



Gender equality and empowerment of women

Policy document



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List of abbreviations

ADA	Austrian Development Agency
ADC	Austrian Development Cooperation and Cooperation with Eastern Europe
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DAC	Development Assistance Committee
EFA	Education for All
EU	European Union
IFI	International Financial Institution(s)
IMF	International Monetary Fund
MDG	Millennium Development Goal
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
PCM	Project Cycle Management
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
SAP	Structural Adjustment Programme
STDs	Sexually Transmitted Diseases
SWAP	Sector Wide Approach
UN	United Nations
UNIFEM	United Nations Development Fund for Women
VIDC	Vienna Institute of Development Cooperation
WHO	World Health Organization
WTO	World Trade Organization

1. Summary

More than half a billion women in developing countries have no reasonable income, no health care and no security. Extreme poverty is female and means hunger, disease, foreshortened or no education, no ownership and no secure access to water and energy. Women also have limited opportunities owing to isolation, exclusion from decision-making processes, low mobility, overwork and violence.

Unequal gender relations are generally to the advantage of men, although many current impoverishing mechanisms also work to their detriment. Gender equality seeks human dignity for women and men, recognising that gender roles and identities are flexible and influenced, among other things, by social status and ethnicity. A gender approach takes account of specific risks to men and women and supports strategic partnerships between the sexes. Empowerment of women is nevertheless important as a means of establishing equality between the sexes.

This ADC policy document is based on an international gender approach. Gender equality in the political, economic and social spheres is an underlying principle within all ADC policies (gender mainstreaming). Individual and collective empowerment of women helps in achieving the goal of equality and is a feature of all ADC core areas. This approach is also embedded in an unconditional commitment to all human rights.

With the support of the women's movement and feminist non-governmental organisations (NGOs) the institutions of *global governance* have for decades been pursuing a forward-looking policy of promoting women based on the "Magna Carta of women's rights" (CEDAW – *Convention on the Elimination of All Forms of Discrimination Against Women, 1979*) and culminating in the Platform for Action of the World Conference on Women in Beijing (1995). Gender equality is also entrenched in the Millennium Development Goals (MDGs). A systematic orientation towards gender equality and empowerment of women should shift some of the economic and political power towards women and their development policy organisations, thereby helping to reduce violence and poverty.

The gender policy of Austrian Development Cooperation (ADC) concentrates on the core areas of capabilities, opportunities and personal security in support of the main objectives of poverty reduction, peacekeeping and conflict prevention. This approach is implemented throughout all ADC programmes. It commits ADC in both bilateral and multilateral organisations and also in dialogue with NGOs to adopt a consistent position and to significantly enhance the development of capacities as part of a gender policy.

ADC participates actively in political dialogue in multilateral organisations such as the United Nations (UN), the Organisation for Economic Cooperation and Development (OECD) and the European Union (EU), where it supports gender equality and empowerment of women. In other organisations (World Bank, International Monetary Fund, World Trade Organization), ADC will step up its promotion of gender-specific issues as part of the Federal Government's coherence principle.

Gender mainstreaming will continue to play a role in all ADC sectors and will also be integrated more in new instruments and modalities such as the Sector-Wide Approach (SWAP), direct budget support and other processes in the implementation of the Paris Declaration on Aid Effectiveness.

As far as gender-sensitive country programming is concerned, ADC will be guided by the country-specific recommendations of the CEDAW Committee and the poverty strategies and national action plans of partner countries. Gender assessment will remain an important instrument for monitoring and evaluating projects and programmes.

2. Introduction

A policy designed to achieve gender equality and empowerment of women requires a considerable effort, in which ADC would like to be involved. This paper provides a conceptual and strategic basis for this involvement.

The document is aimed at all ADC employees and partners in Austria and other countries, at the staff of ministries involved in development cooperation, particularly in the Federal Ministry for Foreign Affairs and in the Austrian Development Agency (ADA), at those NGOs working for ADC, at development partners in partner countries and at the general public.

Real equality between women and men has not been achieved in any country to date, although some progress has been made in the last 30 years through the women's movement and UN World Conferences for Women. One important achievement is the greater presence of women in public life: through political participation in law-making, in civil society and in social movements and also through participation in the economy as paid workers, entrepreneurs or in the informal sector. This progress has not been observed in all countries, however, and major differences between the sexes with regard to access to income and political power, and the threat of violence continue to exist. These differences are based on traditional and deep-rooted prejudices reflected in the norms and regulations of institutions and in government policies. Poverty, violence and disregard for human rights are the daily experience of many women in the "South" and the post-Socialist "East", for whom neither global economic policies nor appeals for good governance have produced any solutions.

The slow progress in gender equality is sometimes due to resistance, which delays the rapid incorporation of international agreements in national legislation. It is to be hoped that gender-sensitive accountability will be taken seriously in the framework of the new "aid architecture".

3. Definition of terms

This chapter explains the main terms used in ADC gender policy, with definitions being based on the EU glossary.

Gender

"A concept that refers to the social differences between women and men that have been learned, are changeable over time and have wide variations both within and between cultures."

Gender refers to the rules, norms and practices by which the biological differences between men and women, boys and girls, are interpreted so as to result in unequal assessments, possibilities and opportunities in life.

Gender equality

“The concept that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different aspirations and needs of women and men are considered, valued and favoured equally.”

Empowerment

“The process of gaining access and developing one’s capacities with a view to participating actively in shaping one’s own life and that of one’s community in economic, social and political terms.”

Gender mainstreaming

The strategy for implementing the aim of gender equality and empowerment of women is called “gender mainstreaming”, which is generally defined as follows:

“Gender mainstreaming concerns planning, (re)organisation, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated in all development policies, strategies and interventions, at all levels and at all stages by the actors normally involved therein.”

4. Gender equality as an international challenge

Institutions of global governance

In the last 60 years, systems of global governance with different institutions and mechanisms have been established and have an important influence on development policy in practice. With pressure from the international women’s movement, gender equality is playing a greater role in these systems. **ADC has long cooperated with these institutions and will continue to support them in future with financial and/or human resources.**

The main institutions are:

United Nations: Specialist bodies in this context are the Division for the Advancement of Women (DAW), founded in 1946 for regulatory implementation. In 1976 two other bodies were founded for implementation in practice: the United Nations Development Fund for Women (UNIFEM) and the United Nations International Research and Training Institution for the Advancement of Women (INSTRAW) as a gender-based research and training institution. Following the first World Conference for Women in 1975, these institutions received a mandate for gender equality and empowerment of women. Gender mainstreaming is also implemented in other UN organisations (e.g. United Nations Development Programme, United Nations Family Planning Association, World Health Organization, United Nations Children’s Fund).

International financial institutions (IFIs): The Bretton Woods institutions of the **World Bank** and **International Monetary Fund** (IMF) recognise the gender-specific consequences of economic measures. The World Bank sees gender equality as a necessary element in the achievement of economic growth, and the IMF refers to *social safety nets* for the poor and the need to support particularly poor women.

Organisation for Economic Cooperation and Development (OECD): Within the OECD *Development Assistance Committee* (DAC) a gender-based network (*GenderNet*) has been formed to deal with the strategy of gender mainstreaming in all OECD committees. The *gender marker* system (see Glossary) developed by the OECD is a mechanism for comparative reporting on the status of gender equality in project targets.

European Union: Gender equality is a principle in the EU's development cooperation that has become a **policy goal**. This principle of a "goal in itself", coupled with poverty reduction and strengthening women's rights, gives gender equality a central role. The gender mainstreaming strategy is given greater visibility as a result and highlights the EU's responsibility. The European Consensus on Development (2005) regards the promotion of gender equality and women's rights as a basic human right and a question of social justice. Gender equality is thus an important component of all of the EU's development-related policy fields and activities.

Organization for Security and Co-operation in Europe (OSCE): The OSCE promotes security, human rights, conflict prevention and economic development primarily in the post-Socialist states of Europe and the former Soviet Union. It regards gender mainstreaming as an integral part of its mandate. There is a Special Representative dealing with trafficking in human beings, particularly women and children, as well as various programmes for prevention, protection of victims and prosecution of offenders.

Structure of global governance

Global governance in development policy has a complex international structure consisting of various normative and operative reference frameworks. Within this structure, human rights provide the basis for specific poverty reduction instruments (Millennium Development Goals, Poverty Reduction Strategy Papers) and also the ADC gender policy principles: human rights as a commitment, MDGs as a framework, and Poverty Reduction Strategies (PRS) as a focus.

Human rights as a commitment

The UN plays a leading role in safeguarding and promoting human rights in general and women's rights in particular. The United Nations Charter already contains the demand for equality of men and women and stresses the validity of the Charter for all persons without distinctions – including gender distinctions. Starting with the Universal Declaration of Human Rights, these principles have been integrated in major UN treaties on human rights and also in leading regional human rights instruments. The most important and comprehensive international treaty promoting women's rights is the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979). It represents a milestone on the road to gender equality and empowerment of women. The Optional Protocol adopted in 1999 also provides women with the possibility of submitting claims regarding violations of the rights contained in the Treaty (see Annex).

These international commitments provide the framework and mandate for the design and implementation of gender issues in development policy. In this context, women's rights are seen as a non-negotiable principle.

Millennium Development Goals as a framework

The Millennium Declaration was adopted by 191 UN Member States at the 2000 Millennium Summit during the 55th General Assembly. Eight MDGs, to be achieved by 2015, together with 18 quantifiable targets and 48 indicators, were derived from this Declaration; the underlying aim of the MDGs is to reduce/halve poverty.

Goal no. 3 – gender equality and empowerment of women – calls for the elimination of gender disparity in primary and secondary schools. Indicators for achievement of this goal are the ratio of girls to boys in primary and secondary school (two indicators), share of women in wage employment in the non-agricultural sector, and the proportion of seats held by women in national parliaments. Apart from education, there are no quantifiable targets specified, so these indicators remain non-binding. Other goals directly affecting girls and women are goal no. 2 (providing primary school education for boys and girls), goal no. 5 (improving maternal health) and goal no. 6 (combating HIV/AIDS, malaria and other diseases).

Task Force III of the Millennium Project criticised the minimalism of the MDGs, illustrated the importance of gender equality in all MDGs and operationalised goal no. 3 in the following interlinked domains:

- **Capabilities** (education, particularly primary education and vocational training, health including reproductive and sexual health, nutrition)
- Economic **opportunities** (land, property, fair pay, fair working conditions, infrastructure, inheritance) and political opportunities (representation in parliaments and political decision structures, formation of women's organisations, access to justice)
- **Security** (protection and strengthening of women with respect to violence and conflicts, increasing women's participation in conflict settlement and peacekeeping)

Once women have acquired the necessary capabilities, their opportunities for participating in political processes increase. By having access to political and economic opportunities, women have more chance to combat violence. The emphasis on personal security as an aspect of *human security* is important as it is very often linked with economic power in the form of exploitation and with political power in the form of repression. Capabilities, opportunities and security are therefore necessary not only for poverty reduction but also for peacekeeping. Moreover, capabilities and economic and political opportunities are necessary in a non-violent environment for the advancement of women in order for them to act. **ADC supports this extension of the third MDG and has devised a strategic approach to promote women within these three core areas.**

Poverty Reduction Strategies as a context

Since the late 1980s the World Bank has been promoting *Poverty Reduction Strategies* (PRS) within its *Comprehensive Development Framework* (CDF) that need to be included in national planning as a requirement for concessional assistance. To avoid the errors of the Structural Adjustment Programmes, *Poverty Reduction Strategy Papers* (PRSPs) must take account of cross-cutting *good governance* issues such as communal development and decentralisation, as well as the environment and HIV/AIDS. A gender approach has not been institutionalised in the PRSPs to date, women's organisations are rarely included in the planning process and the CEDAW recommendations are not yet incorporated in the structure. There is no gender-specific poverty analysis either. The inclusion of gender equality and empowerment of women aspects in the PRSPs, if it occurs at all, is confined to sectors such as education and health and should be directed

Millennium Development Goals

- ~~1~~-1. Eradicating extreme poverty and hunger
- ~~2~~-2. Universal primary education
- ~~3~~-3. Gender equality and empowerment of women
- ~~4~~-4. Reducing child mortality
- ~~5~~-5. Improving maternal health
- ~~6~~-6. Combating HIV/AIDS, malaria and other diseases
- ~~7~~-7. Ensuring environmental sustainability
- ~~8~~-8. Developing a Global Partnership for Development

more towards infrastructural issues such as transport and communications, agriculture, the environment and urban development. **To make PRSPs more gender-sensitive, Austria will support the linking of macroeconomic growth strategies with social reproduction tasks so as to safeguard fundamental needs such as water, energy and basic health care for the poor – particularly poor women.**

5. Gender equality and empowerment of women in ADC

Activities to date

ADC has had a manifest gender approach since the mid-1990s, visible in a number of **publications, seminars and methods**. It has had a **gender consultant** since the 1990s responsible for the dissemination and implementation of international directives in national development activities. Information on the pioneering 1995 World Conference for Women in Beijing, relevant terms such as empowerment and gender mainstreaming and the OECD guidelines have been made available to ADC staff. Several gender training sessions have also been provided. In 1998 an **assessment procedure** on the basis of the OECD DAC gender questionnaire was officially introduced for all projects together with a **gender marker** for project classification. Apart from these capacity-building measures, a gender pool, i.e. a budget line to finance gender-based projects, has been set up in some coordination offices.

Publications and gender training

Various publications in the last 10 years have dealt with the integration of a comprehensive gender perspective in development cooperation. They include *Wir wollen mitentscheiden! Empowerment von Frauen in der österreichischen Entwicklungszusammenarbeit* (Neuhold 1994), in which the term “gender” was explained on the basis of specific case studies as a new orientation. Following the Fourth World Conference for Women (Beijing 1995), the subject of gender perspectives and gender relevance of Austrian development cooperation was discussed (Esterhazy 1996). In 1997 a guideline for implementing the Beijing Platform for Action (BPfA) entitled *Bekämpfung der Feminisierung der Armut in Ländern des Südens. Folgerungen für die Österreichischen Entwicklungszusammenarbeit und Entwicklungspolitik* (Neuhold & Gugenberger 1997) was published. In this publication, the Beijing recommendations were used as a basis for guidelines for Austrian development cooperation and international trade and finance policy, the latter particularly in respect of debt relief and rescheduling.

In 1998 ADC published a document entitled *Gender und Entwicklung. Grundlagen für die Gleichstellung von Frauen und Männern in der Entwicklungszusammenarbeit*, which made reference to major international documents and ADC instruments. In the year 2000 a brochure was published by the Vienna Institute of Development Cooperation (VIDC), analysing the development of gender policy in ADC organisations over a four-year period (1996–1999) (Montoya 2000). According to the study, progress had been made in integrating the gender perspective in development activities but gender mainstreaming in project work and the institutions was inadequate. In 2001 *Gender Mainstreaming Guidelines für Mittelamerika* was published, focusing on agriculture, small-scale industry and social development and the integration of gender in the project cycle. An evaluation of the cross-cutting issues of poverty reduction and gender equality, however, showed consistent deficits in gender mainstreaming in ADC programmes and projects, meaning that

development activities needed to be aligned more with strategic orientations (Reinthaler 2002).

In early 2004 a gender training course was organised for employees of the newly established Austrian Development Agency (ADA), dealing with the international framework, the Austrian Development Cooperation Act and basic terms such as *gender mainstreaming* and *empowerment*. In autumn 2004 a unit for **gender and development** was set up in the ADA and an expert appointed.

In summary it can be said that ADC activities have a clear normative framework for gender equality based on international guidelines and a dedicated policy of staff communication. A precise definition of the ADC gender policy is needed for two reasons: first, because the institutional framework changed with the Development Cooperation Act of 2002 and the restructuring of ADC in 2003/04 through the creation of the ADA, and second, because the ongoing international discourse and current ADC activities in practice call for a reappraisal.

A general management system with sector- and country-specific provisions and strategies is being devised to implement a sustainable and effective gender policy. This document is a policy instrument and strategy papers will be written on specific issues such as conflict, gender budget analysis, gender analysis methods, gender-relevant issues for PRSPs, gender-sensitive programming for the MDGs, gender-based evaluation instruments and capacity building in institutions.

Focus of work

Gender equality is an important aspect for ADC in the political, economic and social spheres. Individual and collective **empowerment** of women is the prerequisite for achievement of the goal of equality. Empowerment is a part of all core ADC areas. This approach is embedded in an unconditional commitment to human rights.

Core areas

ADC gender policy concentrates on the core areas of **capabilities, opportunities** and **personal security** as a reflection of the ADC goals of poverty reduction, peacekeeping and conflict prevention.

The following programmes and projects on gender equality and empowerment of women are promoted in the three core areas:

1. Capabilities

- health including reproductive and sexual health
- healthy nutrition
- education and training

2.a) Opportunities – assets and economic resources

- access to property (land, cattle, housing, money)
- access to infrastructure (transport, energy, water)
- access to resources such as income and work in agriculture, industry and commerce, in particular in SMEs and in microfinance facilities, fair pay and working conditions
- protection of the environment and natural resources as the basis for sustainable development, in the promotion of environmentally sound production with account taken of indigenous knowledge, particularly that of women

2.b) Opportunities – political participation

- participation in political decision-making committees at all levels from the informal and local level to the government
- support of women's groups, NGOs and networks
- protection and implementation of human rights, support for access to justice and legal advice

3. Personal security

- eradication of (sexual) violence against women and girls in the home, at work, in public, in refugee camps and in armed conflicts
- combating and preventing trafficking in women and girls
- rehabilitation assistance for women traumatised by violence
- conflict prevention and peacekeeping with the active involvement and participation of women

This aim of fostering capabilities, economic and political empowerment and security for women throughout ADC programmes requires a firm position in bilateral, multilateral and NGO programmes and a significant increase in capacity development.

6. Positioning and measures

The specific aims of Austrian development policy – poverty reduction, maintaining peace and human security, and preserving the environment and protecting natural resources – have a strong gender dimension. Without gender equality poverty cannot be prevented or reduced and peace and freedom from violence cannot be assured. Environmental protection also has an important gender aspect: women and men often have different needs and interests regarding the use and conservation of natural resources. Gender equality is thus an underlying principle throughout ADC policy goals.

International basis

As already stated, gender equality and empowerment of women are internationally recognised goals derived from CEDAW and the BPfA. While CEDAW provides the legal framework, the BPfA is its political expression. Austria signed CEDAW in 1980 and ratified it in 1982.

Gender equality goals are also included by the EU in its *Gender Regulation* (No. 806/2004) and by the OECD in the DAC guideline *Gender Equality and Women's Empowerment in Development Co-operation* (1998).

National basis

The commitment to a non-discriminatory gender policy is enshrined in the Austrian Development Cooperation Act, which calls for the development of a binding ADC strategy. This gender policy forms the basis for dialogue with our partners both in Austria and in partner countries.

Under the Development Cooperation Act, ADC operates on the principle of equality of men and women and observes all international treaties, declarations and action plans. The Council of Ministers adopted a resolution on 7 July 2000, making gender mainstreaming as a strategy for attaining the goal of gender equality a government directive and thus binding for ADC. The Three-Year Programme of Austrian

Development Policy 2004-2006 also emphasises gender mainstreaming for gender equality and calls for the formulation of a gender policy.

Gender mainstreaming: sectoral policies

A common feature of all of the sectoral policies is that they concentrate on three core areas – *capabilities*, *opportunities* and *personal security* – and are guided by a comprehensive empowerment perspective. The relevance of each of the three core areas for specific sectoral policies varies, however, depending on the theme (see details below).

Education

As far as the core area of *capabilities* is concerned, ADC fosters primary education and vocational and advanced training measures in line with the *Education for All* (EFA) declaration at the World Conference on Education in Dakar in 2000, and the MDGs, with particular emphasis on the EFA aspects *quality* and *equality* and on education for girls. ADC seeks gender parity in its fellowship programmes and also encourages local programmes that provide a transition between informal and vocational training as part of a lifelong learning cycle, thus reducing the high level of illiteracy among women in the process. Resources to increase access to lifelong learning will therefore be provided on a flexible basis from a fund set up locally.

Health

Gender-sensitive projects to increase reproductive and sexual health (and thus to reduce maternal mortality – MDG goal no. 5) are relevant to the *capabilities* core area. Projects in this area include training for midwives, obstetric facilities, awareness-raising programmes for young people regarding STDs and HIV/AIDS and measures to prevent female genital mutilation. These projects are based on the reproductive and sexual rights formulated at the International Conference on Population and Development in 1994. ADC finances health projects only to a small extent, but guidelines on HIV/AIDS are being planned.

Water and sanitation

With a view to facilitating access to resources, ADC supports the participation of women in planning, maintenance and operation of the water and sanitation infrastructure, if need be with suitable training measures (*capabilities*). This participation by women is important to balance the different and often conflicting needs for water for domestic purposes with productive requirements such as irrigation, cattle raising or household industries. This approach is based on the interests and needs of women, but strategies also need to be developed so that men take responsibility for domestic water supplies in order to break down the usually one-sided division of labour.

Energy

Access to energy, primarily for light, heat/refrigeration and machines/appliances, is needed to increase the *capabilities* (health) of women and reduce their workload and free up time. ADC promotes labour-saving and production-promoting energy measures in line with the practical requirements of men and women. It fosters the participation of women in the planning and design of suitable technology for obtaining energy (clean fuels).

Rural development

Women make a significant contribution – normally far greater than that of men – to rural development, but their work – around 70 per cent of the food in developing countries is produced, processed and even sold by them – is often ignored and unpaid. Suitable measures in the form, for example, of adapted technology for cultivation, tree planting near residential areas, improvements in biomass management and water supply are designed to alleviate the enormous workload of women in agriculture, in the family and in the home.

A major component in rural development policy is the equality of women when it comes to access to and use of land, social services and agricultural consultancy, and also loans adapted to their needs and possibilities, and to the markets. Of equal importance is the empowerment of women through suitable training measures and information with a view to increasing their opportunities for direct participation in social, political and economic decision-making processes.

Private sector development

To increase the empowerment of women as entrepreneurs and merchants, ADC promotes training in *business skills* and *economic literacy* to enhance economic and business expertise. This training should include strategies for women to obtain control of property, loans and income.

To enhance the economic opportunities for women, ADC also offers access to loans and ensures that women have control over these loans, so as to prevent others from using them. For companies with a majority of female workers, ADC is guided by *Calvert Women's Principles*, formulated with UNIFEM as a *global code of conduct for corporations* and containing specific steps for gender equality. As a means of increasing the political influence of women, ADC believes that it is vital for women running small businesses to participate in the planning of infrastructural measures such as roads, transport, electricity and water supply.

Good governance: human rights, democratisation and peacebuilding

A mutually beneficial link between human rights and gender equality policies calls for specific account to be taken of the relevance to women and the inclusion of gender aspects in the drafting of binding norms of *good governance*. As far as *capabilities* are concerned, ADC promotes programmes and projects to increase public awareness and also training on women's rights for activists, NGOs and UN peacekeepers. Regarding political influence, ADC supports the country-specific recommendations of the CEDAW Committee and encourages measures to implement the BPfA. It also encourages the participation of women in political decision-making bodies at all levels, from the informal and local level to government.

Regarding *security*, ADC policy is based on CEDAW and on UN Security Council resolution 1325 on women, peace and security, which calls for strengthening the role of women in conflict prevention and settlement. ADC supports conflict settlement and peacebuilding measures in accordance with this resolution. An undertaking to combating trafficking in human beings, particularly women and children, is also an important aspect of *security*: ADC regards human trafficking as a violation of human rights and is committed to taking effective steps for prevention, protection of victims and persecution of offenders.

Gender mainstreaming: method and programming

Following a foreseeable increase in the ADC budget new, joint financing instruments (basket funds, direct budget support, SWAPs) and the criteria of the Paris Declaration for increasing the quality of cooperation will also have to take account of gender equality. Empowerment of women is decisive for development performance; in order to provide positive accountability, gender mainstreaming needs to have a clear profile to ensure that it is visible and effective.

Direct budget support

Direct budget support is being used increasingly as an instrument for reducing poverty in partner countries and is therefore also subject to the principle of gender equality. **Gender budgeting** is an effective instrument for gender equality in the distribution of public funds and fosters the participation of women (organisations) in budget decisions, in so far as time and resources are allocated for that purpose.

ADC sectors such as water and sanitation, rural development, development of the private sector, education, democratisation, legal advice and environmental protection, call for a sustained gender-based approach. The following measures are therefore vital for gender mainstreaming in direct budget support:

- sectoral, comprehensive gender-specific data collection and analysis on the macro, meso and micro levels regarding needs, barriers, capabilities, resources and opportunities of women and men as a basis for the distribution of financial resources
- participation and co-determination by women's organisations in sectoral planning (not only in the education and health sectors)
- capacity building/gender training for persons responsible for sectoral planning
- donor coordination in gender mainstreaming for sectoral planning
- gender budgeting for sectoral planning in national development plans
- development and data collection of results-based gender indicators in budget planning of relevance to national PRSPs and MDGs
- gender-sensitive monitoring and evaluation and creation of accountability mechanisms

Gender-sensitive country programming

ADC country programming is based on participative consultation with state and non-state actors of the partner country, multilateral organisations and donor countries. The following instruments are used for gender-sensitive planning aimed at gender equality:

- general recommendations of the CEDAW Committee for the country in question
- relevant paragraphs of the Beijing Platform for Action
- national action plans for gender equality
- harmonisation agenda in accordance with the Paris Declaration on Aid Effectiveness
- gender approaches in *Poverty Reduction Strategies (PRS)* and conclusions in the World Bank *Country Gender Assessments (CGA)*
- relevant targets and aspects in national MDG programmes; for African countries the *African Gender & Development Index (AGDI)*, which contains specific data on the core areas *capabilities, economic opportunities* and *political agency*, will be used

From these documents, two fundamental documents are elaborated:

- “gender box”: an overview of the legal framework in the partner country and the gender-specific basic data drawn up by the *Vienna Institute of Development Cooperation* (VIDC) or replaced by existing international studies
- “gender profile”: summary of the information from the “gender box” with analyses and suggestions on the three core areas (capabilities, economic opportunities and reducing violence/personal safety)

The formulation of country programmes involves the following steps:

- analysis of experience (*lessons learned*) of ADC in the country using gender-specific data
- analysis of evaluations and their recommendations with gender-specific data
- definition of targets in core gender areas and sectors

Promotion of gender-sensitive projects and programmes

Projects and programmes incorporate the following steps to ensure gender equality and justice in the meaning of gender mainstreaming:

- gender analysis in project planning
- “engendered” logframe and PCM (*project cycle management*) for quality assurance
- gender assessment before signing a contract
- allocation of the DAC gender marker for statistical processing
- gender-sensitive monitoring & evaluation
- gender-responsive budget analysis of project budget

Creation of administrative framework

The ADC institutions (Federal Ministry for Foreign Affairs, Austrian Development Agency, coordination offices) are committed to the principle of gender equality and empowerment of women as a fundamental policy goal. Putting this goal into practice in programmes and projects requires internal capacities and institutional arrangements as follows:

- gender awareness as basic quality of staff
- gender training for staff to acquire specific project planning competencies (e.g. gender analysis) and knowledge of current themes
- staffing of ADA unit and capacities for gender & development at the coordination offices
- responsibility by country experts for inclusion of ADC gender policy in programme and project agreements
- safeguarding responsibility for gender & development in the coordination offices to implement gender mainstreaming in the new constellation of donor harmonisation and for planning and monitoring tasks
- establishment of a gender pool in all coordination offices for financial support of initiatives to strengthen ownership and to assist small initiatives
- gender audits for staff development (every 3 to 5 years)
- annual meeting of gender experts from coordination offices

7. Coherence

Political dialogue in Austria

ADC takes an active part in political dialogue in Austria not only to promote the goals of gender equality and empowerment of women in partner countries, but also to attain a coherent position with respect to other ministries, particularly the Ministries of Health and Women's Affairs, Finance, Economic Affairs, and Agriculture, Forestry, Environment and Water Management. ADC also promotes these goals in its communication on development policy to the public and to NGOs.

Cooperation with multilateral organisations

Gender equality has always been an explicit aim of the United Nations. ADC will continue to promote this dialogue within the UN and EU. Implementating the coherence requirement of the Development Cooperation Act, ADC will further promote the development aspects of gender equality and empowerment of women in the Austrian position in negotiations on international regulations for trade and investment (e.g. WTO, OECD).

10 gender policy positions

1. The ADC gender policy is designed to promote human development in the context of a comprehensive human rights approach. This involves the assertion of women's rights/human rights by empowering the women concerned, creating economic and political opportunities and providing protection from violence so that gender equality and empowerment of women can be achieved at all levels and in all sectors of development policy and not just within the MDG framework.
2. In accordance with the coherence principle, ADC requests foreign trade companies and the ministries involved in development cooperation to orient their programmes to these gender guidelines.
3. ADC supports the UN initiatives for gender mainstreaming of the policies of all its bodies and special organisations, supports UNIFEM and calls for an increase in the status of CEDAW and the BPfA in all committees and at international conferences and negotiations.
4. ADC gender policy is in favour of including women's rights in all MDGs and of implementing the Paris Declaration on Aid Effectiveness, thereby supporting the advancement of CEDAW and the BPfA.
5. ADC supports the World Bank strategy for including gender equality in loans, resources and the participation of women – in the World Bank itself and within the programme and project policy – and is committed to intensifying and strengthening gender quality, particularly with regard to a gender focus in the social security systems. ADC also supports a gender-sensitive design of debt relief mechanisms: free resources should be made available for gender equality in poverty reduction. The Federal Ministry of Finance and the Österreichische Nationalbank will be invited to participate actively in this process.
6. The ADC gender policy in partner countries calls for gender-sensitive implementation of national poverty reduction strategies (PRS) and encourages state institutions for example to set up a women's ministry, a gender office in the Ministry of Finance or the integration of women's organisations in all development policy planning. It recommends that transparent planning

procedures (including gender budgeting as a model) and results-based accountability measures support gender equality goals.

7. ADC supports and promotes the activities of the OECD DAC Gendernet and is guided by its recommendations. Practical collaboration occurs in commentaries on DAC policy papers and in drafting guidelines and methodologies.
8. ADC is guided by the EU's gender mainstreaming policy and the toolbox for development practice. ADC endeavours to better introduce the principle of gender equality into the discussions in Council working groups so that new regulations affecting development policy as a whole are not gender-blind.
9. ADC supports the OSCE in its activities to counter trafficking in human beings, in particular in the coordination of regional initiatives against trafficking in women and children in South-Eastern Europe.
10. ADC monitors the discussions and initiatives of international feminist NGOs in the South and North as major actors with a signal function for development problems and achievements, and supports networks in the South that promote gender equality.

8. Monitoring and evaluation

This policy document (and the ensuing gender strategies) provide a basis for better assessing the implementation of gender policies. In accordance with the Paris Declaration on Aid Effectiveness, every policy should be verifiable by means of results-based indicators. These indicators (self-devised or taken over from others) are a component of the programming and are based on gender-specific data used for monitoring. Evaluations will be designed to identify progress and change in gender relations and to highlight whether relevant interventions have produced intended or unintended results. Progress in gender equality should be monitored at all levels, in all target dimensions and in all phases.

Preference is given to participative methods of assessment with data that is as gender-sensitive as possible obtained from male, female and mixed groups. Appropriate terms of reference are used for gender assessments. The evaluations at the programme/project level form the basis for the general evaluation at the policy level. The feedback from gender-sensitive evaluations is used for the further development of strategies and programmes.

Policy level

Three years after this gender policy takes effect (i.e. in 2008) an assessment is to be made and the experience of selected partner countries and cooperation with multilateral organisations and NGOs is to be reviewed. At the same time, monitoring in accordance with the Paris Declaration should reveal what progress has been made in gender mainstreaming.

Programme/project level

Monitoring – gender assessment recommendations

The coordination offices have the task of following up the recommendations of the gender assessments at regular intervals (six months) so as to improve the practical implementation of the programmes and projects. This monitoring also helps to identify sensitive points and difficulties and thus provides feedback on the gender policy.

Evaluation with gender indicators in the context of evaluation planning

Every evaluation of ADC-financed projects and programmes will monitor the contribution to gender equality in the core areas of capabilities, opportunities and/or security. Gender-sensitive evaluation will use the gender indicators formulated at the planning stage to measure progress and for the final assessment.

Noeleen Heyzer (UNIFEM) has created the following acronym for development cooperation architecture:

NO HARM

***National Ownership** – not of elites, but of citizens: so enlarge consultations with women*

***Harmonisation & Alignment** – no policy cocktail but economic, political, social agendas which include the BPfA + MDG indicators*

***Results-based Management** – results should be: a world free of violence, poverty, and discrimination - free from want and free from fear.*

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Annex

CEDAW at a glance

(see <http://www.un.org/womenwatch/daw/cedaw/>)

The Convention on the Elimination of All Forms of Discrimination against Women was adopted by the United Nations General Assembly on 18 December 1979, entered into force on 3 September 1981 and currently has 180 States Parties (November 2005).

The particular merit of CEDAW is that it comprehends all types of human rights in the civil, political, economic, social and cultural areas. To this extent it includes commitments to eliminate gender-specific discrimination in public and political life, civil status, education, work, health and family relations and also with regard to trafficking in women and women in rural areas. Apart from conventional guarantees of equality, it also calls for positive measures to advance women and active political and legal steps to ensure gender equality.

Article 2 (Policy measures), article 4 (Special measures to accelerate de facto equality between men and women) and article 5 (Modifying cultural patterns of conduct and stereotyped roles) are pioneering. CEDAW calls for the elimination of discrimination against women not only by the state but also by private individuals, organisations and enterprises.

In numerous *General Recommendations* the CEDAW Committee, which monitors implementation of the Convention, explains the individual articles, and in two of these recommendations on violence against women, for example, it has also developed and supplemented them.

The Optional Protocol adopted in 1999 introduced a communications procedure for individual complaints, and an inquiry procedure for grave violations of women's rights. Both procedures mark a great advance and a qualitative improvement in the implementation of the Convention, since they permit women to claim their rights.

The Beijing Platform for Action at a glance

(see <http://www.un.org/womenwatch/daw/beijing/platform/index.html>)

The Beijing Platform for Action was adopted on 15 September 1995 by 189 signatory states and welcomed as a historical document. It includes pioneering measures in the following 12 main problem areas, whose interdependence is repeatedly emphasised:

- A Women and poverty
- B Education and training of women
- C Women and health
- D Violence against women
- E Women and armed conflict
- F Women and the economy
- G Women in power and decision-making
- H Institutional mechanisms for the advancement of women
- I Human rights of women
- J Women and the media
- K Women and the environment
- L The girl-child

The most important advance is in the confirmation of the universality of women's human rights, recognition of sexual rights and a re-emphasis on reproductive rights, in very clear statements about violence against women – including violence in the context of armed conflicts – and, above all, in proposals for changing inheritance laws. The important paragraph on the commitment to gender mainstreaming was also adopted at this Conference.

The Platform for Action unambiguously emphasises the responsibility of states for promoting gender equality and it also reflects the paradigm shift from “women in development” (WID) to “gender and development” (GAD), i.e. from women to changes in gender relations and the social framework.

Glossary*

Capabilities: According to Amartya Sen, Nobel Prizewinner for Economics, *human development* comprises two main elements: the development of *entitlements* and *capabilities*. Entitlements are opportunities that persons *may* have (made possible, for example, through work, trade, production, land, inheritance), that give them certain rights. Entitlements lead to capabilities, in other words individual choices as to what a person understands by quality of life. In a narrower sense, capabilities include education, health (including reproductive health), and nutrition. In a wider sense, according to the philosopher Martha Nussbaum, capabilities include everything that is regarded as important for a person **to do** and **to be** (life; bodily health including reproductive health, food and shelter; bodily integrity; senses, imagination and thought; emotions; practical reason; affiliation; respect for nature; play; control over one's political and material environment).

Gender analysis: The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, and decision-making powers, and the differences between the gender roles assigned women and men.

Gender assessment/gender proofing: A final check carried out on any policy proposal to ensure that any potential gender discriminatory effects arising from that policy have been avoided and that gender equality is promoted.

Gender audit: The analysis and evaluation of policies, programmes and institutions in terms of how they apply gender-related criteria.

Gender dimension: The aspect of any issue which relates to gender/the differences in the lives of women and men.

Gender-based violence/sexual violence: Any form of violence by the use or threat of physical or emotional force, including rape, wife battering, sexual harassment, incest and paedophilia.

Gender budgeting/gender budget analysis: A financial policy process to identify the distribution of financial resources with account taken of their benefits for men and women, respectively. The elimination of different impacts for men and women through specific budget allocations is a question both of justice and of economic efficiency.

Gender gap: The gap in any area between women and men in terms of their levels of participation, access, rights, remuneration or benefits.

Gender marker: Assessment of gender equality in the orientation of development projects as being a principal goal (marker 2), significant goal (marker 1) or not a goal (marker 0). This assessment is reported annually by the national development agencies to the OECD's statistics department.

Gender-based: Based on gender differences

* Source: For the most part from the European Commission glossary on equality between men and women: 100 words for equality.

Gender planning: An active approach to planning which takes gender as a key variable or criteria and which seeks to integrate an explicit gender dimension into policy or action.

Gender-sensitive: Taking account of the gender-specific dimension

Gender perspective: The consideration given and attention paid to the differences between women and men in any given policy area/activity.