

BRIEFING PAPER

FUNDING GENDER IN EMERGENCIES

What are the trends?

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1

Key findings

- Reporting on gender remains poor. This has resulted in an unreliable picture of whether donor commitments to gender equality are being met.
 - Since 2012 there have been no notable improvements in the use of the gender marker by donors, with the proportion of ‘uncoded’ humanitarian assistance remaining high and constant at around 60% in 2012, 2013 and 2014.
 - Where the gender marker was used, there was a rise in the proportion of humanitarian assistance coded as ‘unspecified’, from 6% in 2013 to 23% in 2014.
 - The proportion of humanitarian assistance allocated to projects that focus ‘principally’ or ‘contribute significantly’ to gender equality decreased from 22% in 2013 to 12% in 2014.
- Saudi Arabia follows the United States and EU institutions as the third largest government donor reporting to gender coded projects – but 99% of this is unspecified or inapplicable.
- The proportion of humanitarian assistance given to the top 10 recipients in 2014 that focuses ‘principally’ on gender equality (code 2b) is very small. Syria, South Sudan and the Philippines received the greatest proportion of humanitarian assistance under this code (only 1% each). South Sudan received the largest proportion coded as ‘gender issues not considered’ at 12%.

Introduction

In November 2013, a number of international agencies, donors and non-governmental organisations committed to a Communiqué for the ‘Call to Action on Violence against Women and Girls in Emergencies’. As part of this, nine¹ donors made initial commitments to ‘increase investment’ and ‘fund action’ to prevent and respond to violence against women and girls in emergencies. It was proposed this would be achieved by strengthening coordination and capacities to respond at different levels, as well as improved access to services (including the provision of safety and security) for women and girls². Ten months later, on September 24 2014 at the United Nations General Assembly (UNGA), a follow-up high level event will bring together those involved in the delivery of the commitments set out in the Communiqué, review progress, and map out the way forward for the year ahead.

To date, it has been hard to track donor spending on gender in emergencies. As we explored in this year’s [Global Humanitarian Assistance \(GHA\) report](#)³, data has been poor, prompting the United Nations Secretary General (UNSG) to call for a gender marker “to assist in tracking the proportion of funds devoted to advancing gender equality”. In 2010, the Inter-Agency Standing Committee (IASC) rolled out a gender marker for donors and agencies to use to track gender equality in humanitarian assistance. Coding is based on the extent to which: (i) a project has considered the needs of men and women equally; (ii) its activities respond equally to these needs; and (iii) the project has led to gender-related outcomes.

¹ Canada, European Union (EU), Ireland, Japan, Netherlands, Norway, Switzerland, United Kingdom (UK) and United States (US)

² Communiqué (13th November 2013), Keep Her Safe: Protecting women and girls in emergencies. See www.gov.uk/government/uploads/system/uploads/attachment_data/file/256872/Final_Communique_v_11_Nov_4.pdf

³ Available at: www.globalhumanitarianassistance.org/report/gha-report-2014

Our analysis of data, recorded in the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) financial tracking service (FTS) in 2013, showed that funding to projects that 'did not consider gender issues' (US\$566 million) was nearly four times that to projects whose 'principal purpose' was to advance gender equality (US\$147 million). In addition, 56% of funding (US\$7.9 billion) was left blank or 'uncoded' – meaning that the project was not coded for a gender marker – highlighting the weakness of overall reporting on gender.

In the run-up to the high level event on the 'Call to Action', we looked at the most recent data to see if this picture has changed in 2014 and to provide up-to-date information for these discussions. Our analysis focuses on funding from the top 10 humanitarian donors and recipients of humanitarian assistance between 2011 and 2014 (as reported to the FTS as of 19 August 2014). For specific analyses of funding to sexual and other forms of gender-based violence, please see the GHA report (p.80).

IASC gender markers

The IASC gender marker comprises six different codes by which donors and agencies mark their programme expenditure. These codes are:

0	Gender issues are not considered
1	Designed to contribute in some way to gender enhancement
2a	Designed to contribute significantly to gender equality (equivalent to Code 2 for UNDP and UNICEF projects)
2b	Principal purpose is to enhance gender equality
3	Not specified
4	Inapplicable

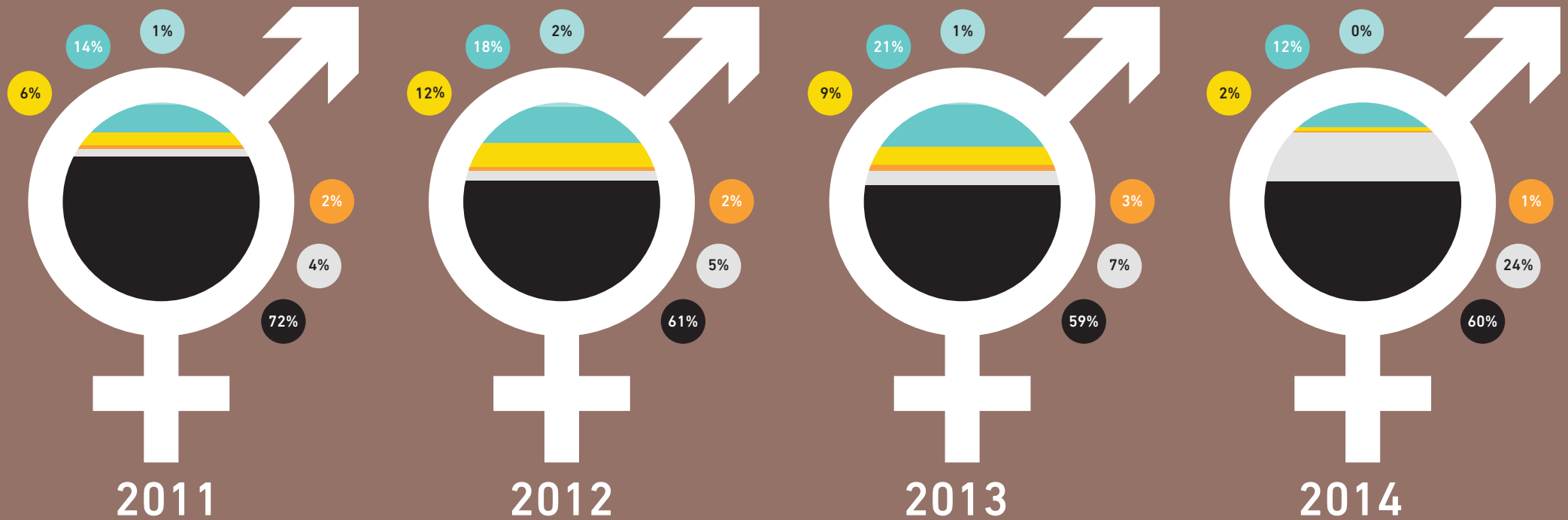
Donor spending on gender as per IASC gender marker, 2011–2014

(Refer to graphic 'Humanitarian funding as per IASC gender marker, 2011–2014')

The use of the IASC gender marker by donors increased significantly in the first year it was introduced, with the proportion of humanitarian assistance that was 'uncoded' – meaning not coded for a gender marker – falling from 72% in 2011 to 61% the following year. However, after 2012 there were no notable improvements in the use of the gender marker by donors, and the proportion of uncoded humanitarian assistance remained high and constant, at around 60% between 2012 and 2014.

The proportion of humanitarian assistance allocated to projects that focus 'principally' (code 2b) or 'contribute significantly' (code 2a) to gender equality has decreased from 22% in 2013 to 12% in 2014. At the other end of the scale, the proportion of humanitarian assistance allocated to projects where 'gender issues are not considered' (code 0), whilst remaining low, has decreased from 3% in 2013 to 1% in 2014. The proportion of projects coded as 'not specified' (code 3) has increased from 6% in 2013 to 23% in 2014 (meaning that donors mark the project as having a gender code, but do not specify level of gender consideration), which may account for the fall in those being allocated these more specific codes.

HUMANITARIAN FUNDING AS PER IASC GENDER MARKER, 2011–2014



These codes are based on the Inter-Agency Standing Committee (IASC) gender marker:

- Principal purpose to enhance gender equality [2b]
- Designed to contribute in some way to gender enhancement [1]
- Not specified or unapplicable [3+4]
- Designed to contribute significantly to gender enhancement [2a]
- Gender issues not considered [0]
- Uncoded

Funding by gender marker from top ten donors between 2011 and 2014: US, EU institutions, Canada, UK, Japan, Norway, Germany, Sweden, Switzerland and Saudi Arabia. Source: Development Initiatives based on UN OCHA FTS data.

Developed by the Global Humanitarian Assistance (GHA) Programme of Development Initiatives. Infographics are copyrighted but we encourage their dissemination and use: please reference Development Initiatives.

See more data on donor spending on gender in emergencies at www.globalhumanitarianassistance.org/report/donor-spending-gender-emergencies

All of these proportions may change by the end of 2014. This analysis is based on data reported by donors to the FTS up until 19 August 2014 and it is possible that donors will reallocate the gender codes for projects reported to the FTS by the end of 2014.

Top humanitarian donors on gender as per IASC gender marker, 2014

(Refer to graphic 'Funding from top 10 humanitarian donors as per IASC gender marker, 2014')

The largest humanitarian donor of projects coded with an IASC gender marker in 2014 was the United States (US), contributing US\$1.5 billion to 344 projects, followed by EU institutions, contributing \$608 million to 359 projects. For the first time, Saudi Arabia featured significantly in the donor analysis for 2014, following EU institutions as the third largest donor of projects coded with an IASC gender marker (contributing \$505 million to 20 projects). This is more than double the total humanitarian assistance reported by Saudi Arabia to the FTS in 2013 (US\$ 236.8 million). It is however difficult to decipher the extent that this funding has contributed explicitly to gender equality, given that 99% of Saudi Arabia's gender-coded humanitarian funding was coded as 'not specified' and 'inapplicable' (codes 3 and 4).

The US is the largest humanitarian donor in 2014 in terms of the volume of assistance channelled to projects that focus 'principally' (code 2b) or 'contribute significantly' (code 2a) to gender equality (US\$570 million), followed by EU Institutions (US\$236 million), and Canada (US\$136 million). However, in terms of the proportion of overall humanitarian assistance allocated to these gender-focussed projects in 2014, Canada has allocated the greatest share (24%), followed by the US (15%), and EU Institutions and Germany (both 13%).

In contrast, the UK contributed the highest volume of funding (US\$90 million) in 2014 to projects coded as 'gender issues are not considered' (code 0), followed by Sweden (US\$18 million) and the US (US\$ 12 million).

For the UK, this represents an increase in the proportion of humanitarian assistance allocated to projects allocated code 0, from 3% in 2013 (US\$36 million of US\$ 1.2 billion) to 9% in 2014 (US\$90 million out of US\$ 1.04 billion). To note, in 2014, the UK contributed 61% of all funding to projects coded 0 by the top 10. Sweden and Norway were the only other two government donors in the top 10 to increase their funding projects coded 0. For Sweden, funding to projects coded 0 represents a much lower proportion of overall humanitarian spending for 2014 (4.5%), and for Norway (1.5%).

All of these proportions may change by the end of 2014. This analysis is based on data reported by donors to the FTS up until 19 August 2014, and it is possible that donors will reallocate the gender codes for projects reported to the FTS by the end of 2014.

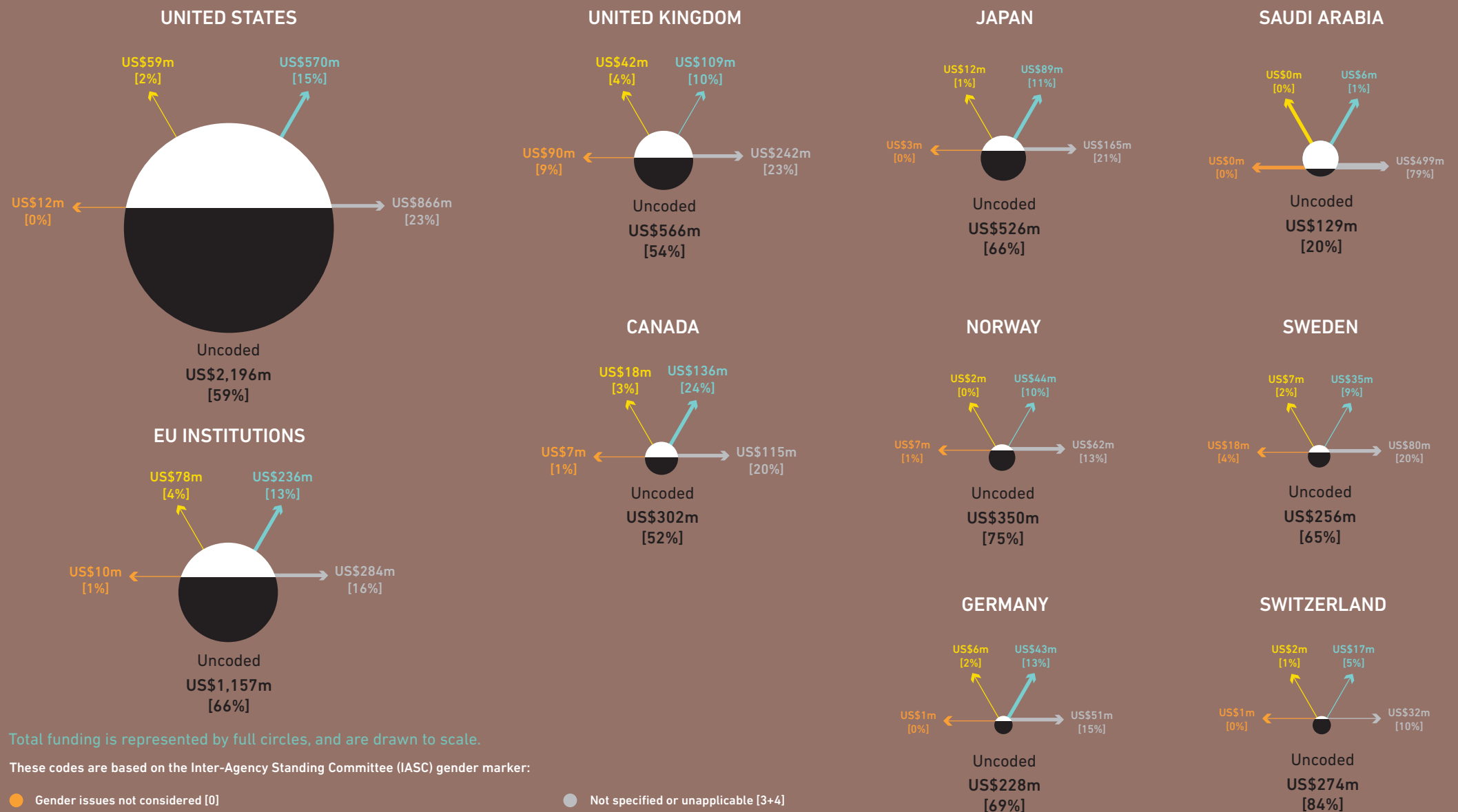
Top recipients of humanitarian funding to gender, 2014

(Refer to chart 'Funding to top 10 recipients of humanitarian assistance, 2014, coded by IASC gender marker')

A significant proportion of humanitarian assistance received in 2014 by the top 10 recipients is uncoded, making it difficult to determine the extent that humanitarian assistance to these crisis countries has promoted gender equality. Syrian Arab Republic has received the highest proportion (80%) of uncoded humanitarian assistance, followed by the Philippines (47%) and occupied Palestinian territories (43%).

Similarly, a large proportion of humanitarian assistance to the top 10 recipients in 2014 was coded as 'not specified' (code 3) and 'inapplicable' (code 4), further reducing the ability to determine the extent

FUNDING FROM TOP 10 HUMANITARIAN DONORS AS PER IASC GENDER MARKER, 2014



Total funding is represented by full circles, and are drawn to scale.

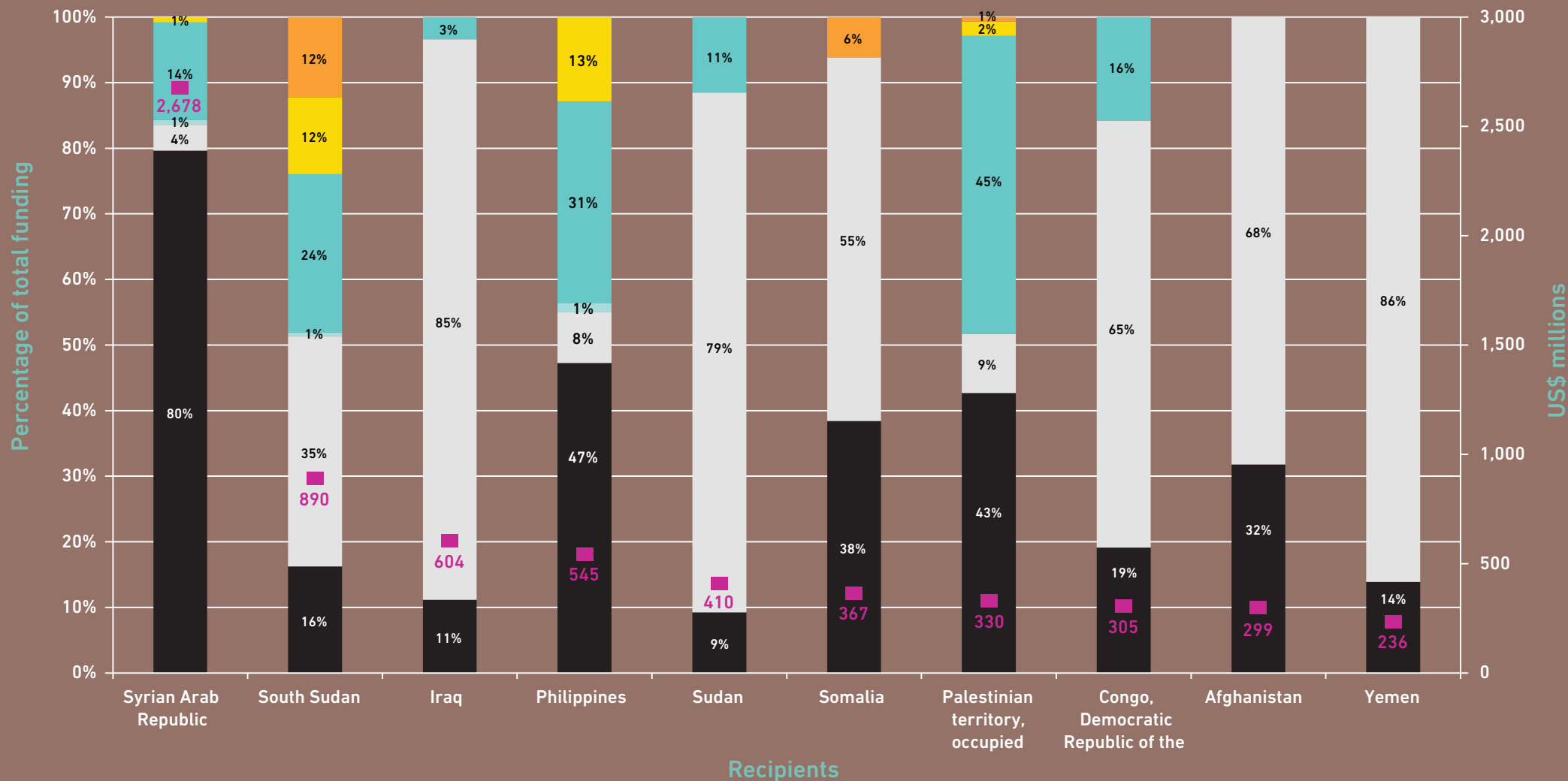
These codes are based on the Inter-Agency Standing Committee (IASC) gender marker:

- Gender issues not considered [0]
- Designed to contribute in some way to gender enhancement [1]
- Designed to contribute significantly or principally to advancing gender equality [2a+2b]
- Not specified or unapplicable [3+4]
- Uncoded
- Total coded

Top ten taken from all donors appearing in the top ten donors of total funding reported to FTS each year between 2011 and 2014. Source: Development Initiatives based on UN OCHA FTS data.

Developed by the Global Humanitarian Assistance (GHA) Programme of Development Initiatives. Infographics are copyrighted but we encourage their dissemination and use; please reference Development Initiatives. See more data on donor spending on gender in emergencies at www.globalhumanitarianassistance.org/report/donor-spending-gender-emergencies

FUNDING TO TOP 10 RECIPIENTS OF HUMANITARIAN ASSISTANCE, 2014, CODED BY IASC GENDER MARKER



These codes are based on the Inter-Agency Standing Committee (IASC) gender marker:



Note: Top ten recipients of humanitarian assistance from all donors featuring in the top 10 donors 2011-2014. Source: Development Initiatives based on UN OCHA FTS data.

Developed by the Global Humanitarian Assistance (GHA) Programme of Development Initiatives. Infographics are copyrighted but we encourage their dissemination and use: please reference Development Initiatives. See more data on donor spending on gender in emergencies at www.globalhumanitarianassistance.org/report/donor-spending-gender-emergencies

that assistance has considered gender. To note, Yemen has received the highest proportion of combined ‘not specified’ (code 3) and ‘inapplicable’ (code 4) gender funding (86%) followed by Iraq (85%).

The proportion of humanitarian assistance focusing ‘principally’ on gender equality (code 2b) given to the top 10 recipients in 2014 is very small. Syrian Arab Republic, South Sudan and the Philippines receive the greatest proportion of humanitarian assistance under this code (only 1% each).

Encouragingly, a greater proportion of humanitarian assistance given to the top 10 recipients in 2014 makes a ‘significant contribution’ to gender equality (code 2a). Almost half (45%) of the humanitarian assistance received by occupied Palestinian territories, just under a third (31%) of assistance received by the Philippines, and almost a quarter (24%) of assistance received by South Sudan was coded as 2a in 2014.

The proportion of humanitarian assistance that does not consider gender in the project design (code 0) given to the top 10 recipients in 2014 is low overall, apart from South Sudan (12%) and Somalia (6%).

Improving the data

These data have highlighted that reporting on gender remains poor – both in terms of using the gender marker in the first place (only two-fifths of humanitarian assistance was coded in 2013); and, where the gender marker has been used, specifying the extent to which the project contributes to gender equality by allocating a code 0, 1, 2a or 2b (the proportion of ‘not specified’ [code 3] humanitarian assistance rose significantly between 2013 and 2014). Poor reporting in this area has resulted in an unreliable picture of whether donor commitments to gender equality are being met. To note, it is possible that the 2014 proportions will change in the final quarter of the year as donors reallocate codes; accurate coding at time of reporting would allow a closer to real-time picture of funding patterns.

A standardised and systematic approach to donor reporting on gender in emergencies would help to fill this gap in information, strengthen accountability, and enable resources to be better allocated to respond to the different needs of girls, women, men and boys.

In particular, the IASC gender marker should be applied systematically to each project reported to the FTS. Furthermore, the functionality of the IASC gender marker could be extended from a proposal development tool to a programme cycle tool, meaning that a gender code is applied throughout the project cycle and not only in the planning stages. Lessons on this can be drawn from the recently initiated application of the Gender-Age Marker⁴ developed by the European Commission’s Humanitarian Aid and Civil Protection (ECHO) department in 2013.

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⁴ European Commission Humanitarian Aid and Civil Protection Department (2013), *Gender-Age Marker Toolkit*. European Commission, Brussels. http://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf