



1 Aid in support of gender equality and women's empowerment: Statistical overview

OVERVIEW

1. Aid in support of gender equality and women's empowerment: Statistical overview

See also: Aid in support of gender equality and women's empowerment

2. Aid in support of women's economic empowerment
3. Aid in support of gender equality in education and health
4. Aid in support of gender equality in fragile and conflict-affected states
5. Aid in support of gender equality in humanitarian contexts



Aid in Support of Gender Equality and Women's Empowerment: Statistical Overview

Main findings

- DAC members' aid flows in support of gender equality amounted to around **USD 25.3 billion per year in 2009-10**. This represents **31%** of **total bilateral aid** allocated by sector.
- Gender equality focussed aid is concentrated in the **social sectors** of education, health and governance.
- **More than 50% of aid to the education and health sectors combined targets gender equality**. Aid to the economic and productive sectors has a marginal focus on gender equality.
- **International targets** for gender equality in education have been effective in focussing donor efforts on reducing enrolment gaps between girls and boys. Similar global commitments targeting gender equality in the economic and productive sectors could help intensify donor efforts in these critical areas.
- Countries with high levels of gender inequality tend to receive relatively high shares of aid focussed on gender equality, though this is not the case across all countries.
- The **percentage of aid which is assessed by DAC members** against the gender equality marker has risen from 65% in 2005-6 to **76% in 2009-10**.
- It is difficult to determine the gender equality focus of budget support using the gender equality marker. More methodological work is needed to find an appropriate approach.

Introduction

This statistical overview examines data on OECD Development Assistance Committee (DAC) member aid flows that explicitly target gender equality and women's empowerment. The data are drawn from donors' reporting on bilateral official development assistance (ODA) commitments to the DAC Creditor Reporting System (CRS) Aid Activity database and, in particular, their use of the gender equality policy marker to identify targeted aid activities. This paper is complemented by the yearly publication of "Aid in Support of Gender Equality and Women's Empowerment" (latest version, February 2012) based on DAC members' reporting on the Gender Equality Policy Marker.

This statistical overview has been prepared by the Development Co-operation Directorate in collaboration with the DAC Working Party on Development Finance Statistics and the DAC Network on Gender Equality (GENDERNET). Four other chapters, each addressing a specific aspect of aid targeting gender equality, complete this series:

1. Aid in support of gender equality and women's empowerment: statistical overview (present paper)
See also: Aid in Support of Gender Equality and Women's Empowerment (February 2012)
2. Aid in support of women's economic empowerment (January 2011)
3. Aid in support of gender equality in education and health (forthcoming)
4. Aid in support of gender equality in fragile and conflict-affected states (October 2010)
5. Aid in support of gender equality in humanitarian contexts (forthcoming)

This set of papers updates the study *CRS report on aid activities in support of gender equality, 1999-2003* (2005). It responds to the strong global focus on gender equality in the lead up to 2015 – the target year for achieving the Millennium Development Goals. The full set of papers is available at www.oecd.org/dac/stats/gender.

1. Methodology and coverage

The Creditor Reporting System (CRS) has been used to collect data on aid in support of gender equality through a “policy marker” since 1991. The original “Women in Development” marker was revised and renamed the “gender equality” policy marker in 1997, then further refined in 2006.¹

1.1 The gender equality policy marker

As part of their annual reporting to the CRS, DAC members are asked to indicate for each individual aid activity whether it targets gender equality as one of its policy objectives. To qualify as “gender equality focussed,” an activity must explicitly promote gender equality and women’s empowerment. A complete definition of the gender equality marker including eligibility criteria is provided in the Annex, along with Frequently Asked Questions (FAQs) to assist donors to apply the marker to their reporting.

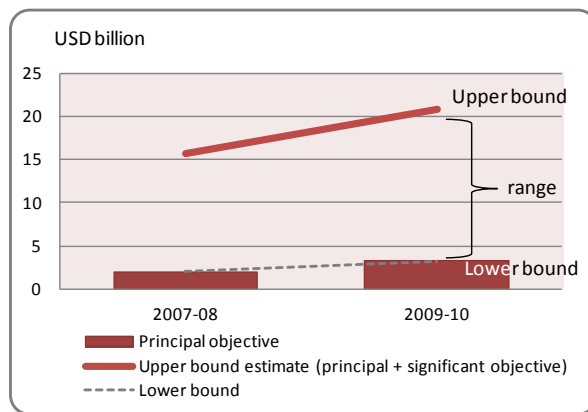
An activity can either target gender equality as its “**principal objective**” or as a “**significant objective**”. A “**principal**” **score (2)** is assigned if gender equality was an explicit objective of the activity and fundamental to its design - i.e. the activity would not have been undertaken without this objective. A “**significant**” **score (1)** is assigned if gender equality was an important, but secondary, objective of the activity - i.e. it was not the principal reason for undertaking the activity. A “**not targeted**” **score (0)** is assigned if, after being screened against the gender equality policy marker, an activity is not found to target gender equality. Activities assigned a “**principal objective**” score should not be considered better than activities assigned a “**significant objective**” score, as donors that mainstream gender equality - and thus integrate it into their projects across a range of sectors - are more likely to allocate the marker score “**significant**” to their aid activities (see FAQ 2 in Annex).

Guidance for analysis and interpretation of gender equality marker data

Gender equality marker data should be considered *best estimates* of the aid that DAC members allocate in support of gender equality. This is because under the current methodology, aid activities scored “**significant**” are counted in full, whilst in many cases only some components of the activity would have actually targeted gender equality. Therefore, for activities scored “**significant**”, amounts tend to be overstated. The *actual* amount of aid targeting gender equality lies somewhere within the range of: i) aid reported as targeting gender equality as a *principal* objective and ii) the total amount of aid reported as gender equality focussed (i.e. *principal + significant*). We could consider the amounts at either end of this range as a **lower bound** (*principal*) and an **upper bound** (*principal + significant*) limit for aid targeting gender equality (Chart 1).

¹ During the preparation of the Secretariat’s previous study on aid in support of gender equality in 2005, it became apparent that some agencies were experiencing difficulties applying the gender equality policy marker. To address this, a Task Team of the GENDERNET and WP-STAT was formed to improve the marker and its application. The following amendments to reporting instructions were approved: i) refinements aimed to simplify the definition of the marker by using clearer language and concepts; ii) presentation of additional guidance in the form of FAQs; iii) revision of the former purpose code *Women in development* (in the multi-sector category) to *Women’s equality organisations and institutions* (in the government and civil society category) with a restricted definition to avoid overlap between the purpose code and the marker.

Chart 1. Gender equality focussed aid, 2007-10
Commitments, bi-annual average, constant 2010 prices



1.2 Commitments versus disbursements

The gender equality marker seeks to capture information on a donor’s policy *objectives*, which are best assessed at the design stage of projects. For this reason, the gender equality marker is applied to aid *commitments*.

Gender equality marker data can also be collected on a disbursement basis. However, it is important to note that policy objectives assigned at the commitment phase of a project are not re-assessed during the life of the project. Consequently, a project marked as gender equality focussed in the commitment phase will be flagged as gender equality focussed throughout its lifetime, unless this qualitative information is manually changed.²

1.3 The purpose code for women’s equality organisations and institutions

The CRS purpose code *15170-Women’s equality organisations and institutions* in the sector category *Government and civil society* covers “support for institutions and organisations (governmental and non-governmental) working for gender equality and women’s empowerment”. This purpose code is very specific and helps to identify trends in donors’ support to women’s civil society organisations and to women’s ministries. By definition, activities recorded under this purpose code are assigned the score “principal” against the gender equality marker.

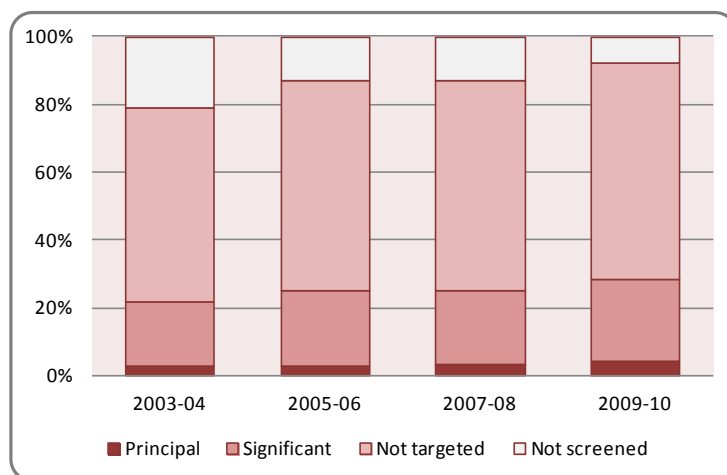
1.4 Coverage

All data analysis must take into account the comprehensiveness of donors’ reporting. Coverage has improved over the years, particularly since the marker was revised in 2006. All 24 DAC members now provide gender equality marker data to the CRS, and **76% of all bilateral sector allocable aid was screened against the marker in 2009-10**. The remaining aid flows which were not screened against the marker were mainly attributable to the United States’ reporting. The other 23 DAC members combined screened a total of

² In some cases, e.g. regional agreements, there may be insufficient information available at the commitment stage to assign policy markers; in these cases, scores are better determined at the disbursement phase at component level.

92% of their aid (Chart 2). Every individual member screened at least 77% of their aid (except the United States, which screened 21%³).

Chart 2. Coverage of reporting on the gender equality marker and overview of scoring, 2003-10
Commitments, annual averages, constant 2010 prices



Note: This chart excludes the United States, and shows the coverage for the other 23 DAC members.

All DAC statistical presentations of aid in support of gender equality (including donor charts produced annually; dynamic graphs available at www.oecd.org/dac/stats/gender; and, analytical studies such as this brief) are based on sector allocable aid. Other types of aid, including budget support, debt relief, administrative costs and emergency aid are excluded. DAC members are not required to apply the gender equality marker to these types of aid, and these data are patchy and difficult to compare between donors.

2. Bilateral aid in support of gender equality and women’s empowerment

2.1 Overview

DAC member aid in support of gender equality reached an average of **USD 25.3 billion per year in 2009-10** (Table 1). This amounted to **31% of total bilateral sector allocable aid** screened against the gender equality marker⁴ (Chart 3). Almost all activities targeted gender equality as a “significant” objective. USD 3.3 billion or 5% of total bilateral sector allocable aid targeted gender equality as its “principal” objective (Table 1).

On a disbursement basis, the data shows that **USD 20.3 billion** (annual average for 2009-10) was spent on projects designed with an objective to address gender equality.

³ In the case of the United States, until 2009 the gender marker was assigned according to the results of a text search through project descriptions (using terms such as “girl” or “women”); therefore, resulting data on gender equality-focused aid are not comparable with data reported by other donors for this time period. The United States is implementing an improved data collection procedure for the gender marker and will resume reporting for 2011 flows.

⁴ This percentage excludes the United States. The United States did not screen all its aid activities against the gender equality marker (21% coverage in 2009), and the share of aid that targets gender equality cannot be assessed. Therefore the United States is excluded from Charts 2, 3, 4, 5 and Tables 3 and 4.

Table 1. Bilateral aid in support of gender equality and women's empowerment
2009-10, annual average commitments and disbursements, USD million, constant 2010 prices

	Commitments, annual average 2009-10, constant 2010 prices						Disbursements, annual average 2009-10, constant 2010 prices	
	total (a)+(b)	Principal objective (a)	Significant objective (b)	% of sector allocable aid (c)	For reference			
					Not targeted	Not screened		2009-10 coverage ratio, %
Australia	1647	238	1408	45	1997	210	95	921
Austria	81	12	70	22	295	2	100	83
Belgium	597	92	505	56	477	172	86	543
Canada	1526	1143	383	57	1170	167	94	1243
Denmark	805	79	726	61	517	13	99	539
EU Institutions	1576	50	1526	15	8972	204	98	1814
Finland	409	18	391	50	416	0	100	235
France	2058	12	2046	34	4023	455	93	1925
Germany	3827	227	3601	50	3796	1323	85	3507
Greece	105	2	104	58	75	0	100	105
Ireland	235	13	222	55	196	0	100	235
Italy	100	22	78	19	426	127	81	84
Japan	1319	102	1217	11	10277	1561	88	958
Korea	93	21	72	6	1576	0	100	48
Luxembourg	62	11	51	46	72	58	70	62
Netherlands	520	184	336	12	3862	0	100	449
New Zealand	138	14	124	66	71	0	100	112
Norway	910	229	681	31	1998	0	100	803
Portugal	21	1	19	9	216	13	95	21
Spain	867	257	610	27	2297	61	98	872
Sweden	1542	315	1227	83	313	3	100	1496
Switzerland	149	16	133	16	762	0	100	176
United Kingdom	2140	185	1955	45	2592	1383	77	2215
United States	4567	10	4557	..	..	16903	21	1803
Total	25295	3253	22042	31	46395	22654	76	20250

Note: Activities not screened against the gender equality marker have been excluded from column (c). Sweden is currently reviewing its aid administration systems to ascertain a better picture of its gender equality activities. The United States data are based on 2009 amounts only; see also footnotes 3 and 4.

Chart 3. Gender equality focus of donors' aid programmes
% of aid commitments average 2009-10, constant 2010 prices

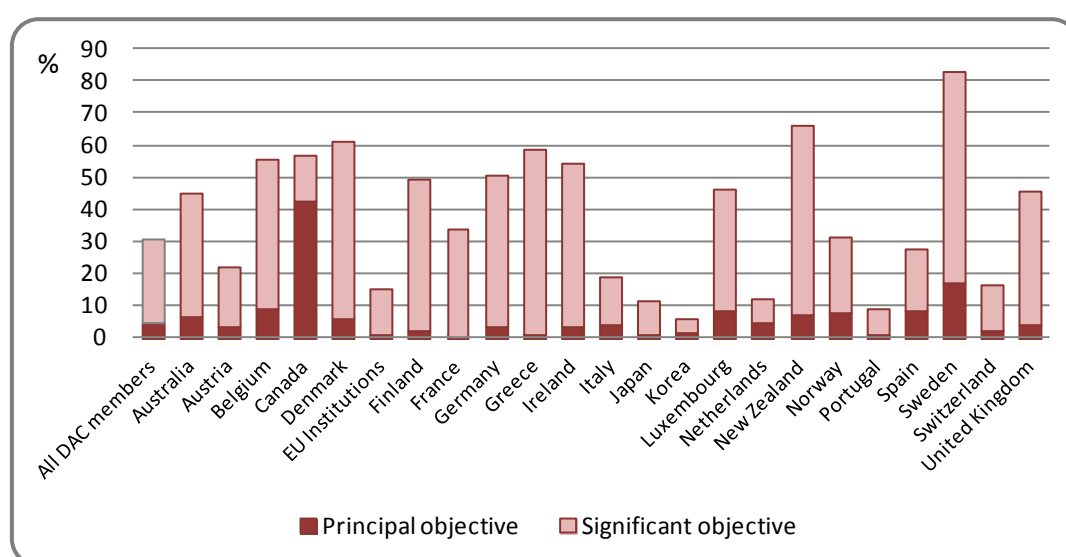


Chart 3 shows the gender equality focussed share of aid flows in terms of total sector allocable aid, donor by donor. The focus on gender equality in aid programmes varies significantly between donors, ranging from below 10% (Korea and Portugal), to equal to or exceeding 50% (Belgium, Canada, Denmark, Finland, Germany, Greece, Ireland and New-Zealand), to exceeding 80% (Sweden). Sweden's prioritisation of gender equality is a whole-of-government effort, signalled through a tenfold increase in spending on gender equality across government between 2007 and 2010. As one of three thematic priorities within development co-operation, part of Sweden's approach has been to systematically mainstream gender equality into all development programmes. Policy directives require that context-specific analyses, including clear gender equality perspectives, guide the design of all development programmes and operational measures.

The amount of Canada's aid that targets gender equality as a "principal" objective is particularly high at 42.4%.⁵ Canada's strategy for gender equality in development co-operation includes the design of programmes specifically aimed at reducing gender equality gaps. A significant rise in spending on aid to gender equality has been supported by an emphasis on results-based management that incorporates descriptions of gender equality outputs into results frameworks. This approach helps planners to include gender equality objectives in the design phase of programmes and to introduce these objectives into policy discussions with partner governments.

2.2 Aid in support of women's equality organisations and institutions

Activities reported under the purpose code *Women's equality organisations and institutions* amounted to **USD 413 million** per year in 2009-10 (Table 2). This represents only a small percentage of total gender equality focussed aid reported through the gender equality marker (2% in 2009-10) and 4% of aid to governance, but these amounts have been on the rise in recent years.

The main providers of aid to women's organisations are Spain and Norway. Examples of their contributions in 2009-10 include:

- ✓ *USD 14 million* from Spain to the "*NEPAD Fund for initiatives of African women empowerment organisations*" and *USD 7 million* to the "*UNIFEM Fiduciary Fund against gender violence*," committed and disbursed in 2010.
- ✓ *USD 10 million* from Norway to Afghanistan to assist UNIFEM activities: "*Support to increase women's participation in politics and follow up of resolution 1325.*"
- ✓ *USD 4.6 million* from Norway for an agreement with the "*Southern and Eastern Africa Regional Centre for Women's Law*" to support the creation of a Masters degree in women's law at the University of Zimbabwe.
- ✓ *USD 1 million* from Norway to Liberia to "*continue the Gender Based Violence (GBV) project with the Ministry of Gender and Development and the Ministry of Justice (Montserrado, Margibi and Bong counties with an expansion to Nimba county)*".

⁵ In CIDA's internal reporting system, the gender equality marker can take four values: "specific", "fully integrated", "limited integration" and "none". For CRS reporting purposes, the first two values are mapped to score "principal" whilst the third value is mapped to score "significant". The extent to which Canada's methodology matches the DAC scoring system is under review.

Table 2. Aid in support of women's equality organisations and institutions
2007-10, annual average commitments, USD million, constant 2010 prices

	2007-08		2009-10	
	Global organisations	Local organisations	Global organisations	Local organisations
Australia	1.2	3.7	0.0	9.4
Austria	0.8	1.8	0.5	3.1
Belgium	6.8	1.6	1.8	6.7
Canada	0.0	7.4	2.3	5.0
Denmark	1.6	24.3	5.8	17.6
EU Institutions	6.2	15.3	11.1	20.8
Finland	1.5	3.2	0.6	4.2
France		0.0		2.3
Germany	2.5	13.4	0.5	31.8
Greece		0.4		0.2
Ireland	2.4	6.3	2.9	5.5
Italy	5.2	6.3	0.5	7.5
Japan		0.2		0.4
Korea	0.0	1.5	0.0	0.7
Luxembourg	0.3	1.1	0.1	0.2
Netherlands	9.0	64.6	5.5	14.3
New Zealand	0.1	1.3	0.2	1.7
Norway	29.0	29.8	40.8	34.1
Portugal		0.0		0.1
Spain	43.8	101.3	50.0	74.7
Sweden	2.2	0.4	7.2	8.5
Switzerland	0.4	2.0	0.6	0.5
United Kingdom	0.4	28.9	17.8	6.0
United States	0.0	11.0	0.4	8.7
Total	113.5	325.6	148.6	263.9

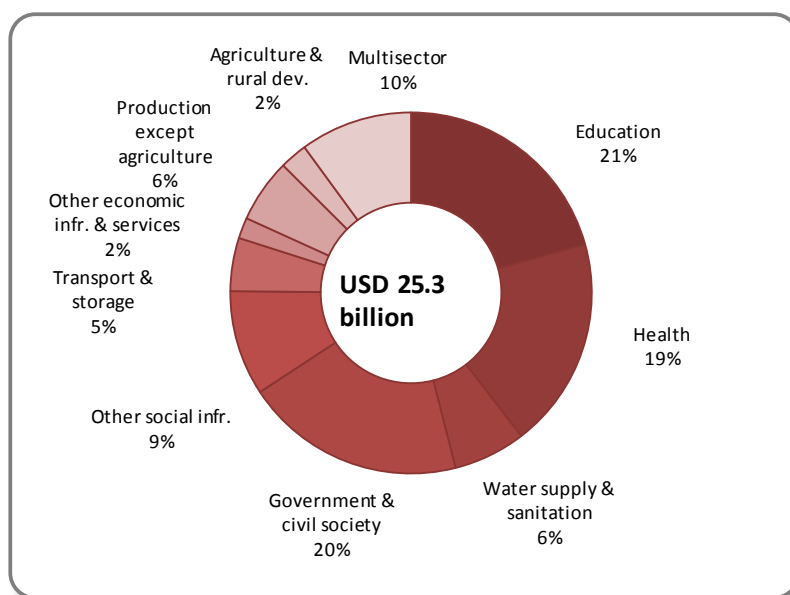
Note: This table includes bilateral contributions reported under the purpose code *Women's equality organisations and institutions*. "Global" organisations comprise international NGOs and multilateral institutions, "local" organisations comprise donor and developing country-based NGOs.

2.3 Sectoral distribution of aid targeting gender equality

Which sectors receive the highest allocation of aid focussed on gender equality?

Chart 4 shows that gender equality focussed aid is **concentrated predominantly in the social sectors**. In 2009-10, a total of **21%** of all aid targeting gender equality was allocated to the **education sector**, whilst **19%** was allocated to the **health sector** and **20%** to the **government and civil society sector**. The focus on health and education demonstrates that donor allocation decisions are influenced by international commitments such as the Millennium Development Goals (MDGs). The target for **MDG 3 - gender equality and women's empowerment** - seeks to eliminate gender disparity in primary and secondary education by 2005, and in all levels of education by 2015. **MDG 5** focuses on improving **maternal health** (see also "Aid in support of gender equality in education and health").

Chart 4. Sectoral distribution of all aid targeting gender equality
2009-10, annual average commitments, constant 2010 prices



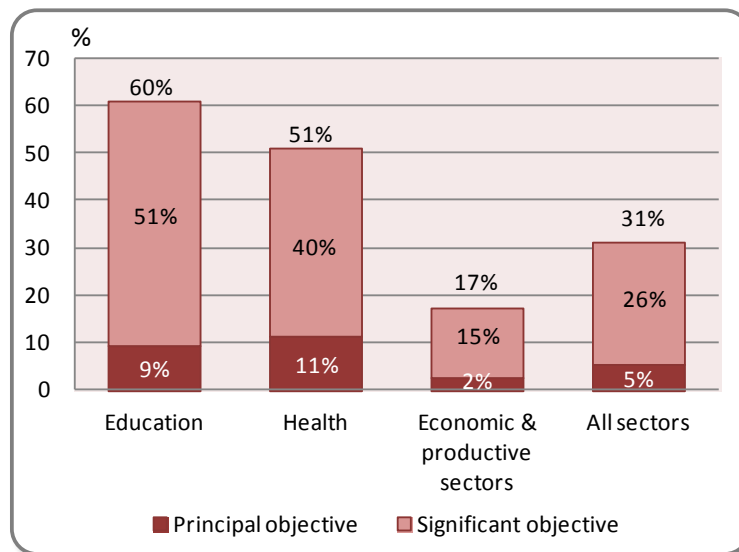
Note: Health includes Population policies/programmes and reproductive health; Government and civil society includes Women's equality organisations; Other economic infrastructure and services includes Communications, Energy generation and supply, Banking and financial services and Business and other services; Production (except agriculture) includes Industry, Mineral resources and mining, Construction, Trade policy and regulations and Tourism.

Which sectors have the highest focus on gender equality?

Chart 5 illustrates the *proportion* of total aid that targets gender equality within specific sectors. In line with donors' MDG commitments, the **education** sector had the highest gender equality focus in 2009-10 at **60%**, followed by the **health** sector at **51%** (principal and significant objective). These two sectors also recorded high shares of aid targeting gender equality as its *principal* objective (9% and 11% respectively).

Aid to the economic and productive sectors (e.g. banking, business, agriculture, transport) was less focused on gender equality compared to other sectors (see the chapter on "Aid in support of women's economic empowerment"). Only 2% of aid to the economic and productive sectors targeted gender equality as its principal objective. This relatively low focus on gender equality in the economic and productive sectors was even more pronounced in fragile and conflict-affected states (see the chapter on "Aid in support of gender equality in fragile and conflict-affected states"). Setting **international targets** for gender equality in education has proven itself as an effective way to increase aid spent on reducing gender enrolment gaps. Similar commitments targeting gender equality in the economic and productive sectors could help increase donors' efforts in these critical areas.

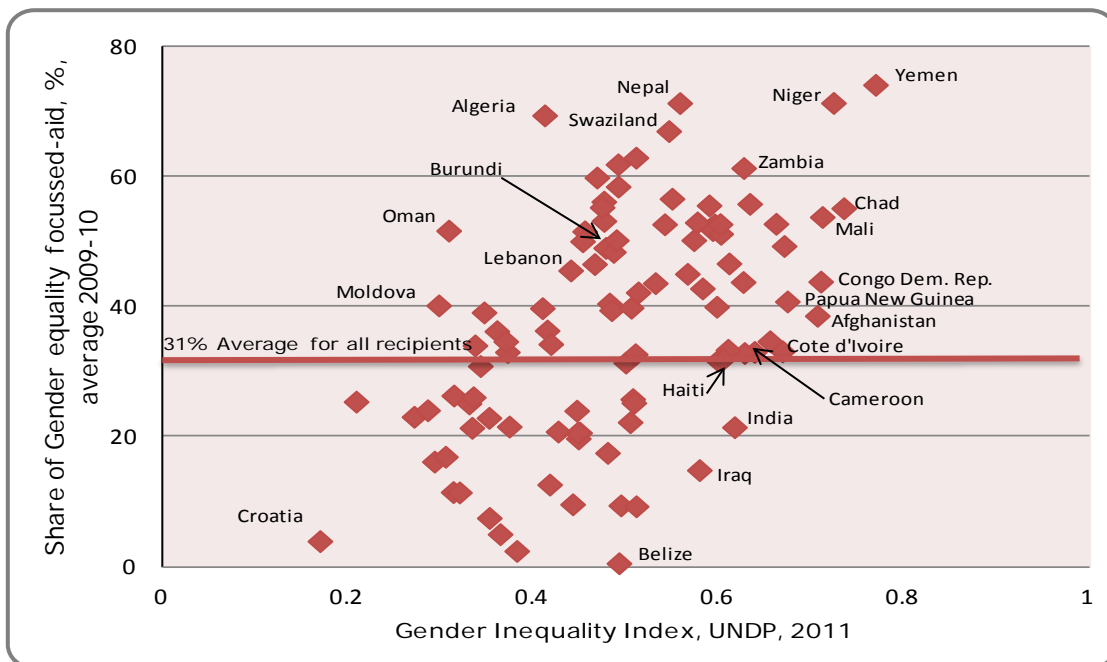
Chart 5. Gender equality focused aid by sector
DAC members' commitments, average 2009-10, %



2.4 Geographical distribution of aid targeting gender equality

Chart 6 provides an overview of the levels of gender inequality in developing countries mapped against gender equality marker data: the *x axis* represents the *Gender Inequality Index*⁶ in developing countries and the *y axis* the share of gender equality focussed aid received by each country. There is some correlation between the levels of gender inequality in a given country and the extent to which the aid it receives includes gender equality objectives. Countries with high levels of gender inequality tend to receive relatively high shares of aid focussed on gender equality, though this is not the case across all countries.

Chart 6. Gender equality focussed aid to countries most in need, 2009-10



⁶ The Gender Inequality Index (GII) is a composite measure of gender inequality developed by UNDP. It reflects inequality in achievements between women and men in three dimensions: reproductive health, empowerment and the labour market. It varies between zero (when women and men fare equally) and one (when men or women fare poorly compared to the other in all dimensions).

Table 3 lists the ten developing countries with the highest levels of gender inequality (i.e. GI index approaching 1) and the respective share of gender equality focussed aid received. The proportion of gender equality focussed aid received varies considerably between countries, from 33% in the Central African Republic to 74% in Yemen.

Table 3. Share of gender equality focussed aid for recipients with highest gender inequality according to the UNDP gender inequality index

Average 2009-10

	Gender Inequality Index	Gender equality focussed aid, %(*)	Total sector allocable aid, USD million
Yemen	0.77	74	218.8
Chad	0.74	55	126.6
Niger	0.72	71	162.9
Mali	0.71	54	598.3
Congo, Dem. Rep.	0.71	44	810.5
Afghanistan	0.71	39	2173.5
Papua New Guinea	0.67	41	567.1
Liberia	0.67	49	252.2
Central African Rep.	0.67	33	77.8
Sierra Leone	0.66	53	180.1

*: % of sector allocable aid. Activities not screened against the gender equality marker have been excluded.

Aside from Mali, all countries listed in Table 3 are considered fragile or conflict-affected⁷. For each of these countries, the share of gender equality focussed aid received exceeds the average of 31% (for all developing countries combined). Both the Democratic Republic of Congo and Afghanistan are among the ten largest fragile state recipients of gender equality focussed aid (see also “Aid in support of gender equality in fragile and conflict-affected states”).

Table 4. Top ten recipients of gender equality focussed aid, volume terms

USD million, average 2009-10

	Gender equality focussed aid, USD million	Gender Inequality Index	Gender equality focussed-aid, % (*)
Afghanistan	5265	0.71	39
India	3335	0.62	21
Indonesia	2937	0.50	22
Vietnam	2536	0.31	17
Iraq	2364	0.58	15
Pakistan	2030	0.57	50
China	2022	0.21	25
Kenya	1879	0.63	44
West Bank & Gaza Strip	1605	..	26
Tanzania	1600	0.59	56

*: % of sector allocable aid. Activities not screened against the gender equality marker have been excluded.

⁷ This refers only to data from 2009-10 and to the countries listed or not as fragile and conflict-affected at that time. It may not reflect the situation of these countries today.

Among the top ten recipients of the highest *volumes* of aid focussed on gender equality (Table 4), Tanzania and Pakistan are the only countries for which this aid represents at least 50% of total sector allocable aid received.

2.5 Support to gender equality and women's empowerment through general budget support

All DAC statistical representations of aid in support of gender equality are based solely on figures on sector allocable aid. Non-sector allocable aid (e.g. general budget support, debt relief and emergency aid) is excluded because gender equality marker data on these types of aid are patchy and difficult to compare between donors. This section will examine members' application of the gender equality marker to their reporting on contributions in the form of general budget support (GBS).

What do the data tell us?

The data illustrate a disparate picture, with half of the members marking no or very little GBS as targeting gender equality and the other half marking large shares (Table 5).

Table 5. General budget support by DAC donor

Average annual commitments in 2009-10, USD million, constant 2010 prices

	General budget support	Gender equality focussed aid		For reference	
		Principal objective	Significant objective	Not targeted	Not screened
Australia	97	1	59	37	0
Austria	2	0	0	2	0
Belgium	8	0	8	0	0
Canada	75	0	34	41	0
Denmark	62	0	61	1	0
EU Institutions	1087	0	35	1051	0
Finland	28	0	27	2	0
France	326	0	0	301	25
Germany	143	0	143	0	0
Greece	1	0	0	1	0
Ireland	30	0	0	30	0
Italy	10	0	0	5	6
Japan	726	328	0	398	0
Korea	0	..	..	..	..
Luxembourg	0	..	..	..	..
Netherlands	185	0	0	185	0
New Zealand	10	0	1	9	0
Norway	124	0	49	74	0
Portugal	4	0	0	2	2
Spain	35	0	13	22	0
Sweden	271	0	271	0	0
Switzerland	27	0	0	27	0
United Kingdom	609	85	429	95	0
United States	157	..	..	..	157
Total DAC members	4018	414	1131	2283	190

Over 2009-10, the five largest recipients of aid in the form of GBS were Tanzania, Vietnam, Mozambique, Indonesia and Ghana. Together, they received 46% of total GBS. In theory, all donors should assign the same gender equality marker score to their GBS contributions within a specific country. However, the data reveal that gender equality marker scoring of GBS varies significantly between donors. For example, among the seven donors providing GBS to Tanzania, five donors reported their contributions as targeting gender equality (four as a "significant" objective and one as a "principal" objective), whilst two donors reported their contributions as "not targeting" gender equality (Table 6). Similarly, in Ghana, among the six donors contributing GBS, only three reported their contributions as targeting gender equality.

Table 6. Contributions in the form of GBS to Tanzania
Average annual commitments in 2009-10, USD million, constant 2010 prices

	Total general budget support	Gender equality focussed aid		
		Principal objective	Significant objective	Total
Canada	24	0	24	24
EU institutions	227	0	0	0
Finland	7	0	7	7
Ireland	15	0	0	0
Japan	22	22	0	22
Sweden	127	0	127	127
United Kingdom	274	0	274	274
Total	696	22	432	454

Methodological issues and possible ways forward

GBS is by definition *un-earmarked* and provided directly to a government's national treasury, so it is difficult to demonstrate that a donor's contribution meets the gender equality marker eligibility criteria: "Gender equality is explicitly promoted in activity documentation through specific measures."

The discrepancies between members' scoring of contributions to the same GBS scheme in the same recipient country suggest that reporting is based on DAC members' own interpretations of whether gender equality considerations were addressed in the process preceding the GBS agreement, as well as their statistical reporters' knowledge of whether specific measures to promote gender equality were included in these agreements.

How to determine the gender equality focus of budget support?

The DAC Working Party on Development Finance Statistics has taken note of the inconsistencies in members' reporting practices on the gender equality focus of GBS, and the risk this poses to the credibility of statistical analyses of members' data due to lack of comparability. These challenges suggest that the gender equality marker is not the right instrument to measure the gender equality focus of GBS. Until this issue is resolved, the Working Party has recommended exempting GBS flows from screening, meaning that members are not required to indicate the gender equality focus of GBS data. This will have limited impact on analysis overall, as GBS represents only a small fraction of total aid flows (less than 5% overall for DAC members).

Nevertheless, data on the volume of donors' GBS contributions provided to individual recipient countries can still complement analyses of gender equality focussed aid by illustrating the scale of flows which are systematically excluded from screening against the marker. Going forward, possible options for qualifying these flows in terms of their degree of focus on gender equality could be pursued using a more refined methodology, including:

- ✓ Reviews by the GENDERNET of GBS donor co-ordination groups in recipient countries: these reviews could provide information on the content of policy dialogue that accompanies GBS and report on the specific measures taken to address gender equality;
- ✓ Monitoring of the recipient country's domestic expenditure on gender equality.

The Working Party nevertheless recommends that donors continue to mark *sector* budget support against the policy marker, as the gender equality focus of sector budget support can be identified relatively accurately through analysis of partner country sector strategies and donor sector priorities.

3. Multilateral aid in support of gender equality and women's empowerment

DAC members also support gender equality and women's empowerment through aid to multilateral institutions. All contributions to UN Women automatically count as support for gender equality.⁸ Table 7 shows DAC members' contributions to UNIFEM's (now part of UN Women) 2008-10 core budget ("core contributions") classified as **multilateral aid**, and "non-core contributions" channelled through UNIFEM (i.e. earmarked contributions to specific projects or funds) classified as **bilateral aid**. Non-core contributions are included as part of members' bilateral aid (see section 2 above), but multilateral aid figures should be counted in addition to figures on bilateral gender equality focussed aid. Spain contributed particularly high volumes of aid to UNIFEM: in total, over USD 100 million in 2008 and over USD 45 million in 2009 and 2010 respectively.

Only two DAC members reported contributions to INSTRAW (now part of UN Women) for the period 2007-10: Greece (non-core contribution of USD 0.05 million) and Spain (non-core: USD 4.3 million; core: USD 7 million).

Table 7. DAC members' contributions to UNIFEM

Disbursements, USD million, current prices

	Core contributions (multilateral)			Non-core contributions (bilateral)		
	to UNIFEM					
	2008	2009	2010	2008	2009	2010
Australia	1.2	3.1	3.3	2.5	0.2	3.6
Austria	0.2	0.2	0.3	1.5	0.8	0.9
Belgium	0.2	1.7	1.7	1.8	0.2	1.1
Canada	..	1.1	1.2	9.9	1.4	3.3
Denmark	1.9	..	2.5	..	..	1.4
EU institutions	0.0	..	..	2.9	1.8	1.9
Finland	1.1	1.3	1.5	0.4	1.4	1.3
France	0.2	0.7	..	..	..	..
Germany	2.3	2.1	1.9	0.4	0.2	0.9
Greece	0.0	0.0	0.0	..	..	..
Ireland	0.9	0.4	..	0.9	1.3	0.4
Italy	..	..	0.7	..	2.1	0.5
Japan	..	0.6	0.5	..	..	..
Korea	0.1	0.1	0.0	..	0.1	0.1
Luxembourg	1.4	1.4	1.3	..	..	..
Netherlands	..	2.8	2.6	10.0	7.5	1.6
New Zealand	..	..	1.8	..	0.1	..
Norway	13.1	11.9	..	3.9	18.8	8.4
Portugal	..	..	..	..	..	..
Spain	6.5	22.4	22.0	100.3	23.1	22.2
Sweden	3.3	3.4	3.6	1.6	10.0	6.9
Switzerland	0.9	0.9	1.0	..	0.1	0.3
United Kingdom	7.0	0.0	9.3	2.2	1.8	2.3
United States	5.4	7.0	9.0	0.4	0.1	0.0
Total DAC members	45.7	61.1	64.2	138.7	71.0	57.1

⁸ The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) was established by the UN General Assembly in July 2010 as part of the UN reform process. It merges and builds on the work of four previously distinct parts of the UN system, which focussed exclusively on gender equality and women's empowerment: the Division for the Advancement of Women (DAW), the International Research and Training Institute for the Advancement of Women (INSTRAW), the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), and United Nations Development Fund for Women (UNIFEM).

Donors also make multilateral contributions to other UN agencies and international financial institutions active in the area of gender equality. However, including these contributions as part of donors' gender equality focussed aid would require:

- ✓ calculating the percentage of these multilateral organisations' budgets that contributes to gender equality, and
- ✓ applying this percentage to donors' multilateral contributions.

Generally, contributions to multilateral institutions other than UN Women cannot be compiled at present, as multilaterals do not yet report on the gender equality marker to the CRS. There is however some progress to note:

- ✓ Several UN agencies including UNICEF and UNHCR have started implementing the gender equality marker in their systems.
- ✓ The World Bank reports on gender equality to the CRS by deriving the information from a "theme" in its own statistical system. Based on data received, the share of aid focussed on gender equality can be assessed as 6% of International Development Association (IDA) flows in 2009. Therefore, 6% of members' contributions to IDA could be considered as focussed on gender equality in addition to their bilateral aid targeting gender equality.

Annex: Definition and Frequently Asked Questions

DEFINITION

The Gender Equality policy marker

Definition

An activity should be classified as gender equality focussed (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, ensuring that women benefit equally to men from the activity, or compensating 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 society;

Capacity building of Ministries of Finance and Planning to incorporate gender equality objectives in national poverty reduction or comparable strategies.

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

Examples of activities that could be marked as "significant" objective:

An 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 to 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 2010:

<i>Donor</i>	<i>Recipient</i>	<i>Sector</i>	<i>Description</i>	<i>Gender equality marker</i>	<i>USD thousand commitments</i>
Italy	India	Rural development	Strengthening self-help groups for tribal women in 25 rural villages in the area of Arunachal Pradesh – Itanagar.	Principal	132
Canada	Morocco	Education policy & admin. management	The project aims to improve the quality of basic education for Moroccan girls and boys so they can contribute to the knowledge-based economy.	Principal	11 842

FREQUENTLY ASKED QUESTIONS

FAQ 1. What is gender analysis?

Gender analysis examines the differences in men's and women's lives, including those that lead to social and economic inequalities, and applies this understanding to programme and policy development and to service delivery.

Gender analysis should lead to the inclusion of explicit measures in the activity design which:

- incorporate gender specific strategies into the activity budget;
- overcome barriers to women's full participation in the activity;
- ensure that women and men have equitable control over the activity;
- ensure that women and men, girls and boys benefit equitably from the activity's results;
- use gender specific and/or sex-disaggregated indicators, including impact indicators, for monitoring and evaluation.

FAQ 2. Is qualifying for a marker for gender equality as a principal objective "better" than qualifying as a significant objective?

No, if mainstreaming is systematically practised, gender equality will often be a significant objective, integrated into projects, across a range of sectors. A principal mark is given where the activity would not have been undertaken without a gender equality objective.

The following two approaches to an agricultural extension project illustrate the distinction between principal and significant scores:

- Gender analysis shows that the majority of farmers in a particular area are women who have been neglected by extension services. An agricultural extension project aims to hire and train substantial numbers of women to increase women's access to extension services. This project would be marked with gender equality as a principal objective (i.e. "2").
- An agricultural extension project is planned with the aim of increasing crop production in a particular area. During the pre-design phase, gender analysis pointed to the need to carry out specific actions to involve and empower women-headed households. Alongside other measures and as part of the overall project, a specific lending and credit facility is established for these women to purchase agricultural inputs such as pesticides or fertilisers. This project would be marked with gender equality as a significant objective (i.e. "1").

Note that a *gender mainstreaming* project would be marked with gender equality as a **principal objective** (i.e. "2").

FAQ 3. Should activities that target women or girls specifically be assigned the gender equality marker?

Mostly "yes" but not necessarily - the marker focuses on gender equality as an objective rather than on women or girls as a target group. Therefore the scoring follows the same principles as the definition and the list of eligibility criteria.

Examples of activities that target women and that are not gender equality focussed:

- Women targeted to plant tree seedlings for the purpose of reforestation without economic or any other benefit for them;
- Women targeted for repairing roads because men are not available (migrant labourers). In contrast, if the project also involves women in community planning, it would be considered as gender equality focused.

FAQ 4. Are maternal health clinics focussed on gender equality by definition?

Yes, as they improve the status of women by providing health care services responding to their needs.

- The project would be marked with gender equality as a significant objective (i.e. “1”) if services are limited to safe motherhood without an empowerment perspective.
- The project would be marked with gender equality as a principal objective (i.e. “2”) if the maternal health clinic also provides information and services which strengthen women’s reproductive rights.

FAQ 5. Can activities that target men and boys specifically be assigned the gender equality marker?

Yes. Each of the examples listed below addresses inequalities between men and women, boys and girls:

- Training for male judges or police officers on women’s human rights;
- Male adolescents who receive training in sexual and reproductive rights;
- Men’s groups who meet for activities to combat violence against women.

FAQ 6. Can the gender equality marker apply to capital projects as well?

Yes.

Example

- The construction of a school respects the special needs of girls regarding hygiene, privacy, and safety by building toilets for boys and girls in separated areas.

FAQ 7. When to use the CRS purpose code “15170 – Women’s equality organisations and institutions”?

The use of purpose code 15170 is restricted to reporting on contributions to these organisations. Any other activity targeted to gender equality should be coded under the relevant CRS purpose code, and marked for gender equality. A women’s equality programme with several dimensions should also be marked for gender equality, and either be coded under the purpose code best summarising the overall objective of the programme, or split into several main components, each of which is reported under the relevant purpose code.

Examples

- Support for an association of women’s lawyers should be coded under “15130 – Legal and judicial development” and marked for gender equality.
- Multi-sectoral approach: a programme addressing gender based violence which includes policing, legislative reforms, care, social welfare and support for non-governmental organisations should be either reported as a whole under e.g. “15160 – Human rights” or it should be split into components e.g. “15130 – Legal and judicial development”, “16010 – Social/welfare services”, etc. and marked for gender equality.

FAQ 8. What is the distinction between the value “0” and the value “blank”?

The gender equality marker, as other markers, can take three values: “0” for not targeted, “1” for significant and “2” for principal. However, the “0” value can be assigned only to activities that have been screened against the gender equality marker, and that were found as not targeted to the objective.

For activities that have not been screened, the “0” value should not be used, but instead the marker field should be left empty. This way, there is no confusion between activities that do not target the objective (marker = “0”), and activities for which the answer is not known (marker = “null”).

www.oecd.org/dac/stats/gender



DAC Working Party on Statistics
DAC Network on Gender Equality