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# **SUBMISSION TO THE SENATE INQUIRY INTO THE UNITED NATIONS SUSTAINABLE DEVELOPMENT GOALS (SDG)**

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**March 2018**

## About Oxfam Australia

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Oxfam Australia is an independent, not-for-profit, secular development agency whose vision is of a just world without poverty. Oxfam Australia:

- undertakes long-term development programs;
- provides emergency response during disaster and conflict;
- undertakes research, advocacy and campaigns to advance the rights of poor and marginalised people, including women and works with them to achieve equality; and
- promotes fair trade, supporting local artisans and producers throughout shops and Fairtrade food brand.

We are a long-term Australian Government development partner.

In the 2015-16 financial year, Oxfam Australia directly reached more than 2.5 million people: 1.3 million through our long-term development work, and more than 1.2 million affected by disaster.

Through our advocacy and policy work, we have reached millions more. Oxfam Shops also supports hundreds of producer partners and artisans in countries around the world, including Indigenous Australian producers and businesses.

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Oxfam Australia is a member of Oxfam International, a global confederation of organisations that work together, last year collectively reaching more than tens of millions of people around the world.

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### A note on terminology

Throughout this submission, the acronym 'SDG' is used to refer to the Sustainable Development Goals, both plural and singular. 'Global Goals' is also used to refer to the SDG. The '2030 Agenda' refers to the broader framework of the SDG.

### Acronyms

Aboriginal community controlled health services (ACCHOs)  
Aggregate Development Results (ADR)  
Australian Humanitarian Partnership (AHP)  
Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS)  
Australian Development Accelerator (ADA)  
Australian NGO Cooperation Program (ANCP)  
Association of Southeast Asian Nations (ASEAN)  
Australian Tax Office (ATO)  
Community-based disaster risk management (CBDRM)  
Community Service Organisations (CSOs)  
Development Awareness Raising (DAR)  
Department of Foreign Affairs and Trade (DFAT)  
Department for International Development (DfID)  
Disaster Risk Management (DRM)  
Disaster Risk Reduction (DRR)  
Donor Assistance Committee (DAC)  
Food and Agriculture Organization (FAO)  
Global Financial Crisis (GFC)  
Gross Domestic Product (GDP)  
Gross National Income (GNI)  
Humanitarian Partnership Agreement (HPA)  
International Labour Organisation (ILO)  
Lesbian, Gay, Bisexual, Transgender, Queer and Questioning, Intersex, Asexual (LGBTQIA+)<sup>1</sup>  
Millennium Development Goals (MDGs)  
Non-Government Organisations (NGOs)  
Office of Development Effectiveness (ODE)  
Organisation for Economic Co-operation and Development (OECD)  
Overseas Development Assistance (ODA)  
Papua New Guinea (PNG)  
Racial Discrimination Act 1975 (Cwlth) (RDA)  
Sexual and gender based violence programs (SGBV)  
Sexual Violence Research Initiative (SVRI)  
United Nations (UN)  
United Nations Educational, Scientific and Cultural Organization (UNESCO)  
Water, Sanitation and Hygiene (WASH)

## OVERVIEW

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Since the 1990s more than one billion people have escaped extreme poverty. As a signatory to the Sustainable Development Goals (SDG), and as outlined in the 2017 Foreign Affairs White Paper, Australia is committed to the next stage of an ambitious global project: to eradicate extreme poverty by 2030.

Where the Millennium Development Goals focussed primarily on developing countries, the SDG are to be delivered both domestically and internationally through contributions such as Overseas Development Assistance (ODA).

In this submission, we offer recommendations based on Oxfam's areas of expertise, specifically with regards policies, practices and programs that address poverty and inequality in Australia (focused on Aboriginal and Torres Strait Islander Peoples outcomes) and around the globe, in order to achieve the overarching objective of the SDG and build a more equal, peaceful and prosperous world.

It will also be important for Australia to play its part in addressing the set of challenges currently facing the world, which threaten the pace of progress: shocking levels of inequality, dangerous climate change, countries in crisis, and shrinking civil society space. Without addressing these challenges, the SDG will not be achieved.

There are a number of areas where Australia's domestic policies and international aid program are already delivering great impact against the SDG, such as in promoting gender equality (including reducing violence against woman and girls); disability inclusion; disaster preparedness and resilience; leadership (including Aboriginal and Torres Strait Islander women), governance and accountability; water and sanitation; and responding to humanitarian crises.

This submission explores how building on these areas of strength is important for solidifying a long-term, bi-partisan and strategic approach to the aid program and for meeting the SDG, whether individual or multiple goals, targets or indicators, according to the project and need.

In addition, it will also be crucial to adopt a number of measures to strengthen Australia's contribution to the SDG, particularly in the areas of integrating the 2030 agenda as part of a whole-of-government approach, funding the agenda, providing adequate accountability mechanisms and safeguards, and encouraging innovation.

In this submission, Oxfam makes 49 recommendations for Australia to deliver an effective, inclusive and results-driven aid program that will ensure Australia plays a crucial role in meeting the SDG, both at home and overseas.

Grouped by SDG, it specifically highlights which SDG are currently being addressed by Australia's ODA program (**TOR point e**), and which of the SDG Australia is best suited to achieving through our ODA program, including whether Australia's ODA should be consolidated to focus on achieving core SDG or not (**TOR point f**). Aspects of each of the other TOR are also included where there are relevant cross-linkages.

## Summary of Recommendations

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To deliver results for the world's poorest, most vulnerable and marginalised people, Australia's aid program and domestic policy must be aligned to all the SDG, while also allowing relevant, specific SDG to be addressed on a project-by-project, contextualised basis for maximum impact and relevance.

As such, Australia should:

**Recommendation 1:** Adopt a transformational approach to SDG implementation through the aid program by focusing on key systemic drivers that cut across goals, working with partner countries to identify focus areas in line with their development priorities.

**Recommendation 2:** Prioritise the collection of high quality disaggregated data (by sex,<sup>2</sup> age, income and geographic location) in Australia, and by supporting partner countries through our aid program, in order to identify those missing out and target resources to ensure we are leaving no one behind. This will require an investment in new measurement capacity to strengthen the collection of disaggregated data.

**Recommendation 3:** Ensure Australia's approach to implementing the SDG domestically and through our aid program centres on the commitment to leave no one behind, with concrete strategies to support inclusion of disadvantaged groups in the design, delivery and monitoring/evaluation and reporting on services and programs.

**Recommendation 4:** Legislate human rights standards through the development of a National Action Plan to implement the provisions contained in the United Nations *Declaration on the Rights of Indigenous Peoples*, and the introduction of a comprehensive legislative protection of human rights, such as a Human Rights Act.

**Recommendation 5:** Respond to, and act upon, recommendations related to Indigenous rights, including a formal response to the Social Justice Commissioner's reports and past government reports.

**Recommendation 6:** Right past wrongs and retain present protections against racial vilification.

**Recommendation 7:** Protect Aboriginal and Torres Strait Islander languages and cultural rights.

**Recommendation 8:** Reset the *Closing the Gap Strategy* by establishing a tripartite partnership between Aboriginal and Torres Strait Islander health leaders, the Commonwealth, and State and Territory governments to co-design health policies.

**Recommendation 9:** An independent and sustainable national representative body is a fundamental component to achieving positive change. The Federal Government must provide adequate and secure funding for an independent national representative body that is directly elected by Aboriginal and Torres Strait Islander peoples.

**Recommendation 10:** Increase representation of Aboriginal and Torres Strait Islander peoples in Federal Parliament and policy development.

**Recommendation 11:** The Federal Government should take appropriate steps to implement the recommendations made by the Expert Panel on Constitutional Recognition of Aboriginal and Torres Strait Islander Peoples.

**Recommendation 12:** Australia should retain its 80per cent gender target in the delivery of aid programs, and ensure this target is made more meaningful.

**Recommendation 13:** Australia should continue to scale up funding for stand-alone, evidence-based, holistic and long-term approaches to ending violence against women, which are open to a range of organisations, including international NGOs and local civil society. Such programs should fund primary prevention to change attitudes and norms as well as support services for current survivors of violence. This includes continuing the significant emphasis on ending violence against women in programs like *Pacific Women Shaping Pacific Development*; and expanding the provision of funding to addressing violence against women into Asia, where Australia has narrowed its gender equality focus to primarily funding women's economic empowerment work.

**Recommendation 14:** Consider trialing and scaling new programming approaches to gender equality, including LGBTQIA+ and Indigenous inclusion and representation.

**Recommendation 15:** Inform all future program investments according to the Office of Development Effectiveness' strategic evaluation of DFAT's work promoting disability-inclusive development.

**Recommendation 16:** Australia should increase its contribution to international climate finance as part of a growing aid program and in line with Australia's international obligations.

**Recommendation 17:** Australia should actively engage in its role in reducing emissions, as one of the key global emitters, by legislating emissions reduction and clean energy targets that align with limiting warming to 1.5°C. This should include 100per cent renewable electricity by 2030 and zero emissions before 2040.

**Recommendation 18:** Australia should develop a comprehensive Climate Change Strategy for the aid program.

**Recommendation 19:** Australia should significantly increase assistance for small-scale farmers and fishers, particularly women.

**Recommendation 20:** Australia should update its humanitarian policy and strategy to reflect the aspirations and commitments of the Grand Bargain agreed at the World Humanitarian Summit in 2016. The strategy should include time-bound performance indicators based on the Grand Bargain commitments. For example, it should include a timeline for increasing humanitarian funding to local and national responders to 25 per cent by 2020.

**Recommendation 21:** Australia should increase the Emergency Fund budget to at least \$300 million per year from 2018/19, and ensure that Australia's contribution to humanitarian assistance is never less than 10 per cent of total ODA.

**Recommendation 22:** Australia should ensure multi-year (3+ years) funding for all protracted crises and generally make greater use of multi-year and un-earmarked humanitarian funding in accordance with the Grand Bargain.



**Recommendation 23:** Five per cent of ODA should be allocated towards Disaster Risk Reduction and disaster preparedness, with a focus on community-based risk reduction activities. As part of this increased investment Australia should expand community level DRR programs into Asia.

**Recommendation 24:** Sexual and gender minorities should be included in DRR and community-based disaster risk management (CBDRM).

**Recommendation 25:** Publish annual statistics, through the Australian Bureau of Statistics or similar authority, and analysis on national income inequality. These statistics and analysis should pay particular attention to the levels of income and income growth over time of the bottom 40 per cent of earners, and measure their share of wealth compared to other deciles including the wealthiest 10 per cent of earners.

**Recommendation 26:** Conduct an inequality impact analysis as part of national policy changes in order to tackle rising inequality at home and abroad. For instance, there is no inequality impact analysis of the proposed cuts to the proposed corporate tax rate.

**Recommendation 27:** Consider measures to reduce extreme wealth concentration, such as land taxes, reform of negative gearing rules, and high-income taxes such as a 'Buffet Rule'.

**Recommendation 28:** Ensure ongoing support for the gender discrimination regime and workplace gender equality reporting provided by the Workplace Gender Equality Agency.

**Recommendation 29:** Begin an inclusive national dialogue with women's organisations, broader civil society, the private sector and governments at all levels, in order to explore and take action on ways to urgently close the stagnated gender pay gap in Australia.

**Recommendation 30:** Ensure the impacts of federal budgets on levels of equality and access can be easily understood.

**Recommendation 31:** Australia should increase its investment in collaborative initiatives that encourage all stakeholders to address poverty wages in developing countries through the aid program. This should include specific funding for rights-based organisations, unions and other civil society stakeholders working to improve wages in the garment sector in Asia, together with industry and government.

**Recommendation 32:** Enact a Modern Slavery Act that adopts the recommendations of the Joint Standing Committee on Foreign Affairs, Defence and Trade, including mandatory reporting requirements, penalties for non-compliance and provision for independent oversight. A Modern Slavery Act should require companies to conduct due diligence in relation to all internationally recognised human rights in their business operations and throughout their value chains.

**Recommendation 33:** Focus more foreign aid efforts on building the tax collection capacity of recipient countries' tax administrators – in line with Australia's commitment under the Addis Tax Initiative – to doubling our support in the area of taxation and domestic resource mobilisation in developing countries from \$16 million in 2014-15 to \$32 million by 2020.

**Recommendation 34:** Promote greater global collaboration on taxes and tax reform that lead to fairer global tax systems, including ending global tax competition and tax havens –

and taking the first step to stop global tax competition by not pursuing plans to extend corporate tax cuts to the largest firms in Australia.

**Recommendation 35:** Introduce greater tax transparency measures, including public country-by-country reporting (and project by project reporting for the extractives sector), and a public register of beneficial ownership of companies and trusts.

**Recommendation 36:** DFAT's performance management system should be amended to set performance targets for civil society engagement and inclusion.

**Recommendation 37:** The Office of Development Effectiveness should conduct a strategic evaluation of the long-term effectiveness of commercially managed development facilities compared to other aid delivery mechanisms.

**Recommendation 38:** Australia should have a clear strategy for supporting and resourcing civil society actors to ensure social accountability, enhanced transparency and long-term development impact in all country, sectoral and thematic programs. The precise model of civil society engagement will depend on the context and should be informed by diverse civil society stakeholders as part of the design process. Directing development assistance towards technical capacity and resources for the state and private sector must always be accompanied by investment in social accountability, community governance and civil-society strengthening.

**Recommendation 39:** Continue and expand funding for ANCP and provide multi-year (3-5+) funding cycles for participating NGOs.

**Recommendation 40:** The Australian aid program should re-assess the decision to close the Global Education Project and ANCP DAR funding. Any future funding for education for sustainable development should include training and formation for pre-service and in-service educators, as well as the development and dissemination of education resources. These should not be restricted purely to development awareness raising, but should be able to use best practice pedagogy and student-centred approaches.

**Recommendation 41:** Initiate and/or provide funding for organisations to run public awareness campaigns to increase awareness of, deepen engagement in, and strengthen commitment to the SDG. This campaign should proactively communicate Australia's efforts on the SDG using values based, human security narratives.

**Recommendation 42:** Adopt a whole-of-government approach in order to give effect to Australia's domestic and global SDG commitments.

**Recommendation 43:** Commit to a time-bound strategy for increasing the aid budget, including identifying potential linked sources of revenue (such as addressing multinational tax avoidance). Australia should aim to allocate 70 cents in every \$100 of gross national income (GNI) towards effective poverty alleviation well before 2030.

**Recommendation 44:** Develop a national implementation plan for the SDG, outlining how Australia will achieve the goals, both nationally and through our international development and humanitarian assistance efforts.

**Recommendation 45:** Report on implementation of the SDG through United Nations human rights mechanisms, including the Universal Periodic Review conducted by the Human Rights Council and relevant treaty body reviews (for example, under the *International Covenant on Economic, Social and Cultural Rights*, the *Convention on the Elimination of All Forms of Discrimination Against Women* and the *Convention on the Rights of Persons with Disabilities*.)

**Recommendation 46:** Australia should develop a standardised system of safeguards and minimum standards on human rights and environmental performance for all private sector partnerships in aid projects, to ensure these projects deliver on people-centred and sustainable development outcomes. This should include ways for people to let the Australian Government know when important standards are not being met by Australian aid projects.

**Recommendation 47:** Develop a National Action Plan in consultation with stakeholders, including NGOs and trade unions, on the domestic implementation of the United Nations *Guiding Principles on Business and Human Rights*. The National Action Plan should include measures to ensure that aid and development initiatives that involve supporting or partnering with companies incorporate effective safeguards to protect human rights and facilitate remedies for victims where violations occur.

**Recommendation 48:** Promote the OECD *Guidelines for Multinational Enterprises* by resourcing and strengthening the National Contact Point including its remedy mechanism

**Recommendation 49:** DFAT should define more clearly its strategy for innovation in the aid program.

## 1. DEEPENING IMPACT, EXTENDING SUCCESS: A HOLISTIC YET TARGETED APPROACH TO MEETING THE SDG

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Australia's aid program has a strong track record of delivering great impact, and reflects Australia's commitment to reducing global poverty and responding to humanitarian crises, as well as to strengthening human rights and other norms of acceptable behaviour.<sup>3</sup>

With a large number of projects and a global reach, Australia's aid program also spans a wide range of thematic areas – including a number of current Department of Foreign Affairs and Trade (DFAT)-funded programs delivered by Oxfam Australia. From gender equality (including reducing violence against woman and girls); to disability inclusion; disaster preparedness and resilience; leadership (including Aboriginal and Torres Strait Islander women), governance and accountability; water and sanitation; and responding to humanitarian crises, these projects are already meeting a number of the targets and indicators across all the SDG.

Each project is unique: some are focussed on meeting one individual SDG – or even specific SDG indicators within the one goal – whereas others achieve multiple goals and/or targets. Rather than cherry pick one SDG (or a core group of the goals) for every project to address, all projects are determined according to local context and need. This demonstrates the importance of Australia's aid program and domestic policy being aligned to all the SDG, allowing individual projects to determine which SDG they will address, for maximum impact and relevance.

Indeed, this reflects the nature of the global goals themselves since the 2030 agenda is universal, integrated, and both people- and planet-centered.<sup>4</sup> Any subsequent policy coherence should therefore reflect existing inter-linkages between individual goals.<sup>5</sup>

To that end, a systemic, holistic and systems-based approach to frameworks for sustainable development should be developed – where crosscutting, horizontal themes are used over (and in order to break down) an approach based on traditional, vertical siloes.<sup>6</sup>

For instance, in order to tackle poverty (SDG 1) we need gender equality (SDG 5), improved access to, and quality of, education (SDG 4), the elimination of all forms of discrimination (SDG 16), and the removal of all barriers to economic participation (SDG 10).

This section of the paper will provide examples of the SDG that are currently being addressed by Australia's ODA program, and will highlight this interconnectedness between the global goals. It will explore how a systemic, holistic and systems-based approach intersects with a focus on pro-poor, gender-sensitive programming.

Finally, it will also elucidate how building on the current areas of strength of the Australian aid program is important for solidifying a long-term, bi-partisan and strategic approach to the program, as well as for meeting all the SDG.

**Recommendation 1:** Adopt a transformational approach to SDG implementation through the aid program by focusing on key systemic drivers that cut across goals, and working with partner countries to identify focus areas in line with their development priorities.

**Recommendation 2:** Prioritise the collection of high quality disaggregated data (by sex,<sup>7</sup> age, income and geographic location) in Australia, and by supporting partner countries through our aid program, in order to identify those missing out and target resources to ensure we are leaving no one behind. This will require an investment in new measurement capacity to strengthen the collection of disaggregated data (SDG17.18).

### 1.1. Ending extreme poverty: leaving no one behind (SDG 1)

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Despite the gains in poverty reduction since 1990, the world's poorest people have been virtually locked out of developmental progress. The poorest 20 per cent of the world's population – those who live on less than \$1.48 per day – have captured less than one per cent of the benefits of global economic growth since 1990.<sup>8</sup> Between 1988 and 2011 the incomes of the poorest 10 per cent of the global population rose by just \$3 a year.<sup>9</sup>

People living in poverty are often stuck in a vicious cycle: their influence is diminished by their lack of resources (SDG 1.4), and their lack of being heard diminishes their opportunities for development.<sup>10</sup> Women and girls are more likely to be poor than men and boys due to gender inequality (SDG 5), which results in them owning fewer resources (SDG 5.A), carrying the burden of unpaid or underpaid labour (SDG 5.4), having less decision-making power than men (SDG 5.5) and being subject to high rates of gender-based violence (SDG 5.2).<sup>11</sup> Intersectionality must also be addressed since people with disabilities and their families and caregivers (particularly women), LGBTQIA+ and Indigenous peoples – among other minority groups – are all more likely to be living in poverty as a result of discrimination (SDG 16.7) and barriers to economic participation (SDG 10.2), education (SDG 4.5) and healthcare (SDG 10.2).

Over the next 15 years, most people living in extreme poverty will live in countries that do not have adequate domestic resources to achieve the SDG.<sup>12</sup> Of the 1.4 billion people that comprised the poorest 20 per cent worldwide in 2011, almost a third lived in 44 countries in which annual government spending was less than US\$1,000 per capita.<sup>13</sup> This amount is simply too low to provide the level of public services necessary for widespread poverty reduction. By comparison, the average Organisation for Economic Cooperation and Development (OECD) country government spent US\$17,242 per capita in 2011.<sup>14</sup>

While private finance flows, such as foreign direct investment (FDI) and remittances, are a significant source of revenue for developing countries,<sup>15</sup> ODA is also a critical tool for promoting inclusive development.

Australia's ODA programs need to be targeted to the right countries and regions, and within them to the people facing the greatest barriers to economic and social development. This is consistent with SDG 1: sound policy frameworks should be created at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions (SDG 1.B).

Currently Australia concentrates 91.7 per cent of country program aid spend in the Indo-Pacific region,<sup>16</sup> and much of this aid allocation targets lower-middle and upper-middle income countries. Australia's country program mix should be reviewed and adjusted to better target countries with the greatest development challenges, if Australia is going to seriously tackle poverty and inequality (SDG 17.2).<sup>17</sup>

Australia is on track to increase its investment in 'aid for trade' to 20 per cent of the aid budget by 2020, with an estimated \$748 million allocated towards aid for trade activities in 2016-17.<sup>18</sup> While well-managed international trade is important for economic growth, it does not guarantee poverty reduction. There is strong evidence that aid for trade programs contribute to raising exports and improving the investment climate in recipient countries (SDG 17.11, 17.12),<sup>19</sup> and there is also evidence aid for trade significantly increases Australia's exports to recipient countries.<sup>20</sup> However, there is very little publicly available information about how aid for trade projects impact poverty eradication.<sup>21</sup>

Australia should adopt an inclusive, pro-poor approach to aid for trade. Investments should focus on enhancing the capacity and resources available to poor communities and marginalised groups within them, particularly women, to access markets (through increased physical and digital connectivity as well as removing trade barriers). Programs should also aim to increase the benefits flowing from trade to poor communities, for example through increased employment. Currently Australia's focus does not appear to be sufficiently inclusive to maximise poverty reduction benefits.

**Recommendation 3:** Ensure Australia's approach to implementing the SDG domestically and through our aid program centres on the commitment to leave no one behind, with concrete strategies to support inclusion of disadvantaged groups in the design, delivery and monitoring/evaluation and reporting on services and programs.

This should result in:

- an increasing share of ODA flowing to the most challenged countries, including least developed states in the Asia-Pacific region and Sub-Saharan Africa, to assist them in increasing the volume of domestic resources available for development, in accordance with the needs and aspirations of their citizens;
- explicitly targeting the poorest communities and most marginalised groups within the countries where Australian aid is directed to lower-middle and upper-middle- income countries, and particularly people with disabilities, women and girls, and people with diverse sexual orientation and gender identity. This is critical given these states possess the requisite national resources to achieve the SDG, but nevertheless poverty persists as a consequence of inequality;
- aid for trade programs being inclusive, focusing on increasing access to markets and trade benefits for people living in poverty, particularly women; and
- investment in developing country governments' capacity to collect tax revenue from foreign firms, so that those governments can establish a sustainable revenue stream to fund their national economic development and reduce reliance on foreign aid.

## 1.2. Closing the health inequality gap in Australia (SDG 3)

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Many of the Sustainable Development Goals and associated targets are highly relevant to the situation facing Aboriginal and Torres Strait Islander peoples in Australia, even though First Nations peoples are only referenced explicitly in two specific SDG targets. Moreover, the overarching framework of the 2030 Agenda contains numerous elements that go towards articulating the development concerns of Indigenous peoples.

Of particular interest for Australia is SDG 3 (good health and wellbeing), since the health gap between Indigenous and non-Indigenous Australians is significant, and is worsening.

### 1.2.1 Respecting and upholding Indigenous rights (SDG 16)

Human rights principles and standards are strongly reflected in the 2030 Agenda (A/RES/70/1 paragraph 10). Further, the 2030 Agenda's overall focus on reducing inequalities is of particular relevance to Indigenous peoples, who are almost universally in situations of disadvantage compared with the non-Indigenous population (SDG 10).<sup>22</sup>

In Australia, the introduction of the *Racial Discrimination Act (RDA) 1975 (Cwlth)* was a significant development in protections against racial discrimination. The RDA represents Australia's incorporation into domestic law of obligations contained in the UN *Convention on the Elimination of All Forms of Racial Discrimination*. There is also anti-discrimination legislation that operates in each state and territory that provides protections from racial discrimination. Despite these important protections, there continues to be a significant gap between Aboriginal and Torres Strait Islander peoples and non-Indigenous Australians in the realisation of human rights and fundamental freedoms.<sup>23</sup>

For example, regarding the *Declaration on the Rights of Indigenous Peoples*, little action has been taken by Australian governments to incorporate the Declaration into legal and policy frameworks in Australia.

Australia's repeated failure to constructively engage with and implement UN recommendations, the Social Justice Commissioner's report recommendations and past government report recommendations substantially limits the ability of governments to promote respect for the rights of Aboriginal and Torres Strait Islander peoples and their ability to assert those rights, and to meet the SDG (e.g. SDG 16.3).

In addition, it is important to note that recognition of the distinctive cultures, histories, languages, laws and traditional lands is central to the identity of Aboriginal and Torres Strait Islander peoples. Culture is deeply rooted in tradition, knowledge and the land, and is the foundation of individual and collective identity for Aboriginal and Torres Strait Islander peoples.<sup>24</sup> Respect for, and protection of, cultural rights is therefore at the heart of Indigenous rights – yet Australia's legislation and policies currently only provide limited protection of Aboriginal and Torres Strait Islander language and culture, largely through native title and cultural heritage laws.

**Recommendation 4:** Legislate human rights standards:

- The Federal Government should develop an action plan to implement the provisions contained in the UN *Declaration on the Rights of Indigenous Peoples*. This plan should be developed with the active participation of, and in full partnership with, Aboriginal and Torres Strait Islander peoples and their representative organisations; and
- the Federal Government should introduce comprehensive legislative protection of human rights, such as a Human Rights Act. The rights protected in legislation should include the right to self-determination, respect for and protection of cultural rights and the right to equality and non-discrimination.

**Recommendation 5:** Respond to, and act upon, recommendations related to Indigenous rights, including:

- Formally responding to the Social Justice Commissioner's reports, whereby the Federal Parliament should enact a legislative requirement or adopt other mechanisms such as parliamentary committees requiring the Federal Government to provide a formal response to the Social Justice Report and Native Title Report on their tabling in parliament each year; and
- Acting on recommendations from past government reports:
  - All Australian governments should develop appropriate mechanisms to oversee the implementation of recommendations contained in government reviews, commissions and inquiries. These mechanisms must be constituted by Aboriginal and Torres Strait Islander peoples;
  - Recommendations from past major reviews and royal commissions should be reviewed so that those that remain relevant are implemented; and
  - The Federal Government, through the Council of Australian Governments, must set targets for reducing the incarceration of Aboriginal and Torres Strait Islander peoples and improving community safety, by developing plans that are culturally appropriate and relevant.

**Recommendation 6:** Right past wrongs and retain present protections against racial vilification, by the Federal Government:

- establishing a national scheme to provide comprehensive reparations, including compensation, to the Stolen Generations;
- auditing and implementing the recommendations contained in the Australian Human Rights Commission's *Bringing Them Home* report on the forcible removal of children, in consultation with Aboriginal and Torres Strait Islander peoples;
- reviewing and implementing the recommendations contained in the *Unfinished Business: Indigenous Stolen Wages* report, including the establishment of a national compensation scheme in consultation with Aboriginal and Torres Strait Islander peoples; and
- retaining the RDA in its current form to ensure strong and effective protections against racial vilification.



**Recommendation 7:** Protect language and cultural rights, whereby the Federal Government must:

- provide stronger legislative protection for the right of communal ownership of Aboriginal and Torres Strait Islander cultural heritage, which encompasses the full range of cultural heritage including traditional knowledge, traditional and cultural expressions (such as dance, music, song, writings and ceremonies), tangible cultural property (such as sacred sites and burial grounds) and intangible cultural property (such as oral stories);
- introduce increased penalties for contravening cultural heritage laws, including the provision of compensation to affected Aboriginal and Torres Strait Islander community members;
- institutions such as Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) should be broadened and strengthened to recognise the special importance of preserving Aboriginal and Torres Strait Islander collections and the unique value of traditional knowledge and practices within Australia; and
- primary and secondary schools should be resourced and supported to deliver bilingual education programs and to develop appropriately skilled bilingual education teachers and aides.

### Key statistics:

- **Life expectancy:** Indigenous Australians can expect to live 10 fewer years than other Australians (ABS, 2016);
- **Employment:** Only 55per cent of the Aboriginal and Torres Strait Islander population are in the labour force, compared with 65per cent of non-Indigenous Australians (ABS, 2016);
- **Education:** Of Aboriginal and Torres Strait Islander people aged 15 and over in Australia, 14per cent reported completed Year 12 as their highest level of educational attainment, 16.5per cent completed a Certificate III or IV and 5.5per cent an Advanced Diploma or Diploma (ABS, 2016);
- **Domestic violence:** Aboriginal and Torres Strait Islander women are 10 times more likely to die from violent assault than other women (FVPLS, 2015);
- **Incarceration:** Aboriginal and Torres Strait Islander adults are imprisoned at a rate 15 times higher than that of non-Indigenous people (ABS, 2017).

### 1.2.2 Refreshing the Closing the Gap strategy (SDG 1, 2, 3, 4, 5, 10)

In Australia more than 200 years of institutionalised dispossession, racism and discrimination have left Aboriginal and Torres Strait Islander peoples facing protracted challenges. Aboriginal peoples' status in the areas of education, employment, health, income and housing is well below that of other Australians, while on average they are more than 10 times over-represented in prisons.<sup>25</sup>

Two recent reports – Oxfam Australia's *Moving Beyond Recognition* and the Close the Gap Steering Committee's ten-year review of the *Closing the Gap strategy* – stress the urgent need to reset national policy and practice, since many of the fundamental rights of Aboriginal and Torres Strait Islander peoples have not progressed despite some important successes:

Unacceptable gaps in social and economic disadvantage persist. Racism and discrimination remain pervasive. Cultural rights continue to be eroded. Aboriginal and Torres Strait Islander peoples still do not have a seat at the table as equal partners. It would appear that every step forwards is followed by two steps back.<sup>26</sup>

The Government's response to this campaign for health equality has significant merits in attempting to address high rates of chronic disease, child and maternal health and other areas (SDG 3.2, 3.4). These must continue to be supported as part of the Government's "refreshed" Strategy, and would work to Australia's own achievement of the SDG.

It is critical that the new Strategy includes a complementary set of programs to systematically address (i.e. by progressive realisation) the underlying causes of Aboriginal and Torres Strait Islander health inequality. Addressing these underlying causes (i.e. the social determinants of health) requires a high degree of cross-portfolio purpose and collaboration, as these factors are both mutually supporting and interdependent.

**Recommendation 8:** Reset the *Closing the Gap Strategy* by establishing a tripartite partnership between Aboriginal and Torres Strait Islander health leaders, the Commonwealth, and State and Territory governments to co-design health policies.

This should include:

- investments in Indigenous health on a needs basis. The needs of First Australians are akin to that of older people—they have a higher incidence of illness and therefore greater need. But the government only spends 38 per cent more on Indigenous people even though their needs (disease burden) is 2.3 times greater;
- a fully costed and funded *Implementation Plan for the National Aboriginal and Torres Strait Islander Health Plan (2013-2023)*;
- a commitment to ensuring that Aboriginal community controlled health services (ACCHOs) are the preferred model for government investment in primary health care services for Aboriginal and Torres Strait Islander communities;
- a commitment to providing adequate and long-term financial resources, including strengthening of the Indigenous health workforce;
- a clear focus on critical social issues that impact Indigenous health (including poor housing, nutrition, employment and education); and
- meaningful partnerships between Indigenous and non-Indigenous communities and health services.

### 1.2.3 A whole-of-government approach that is inclusive and representative (SDG 16.7)

The current lack of progress against targets raises questions about whether there has been sufficient cross-portfolio commitment to Closing the Gap. The imperative of portfolio-based ministerial responsibility, accountability and budget rules may present not only a complex coordination task, but also serves to work against agendas that require cross-cutting, whole-of-government approaches and commitment.<sup>27</sup>

Indeed, the principle failure of successive governments has been the failure to listen to, and effectively include, Aboriginal and Torres Strait Islander peoples in decision-making about matters which affect their lives. It is imperative that an independent national representative body be funded in order to respect the human right of self-determination, and to meet SDG 16.7 on responsive, inclusive and representative decision-making.

**Recommendation 9:** The Federal Government must provide adequate and secure funding for an independent national representative body that is directly elected by Aboriginal and Torres Strait Islander peoples. This should be complemented by:

- the adoption by representative bodies and structures of the principle of self-determination that fully devolves decision-making power over policy and programs and their implementation to the local level;<sup>28</sup> and
- the engagement by all Australian governments through the Council of Australian Governments with the Redfern Statement to develop policy responses to many of the challenges facing Aboriginal and Torres Strait Islander peoples.

**Recommendation 10:** Increase representation of Aboriginal and Torres Strait Islander peoples in Federal Parliament and policy development, specifically by:

- implementing the recommendations contained in the NSW *Legislative Council Standing Committee on Social Issues* report, enhancing Aboriginal political representation;<sup>29</sup>
- recognising that Aboriginal and Torres Strait Islander peoples are best placed to understand the challenges they face, the solutions that are needed and to implement those solutions. To do this government must consult widely, listen, act on the advice it is receiving and empower Aboriginal and Torres Strait Islander peoples to act also; and
- ensuring that Aboriginal and Torres Strait Islander peoples and their organisations are directly involved in decision-making about matters that directly affect them. This could be achieved, for example, by including requirements for an “Indigenous Impact Statement” and genuine consultation with Aboriginal and Torres Strait Islander peoples in Regulatory Impact Statements.

**Recommendation 11:** The Federal Government should respond urgently to the recommendations of the Referendum Council and the *Uluru Statement of the Heart* to create an Indigenous Voice to the national parliament, and to create a “Makaratta” Commission to supervise a process of agreement-making between governments and First Nations, and truth-telling about Aboriginal and Torres Strait Islander history.

### 1.3. Gender equality (SDG 5)

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Gender inequality is an acute and widespread form of inequality, experienced across the globe. Women are more likely than men to experience poverty; two-thirds of the one billion plus adults who lack basic literacy skills are women; and violence against women and girls is a global pandemic, with women and girls aged 15 to 44 more at risk from rape and violence than cancer, motor accidents, war and malaria.<sup>30</sup> Conversely, no other indicator has had a greater positive impact on development outcomes than improvements in gender equality and women's empowerment.

Australia's aid program has a welcome focus on these two areas. The Foreign Policy White Paper and DFAT's *Gender equality and women's empowerment* strategy demonstrate a commitment to the areas of women's leadership (SDG 5.5), women's economic empowerment (SDG 5.A) and ending violence against women and girls (SDG 5.2).<sup>31</sup>

DFAT has also maintained modest but stable funding for gender-focused programs at a time when other donors to our region have reduced investment. In 2016-17 Australia's investment in the central Gender Equality Fund, including two 10-year programs (*Pacific Women Shaping Pacific Development*, and the South-East Asia economic inclusion-focused *Investing in Women Initiative*), increased by 10 per cent to AU\$55 million.

Nevertheless, overall, gender equality has been hit by cuts to aid and does not receive investment that is in proportion to its policy prioritisation.

#### 1.3.1 Mainstreaming gender across the aid program

Oxfam supports Australia's aid performance standard that "more than 80 per cent of investments, regardless of their objective, will effectively address gender issues in their implementation." However, we note this is the only aid performance standard that has consistently not been met by DFAT out of ten key performance targets introduced in 2014.<sup>32</sup>

Currently 78 per cent of Australia's aid investments are rated as "satisfactorily addressing gender equality in their implementation", up from a baseline of 64 per cent.<sup>33</sup> However, it is not at all clear to external stakeholders how this self-assessment is conducted, since the criteria for what is "satisfactory" is not publicly available.

Worryingly, investments in the agriculture, fisheries and water sector were reported in 2015/16 as declining in their gender equality performance as a result of DFAT partnering with private sector entities "whose awareness of and ability to address gender inequalities in agriculture, fisheries and water still need strengthening."<sup>34</sup>

Despite the exceptional knowledge of the small number of gender specialists working at DFAT, it would be important to strengthen and improve the technical capacity and cultural acceptance of the importance of gender equality across the aid program, in order to deliver on the ambitious equality goals and target.

In particular, as indicated in the *Performance of Australian Aid* report, investment in key areas (trade, infrastructure, agriculture and fisheries) needs to be examined with a view to ensure that gender equality is a core consideration in program design and selection.<sup>35</sup>

**Recommendation 12:** Australia should retain the 80per cent gender target, and ensure this target is made more meaningful by:

- increasing transparency of DFAT's self-assessment process so that stakeholders understand how programs are being assessed;
- ensuring all partners, including private sector partners, integrate gender analysis from design through to program evaluation;
- ensuring DFAT has sufficient technical expertise in gender mainstreaming to accurately assess all programs;
- increasing financial expenditure on programs where gender equality is the principal objective; and
- increasing transparency of the financial allocation towards gender equality in programs where gender is a significant objective.

### 1.3.2 Stand-alone gender programming

Australia should retain a clear focus on programs that promote women's rights and gender equality, including sexual and gender based violence programs (SGBV) (SDG 5.2).

DFAT's AU\$320 million *Pacific Women Shaping Pacific Development* program is a positive example of stand-alone gender programming to build from.<sup>36</sup> It is long-term (2012-2022); holistic (addressing leadership, SGBV and economic empowerment); working with a diversity of partners including Pacific governments, civil society organisations, the private sector, and regional and United Nations (UN) agencies; and is directly responding to the aspirations of Pacific governments by aiming to meet the commitments made in the 2012 Pacific Island Forum Leaders' *Gender Equality Declaration*.

*Safe Families* is one of the first Pacific-grown primary prevention of violence programs. Trained community facilitators support local community members to undertake reflective learning and have structured conversations about power and inequality, as well as design collective action plans to address violence against women and girls.

Communities are also supported to improve access to support services for survivors of violence, and alliances of stakeholders at the provincial level also inform national laws and policies to end violence against women.

The current focus for the program is to build the evidence base for the effectiveness of this ground-breaking Pacific-grown solution to violence against women and girls. In 2017, the program was awarded a grant from the World Bank and Sexual Violence Research Initiative (SVRI) to undertake a study of how the program is shifting gender norms to support ending violence against women. This research is being undertaken in 2018 with partners The Equality Institute and Jean Hailes Research Unit, Monash University. It will support the refinement of the *Safe Families* model and explore the potential for scale-up and replicability in Solomon Islands and other Pacific contexts.

## Safe families in Solomon Islands

The scale and impact of sexual and gender based violence in the Solomon Islands is horrific: nearly two of every three women aged 15 to 49 experienced violence from their current or former partner; around 18per cent of women had experienced non-partner violence; 37per cent have been sexually abused before the age of 15.<sup>33</sup>

Oxfam supports the Safe Families Program, an intensive, locally-developed community mobilisation-based violence prevention program being implemented in Malaita and Temotu provinces. Undertaken in partnership with the Australian Government through *Pacific Women Shaping Pacific Development* and launched in 2015, it builds on the successes and lessons from Oxfam's previous Standing Together Against Violence (STAV) program.

STAV demonstrated that community mobilisation over time can significantly change the attitudes and norms which underpin violence against women and girls, and ultimately the prevalence of violence. The 2015 endline evaluation of STAV found that target communities reported a noteworthy decrease in the prevalence of violence against women, a decrease in harmful attitudes, an increase in positive norms related to equal relationships and respect for women, and men taking on more domestic duties.<sup>34</sup> Learning from these successes, Oxfam designed Safe Families to have a greater focus on norms related to gendered power and inequality.

**Recommendation 13:** Australia should continue to scale up funding for stand-alone, evidence-based, holistic and long-term approaches to ending violence against women, which are open to a range of organisations, including international NGOs and local civil society. Such programs should fund primary prevention to change attitudes and norms as well as support services for current survivors of violence. This includes continuing the significant emphasis on ending violence against women in programs like *Pacific Women Shaping Pacific Development*; and expanding the provision of funding to addressing violence against women into Asia, where Australia has narrowed its gender equality focus to primarily funding women's economic empowerment work.

### 1.3.3 New programming approaches (SDG 4.5, 5.1, 5.5, 5.A, 10.2, 10.3)

The Australian aid program should also continue to develop more sophisticated approaches to tackling intersecting forms of gendered discrimination and exclusion (SDG 5.1). For example, the aid program could better target women's economic empowerment (SDG 5.A) and leadership programs (SDG 5.5) to women with different abilities (SDG 10.2), lower financial status and social power (SDG 4.5).

There are also untapped opportunities for the aid program to promote Indigenous-designed and facilitated leadership and political engagement programs, and support collaborations between Aboriginal and Torres Strait Islander women leaders and Pacific Island women leaders (SDG 5.5, 4.5).



## **Straight Talk: Indigenous women's political engagement and leadership**

The Straight Talk program strengthens the capacity and access of Aboriginal and Torres Strait Islander women to participate in political processes. A highlight of the program is a four-day national summit in Canberra every 12-18 months, which is complemented by regional gatherings around the country throughout the year. In 2017, the program was held in partnership with Aarnja Aboriginal Regional Body in the Kimberley region.

The content of the program is designed and adapted by Aboriginal and Torres Strait Islander women, and the program facilitates culturally safe spaces for diverse women to come together and share and learn from each other. The gatherings and capacity building components are facilitated by Aboriginal women, and a panel of prominent Aboriginal women always attend the gatherings (for example Nova Perris, Jackie Huggins).

Programs include meetings with parliamentarians and decision makers in the community and have proven to be effective in breaking down barriers to access, facilitating two-way learning, encouraging parliamentarians to hear what is happening on the ground, and enabling women to have a first-hand experience of politicians. It is also a unique opportunity to explore ways of working together to advance reconciliation and achieve justice and equality for Aboriginal and Torres Strait Islander women.

Now in its ninth year, around 700 women have been part of coming together to learn from each other, and share new tools and skills to be more effective in making change, while also putting Aboriginal and Torres Strait Islander women's issues on the political agenda. These alumni continue to engage with each other and in some cases, have continued to engage with the politicians they have met through the program.

Feedback from participants suggests that the majority have come away from Straight Talk with a clearer understanding of how the political system works and a greater capacity to engage with government institutions, decision-making and change processes. Many women also talk about an increased sense of wellbeing, cultural strength, confidence to speak up, and to articulate the change they are seeking. Others report that learning how to develop a strategy and plan for making change has enabled them to be more effective.

The Straight Talk model could, with contextual modification, be replicated throughout the Asia Pacific region. There are also opportunities to use the program to connect participating and alumni women from the program up with emerging Pacific women leaders to foster collaboration.

In addition, gender equality must be inclusive of sexual and gender minorities. The aid program should explore further ways to support LGBTQIA+ communities and their development challenges within country programs (SDG 10.2, 10.3).

Discrimination, violence and exclusion on the grounds of sexual orientation and/or gender identity are a violation of human rights, a barrier to active citizenship and gender equality, and a contributing factor to the perpetuation of poverty and marginalisation.<sup>37</sup> Given the over-representation of people in the LGBTQIA+ community as survivors of violence and their exclusion from economic opportunity, this should be an increasing area of focus for the aid program. Programs that tackle the relationship between homophobia and/or transphobia and aggressive forms of masculinity that impact both women and LGBTQIA+ communities should particularly be considered.

## **Promoting the rights of LGBTQIA communities in Vanuatu**

The LGBTQIA community are among the most marginalised people in Vanuatu. As a result of discrimination and widespread homophobia they face significant barriers to economic, educational, social and political opportunities. They are also extremely vulnerable to violence.

Over many years, Oxfam has supported a local partner, Wan Smolbag Theatre, to do work with the Vanuatu Pride Foundation (VPride) on sexual and reproductive health rights.

In May 2017 VPride registered independently as Vanuatu's first ever LGBTQIA organisation. Oxfam is providing institutional strengthening support to VPride, including providing computers, access to training, assistance setting up organisational policies and systems and developing a strategic plan. VPride is also actively engaged in the Oxfam-supported Vanuatu Youth Livelihoods Network to ensure that advocacy on youth economic empowerment is inclusive of the rights of LGBTQIA people.

VPride is rapidly emerging as an influential organisation promoting the rights of LGBTQIA people in Vanuatu.

**Recommendation 14:** Consider trialing and scaling new programming approaches to gender equality, including:

- programs that support Indigenous-designed and facilitated leadership and political engagement, and support collaborations between Aboriginal and Torres Strait Islander women leaders and Pacific Island women leaders;
- programs that target the specific development challenges facing LGBTQIA+ communities and address the intersecting issues of homophobia/transphobia and aggressive masculinities; and
- programs that have gender policies that are inclusive of sexual and gender minorities, which address explicit consideration of issues for sexual and gender minorities who identify as women, address gendered violence against all sexual and gender minorities, are inclusive of people whose gender identity varies from that assigned at birth, and follow the IASC 2016 Gender Handbook Review recommendation to “[r]eview the definition of gender to move away from the binary categories of male and female to include LGBT” to recognise non-binary and third gender persons.



#### 1.4. Disability inclusion (SDG 4.5, 4.A, 10.2, 11.7, 16.7, 17.18)

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One clear example of the cross-cutting nature of the SDG is disability inclusion, which can be found in a number of individual goals and targets.

Australia has a strong commitment and track record on disability inclusion in the aid program. This is demonstrated by DFAT's international advocacy for disability inclusive development, the commitments set out in Australia's *Development for All* strategy for strengthening disability inclusive development, and reported progress.<sup>38</sup>

Australia's focus in this area and compliance with minimum standards has been an important factor in Oxfam Australia's progress towards disability-inclusive policy and practice. Through the Australian Humanitarian Partnership, funded by DFAT, Oxfam partners with disability rights organisation CBM to ensure people with disability guide our inclusive humanitarian programs.

This focus is vital given 15 per cent of the world's population are people with a disability, people with disability are significantly over-represented in the world's poorest communities, and they are disproportionately impacted by disasters.

Oxfam notes that the Office of Development Effectiveness will soon publish a strategic evaluation of DFAT's work promoting disability-inclusive development. Any future program investments should be informed by this evaluation.

**Recommendation 15:** Inform all future program investments according to the Office of Development Effectiveness' strategic evaluation of DFAT's work promoting disability-inclusive development.

#### 1.5. Risk and Resilience (SDG 1.5, 2.4, 11.5, 11.B, 13.1, 13.2, 13.3, 13.A, 13.B)

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Another cross-cutting area is that of risk and resilience, which reflects the increasing number, frequency and complexity of humanitarian crises around the world and the related impacts of climate change, food insecurity and conflict.

More than 65.6 million people globally are now displaced as a result of persecution, conflict or violence.<sup>39</sup> The UN estimates the cost of fragility and conflict in 2015 alone was a staggering US\$13 trillion.<sup>40</sup> Since then the conflicts in Syria, Iraq, Yemen and Myanmar have deteriorated, tentative improvements to security in Afghanistan are unravelling, and the already fractured diplomatic relationship between the United States, Russia, Iran, North Korea and other powerful nuclear armed states have stooped to new lows, putting the world on a dangerous path. Those most impacted by conflict and fragility are of course those with the least resources and power to protect themselves.

At the same time, we know that climate change is already escalating the risk of severe weather-related events such as hurricanes and droughts, exposing vulnerable communities to sea inundation and reduced crop yields, and increasing the risk of forced displacement with all the complex human impacts that entails. These trends will only escalate in the coming decades given the slow pace of international action on climate change to date.

On average, more than 20 million people are uprooted each year by sudden-onset extreme weather disasters.<sup>41</sup> Oxfam analysis reveals that people in low and lower-middle income countries are around five times more likely than people in high-income countries to be forced from their homes by extreme weather disasters. This is likely an understatement of the impact of weather and climate-related events on the world's poorest communities, as the numbers do not account for 'slow-onset' disasters like drought and rising sea levels.<sup>42</sup> The economic losses resulting from disasters over the past 30 years amount to well over US\$3.5 trillion.<sup>43</sup> Pacific Island countries are particularly at risk: the World Bank estimates that annual economic losses for Vanuatu and Tonga respectively are 6.6 per cent and 4.4 per cent of Gross Domestic Product (GDP).<sup>44</sup>

Against this backdrop of rising disaster, climate change and conflict risk, Australia's aid program must protect development gains through a strategic focus on resilience (SDG 1.5). We welcome the commitment to responding to the long-term challenge posed by the world's displaced people, as well as the recognition of the challenge posed by climate change and the need to factor climate change in to long-term planning and investment.<sup>45</sup>

The SDG will simply not be achievable in countries facing high risk exposure, including all developing countries in the Pacific, Asia and Sub-Saharan Africa, without significant investments in risk reduction, climate change adaptation and mitigation, food security and humanitarian action. Tackling rising risk and building resilience is therefore fundamental to the vision of the Australian aid program and to achieving the SDG.

#### 1.5.1 Mitigating and adapting to climate change (SDG 7.2/A, 11.5, 13.1, 13.2, 13.A)

Despite having contributed almost nothing to the cause of climate change – while countries like Australia continue to emit at high levels – people living in poverty are being hit first and hardest by negative climate impacts. The provision of adequate financing to assist developing countries to adapt to climate change is both a matter of international justice and a critical development investment.

Many developing country governments are showing impressive leadership in the face of these challenges. Pacific Island governments are, for example, creating ambitious plans for resilience-building and renewable energy (SDG 7.2, 7.A, 13.2), and playing a critical role in climate negotiations. Australia should be following their lead. However, the need for adequate and accessible financial support for climate action is urgent and growing.

Many countries continue to face considerable barriers in accessing existing climate funds and need greater assistance to tap into opportunities presented by development donors and the Green Climate Fund.<sup>46</sup> As co-chair of the Board of the Green Climate Fund, Australia has sought to make the Fund more effective in meeting the needs of Pacific countries and communities. However, to fulfil its international obligations and particularly the Paris Agreement, Australia must scale-up its overall contribution to international climate finance and work continually on improving the effectiveness of this support.

Australia's current commitment to climate finance – approximately AU\$200m a year<sup>47</sup> – remains well short of Australia's fair contribution of AU\$3.2 billion per year towards the shared goal of mobilising US\$100 billion a year by 2020.<sup>48</sup> Australia also does not have a climate change strategy for the aid program. Although Oxfam had understood DFAT was

developing such a strategy in 2016, at the time of writing nothing has been finalised. This lack of strategic direction is problematic.

**Recommendation 16:** Australia should increase its contribution to international climate finance as part of a growing aid program and in line with Australia's international obligations. Specifically, the Government should:

- provide Australia's fair share of the international goal of US\$100bn/year in public and private climate finance by 2020. Oxfam assesses Australia's fair share at AU\$3.2 billion in public and private finance per year by 2020, including both bilateral programs and contributions to multilateral funds. At least half of this contribution should support climate change adaptation; and
- support new and innovative sources of climate finance to supplement contributions from the national budget, such as levies on international transport emissions, revenue from emissions trading schemes and the redirection of fossil fuel subsidies.

**Recommendation 17:** Australia should actively engage in its role in reducing emissions, as one of the main global emitters, by legislating emissions reduction and clean energy targets that align with limiting warming to 1.5°C. This should include 100per cent renewable electricity by 2030 and zero emissions before 2040.

#### *Community-based adaptation (SDG 1.5)*

In Oxfam's experience, both top down and bottom up strategies are required to adapt to climate change.<sup>49</sup> National governments, together with donors and the private sector, have a critical role to play in delivering large-scale adaptation projects. At the same time, meeting the adaptation needs of the most vulnerable communities will continue to depend on information, strategies and grants-based support reaching the community level.

Individuals and communities are often best able to develop effective adaptation solutions themselves; after all, they know their own particular context better than anyone. Civil society have an important role to play in supporting community level adaptation, and ensuring accountable use of adaptation finance.<sup>50</sup>

In addition to scaling-up its overall contribution to international climate finance, Australia should continue to invest in community-based adaptation (SDG 13.3) through a dedicated allocation of funding, building on the lessons from the Community-Based Climate Change Action Grants provided over 2011-2015.<sup>51</sup>

Oxfam's program experience demonstrates these grants have proved highly effective in building community resilience by, among other things, increasing the participation and leadership of women (SDG 5.5), strengthening national and local adaptation planning, and amplifying the voice of vulnerable communities in international fora.

**Recommendation 18:** Australia should develop a comprehensive Climate Change Strategy for the aid program. The plan should:

- ensure climate risk is factored into all aspects of the aid program;
- maximise Australia's role in international institutions, including its role as Co-Chair of the Board of the Green Climate Fund, towards improving the accessibility and effectiveness of support to Pacific Island countries and other vulnerable nations; and
- allocate dedicated funding for community-based adaptation, including initiatives that increase the involvement of women and young people in decision making, increase the flow of information to communities and all stakeholders on climate risks and adaptation strategies, and support local and scalable activities for building community resilience.

## Resilience building in Central America and Melanesia

Between 2014 and 2017 Oxfam implemented the Central America and Melanesia Resilience Building Program. The program was funded by a philanthropic donor and implemented in partnership with local organisations in 44 communities vulnerable to climate change and disasters across the Solomon Islands, Vanuatu, El Salvador and Guatemala. It involved a wide range of community-level resilience building activities and an Emergency Response Fund which was activated three times to support quick responses to weather induced disaster: Tropical Cyclone Pam in Vanuatu, Tropical Cyclone Winston in Fiji, and drought in El Salvador and Guatemala.

The program supported communities to better absorb disaster risk, adapt and transform their lives in spite of the changing climate.<sup>76</sup> Farmers assisted by the program reported improved crop yields and being better able to withstand weather uncertainty as a result of changed agricultural practices (such as returning to traditional crops and native seeds, changing planting locations and timing and wise management of scarcer water resources). After a small hazard event one of the communities supported in El Salvador decided to harvest one of their communal plots to feed the people who had been evacuated and affected, thereby helping the affected group to recover quickly.

The program also resulted in improvements in disaster preparedness. Program participants across the board reported greater awareness about what to do to protect themselves in the event of disaster. One of the male project participants from Niu Birao, Solomon Islands explained that '[i]n my household we have a disaster kit prepared and we refer to it regularly. It's very important for my family because it will help us save lives and property.' This improved preparedness and contributed to the speed and effectiveness of Oxfam's responses to Tropical Cyclone Pam in Vanuatu in 2015, which impacted 60 per cent of the population spread across 63 islands.

Overall, the program directly and indirectly benefited over 85,000 people across the target countries, on a budget of just US\$4.6 million. That included more than 3,500 women and 2,900 men assisted to build resilience, nearly 40,000 community members who benefited indirectly from improved food security and disaster preparedness, and more than 41,000 people who were directly assisted through emergency assistance.

The program demonstrates the significant impact that can be achieved at relatively low cost by investing at a community level in adaptation and resilience building.

### 1.5.2 Food security (SDG 2.4)

Since 1990 there has been a 50 per cent drop in the percentage of people in developing countries who are undernourished.<sup>52</sup> This is a significant achievement. Nevertheless, there are still 815 million people around the world who go to bed each night with an empty stomach. That's one in every nine people on the planet.<sup>53</sup> One in three people suffer some form of malnutrition, and children are particularly at risk.<sup>54</sup>

Meeting the SDG of eradicating extreme hunger (SDG 2) will be significantly harder to achieve than progress on reducing hunger to date. This is both because of the rapidly escalating impacts of climate change on food security and the reality that those still left hungry are often in the most complex situations: in fragile political contexts, on the frontlines of the climate crisis or highly exposed to extreme weather events.

Given this, Australia should make efforts to boost food security and sustainable agriculture and fisheries as a greater priority for the aid program (SDG 2.3, 2.4).

#### *Small scale, big impact (SDG 2.3)*

The terrible and devastating irony is that the vast majority of the world's hungry people are small-scale farmers, livestock keepers, fishers or forest foragers; many of whom are women. Growth in agriculture, particularly small-scale agriculture, benefits the poorest people at least twice as much as growth in other sectors of the economy.<sup>55</sup> However, small-scale farmers experience numerous obstacles, including barriers to accessing markets, lack of access to savings and credit, and lack of access to technical assistance responsive to local contexts.

In Oxfam's experience, development partnerships that focus on supporting the most vulnerable small-scale farmers and fishers deliver the greatest social, economic and efficiency outcomes (SDG 2.3).<sup>56</sup> Investing in women small-scale farmers is particularly effective, given roughly 80 per cent of women in low-income developing countries work in the agriculture sector.<sup>57</sup> The UN Food and Agriculture Organization estimates that merely providing women farmers with the same resources (such as agricultural inputs, credits and services) currently used by men could increase their production by up to 30 per cent, resulting in a 12 to 17 per cent reduction in global hunger.<sup>58</sup>

Australia's aid investments in agriculture and fisheries have often missed opportunities to target women small-scale producers. For example, an Office of Development Effectiveness (ODE) evaluation in 2014 found that only one of the six agriculture programs assessed, the Cambodia *Agricultural Value Chain* Program, actually addressed gender from the design phase and sought to address "gender-related barriers to women's participation." The evaluation concluded that while four of the other initiatives included some gender-responsive activities, "none of these carried out gender analysis to inform their approaches, thereby missing opportunities to overcome context-specific constraints to women's agricultural activity."<sup>59</sup>

Since then Australia has developed a new aid investment strategy for agriculture, fisheries and water that includes performance standards for increasing small-scale farmers' and fishers' participation in markets, especially women.<sup>60</sup> The Australian Centre for International Agricultural Research, responsible for delivering a large percentage of Australia's food and agriculture aid (\$106.5m in 2017/18), has notably increased its focus on small-scale producers and women in recent years.<sup>61</sup>

Despite this, recent investments in private sector and larger scale agriculture have resulted in lower results on tackling gender equality, indicating a need for DFAT to focus on supporting this sector.<sup>62</sup>

An emphasis on small-scale women farmers should therefore continue, with greater support for women's access to finance, credit and training opportunities.

*Increased focus on fishers (SDG 2.3, 2.4, 14.7, 14.B)*

Small scale fishers are critical to food security in Asia and the Pacific. Fish provide between 50 and 80 per cent of the animal protein consumed by the 60 million people living in the lower Mekong basin,<sup>63</sup> and between 50 and 90 per cent of animal protein in the Pacific region.<sup>64</sup>

Small scale fishers are highly vulnerable to changing weather patterns and are often the worst hit when disasters strike. For example, in the wake of Typhoon Haiyan in the Philippines in 2014 fishing communities were hit hardest. An estimated 30,000 boats were damaged or destroyed in the disaster and nearly three-quarters of fishing communities were severely affected, losing crucial equipment such as boats, nets, and cages.<sup>65</sup>

The Pacific Community estimates that 75 per cent of fisheries in the Pacific may not meet food security needs by 2030 as a result of population growth, overfishing and low productivity, climate impacts and challenges with distribution networks.<sup>66</sup> Damage to reef ecologies and marine ecosystems associated with climate change will also have severe consequences for fish-dependent Pacific communities.<sup>67</sup>

Australia should increase its investment in small scale fishers, particularly women, to address these growing challenges (SDG 2.3, 2.4, 14.7, 14.B).

*Safeguarding producers against calamity (SDG 1.4)*

Micro-insurance schemes have emerged as an important strategy for helping to protect primary food producers from destitution in the event of calamity. Oxfam first began using this approach in earnest during the 2011 Horn of Africa food crisis,<sup>68</sup> and we have continued to explore this strategy in a number of contexts (see box below).

Australia should consider exploring innovative approaches such as micro-insurance, since such strategies to assist small-scale food producers build resilience (SDG 1.4).

**Recommendation 19:** Australia should significantly increase assistance for small-scale farmers and fishers, particularly women. Programs should:

- assist producers to access local and international markets, including through facilitating access to finance and credit;
- support farmers and fishers to adapt their practices to climate change and increasing disaster risk;
- explore ways to safeguard producers' food security through innovative mechanisms like micro-insurance; and
- ensure all programs in the food and agriculture sector are designed and monitored for food security impacts at a household and individual (gender-disaggregated) level, in line with best practice.<sup>69</sup>



## **Sri Lanka: Weather Index Insurance program**

In Eastern Sri Lanka, weather-related disasters like floods and droughts often damage or destroy the harvests of rice farmers. For a majority of them, paddy cultivation is their only income, and this climate-sensitive crop relies on the availability of right amount of water and sunshine. In Batticaloa, every year 40 per cent of farmers lose their crops to flood; in 2014, the damage went up to 70 per cent. 1.2 million Sri Lankans suffered from extreme drought in 2016, and Oxfam's research shows that farmers communities are the worst affected.

While the Sri Lankan government has a form of crop insurance for rice farmers, almost no one has benefitted due to complicated procedures and inadequate resources of the Agrarian Insurance Board. With support of DFAT, Oxfam partnered with Sanasa, a private sector insurance provider to design a Weather Index Insurance scheme as an alternative product to side steps these challenges.

The Weather Index Insurance scheme is more transparent, accessible, user-friendly, and requires fewer resources as farmers insure their crops against the amount of rainfall. Rainfall levels are set for both droughts and floods, with payouts starting at the minimum threshold and increasing according to the severity. Oxfam has set up a weather station which monitors rainfall and automatically communicates in real time via SMS with the farmers, government, and the insurance provider – who triggers payments automatically.

In 2016, Oxfam supported 500 farmers to obtain the insurance for the Yala season (Yala is one of the two rice seasons of the year and happens from May to August). Due to dry weather and lack of rain in May 2016, a payout was triggered, and each farmer received compensation of LKR. 4,400 (AU\$37.30), with a total payout of LKR. 2,200,000 (AU\$18,653 to all farmers).

During the Maha Season 2016/17, from October to February, in spite of some short and sharp bursts of rain, most of Batticaloa experienced an extreme drought damaging or destroying the rice fields. However, the quantity of rain was higher than the minimum threshold that would trigger a drought payout, and this meant that 622 farmers who signed up for the Weather Index Insurance wouldn't receive compensation. Oxfam negotiated with Sanasa, the insurance provider, and as a result, the farmers are now receiving payouts with the total being LKR. 3,550,000 (AU\$30,099).

Oxfam and partners are working together to develop Weather Index Insurance further to include complicated disaster scenarios like what happened this Maha Season and upstream rains which cause floods in low-lying areas. By reaching out to more private sector and financial sector actors, the program will be able to offer this affordable and practical coverage to more farmers.

Oxfam Australia won 'Best Social Innovation' at the 2017 Australian Financial Review's Most Innovative Companies awards for this program.

### 1.5.3 Humanitarian action (SDG 1, 2, 3, 5, 11, 13, 16)

The 2030 Agenda is one of the first global frameworks to bring together, and call for collective and collaborative action on, improved humanitarian action and greater investment in development aid.<sup>70</sup> The SDG provide an explicit recognition of fragile states as incubators of violence and instability, and of humanitarian crises as one of the immense challenges to sustainable development.<sup>71</sup>

The 2030 Agenda also includes a vision for “global solidarity with people in fragile environments, a renewed commitment to resolve or prevent conflict and the recognition of the important role of migrants, internally displaced people, and refugees in achieving development goals.”<sup>72</sup> This additional dimension to vulnerability and marginalisation is an important and complementary component to the notion of leaving no one behind.

Over many decades Australia has developed an effective humanitarian program, focusing on rapid disaster response in the Asia Pacific region, improving the scale and effectiveness of the international humanitarian system, and disaster risk reduction and humanitarian preparedness. However, Australia needs to scale up these areas in response to rising humanitarian crises.

#### *The Grand Bargain*

Australia joined 50 other donors and aid agencies, including Oxfam, at the World Humanitarian Summit in 2016 to agree on the “Grand Bargain” for improving global action to address rising humanitarian crises.<sup>73</sup>

The Grand Bargain commits donors and aid agencies to improve the efficiency and effectiveness of humanitarian action, including by:

- providing 25 per cent of humanitarian funding to local and/or national responders by 2020;
- increasing and diversifying funding for humanitarian assistance in fragile situations and complex emergencies, including increasing cash-based programming where appropriate;
- increasing the use of multi-year, un-earmarked and flexible funding for greater predictability and continuity in humanitarian response; and
- investing in risk management, preparedness and crisis prevention capacity to build the resilience of vulnerable and affected people.<sup>74</sup>

While Australia has a well-articulated and principled humanitarian strategy,<sup>75</sup> the strategy has not been updated to reflect the Grand Bargain commitments. This should be a priority for the Australian Government in order to meet the SDG targets.<sup>76</sup>

**Recommendation 20:** Australia should update its humanitarian policy and strategy to reflect the aspirations and commitments of the Grand Bargain agreed at the World Humanitarian Summit in 2016. The strategy should include time-bound performance indicators based on the Grand Bargain commitments. For example, it should include a timeline for increasing humanitarian funding to local and national responders to 25 per cent by 2020.



*Resourcing the humanitarian challenge, including protracted crises*

Efforts to make the humanitarian system more efficient are critical given rising humanitarian need. However, efficiency gains are not a panacea. International donors must also provide sufficient resources to enable agencies on the ground to respond at scale to increasingly frequent, severe and protracted crises.

In practice, donors, including Australia, are not keeping pace with increasing humanitarian needs. In 2016, total humanitarian funding requirements were US\$17.7 billion. Of this, only US\$11.9 billion was provided, leaving a 39.8 per cent shortfall.<sup>77</sup> In contrast, the humanitarian funding shortfall in 2008 was just 28.5 per cent.

Put simply, the gap between global humanitarian needs and global humanitarian funding is increasing every year.<sup>78</sup> This funding gap comes at enormous human cost. Thousands of people in crisis situations are being denied lifesaving assistance including food, water, shelter and healthcare.

Australia's global humanitarian funding contribution in 2015 was US\$238.7 million, down from US\$241.9 million in 2005.<sup>79</sup> This means that Australia's humanitarian funding allocation has declined substantially over the past decade, despite global humanitarian funding needs increasing from US\$4 billion to US\$10.9 billion in the same period.<sup>80</sup>

In a welcome move, the 2017-18 Federal Budget increased humanitarian funding to AU\$399.7 million, equivalent to just over 10 per cent of Australia's total aid budget of \$3.9 billion.<sup>81</sup> This included increasing Australia's Emergency Fund – a critical mechanism for rapid, needs-based humanitarian funding – by AU\$20 million to AU\$150 million.<sup>82</sup>

Internationally, Oxfam recommends that donors allocate a minimum 10 per cent of their ODA to humanitarian assistance. However, given the limited size of Australia's aid budget, a contribution of \$399.7 million is still significantly short of Australia's 'fair share' of total humanitarian appeals. As part of an increasing humanitarian program, Oxfam recommends Australia's Emergency Fund should be doubled to meet this humanitarian funding gap.

In particular, the continuation of decades-long conflicts and the emergence of new protracted crises have challenged humanitarian actors to better integrate humanitarian responses with long-term development programming.

Based on experience in multiple protracted crises, we know that a key enabling factor for humanitarian responders to effectively plan for the long term is the availability of multi-year funding that is linked, as far as practicable, to national development plans.

The Rohingya refugee crisis, for example, provides an opportunity for donors to act on lessons learned in previous crises. We know that this crisis will be protracted, and that given its scale and complexity, it will require a coherent and comprehensive humanitarian and development strategy. The time is now to provide multi-year humanitarian funding so that responding agencies can plan for the long-term.

**Recommendation 21:** Australia should increase the Emergency Fund budget to at least \$300 million per year from 2018/19, and ensure that Australia's contribution to humanitarian assistance is never less than 10 per cent of total ODA.

## **Oxfam's humanitarian response in Bangladesh: Australian Humanitarian Partnership**

The Australian Humanitarian Partnership (AHP) is a strategic five-year (2017-2021) partnership between the DFAT and six consortia of Australian organisations, including Oxfam Australia. Through the AHP, NGOs have committed to deliver humanitarian assistance in response to disasters and protracted crises; and strengthen the ability of local communities and organisations in the Pacific to prepare for and respond to crises. For the AHP, Oxfam Australia works in consortia with the Australian Broadcasting Corporation International Development, Habitat for Humanity Australia and CBM Australia.

The AHP provides a flexible rapid humanitarian response mechanism for the Australian Government to activate as needed. Australia activated the AHP as part of its response to the escalation of violence in Myanmar's northern Rakhine State, which since August has driven more than 600,000 Rohingya refugees into Cox's Bazar in southern Bangladesh.

The crisis is escalating daily. Some 18,000 Rohingya refugees crossed into Bangladesh in the second week of October alone, and as of the time of writing, thousands more have amassed at the border. It is the fastest growing refugee crisis in the world, and the concentration of refugees in Cox's Bazar is now amongst the densest in the world.

With support provided through the AHP, Oxfam has been able to rapidly scale up relief efforts in Bangladesh. In just over two months Oxfam has supported 180,000 people with clean drinking water, food rations, emergency toilets, water pumps, hygiene kits and emergency shelters in the over-crowded, ill-equipped camps and ad-hoc settlements of Cox's Bazar.

Until there is an end to all violence in Rakhine, and the Government of Myanmar allows humanitarian access, the crisis will likely continue. In this context, the AHP provides a key vehicle for the Australian Government and Australian NGOs to respond to the dire humanitarian needs as quickly and efficiently as possible. A multi-year funding approach is, however, important for Australia's long-term response to this crisis.

Oxfam is very supportive of Australia's moves towards the development of multi-year humanitarian assistance packages for some protracted crises. This includes the Syria Crisis Humanitarian and Resilience Package, a three-year \$220 million investment of humanitarian assistance, protection and livelihoods programming.

Australia should continue to roll out this approach wherever possible, including in South Sudan and Myanmar/Bangladesh. Year on year funding cycles for protracted crises should become the exception rather than the norm.

**Recommendation 22:** Australia should ensure multi-year (3+ years) funding for all protracted crises and generally make greater use of multi-year and un-earmarked humanitarian funding in accordance with the Grand Bargain.

### **1.5.4 Disaster Risk Reduction (SDG 1.5, 11.B, 13.1)**

Disasters have a devastating impact on development, often reversing or significantly delaying progress on poverty reduction (SDG 1).<sup>83</sup> Conversely, investing in disaster preparedness and risk reduction can save lives and is far less costly than disaster response. Numerous studies have shown that \$1 invested in effective Disaster Risk Reduction (DRR) can save from \$2-80 in avoided or reduced disaster response and recovery costs

(SDG 1.5).<sup>84</sup> Recent experiences of both Cyclone Pam and the Nepal Earthquake have demonstrated the value of DRR programs in reducing the impact and severity of natural hazards on communities (SDG 1.5, 11.B, 13.1).

Investing in preparedness and risk reduction activities are also key strategies for donors to support the localisation of humanitarian response, by giving national responders the tools they need to be able to respond when disaster strikes.

Australia has long been seen as a champion and leader on DRR. Australia has been one of the top 10 DRR donors,<sup>85</sup> and has played a key role in promoting greater investment in DRR through the UN. However, Australia's level of DRR investment over the past six years has stayed at two to three per cent of an overall shrinking foreign aid budget.<sup>86</sup> In 2016 the estimated funding breakdown for "disaster risk reduction, preparedness and response" was AU\$39 million – equivalent to just one per cent of the total aid budget.<sup>87</sup> As DRR is budgeted together with humanitarian response the breakdown for each is unclear.

Given the humanitarian and economic benefits of investing in risk reduction, Oxfam and a range of other organisations have been calling on donors to allocate at least five per cent of ODA by 2020 towards DRR and preparedness programs, in line with national government disaster management plans.<sup>88</sup>

#### *Investing in preparedness, but not at the expense of risk reduction*

While Australia's overall investment in DRR is not currently sufficient, Australia does have a well-articulated policy and approach to delivering programs that reduce disaster risk.<sup>89</sup>

Australia also has a solid track record of funding effective DRR and disaster risk management (DRM) programs through the Humanitarian Partnership Agreement (HPA – the precursor to the AHP), and under the AHP is supporting a comprehensive disaster preparedness program.

For instance, Australia's AU\$45 million *Pacific Disaster Ready* program, launched in 2017 to run for five years, aims to strengthen the ability of Pacific governments, communities and local organisations to be better prepared for and able to respond to slow and rapid onset disasters, with a particular focus on strengthening leadership and agency of women, youth and people with disabilities in disaster management (SDG 5.5). The program is being implemented in partnership with the six lead NGOs of the AHP, including Oxfam.

Positively, the *Pacific Disaster Ready* program includes an AU\$12 million Performance and Partnerships fund, to encourage NGOs and our partners to trial new and innovative approaches and scale up existing approaches to localisation, disaster preparedness and early recovery in the aftermath of crises. This is welcome, given flexible forms of funding like this will help to ensure NGOs are at the cutting edge of programming approaches.

However, unlike the DRR/DRM component of the previous HPA, the AHP approach is to focus almost exclusively on disaster preparedness. That is, the emphasis is now much more on programs that improve readiness and contingency planning for a potential future humanitarian response, rather than programs that reduce the risk of a disaster's impact in the first place.

There are real limitations to this approach, given we know both preparedness and risk reduction are critically important program approaches for saving lives and reducing disaster

impact. For example, the Sri Lanka *Weather Index Insurance* program was funded through the DRR/DRM component of the previous HPA. Under the current formulation of the HPA this kind of program would not be funded, but undoubtedly this program is working to increase the resilience of farmers so that extreme weather events do not turn into disasters (SDG 2.4). The only grants available to NGOs to do this sort of DRR work currently would appear to be Australian NGO Cooperation Program (ANCP) or innovation grants.

### *Risk reduction in Asia*

Another shift has been the narrowing of the AHP disaster preparedness program to the Pacific region. Given extremely high disaster risk in Asia, and the reliance on Australia and Australian NGOs to respond to disasters in the Asia region, Oxfam recommends Australia should be working with NGO partners to deliver DRR programs at sufficient scale in Asia.

Across the Asia-Pacific region, we can predict with increasing accuracy the impact of climate change and El Niño and La Niña events. This means the aid program can target risk reduction programs where they are needed most with increasing precision, making DRR programs a highly strategic and cost-effective aid investment for Australia.

**Recommendation 23:** Five per cent of ODA should be allocated towards Disaster Risk Reduction and disaster preparedness, with a focus on community-based risk reduction activities. As part of this increased investment Australia should expand community level DRR programs into Asia by either:

- extending the geographic reach of the *Pacific Disaster Ready* program in Asia with increased funding and incorporate a focus on DRR/DRM; or
- creating an Asia Disaster Risk Reduction Program within the Australian Humanitarian Partnership (AHP) with a focus on DRR/DRM.

### *Sexual and gender minorities*

The experiences of sexual and gender minorities in disasters across the Asia Pacific region and elsewhere is one of violence, trauma, isolation, insecurity, exclusion, and solidarity.<sup>90</sup> For rights-based and needs-based development and humanitarian actors there is now urgency to raise awareness of, and in turn to address, the rights, needs, and strengths of sexual and gender minorities in DRR and humanitarian frameworks, policies, and practice.

Four priority, cross-cutting themes should inform this work: livelihoods and early recovery; housing, shelter and WASH (water, sanitation and hygiene); violence, harassment and trauma; and strengths of informal networks.<sup>91</sup>

It is also essential that DRR and humanitarian actors have reliable data and evidence to support assessments, evaluations, cluster policy and practice deliberations, and organisational policy, planning, and action (SDG 17.18).

**Recommendation 24:** Sexual and gender minorities should be included in DRR and community-based disaster risk management (CBDRM), specifically:

- in DRR and humanitarian funding, research, assessments and evaluations; and
- taking on board guidance from local CSOs and protection specialists, and using alternative pathways for participation where necessary.

## 1.6. Reduced inequalities through inclusive growth and decent work for all (SDG 8, 10, 17)

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### 1.6.1 Inequality in Australia and globally (SDG 10)

Globally, 82 per cent of the wealth generated last year went to the richest one per cent of the global population, while the 3.7 billion people who make up the poorest half of the world saw no increase in their wealth. Moreover, 2017 saw the biggest increase in billionaires in history, one more every two days. This huge increase could have ended global extreme poverty seven times over.<sup>92</sup>

At the same time, millions of workers around the world, particularly women, struggle to survive on poverty wages. The current state of extreme inequality has in many cases been built on the backs of exploited workers.

Ending extreme inequality is essential to achieving the range of SDG, from ensuring an end to poverty, hunger and food insecurity (SDG 1 and 2), to achieving healthy lives, gender equality and safe, sustainable housing for all (SDG 3, 5 and 11).

There is mounting evidence that countries with greater inequality experience shorter, less sustained periods of economic growth,<sup>93</sup> and strong inequality also exacerbates other social tensions, leading to instability and upheaval.

Women in particular miss out when inequality of income and wealth is high. Globally, women do the lowest paid jobs in both the informal and formal sectors, and are often burdened with extra caring responsibilities. More men than women own land, shares and other capital assets; men are paid more for doing the same roles as women, and men are concentrated in higher paid, higher status jobs.<sup>94</sup> In Australia, the gender pay gap is currently 15.3per cent, meaning women earn on average \$253.70 less than men per week.<sup>95</sup>

This is an issue that demands attention both within Australia and in Australia's foreign policy outlook. Australia has not escaped the global trend of rising inequality. SDG 10 calls for the target of the income of those in the poorest 40 per cent of society to grow at a higher rate than the national average. While in Australia the income of the bottom 40per cent has kept pace with the national average since the turn of the century, inequality has been growing apace with the gulf between the richest groups and the average worker consistently increasing.<sup>96</sup>

The latest global and national data shows:

- The share of wealth concentrated in the hands of the top 1per cent of Australians in 2017 has grown to 23per cent – up from 22per cent in 2016. As was the case in 2016, the top 1per cent of Australians continue to own more wealth than the bottom 70per cent of Australians combined;
- Wealth inequality in Australia has been on the rise over the past two decades, with the gulf between the amount of wealth held by the top 1per cent and the bottom 50per cent now the greatest at any time over this period;
- Income inequality in Australia has also steadily climbed over time and, despite some fluctuations, is higher than at any time before the Global Financial Crisis (GFC) in 2008; and

- Australia's income inequality also compares poorly to other OECD member countries. The latest OECD data shows that Australia's Gini coefficient was 0.33 in 2014, ranking 22nd – behind most of the 35 OECD countries.<sup>97</sup>

Along with these trends, Australia has seen wages struggle to keep pace with booming wealth for those at the top. Except for the top 20 per cent household income group, income shares for all income groups in Australia have fallen over the decade to 2015. This is while Australian workers' wage growth has largely stagnated since the GFC in 2008, despite strong economic and labour productivity growth over this period.

Meanwhile, last year saw the largest annual increase in the number of Australian billionaires and billionaire wealth since the start of this century – with an extra eight Australian billionaires and an increase in total billionaire wealth in Australia of about \$38 billion. This single year's increase in billionaire wealth would have been enough to pay for more than half of Australia's Federal public health spending in 2016-17.<sup>98</sup>

**Recommendation 25:** Publish annual statistics, through the Australian Bureau of Statistics or similar authority, and analysis on national income inequality. These statistics and analysis should pay particular attention to the levels of income and income growth over time of the bottom 40 per cent of earners, and measure their share of wealth compared to other deciles including the wealthiest 10 per cent of earners.

**Recommendation 26:** Conduct inequality impact analysis as part of national policy changes. In order to tackle rising inequality at home and abroad, it is imperative that the Australian Government conduct analysis of the impact that policy changes will have on economic inequality. For instance, there is no inequality impact analysis of the proposed cuts to the corporate tax rate.

**Recommendation 27:** Consider measures to reduce extreme wealth concentration, such as land taxes, reform of negative gearing rules, and high-income taxes such as a "Buffet Rule".

**Recommendation 28:** Ensure ongoing support for the gender discrimination regime and workplace gender equality reporting provided by the Workplace Gender Equality Agency.

**Recommendation 29:** Begin an inclusive national dialogue with women's organisations, broader civil society, the private sector and governments at all levels to explore and take action on ways to urgently close the stagnated gender pay gap in Australia.

**Recommendation 30:** Ensure the impacts of federal budgets on levels of equality and access can be easily understood, including by ensuring the release of:

- a budget impact statement on women and girls; and,
- the Closing the Gap budget statement.



### 1.6.2 Action on decent work and labour rights (SDG 8)

The Australian Government needs to do more to tackle the issues presented by SDG 8 and SDG 10, both domestically and on the international stage. Given Oxfam's experience as a global anti-poverty organization, and that others are likely to present recommendations for domestic action on decent work, below we have focused on how Australia can act to achieve decent work and labour rights internationally.

Australia has made some welcome contributions to improving working conditions for people in developing countries, in particular in the female-dominated garment industry, by contributing to *Better Work* – a program run by the International Labour Organisation (ILO) and the International Finance Corporation. Australia has committed US\$3 million from July 2016 to June 2019 to the program,<sup>99</sup> funded out of the Gender Equality Fund.<sup>100</sup> *Better Work* has had a modest but measurable impact on increasing the take-home pay of garment factory workers in Indonesia, Vietnam and elsewhere.<sup>101</sup>

In addition to supporting *Better Work*, Australia's aid program should increase investment in the realisation of living wages in Asia and around the world. This investment should include funding for rights-based organisations, unions and other civil society stakeholders to progress discussion and action on higher wages, together with industry and government.

SDG 8 calls for decent work for all and the protection of labour rights for all workers. There is a vast body of evidence that Australian-based multinationals encounter a range of human rights risks in their supply chains. In 2017, Oxfam released new figures, developed by Deloitte Access Economics, showing that on average only four per cent of the price of a garment sold in Australia makes it back in the form of payment to the factory workers across Asia who made it. The minimum wage in Bangladesh, the second-largest supplying country of garments into Australia, equates to around 39 cents (AUD) an hour. This is nowhere near enough for workers to lift themselves out of poverty. Investment by the Australian Government in ensuring workers are able to realize their rights will do much to combat the poverty wages that fuel the garment industry in Australia and around the globe.<sup>102</sup>

National policies to ensure a living wage, non-discrimination on any basis, decent working standards and the protection of labour rights should be joined by a greater global commitment to cooperation across national borders. This could be through intergovernmental agreements at a regional level, such as the idea of an ASEAN minimum wage; or through requiring multinational companies to invest more in their supply chains, thereby ensuring decent work across national borders.

Australia should build on the progress of other donors in this area. For example, Germany's development agency, GIZ, is partnering with the governments of Bangladesh, Cambodia, Myanmar, Pakistan and China to promote social and labour standards in the textile and garment sector in Asia.<sup>103</sup> Successful approaches focus on ensuring garment workers are able to understand and advocate for their rights at work, and pursue multi-stakeholder action including workers, unions, civil society and NGOs, factory owners, retailers and developing country governments.

Raising the wages of workers and focusing on increasing access to, and knowledge of, labour rights in high-risk industries such as the garment sector will improve the livelihoods of

some of the most disadvantaged people, and allow them to lift themselves out of poverty, which will in turn reduce those countries' dependence on foreign aid.

At the same time over 100 Australian mining companies operate across sub-Saharan Africa – the poorest region in the world. These companies are exposed to human rights risks, including in relation to labour practices in mining, the impact of mining on women's security, and the impacts of displacement of local people to make way for new mines.

Oxfam has also exposed the financial and reputational risks that Australia's big four banks face in making investments that link them to financing land grabs.<sup>104</sup> Our work points to a pressing need for the Government to take action to ensure that Australian companies respect human rights, a central element of which involves conducting human rights due diligence. According to the UN *Guiding Principles on Business and Human Rights*, human rights due diligence should "include assessing actual and potential human rights impacts, integrating and acting upon the findings, tracking responses, and communicating how impacts are addressed".<sup>105</sup>

Recent steps by both major parties to consider legislation on modern slavery are a good start and implementation of the recommendations contained in the Joint Standing Committee on Foreign Affairs, Defence and Trade's report, *Hidden in Plain Sight*, would be a significant positive step. However, in order to effectively eliminate modern slavery and address the full range of the corporate sector's human rights impacts, the Government should mandate human rights due diligence in relation to all the internationally recognised human rights, including but not limited to modern slavery.

**Recommendation 31:** Australia should increase its investment in collaborative initiatives that encourage all stakeholders to address poverty wages in developing countries through the aid program. This should include specific funding for rights-based organisations, unions and other civil society stakeholders working to improve wages in the garment sector in Asia, together with industry and government.

**Recommendation 32:** Enact a Modern Slavery Act that adopts the recommendations of the Joint Standing Committee on Foreign Affairs, Defence and Trade, including mandatory reporting requirements, penalties for non-compliance and provision for independent oversight. A Modern Slavery Act should require companies to conduct due diligence in relation to all internationally recognised human rights in their business operations and throughout their value chains.



### 1.6.3 Ending extreme inequality and concentration of wealth through tackling tax avoidance (SDG 17)

The World Bank recognises domestic resource mobilisation (the flow of tax and other income to government treasuries) as key to achieving the SDG.<sup>106</sup> Specifically, tax avoidance reduces the revenue available for governments to invest in public programs and work towards achieving the SDG, including goals on poverty reduction (SDG 1), health (SDG 3), education (SDG 4), and public infrastructure investment in essential services provision, including potable water and electricity (SDG 6 and 7), all of which contribute to reducing inequality (SDG 10). Further, in recognition of the importance of domestic resource mobilisation to achieving so many of the Global Goals, SDG 17 on partnerships for sustainable development focuses clearly on the need for donor countries such as Australia to ensure their support for these essential, tax-raising efforts.

Corporate tax avoidance is particularly damaging for developing country governments' ability to meet the SDG.<sup>107</sup> It also further weakens the effectiveness of foreign aid from donor countries like Australia, since the recipient countries become relatively more reliant on foreign aid for domestic investments than on their domestic tax base, and leads to unnecessarily prolonged reliance on aid from donor countries. Tax avoidance therefore leads to unnecessary, protracted burden on Australian and global foreign aid efforts to achieve the SDG.

The Australian Government should allocate additional ODA to building the tax collection capacity of aid recipient countries (SDG 17.1). This would be in line with our commitment under the Addis Tax Initiative to doubling our support in the area of taxation and domestic resource mobilisation in developing countries from \$16 million in 2014-15 to \$32 million by 2020. Such an initiative will also increase the strength of Australia's diplomatic relations with newly emerging economies. Given Australia and the Australian Tax Office (ATO)'s global reputation for its measures and successes against corporate tax avoidance, Australia should leverage its comparative advantage in tax administration to assist developing countries in building tax collection capacities. DFAT could do so by giving specific direction to the ATO to increase its bilateral efforts on building tax capacity, and to include more countries in sub-Saharan Africa and least developed states in the Asia-Pacific region, where a large number of Australian firms, particularly extractive firms, operate. DFAT should also develop specific indicators for measuring the effectiveness of these efforts.

**Recommendation 33:** Focus more foreign aid efforts on building the tax collection capacity of recipient countries' tax administrators, in line with Australia's commitment under the Addis Tax Initiative to doubling our support in the area of taxation and domestic resource mobilisation in developing countries from \$16 million in 2014-15 to \$32 million by 2020.

**Recommendation 34:** Promote greater global collaboration on taxes and tax reform that leads to fairer global tax systems, including ending global tax competition and tax havens – including taking the first step to stop global tax competition by not pursuing plans to extend corporate tax cuts to the largest firms in Australia.

**Recommendation 35:** Introduce greater tax transparency measures, including public country-by-country reporting (and project by project reporting for the extractives sector), as well as a public register of beneficial ownership of companies and trusts.

### 1.7. Citizen-state compact (SDG 17)

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Governments have the primary responsibility for making the investments necessary for all their citizens to achieve the SDG. Yet many countries lack the necessary resources to meet their citizen's needs – whether it be delivering essential services, responding to disasters or developing effective and accountable public institutions over the longer term.

Aid can help these countries to build the necessary institutional capacity to be in a stronger position to lead their own development path (SDG 17.9). Equally important though is the role that aid plays in helping citizens organise and call for their governments to invest resources effectively, accountably and in the public interest.

Civic engagement is valuable not only to demand that governments address citizens' needs, but also because it can help extend the reach of social programs to the poorest and most marginalized people. For example, civic engagement is an important prerequisite to achieving women's rights and gender equality (SDG 5).

The citizen-state compact sits at the centre of the relationships and institutions that are necessary to drive development progress in a country.<sup>108</sup> A central role of aid in a post-2015 world should therefore be to support the citizen-state compact.

Australian aid should enable countries to be owners of the development process and support the citizen-state compact by actively supporting participation, inclusive decision-making and social accountability.

Australia invests ODA heavily in partner-government capacity; whether from the placement of technical governance advisers in national ministries, to delivering large sectoral programs through commercially-managed service delivery facilities, to providing on-budget support, and investing in public-private partnerships to develop infrastructure projects. These investments are designed to work with partner governments to deliver essential services at scale, and hopefully enhance the capacity of partner states to deliver development outcomes for their citizens over the longer term.

Investing in services and building the capacity of governments and the private sector is only one side of the equation. We know a vibrant civil society, with effective organisations capable of holding government and the private sector to account, is vital to sustain development progress and poverty reduction (SDG 1).

Yet, in many of the countries where Australia delivers ODA there is a shrinking space for civil society organisations, and a consequent reduction in the ability of communities to hold political and private sector institutions to account.

To strengthen the citizen-state compact, Australia needs to get the balance right in its mix of partners: investing both in government and private sector actors, as well as local and national civil society players – either directly or through international NGOs, research organisations and other multilateral partners – to play their vital social accountability role.

### 1.7.1 Measuring civil society engagement (SDG 17.17)

Australia's aid performance framework sets a target to assess partners' performance and ensure stronger links between performance and funding.<sup>109</sup> Measuring performance of partners is a critical aid effectiveness priority, and an important accountability measure for Australian taxpayers.

DFAT reports that commercial partners receive marginally higher Partner Performance Assessments on average than NGOs (an average score of 5.1 and 5 respectively).<sup>110</sup> These assessments do not, however, measure the sustained impact of the work of partners on development indicators.

Rather, they assess how well partners are delivering services specified in funding agreements with DFAT. Commercial contractors are seen as enabling DFAT a much higher level of managerial direction and control over aid delivery, "whereas grant agreements with NGOs and multilateral organisations are partnership agreements where DFAT has agreed to fund investments over which partners have much greater autonomy in investment design and implementation."<sup>111</sup>

This method of assessment and the primacy of DFAT control over program delivery fails to ascribe value to the autonomy of local civil society, and the important social accountability role civil society actors play. This could be addressed by adjusting DFAT's performance management system to set performance targets for inclusion and active civic engagement in Australia's aid investments and their long-term impacts.

**Recommendation 36:** DFAT's performance management system should be amended to set performance targets for civil society engagement and inclusion.

### 1.7.2 Impact of "consolidation"

Australia's aid performance framework explicitly seeks to consolidate the number of individual aid investments by 20 per cent by 2016-17. This policy decision was made on the basis that "fewer, larger investments will increase the impact and effectiveness of our aid, as well as reduce the administrative overheads required to manage the program."<sup>112</sup>

DFAT reports it achieved this target in 2015/16, when roughly 20 per cent of the aid program was delivered by managing contractors, up from 14 per cent in 2011/12.<sup>113</sup> Between July 2013 and July 2016 the average size of aid investments has increased by more than 26 per cent, and the number of aid agreements (contracts and grant agreements) has decreased by 33 per cent.<sup>114</sup>

A direct consequence of this policy decision has been a significant increase in the proportion of aid funding expensed through commercial managing contractors.<sup>115</sup> Large-scale, privately-managed development facilities are now responsible for delivering large proportions of Australian aid in Papua New Guinea (PNG), Fiji, Timor Leste and Indonesia.<sup>116</sup> In many cases this shift has resulted in significantly reduced funding opportunities for NGOs to partner with the Australian aid program. For example, PNG is one of the largest recipients of Australian aid, however funding available for NGOs is only 3 per cent of the AU\$550m available, whereas 58 per cent is for commercial suppliers.<sup>117</sup>

As a number of multi-year grant programs have recently or are soon coming to an end, without apparent plans for continuation, Oxfam believes that the proportion of the aid program flowing to commercial managing contractors will continue to increase.

DFAT has flagged plans to evaluate the effectiveness of large-scale commercial development facilities in order to “make a decision on whether that is actually the most effective way for us to deliver the program.”<sup>118</sup> This would be a welcome move.

While managing contractors have demonstrated capacity to manage large facilities, and provide capacity building and service delivery programs quickly and at scale, they are not well-equipped to assist civil society to hold governments accountable for sustained outcomes. Civil society organisations and groups are often excluded from the design and implementation of these programs, or are given marginalised roles with no or little power to influence the direction programs take. This creates almost a false economy – where government and private sector have all the power and investment, and national and local civil society actors are excluded or treated merely as implementers.

Very rarely do managing contractors work or engage at a community level. An over-reliance on managing contractors is likely to therefore result in community engagement – vital for leaving no one behind – becoming a missing component of the aid program.

**Recommendation 37:** The Office of Development Effectiveness should conduct a strategic evaluation of the long-term effectiveness of commercially managed development facilities compared to other aid delivery mechanisms.

### 1.7.3 Investing in social accountability

To promote social accountability and long-term effectiveness of the aid program, Oxfam strongly recommends that DFAT invest systematically in civil society strengthening at a country, regional and sector program level.

This would require more funding and support to be directed towards civil society actors, including NGOs, research bodies, media and grassroots community organisations, as part of a strategic investment in social accountability to protect the long-term outcomes of Australian aid.

Importantly, this could be achieved without necessarily losing the efficiency gains DFAT is seeking through consolidation. There are a range of tried and tested civil society funding models that DFAT could employ much more frequently and effectively across the aid program. These include:

- **Multi-pillar program design** – in which a regional or sectoral program has multiple inter-connected pillars, with one led by civil society and responsible for inclusion and social accountability outcomes. An example of this model is DFAT’s Mekong Water Governance Program, under which Oxfam has lead responsibility for the “inclusion pillar” (see box below).
- **Investing in country and regional civil society coalitions** – to support civil society networks and alliances that are already collaborating to hold governments accountable for development outcomes who could scale up with increased resources. An example of this is the European Union funded *Raising Pacific Voices: Reinforcing Pacific Civil Society* program. The three-year program is currently being

implemented by Oxfam in the Pacific with the Pacific Disability Forum (PDF) and the Pacific Regional Non-Governmental Organisations Alliance (PRNGO Alliance) members across 10 Pacific Island countries, in the three sub-regions of Melanesia, Polynesia and Micronesia. The program is strengthening Pacific civil society organisations' effectiveness in shaping regional and international policy-making.

- **Consortium and grant models** – in which multiple civil society actors collectively manage a large grant, or allocate one of the partners to manage the grant on behalf of the consortium. An example of this model is the Vanuatu NGO Climate Change Adaptation program, locally known as Yumi stap redi long Klaemet Jenis, which was funded by DFAT and implemented by Oxfam, CARE, Save the Children and Vanuatu Red Cross Society (VRCS) in partnership with a range of other organisations. The program was implemented in 39 communities in 12 islands across four provinces in Vanuatu.
- **Grants for partnerships** – in which DFAT funds a single entity (NGO, Human Rights Commission or research body) to partner with multiple smaller civil society organisations and entities. As Oxfam and many other Australian NGOs work consistently with civil society organisations, networks and coalitions at country level in program delivery we have literally thousands of examples of this partnership approach working to deliver positive outcomes. Investing in these civil society engagement models could be done in a variety of different ways, depending on the country, sectoral or thematic program design and context.

**Recommendation 38:** Australia should have a clear strategy for supporting and resourcing civil society actors to ensure social accountability, enhanced transparency and long-term development impact in all country, sectoral and thematic programs. The precise model of civil society engagement will depend on the context and should be informed by diverse civil society stakeholders as part of the design process.

Directing ODA towards technical capacity and resources for the state and private sector must always be accompanied by investment in social accountability, community governance and civil-society strengthening.

## **A multi-pillar approach: Mekong Region Water Resources Program**

Shared by six countries — Cambodia, Laos, Vietnam, Thailand, China and Myanmar — the Mekong region is rich in resources, culturally diverse and home to what the people of the region call their 'life blood'; the Mekong River. Yet decisions about how water is managed are often made quickly and with little input from river-dependent communities.

Australia has been providing assistance to Mekong societies in water management since the 1990s through the Greater Mekong Water Resources Program (GMWRP).

The current iteration of the program, which runs from 2014-18, aims to support water resources management of the Mekong Region to achieve 'economic development that is sustainable, equitable and improves livelihoods'.<sup>119</sup> Oxfam Australia leads the "inclusion pillar" of the program, responsible for supporting civil society and local communities to participate in water management decision making. As part of the program Oxfam nurtures relationships with 22 partner organisations, river networks and academia organisations to ensure farmer and fisher communities along the Mekong River have a say in decisions on water infrastructure development.

The Inclusion pillar of the program has successfully increased women's leadership and participation in relation to water governance issues; has increased civil society partners' knowledge of technical issues related to water governance, enabling them to help communities to understand and participate in water governance practices and systems; and is creating space for civil society to engage in policy dialogue with government and development partners about water management issues.<sup>120</sup>

The program is also helping to build better relationships between civil society organisations and governments and inter-governmental institutions in the Mekong region. A representative of the Mekong River Commission Secretariat in Lao PDR was quoted in a mid-term evaluation of the program saying, for example:

*'Oxfam is a connector that engages with us; they provide a link between MRC and other stakeholders, share information and support civil society to raise concerns to us ... They ask us difficult questions, but they are constructive'.<sup>121</sup>*

#### 1.7.4 Building on the Australian NGO Cooperation Program (ANCP)

One obvious way Australia can scale up its investment in civil society engagement models is through the ANCP, through which NGO partners have already been through a rigorous accreditation process.

The ODE 2015 evaluation of ANCP found it was one of the best performing programs against Aggregate Development Results (ADR). It found that in 2013–14 ANCP represented ‘around 2.7 per cent of the aid budget and delivered 18.2 per cent of the department’s output-level aggregate development results. In comparative terms the ANCP reported the largest number of aggregate development results of any program in DFAT while being the eighth largest program by value’.<sup>122</sup>

Despite these strong results, funding for ANCP has declined from AU\$134 million in 2014/15 to only AU\$129.3 million in the 2017/18 aid budget.<sup>123</sup>

Expanding funding for ANCP is therefore a logical option for increasing investment in civil society and social accountability, as well as improving the overall results of Australia’s aid program.

ANCP would also be even further strengthened by returning to multi-year funding cycles. In 2016, ANCP was reduced from five-year funding cycles to a yearly funding cycle, significantly reducing predictability and, most likely, undermining results. This decision should be reversed.

**Recommendation 39:** Continue and expand funding for ANCP and provide multi-year (3-5+) funding cycles for participating NGOs.

#### 1.7.5 Global citizenship education: raising awareness on the Global Goals (SDG 4.7, 12.8)

The core message of the SDG is in accord with established Australian values such as cooperation, a fair go, and being a good neighbour. Aligning communication of the SDG with the values of the Australian public will allow the community to engage with the 2030 Agenda in a way that affirms Australia’s place in the world.

Global citizenship education (also known as development education, active citizenship education, or education for sustainable development) has a number of key objectives. Specifically, it promotes understanding of:

- the reality of life for people across the world;
- an understanding of what needs to be done to improve the lives of people around the world and how this can be done in an effective, inclusive and sustainable way;
- social justice and human rights and the contribution they make to peace building and conflict resolution;
- sustainable futures and the importance of developing skills of critical and creative thinking and ethical understanding;
- identity and cultural diversity and its importance in developing intercultural understanding and personal and social capability; and of
- our interdependence and the importance of working for a just future in which all people have access to their basic needs, and where human rights are upheld.<sup>124</sup>



For a number of years, ANCP funding included a Development Awareness Raising (DAR) tranche. While problematic for a number of NGOs with education programs – since it restricted education resources and programs to raising awareness without being able to point to any action path<sup>125</sup> – it was nonetheless extremely successful in reaching hundreds of thousands of Australian teachers and students to raise awareness of the Australian aid program and sustainable development more broadly (SDG 12.8, 4.7).

## **Partnering with UNICEF to raise awareness of the Global Goals.**

Oxfam's ANCP-DAR Community Engagement Project (FY14/15, 15/16) increased the understanding and awareness of global development issues among 500,000 Australians. This was achieved through targeted engagements with school age young people, university students, young professionals and Australians under the age of 26.

One example of an education resource that fell outside of the ANCP funding, however, is the SDG toolkit created by Oxfam Australia and UNICEF Australia. This set of postcards, with an accompanying 38-page education resource, enabled students to learn about the Global Goals by asking them to research the goals, to then choose and illustrate the goal that meant the most to them. The postcards were sent to their local Federal Member of Parliament, to encourage Australian politicians to support the 2030 Agenda.

In the space of one term, 263 schools and education providers ordered 24,082 Global Goals postcard activity resource kits, leading to these young Australians being educated about the Sustainable Development Goals. Evaluations of the resource showed students were highly engaged with all the activities.

Australia, as one of the most educated nations, continues to leave one of the deepest ecological footprints, or the highest per-capita rates of consumption. This consumption drives resource extraction and manufacturing around the world. The figures from the UN Educational, Scientific and Cultural Organization (UNESCO) *Statistical Yearbook* and *World Education Report*, for example, show that in Australia 85 per cent complete secondary education, and 90 per cent go onto some form of post-secondary education.<sup>126</sup>

Statistics also show that per-capita energy use, carbon footprint and waste generation in Australia are among the highest in the world, considerably higher than our European counterparts.<sup>127</sup> More education has therefore not led to greater sustainability. Simply educating Australians to higher levels is not sufficient for creating sustainable societies.

The challenge is to raise not just education levels, but education for sustainable development levels. Meeting this challenge depends on reorienting curriculums to address the need for more sustainable production and consumption patterns.<sup>128</sup> Part of this challenge has been met through the inclusion of learning specifically about the Millennium Development Goals (MDGs) as part of the Australian Curriculum (Geography),<sup>129</sup> and through the inclusion of Sustainability as a cross-curriculum priority.<sup>130</sup> It will be important to update the Geography curriculum from the MDGs to the Global Goals, and further to upskill teachers to teach the SDG and integrate Sustainability throughout their teaching.



While this inclusion is encouraging, the loss of the government's Global Education Project has been strongly felt since its demise in FY2015/16. In order to implement a reexamined curriculum at all levels (i.e. from Foundation level through to Year 12), sustained professional development for educators and quality education resources must be supported.

The benefits of global citizenship education and increasing awareness related to the SDG are manifest, with 91 per cent of such programs demonstrating significant impact. This includes positive impact on learners' conceptualisations of global citizenship, on their awareness of global issues, understandings of environmental interdependence and global responsibility, as well as learners noting their perceptions changed, they were more reflective of cultural beliefs and values, and deepened their media awareness.<sup>131</sup>

Awareness levels of the SDG in Australia are currently relatively low. With a clear, values-based communications and education campaign they could however significantly increase. For instance, awareness of the SDG in New Zealand has increased by five points since 2016 to 28 per cent after a sustained awareness-raising campaign. This is on par with the global average.<sup>132</sup>

One global education initiative is Project Everyone's 'The World's Largest Lesson',<sup>133</sup> a program delivered in partnership with UNICEF and designed to introduce the SDG to children and young people everywhere in the world, and unite them in action. In one pilot study, 78 per cent of children said they now felt more confident to talk to people about SDG outside school, and 92 per cent said they cared more about social and environmental issues after learning about the SDG.<sup>134</sup>

Given the imperative for each individual to be aware of global issues and take individual and collective action to tackle global challenges, Australian investment in global citizenship education and a broader community awareness raising campaign has the potential to truly reap dividends.

**Recommendation 40:** The Australian aid program should re-assess the decision to close the Global Education Project and ANCP-DAR funding. Any future funding for education for sustainable development should include training and formation for pre-service and in-service educators, as well as the development and dissemination of education resources. These should not be restricted purely to development awareness raising, but should be able to use best practice pedagogy and student-centred approaches, including Learn Think and Act.

**Recommendation 41:** Initiate and/or provide funding for organisations to run public awareness campaigns to increase awareness of, deepen engagement in, and strengthen commitment to the SDG. This campaign should proactively communicate Australia's efforts on the SDG using values based, human security narratives.

## 2. FOUNDATIONS FOR SUCCESS

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To realise the vision for Australia to make such an ambitious and transformative contribution to the SDG, Australia's aid program needs to be built on solid foundations, including:

- An aid policy and related strategies aligned to all 17 SDG and the overarching goal of ending extreme poverty by 2030, with a whole-of-government commitment and approach to implementing the policy;
- A stable aid budget that remains predictable over the forward estimates and is commensurate with Australia's capacity to make a difference;
- Safeguards to ensure effectiveness, transparency and accountability of all aid and aid providers; and
- Investment in research and innovation in order to ensure we are ready to solve tomorrow's challenges.

### 2.1 Integrating the 2030 agenda: a whole-of-government approach (SDG 17.14)

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The 17 Sustainable Development Goals (SDG) are a significantly more ambitious project than the Millennium Development Goals that preceded them. They aim to eradicate, not just reduce, extreme poverty and hunger. They also target areas that demonstrably compound poverty, by aiming to reduce inequality, tackle climate change, and realise gender equality.

To achieve the ambitious SDG all countries must align their national and foreign policy and practice with these commitments (SDG 17.14). For Australia, this means integrating the goals into domestic (Federal and State) and foreign policy, including aid program investments. Such an effort needs strong direction and commitment.

Aligning to the SDG will also require an evolution of the vision and approach of Australia's aid program, as outlined in Australia's aid policy – *Australian aid: promoting prosperity, reducing poverty, enhancing stability*.<sup>135</sup>

**Recommendation 42:** Adopt a whole-of-government approach in order to give effect to Australia's domestic and global SDG commitments.

## 2.2 Funding the 2030 agenda (SDG 17.2)

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Australia has committed to working with partners to achieve the SDG through its ODA, including through aid for trade.<sup>136</sup> This promise to catalyse sustained and inclusive economic growth to help reduce poverty must be met with demonstrated leadership and through the delivery of a fair and stable aid budget.

In 2017-18 Australia's aid budget is \$3.9 billion, representing just 0.22 per cent of Gross National Income (GNI). This is significantly lower than the OECD Donor Assistance Committee (DAC) average of 0.32 per cent of GNI,<sup>137</sup> and is a long way off the 0.7 per cent target agreed to through the SDG framework.<sup>138</sup> It also represents a significant abrogation of Australia's commitment to international aid since the height of the program in 2012-13, when the aid budget was \$5.057 billion, or 0.34 per cent of GNI.<sup>139</sup> At that point Australia was still on a trajectory towards allocating 0.5 per cent of GNI towards international aid – a commitment that had bipartisan support.

Today, that bipartisanship has evaporated. While Australia's aid budget has been slashed, Australia's plan to increase defence spending to two per cent of GDP by 2021 enjoys strong bipartisan support.<sup>140</sup> Based on current projections, defence spending is likely to increase by 80 per cent over the next decade to AU\$58.7 billion in 2025-26.<sup>141</sup> This level of spending makes a mockery of any suggestion that aid levels are high. At the same time, we know aid helps to reduce a range of security risks that the military are often eventually deployed to respond to – making this imbalance of budgeting priorities entirely not strategic.<sup>142</sup>

In the absence of commitment and political leadership to maintain aid investment in the long-term, the aid budget remains highly vulnerable to future cuts. Further budget uncertainty and contraction would significantly undermine Australia's aid program ambition, effectiveness and impact, with flow on implications for Australia's standing in the international community.

Australia needs to get the aid budget back on a predictable and increasing trajectory. DAC donors agreed as far back as 1969 that 0.7 per cent of GNI represents a fair benchmark allocation of international aid. The 0.7 commitment was reinforced in 2015 as part of the 2030 Agenda. Currently Denmark, Germany, Luxembourg, Norway, Sweden and the United Kingdom all have aid budgets at this target or above.

Australia, with one of the highest incomes per capita in the world, should make 0.7 GNI its target. Anything lower may be politically expedient, but is not commensurate with global need or Australia's capacity to contribute. While in the past decade the global development landscape has changed, with new forms of finance and resources coming into play, the reality is that for the poorest countries and communities ODA is a lifeline. Choosing to withhold that lifeline is unconscionable for a country of Australia's economic wealth.

**Recommendation 43:** Commit to a time-bound strategy for increasing the aid budget, including identifying potential linked sources of revenue (such as addressing multinational tax avoidance). Australia should aim to allocate 70 cents in every \$100 of gross national income towards effective poverty alleviation well before 2030.

## 2.3 Accountability and safeguards (SDG 17.17)

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Aid has to be accountable, both to the Australian public and to the people and countries Australia is aiming to assist, and yet a lack of strong accountability is one of the main failings of the SDG framework.

The Office of Development Effectiveness is absolutely critical to the effectiveness, transparency and accountability of Australian aid and should be maintained and strengthened with the necessary resources to continue its work.

In addition, all aid projects should have appropriate safeguards to ensure the rights of impacted communities are protected. In particular, Australia should apply a greater level of sophistication to its partnerships with the private sector in delivery of aid.

As discussed previously, Australia is increasingly reliant on commercial contractors and other private sector actors to deliver large parts of the aid program. Contracting commercial entities is a perfectly legitimate approach, as long as Australia maintains a balanced portfolio of partners across commercial and non-commercial spheres (SDG 17.17).

Where Australia does engage the private sector to deliver aid, it should expect the same level of due diligence that it does of other partners. Currently this is not the case. While Australian NGOs go through a rigorous accreditation process before being able to deliver Australian aid,<sup>143</sup> private sector partners do not appear to be held to the same standard.

Contracting out large parts of the aid program to private entities without appropriate safeguards carries risks of aid profiteering and poor ethical practice. The Department for International Development (DfID) in the UK, for example, is under increasing scrutiny for its use of private sector partners, with a House of Commons committee recently releasing a damning inquiry report into the issue. The inquiry raised concerns about the practice of managing contractors, the lack of assessment of program level interventions, and raised concerns that DfID's use of contractors was "being driven by a lack of administrative capacity in the Department", rather than necessarily aid effectiveness principles.<sup>144</sup> DfID is now reportedly undertaking a "fundamental review of its work with suppliers to instigate root and branch reform based on accountability and transparency."<sup>145</sup>

Australia could do much more to ensure its private sector partners are abiding by human rights standards, which would in turn position Australia to be a much more vocal and effective leader in international business and human rights fora. This would be beneficial as Australia takes up its new position as a member of the UN Human Rights Council.

**Recommendation 44:** Develop a national implementation plan for the SDG, outlining how Australia will achieve the goals, both nationally and through our international development and humanitarian assistance efforts. As such, the plan should:

- align the Australian foreign aid program strategy and policies to all seventeen SDG and the overarching goal of ending extreme poverty by 2030, and place particular focus on goals that require significant resources and change;
- give a mandate to political and bureaucratic mechanisms to coordinate and drive SDG action, and include shorter-term targets as stepping stones to enable consistent progress towards 2030, supported by specific financial commitments; and

- establish an independent monitoring mechanism responsible for tracking and reporting on progress towards national implementation.

**Recommendation 45:** Report on implementation of the SDG through UN human rights mechanisms, including the Universal Periodic Review conducted by the Human Rights Council and relevant treaty body reviews (for example, under the *International Covenant on Economic, Social and Cultural Rights*, the *Convention on the Elimination of All Forms of Discrimination Against Women* and the *Convention on the Rights of Persons with Disabilities*.)

**Recommendation 46:** Australia should develop a standardised system of safeguards and minimum standards on human rights and environmental performance for all private sector partnerships in aid projects, to ensure these projects deliver on people-centred and sustainable development outcomes. This should include ways for people to let the Australian Government know when important standards are not being met by Australian aid projects. It could further include:

- more robust ethical checking processes for DFAT when assessing private sector partners to work with;
- an accreditation and oversight mechanism for private sector entities delivering ODA, bringing the sector into conformity with best practice in aid effectiveness and standards expected by the non-profit sector;
- requiring all partners to publish data to the International Aid Transparency Initiative (IATI) data standard (which can exclude all commercially sensitive information); and
- requiring all private sector partners, as a condition of the partnership, to adopt a human rights policy that is aligned with the highest applicable legal frameworks and voluntary standards (whether international legal frameworks or national laws), such as the UN Guiding Principles on Business and Human Rights, the OECD Guidelines for Multinational Enterprises, and the International Finance Corporation (IFC) on Environmental and Social Sustainability.<sup>146</sup>

**Recommendation 47:** Develop a National Action Plan in consultation with stakeholders, including NGOs and trade unions, on the domestic implementation of the UN Guiding Principles on Business and Human Rights. The National Action Plan should include measures to ensure that aid and development initiatives that involve supporting or partnering with companies incorporate effective safeguards to protect human rights and facilitate remedies for victims where violations occur.

**Recommendation 48:** Promote the OECD Guidelines for Multinational Enterprises by resourcing and strengthening the National Contact Point, including its remedy mechanism.

## 2.4 Innovation (SDG 17.6)

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As the Foreign Affairs White Paper indicates, the 2030 Agenda is not just for and about government – it also requires engagement with and by the private sector, civil society, academia and international organisations, to create innovative partnerships and cooperation to achieve the SDG.<sup>147</sup>

Australia's focus on innovation is a positive development for the aid program, however the InnovationXchange is still in its infancy and it is difficult to draw conclusions on its impact.

So far, the InnovationXchange has run a number of challenge funds and prizes to catalyse good ideas into action, including the Pacific Humanitarian Innovation Challenge, the Australian Development Accelerator (ADA) and the Google Impact Challenge.

Oxfam was recently awarded the DFAT Technology Against Poverty Prize, an AU\$500,000 grant as part of the 2016 Google Impact Challenge. Under the prize Oxfam is partnering with the Philippines Central Bank and other financial service providers to pilot a new electronic payment system which allows poor Filipinos to transfer cash safely and cheaply, and make cashless payments for goods and services to build livelihoods. The collaboration is the first of its kind in the Philippines and will help transform access to financial services for up to 50,000 women and men in five provinces.

Oxfam is also aware of a number of other interesting and potentially highly beneficial projects that have been funded through the various innovation funds. These funds are a great way to get new ideas and digital innovations off the ground. However, their small funding envelopes limit the potential for truly transformative innovations. For example, the Pacific Humanitarian Innovation Challenge was a fund of AU\$2million with up to ten grant recipients.

The InnovationXchange itself may be an important catalyst for necessary risk-taking in the aid program. However, DFAT does not appear to have a wider strategy for how these innovative practices will be incorporated back into the aid program, or how lessons will be shared with other partners. This is particularly so given several of the InnovationXchange's challenge funds are administered through a managing contractor-run Innovation Resource Facility, and therefore sit quite separate from the rest of the aid program.

Innovation should not just be a stand-alone area of program investment. To increase innovation and continuous learning across Australia's aid program, innovation should be integrated across all existing thematic, sectoral, regional and country programs. This is happening in some programs, for example in DFAT's AU\$110 million *Water for Women* WASH program, which has incorporated an innovation component through a separate 'Partnerships and Performance Fund'. However, this is not the norm.

There are significant untapped opportunities for Australia's aid program to invest in digital innovations that reduce poverty, inequality and disaster risk in Asia in particular, where nearly 2 billion people are online. Investing in programs that enhance the ability to access to information, financial services, communications and other essential digital services by women, men and young people living in poverty should be core business for the aid program, not just for the InnovationXChange.

Finally, the InnovationXchange is not particularly transparent about how its AU\$120 million budget is being allocated outside the publicly advertised challenge and accelerator funds. Oxfam understands that significant amounts of money have been awarded, but not publicly announced, and it is not clear what the basis of funding allocations and rejections are.

Australia's investments in this area could be improved by having a much clearer articulation of DFAT's strategy for innovation in the aid program, better integration of innovation across the aid program, and greater transparency around funding and partnership opportunities.

**Recommendation 49:** DFAT should define more clearly its strategy for innovation in the aid program, including:

- clarifying priorities of the InnovationXchange and how funding decisions will be made and transparently communicated;
- establishing how the aid program will capitalise on developments from InnovationXchange funded projects; and
- embedding funding for innovative practice across all thematic, sectoral and country programs to enable all partners to test approaches and solve problems as part of continuous learning.



## ANNEX 1: MOST CHALLENGED COUNTRIES

In 2016 Oxfam conducted an analysis of the 23 “most challenged” countries, selected according to the following criteria:

- **Limited government capacity:** government spending below \$1,000 per capita per year.
- **Limited potential tax base:** annual household consumption below \$2,000 per capita per year.
- **Aid dependence:** ODA was the largest external flow into the country.

| Country        | Population in bottom global income quintile | % of national population in bottom global income quintile | Household consumption/person 2011 (constant 2005 USD) | Govt spend/person 2011 (PPP\$) | Net ODA 2011 (USD)    | ODA/capita (USD) | ODA/GDP (%) | ODA/total inflows (%) | ODA/person in bottom 20% (USD) | ODA/total govt spend (%) |
|----------------|---------------------------------------------|-----------------------------------------------------------|-------------------------------------------------------|--------------------------------|-----------------------|------------------|-------------|-----------------------|--------------------------------|--------------------------|
| Benin          | 5,910,054                                   | 60.43                                                     | 453.09                                                | 346.67                         | 673,250,000           | 68.84            | 3.91        | 52.51                 | 113.92                         | 44.60                    |
| Burkina Faso   | 8,182,400                                   | 51.14                                                     | 274.43                                                | 311.25                         | 959,160,000           | 59.55            | 4.05        | 75.48                 | 117.22                         | 43.71                    |
| Burundi        | 8,192,952                                   | 85.88                                                     | 110.61                                                | 275.86                         | 555,430,000           | 56.73            | 7.96        | 90.45                 | 67.79                          | 61.02                    |
| Cambodia       | 2,827,035                                   | 19.35                                                     | 556.93                                                | 519.37                         | 774,610,000           | 53.08            | 2.00        | 31.59                 | 274.00                         | 29.99                    |
| Cameroon       | 7,073,788                                   | 33.43                                                     | 719.08                                                | 535.90                         | 586,680,000           | 27.78            | 1.06        | 40.40                 | 82.94                          | 11.31                    |
| CAR            | 2,835,384                                   | 63.86                                                     | 356.06                                                | 144.51                         | 259,380,000           | 57.25            | 6.41        | 68.76                 | 91.48                          | 79.18                    |
| Comoros        | 385,280                                     | 55.04                                                     | 553.80                                                | 322.64                         | 49,530,000            | 69.18            | 5.13        | 73.54                 | 128.56                         | 39.41                    |
| DRC            | 56,418,225                                  | 88.25                                                     | 193.70                                                | 79.92                          | 5,380,510,000         | 79.02            | 12.80       | 51.08                 | 95.37                          | 113.59                   |
| Eritrea        |                                             |                                                           | 141.80                                                | 382.84                         | 125,610,000           | 26.23            | 1.86        | 55.55                 |                                | 12.94                    |
| Gambia         | 721,929                                     | 41.73                                                     | 343.74                                                | 392.08                         | 130,690,000           | 74.72            | 4.88        | 44.29                 | 181.03                         | 59.31                    |
| Kenya          | 19,459,890                                  | 46.3                                                      | 464.56                                                | 579.47                         | 2,437,390,000         | 58.85            | 2.24        | 47.23                 | 125.25                         | 22.38                    |
| Liberia        | 3,233,400                                   | 79.25                                                     | 397.01                                                | 193.73                         | 744,060,000           | 182.39           | 24.89       | 38.53                 | 230.12                         | 174.89                   |
| Malawi         | 12,159,290                                  | 78.65                                                     | 208.15                                                | 261.53                         | 785,620,000           | 51.59            | 6.80        | 73.57                 | 64.61                          | 54.73                    |
| Mali           | 8,944,726                                   | 62.03                                                     | 297.38                                                | 386.91                         | 1,249,380,000         | 79.89            | 5.23        | 53.27                 | 139.68                         | 51.43                    |
| Pakistan       | 43,091,182                                  | 24.46                                                     | 568.73                                                | 831.49                         | 3,482,260,000         | 20.05            | 0.46        | 15.09                 | 80.81                          | 8.26                     |
| Rwanda         | 7,898,260                                   | 70.9                                                      | 318.41                                                | 316.72                         | 1,234,980,000         | 116.99           | 8.37        | 80.51                 | 156.36                         | 77.80                    |
| Senegal        | 5,741,231                                   | 43.07                                                     | 630.96                                                | 607.60                         | 1,026,500,000         | 76.85            | 3.56        | 30.61                 | 178.79                         | 26.90                    |
| Sudan          | 8,870,705                                   | 24.35                                                     | 546.15                                                | 681.81                         | 1,068,150,000         | 28.93            | 0.73        | 40.78                 | 120.41                         | 9.23                     |
| Tanzania       | 25,376,625                                  | 54.75                                                     | 357.28                                                | 393.60                         | 2,397,830,000         | 50.88            | 2.37        | 46.88                 | 94.49                          | 35.48                    |
| Timor-Leste    | 547,166                                     | 46.37                                                     | 478.80                                                | 441.86                         | 274,070,000           | 244.62           | 12.45       | 63.03                 | 500.89                         | 19.94                    |
| Togo           | 3,889,764                                   | 60.12                                                     | 308.79                                                | 287.50                         | 517,880,000           | 78.87            | 6.28        | 31.31                 | 133.14                         | 60.84                    |
| Uganda         | 16,260,390                                  | 46.26                                                     | 310.69                                                | 261.14                         | 1,546,400,000         | 45.14            | 2.74        | 47.64                 | 95.10                          | 38.22                    |
| Vanuatu        |                                             |                                                           | 1,231.73                                              | 712.01                         | 91,990,000            | 380.32           | 13.05       | 48.87                 |                                | 48.36                    |
| <b>Total</b>   | <b>248,019,676</b>                          |                                                           |                                                       |                                | <b>26,351,360,000</b> |                  |             |                       |                                |                          |
| <b>Average</b> |                                             | <b>54.08</b>                                              | <b>427.03</b>                                         | <b>192.76</b>                  |                       | <b>86.42</b>     | <b>1.81</b> | <b>37.48</b>          | <b>106.25</b>                  | <b>24.79</b>             |

Source: Oxfam International, *Accountability and Ownership*, September 2016.

These countries were home to 18 per cent of the poorest 20 per cent of the world’s population in 2011 (248 million people). However, bilateral DAC donors contributed less than 14 per cent of their total aid to these countries per year between 2000 and 2014.

## NOTES

<sup>1</sup> Variations of the acronym LGBTQIA+ (Lesbian, Gay, Bisexual, Transgender, Queer [or Questioning], Intersex and Asexual, with the + including a range of people whose identities or practices are not included within those terms) are common within this thematic area. However this acronym is increasingly considered problematic. (For more on this, please see Oxfam's report, '[Down by the River](#)'.) For the purposes of this submission, wherever the acronym or phrasing 'sexual and gender minorities' (SGM) is used, it is important to note that the key issue at hand is reducing power imbalances and increasing social inclusion. As such, minority does not refer to a numerical minority, but denotes the power imbalance that renders sexual and gender minorities invisible or apparently less worthy of inclusion, as well as emphasising the agency, creativity and resistance of those who are oppressed.

<sup>2</sup> Recognising best practice in collecting data related to gender, e.g. ensuring sex and gender-inclusive forms and databases where 'male' and 'female' are not the only options, since this excludes trans, intersex and gender diverse people from participating. Systems must be non-restrictive so that they are more inclusive of non-binary people. See for example the Victorian Government's Inclusive Language Guide, available from: <https://www.vic.gov.au/equality/inclusive-language-guide.html#how> and the Human Rights Commission's *Collecting Transgender-Inclusive Gender Data in Workplace and Other Surveys* webpage at: <https://www.hrc.org/resources/collecting-transgender-inclusive-gender-data-in-workplace-and-other-surveys>

<sup>3</sup> DFAT (2017). *Foreign Policy White Paper*. p.78.

<sup>4</sup> CONCORD (2016). *Sustainable Development: the stakes could not be higher*. p2. Available from: [https://concordeurope.org/wp-content/uploads/2016/11/SustainableDevelopment\\_publication\\_2016\\_web.pdf?997099&997099](https://concordeurope.org/wp-content/uploads/2016/11/SustainableDevelopment_publication_2016_web.pdf?997099&997099)

<sup>5</sup> Tosun, J. & J. Leininger (2017). 'Governing the Interlinkages between the Sustainable Development Goals: Approaches to Attain Policy Integration', in *Global Challenges*. <http://onlinelibrary.wiley.com/doi/10.1002/gch2.201700036/full>

<sup>6</sup> Cutter, A. (2017). *Sustainable Development Goals and Integration: Achieving a better balance between the economic, social and environmental dimensions*, Stakeholder Forum. p.12. Available from: <http://sdgtoolkit.org/wp-content/uploads/2017/02/Balancing-the-dimensions-in-the-SDGs.pdf>

<sup>7</sup> Cf. note 1.

<sup>8</sup> See Oxfam International, *Accountability and Ownership: The role of aid in a post-2015 world*, September 2016, p. 6, available from:

[https://www.oxfam.org/sites/www.oxfam.org/files/file\\_attachments/bp-accountability-andownership-140916-en.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/bp-accountability-andownership-140916-en.pdf)

<sup>9</sup> The World Bank estimates that in 2015 there were 10per cent of the world's population or 700 million people living below \$1.90 a day, 2011 PPP. Cited in Oxfam International, *An economy for the 99per cent: It's time to build a human economy that benefits everyone, not just the privileged few*, January 2017, p. 12. available from:

[https://www.oxfam.org/sites/www.oxfam.org/files/file\\_attachments/bp-economy-for-99-per-cent-160117-en.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/bp-economy-for-99-per-cent-160117-en.pdf)

<sup>10</sup> Oxfam International (2016). *Accountability and Ownership: The role of aid in a post-2015 world*, p. 2, available from:

[https://www.oxfam.org/sites/www.oxfam.org/files/file\\_attachments/bp-accountability-andownership-140916-en.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/bp-accountability-andownership-140916-en.pdf)

<sup>11</sup> UN Women (2016). *Summary Report: The Beijing Declaration and Platform for Action Turns 20*, available from:

[http://www2.unwomen.org/~media/headquarters/attachments/sections/library/publications/2015/sqper cent20report\\_synthesis-en\\_web.pdf?v=1&d=20150226T215547](http://www2.unwomen.org/~media/headquarters/attachments/sections/library/publications/2015/sqper cent20report_synthesis-en_web.pdf?v=1&d=20150226T215547)

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- <sup>12</sup> Oxfam International, *Accountability and Ownership*, as above, p. 13.
- <sup>13</sup> Development Initiatives' calculations based on IMF World Economic Outlook 2016 (available from: <http://www.imf.org/external/pubs/ft/weo/2016/01/weodata/index.aspx>), cited in Oxfam International, *Accountability and Ownership*, as above, p. 13.
- <sup>14</sup> OECD (2016). *General Government Spending (Indicator)*. Available from: <https://data.oecd.org/gga/general-government-spending.htm>
- <sup>15</sup> Oxfam International, *Accountability and Ownership*, as above, p. 14.
- <sup>16</sup> DFAT (2017). *Performance of Australian Aid 2015-16*. p. 14. Available from: <http://dfat.gov.au/about-us/publications/Documents/performance-of-australian-aid-2015-16.pdf>
- <sup>17</sup> See annex 1 for Oxfam's analysis of the most challenged countries.
- <sup>18</sup> DFAT, *Performance of Australian Aid 2015-16*, as above, p. 8.
- <sup>19</sup> See e.g. Overseas Development Institute, *Increasing the effectiveness of Aid for Trade: the circumstances under which it works best*, Working Paper 353, 2012 and Frans Lammersen and Michael Roberts, *Aid for trade 10 years on: Keeping it effective*, OECD
- <sup>20</sup> Sabit Amum Otor and Matthew Dornan (2017). *How does foreign aid impact Australian exports in the long-run?* Available from: [http://devpolicy.org/publications/discussion\\_papers/DP62\\_How-does-foreign-aid-impact-Australian-exports.pdf](http://devpolicy.org/publications/discussion_papers/DP62_How-does-foreign-aid-impact-Australian-exports.pdf)
- <sup>21</sup> Liz Turner and Laura Rovamaa, *Aid for Trade: Reviewing EC and DFID Monitoring and Evaluation Practices*, Saana Consulting, commissioned by Traidcraft, available from: [https://www.enterprise-development.org/wp-content/uploads/Aid\\_for\\_Trade\\_Report.pdf](https://www.enterprise-development.org/wp-content/uploads/Aid_for_Trade_Report.pdf)
- <sup>22</sup> UN Division for Social Policy and Development: Indigenous Peoples (webpage). 'Indigenous Peoples and the 2030 Agenda'. Available online at: <https://www.un.org/development/desa/indigenouspeoples/focus-areas/post-2015-agenda/the-sustainable-development-goals-sdgs-and-indigenous.html>
- <sup>23</sup> Oxfam Australia (2017). *Moving beyond recognition: respecting the rights of Aboriginal and Torres Strait Islander Peoples*. p.12. <https://www.oxfam.org.au/wp-content/uploads/2017/04/OXF011-Indigenous-Rights-Report-Email.pdf>
- <sup>24</sup> Australian Human Rights Commission, *Implementation of the United Nations Declaration on the Rights of Indigenous Peoples – Declaration Dialogue Series – Discussion Paper 4: Ensuring the ongoing survival of the oldest living culture in the world* (2013), 6, cited in Oxfam Australia (2017). *Moving beyond recognition: respecting the rights of Aboriginal and Torres Strait Islander Peoples*. p.12, as above.
- <sup>25</sup> Close the Gap Campaign Steering Committee for Indigenous Health Equality (2018). *A ten-year review: the Closing the Gap Strategy and Recommendations for Reset*. p.12. Available from: [www.humanrights.gov.au/social\\_justice/health/index.html](http://www.humanrights.gov.au/social_justice/health/index.html) and <http://www.oxfam.org.au/closethegap>
- <sup>26</sup> Oxfam Australia (2017). *Moving beyond recognition: respecting the rights of Aboriginal and Torres Strait Islander Peoples*, as above, p.8.
- <sup>27</sup> Close the Gap Campaign Steering Committee for Indigenous Health Equality (2018) *A ten-year review: the Closing the Gap Strategy and Recommendations for Reset*, as above, p.20.
- <sup>28</sup> Some examples of how this might work already exist in regional governance structures such as the Torres Strait Regional Authority, Aboriginal land councils, various types of local community governance structures and community controlled service delivery organisations.
- <sup>29</sup> These include consultation with Aboriginal and Torres Strait Islander peoples; the development of action plans by political parties to increase participation by Aboriginal and Torres Strait Islander peoples; and support for and expansion of mentoring programs for Aboriginal and Torres Strait Islander peoples involved in local government.
- <sup>30</sup> United Nations Department of Public Information (2008). *Unite to end violence against women fact sheet*. Available from [www.un.org/en/women/endviolence/pdf/VAW.pdf](http://www.un.org/en/women/endviolence/pdf/VAW.pdf)
- <sup>31</sup> DFAT (2016). *Gender equality and women's empowerment strategy*. Available from: <http://dfat.gov.au/about-us/publications/Documents/gender-equality-and-womensemppowerment-strategy.pdf>

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<sup>32</sup> DFAT (2014). *Making Performance Count: enhancing the accountability and effectiveness of Australian aid*. Available from: <https://dfat.gov.au/aboutus/publications/Documents/framework-making-performance-count.pdf>

<sup>33</sup> DFAT, *Performance of Australian aid 2015-16*, as above, p. 12.

<sup>34</sup> *Ibid.*

<sup>35</sup> *Ibid.*

<sup>36</sup> See Pacific Women Shaping Pacific Development website, available from:

<http://pacificwomen.org/>

<sup>37</sup> Oxfam International (2016). *Sexual Diversity and Gender Identity Rights Policy*.

Available from:

[https://www.oxfam.org/sites/www.oxfam.org/files/file\\_attachments/story/sexual\\_diversity\\_and\\_gender\\_identity\\_rights\\_policy.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/story/sexual_diversity_and_gender_identity_rights_policy.pdf)

<sup>38</sup> DFAT (2015). *Development for All 2015-2020: Strategy for strengthening disability-inclusive development in Australia's aid program*. Available from:

<http://dfat.gov.au/about-us/publications/pages/development-for-all-2015-2020.aspx>

<sup>39</sup> UNHCR (2017). *Global Trends: Forced displacement in 2016*. p. 2. Available from:

<http://www.unhcr.org/5943e8a34.pdf>

<sup>40</sup> Caroline Heider, World Bank Group, citing UN Deputy Secretary General Jan Eliasson, *\$13 Trillion and Growing - Addressing the Cost of Fragility and Conflict*, 11 October 2016, available from: <https://ieg.worldbankgroup.org/blog/13-trillion-and-growingaddressing-cost-fragility-and-conflict>

<sup>41</sup> Oxfam International (2017). *Uprooted by climate change: Responding to the growing risk of displacement*. Available from:

<https://www.oxfam.org/en/research/uprooted-climate-change-responding-growing-riskdisplacement>

<sup>42</sup> On average, 21.8 million people were reported newly internally displaced by sudden-onset extreme weather disasters each year between 2008 and 2016. See Oxfam International, *Uprooted by climate change*, as above, p6.

<sup>43</sup> UNISDR (2016). *The human cost of the hottest year on record*. Available from:

<http://www.unisdr.org/archive/47791>

<sup>44</sup> Jha, Abhas K. Stanton-Geddes, Zuzana (2013). *Strong, safe, and resilient: A strategic policy guide for disaster risk management in East Asia and the Pacific*, Washington D.C, World Bank, cited in DFAT, *Disaster risk reduction and resilience*, available from:

<http://dfat.gov.au/aid/topics/investment-priorities/building-resilience/drr/Pages/disasterrisk-reduction-and-resilience.aspx>

<sup>45</sup> DFAT (2017). *Foreign Policy White Paper*. p. 84.

<sup>46</sup> Oxfam (2013). *After Paris: Climate Finance in the Pacific Islands*. Available from:

<https://www.oxfam.org.au/wp-content/uploads/2016/09/FULL-REPORT-After-Paris-Climate-Finance-in-the-Pacific-Islands.pdf>

<sup>47</sup> Australia provided an average of AU\$197 million per year in international climate finance between FY2010/11 and FY2014/15. See Australia's Second Biennial Report to the UNFCCC, available from:

<http://www.environment.gov.au/climate-change/publications/australias-second-biennialreport>.

The Government's commitment in December 2015 to provide "at least AU\$1 billion over the next five years" represents an approximate continuation of this annual contribution.

<sup>48</sup> For background on the \$100bn global commitment and information about how countries are seeking to meet this target see: *Roadmap to US\$100 Billion*,

<http://dfat.gov.au/international-relations/themes/climate-change/Documents/climatefinance-roadmap-to-us100-billion.pdf>

<sup>49</sup> See e.g. Catherine Pettengell (2010). *Climate Change Adaptation: Enabling people living in poverty to adapt*. Available from:



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[https://www.oxfam.org/sites/www.oxfam.org/files/file\\_attachments/climate-changeadaptation-apr2010\\_14.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/climate-changeadaptation-apr2010_14.pdf)

<sup>50</sup> Pieter Terpstra, Annaka Peterson Carvalho and Emily Wilkinson (2015). *From Tracking to Action: Promoting Social Accountability in Adaptation Finance*, Oxfam and the World Resources Institute. Available from:

[https://policypractice.oxfamamerica.org/static/media/files/From\\_Tracking\\_to\\_Action.pdf](https://policypractice.oxfamamerica.org/static/media/files/From_Tracking_to_Action.pdf)

<sup>51</sup> Griffin, Independent evaluation of the Community-based Climate Change Adaptation Grants Program – main evaluation report, January 2016, p. iii, available from:

<https://dfat.gov.au/about-us/publications/Documents/community-based-climate-changeaction-grants-independent-review-2016.pdf>

<sup>52</sup> 23.3 per cent of people in developing countries were undernourished in 1990-92, compared with 12.9 per cent in 2014-16. See MDG Monitor, 15 May 2017, available from: <http://www.mdgmonitor.org/mdg-1-eradicate-poverty-hunger>

<sup>53</sup> World Food Programme, available from: <http://www1.wfp.org/zero-hunger>

<sup>54</sup> Oxfam (2014). *Hot and hungry – how to stop climate change derailing the fight against hunger*. Available from: <https://www.oxfam.org.au/wpcontent/uploads/2015/07/Media-Briefing-Hot-and-Hungry.pdf>

<sup>55</sup> Food and Agriculture Organisation (2009). *How to Feed the World in 2050*, p. 26. Available from:

[http://www.fao.org/fileadmin/templates/wsfs/docs/expert\\_paper/How\\_to\\_Feed\\_the\\_World\\_in\\_2050.pdf](http://www.fao.org/fileadmin/templates/wsfs/docs/expert_paper/How_to_Feed_the_World_in_2050.pdf)

<sup>56</sup> Oxfam Australia (2015). *Joint Standing Committee on Foreign Affairs, Defence and Trade Foreign Affairs and Aid Sub-Committee inquiry into the role of development partnerships in agriculture and agribusiness in promoting prosperity, reducing poverty and enhancing stability in the Indo-Pacific region*. Available from:

[https://www.aph.gov.au/Parliamentary\\_Business/Committees/Joint/Foreign\\_Affairs\\_Defence\\_and\\_Trade/Development-Agriculture/Submissions](https://www.aph.gov.au/Parliamentary_Business/Committees/Joint/Foreign_Affairs_Defence_and_Trade/Development-Agriculture/Submissions)

<sup>57</sup> Office of Development Effectiveness (2015). *Smart economics: evaluation of Australian aid support for women's economic empowerment*, p. 1. Available from:

<http://dfat.gov.au/aid/how-we-measure-performance/ode/Documents/smart-economicsfull-report.pdf>

<sup>58</sup> Food and Agricultural Organisation, *The State of Food and Agriculture 2010-11*, Report, 2011, p. xi. See also J. Thorpe and E. Sahan, *Power, Rights, and Inclusive Markets: Public policies that support small-scale agriculture*, Oxfam International, 2013, p. 4 cited in Oxfam Australia, Submission to the Foreign Policy White Paper consultation, 28 February 2017, available from:

<http://dfat.gov.au/whitepaper/submissions/documents/170227-433-Oxfam-Australia.PDF>

<sup>59</sup> Office of Development Effectiveness, *Smart economics*, p. 28, as above.

<sup>60</sup> DFAT (2015). *Strategy for Australia's aid investments in agriculture, fisheries and water*. Available from:

<http://dfat.gov.au/about-us/publications/Documents/strategy-foraustralias-aid-investments-in-agriculture-fisheries-and-water.pdf>

<sup>61</sup> For example, ACIAR's Corporate Plan includes empowering women and girls and enhancing smallholder access to markets as performance objectives. See ACIAR, *Corporate Plan 2017-2021*, 2017, p. 21. Available from:

[http://aciarc.gov.au/files/aciarc\\_corporate\\_report\\_2017\\_web.pdf](http://aciarc.gov.au/files/aciarc_corporate_report_2017_web.pdf)

<sup>62</sup> DFAT, *Performance of Australian Aid report*, p.12, as above.

<sup>63</sup> Oxfam Australia, *Strategic Environmental Assessment: impacts of mainstream dams*, available from: <https://www.oxfam.org.au/what-we-do/infrastructure-people-andenvironment/save-the-mekong/strategic-environmental-assessment-impacts-ofmainstream-dams>

<sup>64</sup> Dr Quentin Hanich, ANU, *Pacific Small Scale Fisheries: Empowering communities to strengthen sustainability, food security and livelihoods*, available from:

<http://ssgm.bellschool.anu.edu.au/news-events/podcasts/audio/4402/pacific-small-scalefisheries-empowering-communities-strengthen>

<sup>65</sup> Oxfam and NFR, Joint Agency Briefing Note, *Rebuilding Fishing Communities and Fisheries: Post-Haiyan reconstruction in the Philippines*, 12 February 2014, available from: <https://www.oxfamamerica.org/static/media/files/bn-fisheries-reconstructionphilippines-recovery-1200214-en.pdf>

<sup>66</sup> Dr Quentin Hanich, Pacific Small Scale Fisheries, as above.

<sup>67</sup> Oxfam Australia, *After Paris: Climate finance in the Pacific Islands: Strengthening collaboration, accelerating access and prioritising adaptation for vulnerable communities*, p. 18, as above.

<sup>68</sup> Oxfam America, *Pilot microinsurance program has a successful payout to over 1,800 Ethiopian farmers after drought*, 17 November 2011, available from: <https://www.oxfamamerica.org/press/pilot-microinsurance-program-has-a-successfulpayout-to-over-1800-ethiopian-farmers-after-drought>

<sup>69</sup> For example, as upheld by agricultural organisations such as the Food and Agriculture Organization of the United Nations. Baseline data and data on project completion should be assessed against indicators in the standard categories of i) food availability, ii) access to food; iii) utilisation of food and iv) stability.

<sup>70</sup> Christina Bennett (2017). 'Three unconventional places to look for humanitarian solutions in 2017', ODI think piece. Available from: <https://www.odi.org/comment/10482-three-unconventional-places-look-humanitarian-solutions-2017>

<sup>71</sup> UN High-level Political Forum on Sustainable Development (2015). *Transforming our world: the 2030 Agenda for Sustainable Development*. A/RES/70/1. Note 14. Available from: <https://sustainabledevelopment.un.org/post2015/transformingourworld>

<sup>72</sup> United Nations (2016). 'Leaving no one behind: humanitarian effectiveness in the age of the Sustainable Development Goals', in Ocha Policy and Studies Series. p. 26. Available from: [http://www.unocha.org/sites/dms/Documents/HESStudy\\_20151109\\_Small.pdf](http://www.unocha.org/sites/dms/Documents/HESStudy_20151109_Small.pdf)

<sup>73</sup> There are 22 donor signatories to the Grand Bargain and 31 aid and inter-governmental agency signatories, including Oxfam. See Inter-Agency Standing Committee (IASC), *Grand Bargain Signatories*, published 1 June 2017: [https://interagencystandingcommittee.org/system/files/grand\\_bargain\\_signatories\\_-\\_july\\_29\\_2017\\_-\\_bdd.pg\\_-\\_pdf](https://interagencystandingcommittee.org/system/files/grand_bargain_signatories_-_july_29_2017_-_bdd.pg_-_pdf)

<sup>74</sup> *Grand Bargain: A shared commitment to better serve people in need*, Istanbul, Turkey, 23 May 2016, available from: [https://interagencystandingcommittee.org/system/files/grand\\_bargain\\_final\\_22\\_may\\_final-2.pdf](https://interagencystandingcommittee.org/system/files/grand_bargain_final_22_may_final-2.pdf)

<sup>75</sup> Department of Foreign Affairs and Trade, *Humanitarian Strategy*, May 2016, available from: <http://dfat.gov.au/about-us/publications/Documents/dfat-humanitarian-strategy.pdf>

<sup>76</sup> Lewis Sida (2016). 'Bridging the humanitarian-development divide', Background Paper for the World Humanitarian Summit side event "Making the SDGs work for Humanitarian Needs." p. 4. Available from: <http://unsdsn.org/wp-content/uploads/2016/05/WHS-background-paper.pdf>

<sup>77</sup> OCHA, Financial Tracking Service 2016, available from: <https://fts.unocha.org/appeals/overview/2016>

<sup>78</sup> OCHA, Financial Tracking Service 2008, available from: <https://fts.unocha.org/appeals/overview/2008>

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