates of violence against women in the Pacific:
- 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.<sup>93</sup>
- 10.97 Dr Szoke contended that there is need for DFAT to focus on ‘women’s empowerment’, despite empowerment being difficult to measure.<sup>94</sup> Dr Szoke also argued that the government needs to ‘resource intangibles’. She suggested:
- ... we must also recognise that as part of the solution to gender equality we want to resource intangibles – so, supporting partner organisations to build the capacity of women to have a voice; working in quiet ways to address cultural and political barriers; and supporting processes as well as outcomes and services that aim to achieve gender equality.<sup>95</sup>
- 10.98 CARE Australia also promoted an approach to aid that focuses on women’s empowerment. It proposed that:
- All Australian-funded activities must use a holistic approach, such as CARE’s Women’s Empowerment Framework, to support women and girls’ rights. This involves working with men, national and local leaders, civil society, service providers and women and girls’ families.<sup>96</sup>
- 10.99 Some witnesses made specific proposals for funding. For instance, AVI recommended:

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91 GLASS, *Submission 7*, p. 7.

92 Mr Schaefer, Save the Children, *Committee Hansard*, Melbourne, 3 November 2014, p. 9.

93 IWDA, *Submission 32*, p. 8. Note: The rate of spending on programs that receive a ‘satisfactory’ rating for gender in the Pacific is comparatively low.

94 Dr Szoke, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 1.

95 Dr Szoke, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 1.

96 CARE Australia, *Submission 54*, p. 11.

... the provision of a \$10 million Women and Girls Innovation Fund by the Department of Foreign Affairs and Trade for AVID core partners to scale up gender-human rights projects proven to be successful.<sup>97</sup>

- 10.100 In regards to the women, peace and security agenda, the Women's International League for Peace and Freedom Australia recommended:

That more resources are allocated to monitoring and evaluating the effectiveness of the individual elements of the National Action Plan on Women Peace and Security to ensure full implementation and accountability.<sup>98</sup>

## The aid budget

- 10.101 Some witnesses made comments on recent changes to the aid budget and the merger of AusAid into DFAT. Save the Children Australia recommended that the Government '[r]econsider cuts to the aid budget in light of the positive impact that Australian aid has on women's and girls' human rights in the Indian Ocean and Asia Pacific Regions'.<sup>99</sup>

- 10.102 Dr Szoke submitted that cuts to the aid budget have an impact on funding for gender programming:

I want to emphasise that those cuts that have already been made have had an impact on gender programming and that more cuts, if they do eventuate, will mean more pressure on essential programs aimed at combating poverty for women and girls.<sup>100</sup>

- 10.103 As an example, Dr Szoke revealed that Oxfam:

... had to make changes to [their] own gender program of about \$84 000, and this had a specific impact on the programming that [they] are doing in Indonesia in relation to gender justice.<sup>101</sup>

- 10.104 Oxfam suggested that when the government reduces its aid in a certain area, this can also flow through to philanthropic donations made by the public:

If [governments] diminish their financial contribution in terms of their foreign diplomacy then that is a message which makes it

97 AVI, *Submission 43*, p. 9.

98 Women's International League for Peace and Freedom Australia, *Submission 53*, p. 10.

99 Save the Children Australia, *Submission 23*, p. 5.

100 Dr Szoke, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 1.

101 Dr Szoke, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 4.

unhelpful for us in the fundraising environment, because it speaks to the importance of Australia's role in a general regard.<sup>102</sup>

- 10.105 Oxfam also expressed concerns about the merger of DFAT and AusAid, citing cultural differences:

Aid is a long-term investment; it is a long game. Foreign affairs is often very reactive, necessarily, and responsive to changing circumstances. So, in a sense, there is a cultural difference there as well ... We are conscious that that must have an impact as you settle a new aid policy into a combined department which has many fewer people and where there has been such a loss of expertise.<sup>103</sup>

- 10.106 However, Ms Sidhu from DFAT highlighted the opportunities the merger provides for building 'synergies' between aid and diplomacy around gender equality.<sup>104</sup>

## Committee comment

- 10.107 The Committee notes that DFAT's 'gender spend' (investment with either a primary or significant gender focus) rose from 52 per cent in 2012–13 to 55 per cent in 2013–14, but has not risen in real terms again in 2014–15, despite an increase in the Department's focus on gender.<sup>105</sup>
- 10.108 Countries that receive Australian aid, particularly some Pacific countries, exhibit some of the highest levels of gender-based violence and lowest levels of equality and empowerment of women and girls in the world.
- 10.109 In 2013-14 five per cent of Australia's total Official Development Assistance was dedicated to programs that 'primarily' focussed on women and girls. The expenditure was \$202 million.<sup>106</sup> This is distinct from the 55 per cent of ODA that DFAT defines as having a 'significant' but not 'primary' focus on women and girls.<sup>107</sup>

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102 Dr Szoke, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 5.

103 Dr Szoke, Oxfam Australia, *Committee Hansard*, Canberra, 2 December 2014, p. 7.

104 Ms Harinder Sidhu, First Assistant Secretary, Multilateral Policy Division, DFAT, *Committee Hansard*, Canberra, 17 June 2014, p. 1.

105 DFAT, *Annual Report 2014-15*, September 2015, p. 117, <[dfat.gov.au/about-us/publications/corporate/annual-reports/annual-report-2014-2015/dfat-annual-report-2014-15.pdf](http://dfat.gov.au/about-us/publications/corporate/annual-reports/annual-report-2014-2015/dfat-annual-report-2014-15.pdf)> viewed 19 October 2015.

106 DFAT, *Supplementary Submission 27.2*, p. 9.

107 DFAT, *Annual Report 2014-15*, September 2015, p. 117, <[dfat.gov.au/about-us/publications/corporate/annual-reports/annual-report-2014-2015/dfat-annual-report-2014-15.pdf](http://dfat.gov.au/about-us/publications/corporate/annual-reports/annual-report-2014-2015/dfat-annual-report-2014-15.pdf)> viewed 19 October 2015.

- 10.110 An increase to eight per cent would total approximately \$320 million based on 2013-14 figures (an additional \$120 million over 2013-14 in either new money or refocussed activity). An increase to 10 per cent would total approximately \$400 million based on 2013-14 figures (an additional \$200 million over 2013-14 in either new money or refocussed activity).
- 10.111 DFAT did not provide written recommendations to the inquiry in their initial submission or supplementary submissions. However, the Department highlighted two areas where it saw significant opportunities:
- Better benchmarking of gender across the aid program. The Department asserted that DFAT needed ‘a much deeper and more integrated approach for gender across the aid program.’ And further stated:

We will probably be setting the bar a bit higher than we have done to date, and so it will require a much deeper and stronger focus.<sup>108</sup>
  - Better integration between aid and diplomacy. The Department explained:

We think the three pillars – economic empowerment, leadership and ending violence against women – work as well in the foreign policy space as they do in the aid space, although we have not been explicit in bringing them together...<sup>109</sup>
- 10.112 The Committee supports DFAT’s increasing efforts to ensure its assessments of the impact of programs on gender equality are robust and meaningful. However, the Committee notes that while the tools are available, DFAT’s own evidence indicates that many staff do not know how to apply them or do not feel confident in applying them.
- 10.113 DFAT should prioritise increasing the capacity and knowledge of gender equality in development among its staff, so that gender experts are not ‘spread too thin’.
- 10.114 DFAT should aim to double the number of its staff that have completed gender equality training, with a particular focus on lifting the participation of male staff, who are currently under represented.
- 10.115 Considering that all significant aid programs are assessed for their impact on gender equality, the Committee encourages DFAT to aim for more than the proposed 80 per cent satisfactory rating. At minimum, all Australian funded programs should be assessed to ensure they ‘do no harm’ to women and girls.

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108 Ms Sidhu, DFAT, *Committee Hansard*, Canberra, 17 June 2014, p. 7.

109 Ms Sidhu, DFAT, *Committee Hansard*, Canberra, 17 June 2014, p. 7.

- 10.116 Gender programs need to be initiated with baseline data that can be compared with later endline data (from surveys, etc) to see if a project has achieved cultural, attitudinal and behavioural change over time.
- 10.117 DFAT's funding should focus on building local capacity, including women's organisations. The Committee believes that long term programs for women's empowerment and against violence are necessary to achieve sustainable change. Ten or more years is the 'gold standard' for gender programming.
- 10.118 The Committee acknowledges that DFAT already supports agencies such as UN Women to provide a coordinating role for data and evidence around 'what works' in gender programming. However, the Committee also notes that there appears to be some duplication of effort or failure to communicate between agencies in relation to data and knowledge.
- 10.119 The Committee commends and supports the role of the Office of Development Effectiveness in critically assessing DFAT programs and procedures, and would be supportive of an ODE review into the effectiveness of DFAT's broader aid program in relation to gender outcomes, as well as a review of DFAT's gender assessment methods. This could consider a range of issues, including:
- Are DFAT's mechanisms for assessing the gender outcomes of its aid programs sufficient?
  - Is DFAT's collection and application of data sufficiently comprehensive to allow for analysis of the impacts of programs over time?
  - Is DFAT's aid program achieving progress for women in the region?
  - Is DFAT maximising the use of its staffing and expertise in gender?
- 10.120 While ensuring aid initiatives 'do no harm' to women and girls and maximise opportunities to empower women, the Committee recommends that DFAT should focus on 'big ticket', flagship women's programs, rather than spreading resources too thinly across the whole aid program.

### **Better co-ordination across the region**

- 10.121 Throughout the course of the inquiry, the Committee noted concerns that a number of different government agencies and NGOs are working on gender programming in the region, as well as conducting research and evaluation. This could result in unnecessary duplication.
- 10.122 The Committee recommends that the Australian Government, through DFAT, should engage with relevant bodies, networks and organisations in the region to explore options for better co-ordinating programs and research taking place in the Indo-Pacific in relation to the empowerment of women and girls.

10.123 The Committee notes the work already taking place to make these connections, and the funds provided by the Australian Government to key bodies, including UN Women.<sup>110</sup>

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110 The Australian Government provided \$25.7 million to UN Women in 2014–15. DFAT, *Annual Report 2014–15*, September 2015, p. 117.

## Recommendations

### Recommendation 29

The Committee recommends that the Australian Government:

- lift the percentage of total Official Development Assistance that is 'primarily' focussed on women and girls from the current five per cent level to between at least eight and 10 per cent over the next five years, particularly as a proportion of aid to the Pacific region;
- focus its limited investments and gender expertise on large-scale, long-term (10 years or more) programs designed directly for women's empowerment in key countries, using the Pacific Women Shaping Pacific Development program as a model; and
- focus its investments on programs that directly build local capacity through supporting local women's organisations.

### Recommendation 30

The Committee recommends that the Australian Government introduce a requirement that all Official Development Assistance programs, regardless of their OECD Development Assistance Committee gender rating, must 'do no harm' to women and girls. Programs must be screened to ensure they will not:

- further entrench women's disempowerment;
- result in unintended violence against women and girls or leave women and girls more vulnerable; or
- disadvantage specific sectors of the population of women and girls, including women and girls with disabilities or those from ethnic minorities.

### Recommendation 31

The Committee recommends that the Australian Government increase both the percentage and overall number of staff at the Department of Foreign Affairs and Trade (DFAT) who receive training in gender-sensitive programming, including staff located in Canberra, with the aim of ensuring all staff who play a role in the design and implementation of Official Development Assistance programs have the ability and confidence to apply good practice gender analysis. The Committee further recommends that DFAT:

- introduce to the Department's performance management system a formal requirement for such training to be completed by staff engaged in providing development assistance;
- increase the number of male members of staff participating in this training; and
- report on a) the numbers of staff trained, and b) the percentage of the workforce trained, in the Department's Annual Report.

### Recommendation 32

The Committee recommends that the Australian Government take steps to improve data collection and reporting on gender outcomes in aid and diplomacy, by:

- introducing enhanced collection and reporting of qualitative data to measure cultural and attitudinal change, such as changes in attitudes towards the roles and status of women and girls;
- requiring the collection of, reporting and utilisation of baseline data on the status and experiences of women before programs begin so that the efficacy of programs can be measured against that data;
- supporting nations in the region to collect and publish gender-disaggregated data, especially with regard to poverty, health, education and experiences of violence;
- supporting organisations such as UN Women and Oxfam in their provision of 'hubs' of knowledge, data and resources on women and girls around the world.

**Recommendation 33**

**The Committee recommends that the Australian Government build upon the good work of Australia's Ambassador for Women and Girls by:**

- **providing further resourcing for the work of Australia's Ambassador for Women and Girls; and**
- **supplementing the role through the additional appointment of a 'Male Champion' for women and girls.**

The Hon Philip Ruddock MP  
Chair  
Human Rights Sub-Committee  
2 December 2015

The Hon Teresa Gambaro MP  
Chair  
Joint Standing Committee on Foreign  
Affairs, Defence and Trade  
2 December 2015

