

# --- DRAFT – NOT FOR QUOTATION ---

## Aid in Support of Gender Equality in Fragile States and Situations



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### *Women, peace and security*

Several international agreements acknowledge the importance of protecting women in conflict and fragile situations, and the role that they can and should play in state-building and conflict resolution to ensure sustained peace. These include UN Security Council Resolutions on women, peace and security [UNSCR 1325 (2000), and *sister* resolutions 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 10<sup>th</sup> anniversary of the adoption of UNSCR 1325, and provides an overview of how DAC members promote gender equality in fragile situations.

#### **Main findings**

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 contexts (the share for all developing countries combined is 29%). A number of members pay greater attention to gender equality in fragile states than in other countries, and have made it a major focus of their aid programmes.

Top recipients of aid among fragile states also generally benefit from large amounts of support to advance gender equality.

**One-fourth of aid in support of gender equality in fragile states was in the governance sector**, including state-building – priority sector of intervention identified in the Principles for good international engagement in fragile states and situations.

When working in fragile states, **more than half of donors' interventions in education and health target gender equality, one-third in the water sector**.

### *Methodology: the gender equality 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 marker in the Creditor Reporting System (CRS). Every aid activity reported to the CRS should be screened and marked as either (i) targeting gender equality as a "**principal objective**" or a "**significant objective**", or (ii) not targeting the objective.

Data based on the marker do not allow exact quantification of aid allocated or spent on the promotion of gender equality. They give an indication (best estimate) of aid flows in support of gender equality, and describe the extent to which donors address the gender equality objective in their aid programmes.

**Most data presented in this note cover only a part (54%) of total bilateral ODA for fragile states that is allocable by sector (USD 23 billion in 2007-08)**. Not all donors report fully on the gender equality marker, and a "coverage ratio" measures the proportion of aid which is screened. A high percentage of gender-equality-focused aid alone does not mean that the aid is well aligned with the gender equality policy objective; such a conclusion would only be valid for a donor with 100% coverage. For 19 members, the coverage is complete or above 90%, for 4 members it is still above 65%. The main data gap relates to the United States which started reporting on the gender equality marker in 2007, but only partially (17%). Moreover, the United States did not use the score "not targeted", and it is therefore not possible to calculate the share of its aid focused on gender equality in the same way as for other donors. The United States' figures were therefore excluded from the present study, except for totals shown in Table 1.

## Overview of aid in support of gender equality in fragile states

➤ *Fragile states and conflict-affected countries include: Afghanistan, Angola, Burundi, Cameroon, Central African Rep., Chad, Comoros, Congo Dem. Rep., Congo Rep., Côte d'Ivoire, Djibouti, Equatorial Guinea, Eritrea, Ethiopia, Gambia, Guinea, Guinea-Bissau, Haiti, Iraq, Kenya, Kiribati, Korea Dem. Rep., Liberia, Myanmar, Nepal, Niger, Nigeria, Pakistan, Palestinian Adm. Areas, Papua New Guinea, Rwanda, Sao Tome & Principe, Sierra Leone, Solomon Islands, Somalia, Sudan, Tajikistan, Timor-Leste, Togo, Tonga, Uganda, Yemen, Zimbabwe.*

Based on data for 2007-08, aid in support of gender equality in fragile states amounted to approximately **USD 6 billion per year** (Table 1). Most of these programmes targeted gender equality as a significant objective, and only **USD 714 million** addressed these considerations as their main objective. Overall, approximately **one-third of DAC members' aid in fragile states promoted gender equality**. 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 situations, as called for by repeated international agreements, is implemented only to a limited extent.

**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*	Not targeted	Not screened	2007-08 coverage ratio, %
Australia <sup>1,2</sup>	206	12	194	40	303	293	65
Austria	26	3	23	55	21	0	100
Belgium	185	20	164	64	105	156	69
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 <sup>1</sup>	394	15	379	68	187	61	91
Germany	791	55	736	76	256	153	88
Greece	14	0	13	43	18	0	100
Ireland	46	4	42	23	153	0	100
Italy <sup>1</sup>	121	5	116	32	259	0	100
Japan	108	6	102	5	2167	48	98
Korea	10	3	7	6	171	0	100
Luxembourg <sup>1</sup>	9	0	9	71	4	18	83
Netherlands	60	58	2	9	623	0	100
New Zealand	56	2	54	76	17	0	100
Norway	309	101	207	46	365	0	100
Portugal <sup>2</sup>	0	0	0	0	108	0	100
Spain	76	39	37	29	186	29	91
Sweden	225	55	170	75	76	0	100
Switzerland <sup>2</sup>	39	32	6	29	94	13	93
United Kingdom	806	198	608	53	720	170	90
United States	1588	6	1581	..	..	7896	17
<b>Total (excl. United States)</b>	<b>5999</b>	<b>714</b>	<b>5285</b>	<b>34</b>	<b>8462</b>	<b>8998</b>	<b>62</b>

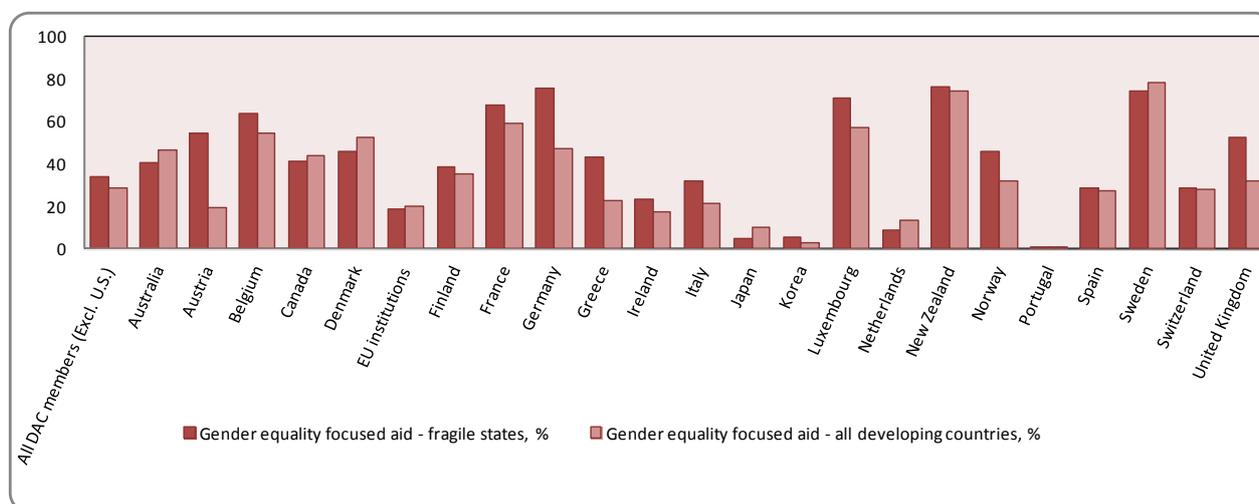
1. Figures refer to 2008 data only (insufficient coverage in 2007).

2. Data will be completed in the coming weeks.

\* Activities not screened against the gender equality marker have been excluded.

A number of members clearly pay greater attention to gender equality in fragile states, and have made it a major focus of their aid programmes in these countries: Austria (55% of aid allocated to fragile states is focused on gender equality, *versus* 19% in general), France (68% vs. 43%), Germany (76% vs. 59%), Norway (46% vs. 32%), the United Kingdom (53% vs. 32%). Other members with high shares of aid focused on gender equality in fragile states include: Luxembourg (71%), New Zealand (76%) and Sweden (75%). See Chart 1.

**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



### Top recipients

Tables 2 and 3 present data on aid in support of gender equality by recipient 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 interventions that focused on gender equality. Table 3 lists the top recipients of gender-equality-focused aid.

**Table 2. Gender equality focus in aid  
to top ten fragile recipients, 2008 commitments**

	Total aid, USD million	Total sector allocable aid, USD million	Gender equality focused aid %
Iraq	7838	2734	5%
Afghanistan	2438	1952	31%
Palestinian Adm. Areas	1575	1092	23%
Ethiopia	1552	1002	48%
Pakistan	1292	1204	46%
Sudan	1252	635	17%
Congo, Dem. Rep.	1118	749	54%
Uganda	1086	594	42%
Cameroon	1052	390	71%
Liberia	743	126	39%

**Table 3. Top ten fragile recipients  
of gender equality focused aid, 2008 commitments**

	Gender equality focused aid USD million	%
Pakistan	528	46
Afghanistan	524	31
Ethiopia	464	48
Congo, Dem. Rep.	369	54
Nigeria	293	63
Kenya	259	61
Uganda	238	42
Palestinian Adm. Areas	225	23
Cameroon	205	71
Nepal	158	43

The gender equality focus of donors' aid programmes varies a lot from one recipient to another: while the share of aid allocated to Iraq that addressed gender equality was only 5%, it was almost a third in Afghanistan and more than a half in the Democratic Republic of Congo and Cameroon. Examples of large activities scored "significant" or "principal" against the gender equality marker included in Afghanistan: girls' education support programme, fund for advancement of women, support through the Afghanistan Reconstruction Trust Fund; in Congo, Dem. Rep.: combat gender based violence; in Cameroon: women's right to land.

All top ten fragile recipients from Table 2 except Iraq, Sudan and Liberia are also listed as largest recipients of aid in support of gender equality in volume terms in Table 3. Gender equality therefore seems to be an important dimension of donors' aid programmes in these top ten recipients. 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. 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

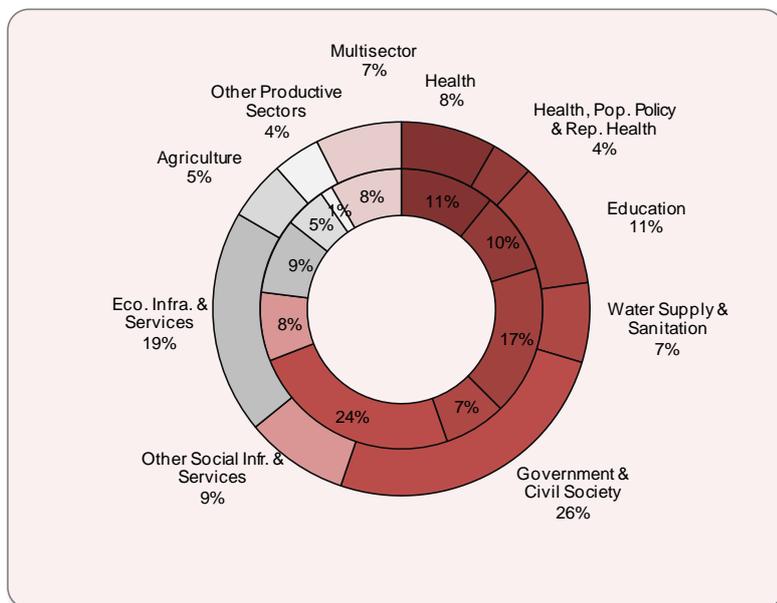


Chart 2 highlights that more than three-quarters of gender-equality-focused aid in fragile states are allocated to social infrastructure and services. Government and civil society, including state-building – priority sector of intervention identified in the Principles for good international engagement in fragile states and situations – represented one-fourth of total gender-equality-focused aid.

While aid to economic infrastructure and services (mainly transport and energy sectors) accounted for 19% of total bilateral aid to fragile states (outer circle), little was reported as focused on gender equality (9%, inner circle).

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

## Highlights on the gender equality focus of donors' interventions in social sectors

- ✓ **When working in fragile states, more than half of donors' interventions in education and health target gender equality, one-third in the water sector.** These shares demonstrate the particular attention paid to gender equality in fragile states in key social sectors (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 address gender equality concerns.** Given that international agreements on women, peace and security specifically call for increased participation and representation of women at all levels of decision-making, the 38% share seems low in comparison with the average gender equality focus of aid programmes in all developing countries combined (44%). Still, donors make a special effort in adapting their programmes to women's needs 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”), or *human rights* (62% – example: “introduce alternatives to female genital mutilation and promote women's rights among the Maasai People of Kenya”).
- ✓ **20% of aid allocated for peace and security integrate a gender equality dimension,** and therefore seem to address the need for a gender perspective in post-conflict processes, as called for by UN resolutions. Within donors' work on peace and security in fragile states, *security system management and reform* has the lowest focus on gender equality (9%), and *prevention and demobilisation of child soldiers* the largest focus (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**

It is intended to advance gender equality and women's empowerment or reduce discrimination and inequalities based on sex.

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 15164) 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