

Aid in Support of Gender Equality in Fragile and Conflict-affected States



Women, peace and security

Several international agreements acknowledge the importance of protecting women in conflict and fragile situations, and of the role that they can and should play in statebuilding and conflict resolution to ensure sustained peace. These agreements include the UN Security Council Resolutions on women, peace and security [UNSCR 1325 (2000), 1820 (2008), 1888 and 1889 (2009)].

The DAC *Principles for good international engagement in fragile states and situations* call for promoting non-discrimination in general, and gender equality in particular. The Accra Agenda for Action also commits donors and partners "to help ensure the protection and participation of women" in post-conflict countries and situations of fragility.

The present study is a contribution to mark the 10th anniversary of the adoption of UNSCR 1325, and provides an overview of DAC members' funding targeted to gender equality in fragile and conflict-affected states. It was prepared with the assistance of members of the DAC Network on Gender Equality (GENDERNET) and the DAC Working Party on Statistics (WP-STAT).

Main findings

The special focus on gender equality in fragile situations, as called for by international agreements, is implemented only to a limited extent:

- On average, **one-third of DAC members' aid to fragile states targets gender equality as a principal or significant objective**. This is only a little more than in other countries (the share for all developing countries combined is 29%). Still, a number of DAC members allocate a higher proportion of their aid to gender equality in fragile states than in other countries, and have made it a major focus of their aid programmes.
- **Only 20% of aid allocated for peace and security in fragile states integrates a gender equality dimension**. For security system management and reform initiatives, the share of aid that targets gender equality is particularly low: only 10%.

However, **donors pay particular attention to gender equality in the social sectors in fragile states**: more than half of aid in the education and health sectors, and one-third of aid in the water sector, target gender equality (for all developing countries combined, these shares are lower by more than ten percentage points).

Overview of aid in support of gender equality in fragile and conflict-affected states

Based on data for 2007-08, aid in support of gender equality in fragile states amounted to approximately **USD 4.4 billion per year** (Table 1), or **34% of total aid in these countries**. This is only a little more than in other contexts (the share for all developing countries combined is 29%): the special focus on gender equality in fragile states, as called for by international agreements, is implemented only to a limited extent. Most of the aid to gender equality in fragile states targeted gender equality as a "significant" objective, with only **USD 683 million** (15% of the total) addressing gender equality as the "principal" (main) objective. This proportion is comparable for all developing countries.

Methodology

Fragile and conflict-affected states include:

--- For working purposes only. This is not an official OECD list of fragile and conflict-affected states. ---

Afghanistan	Gambia	Palestinian Adm. Areas
Angola	Guinea	Papua New Guinea
Burundi	Guinea-Bissau	Rwanda
Cameroon	Haiti	São Tomé and Príncipe
Central African Rep.	Iraq	Sierra Leone
Chad	Kenya	Solomon Islands
Comoros	Kiribati	Somalia
Congo Dem. Rep.	Korea Dem. Rep.	Sudan
Congo Rep.	Liberia	Tajikistan
Côte d'Ivoire	Myanmar	Timor-Leste
Djibouti	Nepal	Togo
Equatorial Guinea	Niger	Tonga
Eritrea	Nigeria	Uganda
Ethiopia	Pakistan	Yemen
		Zimbabwe

The gender equality policy marker (see definition and examples in Annex)

Data on DAC members' aid targeting gender equality and women's empowerment are compiled with the help of the **gender equality policy marker** in the Creditor Reporting System (CRS). DAC members should screen and mark every aid activity they report to the CRS as either (i) targeting gender equality as a "**principal objective**" or a "**significant objective**", or (ii) not targeting the objective. "Principal" means that gender equality is an explicit objective of the activity and fundamental in its design. "Significant" means that gender equality is an important, but secondary, objective of the activity. **Not targeted** means that the activity was screened for supporting gender equality, but was found not to.

Data based on the marker do not allow exact quantification of aid allocated or spent on gender equality and women's empowerment. They give an indication (best estimate) of aid flows in support of gender equality and of the extent to which each donor supports gender equality. As with all DAC statistics on aid flows, data collected measure donors' efforts through aid (inputs). They cannot be used to analyse the impacts of aid (evaluation reports are available at www.oecd.org/dac/evaluationnetwork/derec).

Gender equality focused aid in fragile states by DAC members

Table 1. Aid in support of gender equality and women's empowerment in fragile states
2007-08, annual average commitments, USD million, constant 2008 prices

Gender equality focused aid in fragile states					For reference		
DAC members	Total (a+b)	Principal objective (a)	Significant objective (b)	% of sector allocable aid (c)	Not targeted	Not screened	2007-08 coverage ratio, %
Australia	206	12	194	40	303	293	63
Austria	26	3	23	55	21	0	99
Belgium	185	20	164	64	105	156	65
Canada	307	25	282	41	435	50	94
Denmark	109	28	82	46	129	0	100
EU institutions	470	42	429	19	1992	112	96
Finland	46	4	42	39	73	0	100
France	394	15	379	68	187	61	91
Germany	791	55	736	76	256	153	87
Greece	14	0	13	43	18	0	100
Ireland	46	4	42	23	153	0	100
Italy	121	5	116	32	259	0	100
Japan	108	6	102	5	2167	48	98
Korea	10	3	7	6	171	0	100
Luxembourg	9	0	9	71	4	18	41
Netherlands	60	58	2	9	623	0	100
New Zealand	56	2	54	76	17	0	100
Norway	309	101	207	46	356	0	100
Portugal	5	0	5	5	103	0	100
Spain	76	39	37	29	186	29	90
Sweden	225	55	170	75	76	0	100
Switzerland	43	8	36	32	90	13	91
United Kingdom	806	198	608	53	720	170	90
United States	9483	0
Total	4422	683	3739	34	8444	10586	55

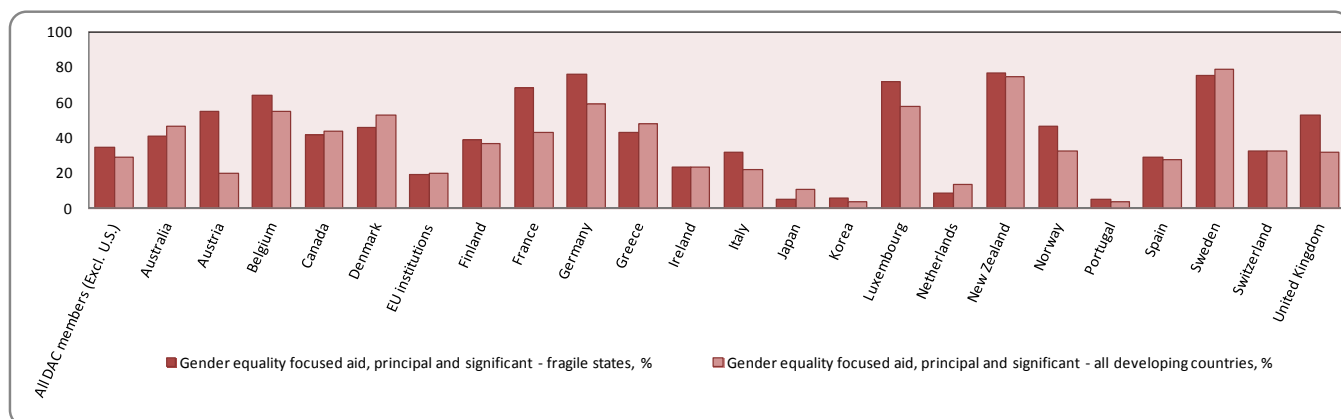
Notes: Figures relate to sector allocable aid; non sector allocable aid is excluded since several members do not apply the gender equality marker on these forms of aid (e.g. general budget support, debt relief, emergency aid). Activities not screened against the gender equality marker have been excluded from column (c). Figures for Australia, France, Italy and Luxembourg refer to 2008 data only (insufficient coverage in 2007). Sweden is currently reviewing its aid administration systems to give a better picture of its gender equality activities.

The figures quoted above relate only to the share of sector-allocable aid that has been screened (assessed) against the marker. Table 1 shows that this represents 55% of sector-allocable aid, but this low percentage is mainly accounted for by the lack of reporting by the largest donor, the United States. Of the other 23 DAC members, 19 screened at least 90% of their sector-allocable aid against the marker.

Strong focus on gender equality in fragile states by a number of members

**Chart 1. Gender equality focus of donors' aid programmes
Fragile states versus all developing countries**

% of sector allocable aid commitments 2007-08, constant 2008 prices



Note: Austria, Greece, Luxembourg and New Zealand allocate less than USD 100 million annually to fragile states, and their gender-equality focused aid relates to a relatively small number of aid activities (e.g. six activities marked as gender-equality focused in 2008 for Luxembourg).

A number of members clearly pay great attention to gender equality in fragile and conflict-affected states, and have made it a major focus of their aid programmes in these countries: **Belgium** (64% of aid allocated to fragile states is focused on gender equality, *versus* 55% for all developing countries combined), **Germany** (76% vs. 59%), **Norway** (46% vs. 32%), and the **United Kingdom** (53% vs. 32%). **Sweden** and **France** also have high shares of aid focused on gender equality in fragile states (respectively 75% and 68%).

Like many DAC members, Belgium, Norway, Sweden and the United Kingdom have adopted National Action Plans for implementing UNSCR 1325. France is about to adopt one in October 2010. The Norwegian action plan details the measures that Norwegian bilateral and multilateral co-operation need to undertake in peace and reconciliation processes. This includes financial support to ensure women's participation and representation in peace processes.

Sweden's strong focus on gender equality in fragile states reflects a commitment to end sexual and other gender-based violence in conflict-affected countries. "Gender equality and women's rights" is one of the three priority areas for Swedish development co-operation, with "women, peace and security including gender-based violence" constituting one of the four subthemes. To make these priorities operational, Sweden has integrated them into country co-operation strategies, and conducts policy dialogue on gender-based violence and the implementation of UNSCR 1325.

Top recipients

Tables 2 and 3 present data on aid in support of gender equality by partner country from two perspectives. Table 2 lists the top ten recipients of aid (all sectors and policy objectives combined) among fragile states, and shows the share of aid focused on gender equality. Table 3 lists the top recipients of gender-equality-focused aid (in volume terms).

Table 2. Top ten fragile recipients: gender equality focus

2008 commitments

	total aid, USD million	Total sector allocable aid, USD million	Gender equality focused aid, %
Iraq	7838	2641	5
Afghanistan	2438	1705	31
Palestinian Adm. Areas	1575	982	23
Ethiopia	1552	975	48
Pakistan	1292	1137	46
Sudan	1252	608	17
Congo, Dem. Rep.	1118	679	54
Uganda	1086	565	42
Cameroon	1052	290	71
Liberia	743	125	39

Table 3. Ten largest recipients of gender equality focused aid among fragile states

2008 commitments

	Gender equality focused aid USD million	%
Pakistan	528	46
Afghanistan	525	31
Ethiopia	464	48
Congo, Dem. Rep.	369	54
Nigeria	293	63
Kenya	259	61
Uganda	238	42
Palestinian Adm. Areas	226	23
Cameroon	205	71
Nepal	158	43

Note: Data exclude the United States. Percentages refer to sector allocable aid; activities not screened against the gender equality marker are excluded.

The gender equality focus of donors' programmes in the fragile states that receive the largest amounts of aid (Table 2) varies significantly: while the share of aid allocated to Iraq that addresses gender equality is only 5%, it is almost a third in Afghanistan, and more than half of aid allocated to the Democratic Republic of Congo and Cameroon target gender equality. Examples of large projects/programmes that target gender equality include: in Afghanistan, the girls' education support programme, a fund for the advancement of women, and support through the Afghanistan Reconstruction Trust Fund; in the Democratic Republic of Congo, an initiative to combat gender based violence; and, in Cameroon, an initiative to promote women's right to land.

All top ten fragile states in Table 2, except Iraq, Sudan and Liberia, are also amongst the largest recipients of aid in support of gender equality in terms of volume in Table 3. Gender equality seems to be an important dimension of donors' aid programmes in the top ten recipients of aid. Kenya, Nepal and Nigeria are not among the top ten recipients of aid, but benefit from large amounts of support for gender equality.

Sector breakdown

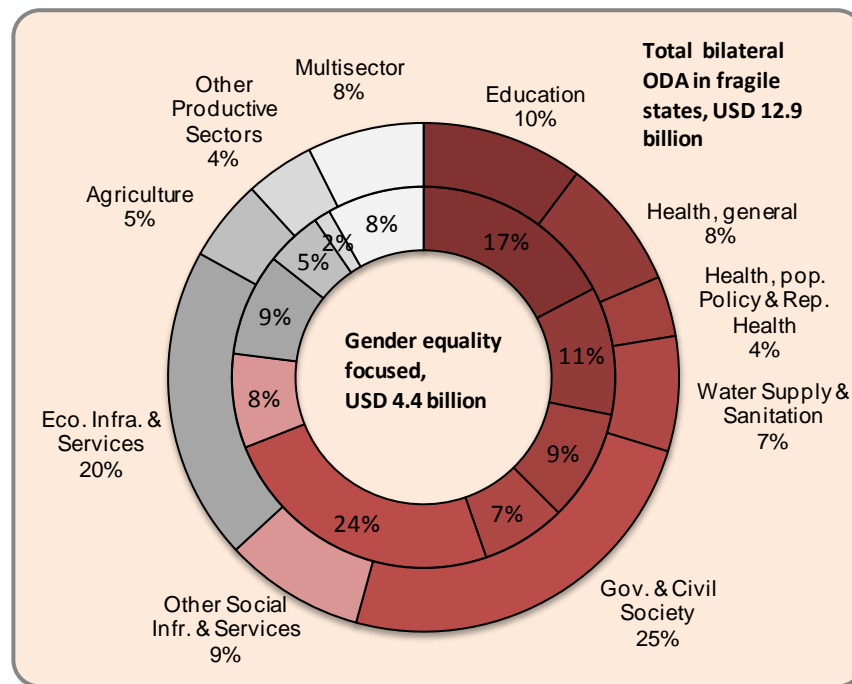
Chart 2 highlights that more than three-quarters of aid focused on gender equality in fragile and conflict-affected states are allocated to social infrastructure and services. Government and civil society, which includes statebuilding – a priority sector of intervention identified in the *Principles for good international engagement in fragile states and situations* – makes up one-fourth of the aid focused on gender-equality.

**Chart 2. Gender equality focus of bilateral aid by sector
Fragile states**

Commitments, average 2007-08, 2008 prices

Inner circle: bilateral ODA focused on gender equality in fragile states

Outer circle: bilateral ODA in fragile states

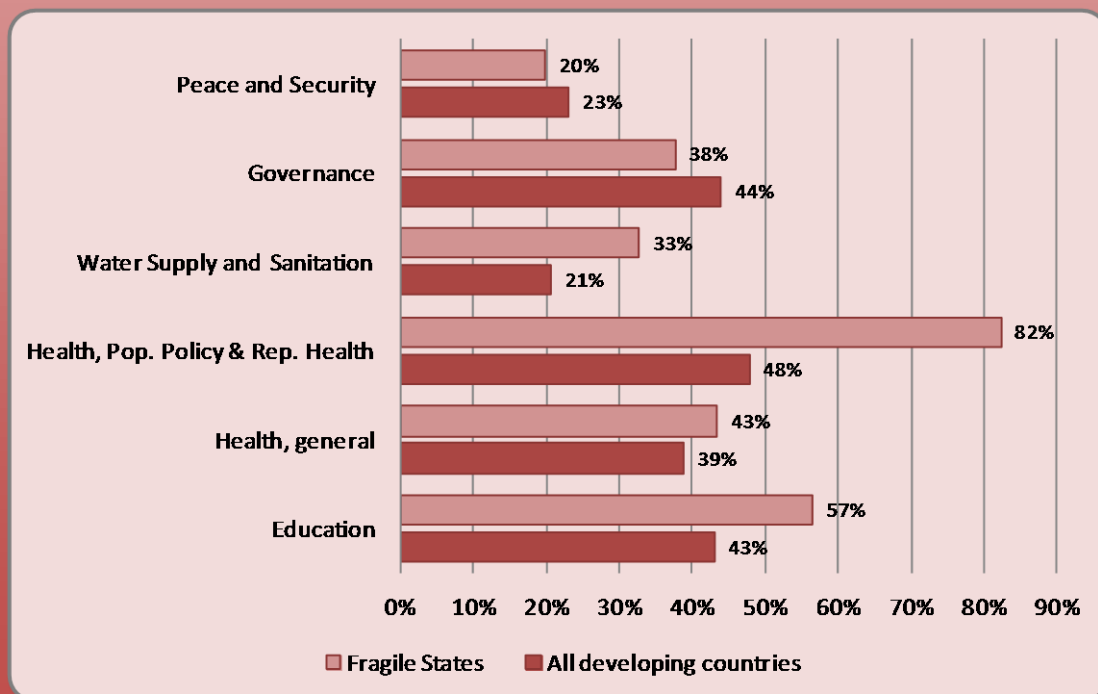


Note: Data exclude the United States, and refer to sector allocable aid; activities not screened against the gender equality marker have been excluded.

While aid to economic infrastructure and services (mainly transport and energy sectors) accounted for 20% of total bilateral aid in fragile and conflict-affected states (outer circle) in 2007-2008, little was reported as focused on gender equality (9% of gender equality-focused aid, inner circle).

Among the productive sectors, aid to agriculture represented 5% of total bilateral aid to fragile states, and also of gender equality-focused aid.

Chart 3. Gender equality focus in basic social sectors
Fragile states versus all developing countries
DAC members' commitments, average 2007-08



Note: United States is excluded

- ✓ **When working in fragile states, more than half of donors' interventions in the education and health sectors (including reproductive health) target gender equality, and one-third of aid in the water sector targets gender equality.** These shares demonstrate the particular attention paid to gender equality in social sectors in fragile states (for all developing countries combined, the shares are lower by more than ten percentage points).
- ✓ **38% of aid allocated to the governance sector in fragile states addresses gender equality.** This is low in comparison to the average in all developing countries combined (44%). It suggests that the international commitments on women, peace and security which call for increased participation and representation of women at all levels of decision-making are not being implemented. However, donors fund gender equality and women's empowerment in fragile states in a number of governance sub-sectors such as *legal and judicial development* (42% of aid to this sub-sector target gender equality – example: “improved access to justice for Afghan women and girls”), *strengthening civil society* (57% – example: “community development programme in Nepal focusing on mobilizing local communities, in particular the participation of children and women”), and *human rights* (62% – example: “introduce alternatives to female genital mutilation and promote women's rights among the Maasai People of Kenya”).
- ✓ **Only 20% of aid allocated for peace and security in fragile states target gender equality.** This is not enough to ensure a gender equality perspective in post-conflict processes, as called for by UN resolutions. Of donors' work on peace and security in fragile situations, *security system management and reform* has the lowest focus on gender equality (10%), and *prevention and demobilisation of child soldiers* the strongest (65%).

Annex – The gender equality policy marker: definition and examples

The Gender Equality policy marker

Definition

An activity should be classified as gender equality focused (score Principal or Significant) if:

Criteria for eligibility

Gender equality is explicitly promoted in activity documentation through specific measures which:

- a) Reduce social, economic or political power inequalities between women and men, girls and boys, ensure that women benefit equally with men from the activity, or compensate for past discrimination; or
- b) Develop or strengthen gender equality or anti-discrimination policies, legislation or institutions.

This approach requires analysing gender inequalities either separately or as an integral part of agencies' standard procedures.

Examples of typical activities

Examples of activities that could be marked as principal objective:

- Legal literacy for women and girls;
- Male networks against gender violence;
- A social safety net project which focuses specifically on assisting women and girls as a particularly disadvantaged group in a society;
- Capacity building of Ministries of Finance and Planning to incorporate gender equality objectives in national poverty reduction or comparable strategies.

Such activities can target women specifically, men specifically or both women and men.

Examples of activities that could be marked as significant objective:

- Activity which has as its principal objective to provide drinking water to a district or community while at the same time ensuring that women and girls have safe and easy access to the facilities;
- A social safety net project which focuses on the community as a whole and ensures that women and girls benefit equally with men and boys.

N.B. Support to women's equality organisations and institutions (CRS sector code 15170) scores, by definition, principal objective.

Examples from the Creditor Reporting System, year 2008:

<i>Donor</i>	<i>Recipient</i>	<i>Sector</i>	<i>Description</i>	<i>Gender equality marker</i>	<i>USD thousand commitments</i>
United Kingdom	Somalia	Health	To reinforce primary health care, prevent and treat epidemic diseases for the vulnerable population of Merca, in Lower Shabelle, and in particular IDPs and women.	Significant	843
Netherlands	Egypt	Education	To provide better life opportunities through an integrated package of services in literacy, life skills, sports and financial literacy for rural out-of-school girls.	Principal	4 094
Canada	Haiti	Agriculture	Pro Huerta's objective is to increase food security for poor and vulnerable populations in Haiti.	Significant	4 928