Guide to Gender and Development

Contents

Note: This document is available on AusAID's web site. http://www.ausaid.gov.au

About the Guide

The Guide has been prepared to facilitate gender planning in AusAID development programs. It is intended to be a tool to help Activity Managers and contractors effectively implement AusAID's Gender and Development Policy.

Other donor countries use similar lists of questions, checklists and guidelines in their programs, and these have provided the basis for developing this Guide. The checklists consulted include those for the Canadian, Finnish and Dutch International Development Agencies in addition to those for the European Commission and INSTRAW (the United Nations International Research and Training Institute for the Advancement of Women).

AusAID Activity Managers, working on bilateral and multilateral programs, were consulted during the formulation of the Guide to provide input and feedback.

Although the questions included in the Guide are based on significant lessons learned over the years, circumstances are continually changing and experience growing. Users of the Guide are therefore encouraged to share their experiences and suggestions with the Social Sector and Gender Section of AusAID (SSG). A Feedback Form is provided at the end of the Guide for this purpose.

What is "Gender and Development"?

Since the mid 1980s there has been a growing consensus that sustainable development requires an understanding of both women's and men's roles and responsibilities within the community and their relations to each other. This has come to be known as the **Gender and Development (GAD)** approach. Improving the status of women is no longer seen as just a women's issue, but as a goal that requires the active participation of both men and women.

The **Gender and Development** approach is based on the premise that development cooperation programs cannot succeed or the impact be sustained if the people affected do not support them. The role of **gender analysis** is to examine ways in which men's and women's differing roles, responsibilities, resources and priorities may affect their project participation. Through the collection of sex disaggregated data, it identifies how development programs may impact differently on women and men. Gender analysis, an essential part of social analysis, considers the social, economic, political and cultural relationships between men and women, and how these will be affected by and influence development activities.

Mainstreaming women's needs and perspectives into all activities is one of the primary objectives of GAD. Mainstreaming acknowledges that all development operations have a gender impact and do not automatically benefit men and women equally. A project which mainstreams gender considers women's and men's needs first at the country program level, and then at each stage of the project cycle. It ensures that women and men equally participate in every aspect of the project, both as beneficiaries and decision makers.

Gender and Development moves away from the practice of adding "women only" components to projects and programs, which characterised the "Women in Development" approach. However, separate programs, projects and components for women will continue to need support, since these are often necessary to ensure that women's practical needs are met. Separate programming for women may also assist with mainstreaming women's interests, or be essential for advancing their status and promoting their human rights.

Australia's Goal

Australia's aid program aims to promote equal opportunities for women and men as participants and bene - ficiaries of development.

Australia's Objectives

- To improve women's access to education and health care.

- To improve women's access to economic resources.

- To promote women's participation and leadership in decision making at all levels.

- To promote the human rights of women and assist efforts to eliminate discrimination against women.

- To incorporate a gender perspective in Australia's aid activities.

Underlying Principles

The Australian aid program recognises that sustainable development can only be achieved with the active participation of all members of the community.

Gender equality is an integral part of universal human rights and an important development goal in itself.

Providing equal rights and access to resources and opportunities to women is crucial to the goal of reducing poverty, illiteracy and disease.

Goals and priorities for tackling gender equity will vary from country to country and should be sensitive to the specific needs and priorities of our developing country partners.

Aim of the Guide....

The Guide is a practical guide to assist AusAID Activity Managers and contractors to fully consider how women and men will **participate** in and **benefit** from development activities, as the Gender and Development policy requires. It contains a series of questions to determine to what extent women and men will be able to participate in development programs, and to assess the potential impact on the roles and relationships between men and women.

What the Guide does and does not do....

The Guide does not promise instant solutions to effectively integrating a gender perspective into every development activity, nor is it designed to be a definitive and exhaustive guideline for gender analysis. Rather, it functions as a **memory aid** to check that no aspect of a project will overlook women's and men's needs and concerns. **It is not expected that every question in the Guide will be applicable for each project, nor that exhaustive answers can be provided for every question.**

In almost all cases, users of the Guide will need to formulate additional questions, specific to the particular project design, its implementation, and its social, cultural, economic, political and institutional context. The project cycle and sectoral questions provided in the Guide are designed as a resource to assist project planners and implementors to undertake gender analysis. The Guide cannot provide strategies on how to overcome specific gender issues in a project. However, asking and answering the questions included here can be a first essential step towards devising appropriate project strategies, and can also assist with assessing the likely effectiveness of such strategies.

A list of general references and resources on each sector is annexed to the Guide. Many of these resources summarise lessons learned and provide a guide to key appraisal questions and implementation strategies.

Why use the Guide....

Project success and the effective use of development resources are major incentives for using the Guide. There is much evidence that weaknesses in initial planning stages often result either in a failure of projects to reach women or a negative impact on them (INSTRAW 1987: 2). For this reason, sectoral questions focus on project identification and preparation. Experience and evidence also highlight the importance of monitoring gender and other social impacts throughout project implementation.

Some of the consequences of overlooking women in development planning can include: undermining women's access to resources; marginalising women's labour; a negative impact on women's health and nutrition; increasing the daily burden of women's work; and an adverse impact on men's and women's social relations (Hunt 1997: 30).

The Guide is based on the premise that successful and sustainable development activities require the support and participation of both men and women. Its basis is that both men's and women's roles, responsibilities, needs, access to resources and decision making and the social relations between men and women are all crucial elements to consider in project planning, implementation and evaluation. Moreover, focusing on men's roles, attitudes and behaviour is an important element in tackling some of the causes of women's low status and particular development problems. For example, in the area of reproductive health, it is evident that an exclusive focus on women is insufficient when men may have control of resources and decision making (DAC 1995: 3).

Who should use the Guide....

- AusAID Activity Managers who are planning, appraising, managing or reviewing development activities.
- AusAID Officers at Posts who are assessing proposals and monitoring project implementation.
- Consultants and experts, team leaders and team members and NGOs who are assigned to undertake project design, implementation or review.

Structure of the Guide....

The Guide has two sections:
- a set of general questions, applicable to every project; and
- sectoral questions, with more detailed questions for particular sectors.

The questions provide a basic framework to conduct gender analysis. However, the questions are by no means exhaustive, and it is not expected that it will always be possible to answer every question.

A glossary has been provided at the end of this Introduction to assist with frequently used concepts and terms.

The Guide focuses on gender and gender relations rather than specifically on women. Nevertheless, users will notice that some questions are primarily related to women. Given the disadvantaged position and lower status of women, promotion of gender equality often requires a specific focus on women's needs, interests and perspectives.

When to use the Guide....

Australia's Gender and Development policy highlights the need to incorporate a gender perspective into all Australia's aid activities, through the planning, preparation, and management of projects. To respond adequately to gender issues in any project, it is vitally important that consideration begins at the initial screening stage and continues throughout the whole project cycle.

Consultations with AusAID Activity Managers have highlighted the key documents and tasks where the gender Guide will be most useful to both AusAID officers and contractors:
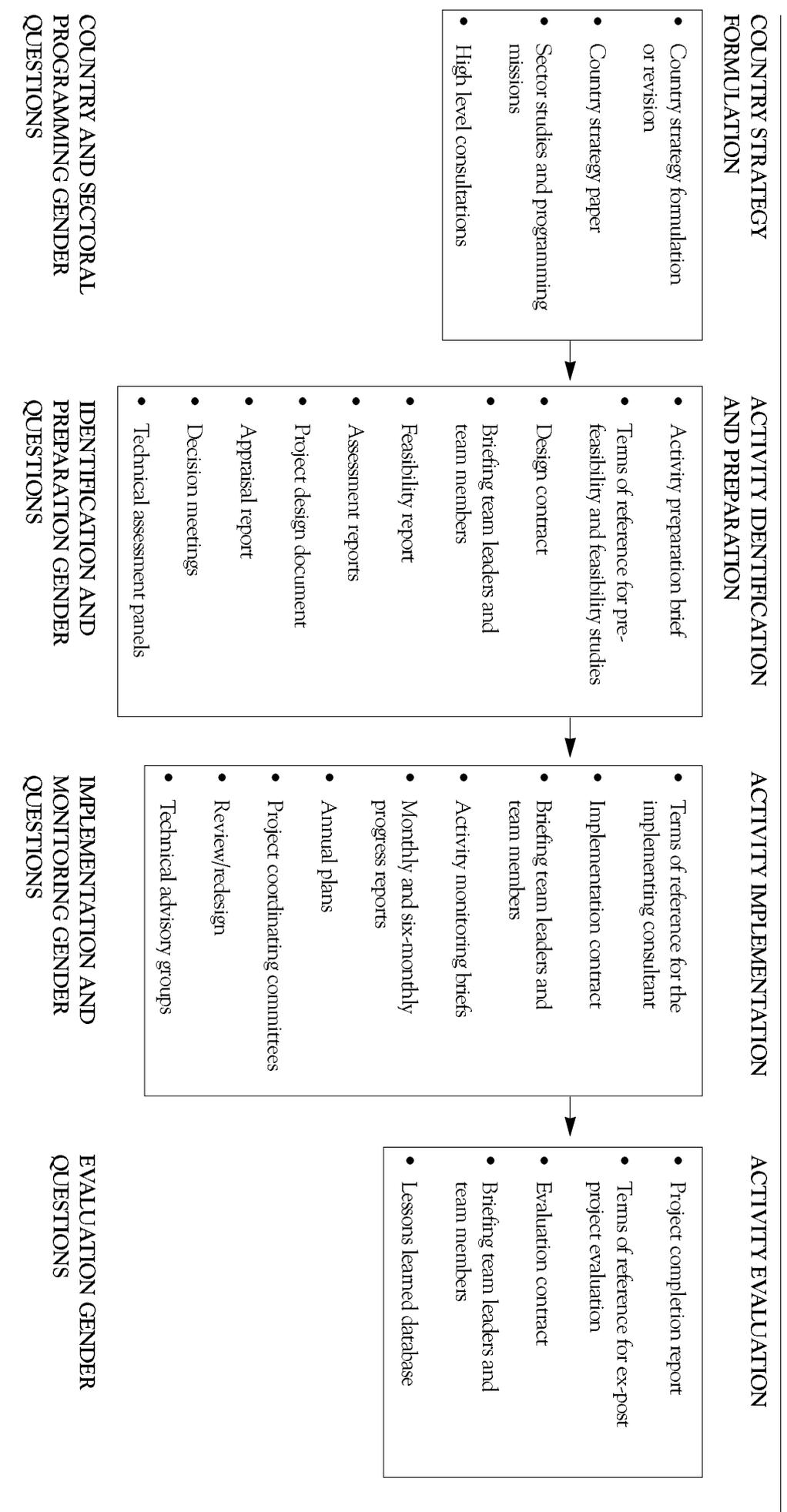
- **Country Strategy Formulation**, in order to ensure that the gender and development policy and approaches are addressed.

- **Terms of Reference**, in order to specify gender issues and indicate that the team needs to be adequately skilled and resourced to provide strategies to address these issues

- **Contract (Scope of Services)**, in order to ensure that contractors give due consideration to gender

- **Briefing Contractors**, to ensure that they are aware of AusAID's policy and its implications for project design, implementation and monitoring

- **Project Design Document**, in order to identify gender issues and appropriate strategies to ensure that men and women participate and benefit equally, and to provide sufficient gender indicators for milestones and monitoring

- **Annual Plans**, in order to monitor strategies, the progress towards targets and gender impacts, and to review strategies and targets

- **Project Coordinating Meetings**, to review project design strategies and resource needs in the light of progress towards milestones and gender impacts

- **Project and Program Evaluations and Reviews**, to assess the progress, efficiency, effectiveness, impact and sustainability of particular projects and programs, including from a gender perspective.

Incorporating gender perspectives can only be effectively achieved if AusAID officers and contractors work together. The Guide is also designed to assist contractors to meet their responsibilities through the project cycle.

Through all stages of the project cycle, contractors are expected to:

- know AusAID's Gender and Development policy goals and objectives, and understand the rationale and approach behind them

- be able to advocate effectively and communicate AusAID's Gender and Development policy where necessary

- understand how AusAID's policy goal and objectives should be applied through each phase of the project cycle, and to any project mission or task for which they are responsible

- ensure that gender issues are adequately covered for each area of project preparation, design, implementation or monitoring for which they are responsible, including in project documents and reports, including completion reports

- if gender issues have not been adequately addressed at any stage, raise this with team leaders or AusAID staff as appropriate, and make appropriate recommendations for consideration by AusAID

Chart 1: When to Use the Guide - Key Documents and Checkpoints in the Activity Cycle

COUNTRY STRATEGY FORMULATION

- Country strategy formulation or revision
- Country strategy paper
- Sector studies and programming missions
- High level consultations

COUNTRY AND SECTORAL PROGRAMMING GENDER QUESTIONS

ACTIVITY IDENTIFICATION AND PREPARATION

- Activity preparation brief
- Terms of reference for pre-feasibility and feasibility studies
- Design contract
- Briefing team leaders and team members
- Feasibility report
- Assessment reports
- Project design document
- Appraisal report
- Decision meetings
- Technical assessment panels

IDENTIFICATION AND PREPARATION GENDER QUESTIONS

ACTIVITY IMPLEMENTATION

- Terms of reference for the implementing consultant
- Implementation contract
- Briefing team leaders and team members
- Activity monitoring briefs
- Monthly and six-monthly progress reports
- Annual plans
- Project coordinating committees
- Review/redesign
- Technical advisory groups

IMPLEMENTATION AND MONITORING GENDER QUESTIONS

ACTIVITY EVALUATION

- Project completion report
- Terms of reference for ex-post project evaluation
- Evaluation contract
- Briefing team leaders and team members
- Lessons learned database

EVALUATION GENDER QUESTIONS

Who to consult for advice

The Social Sector and Gender Section (SSG) can be consulted for advice when using the Guide. If the Guide identifies problematical areas for gender in a project, SSG can be a contact point for AusAID officers. SSG can provide information on gender analysis and advise Activity Managers and contractors where to seek technical expertise.

Technical expertise can usually be drawn from the Gender and Development period contracts available in SSG or Program Support Services.

AusAID Activity Managers, posted officers and Non-Government Organisations (NGOs) may be able to identify **in-country experts** who can provide "on the ground" advice.

Other AusAID officers, who either have been or are involved in similar sectoral programs, can share **cross-regional experience.**

A formal **Peer Group** may be appointed to advise and support the Activity Manager through activity preparation and implementation. Peer groups may include specialists from inside or outside the Agency.

Gender analysis training courses can be organised through SSG and the Personnel Development Section to provide AusAID officers with skills for gender analysis. Contractors may also utilise Australian or in-country expertise to undertake gender awareness and gender analysis training.

The SSG section has a series of box files containing **resource material** for more detailed information on gender issues in specific sectors and countries.

Resource material is also available from AusAID Library, which has regularly updated resource lists of select holdings (journal articles and books) on Women in Development and Gender and Development.

Annex 1 of this Guide provides a list of general references and sector-specific resource material which are available from SSG and/or AusAID Library.

Gender Roles and Responsibilities

Gender refers to the socially constructed roles and relationships between women and men. These are learned, change over time, and vary within and between countries and cultures according to social, religious, historical and economic factors. Gender contrasts with sex, which describes a set of biological differences between men and women. Gender roles and responsibilities affect women's and men's ability and incentive to participate in development activities, and lead to different project impacts for men and women.

Gender Analysis

Gender analysis is the process of considering the impact that a development program or project may have on women/girls and men/boys, and on the economic and social relationships between them. Key issues for analysis include: the gender division of labour; access to and control over resources and the distribution of benefits; social, economic and environmental factors which influence all of the above; and decision making capacity. Gender analysis is a specific form of social analysis which requires the collection of sex disaggregated data. Incorporating a gender perspective into aid activities involves applying gender analysis throughout the project cycle.

Gender and Development (GAD)

This approach acknowledges that to address women's concerns and needs, development assistance must take account of both women's and men's roles and responsibilities within the community and their relationship to each other. It requires the active participation of men as well as women in order to raise the status of women and bring about sustainable development. The GAD approach is both strategic and practical, and starts with an examination of issues of power, decision making, work allocation and ownership and control of resources.

Gender Division of Labour

Both women and men have multiple work roles. These include: production, reproduction, essential household and community services, and community management and political activities.

- **Productive Role**

  Productive activities include all tasks which contribute to the income and economic welfare and advancement of the household and community. Both women and men perform a range of productive roles. Women's productive roles can include cash and subsistence farming (whether or not they control any income from their labour), fishing, foraging in forests, care of livestock, marketing and transporting, food processing for sale, cottage or home-based industries (micro-enterprises), and waged/formal sector employment.

- **Reproductive Role**

  Reproductive activities are those activities carried out to reproduce and care for the household. Responsibility for contraception and decision making about reproduction may be in the hands of women or men, depending on the cultural context. Child rearing is generally primarily women's responsibility, although in most societies men also play some role. Women's other reproductive roles include pregnancy, childbirth and breastfeeding.

- **Household and Community Services**

  Essential household and community services are those which must be carried out daily to meet the family's and community's basic needs, such as fuel and water collection, provision of shelter and clothing, cleaning, education, health care, care of the elderly and food processing and preparation. While females carry major responsibility for these services in most societies, men and boys generally also undertake some of these tasks.

- **Community Management and Political Activities**

  This refers to the management and conservation of resources for collective community consumption (such as fuel, forests and water), as well as participation in cultural and religious ceremonies, formal and informal political activities, and involvement in development organisations, such as non-government organisations or women's groups. In community affairs, men in many societies are often more likely to predominate at regional and national political levels. However, women also have their own formal and informal structures for involvement in community affairs and decision making at a village or neighbourhood level, and increasingly also at regional and national levels through women's organisations and networks.

Gender Equality

Gender equality refers to equal opportunities and outcomes for women and men. This involves the removal of discrimination and structural inequalities in access to resources, opportunities and services, and the promotion of equal rights. Equality does not mean that women should be the same as men. Promoting equality (the goal of Australia's GAD policy) recognises that men and women have different roles and needs, and takes these into account in development planning and programming.

Gender Planning

This is a type of development planning which aims to promote gender equality. The concepts of practical gender needs and strategic gender interests assist with analysing the impact of development objectives and activities.

Practical Gender Needs

Practical gender needs are the concrete and practical needs women and men have for survival and economic advancement, which do not challenge the existing sexual division of labour, legal inequalities, or other aspects of discrimination due to cultural and social practices. Meeting practical gender needs in development programs may include the provision of services such as clean water, shelter and health care, as well as income generating opportunities. If women are involved in decision making and training in new areas, strategic interests may also be addressed through such practical projects (see definition of strategic gender interests below).

Sex Disaggregated Data

This refers to the differentiation by sex of statistical and other data. This is a basic requirement of good practice in development programming, without which it is difficult or impossible to determine the gender impacts of development activities.

Strategic Gender Interests

Strategic gender interests refer to the relative status of women to men. They seek to bring about greater equality between men and women, and to eliminate various forms of sexual discrimination. Strategic interests may include legal rights, protection from domestic violence, increased decision making and increasing women's control over their bodies. Practical needs and strategic interests are complementary. For example, programs that only target practical needs may not be sustainable unless strategic interests are also taken into account.

Women in Development (WID)

This approach promotes women's integration in development efforts. The focus is mainly on women whereas the GAD approach concentrates on both men's and women's roles and responsibilities.

Key Areas of Concern

Gender Division of Labour

Most societies allocate different roles, responsibilities, and activities to women and men. Although the nature of the work varies greatly between and within countries and cultures, there are some general patterns in the social and economic roles of men and women. Both men and women are involved in productive, reproductive, household/community service and community management and political activities. The collection of sex disaggregated data about the gender division of labour is an essential first step in gender analysis, including who does what, where and when the work is done, and how long it takes. Age and socio-economic groupings also need to be considered. The general patterns noted below should only be seen as a starting point for direct observation and verification.

In their productive capacity, women generally provide for the household's daily consumption with activities such as subsistence farming, fishing, foraging in the forests and care of livestock. Women also contribute to household income through trading surplus production from subsistence and cash cropping, food processing, other micro-enterprises and participation in the informal and formal labour force. Women's reproductive role is significant for their economic and social roles. Pregnancy, childbirth, breast-feeding and child rearing are interlinked with women's social status, health status and needs and participation in economic activity. Essential household and community services are generally the responsibility of women, including care of the elderly and sick, provision of clothing and shelter, and household work such as food processing and preparation, cleaning and laundry. In their community management and political roles, women may be involved formally or informally in local development and political organisations, and may have responsibilities to contribute to cultural, religious and other social activities. With these multiple roles, poor women often have little or no spare time for new development activities, unless measures are taken to reduce their existing workload.

Access and Control of Resources and Benefits

Access to productive resources, control over these resources and who benefits from the use of the resources are all significant factors for determining gender impacts of development activities. Reduced access to productive resources can strongly inhibit women's and men's capacity to provide for daily consumption or earn an income. Resources may include land, forests, waterways, foreshores, equipment, labour, productive inputs, capital/credit and education/training. For example, when new technology is introduced, it is important to consider the impact that it may have on both men's and women's tasks and access to other resources, as well as who is likely to have control over or access to any income earned.

Research suggests that women are more likely to devote time to new development activities when they have some control over the income and other benefits generated (Hunt 1997: 27). Men's and women's responsibilities and priorities for spending income also vary between and within countries. In general, women tend to spend more of their income on family maintenance, household nutrition, education and basic welfare (UN 1995: 129; World Bank 1990: 37).

Factors and Trends

Women's and men's roles and responsibilities in a society or culture are dynamic and change over time. Social, cultural, religious, economic, political and legal factors and trends all have a complex and profound influence on gender roles and responsibilities. Many of these factors can constrain women's participation in development activities. For example, cultural or religious factors may restrict women's and girl's access to services or prevent them from attending mixed training classes.

Changing attitudes, economic circumstances and other trends may also provide opportunities for improving women's social, economic and legal status. Analysing these factors may assist planners to identify areas where development activities can address both women's practical needs and strategic interests to redress current inequalities in the gender division of labour, and in women's access to and ownership of productive resources (Hunt 1997: 38).

Implementing Australia's Gender and Development Policy

Promoting equal opportunities for women and men

The goal of Australia's Gender and Development policy is to promote equal opportunities for women and men as participants and beneficiaries of development. One of the key objectives of the policy is to promote women's participation and leadership in decision making at all levels. All policy objectives are directly concerned with raising the status of women. Meeting these policy aims requires close attention to:

- the formulation of project objectives and activities (and their relationship to women's practical needs and strategic interests in the three key areas of concern noted above);

- project consultation and participation strategies (including how women and men can gain access to and control over project resources).

Incorporating a gender perspective into aid activities

Another of Australia's key policy objectives is to incorporate a gender perspective into the development and implementation of policies, programs and projects. International experience indicates that undertaking gender analysis during project preparation does not guarantee that gender perspectives will be incorporated during implementation. This likelihood is improved if:

- key constraints to women's and men's participation are identified during project preparation for all project components;

- project strategies are identified to overcome constraints to participation, including the setting of quantitative and qualitative targets against which progress can be monitored, and the dedication of project resources to ensure that strategies will be implemented;

- gender-sensitive monitoring indicators and processes are devised to monitor both the impact of the project on women and men and the relationships between them, and the progress towards targets for involving women (sex disaggregated data should be collected throughout the project cycle);

- counterpart institutional capacity for implementing gender-sensitive projects is assessed and appropriate actions taken to strengthen this capacity.

Indicators of success

The following indicators would suggest that key areas of concern have been properly considered, that appropriate steps have been taken to promote gender equality, and that gender perspectives have been adequately incorporated into the project cycle:

- project documents integrate gender considerations and gender and social analyses into mainstream project activities, as well as separate project activities for women or men if these are appropriate;

- program and project documents have sex disaggregated data;

- strategies to involve and benefit women are well-resourced and fully costed in project design and project implementation;

- women's status and decision making power is advanced as a result of project activities;

- men and women participate equally in project planning, implementation and monitoring;

- women and men benefit equally from project interventions.

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities, countries or sectors.*
- *These questions are designed to assist AusAID Activity Managers to incorporate a gender perspective into country and sectoral programming.*

Key Guiding Questions	Auxiliary Guiding Questions
Does the Recipient Government (RG) have a women's policy, statement or plan of action?	• What is the RG's strategy for incorporating gender issues into various sectors? • What commitments did the RG make to gender equality during the Fourth World Conference on Women (Beijing, September 1995)? • What opportunities exist to meet practical gender needs and strategic gender interests, to advance women's status? • Have high level consultations addressed the most effective means of incorporating gender perspectives into current country and sectoral programming?
What are the major institutions and NGOs which are dedicated to addressing social and gender issues in the country?	• Are there "national women's machineries" tasked with addressing gender issues and setting priorities for action? *(eg. a Ministry of Women's Affairs, or departments/bureaux located in sectoral ministries)* • What other institutions and NGOs are dedicated to promoting gender equality? • What mandate do these agencies have? • What are the institutional strengths and weaknesses of these agencies? *(eg. do they have gender training, advocacy, gender analysis, gender planning or implementation capacity and experience that Australian project planners and implementors may draw upon)* • How can these agencies be strengthened or utilised in AusAID planning and programming to effectively address gender and development objectives? • How can Australian development assistance most effectively strengthen women's participation in leadership and decision making in the country or sector?
Which counterpart agencies are most likely to be receptive to Australia's policy on gender and development?	• Which counterpart agencies will be most receptive to considering gender issues in project planning and implementation? *(which agencies will be open to assistance with strengthening capacity in this area)* • What relationship does the national women's machinery have to counterpart agencies which may receive Australian development assistance in future?

	• What is the likelihood that these counterparts will have the capacity and commitment to ensure that men and women participate equally in project planning and implementation?
	• What lessons have been learned from other projects with these counterparts?
How will the country or sector program meet Australia's Gender and Development policy goal and objectives?	• What are the key social indicators in the country or sector?
	• Does the country/sector strategy identify disadvantaged and marginalised groups? *(who are the poor, and where do they live)*
	• Is all data in country and sectoral program documents disaggregated by sex?
	• What priority is given to Gender and Development policy objectives in setting country and sector priorities?
	• How can women's practical gender needs and strategic gender interests be best addressed in the country program or sector?
	• Which of Australia's GAD policy objectives are explicitly addressed in the country or sector? *(improving access to education and health care, improving access to economic resources, promoting participation and leadership, promoting the human rights of women and assisting efforts to eliminate discrimination)*
What are the major obstacles and opportunities for promoting equal opportunities and benefits for women in each major sector of assistance?	• What are men's and women's greatest needs in the sector?
	• What is the likelihood that projects in this sector will provide equal opportunities and benefits to women and men?
	• What are the greatest obstacles to men's and women's participation in the sector?
	• What are the greatest constraints to providing equal benefits to men and women in the sector?
	• Have sectoral-level strategies been identified and evaluated for addressing these obstacles and constraints?
	• How can women's practical gender needs and strategic interests be best addressed in this sector?
	• What lessons have been learned from other projects in this sector?

Key documents and tasks

Ensure that gender perspectives are incorporated into:

- Country strategy formulation
- Country strategy revision
- Country strategy paper

- Sector studies
- Programming missions
- High level consultations

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Guiding Questions	Auxiliary Guiding Questions
Do project objectives explicitly refer to women and men?	• Are benefits for women and men stated in the project objectives? • Are women included in the target group? • Have both women's and men's needs in the project sector been considered? • Have women's practical gender needs and strategic gender interests been considered? *(defined by women themselves)* • Does the project build on women's and men's strengths and skills in the sector?
Do project documents describe project consultation and participation strategies?	• Have local women and women's networks been consulted? • Will women and men be involved in decision making on the project? • Have constraints to women's and men's participation in the project been identified? • Have strategies been identified to address these constraints? • Have targets been set for women's and men's participation and benefits?
Has consideration been given to the current gender division of labour?	• Has sex disaggregated data been collected on the gender division of labour and responsibilities? *(all aspects of women's and men's work affected or targeted by project activities)* • Does this data differentiate between socio-economic or ethnic groups affected or targeted by the project? • Have women's and men's productive, reproductive, household/ community service and community management/politics roles all been considered? • Have girl's and boy's tasks and responsibilities also been considered? • Is women's participation possible given the existing allocation of time between tasks? *(their current workloads)*

- Has consideration been given to when and where the project activity will be done? *(how will this affect the current division of labour, and how will it constrain or facilitate women's and men's involvement)*

- Has consideration been given to the duration of project activities? *(how will this constrain or facilitate women's and men's involvement)*

- Is the project suited to women's activities? *(are project inputs targeting both men's and women's activities)*

Has consideration been given to who has access to and control of productive resources, including project resources? *(eg. land, forests, waterways, foreshores, markets, energy/fuel, equipment, technology, capital/credit and education/training)*	• Will project activities affect women's or men's access to and control of resources? *(eg. loss of land, reduced access to markets)* • Will new technologies benefit both women and men? • Will women and men be informed about the project and any training opportunities offered? • Will training be equally available to women and men to ensure absorption of new technology and ideas? *(have strategies been identified to ensure this)* • Have constraints and strategies been identified to ensure that poor women and men can access other project resources? • Are project organisations equally accessible to women and men? *(eg. water user groups, credit and farmer groups)* • Is it necessary to have separate activities or components for women to ensure that their needs and interests are not marginalised? *(to ensure that women have equal access to project resources)*
Have the beneficiaries of the project been identified?	• Who will control the benefits from project activities? *(such as income earned, food produced or assets created)* • Who will benefit from any income earned? • Will groups of men or women be disadvantaged by the project? *(have remedial measure been taken)*
Has consideration been given to how social, cultural, religious, economic, political and environmental factors will influence women's and men's participation?	• Has consideration been given to how the project might influence these factors, either positively or negatively? • Are there legal and institutional barriers to women's participation? • Are there measures which attempt to remove any constraints to women's participation? *(eg. travel to the project site is made safer for women, separate dormitory facilities for men and women, separate classes for women)*

Does the Recipient Government counterpart agency have the capacity to implement gender-sensitive projects?	• Has capacity in this area been assessed?
	• Has a sex disaggregated employment profile of the counterpart agency been undertaken?
	• Have strategies been identified to strengthen counterpart gender analysis, gender planning and implementation capacity, and have these strategies been costed?
	• Does the project Memorandum of Understanding (MOU) refer to the need for men and women to participate equally in planning and implementation, and to have equal access to project benefits?
How will the activity affect women's social status, including their role as decision makers?	• What practical needs and strategic interests of women are addressed in the project?
	• How will the project affect existing gender relations?
	• Will a change in women's status adversely affect relationships between women and men?
	• Has consideration been given to ways to encourage men, and the community, to be supportive of any improvement in women's status? *(such as gender-sensitive training)*
Are arrangements in place to monitor gender impacts (the impact of the project on women and men, and on the relationships between them)?	• Will there be ongoing consultation with women and men directly or indirectly affected by the project?
	• Are there indicators and milestones to measure progress in achieving the targets set for women? *(targets for women's participation and the distribution of project benefits)*
	• Are these milestones in the contract's scope of services?
	• Will sex disaggregated data be collected to monitor gender impacts? *(eg. impacts on the gender division of labour and workloads, on access to resources, and on other aspects of women's status)*
	• Are mechanisms in place to allow for changes in project design, to address issues which may arise from the inclusion of women in the project? *(eg. issues which may arise through consultation and participation processes)*
Are project resources adequate to deliver services and opportunities to women and men?	• Are strategies to promote women's participation and equal access to benefits adequately resourced in the budget?
	• Are targets and strategies relating to women's and men's participation and benefits included in workplans/activity schedules, and project logframes?
	• Is responsibility for gender issues included in the terms of reference for key short-term and long-term advisers and team leaders?
	• Is gender expertise being utilised throughout the project?

Key documents and tasks

Ensure that gender perspectives are incorporated into:

- Activity Preparation Briefs
- Peer group meetings
- Terms of Reference
- Contract
- Briefing with team members
- Technical Assessment Panel (TAP)

- Pre-feasibility report
- Feasibility Report
- Project Design Document
- Assessment Report
- Appraisal report
- Decision meetings

Implementation & monitoring

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their management and monitoring of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity implementation and monitoring.*

Key Guiding Questions	Auxiliary Guiding Questions
Have strategies and targets for promoting equal opportunities and benefits been identified in the project design?	• Do strategies and targets address practical gender needs of women as well as strategic interests? • Are the strategies being implemented? (for promoting equal participation and benefits) • Are adequate project resources in place to achieve gender objectives? • Are the targets for including women and men being achieved?
Are adequate gender-sensitive monitoring mechanisms in place and operational?	• Has sex disaggregated data been collected on women's and men's participation on a routine basis? • Do performance indicators measure women's and men's access to project resources, services and benefits? • Are women and men involved in data collection and assessment? *(is this a participatory process)* • Do project staff assigned to monitoring have gender expertise and sensitivity?
Are both men and women participating in the project activities?	• Has sex disaggregated data been collected on women's and men's participation? • Are women involved in decision making on the project? (what project management mechanisms are in place to facilitate this) • Have women and men been consulted throughout the activity on their needs and concerns? • Are project organisations equally accessible to women and men? • If men and women are not participating equally, are the reasons for this clear, articulated and acceptable? • Are both men and women benefiting from project activities? • Has sex disaggregated data been collected on the distribution of benefits and on who has received project resources and services? • Has consideration been given to whether benefits will be sustainable, and what factors will enhance sustainability? • If men and women are not benefiting equally, are the reasons for this clear, articulated and acceptable?

Have constraints arisen during project implementation to restrict women's and men's participation and the equal distribution of benefits?	• Are there labour/time factors constraining women's or men's participation and the distribution of benefits? • Is participation and the distribution of benefits constrained by access to and control over productive resources? • Is participation and decision making by women and men being limited by social, political, economic and cultural factors? *(eg. participation in farmer, credit or other project groups)*
Does the counterpart agency have the capacity to implement gender-sensitive projects?	• Is equal participation and benefits constrained by lack of capacity or commitment in the counterpart agency? • If so, have any strategies been identified to address this? • Are these strategies able to be resourced?
Is the project adversely affecting women or men?	• Has women's or men's workload increased or decreased as a result of project participation? *(consider different socio-economic groups)* • Has women's or men's access to resources been reduced? *(eg. loss of land)* • Have any harmful or discriminatory practices against women been reinforced? • Have women's and men's skills/knowledge in the project sector been acknowledged and strengthened, or have they been overlooked or undermined? • Has women's status in the community suffered?
How is participation by women affecting men's and women's roles and relationships?	• Is there a redistribution of access and control of resources between women and men? • Are men, counterpart agencies and other key groups accepting of any changes to gender roles or control of resources? • Are strategies needed to overcome any adverse reactions? *(eg. women's increased financial independence may negatively affect men's and women's relationships)*
Are assumptions and information about the characteristics, needs and interests of women and men still valid?	• Is there on-going consultation with women and men? • Is there on-going collection of data about the needs and interests of women and men? • If original design assumptions and information are not valid, is there scope for redesigning elements of the project? • Are new strategies, targets, indicators or project resources needed to address any constraints and issues that have arisen during project implementation? • Are any changes needed in monitoring strategies?

- Is contractor management performance adequate?

- Is further gender expertise necessary?

- Do any changes need to be made to the contract or scope of services for key long-term and short-term advisers?

Key documents and tasks

Ensure that gender perspectives are incorporated into:

- Terms of Reference
- Contract
- Briefing with team members
- Project redesign or review

- Progress reports
- Activity Monitoring Briefs
- Annual Plans
- Technical Advisory Group meetings
- Project Coordinating Committee meetings

Evaluation

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their management and evaluation of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity evaluation.*

Key Guiding Questions	Auxiliary Guiding Questions
Has the project succeeded in promoting equal opportunities and benefits for men and women?	• Have women and men been involved and consulted in collecting data on the gender impact of the project? • Do data collection systems explicitly differentiate between the project's impact on men and women? • Has sex disaggregated data been collected on women's and men's participation? • Have both men and women participated in project activities? • Have both men and women benefited from project activities? • Have women's practical needs and strategic interests in the project sector been met? • Have the targets set for women been met?
Have women and men been disadvantaged or advantaged by the project?	• How have economic and social changes produced by the project affected women's and men's roles and relationships? *(consider gender division of labour and access and control of resources for each socio-economic group affected or targeted by the project)*
Has women's status improved as a result of the project? *(ie. education levels, health status, access to productive resources, employment opportunities, political and legal status)*	• What practical gender needs and strategic gender interests have been met to advance women's status and decision making power? • Are men, counterpart agencies and other social groups accepting of any changes to gender roles or control of resources? *(have men and women been sensitised to gender issues)* • Are strategies needed to overcome any adverse reactions? • Are positive changes to women's status being sustained and supported after project completion? • Are follow-up activities necessary to promote sustainability?
Does the counterpart agency have the capacity to implement gender-sensitive projects?	• Has this capacity been strengthened during the project? • What has facilitated or constrained this? **(lessons learned)**
Has contractor management performance been adequate?	• Was adequate gender expertise made available throughout the project? • Were gender issues adequately addressed in the contract and scope of services?

Has the project been effective in integrating gender into the development activity?

- Were there constraints to integrating women into the development activity, and were these identified during project design and implementation?

- Were strategies and targets identified to ensure that gender issues would be effectively incorporated?

- Were these strategies adequately resourced during project implementation?

- Does the evaluation include recommendations for future activities on how to strengthen women's participation in the project and/or sector? *(lessons learned)*

- Does the evaluation include recommendations on how to promote equal distribution of benefits in the project and/or sector? *(lessons learned)*

Key documents and tasks

Ensure that gender perspectives are incorporated into:

- Terms of Reference
- Contract
- Briefing with team members

- Project completion report
- Ex-post evaluation report
- Lessons learned database

Sectoral Gender Questions

Gender Division of Labour

Women's work in agriculture is crucial to the provision of an adequate food supply for their household. Rural women are generally concerned with meeting subsistence needs of their families and with the management of scarce household resources, in addition to their role as income earners (FAO 1990: 2). These tasks must also be shared with women's reproductive, household/community service, and community management and political roles. Any changes to production can have a great impact on women's workload. For example, new varieties of grain may increase time needed for food processing. Often, extension programs and labour saving technologies have not been designed for women's agricultural tasks (such as weeding or transplanting), and therefore have only reduced the labour input for men.

In most farming systems, females participate in all phases of agricultural production, although their roles (including decision making) and control over resources and incomes vary greatly from place to place. Women and girls are an important source of labour in cash crop production, whether or not they control income, and often these roles have not been well recognised by development planners. Women also participate in the paid agricultural labour force. They are often responsible for vegetable and tree crops close to their houses, for foraging in forests, and for the care of large and small livestock. Research (Cloud 1985: 27-29) indicates five general patterns of gender responsibility in agriculture, although there is much variation:

- separate crops, where women and men are responsible for the production and disposal of different crops or livestock, or where women specialise in some production activities and participate with men in others.
- separate fields, where women and men produce the same crops, but in different fields, either for subsistence or for market.
- separate tasks, where some or all tasks within a cropping cycle (or in livestock production) are assigned by gender.
- shared tasks, where men and women undertake the same tasks on the same crops.
- women-managed farms, where women legally own farms and other productive resources, or where men are absent for short or long periods.

It is very important to consider the roles of boys and girls, as well as that of younger and older women and men in agricultural and livestock production cycles. Nor should it be assumed that all women in any project area will perform the same roles or have the same responsibilities. These will vary greatly according to their social and economic status, including their access to productive resources.

Access and Control of Resources and Benefits

Despite women's critical role in agriculture (globally they are responsible for at least 50% of food produced), women generally lack access to effective technologies and resources such as credit, extension, seed supply and labour saving devices. It is difficult for women to secure land and other forms of collateral to be able to access credit and increase their productive capacity. Subsistence crop production, in which women are usually involved, still tends to receive less institutional support than cash crop production. The number of female extension officers can be limited, and as a result women may be less likely to receive agricultural extension services. The introduction of cash cropping can present problems for women's agricultural tasks. It may result in competition for labour and land that would otherwise be devoted to producing food.

Factors and Trends

Research indicates that decision making patterns about the use of productive resources varies greatly. Small farm households are not necessarily consensual or cohesive decision making units (as planners have generally assumed), but a complex interaction of needs, incentives, and interests of both male and female household members (Feldstein and Jiggins 1994: xi).

There tends to be little consultation with women on the development of new technology, and therefore it is generally the men's tasks which benefit from improved technology. Often a greater proportion of female income is devoted to the family's basic needs and daily survival. Cultural factors can mean that agricultural work done by women and girls has little or no recognised economic value, even though it may be crucial for household survival. In many cases, the active participation of women in the agricultural sector has not been taken into account in the development of agricultural policies and agrarian reforms (CIDA 1989: 9).

Environmental and demographic factors always need to be considered when planning and programming for agricultural development activities. For example, households headed solely by women may have very different needs from those where women and men are both active producers, and women-headed households are amongst the poorest in the world. Patterns of temporary, seasonal and permanent migration (amongst males and females of all ages) may also seriously affect the likelihood of project success.

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's policy relating to the design and implementation of agriculture projects are:

Goal:
- to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives:
- to improve women's access to economic resources (including access to capital, natural resources, credit and savings programs, and technical and professional skills)
- to promote women's participation and leadership in decision making at all levels
- to incorporate a gender perspective in Australia's aid activities

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Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do project objectives explicitly refer to women and men? • Does the project target women's agricultural production needs as well as men's? • Do project activities build on women's and men's knowledge and skills?
The Gender Division of Labour in Agriculture	• Have the roles and responsibilities of women and men in agriculture been identified? *(different crops/activities, through each phase of the production cycle, for each socio-economic or ethnic group targeted or affected by the project)* • Are women active in both the subsistence and cash crop sectors? • Has consideration been given to how women's and men's agricultural activities fit in with other productive, reproductive, community service and community management tasks? • Are project inputs suited to women's productive activities? *(eg. seed supply, vaccines)* • Do extension strategies take account of women's time and mobility constraints? • Has consideration been given to how women's and men's participation in the project will affect their other responsibilities? *(food and cash crop production, family health and nutrition, and community activities)* • Has consideration been given to how women's and men's other roles and responsibilities may constrain their participation in project activities? • Will the project increase the time spent by women or men on agriculture-related activities? • Will new technology introduced for men affect women's work schedules or their overall workloads? • Will new technology be introduced to assist women's agricultural roles?
Access and Control of Resources For Agricultural Production	• Do women have land tenure, or access to sufficient land area to participate in the project?

- Do women and men have equal access to credit, extension officers and information on agricultural technology introduced by the project? *(have constraints to participation been identified, and strategies proposed to address these)*

- Will female extension officers and/or female group leaders be involved in the project?

- Is training and technology suited to women's productive roles?

- Will women and men have equal opportunities to all types of training available through the project?

- If not, are the reasons for this clear and acceptable?

- Are trainers aware of women's and men's roles in agriculture?

- Will women's or men's traditional markets or trading activities be affected by project activities? *(eg. will women face more competition in their traditional crop markets)*

Access and Control of Benefits and Project Impacts	• Will the introduction of new techniques or production activities displace women from their current positions in the sector? • Will project activities benefit some women or men and disadvantage others? • Will the project strengthen or undermine current productive activities and access to resources of women or men? *(or certain groups of women and men)*
Social, Cultural, Religious, Economic, Political, Environmental and Demographic Factors and Trends	• Are there legal barriers to the participation of women in agriculture? *(such as property rights and credit regulations)* • What socio-cultural factors will inhibit women's participation and decision making in the project activities? • Do extension strategies take account of these socio-cultural constraints? *(eg. are separate extension activities needed for women)* • Have seasonal migration patterns been taken into account in project design?
Participation and Consultation Strategies	• Have constraints to men's and women's participation in each of the above areas been considered? • Has the project design devised strategies to overcome these constraints to women's and men's participation? • Will any separate programming be needed for women to ensure that they have equal opportunities to participate as beneficiaries and decision makers? *(eg. separate groups, activities or components)*
Women's Social Status and Role as Decision Makers	• What practical needs and strategic interests of women are addressed in the project?

	• Are both women and men seen as agents of change in the project design?
	• How will the project affect existing gender relations? *(eg how will participation by women in project activities affect men's and women's attitudes)*
Counterpart Agency Capacity	• Does the Recipient Government/counterpart agency have a national policy or other statements acknowledging/ promoting the roles of women in agriculture?
	• Does the counterpart agency have male and female extension agents, and do they undertake work of similar status and value?
	• Has a sex disaggregated employment profile of the counterpart agency been undertaken?
	• Has an affirmative action plan been developed to train, support and resource female staff?
	• How does the project plan to increase counterpart capacity for gender-sensitive planning and implementation?
Project Monitoring	• Are arrangements in place to monitor gender impacts? *(the different impacts of the project on women and men, and on the relations between them)*
	• Have targets been set for men's and women's participation and benefits?
	• Will all data collected be disaggregated by sex?
	• Will there be on-going consultation with women and men directly or indirectly affected by the project, or with women's groups?
	• Will gender differences in adoption rates for new technology be monitored?
Project Resources	• Are project resources adequate to deliver services and opportunities to women and men?
	• Is gender expertise being utilised throughout the project?

Gender Division of Labour

The profile of women and men within an economy tends to be different in terms of the position which they occupy and the activities which they undertake. For this reason, it should not be assumed that economic growth and development will automatically benefit men and women equally. The same point applies to the rich and poor of a society. Given that economic reports tend to be prescriptive, consideration must be given to the distribution of benefits of policy prescriptions. This is impossible without a sound sex disaggregated database, which also differentiates population groups according to other key factors such as regional location where relevant, socio-economic and ethnic groupings (Platform For Action 1995: paras 47, 150, 155). Any gaps in sex disaggregated or other social analysis data should be noted. It is important to know which statistics are being collected within countries, and where gaps exist. This can highlight future research and investigation needs.

Within most societies the majority of women are active as both consumers and producers. Women and girls undertake most unpaid work, through their household and community service roles, as well as through their extensive involvement in subsistence production and in the informal sector. For many poor women, the distinction made in economic reporting between paid/economic and domestic/unpaid work is artificial. Women's unpaid work is rarely quantified, although it contributes significantly to household and community welfare and economic advancement. This work is generally not included in national accounts. Such labour results in tangible food, goods and services which constitute basic needs of the household and community (Platform For Action 1995: para 156; UN 1995: 106-107). Caution should thus be exercised when drawing conclusions about the productivity of women and their economic participation from national accounts, particularly where a great deal of subsistence production is undertaken (UNDP 1995: 87-90).

Access and Control of Resources and Benefits

Women's and men's access to and use of resources for production also varies greatly, and needs to be well documented in economic reporting in order for a sound analysis of economic impacts to be undertaken (Platform For Action 1995: paras 51, 156). For example, the nature and degree of participation in the market economy is directly related to educational opportunities. A sex disaggregated education profile should address rates of participation and achievement throughout primary, secondary and post-secondary education and training, including access to overseas training and education opportunities. Human resource development policies and programs need to take gender differences into account. Differences in access to and control of other productive resources should also be documented where possible, including water sources, foreshores and sea products, land and forests. Non-statistical sources of data may be necessary. Some local women's organisations, researchers and analysts can be accurate sources of data about the impact of current economic trends on women's access to productive resources.

Much evidence over the last two decades shows that the burdens and benefits of poverty and wealth will not be distributed equally, regardless of gender and age (Platform For Action 1995: paras 47, 50, 58f). Access to the benefits of development and production, and control over household expenditure is a complex area for analysis (UNDP 1995: 129). Women and men often have control over separate sources of income, and different responsibilities for expenditure. However, women do not always have access to or control over the income generated from their labour. For example, women will often control income from subsistence cropping and marketing activities, but may not have access to any income from a range of cash crops even though their role in cash crop production may be both time-consuming and critical. Studies have shown that women are more likely to spend their own income on basic family needs (World Bank 1990: 37; UN 1995: 129). A sound analysis of the impacts of economic initiatives requires knowledge of the types of activities from which women will retain their own income. Not surprisingly, women have a greater incentive to participate in economic sectors and programs where they do control the income.

Although research in this area is still in its infancy, the impact of structural adjustment programs on women's access to resources and services can also be very different from that of men. These differences stem from women's and men's different economic and productive roles, and the different responsibilities that women have for household and community services and maintenance. Reductions in the public sector, with a consequent reduction in health or education services or the introduction of charges for key services may have profound negative impacts on women and children. Increases in the prices for basic goods also has a higher impact on women and the poor. Rural and urban differences should also be considered (Corner 1996: 14, 41-64).

Factors and Trends

The policy, institutional and legal context of development activities also has a significant effect on development and economic impacts. Women are greatly affected by their exclusion from decision making structures, which in turn affects their say over the distribution of a society's resources and their rights (Platform For Action 1995: para 150; UNDP 1995: 36-40). Detailing the degree to which women are organised and have a role within formal power structures, including its legal system, contributes to a profile of the status of women within the country.

Violence against women can be extremely detrimental to women's full economic participation. Levels of violence are a good indicator of women's social status, and incidence, legislation and service provision should be noted (UNDP 1995: 44-45). Demographic factors are also very important, and data should be disaggregated by sex wherever possible. Male and female migration can have profound effects on key areas of the economy. The incidence and trend towards female-headed households, and any geographical clustering of these, is essential information for measuring economic impacts, since these women and their children are generally amongst the poorest in a country. In some countries, overseas remittances also need to be taken into account in assessing the economic and social impacts of temporary, seasonal or permanent migration.

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's Gender and Development policy, as it relates to economic reporting, are:

Goal:
- to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives:
- to improve women's access to education and health care
- to improve women's access to economic resources (including access to land, forests, marine and other natural resources)
- to promote women's participation and leadership in decision making at all levels
- to promote the human rights of women and assist efforts to eliminate discrimination against women
- to incorporate a gender perspective in Australia's aid activities

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Best practice in development planning and economic reporting requires that gender perspectives be integrated throughout economic reports, rather than relegated to a separate section devoted to women or gender issues. This entails careful analysis and attention to both men and women's needs and interests.

Economic Reporting Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities or all economic reports.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of economic reports.*
- *The questions are also designed to assist AusAID officers and contractors to incorporate gender perspectives into economic planning and reporting activities.*

Key Areas of Concern	Guiding Questions
Recipient Government Policy Context	• Is there a national policy, plan of action, or aspects of the national development plan that specifically address the status or development of women? • Do any sectoral policy statements or plans address women's needs or interests? • What commitments did the Recipient Government make to follow up on the Beijing Platform for Action?
Recipient Government Institutional Context	• Is there a Ministry of Women's Affairs or other national machineries for women? • Are women's offices located in key planning and/or sectoral ministries or departments? • How well resourced are these national machineries, and what capacity do they have for economic analysis and reporting? • What other institutions and NGOs are dedicated to promoting gender equality, and what capacity do they have for economic analysis? • What mandate do these agencies have? • How can their institutional capacity for economic research and analysis be strengthened?
The Gender Division of Labour	• Has a sex disaggregated labour market profile been prepared? • Does this profile detail the major sectors where women and men are concentrated, and at what levels do men and women participate in the labour force? *(consider clusters of male and female participation as formal employees and as workers in the informal sector)* • How are these different sectors affected by economic trends such as tariff reductions or world price movements, and how are these trends likely to impact on men and women working in the sector? • Does the labour market profile identify concentrations of males and females in public and private sectors, including NGOs? *(identify levels of concentration, and occupational categories)* • How will public sector rationalisation, structural adjustment and privatisation initiatives affect men's and women's employment? *(in both formal and informal sectors)*

- What do wages statistics reveal about the position of women in the economy relative to men? *(indicate whether women/men are concentrated/under-represented in particular levels, and how this relates to educational attainment and gender stereotyping of occupations)*

- Does the economic report provide sex disaggregated data and analysis on subsistence production activities, and on what contribution subsistence production makes to the economy as a whole?

- How will men and women engaged in subsistence production be affected by economic trends, development policies and programs?

- Does the economic report provide sex disaggregated data and analysis on other informal sector activities, and on what contribution informal sector production makes to the economy as a whole?

- How will men and women in the informal sector be affected by economic trends, development policies and programs?

- Is there an understanding amongst women and men of the principles of equal employment opportunity and affirmative action?

Access and Control of Productive Resources for Economic Advancement • natural resources	• Has sex disaggregated data been collected about who has access to and control over key productive resources, including natural resources? *(eg. who has land use rights and tenure, forests, waterways, foreshores)* • How is women's and men's access to these resources affected by economic trends, policies and programs? *(also consider trends in environmental degradation, and how these will affect the economy as a whole and male and female participation in the economy)* • Are there legal impediments to women and men utilising these resources on an equal basis, and do legal provisions affect/impact on men and women differently in their use of these resources?

Access and Control of Productive Resources for Economic Advancement • credit, capital and training	• Has sex disaggregated data been collected about who has access to and control over key productive resources such as credit, capital, training and improved technologies? • Are these resources made available by government and international donors for sectors where both men and women are active? • Are there legal impediments to women and men utilising these resources on an equal basis?

Access and Control of Productive Resources for Economic Advancement • education	• Has sex disaggregated data been collected about educational participation rates, educational attainment and drop-out rates? *(consider all levels of education, including overseas education opportunities)*

- What trends and differences emerge between boys and girls at different educational levels and in different regions of the country?

- How are these differences related to human resource development problems and needs in different sectors of the economy?

- What factors constrain equal access and outcomes from education? *(consider how pressure on women's labour in different sectors of the economy or regions of the country may impact on girls' educational opportunities)*

Access and Control of Productive Resources for Economic Advancement • key organisations	• How does men's and women's membership of and participation in formal and informal national or local development organisations affect their access to productive resources and employment opportunities? *(consider banks, credit societies, NGOs with welfare, development or training programs, farmers co-operatives and similar sectoral level or professional organisations)* • Is women's participation restricted to women's groups and organisations only, or do they participate in mainstream development and local organisations? • How well are women represented in the leadership of mainstream organisations? • What is the degree of trade union organisation in sectors where women are concentrated, compared to overall levels of unionisation? *(consider also women's representation in leadership positions)*
Access and Control of Productive Resources for Economic Advancement • social policies and practices	• What policies and practices exist on childcare and parental leave? • Are provisions in place to support primary carers of children? *(consider flexible working practices such as flexible hours, part-time work, job sharing)* • Do current wage levels make it possible for women or men to take up flexible working practices? • What sectors of the economy are taking a lead in this area? *(public sector, private sector, NGOs)*
Access and Control of the Benefits of Economic Development • health • distribution of poverty	• Are all health statistics disaggregated by sex to allow an analysis of different trends and patterns of morbidity and mortality between males and females? • Do analyses of the distribution of economic vulnerability, poverty and wealth distinguish between male and female patterns of impoverishment? • Have demographic factors such as the incidence of female-headed households, regional differences, permanent and seasonal migration patterns and overseas remittances been taken into account in analyses of the distribution of poverty and disadvantaged groups?

Social, Cultural, Religious, Economic, and Demographic Factors and Trends	• What major social and cultural attitudes about gender roles and relations impinge on economic planning and performance?
	• Have demographic trends such as female and male seasonal or permanent migration, and the incidence of female-headed households been considered in economic policy making and planning?
	• What legal impediments exist to equal participation in economic activities for women and men? *(consider legal and traditional rights to land and property, access to credit, use of assets)*
Women's Social Status and Role as Decision Makers	• What are the most important practical needs and strategic interests of women in the economy?
	• Are women represented in the governing bodies of society, such as in parliament, senior levels of the bureaucracy or key national committees and task forces?
	• What is the gender composition of senior staff in key economic planning bodies?
	• Is women's participation in formal decision making structures confined to women's groups and networks, or are they also represented in mainstream bodies?
	• What is the incidence of violence against women and children?
	• How are the causes and effects of gender violence being addressed? *(legal reform, community education and crisis and counselling services)*
Monitoring Economic Impacts	• Are monitoring and data collection processes and indicators designed to monitor gender-based differences?
	• Are any NGOs or women's groups involved directly or indirectly in monitoring the impacts of economic policies and trends?
Gender Planning Resources	• Do Recipient Government agencies, local NGOs or women's groups have a capacity for gender analysis and gender planning?
	• How can this capacity be strengthened?

Gender Division of Labour

Many families cannot afford to educate girls because their labour is often needed in the home and in the fields. When household income is limited, the family may be unable to bear the indirect costs of sending to school girls who perform tasks that are essential to the household economy (UNICEF 1992: 21). The roles and responsibilities of girls in the household and in production can prevent their enrolment in school or severely limit their level of attendance. The time required to travel to and from school can keep girls away from domestic chores for longer periods, which further discourages attendance. Time, workload and mobility factors also prevent women from pursuing higher education, vocational and technical education opportunities.

Access and Control of Resources and Benefits

The majority of children without access to primary and secondary schooling are girls. The gender gap in education varies from one region to another (UN 1995: 91-92), reflecting both limited access and lower parental demand for female education. Although female adult literacy rates have improved in recent years, more than two-thirds of the world's illiterate adults are women. Limited access to safe transport and the costs of clothing, fees and school supplies can present significant barriers to women's and girls' participation in education and training. There is a tendency, when faced with limited resources, for families to accord higher priority to boys' education than for girls. Access to safe transport to and from school, especially if there is a significant distance to travel, can also affect attendance. Parental fears for the safety of girls and young women while away at school can also influence the level of attendance. Limited access to basic education and poor literacy prevent women from benefiting from other vocational education and skills training opportunities throughout their lives. Sexual harassment, inadequate physical facilities, inflexible timing of courses and lack of childcare services constrain girls' and women's educational opportunities at all levels.

Factors and Trends

Cultural, religious and social factors have a heavy influence on participation rates for girls in education. Frequently there is little recognition of the value of educating women. Moreover, there is often an emphasis placed on 'traditional' subjects for girls and women, and less encouragement to study subjects such as mathematics, science or business training. Gender bias in curricula at all educational levels reinforces stereotypes about the roles of girls and boys. Cultural and social factors such as early marriages, pregnancy and household responsibilities affect the likelihood that girls will remain in school. There is also concern in some societies that education may change women's attitudes and make them less desirable for marriage. When barriers to women's participation in the workforce exist, such as lower wage rates and limited opportunities for employment, families may anticipate lower monetary returns on their investments for girls' schooling.

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's Gender and Development policy relating to education planning and programming are:

Goal: to promote equal opportunities for women and men as participants and beneficiaries of development
Objectives: to promote women's access to education
- to improve women's access to economic resources (including access to programs which promote financial, technical and professional skills)
- to promote women's participation and leadership in decision making at all levels
- to incorporate a gender perspective in Australia's aid activities

AusAID's Education and Training Policy also highlights the importance of promoting equity in the distribution of education opportunities and in resource allocation, particularly for women and girls and rural communities.

Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do project objectives explicitly refer to males and females? • Has an assessment been made of the education and training needs of both males and females?
The Gender Division of Labour	• Are families in the target community reliant on girls' work in the household for income? • Are there time and distance constraints for girls and women to attend classes? • What other constraints prevent males and females from continuing their education? • Would flexible education schedules help females fit in their other tasks? *(consider time of day, duration and location of courses)*
Access and Control of Resources	• Has sex disaggregated data been collected on education levels? *(eg. literacy rates, participation and retention rates, levels of educational attainment)* • Do girls/women have access to safe transport? • How do recruitment, nomination and selection procedures constrain male and female access to education? *(eg. recognition of non-formal educational achievements, age of entry, pre-requisites)* • Have all the methods of education delivery been considered? *(eg. distance education classes may be more accessible for females)* • Are there financial costs for participation which may restrict females' attendance? *(such as fees, uniforms, shoes and class materials)* • Are scholarships or other incentives equally accessible to both males and females?
Access and Control of Benefits and Project Impacts	• Does the project design include strategies to address the major constraints to male and female participation and achievement in education? • Is information readily available to both males, females and families about educational opportunities? • Have assumptions been made in the project design about male and female preferences for "traditional" subjects? (gender "streaming")

	• Do vocational and technical education programs provide follow-up and support to course participants? (eg. counselling, credit support and assistance with job placement in non-traditional fields after course completion)
Social, Cultural, Religious and Economic Factors and Trends	• Has consideration been given to the cultural, religious and social attitudes towards the value of women's and girls' education, and what strategies the project can use to address attitudinal constraints? *(eg. segregated education, distance education, targeted community information promoting the benefits of female education, use of local role models and women's groups to advocate in favour of female education in non-traditional areas)* • Has consideration been given to supporting male and female role models to challenge gender stereotypes? *(eg. female teachers)* • Are education facilities culturally appropriate? *(eg. separate toilet facilities for girls and boys, safe study areas, campus security, secure living quarters)* • Is the project addressing gender stereotyping in curricula and education materials? • Are efforts being made by education institutions to address gender "streaming" *(sex stereotyping of education subjects and courses)*? *(eg. by providing training and support to careers guidance staff, and developing appropriate materials)*
Participation and Consultation strategies	• Are community groups of men and women involved in determining priorities for the project? • Are both men and women involved in project planning and implementation? • Have strategies been identified for increasing the skills and participation of female staff?
Women's Social Status and Role as Decision Makers	• What practical needs and strategic interests of women and girls are addressed in the project? • Do curricula reinforce or challenge gender-based stereotypes? • Are female education staff supported as decision makers?
Counterpart Agency Capacity	• Does the Recipient Government or counterpart agency have a national policy or other statements promoting the importance of girls' and women's' education? • Has a sex disaggregated employment profile of the counterpart agency been undertaken? • Has an affirmative action plan been developed to support and resource female staff? • How does the project plan to increase counterpart capacity to provide gender-sensitive education programs and materials?

Project Monitoring	• Will the drop-out and absenteeism rate for females and males be monitored? *(and the reasons for these)*
	• Will the selection of subjects to be studied by males and females be monitored?
	• Will educational attainment by males and females be monitored?
	• Have targets been set for male and female participation in the project, both staff and students?
	• Will there be on-going consultation with community groups, including women's groups?
Project Resources	• Are project resources adequate to deliver services and opportunities to males and females?
	• Is gender expertise being utilised throughout the project?

Gender Division of Labour

Both women and men are consumers, exploiters and managers of natural resources. Degradation of forests, watersheds, foreshores and agricultural land have a severe effect on women as they have a high degree of dependency on the natural environment to perform their daily household maintenance tasks. Women are usually the ones engaged in household subsistence activities, the collection of water, fodder, herbs for medicinal purposes and wood for fuel, construction, tools, baskets and other materials. Women are also generally involved in the management, maintenance and conservation of these resources for collective and community consumption, and often have a detailed knowledge of their local environment. Women who provide for subsistence needs have considerable expertise and knowledge of the state of the environment, and sustainable resource management strategies (Hunt 1997: 26, 71).

Access and Control of Resources and Benefits

Women's access to and use of natural resources is likely to differ from that of men's, as a result of the gender division of labour. The impact of natural resource development projects and environmental degradation on women and men will also differ. Women often have customary access to agricultural land for food and cash crop production, and to forests for foraging and fuel collection. However, women rarely have legal tenure. Any changes in land use patterns can seriously undermine women's customary and statutory rights as well as their access to resources necessary for household subsistence (Hunt 1997: 70). When declining soil fertility or cash crop production results in the clearing of new land, women's access to fertile land or forest resources may be constrained. Access to fuel sources and other important materials may become more difficult, resulting in a greater workload for women. Limited access to land, forest and water resources can leave women with little choice but to engage in harmful environmental practices. As environmental degradation increases, more labour is needed for basic subsistence production, fuel and water collection tasks. This has a detrimental effect on both girl's educational and women's economic opportunities. The poorest people are generally most seriously affected by environmental degradation, and the majority of the poorest people are women and their children. The impact of conservation projects on men and women may also differ. For example, forest conservation plans may conflict with women's need for fuel collection or income-generation, unless women are directly involved in project planning and management.

Women in urban environments also face significant environmental and resource depletion problems, particularly if they live in squatter settlements where land may be unfit for housing, or prone to flooding or industrial pollution. Lack of adequate water, sewage and garbage services affect the health of whole families, and make it very difficult for women to perform daily household maintenance tasks (Davidson 1993: 8-9).

Factors and Trends

Securing women's customary or new rights to land and resources, and allowing women to make decisions for the management of community resources bears strongly on cultural, religious, political, economic and social factors. Attitudes towards land tenure for women can also restrict women's opportunities to make decisions about the use of land and resources. Degradation of the environment can adversely affect women's socio-economic status by limiting their capacity to carry out traditional household subsistence roles, consequently straining household relations and the well-being of the whole family.

Demographic factors need to be taken into account in natural resource development and conservation programs. While both women and men may migrate seasonally or permanently, in some regions women are the most stable members of the community, responsible for sustainable natural resource management while men pursue work in distant locations.

Generally, there has been little recognition of women's knowledge and roles in environmental management, and under-representation at the government level. Despite international acknowledgment of the need to involve both women and men in environmental management, women remain largely absent at all levels of policy formulation and decision making in natural resource and environmental management, conservation and rehabilitation programs. Women are rarely trained as professional natural resource managers. However, there has been a rapid increase in the number and visibility of women's NGOs working on these issues, and women have often taken a lead in promoting sound environmental practices (Platform For Action 1995: para 250).

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's policy as it relates to environmental planning and management are:

Goal:
- to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives:
- to improve women's access to economic resources (including access to land, forests, marine and other natural resources)
- to promote women's participation and leadership in decision making at all levels
- to incorporate a gender perspective in Australia's aid activities

Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do project objectives explicitly refer to men and women? • Does the project acknowledge and build upon women's and men's knowledge and skills in resource management? • Does the project acknowledge that women and men may have different needs and priorities for environmental management, resource use and conservation? • Have target groups and others directly or indirectly affected by the project identified their own environmental needs, concerns and priorities?
The Gender Division of Labour	• Has sex disaggregated data been collected for each phase of the production cycle? *(eg. the role of women in use and management of resources)* • Who is responsible for gathering forest products and water and for commercial and subsistence fishing? • How dependent are women and men on the resources which have been targeted by the project for conservation or sustainable management? *(eg. for energy, food, fodder, housing, water, medicinal purposes)* • Will women's traditional knowledge and practices be integrated into environmental management practices initiated by the project?
Access and Control of Resources	• Has sex disaggregated data been collected about who has access to key natural resources targeted by the project? *(eg. who has land use rights and tenure)* • Will women and men have adequate and equal access to information about proposed land use changes, resettlement options and compensation? • Will women or men have reduced access to resources to carry out their work roles and responsibilities? • Do women and men have different perceptions about natural resource uses and how they should be conserved and managed?
Access and Control of the Benefits and Project Impacts	• Will there be adverse effects on women's or men's capacity to continue to provide for basic daily needs or to earn income from natural resources?

- Will the introduction of new environmental practices displace women or men from their current positions in the sector?

- Will projects such as land reform undermine women's access to land for food or cash crops?

- Has the impact of new technology been discussed with women? *(eg. designs for improved stoves)*

- Will women's or men's workload increase as a result of project involvement?

- Will groups of either women or men be disadvantaged?

- If so, are the reasons for this clear and acceptable, and what remedial measures can be taken?

- Will men and women have equal access to benefits? *(eg. do women and men have equal access to all tree species in community forestry projects, or are women proscribed from gaining income from more lucrative products such as timber trees)*

Social, Cultural, Religious, Economic, and Demographic Factors and Trends	• Are women legally and/or traditionally recognised as managers of natural resources? • Have demographic trends such as female and male seasonal or permanent migration been considered in project planning? • Are there women's groups or other NGOs active in environmental education or conservation in the target area?
Participation and Consultation Strategies	• Have the constraints to women's and men's participation in project activities in each of the above areas been identified? • Have strategies been identified to overcome these constraints? • Will women and men have equal access to project planning and decision making? • Will any separate activities be needed for women to ensure that they participate, and that they are not disadvantaged by the project? • Are women trained and supported to engage in research and documentation on environmental issues, and to set priorities for environmental research? • Are project communication channels equally accessible to both women and men?
Women's Social Status and Role as Decision Makers	• Will women be consulted and involved in decision making about changes to natural resource use and management? • Will legal reforms advance women's status? *(eg. land reform)* • What opportunities are there for the project to support women as resource managers, and to take collective action to solve environmental problems?

	• What practical needs and strategic interests of women are addressed in the project?
Counterpart Agency Capacity	• Does the Recipient Government or counterpart agency have a national policy or other statements promoting the importance of girls and women in natural resource management and environmental conservation?
	• Has a sex disaggregated employment profile of the counterpart agency been undertaken?
	• Has an affirmative action plan been developed to support and resource female staff?
	• How does the project plan to increase counterpart capacity for gender-sensitive environmental planning and implementation?
Project Monitoring	• Have targets been set for men's and women's participation and benefits?
	• Have gender-sensitive indicators been identified?
	• Will all data collected be disaggregated by sex?
	• Will there be on-going consultation with community groups, including women's groups, directly or indirectly affected by the project?
Project Resources	• Are project resources adequate to ensure that both men and women participate in and benefit from the project?
	• Is gender expertise available throughout the project?

Gender Division of Labour

Women play a significant role in the health sector, both in their role in reproduction and their role in household and community services. With the exception of sexually transmitted diseases, the health risks associated with reproduction impact solely on women and children. Infant and maternal mortality rates are a major concern in many countries. The reproductive role of women is important in determining their health standards. However the health needs of women lie beyond their reproductive role, and can include illnesses related to malnutrition, occupational health hazards, overwork, tiredness, family breakdown and violence. At the household and community level women are often the main providers of health care. They provide food to household members, are primary caretakers of children, are responsible for water collection, sanitation and the provision of health care services to other community members, in particular the elderly. As health care providers, women play an active role in addressing the health needs of the family and the community.

Access and Control of Resources and Benefits

Women's use of and capacity to benefit from health care services depends on several factors:

- timing - attendance is limited by their daily and seasonal schedule of activities;
- location - women may not have the time nor money to travel to health care facilities which are far away, as well as the consideration of their safety in travelling long distances;
- privacy - the facility may not be adequately private and confidential;
- communication - medical advice may not be appropriate to women's educational level and women may prefer female staff; and
- status - women's and girls' status in the family may mean that their health care takes lower priority.

Factors and Trends

In most countries women live longer than men, for reasons not well understood, but in Africa the difference is small and in southern Asia women's and men's life expectancies are still about equal. There are different causes of death for women and men, different patterns of mortality and morbidity, and different needs and uses of health services. Women and men differ in the ways they are exposed to disease and how they are treated for it. These differences stem from socio-economic and cultural factors that also determine nutrition, lifestyles and access to health services, and they have led to a gap in preventative and curative services for diseases biologically tied to women's health (UN 1995: 71). Social, cultural and religious practices and economic factors have a direct impact on women's health. Both male and female attitudes and behaviour are crucial in tackling the causes and the symptoms of women's problems in health. Factors such as women's economic and social status, their standard of living, working conditions and education all play a role in determining women's and girls' health levels. For example, it has been found that there is a link between women's level of education and rates of fecundity, household health, and maternal mortality.

Inadequate nutrition, anaemia and early pregnancies threaten the health and lives of young girls and adolescents. Greater international attention is now being given to the girl child's needs for health and nutrition from infancy to adulthood. Another important international trend is the increasing tendency to frame women and girls' health needs in a human rights framework. This applies to reproductive health and the right to exercise choice, as well as to aspects of the subordination of women that have a direct impact on health, such as female genital mutilation, early marriage, violence against women and sexual exploitation (UN 1995: 65).

The number of women contracting HIV is growing faster than the number of men. Women are more susceptible to infection than men, particularly in the presence of other STDs (sexually transmitted diseases) which are frequently asymptomatic in women. In 1996 UNAIDS reported that the majority of newly infected HIV adults were under 25 years of age, with females outnumbering males by a ratio of two to one (AusAID 1997). Young women appear to be more vulnerable due to: the fragility of the mucosal lining in the vaginal tract; the higher concentration of HIV in semen than vaginal fluid, and the risk of infection from blood transfusions during pregnancy and childbirth. Specific prevention measures for women are still inadequate, since condom use and monogamy require co-operation and compliance from both partners (UN 1995: 74). Adequate protection for women depends on interpersonal power relations. While the HIV/AIDS epidemic has devastating social, economic and psychological consequences for men and women alike, it has different impacts on women and men because of their different social status. Women's illness and death will also have different effects on their families and communities because of their particular roles and responsibilities (AIDAB 1992: 24).

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's policy relating to the health sector are:

Goal: • to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives: • to improve women's access to health care, by supporting basic health care services, particularly maternal and child health, primary health care and disease control
   • to improve women's access to economic resources
   • to promote women's participation and leadership in decision making at all levels
   • to promote the human rights of women and assist efforts to eliminate discrimination against women
   • to incorporate a gender perspective in Australia's aid activities

AusAID's compulsory Population Checklist focuses on the importance of an integrated approach to reproductive health issues by taking into account social, cultural and economic issues and particularly the role and status of women. It also highlights the human rights of individuals to exercise free and informed choice.

AusAID's approach to addressing HIV/AIDS emphasises the importance of improving the status of women in strategies for the prevention, care, management and control of the infection (AusAID 1997).

Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of health and population activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and the Target Group	• Do project objectives explicitly refer to women's and/or men's health? • Does the project explicitly refer to the different health needs of males and females? *(whose health needs will be addressed)* • Does the project acknowledge and build upon women's traditional knowledge and existing health skills? • Have target groups identified their own health needs? • Will women's health needs be targeted beyond those directly related to motherhood?
The Gender Division of Labour in Health Care	• Has sex disaggregated data been collected on the health standards of males and females? • Has sex disaggregated data been collected on the numbers and training levels of male and female health workers? • Has sex disaggregated data been collected on preferences for male or female health workers? • Has consideration been given to how women might be supported in their role of providing health care to the household and the community? • Is the project compatible with women's traditional approaches to curative and preventative health care?
Access and Control of Resources and Decision Making	• Has sex disaggregated data been collected on the use of existing formal and informal/traditional health services, and access to medicines? • Has sex disaggregated data been collected on decision making patterns for family health needs, particularly for reproductive health? • Who is responsible for expenditure on health care within the family? • Do women decide on matters regarding their own health, both traditionally and legally? • Has consideration been given to who will have access to health education and treatment services provided by the project?

- Are health workers able to undertake effective health education and prevention work? *(eg. by providing easily understood instructions on health care and treatment)*

- Will the project involve training to increase women's knowledge and self-awareness about health care?

- Will health education and training be suited to women's educational levels?

- Will female health workers be trained, resourced and supported to carry out health education and training?

Access and Control of the Benefits and Project Impacts	• Will the project have any adverse impacts on traditional female health providers? • Will the project benefit women and men equally? • If not, are the reasons for this clear and acceptable?
Social, Cultural, Religious, Economic and Political Factors and Trends	• Is it socially acceptable for women to attend a health facility? • Has attention been given to any cultural and religious practices which adversely affect women's, girls', boys' or men's health? • For projects which attempt to eliminate such practices, are there strategies to address any resistant attitudes of women and men? • Are there female health workers who women can consult? • Is the health care service adequately private and confidential?
Participation and Consultation Strategies	• Have constraints to women's and men's participation in project activities been identified? (both as health consumers and providers) • Have strategies been identified to overcome these constraints? • Have women, women's groups and female health workers been involved in project planning and design? • Are separate training, health education, health facilities or services needed to ensure that women and girls have their health needs met?
Women's Social Status and Role as Decision Makers	• Will there be adverse consequences for women who make decisions about their own health and family planning needs as a result of the project? • Will men be included in health education activities for women *(in particular reproductive health)*, either through integrated classes or separate classes for men? • Will the project encourage health care institutions to include more female primary health care workers? • How will women's practical needs and strategic interests be addressed through the project?

Counterpart Agency Capacity	• Does the Recipient Government or counterpart agency have a national policy or other statements promoting the importance of girls' and women's health?
	• Has a sex disaggregated employment profile of the counterpart agency been undertaken?
	• Has an affirmative action plan been developed to support and resource female staff?
	• How does the project plan to increase counterpart capacity for gender- sensitive health information, services and training?
Project Monitoring	• Have targets been set for men's and women's participation and benefits?
	• Have gender-sensitive indicators been identified?
	• Will all data collected be disaggregated by sex?
	• Will there be on-going consultation with community groups, including women's groups, targeted or affected by the project?
Project Resources	• Are project resources adequate to ensure that both men and women participate in and benefit from the project?
	• Is gender expertise available throughout the project?

Gender Division of Labour

Refugee and other emergency situations are generally characterised by displacement, persecution, violence and deaths. Social and economic roles and responsibilities and social organisation often break down as a result. During times of armed conflict and the collapse of communities, the roles of women remain crucial. Alongside men, they work to preserve or re-establish social order.

Women, adolescent girls and children constitute 80% of the world's refugees and displaced persons (Platform For Action 1995: para 136). Women continue to care for their children, the elderly and injured combatants despite the chaos of disaster or flight, and the social disruption which follows. The displaced family depends heavily on the ability of women to adapt, to continue to be able to cook, clean, fetch water and care for children even though resources are scarce and the needs are much greater (Bonnerjea: 10).

UNHCR's policy and guidelines and the Beijing Platform for Action all highlight the importance of recognising women's multiple roles in any humanitarian assistance program, particularly their economic roles of income-earners and food producers, as well as their household maintenance, religious, political and cultural activities. These documents also acknowledge that planners from government, non-government and multilateral agencies alike still frequently overlook women's needs and roles, and the changes in their roles created by their displaced situations (UNHCR 1990: 5; UNHCR 1991: 10; Platform For Action 1995: para 147a).

Access and Control of Resources and Benefits

It is often assumed that a man is the head of the household even though two-thirds of refugee/displaced households are headed by women (Bhatt 1995: 4). Where registration of refugees and displaced people is made in the name of the male head of household, this results in an exclusion of women from project administration, from control over the distribution of basic goods and services, from literacy, small enterprise and other training opportunities, and from access to credit, extension or employment services. As communities are re-built measures need to be taken to ensure women are fully included and will equally benefit from food, water, health and shelter provided. Women also need to be resourced for reintegration and resettlement and a return to normal life.

Lack of separate registration of women in emergency situations makes them particularly vulnerable to sexual exploitation in order to receive basic goods and services. In refugee and displaced persons camps, camp layout, facilities and administration need to be designed with women and children's security needs in mind, to reduce women's vulnerability to harassment and attack from others in the camp or with access to it. Travel to latrines, food distribution sites, washing areas and fuel collection sites needs to be safe for women. Lack of separate registration for women also means that they may be disadvantaged when refugee status is determined and when assessments are made regarding repatriation or resettlement. If men abandon their families, or are forced to leave because of enlistment by insurgents or because of other forms of persecution, women and children may be left without legal standing and without any assistance (UNHCR 1991: 38 - 40).

Factors and Trends

All refugees need protection from forced repatriation, military attacks and prolonged detention. While entire communities suffer the effects of armed conflict or natural disasters, women and girls are particularly affected because of their status in society. The impact of violence against women and violation of human rights can be experienced by women of all ages. Women who have suffered from natural disasters or armed conflicts in most cases display strength, endurance and resourcefulness. Humanitarian relief, rehabilitation and resettlement programs need to ensure that women are fully involved in the planning, design, implementation, monitoring and evaluation of all short-term and long-term assistance provided (Platform For Action 1995: para 147a).

Implementing Australia's Gender and Development Policy

AusAID supports a range of programs to mitigate the effects of humanitarian crises, including strengthening institutional capacity for disaster preparedness, assistance for programs for refugees and internally displaced people, and assistance for programs which support the repatriation and reintegration of returnees. The goal and objectives of AusAID's Gender and Development policy are relevant to each of the above areas of assistance:

Goal:
- to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives:
- to promote women's access to education and health care
- to improve women's access to economic resources (including access to programs which improve the financial, technical and professional skills of women)
- to promote women's participation and leadership in decision-making at all levels
- to promote the human rights of women and assist efforts to eliminate discrimination against women (by providing training and information, supporting initiatives to address gender violence, and providing the basic needs of women in crisis situations)
- to incorporate a gender perspective in Australia's aid activities

Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all humanitarian assistance activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of humanitarian assistance activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into humanitarian assistance activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do project objectives explicitly refer to the immediate and longer-term assistance needs of both women and men? • What is the demographic composition of the refugee population? • Do project objectives take account of the changes in the population profile? *(eg. the change in population profile from the death of men and boys in conflict)* • Do project activities take into account the resources and potential of both women and men?
Gender Division of Labour	• Have women's productive, reproductive and community service and management/political roles prior to the crisis/displacement been considered? • Do women's traditional roles still apply? • Have changes in women's roles and workload been considered? *(eg. women may have an extra burden as a result of becoming a single head of the household.)*
Access and Control of Resources and Benefits • Resources and benefits in general	• Who will have access and control of the goods and services distributed? • Is control and access of the goods and services consistent with the gender division of labour prior to the crisis/displacement? *(eg. if inputs are provided for agricultural rehabilitation, are both men and women targeted according to their agricultural activities and needs)* • Does the project design identify appropriate measures to ensure that women and girls have equal access to all goods and services? *(eg, are women directly involved in the distribution of these goods and services)*
Access and Control of Resources and Benefits: • Water Supply	• Is the water site accessible to women? • Do the distribution mechanisms and maintenance of water ensure access by women? • Do women have access to resources for collecting/carrying water, and do these meet women's needs? • Do women have access and control over containers and storage facilities?

	• Are the washing and bathing facilities accessible to women, and do they meet their needs for privacy?
Access and Control of Resources and Benefits: • Food Distribution	• Does the distribution of food allow access and control by women? *(are women directly involved in distributing food)* • Does the food supplied meet the family's nutritional needs? *(if not, equal distribution within the family cannot be assumed)* • Does food distribution offer specific protection problems for women? *(eg can women be put in the situation of having to offer sexual favours in exchange for food)*
Access and Control of Resources and Benefits: • Provision of Shelter	• Does the siting and design of the shelter fit in with women's needs and those of her family? • Is there sufficient space, privacy and security for the family? • Is the shelter secure for women? • Does the shelter provide the necessary privacy according to social and cultural norms? • Does the shelter allow for safe access for women to bathing, washing and sanitation facilities?
Access and Control of Resources and Benefits: • Health Care	• Do women have equal access to health services? • Are the health services responsive to women's needs? • Are women health workers involved so that women can consult directly about health needs? • Are medical support and counselling services provided for victims of violence, rape and other trauma? • Have refugee women been consulted in designing health programmes?
Access and Control of Resources and Benefits: • Longer-term rehabilitation	• Are both women and men to be provided with skills-training, income-generation and vocational and technical training programs? • Are women and men to be provided with information regarding their rights? • Do women and men have equal access to information and opportunities for participation in rehabilitation programs? *(resettlement, repatriation, reintegration)* • Are women and men to be provided with counselling and rehabilitation services for victims of gender violence and other trauma? • Will equal access to education materials and schooling be provided to boys and girls?

	• Will measures be taken to ensure equal access for women and men to refugee determination procedures?
	• Will any new skills acquired by women while they are displaced be applicable when they return to their home land or are resettled?
Social, Cultural, Religious, Economic, Demographic, Political Factors and Trends	• Has consideration been given to how social, cultural, religious, and economic factors influence gender relations in humanitarian relief and longer-term rehabilitation activities?
	• Have these factors been taken into account in the design of project activities?
	• Will the distribution of project benefits affect gender relations?
	• How are women and men received by the country of asylum?
	• Are there any local customs in the country of asylum regarding the role of women that may affect the safety or legal status of refugee women?
Participation and Consultation Strategies	• Are women involved in the planning, implementation and monitoring of assistance services and protection measures? *(for both short-term emergency and longer-term rehabilitation or resettlement programs)*
	• Have appropriate strategies been identified to ensure that both men and women participate in and benefit from humanitarian assistance?
Women's Social Status and Role as Decision Makers	• Have steps been taken to involve women in conflict resolution training and negotiation processes?
	• Have effective steps been taken to protect women from violence and human rights abuses and to investigate allegations of abuse?
	• Are there strategies in place to raise public awareness of the contribution made by refugee women to their countries of resettlement?
	• Will human rights and leadership training be provided to women?
Counterpart Agency Capacity	• Does the counterpart agency recognise the importance of considering and providing for women's needs and human rights in short-term humanitarian assistance and long-term rehabilitation programs ?
	• Are there male and female staff assigned to program delivery and monitoring?
	• Has human rights and gender awareness training been provided to key staff, including training on addressing gender violence?
Project Monitoring	• Are monitoring mechanisms in place to ensure that sex disaggregated data is collected on who receives all goods, services and training opportunities provided in the project?

- Are there plans to establish participatory monitoring procedures which involve both women and men?

- Will human rights violations be monitored and dealt with seriously and appropriately?

| Project Resources | • Are project resources sufficient to monitor the distribution of benefits and impacts? |
| | • Have project resources been devoted to counterpart training where necessary? |

Human Rights Framework

There is now international recognition that human rights is a pre-condition for successful, equitable and sustainable development activities. According to international human rights agreements defining civil, political, economic, social and cultural rights, all people have equal rights to food, shelter, property, reproductive choice, social security, health care, work, political and religious freedom of expression, access to education, and the civil rights to life, freedom from torture, cruel, inhuman and degrading treatment and punishment. The Declaration on the Right to Development, adopted by the UN General Assembly in December 1986, also features the right to "free, active and meaningful participation" (UNGA 1986: article 2[3]).

In all societies women do not enjoy these rights to their full extent. This is due to gender inequality, direct and indirect discrimination, and coercion or violence which prescribe what and how women and girls may live their lives, and which impacts on each of the key areas of concern addressed below. While both women and men suffer from specific human rights abuses, much of their experience of human rights is gendered. That is, the ways in which women are abused and experience torture, imprisonment, slavery, displacement, discrimination and other violations are often specifically shaped by the fact of being female (Bunch 1995: 452).

In addition to the major international human rights instruments, two instruments specifically concern women: the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Declaration on the Elimination of Violence Against Women. Despite these and other achievements, many critics have demonstrated that mainstream human rights organisations and instruments have long been insensitive to the rights of women (Hunt 1996: 93).

The explicit linking of gender concepts with development and human rights has been an evolving process, and the advancement of human rights is increasingly seen as an overarching framework for development cooperation. Within an aid program, human rights objectives may be approached through support for specific human rights projects and programs, such as institutional strengthening of human rights organisations (government and non-government) on a national or regional level, human rights training initiatives, or support for programs which address the causes and problems of violence against women. However, human rights considerations are fundamentally cross-sectoral in nature, since they go to the heart of equitable growth and development (who benefits from development projects, who is disadvantaged and how), authentic participation and consultation (in the planning and implementation of development projects), and poverty alleviation (and the priority accorded to this in sectoral and country programming). These areas are integral to the right to development, as well as to civil and political rights (especially participation) and economic, social and cultural rights.

Gender Division of Labour

Structural inequalities in production, distribution and consumption are integral to the low status of women, and are directly related to their human rights. Applying a gender perspective to the allocation of development resources requires in the first instance that planners take traditional and existing patterns in the division labour into account, to ensure that neither women's nor men's survival strategies are undermined. Advancing gender equality and human rights requires far more than this. An allocation of project inputs based only on the existing division of labour and access to resources will be unlikely in most cases to transform the status quo and promote significant improvements in the status of women, improvements which are essential for the attainment of their economic, social and cultural rights (Hunt 1996: 95). Cultural and religious beliefs are often cited as one of the most intransigent obstacles to implementing gender-sensitive programs promoting gender equality. Women and men themselves must determine their strategic needs in this area, and strategies to address such constraints must be devised and tested with great caution. Nevertheless, a human rights approach is a direct challenge to fundamentalist or narrow definitions of women's rightful place in the world of work and labour, which seek social cohesion at women's expense by proscribing them to marginal economic and domestic roles.

Access and Control of Resources and Benefits

For millions of women around the world, land ownership and access to credit are keys to survival, yet rarely their right (CIDA 1993: 3). The inequitable distribution of productive resources, and the high proportion of women amongst the world's poorest people, all infringe on women's human rights. This applies to the range of resources and benefits where women experience discrimination, including access to education and training, access to new

technology, political representation, gender stereotyping in employment opportunities, and ownership of assets. Providing authentic opportunities for consultation and participation in program design and implementation, so that women can play a part in determining development objectives and strategies, is an essential aspect of civil and political as well as economic rights. Often, women will need to be resourced to participate effectively, and development agencies have a responsibility to ensure that resources dedicated to women's advancement remain within their control.

Factors and Trends

Meeting women's practical gender needs and strategic interests in development projects will advance their human rights. According to CIDA, reforms in rights and freedoms are needed at a number of levels. Internationally, this requires adherence to CEDAW and the recognition that women's "problems" and issues are generally human rights matters. At national level, legal equality is a critical issue, as is the importance of increasing government and bureaucratic accountability to women. At the societal level, transformation of values and attitudes harmful to women remains a great human rights challenge (CIDA 1993: 5).

Implementing Australia's Gender and Development Policy

All objectives of AusAID's policy are directly related to advancing the human rights of women:

Goal:
- to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives:
- to improve women's access to education and health care
- to improve women's access to economic resources
- to promote women's participation and leadership in decision making at all levels
- to promote the human rights of women and assist efforts to eliminate discrimination against women
- to incorporate a gender perspective in Australia's aid activities

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Human Rights Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*
- *The questions are relevant both to specific human rights activities, and cross-sectoral human rights issues in other sectors.*

Key Areas of Concern	Guiding Questions
Recipient Government (RG) Policy Context *(primarily relating to specific human rights activities)*	• Does the RG have a policy, plan of action, or statement to improve and promote human rights, including the rights of women? • What commitments did the Recipient Government make to follow up on the Beijing Platform for Action? • Has the RG ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)? *(are monitoring and reporting mechanisms in place)* • Have laws, policies and procedures been reviewed to ensure compliance with CEDAW?
Recipient Government Institutional Context *(primarily relating to specific human rights activities)*	• What independent national institutions exist for the protection and promotion of human rights? • Are these agencies sensitive to the rights and needs of women, and active in the promotion of women's human rights? • What other NGOs, including women's groups are dedicated to promoting gender equality within a human rights framework? • What mandate do these agencies have? • How can their institutional capacity be strengthened? • Are any agencies dedicated to investigations of violations of the human rights of women perpetrated by public officials? • Do the management and staff of institutions which impact on the rights of women have an appreciation of the need to honour these rights? *(eg. law enforcement, health and education authorities)*
Project Objectives and Target Group *(relating both to specific human rights activities and human rights as a cross-sectoral issue)*	• Do project objectives explicitly refer to men and women? • Are human rights objectives explicit, and is it clear how they will be achieved? *(which rights will be advanced by the project)* • Does the project acknowledge that women and men may have different priorities regarding the advancement of human rights? • Have target groups and others directly or indirectly affected by the project identified their own needs, concerns and priorities?

	• Do all projects comply with human rights instruments, including CEDAW?
The Gender Division of Labour *(relating to human rights as a cross-sectoral issue)*	• Is sex disaggregated data available? • How does the project seek to advance women's status and human rights in this area, such as equal pay for equal work, or the right to equal employment opportunities? *(which rights will be advanced by the project)*
Access and Control of Resources and Benefits *(relating to human rights as a cross-sectoral issue)*	• Is sex disaggregated data available on access to productive resources? • How does the project seek to advance women's status and human rights by increasing equitable access to resources? • Will there be adverse effects on women's or men's capacity to continue to provide for basic daily needs or to earn income as a result of any projects supported? *(which rights will be infringed as a result of project inputs or activities)* • How will this be alleviated, and what remedial steps can be taken to protect their rights? • Will men and women have equal access to benefits? • Are the poorest men and women targeted for assistance?
Social, Cultural, Religious, Economic, and Demographic Factors and Trends *(primarily relating to specific human rights activities)* • legal reforms *(primarily relating to specific human rights activities)* • administrative procedures *(relating both to specific human rights activities and human rights as a cross-sectoral issue)*	• How does the project plan to address attitudinal barriers to the advancement of women's rights? *(eg attitudes to direct and indirect discrimination)* • What actions will be taken to support initiatives of women working to address the causes and effects of gender violence? • Will legal literacy or gender-sensitive human rights education/ training be undertaken to raise awareness of human rights? *(community awareness raising, in NGOs, government agencies, schools, women's groups)* • How can the project support legal reforms for the advancement of women? *(key areas include laws on violence against women, criminal law, citizenship, family law, property and land tenure laws, inheritance)* • Do any laws currently discriminate on the basis of sex? • How is gender bias evident in the administration of justice? • Is sex disaggregated data available on the number of women in legal and related work? *(judges, magistrates, advocates, lawyers, police officers, prison officers)* • How can female participation in these areas be increased? • Is legal aid available for women seeking legal action on human rights violations? *(including for domestic violence)*

- How can the project support administrative reforms for the advancement of women? *(eg. to ensure equal access to services)*

- Do any administrative procedures currently discriminate on the basis of sex? *(eg. by targeting services to male household heads only)*

- Is assistance available for women seeking legal action on human rights violations due to government administrative practices? *(eg. legal aid, ombudsman or advocacy services from NGOs)*

Participation and Consultation Strategies *(relating both to specific human rights activities and human rights as a cross-sectoral issue)*	• Has adequate time been devoted to consultation with women and men during project preparation to ensure that the project meets their needs and priorities?
	• Have the constraints to women's and men's participation in project activities been identified?
	• Have strategies been identified to overcome these constraints?
	• Will women and men have equal access to project planning and decision making?
	• Will any separate activities be needed for women to ensure that they participate, and that they are not disadvantaged by the project? *(including resourcing women to be able to participate effectively through training, providing transport)*
	• Are project communication channels equally accessible to both women and men?
	• Is there any flexibility in project design to respond to needs and priorities identified by women and men?
Women's Social Status and Role as Decision Makers *(relating both to specific human rights activities and human rights as a cross-sectoral issue)*	• How will women be consulted and involved in decision making?
	• Will legal reforms advance women's status?
	• What practical needs and strategic interests of women are addressed in the project?
	• Which rights will be advanced by the project?
Counterpart Agency Capacity *(relating both to specific human rights activities and human rights as a cross-sectoral issue)*	• Have human rights implications of the project been made explicit to the counterpart?
	• Has a sex disaggregated employment profile of the counterpart agency been undertaken?
	• Has an affirmative action plan been developed to support and resource female staff?
	• How does the project plan to increase counterpart capacity for gender-sensitive planning and implementation?
(primarily relating to specific human rights activities)	• Will human rights training be undertaken with counterpart staff? *(can local trainers be resourced to undertake training and further build capacity)*

Project Monitoring *(relating both to specific human rights activities and human rights as a cross-sectoral issue)*	• Have targets been set for men's and women's participation in the project? • Have gender-sensitive indicators been identified? • Have human rights outcomes and indicators been identified? • Will all data collected be disaggregated by sex? • Will female and male beneficiaries and participants in the project be directly involved in monitoring human rights outcomes? *(will they need training or other resources to assist with this)* • Will there be on-going consultation with community groups, including women's groups?
Project Resources *(relating both to specific human rights activities and human rights as a cross-sectoral issue)*	• Are project resources adequate to ensure that both men and women participate in and benefit from the project, and that human rights outcomes are monitored? • Is gender expertise available throughout the project?

Gender Division of Labour

Often it is assumed that women will automatically benefit from new infrastructure, without acknowledging that it has a significant social impact. Both men and women tend to be considered mainly as beneficiaries of infrastructure projects, rather than as active participants, or as specific groups whose daily and seasonal tasks can be substantially affected. For example, a transport project will usually impact on women as transporters of products for household use and as small traders. Improved transport facilities may also impact on women and men by promoting or encouraging changes to agricultural production, such as a shift to cash crop production. If infrastructure is not designed in view of the range of needs of its different users, the impact on women and their workload can be immense. For example, in irrigation projects, competing household uses for water for cropping, livestock and cooking/washing should be addressed as well as arrangements for collecting and carrying water. The design and location of water systems may fulfil multiple purposes if these different uses are taken into account (Hunt 1997: 71).

Access and Control of Resources and Benefits

Access to information and employment opportunities in an infrastructure project can be limited for women. Women are employed as construction labourers in a number of regions and both women and men may need to migrate to construction sites. Construction camps are frequently poorly serviced and unsafe for children, and construction sites may give little attention to occupational health and safety. As potential beneficiaries of infrastructure projects, constraints affecting women can include: lack of credit and other collateral, such as money for a fare or a bicycle; the location of a facility such as a water pump; and the gender composition of project management groups, such as water user groups or community-based advisory committees. New infrastructure may adversely affect the existing access of women to land for agricultural production, housing, fuel and wood collection among other things. Transport studies undertaken by other donors have shown that women tend to use cheaper forms of public transport. Males and females of all ages use roads as pedestrians. Renters and street vendors tend to be most seriously disadvantaged by transport construction, since they generally receive no compensation from land expropriation or disruption to business sites, and have little access to credit to assist with relocation.

Factors and Trends

Professional representation of women in technical, supervisory and managerial positions in construction and infrastructure development tends to be limited. This can often be attributed to social and cultural attitudes towards women's participation in technical and engineering fields. There is also a tendency for women to experience discrimination regarding education and training in technical areas due to gender stereotyping. In some cases, developing country counterpart agencies may have a higher proportion of women involved in these fields than Australian companies. Employment in field work may depend on whether facilities are socially acceptable for women and address their needs (eg. separate dormitories for field workers). Large-scale infrastructure projects can result in environmental degradation, the effects of which tend to fall most heavily on poor women and children.

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's Gender and Development policy relating to infrastructure are:

Goal:
- to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives:
- to improve women's access to education and health care
- to improve women's access to economic resources
- to promote women's participation and leadership in decision making at all levels
- to assist efforts to eliminate discrimination against women
- to incorporate a gender perspective in Australia's aid activities

Preparation and Identification Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of infrastructure development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into infrastructure activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do objectives explicitly refer to women and men? • Does the project design acknowledge that women and men may have different needs and priorities in their uses of infrastructure? • Have both women's and men's needs been considered when designing the infrastructure?
The Gender Division of Labour	• Has sex disaggregated data been collected on women's and men's activities related to the infrastructure? • Has consideration been given to the tasks which are currently undertaken by women and men that could be affected? *(such as transport of food and other goods to the market, fuel and water collection)* • Has consideration been given to providing support services to women to encourage participation? *(eg. child care, health care, a school close-by)* • Will new infrastructure/technology mean longer working hours for women? *(eg. will electrification mean extended working hours for women?)*
Access and Control of Resources	• Are there opportunities for women to be employed and trained in the construction and operation of the infrastructure? • Has on-the-job training been considered for women to develop their technical skills? • Will women have access to transport to and from the project site?
Access and Control of the Benefits and Project Impacts	• Will infrastructure construction restrict women's or men's access to resources needed to carry out their tasks? *(eg. hydro projects may flood areas and decrease access to fuel wood and agricultural land)* • Will location, price and other resources necessary for using the infrastructure restrict poor women's or men's access? • Who will have access and control over transport-related resources? *(eg. vehicles, bicycles, carts)* • Will infrastructure which saves time in completing daily tasks limit women's opportunities for social contact? *(eg. time saved in using a water pump instead of walking to a river, may mean no opportunity for social interaction)*

- Will the location of transport-related infrastructure affect women's marketing of goods and other income-generating activities?

- Will new infrastructure result in unemployment for women who may be currently providing the services? *(eg. women operating the ferries which are to be replaced by a bridge, handmilling replaced by machine milling)*

- Is there a risk that the introduction of new techniques and new production may displace women from their current positions?

- What remedial measures can be taken for groups who will be disadvantaged as a result of infrastructure construction?

- Will construction force resettlement of families and male and/or female migration?

- If so, will adequate compensation, financial or training support be equally available to women and men?

Social, Cultural, Religious, Economic, Environmental and Demographic Factors and Trends	• Is it socially acceptable for women to use the infrastructure? *(eg. location of water sources)*

- Will the form of transport be socially acceptable for women? *(eg, riding a bicycle or travelling alone)*

- Have other constraints inhibiting equal participation and benefits been identified?

Participation and Consultation Strategies	• Have strategies been identified to address any constraints to equal participation and benefits?

- Will women and men be both participants and beneficiaries of the project?

- Will there by any consultation with local women's organisations, women's networks or other NGOs?

- Will women and men have equal access to project planning and decision making?

- Will any separate activities be needed for women to ensure that they participate, and that they are not disadvantaged by the project?

- Are project communication channels equally accessible to both women and men?

Women's Social Status and Role as Decision Makers	• Will women and women's groups be consulted and involved in decision making about the location or type of infrastructure to be provided?

- What opportunities are there for the project to support women as managers of infrastructure and other development resources, either formally or informally?

- What practical needs and strategic interests of women are addressed in the project?

Counterpart Agency Capacity	• Does the Recipient Government or counterpart agency have a national policy or other statement promoting women's economic and resource interests?
	• Has a sex disaggregated employment profile of the counterpart agency been undertaken?
	• Has an affirmative action plan been developed to support and resource female staff?
	• How does the project plan to increase counterpart capacity for gender-sensitive environmental planning and implementation?
Project Monitoring	• Have targets been set for men's and women's participation and benefits?
	• Have gender-sensitive indicators been identified?
	• Will all data collected be disaggregated by sex?
	• Will there be on-going consultation with community groups, including women's groups, directly or indirectly affected by the project?
Project Resources	• Are project resources adequate to ensure that both men and women participate in and benefit from the project?
	• Is gender expertise available throughout the project?

Gender Division of Labour

In projects which aim to improve the capacity of an institution to deliver services and strengthen personnel performance, gender is an important variable. Women have demonstrated considerable leadership in community and informal organisations, but remain significantly under-represented in political decision making, senior management of government, non-government and private sector organisations, in the law, and across a wide range of technical and professional fields. This can be attributed to:

- socialisation and negative stereotyping of women and men, which results in gender stereotyping of occupations
- discrimination against women in recruitment, human resource development and career advancement in the formal workforce
- women's low status and lack of equal access to opportunities for education and training opportunities

Those women who do succeed face considerable time constraints due to their non-workplace roles as child carers and household and community service providers. Sexual harassment and intimidation by male colleagues, and the impact of gender violence perpetrated at home are also significant factors constraining women's advancement in many countries. Under-representation of women at managerial level limits their opportunities for input into decision making.

Access and Control of Resources and Benefits

Access to employment and promotion opportunities within government, non-government and private sector organisations varies for men and women. Constraints to employment for women can include: access to channels of information about recruitment; the institution's selection procedures; flexibility of working hours; provision of child care; and adequate and safe transport, amongst other things. Within the institution, constraints to promotion and input at decision making levels by women can include a lack of access to management training and inadequate support networks for women to consult. Attitudinal barriers and structural discrimination need to be addressed through affirmative action (Platform For Action 1995: paras 181 - 195).

Factors and Trends

Legislation, policy statements and the existence of special women's ministries, departments or bureaux can be important indicators of the setting for capacity building within a country's institutions. Government commitments to key international human rights instruments should also be taken into account, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Declaration on the Elimination of Violence Against Women, and the Beijing Platform For Action. Professional representation of women and encouragement for women in higher education and vocational training is often heavily influenced by social, religious and cultural attitudes.

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's Gender and Development policy relating to institutional strengthening projects are:

Goal: • to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives: • to improve women's access to economic resources (including technical, financial and professional skills)

  • to promote women's participation and leadership in decision making at all levels

  • to promote the human rights of women and assist efforts to eliminate discrimination against women (by supporting legal reform programs for the advancement of women, by providing training and information to overcome discrimination against women under the laws and in the wider community, and by supporting community and institutional initiatives which address violence against women

  • to incorporate a gender perspective in Australia's aid activities

Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of institutional strengthening activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do project objectives explicitly refer to men and women? • Does the project acknowledge that women and men have different needs in the institution? • Have women or men had the opportunity to define their own needs within the project context?
The Gender Division of Labour	• Has sex disaggregated data been collected on staff according to seniority, occupation, management and field positions and educational attainment? *(eg. how many management staff are women?)* • Are there any job classifications from which women are excluded? *(either formally or by custom)* • Are women well represented on key decision making bodies or committees? • Have strategies been considered to relieve women's workload in other areas? *(eg. the provision of child care, part-time work and flexible working hours)*
Access and Control of Resources for Recruitment	• Is there affordable and reliable transport for women to reach the workplace safely? • Do women need bridging training to facilitate employment? • Are selection procedures suitable for both men and women? • Do recruitment mechanisms reach men and women? *(eg. career advice provided to girls' schools)*
Access and Control of Resources for Human Resource Development	• Do female staff need separate leadership training? • Is training and career development within the institution targeted at both men and women? *(eg. managerial, entrepreneurial, technical, both formal and on-the-job training)* • Are training courses conducted by both women and men? • Are women well represented as recipients of high profile educational and training opportunities, for example overseas scholarships? • Are both male and female staff provided with career advice and counselling? *(eg. career planning, mentoring, coaching, retraining)*

	• Will the institutional strengthening project displace female or male staff from their current jobs or marginalise their work?
	• If jobs are made redundant by the project, will re-training be offered to allow women and men to work in new areas?
Access and Control of Benefits and Project Impacts	• Will the project disproportionately affect women? *(eg. by reducing a category of job in which women are clustered)*
	• Will the project disproportionately benefit male employees? *(eg. by supplying technology/equipment and training targeted at males, with little attention to jobs undertaken predominantly by females)*
Cultural, Religious, Social, Economic and Political Factors and Trends	• Have barriers to women's advancement and recruitment been accurately identified?
	• Is the organisational culture and public image conducive to attracting and retaining women?
	• Is it acceptable for women to speak up, have a different view, or disagree with a male in discussions/meetings?
	• Are low rates of pay entrenching women in certain job areas?
	• Do the prevailing views of both females and males about women's representation accord with the facts? *(eg. if there are one or two women in senior positions , and very few at all mid and senior levels, do people argue that there are no barriers to women's advancement)*
	• Is there systematic discrimination against women, such as through job evaluation/grading systems which attribute a higher value to tasks which are traditionally undertaken by males?
	• Are there separate facilities for female and male staff? *(eg. separate toilet and change room facilities, separate dormitories for field work)*
Participation and Consultation Strategies	• Have strategies been identified to address the above constraints to women's equal participation and benefits?
	• Are communication channels adequate to inform female and male staff about the project and associated training opportunities?
	• Will participatory and consultative processes be used to discuss rationalisation of structures and organisational changes?
	• Is separate programming for women needed to ensure that they participate or express their views? *(eg. consultations in women-only groups)*
Women's Social Status and Role as Decision Makers	• How will the project meet the practical need and strategic interest of women to advance their status?
	• How will women's capacity to participate in leadership and decision making be enhanced through the project? *(eg. leadership training, the use of women's networks for support, mentors)*

Counterpart Agency Capacity	• Is there a stated policy in the institution on the employment of women?
	• Does the Recipient Government have legislation, policy statements and national machineries which provide guidelines on women's employment?
	• Are salaries standardised for the same job positions?
	• Is there an affirmative action plan to support and resource female staff?
	• Is there a risk of backlash by male staff on affirmative policies for women? *(if so, what strategies have been identified to address this)*
	• Is gender training considered necessary to sensitise men and women to any changes the project may introduce?
	• Are the needs and concerns of women taken into account in human resource management systems such as performance appraisal? *(consider the impact of sexual harassment and interpersonal power)*
	• Does the agency have policy and procedures to deal with sexual harassment or violence perpetrated in the workplace?
Project Monitoring	• Have targets been set for men's and women's participation and benefits?
	• Have gender-sensitive indicators been identified?
	• Will all data collected be disaggregated by sex?
	• Will there be on-going consultation with male and female staff directly or indirectly affected by the project?
	• Will women's access to senior levels and decision making be monitored?
Project Resources	• Are project resources adequate to ensure that both men and women participate in and benefit from the project?
	• Is gender expertise available throughout the project?

Gender Division of Labour

Rural women frequently have primary responsibility for agricultural production, in addition to domestic responsibilities and childcare. These responsibilities place heavy demands on women's time, and micro-enterprise activities can potentially increase the workload of women. Improving access to labour-saving technologies in any of these areas can free up time for income generating micro-enterprise activities. In many countries, women are the majority of workers in non-standard work, such as temporary, casual, multiple part-time, contract and home-based activities. Increasingly women in urban and rural areas are turning to self-generated employment in small-scale enterprise activities in the informal sector to support their households. Women entrepreneurs play an important role in local economies, and a large percentage of micro-enterprises in developing countries are undertaken by women.

Access and Control of Resources and Benefits

Limited access to productive resources (particularly capital, labour time and technologies), transport constraints, lack of market knowledge, and lack of basic literacy and numeracy skills can restrict the capacity of women to participate effectively in business activities. Women, who generally do not have ownership of land or capital goods, can be disadvantaged by the collateral-based lending policies of financial institutions. For example, UNDP estimates that only 5% of the credit provided by multilateral banks reaches rural women (UNDP 1995: 39). In some places, government and/or institutional regulations require that women seeking bank loans secure their spouse's signature. Development organisations such as co-operatives, which restrict membership to one household member, may also exclude women from access to resources such as credit. There is often the risk that in women's micro-enterprise schemes, the benefits of the activities, including income earned and assets accrued, will not necessarily be controlled by women for expenditure on their own and basic family needs. Training and support is needed for micro-enterprise projects, in both the micro-financing (management of savings and credit) and micro-enterprise development (small business and technical training) areas.

According to the International Fund for Agricultural Development (IFAD), there are four key criteria for micro-enterprise development schemes aimed at poor rural women, which can both improve demand for credit and reduce the risks of indebtedness. These are: modest financial investment, low investment risk, short gestation period between investment and generation of regular income, and availability of local markets (IFAD 1991: 9).

Factors and Trends

Social attitudes concerning the value of traditional women's work activities and their potential abilities can limit the participation rates and ultimate commercial success of female micro-entrepreneurs. In the past, income-generation projects for women have frequently been for marginal activities with limited marketing potential and poor return for labour. They have often been based on the implicit assumption that women's income is supplementary to that of the male head of household. Loans for men are usually larger and more long-term than those provided for women. However, much evidence indicates that women are very good credit risks, with many small-scale credit projects for women reporting very high repayment rates in a range of sectors and activities.

Of the estimated 1.3 billion people living in poverty, more than 70% are female (UNDP 1995: 36). The number of women living in poverty has increased disproportionately over the past decade compared with the number of men (Platform For Action 1995: para 48). The feminisation of poverty is a direct consequence of women's unequal access to economic opportunities. It is also related to the number of female-headed households. Globally, the proportion of female-headed households ranges from 20% to 24%, and in most developing countries the percentage of widows who are household heads is very high (UN 1995: 6). However, rates vary considerably between countries and regions, depending on seasonal and permanent migration patterns, the rate of separation and divorce, and the incidence of conflict and disaster, where women and children constitute 80% of all displaced people (Platform For Action 1995: para 136). In recent years, micro-financing for women's small and micro-scale enterprises has been seen as an effective way to promote and support women's self-employment and access to credit. The promotion, financing and strengthening of micro-enterprises was also highlighted in the Beijing Platform For Action as an important way of increasing the productive capacity of women, and breaking the "cycle of poverty" (Platform For Action 1995: paras 55, 166).

Implementing Australia's Gender and Development Policy

Key aspects of AusAID's Gender and Development policy relating to the financing and development of micro-enterprises are:

Goal: • to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives: • to improve women's access to economic resources (including access to credit and savings programs)
• to promote women's participation and leadership in decision making at all levels
• to incorporate a gender perspective in Australia's aid activities

Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of micro-enterprise development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do project objectives explicitly refer to women and/or men? • Will women be borrowers of funds? • Have target groups identified their own finance and enterprise development needs?
The Gender Division of Labour	• Has sex disaggregated data been collected on the role of women in the informal sector, as entrepreneurs? • In what ways do women and men currently earn income for the household? • What control do women have over the income that they earn on their own account? • Will project activities assist women in their daily and/or seasonal tasks? *(by relieving their workloads)*
Access to and Control of Credit (Micro-finance)	• Will loan sizes be suitable for women, given their limited collateral and the nature of their enterprises? • What forms of collateral will be accepted? *(does this match women's needs and resources)* • Is there a risk that the lending institution will create dependency by subsidising women's activities? *(how does the project plan to assist women to build up their assets)* • Are the lending arrangements flexible? *(eg. repayment periods and schedules)* • Will some women be excluded from loans due to low levels of education? *(literacy and numeracy)* • What types of training will be provided to assist women to manage credit? *(literacy and numeracy, banking, savings and loan management skills)*
Access to and Control of Micro-Enterprise Activities	• What is the likelihood that women will control loans for their activities? • What type of enterprise development training and support will be provided? *(eg business development)* • Do women have access to appropriate technology for their micro-enterprise activities?

	• Do women have access to and knowledge of markets for their micro-enterprise activities?
	• Will women have access to post-loan advisory services on these matters?
Access and Control of Benefits / Impact on Women	• What increases does the project expect to achieve in women's and men's income, cashflows and assets?
	• Has consideration been given to who will control the funds earned and assets accrued by women's enterprises?
	• Will women's or girl's workload increase as a result of the micro-enterprise activity, and is this sustainable?
Social, Cultural, Religious, Economic, Political and Environmental Factors and Trends	• What are the social attitudes towards women's participation in employment and small trading enterprises?
	• What are social attitudes towards women earning an income?
	• Are there legal barriers to women borrowing funds?
	• Are formal lending institutions willing to lend to women?
Participation and Consultation Strategies	• Are communication channels about project resources and services accessible to a broad range of women?
	• Will training provided by the project be accessible for women? *(ie. in terms of time and mobility constraints)*
	• Will separate micro-financing and enterprise support activities be needed for women, to ensure that men and women benefit equally?
Women's Social Status and Role as Decision Makers	• How will women be involved as decision makers in project planning and implementation? *(eg will women be included as board members of credit/savings organisations)*
	• Is there a risk of domestic violence as a result of women earning and controlling income?
	• Is it considered necessary to inform men about the project , or provide gender-awareness training? *(ie. to encourage support of women's micro-enterprise activities)*
Counterpart Agency Capacity	• Does the counterpart agency have a policy or statement acknowledging or promoting the role of women in micro-enterprises?
	• Has a sex disaggregated employment profile of the counterpart agency been undertaken?
	• Will female staff be working with female credit recipients?
	• Has an affirmative action plan been developed to support and resource female staff?

	• How does the project plan to increase counterpart capacity for gender-sensitive planning and implementation?
Project Monitoring	• Have targets been set for men's and women's participation?
	• Have gender-sensitive indicators been identified?
	• Will all data collected be disaggregated by sex and other key indicators? *(eg. size of loan, type of enterprise)*
	• Will there be on-going consultation with credit users and with women's groups?
	• Will both control over assets and income, and expenditure of income earned from micro-enterprises, be monitored?
	• Will any increased diversity in women's sources of income be monitored, as well as growth in enterprises?
Project Resources	• Are project resources adequate to ensure that both men and women participate in and benefit from the project?
	• Is gender expertise available throughout the project?

Gender Division of Labour

Training often cannot be accessed by women because of time constraints imposed by a multiplicity of productive, reproductive, household and community service and management roles. Timings and locations for training activities may simply not be flexible enough to suit the other responsibilities of women, nor geared to accommodate women's role-related needs. For example, attendance may be curtailed by lack of childcare facilities and by being held in a location difficult to reach. Other, possibly seasonal, responsibilities may take precedence for women if training is extended over weeks or months.

Access and Control of Resources and Benefits

Training offered may not be designed and delivered to target women's specific needs and therefore may not be useful for them. Women may give training a low priority if there is a significant cost to attendance, such as foregoing productive or marketing activities. Access to safe transportation for women to attend training may be limited. If there are costs attached to training, these may be prohibitive. Women may be restricted from attending such activities by social constraints including male control over female mobility, and the belief that training is not necessary or even undesirable for women. Women's low literacy levels may prohibit them from attending many courses or from participating fully in them. Social constraints on the public demeanour of women may inhibit them from speaking up in mixed classes. The environment of training, if unfamiliar to women, may seem threatening and inhibit their participation. In addition to this, women may not be targeted for training opportunities, or even be aware that they are being offered.

Factors and Trends

Cultural, religious and social factors may influence women's access to training opportunities. Training may not be specifically designed to meet the needs of a particular group of women, or the value of training for women may not be recognised. There may even be considerable antipathy if training increases awareness of their relative lack of power and influence in their communities or is in any way politicised. In short, the increased independence that training may provide through understanding or new skills may be problematic for other family members who are advantaged by the current status, roles and obligations of women in their culture. Related to this, there is also a tendency to stereotype training opportunities by providing them in areas which do not reflect the real livelihoods of women (for example, agriculture and fisheries) but reflect possibly introduced beliefs about "appropriate roles" for women (for example, domestic tasks). In addition, attendance may be daunting because of lack of provision for women (for example, safety and privacy of facilities), particularly if the training is away from their homes.

Implementing Australia's Gender and Development Policy

Since project-related training occurs across sectors, all AusAID's Gender and Development policy objectives are relevant to the programming of training inputs:

Goal:
- to promote equal opportunities for women and men as participants and beneficiaries of development

Objectives:
- to improve women's access to education and health care
- to improve women's access to economic resources
- to promote women's participation and leadership in decision making at all levels
- to promote the human rights of women and assist efforts to eliminate discrimination against women
- to incorporate a gender perspective in Australia's aid activities

Identification and Preparation Guiding Questions

- *These questions are to be used as a guide only. It is not expected that every question will be relevant to all activities.*
- *The questions are designed to assist AusAID Activity Managers with their assessment and appraisal of development activities.*
- *The questions are also designed to assist contractors to incorporate gender perspectives into activity preparation and design.*

Key Areas of Concern	Guiding Questions
Project Objectives and Target Group	• Do training objectives refer explicitly to both women and men? • Has sex disaggregated data been collected on women's and men's education levels, such as literacy rates? • Do proposed training activities acknowledge that men and women may have different training needs?
The Gender Division of Labour	• Have women been consulted about their training needs in relation to their responsibilities and workloads? • Will the training assist women to carry out their household management and productive tasks? *(eg. business training, finance management)* • How can training be scheduled to help women fit in their other tasks? • Would the availability of child care facilities encourage women's participation?
Access and Control of Resources	• Would the provision of safe transport encourage the participation of women? • Is there a decision maker in the household regarding who should attend training? • Do women have access to communication networks so that they can be informed about training opportunities? • Have women previously had access to literacy, education and training classes? *(ie. is their level of education sufficient to participate in training opportunities offered by the project)* • Is the training to be conducted in a language they are fluent in, and if not can adequate translation be obtained?
Access and Control of the Benefits and Project Impacts	• Can men and women see the value in women attending training courses? • Have women been consulted on their needs? • Do curricula and training materials use gender-based stereotypes? • Are case material and examples used in the training drawn from the target group's experience, and transferable to their lives?

- Will training enhance opportunities for employment in the formal sector?

- Are there opportunities for women to apply their new skills?

- Is follow-up needed to maximise or sustain the benefits from training, and what provision is there for this?

Social, Cultural, Religious and Economic Factors and Trends	• Has consideration been given to cultural, religious and social attitudes towards the value of women's training? • Do families believe that training will improve employment prospects for women? • Would female teachers encourage participation? • Are the facilities culturally appropriate? *(eg. separate toilet facilities for women and men)* • Where appropriate, will advocacy for women and girl's training be undertaken with men and community groups, to increase understanding of its purpose and value to the community?
Participation and Consultation Strategies	• Have strategies to address women's and men's constraints to participation in training activities been identified? • Will separate training activities be necessary for women to ensure that they participate and benefit equally? • Are project communication channels about training opportunities equally accessible to men and women? • Have local women's groups and networks been consulted about training needs?
Women's Social Status and Role as Decision Makers	• Will training improve economic prospects for women? • How will training meet women's practical needs and strategic interests? • Are women and men involved in project planning and decision making? • Have changes to women's status been interpreted negatively by their communities, and resulted in any negative outcomes for women? *(eg. increased violence)*
Counterpart Agency Capacity	• Does the counterpart agency have a policy or statement promoting the importance of training for girls and women? • Has a sex disaggregated employment profile of the counterpart agency been undertaken? • Has an affirmative action plan been developed to train, support and resource female staff?

- How does the project plan to increase counterpart capacity for gender-sensitive environmental planning and implementation

Project Monitoring	• Will drop-out, absenteeism and achievement rates be monitored for women and men?
	• Have targets been set for men's and women's participation and benefits?
	• Have gender-sensitive indicators been identified?
	• Will all data collected be disaggregated by sex?
	• Will there be on-going consultation with community groups?
	• Will there be follow up of trainees to assess the impact of training?
Project Resources	• Are project resources adequate to ensure that both men and women participate in and benefit from the project?
	• Is gender expertise utilised throughout the project?

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How have you used the Guide?

Did you find the Guide user-friendly? Why/why not? How can this be improved?

Which sections of the Guide did you find **most useful** ? Please say why.

Which sections of the Guide did you find **least useful** ? Please say why.

What suggestions do you have for future additions to the Guide ?

Do you have examples of strategies you have used to address gender issues in the project cycle that you would be willing to have included in the Guide in future?

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