

FINAL REPORT

FUNDING FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN AND GIRLS IN HUMANITARIAN PROGRAMMING

JUNE 2020



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Cover Photo: A painting by ‘Artolution’s Syrian Refugee Public Art Initiative’ on a caravan at Women and Girls Safe Space in Azraq camp for Syrian refugees.
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ACRONYMS

AFD	Agence Française de Développement
API	Application Programming Interface
ASRH	Adolescent Sexual and Reproductive Health
BCR	Benefit to Cost Ratio
CAP	Consolidated Appeals Process
CERF	Central Emergency Response Fund
CRS	Creditor Reporting System
DAC	Development Assistance Committee
ECHO	European Civil Protection and Humanitarian Aid Operations
EPDC	Education Policy Data Center
FGM	Female Genital Mutilation
FTS	Financial Tracking Service
GAM	Gender with Age Marker
GBV	Gender Based Violence
GBV AoR	GBV Area of Responsibility
GDP	Gross Domestic Product
GEEWG	Gender Equality and the Empowerment of Women and Girls
GEM	Gender Equality Policy Marker
GEM	Gender Equality Measure
GHD	Good Humanitarian Donorship
HIV	Human immunodeficiency viruses
HRP	Humanitarian Response Plans
IAHE	Inter-Agency Humanitarian Evaluation
IASC	Interagency Standing Committee
IDP	Internally Displaced Person
INGO	International Non-Governmental Organization
IPV	Intimate Partner Violence
IRC	International Rescue Committee

JORISS	Jordan Response Information System for the Syria Crisis
JRP	Joint Response Plan
JRP	Jordan Response Plan
MDG	Millennium Development Goal
MH	Maternal Health
NGO	Non-Governmental Organization
OBGYN	Obstetrician-gynecologist
OECD	Organisation for Economic Co-operation and Development
ODI	Overseas Development Institute
PLW	Pregnant and lactating women
PSS	Psycho-social support
PSEA	Prevention of Sexual Exploitation and Abuse
RMNCH	Reproductive, Maternal, Newborn and Child Health
SADD	Sex and Age Disaggregated Data
SDG	Sustainable Development Goal
GBV	Gender Based Violence
SRH	Sexual and Reproductive Health
UNFPA	United Nations Fund for Population Activities
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization
WPHF	Women Peace and Humanitarian Fund

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EXECUTIVE SUMMARY

Across the board, from life expectancy to education, maternal health, violence, livelihoods, and nutrition, women and girls are negatively and disproportionately impacted by disasters and conflict. Within this context, a number of international commitments to support Gender Equality and the Empowerment of Women and Girls (GEEWG) have been made in the past few years, in an effort to drive change and raise the profile of programming for GEEWG in humanitarian crises. Whilst we know the magnified impact of crises on women and girls, as well as the key role that women can play as first responders and leaders in humanitarian response, what remains unclear is to what extent humanitarian interventions are being funded, and the consequences of any shortfall.

The aim of this work is to gather evidence and undertake research to ascertain existing funding flows – and the impact of any shortfall – to GEEWG in humanitarian action, including the levels of funding requested, funding received, and the consequences of the funding gap. The study relies on a global analysis as well as four country case studies: Bangladesh, Jordan, Nigeria, and Somalia. The study specifically focuses on funding for women and girls, though the findings are very applicable for gender equality programming writ large.¹ The analysis is unique because it not only distinguishes between the amount of funding requested and the amount of funding received to ascertain the funding gap, but it also audits and recodes project gender markers to specifically determine the amount of tailored and targeted funding that is actually available for women and girls.

Funding for Women and Girls – Global Evidence

At a global level, data on the amount of funding required, requested and received for programming for women and girls is significantly lacking. The review found no attempts to determine the global funding required for GEEWG in humanitarian action. A range of studies have attempted

to articulate the number of people affected and the funding required for a variety of types of programming relevant for women and girls; however, each study uses different methodologies, presents different figures, and there is often significant overlap between the programming types (e.g. programmes for adolescent girls often include a range of component parts that are included under other categories) preventing aggregation of figures.

UN OCHA's Financial Tracking Service (FTS) captures data on humanitarian funding flows, but individual analysis has to be undertaken to track specific sectors, other than those sectors that are earmarked separately under the cluster system. Separate studies have found that funding coverage (the amount funded compared to the amount requested) ranges between 31%-33% for Gender Based Violence (GBV), 43% for reproductive health, and 50% for child protection, indicating substantial gaps in funding.

The consequences of underfunding are indicated by the benefits that could be achieved by filling the gap. The benefits of filling this gap and meeting the needs of women and girls far outweigh the cost of investment, with global studies indicating Benefit to Cost Ratios (BCRs) that range between \$1.7 and \$150 of benefit for every \$1 spent on programming for women and girls, with a median value of \$8 for every \$1 spent.

¹ The IASC defines gender equality as “the equal enjoyment by women, girls, men and boys — of all ages, sexual orientations and gender identities — of rights, goods, opportunities, resources, rewards and quality of life.” This report focuses on women and girls specifically.

Funding for Women and Girls – Country Case Study Evidence

One of the first steps undertaken with the country case studies was to audit the data, available through the FTS, for the project documents of each country's respective humanitarian response plan. This analysis was first done for 2017 for Somalia and Nigeria, because that is the latest year for which data from the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) on funding flows is available, allowing for triangulation of data on funding received. The crisis in Bangladesh did not escalate until 2018, and therefore triangulation on funding received was not possible. The audit was then undertaken a second time for 2019 for all three countries mentioned. The Interagency Standing Committee (IASC) introduced a revised version of the 2011 Gender Marker in 2018, now the Gender with Age Marker (GAM), and due to significant changes in the way that this marker was applied, the 2019 analysis was used to audit how accurately it reflects data on funding flows to women and girls. Data for Jordan was not available in the same format, and hence the Jordan case study presents a much more limited evidence base.

Data was audited and recoded to identify projects as follows:

- Projects that “tailor” their activities to women and girls. In other words, the project aims to contribute significantly to outcomes for women and girls. Projects that received a tailored code had to indicate that they not only assessed the specific needs of women and girls, but tailored activities towards those needs, for example by

modifying the design of WASH facilities, ensuring that health programs had tailored activities to meet the health needs of women and girls, or by investing in GBV programs that tailored activities differently for boys and girls affected by violence.

- Projects that “target” their activities to women and girls. In other words, the principal purpose of the project is to primarily and explicitly target women and girls with relevant activities. Projects with this code were most often GBV or SRH projects that explicitly targeted women and girls in their entirety (men and boys could be part of the program, for example in the case of GBV programs that engage men and boys for social norms change). They also included, for example, projects with livelihood activities targeted entirely at the needs of women and girls.

Importantly, these two categories should not be seen as exclusive of each other. For example, a targeted SRH program could be integrated into a wider health program, in which case it would receive a code of ‘tailored’. The intention was to adhere to the language and guidance around the existing IASC gender coding, by differentiating between programs whose principle purpose is to primarily and explicitly target women and girls, and programs that aim to contribute significantly to outcomes for women and girls within a broader set of activities by tailoring activities for women and girls.

Further, projects that do not receive a tailored or targeted code are still benefiting women and girls. They are differentiated in that they target services to men, women, boys and girls but with no indication of tailoring or targeting their services to these different groups.

The data reclassification exercise finds that the amount of funding in 2019 for targeted/tailored programming for women and girls was overstated by between 25% and 30%, with between \$237 million and \$275 million of funding that was designated as programming for women and girls reclassified as not having a tailored or targeted focus on women and girls (Figure E1).

Overall, the amount of funding requested with a focus on women and girls has increased over the past few years in all three countries, with notably large increases in both Nigeria and Somalia. Funding requested for targeted and tailored programs for women and girls represented an average 47% of the total funding requested for the overall response in 2017/18 (ranging between 35% and 65%), and an average 65% of the total funding requested for the overall response in 2019 (between 57% and 72%). **Nonetheless, the amount of funding requested still falls short of the overall request (Figure E2)**

FIGURE E1:
Data Audit and Reclassification, 2019

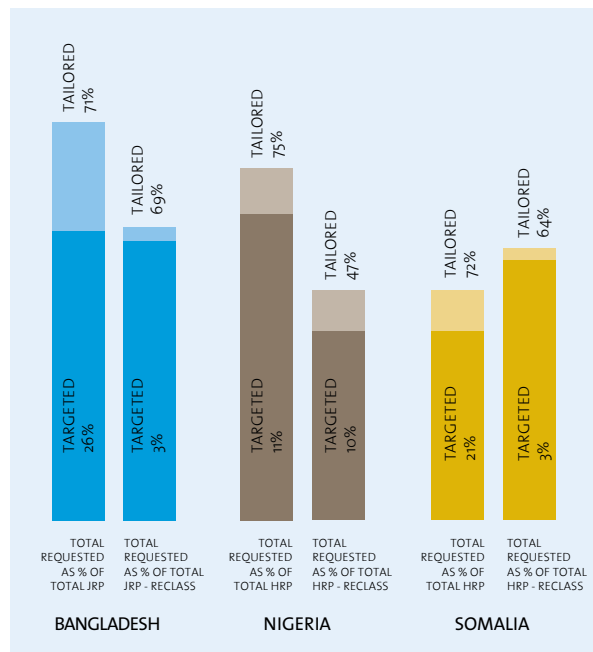
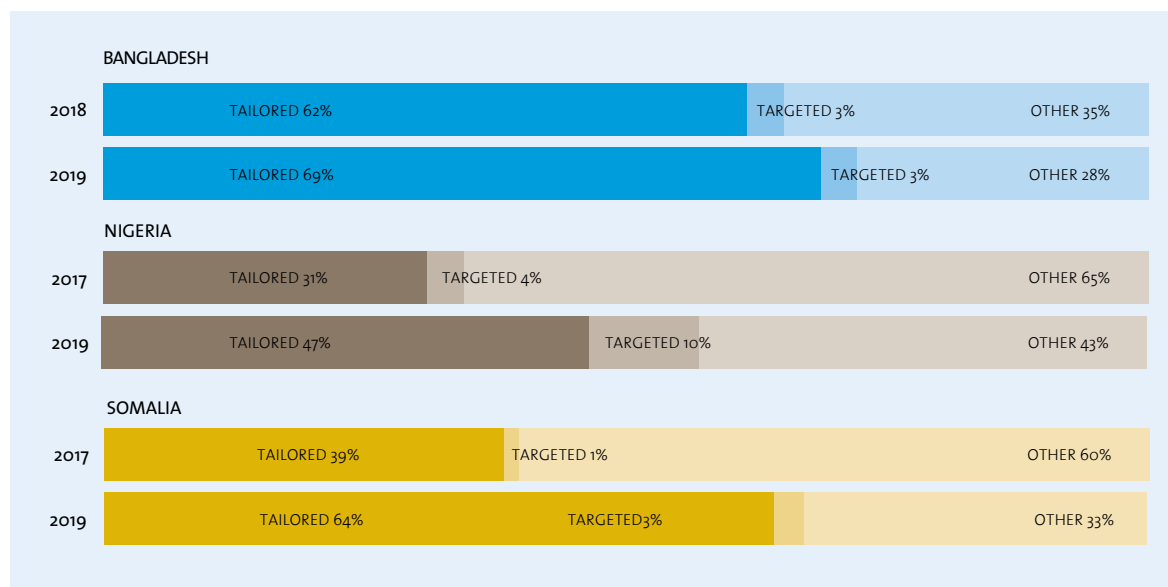


FIGURE E2:
Funding Requested for Women and Girls as % of Humanitarian Response Plan



An analysis of coverage (funded received for women and girls compared with funding requested for women and girls) indicates that programs focused on women and girls are disproportionately underfunded compared to the overall response, and that **targeted programs have the lowest levels of coverage**.

Whereas coverage across the three countries for the overall response averaged 69%, funding for tailored programs for women and girls averaged 61% of the total amount requested for women and girls, and funding for targeted programs for women and girls averaged 39% of the total amount requested for women and girls (Figure E3).

The combined effect of low levels of funding requested and received signifies a double threat for programming for women and girls – programming that is often life-saving and yet not receiving adequate support. Not only is the amount of funding requested for women and girls falling significantly short of the overall request, but it is then disproportionately underfunded (Figure E4).

FIGURE E3:
Coverage for Programs Tailored and Targeted to Women and Girls, as Compared with Coverage for the Overall Response (2017/18), for the Three Country Case Studies

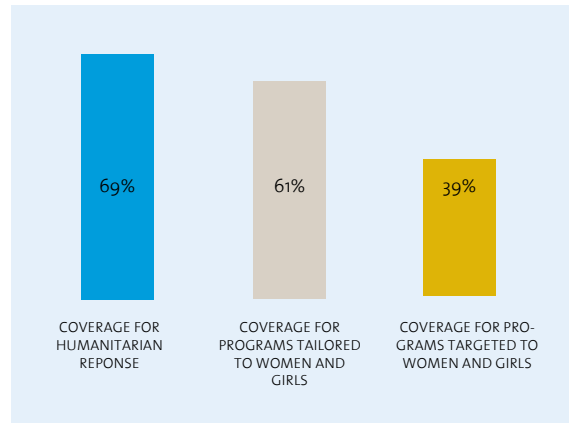


FIGURE E4:
Funding Requested and Received for Tailored/Targeted Programming for Women and Girls, as Compared with the Overall Response (2017/18)

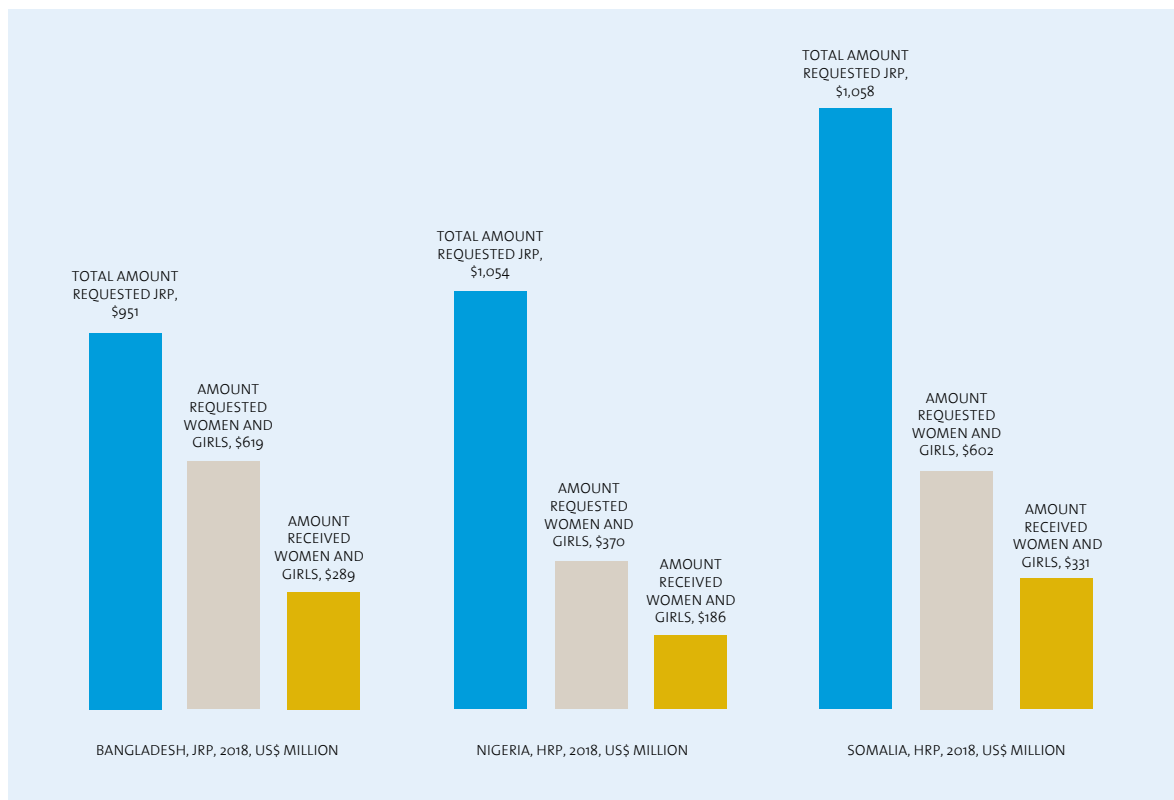


TABLE E1:

Data Summary: Amount of Funding Requested and Received

	Bangladesh (2018)	Nigeria (2017)	Somalia (2017)
JRP/HRP Requested Amount	\$951 million	\$1,054 million	\$1,508 million
Amount Requested for Women and Girls	\$619 million	\$370 million	\$602 million
Funding Requested for Women and Girls as % of Total JRP/HRP	65%	35%	40%
JRP/HRP Received	\$656 million	\$730 million	\$1,038 million
Coverage/Funding Gap for JRP/HRP	69%/31%	69%/31%	69%/31%
Amount Received for Women and Girls	\$289 million	\$186 million	\$331 million
Coverage/Funding Gap for Women and Girls*	54%/46%	57%/43%	69%/31%
Major sectors where funding was requested	Livelihoods, WASH, health/ SRH, GBV	Nutrition, livelihoods, health, education, GBV	Nutrition, livelihoods, WASH, SRH, GBV

*Note that this figure is calculated only for those projects that report both funding requested and funding received to control for potential bias due to a lack of reporting on funding received.

**Figures have been rounded

Despite a significant increase in funding, the gaps in programming and impact for women and girls were significant across the board in all countries studied. These gaps included significant ongoing needs for lifesaving services (such as SRH and GBV), for wider measures such as child protection, social norms and behavior change work, and for programs that require a longer term focus, like education, life skills development, mental health, psycho-social support (PSS), access to justice and legal services

for GBV survivors, peacebuilding programming, and engagement of women in decision making and program design.

And yet, a substantial and compelling evidence base indicates that the benefits of investment in filling these gaps can be large, with specific studies from each country indicating high levels of return, on the order of those cited above from the global evidence review.

Key Findings and Recommendations

Findings – Funding flows to women and girls

Across Bangladesh, Nigeria and Somalia, the amount of funding requested for programming for women and girls has increased over the past few years – in some cases quite substantially, and perhaps reflecting the increase in advocacy around integrating targeted and tailored responses to women and girls. Nonetheless, funding for women and girls still falls significantly short of the overall request, including life-saving interventions.

The amount of funding received for the three countries is disproportionately lower for programming for women and girls as compared with the overall response, especially for targeted programs. Global assessments place coverage for sectors specifically relevant to women and girls at between 31% to 50%, compared with 61% across all UN Coordinated Appeals in 2018. Country studies suggest that coverage averaged 50% for programming for women and girls, as compared with overall coverage levels for the full response at an average of 69%.

The combined effect of low levels of funding requested and received signifies a double threat for programming for women and girls – programming that is often life-saving and yet not receiving adequate support. Not only is the amount of funding requested for women and girls falling significantly short of the overall request, but it is then disproportionately underfunded.

The consequences of a gap in funding are numerous. And yet **the global evidence clearly indicates that the benefits of gender focused action are sizeable and justify more intensive funding for women and girls, delivering average returns of \$8 for every \$1 spent.**

The amount of funding available is influenced by a variety of factors, and **local context can play a significant role in restricting funding for women and girls**, even where this type of funding is a high priority. For example, government restrictions can limit certain types of programming, and security issues can constrain access to some populations of

women and girls. Hence data on funding flows must be viewed within the context of these constraints.

Evidence of funding for gender transformative programming – i.e. not only improving women’s access to key services, but also helping communities and systems to understand and challenge the social norms that perpetuate inequalities² – is lacking. Even more so, programs that are not considered traditionally within the humanitarian remit are in fact critical for delivering basic services as well as durable solutions. For example, a common theme across the research is a lack of gendered social norms and behavior change programming. Not seen as “life-saving”, this type of programming often falls outside of a traditional humanitarian remit. And yet, a lack of funding for social norms change can prevent the effective uptake of basic services, and leave women’s and girls’ voices out of the response.

Funding to local women’s organizations is significantly lacking. Often treated as the delivery arm of larger NGOs, local women’s organizations are not consulted on program design, delivery, or monitoring and evaluation. They are often asked to work in the hardest to reach places, because they are often the only ones that can reach into those places, and yet their expertise and knowledge from doing this work is not actively engaged in program design, implementation and accountability mechanisms.

Comparing findings across countries suggests that prioritization of funding for women and girls requires a consistent focus across the response. While investment in gender capacity and advocacy has most likely been a driving factor in increasing the amount of funding for programs with a targeted and tailored focus on women and girls, a key finding from consultation is that this pressure needs to be consistently applied across the response at all levels and through coordinated efforts, not only for adequate levels of funding but also to ensure that the needs of women and girls are actually being met.

² Definition taken from: <http://evidenceproject.popcouncil.org/technical-areas-and-activities/gender-transformative-approaches/>

Findings – Mechanisms for tracking data

- **Data and** analysis on the amount of funding required for programming for women and girls in humanitarian crises is significantly lacking. Humanitarian actors work towards the amount of funding targeted under the annual response plans, rather than the actual/full cost of implementation (an analysis that is rarely if ever undertaken). Data is therefore more readily available for funding requested for programming for women and girls.
- There is a rich source of relevant data that could potentially be harnessed to support better tracking of funding flows for women and girls. However, there are a number of significant limitations with regards to disaggregation of data that need to be addressed to improve tracking of funding.
- Funding requested under the UN Coordinated Appeal cannot be calculated at an aggregate level in the FTS, significantly limiting the ability to do any global analysis. In part, this is because reporting on project documents is different depending on how the response plan is organized (i.e. project based or cluster based) and hence there is an urgent need to harmonize and consistently report data across responses. Further, for those data that are reported using a common format, it is not possible to aggregate across responses.
- Existing gender markers do not accurately reflect funding flows. The reclassification of data for the three countries demonstrates that existing classifications overstated the amount of funding for women and girls by between 25% and 30%, representing on average \$250 million per country that was coded as gender targeted or tailored, but which actually was not targeting or tailoring programme activities for women and girls.
- Consultation feedback was consistent that new tracking mechanisms should not be introduced; existing mechanisms need to be adjusted to be fit for purpose. Along similar lines, consultation feedback was clear that tracking mechanisms should not result in greater segregation of project activities. In addition, there is no systematic mechanism for tracking the large amounts of funding that fall outside of the UN Coordinated Appeals.
- Tracking funding needs to be complemented with tracking impact. Increased levels of funding are the first step to ensuring that programming for women and girls is implemented. Funding must also be complemented by tracking improved outcomes for women and girls, to ensure that the design of programs translates into gains for women and girls.

The recommendations are organized as follows:

- The first set of recommendations focus on critical programming changes that are required to ensure sufficient funding flows and improved outcomes for women and girls, including: increased investment to close the funding gap on life-saving programming (in line with ERC priorities introduced early 2019 on women’s empowerment including GBV and SRH) (**Recommendation 1**), gender transformative programming around social norms and behavior change especially for long term gains (**Recommendation 2**); ensure that programming involves women and girls in the design and decision making (**Recommendation 3**); and promote a greater role for local women’s organizations alongside a greater role in designing and delivering the response (**Recommendation 4**).
- The second set of recommendations focus on the need for existing data sets to be strengthened and modified to allow for more consistent and complete tracking of data. To this end, **Recommendation 5** focuses on strengthening and modifying the GAM, and **Recommendation 6** provides practical suggestions to facilitate better reporting of data on funding allocated to women and girls via the FTS and the GAM. **Recommendation 7** focuses on the need for greater investment in mechanisms that can track impact alongside funding to ensure that improvements in the funding landscape are actually translating into outcomes for women and girls.
- The last set of recommendations focus on building the capacity to use this data effectively for programming and advocacy purposes. **Recommendation 8** suggests the allocation of a dedicated focal point (within IASC Gender Reference Group) who can track and audit

data, and then **Recommendation 9** focuses on translating this data into programming, advocacy and transparency purposes. Strengthening of existing systems under the FTS and others needs to also be complemented by greater accessibility, comparability, and analysis of other

sources of funding outside of UN Coordinated Appeals. **Recommendation 10** describes some of the evidence gaps that limit a more complete understanding of the funding required for women and girls, and the benefits of action of filling the funding gap.

Bellow Thirty-year-old Habon, with one of her eight children, left her village 20 days ago due to drought and violence. © UN Women/Sharron Ward.



1

INTRODUCTION

1.1

Context

Impact of Humanitarian Crises on Women and Girls

Crises affect women, men, girls and boys differently, and thus their needs, vulnerabilities, capacities for resilience and access to resources in moments of crisis vary. Across the board, from life expectancy to education, maternal health, violence, livelihoods, and nutrition, women are negatively and disproportionately impacted by disasters and conflict. An estimated 200 million people required humanitarian assistance in 2017.³ Approximately one quarter of those affected are women and girls of reproductive age (ages 15 to 49).⁴ While men are more likely to die from direct causes of conflict, women are harmed more often by indirect causes after a conflict.⁵ On the other hand, natural disasters on average kill

more women than men or kill women at an earlier age.⁶ In Syria, the life expectancy for women has declined from 75.9 to 55.7 years.⁷ One out of every five women refugees has experienced sexual violence, and 60% of all preventable maternal deaths globally take place during moments of conflict, displacement or disaster.⁸ Despite all this, women are often first responders and leaders in humanitarian response, though they are often portrayed as victims and passive beneficiaries of aid.

3 Development Initiatives (2018). "Global Humanitarian Assistance Report 2018."

4 The State of the World Population 2015. UNFPA

5 The State of the World Population 2015. UNFPA

6 Neumayer, Eric and Plümer, Thomas. The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy, 1981–2002. *Annals of the Association of American Geographers*, 97 (3). pp. 551-566, 2007.

7 More than numbers. Regional Overview: Responding to gender-based violence in the Syria crisis. UNFPA, 2016.

8 UN OCHA (2019). "Global Humanitarian Overview 2019."

Global Commitments for GEEWG

Within this context, a number of international commitments to support Gender Equality and the Empowerment of Women and Girls (GEEWG) have been made in the past few years, in an effort to drive change and raise the profile of programming for GEEWG in humanitarian crises (Box 1).



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BOX 1:

International Commitments to Support GEEWG

The Call to Action on Protection from Gender-Based Violence in Emergencies (Call to Action), launched in 2013 to drive change and foster accountability to address Gender Based Violence from the earliest phases of a crisis.

The IASC cluster system has designated the GBV Area of Responsibility (GBV AoR) as the global level forum for coordination and collaboration on GBV prevention and response in humanitarian settings. The GBV AoR constitutes a focus area within the Global Protection Cluster, and works collectively to improve the effectiveness and accountability of humanitarian response for the prevention of and response to all forms of gender-based violence, to ensure that the agency and capacity of survivors is recognised and reinforced and that primary prevention efforts are effectively employed to address underlying gender inequality. Gender Equality is at the heart of addressing GBV, and the GBV AoR therefore strives to promote gender equality in and through all of its actions.

At the World Humanitarian Summit in Istanbul in 2016, signatories pledged increased support for local women's groups (raising levels of funding to women's groups from 1% to 4% by 2020); universal access to sexual and reproductive health (SRH); GBV prevention; gender responsive humanitarian programming; and full compliance with humanitarian policies, frameworks and legally binding documents. They set a target of 15% for gender equality and women and girls' empowerment programming in humanitarian settings. They committed to apply the IASC, ECHO and other gender and age markers to 100% of humanitarian funding allocations by 2018, and that funding would be allocated only to actions that explicitly included a gender analysis with Sex and Age Disaggregated Data (SADD) by 2018.⁹

In 2016, all 193 Member States of the UN agreed to the New York Declaration on Refugees and Migrants, including multiple commitments

centered around women: protecting them against discrimination, exploitation, trafficking and abuse; mainstreaming gender in humanitarian response, empowering women and girls, combating GBV, improving access to SRH services, combating discrimination, ensuring equal and meaningful participation of women in leadership; incorporating gender perspectives into migration policies and strengthening national laws, institutions and program to combat GBV; and ensuring health-care needs for women and girls.

The Global Compact on Refugees followed up on the New York Declaration and was affirmed by the Member States in 2018. Supporting women and girls is mentioned as an area in need of support and states commit to adopt and implement policies and programs that will empower women and girls in refugee and host communities and contribute to gender equality. This includes the meaningful participation and leadership of women and girls, support to national and community-based women's organizations, strengthening access to justice, security and safety to prevent and respond to all forms of violence, facilitating access to age-, disability- and gender responsive social and health care services, strengthening agency, economic empowerment and access to education.

The IASC Policy on GEEWG in Humanitarian Action was endorsed in 2017 by the IASC Working Group and "commits to making provision to meet the specific needs of women, girls, men and boys in all their diversity, promote and protect their human rights and redress gender equalities."¹⁰

At the Ending SGBV high level conference in Oslo in 2019, 21 donors pledged US\$363 million (most of this was already committed previously). This was the first-ever thematic humanitarian conference to combat SGBV.

9 "Women and Girls: Catalysing Action to Achieve Gender Equality." World Humanitarian Summit, Istanbul 23-24 May 2016 https://www.agendaforhumanity.org/sites/default/files/resources/2017/Jul/WOMEN_AND%20GIRLS-CATALYSING_ACTION_TO_ACHIEVE_GENDER_EQUALITY_o.pdf

10 IASC Reference Group on Gender and Humanitarian Action (2017). "Gender Equality and the Empowerment of Women and Girls in Humanitarian Action." IASC, endorsed by IASC Working Group, November 2017. https://interagencystandingcommittee.org/system/files/iasc_policy_on_gender_equality_and_the_empowerment_of_women_and_girls_in_humanitarian_action.pdf

Funding for GEEWG in Humanitarian Contexts

Whilst we know the magnified impact of crises on women and girls, what remains unclear is to what extent humanitarian interventions that address GEEWG are – or are not - being funded, and the consequences of any shortfall. Despite the introduction of monitoring tools, such as the 2011 Inter-Agency Standing Committee (IASC)¹¹ Gender Marker and the 2018 Gender with Age Marker (GAM), and the newly-added Gender Based Violence (GBV)

¹¹ The IASC Reference Group on Gender in Humanitarian Action has been active since December 2006 supporting the integration of GEEWG in the humanitarian action system. Its members include UN agencies, NGOs, donors, member states and NGO consortia; they meet on a quarterly basis to develop, test and roll out tools for use by the humanitarian community to integrate gender into policies and programming, create accountability mechanisms for monitoring compliance, to provide timely and practical information to the humanitarian community, and to actively engage with all bodies and structures of the IASC to coordinate effective gender equality into relevant aspects of their work in a manner complementing efforts by counterparts.

self-assessment tool, levels of funding for GEEWG, across all humanitarian flows, remains unknown.

Where information does exist, funding levels remain on the low side. In 2018, the GBV sector only received 0.3% of total humanitarian funding overall, as per the Financial Tracking Service (FTS). Further, where data is available, it is not fully representative. Not all funding to GBV is marked as such (for example, UN Country Based Pooled Funds disbursed in eighteen countries do not have data disaggregated for GBV) and is often included as part of un-earmarked budgets, and therefore the accurate amount of funding to specific sectors is not easily defined.

Clarity on existing levels of funding for GEEWG humanitarian programming, the extent of funding gaps, and the consequences of such shortfalls, is critical as a basis for taking action to ensure that the needs of women and girls are met, and to achieve effective – as well as rights based - humanitarian outcomes.

1.2

Aim of this Work

The aim of this work is to gather evidence and undertake research to ascertain existing funding flows - and the impact of any shortfall - to GEEWG in humanitarian action. Specifically, this research aims to answer the following four questions:

- **Funding Required:** What is the level of funding required to ensure delivery of the global and interagency commitments made to GEEWG in humanitarian action?
- **Current Funding:** What is the current level of funding across all major humanitarian funding sources notably Humanitarian Response Plans and Central Emergency Response Fund (CERF), Country Based Pooled Funds (CBPF), and other humanitarian pooled funds that can be designated as supporting GEEWG?
- **Funding Gap:** Where are the gaps when comparing the funding support that exists against what is needed?

- **Consequences of the Funding Gap:** What are the consequences of those gaps for humanitarian outcomes for women and girls, their dependents and their wider communities?

This work is complementary to a much larger and more in-depth Inter-Agency Humanitarian Evaluation (IAHE) on Gender Equality and the Empowerment of Women and Girls. This evaluation is formative with the aim of strengthening learning and identifying best practices in overcoming challenges associated with working towards GEEWG in humanitarian action. The IAHE evaluation also has a case study component, and to the extent possible it is hoped that the research undertaken for this study can complement and feed into the wider evaluation.



Above: 27 year old Shamima Bibi is currently running 3 school for women and is in the process of opening a 4th. She opened the first school 7 months ago and currently has around 50 students, the youngest of whom is 1.. © UN Women/Louie Pacardo.

1.3 Outline of this Report

This report is structured as follows:

- **Section 2** describes the methodology used to undertake the research.
- **Section 3** describes the results of the global analysis.
- **Section 4** describes the results of the country level analysis, drawing from four country case studies – Bangladesh, Jordan, Nigeria and Somalia. Each of these country studies is supported by their own individual report, with key findings summarized in this report.
- **Section 5** provides a summary of key findings and recommendations for ways to improve the tracking of funding to GEEWG in humanitarian crises.

There are also several annexes providing more detailed background information:

- **Annex A:** Steering Group Composition and Terms of Reference
- **Annex B:** Review of Gender Markers and Tracking Mechanisms
- **Annex C:** Case Study Country Selection Criteria
- **Annex D:** Literature Review Protocol
- **Annex E:** List of Consultations – Global Level (country level consultations are provided in the individual country reports)
- **Annex F:** Key Informant Interview Questions

METHODOLOGY

The overall aim of this study is to assess funding for GEEWG in humanitarian crises, specifically looking at the amount of funding required or requested, the amount of funding received, and the implication of the gap between the two, including the benefits of action taken to fill that gap. The study was complemented by a Steering Group, comprised of representatives from UN agencies and INGOs, with the aim to provide guidance and inputs to the process of conducting the research (details can be found in Annex A).

This section describes the approach used to undertake the analysis. In summary:

- The inception phase used a review of the literature and extensive consultation to define the parameters of the study and explore the potential avenues for further work, in close consultation with the Steering Group. This included:
 - Defining GEEWG in humanitarian contexts, and specifically the types of programming considered for analysis.
 - Mechanisms for tracking funding flows, including a review of both existing gender markers and what they do (and do not) cover, as well as mechanisms for tracking humanitarian funding.
 - Selection of case study countries for detailed analysis.
 - Based on the findings from the inception, the research phase undertook in-depth analysis at a global level and for each of the four country studies, extensive consultation and a literature review.
 - A detailed literature review was used to identify all key studies relating to gender programming, funding, and the costs of inaction/benefits of action at a global level and in each of the study countries.
 - This was complemented by an extensive consultation exercise, both globally, as part of inception, as well as in each of the four country case studies. Two of the country case studies – Bangladesh and Somalia – included field visits to allow the research team to conduct more in-depth consultation.
 - Analysis of funding flows – an audit was undertaken of data reported on funding flows to FTS using the IASC gender marker/ GAM. This audit was used to verify and reclassify project documents under UN-coordinated appeals according to their relevant gender code, and provided a much clearer understanding of the amount of funding requested and received for projects with a significant or principal focus on gender, triangulated against OECD DAC data on the same.
- Each of these are described in greater detail below.

2.1

Defining GEEWG in Humanitarian Contexts

Key Definitions

This study focuses on humanitarian programming and funding and is guided by the Good Humanitarian Donorship (GHD) definition of humanitarian assistance: life-saving action that “alleviates suffering and maintains human dignity during and in the aftermath of man-made crises and natural disasters, as well as prevents and strengthens preparedness for the occurrence of such situations.”¹²

This study also uses the IASC definition of gender equality: “the equal enjoyment by women, girls, men and boys — of all ages, sexual orientations and gender identities — of rights, goods, opportunities, resources, rewards and quality of life.”¹³ Choices should be freely made without the limitations set by gender roles and the systems that maintain them. The resulting diversity in behavior, needs and aspirations should be equally valued and considered. A

focus on transforming the systems that perpetuate gender inequality is a key part of this.

While equality is about choice, empowerment is about the agency required to achieve this choice. Women and girls “must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment) but must also have the agency to use these rights, capabilities, resources and opportunities to make strategic choices and decisions.”¹⁴ Programming for women and girls’ empowerment is focused on changing power dynamics, regarding women and girls as agents of change. It “reinforces their own abilities to address their own needs, thus enabling a transformative change which disrupts gender stereotypes, bridges the humanitarian/development divide and allows for long-term sustainable change.”¹⁵

12 Good Humanitarian Donorship. “24 Principles and Good Practice of Humanitarian Donorship.” <https://www.ghdinitiative.org/ghd/gns/principles-good-practice-of-ghd/principles-good-practice-ghd.html>

13 IASC Reference Group on Gender and Humanitarian Action (2018). “The Gender Handbook for Humanitarian Action.” IASC, p. 18. https://interagencystandingcommittee.org/system/files/2018-iasc_gender_handbook_for_humanitarian_action_eng_o.pdf

14 IASC (2017). “Inter-Agency Standing Committee Policy on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action: Annex B – Terms and Definitions.” Accessed through: http://www.aecid.es/Centro-Documentacion/Documentos/spain_-_narrative_summary_o.pdf

15 IASC Reference Group on Gender and Humanitarian Action (2018), p.19

GEEWG Program Categories

In order to undertake the research, the study team first articulated the types of programming that could be considered as part of humanitarian funding to GEEWG. Initial work began by categorizing funding flows into two key categories: (1) gender targeted programming; and (2) gender mainstreaming.

Further to this, gender equality clearly encompasses a wide range of programming and needs to address the intersectionality of programming for women, girls, men and boys. However, for the purposes of this research, the scope of work focuses specifically on programming for women and girls.

Therefore, these categories were reframed to focus on programming targeted to women and girls, and programming that mainstreams the needs of women and girls within other types of programming

Programming targeted to women and girls:

Through consultation and a review of key documents, an initial mapping of types of targeted programming was undertaken. Two mechanisms for targeting funding to women and girls were identified: 1) targeted programming within specific sectors and 2) funding targeted directly to local women’s organizations.

Types of programming targeted to women and girls in the humanitarian space are identified as follows. This list is not intended to be comprehensive, but rather intends to capture the major categories of targeted programming considered within this research. Many of these types of programs are often integrated with each other, and therefore there is overlap between categories and these are not intended as mutually exclusive:

- Gender Based Violence (GBV), including child protection (marriage, trafficking)
- Sexual and Reproductive Health (SRH)
- Maternal Health (MH)
- Nutrition – particularly where pregnant and lactating women (PLWs) are targeted with support for their own health and nutrition, alongside that of their children.
- Mental health/Psycho-social support (PSS)
- Women’s economic empowerment/livelihoods
- Education for girls
- Life skills, particularly targeted to adolescent girls (note that this type of programming is often aligned with SRH activities)

The literature also consistently highlights the following aspects of targeted programming in humanitarian contexts. While these categories are not considered above, given that it is very difficult to track funding to them, it is important to recognize the key role that they play for future consideration:

- Deliberate targeting of women and girls in the delivery of humanitarian assistance, e.g. targeted cash transfer;
- Including women in decision-making (e.g. giving them positions on committees) as well as building their capacity to take up these positions; and
- Awareness raising around GEEWG issues.

Mainstreaming: in addition to programming that is targeted specifically at addressing women and girls, tailored activities to address the needs of women and girls should also, in theory, be mainstreamed across all other interventions. In other words, all other sectoral programming – WASH, shelter, education, health – should be designed and implemented with a gender lens, taking into account the crisis on and the specific needs of the crisis affected women, girls, men and boys. However, this is much harder to track in a way that is meaningful. On paper, it is likely that much programming could tick a box to indicate that the needs of women and girls have been mainstreamed into program design. However, the degree to which this mainstreaming has been done well, and has not only influenced programming but also been implemented in practice, is much harder to ascertain.

At the outset, the intention of the research was to focus on gender targeted programming. However, through the data audit presented below, a great deal of mainstreamed programming was also captured, and therefore the study ultimately focused on both types of programming, as reported in the findings section below.

2.2

Summary of Mechanisms for Tracking Funding Flows

Tracking funding flows to GEEWG relies on data collected on funding flows to humanitarian assistance, tracked with gender markers that allow for an analysis of flows that are specifically targeted to gender. The following two sections describe, in turn,

the main gender markers that are currently used, and the main databases that collect funding flows for humanitarian aid. Each of these are described in greater detail in Annex B.

Gender Markers

A desk review found six gender markers used in humanitarian contexts to monitor gender equality. Many of them are applied by individual agencies using slightly different approaches, and therefore are not fit for purpose for tracking funding to GEEWG in aggregate, including for example: Agence Française de Développement (AFD)'s Sustainable Development Analysis and Opinion mechanism; CARE's gender marker; Enabel's Gender Budget Scan (Belgian Development Agency), and Feed the Future Women's Empowerment Index.

Several tools, however, track GEEWG across a broader range of funding sources, namely:

- **ECHO's Gender-Age Marker** – this tool measures the extent to which EU-funded humanitarian actors integrate gender and age. It is used by both ECHO staff and partners at all stages of a project: proposal, monitoring and final report stages. The most recent assessment is for 2014/15.
- **IASC's Gender with Age Marker (GAM)** – the IASC marker is the most widely used marker across humanitarian actions. In its previous form, it was called the Gender Marker and it

allowed organizations to rank their projects according to whether they had a principal or a significant focus on gender. The marker was revised in 2018 to include age and the renamed GAM assesses projects across 12 elements. The GAM score is inputted into the Financial Tracking System (see next section) and therefore can be used to track funding requested and funding received for all projects that fall under the UN Coordinated Appeals.

- **OECD DAC's Gender Equality Policy Marker** – this is a mandatory tool for all DAC members that has been active since 2007, though new minimum criteria were incorporated in 2016. Upon evaluation, projects are assigned a score: (2) relates to projects whose main objective is gender equality; (1) is for projects for whom gender equality is a significant objective; and (0) is for projects that do not target gender equality. OECD also requires DAC members to classify projects based on a Creditor Reporting System (CRS) purpose code, which includes specific codes for “women's equality organizations and institutions” and “violence against women”.

Humanitarian Funding Tracking Mechanisms

A desk review found six mechanisms for tracking GEEWG in humanitarian funding. OECD's international development statistics and FTS were identified as the most helpful sources in this study since they house the most complete and reliable data on this list.

The OCHA FTS is the most comprehensive resource for tracking humanitarian funding. The FTS tracks contributions of government donors, UN funds, UN agencies, NGOs, the private sector and other actors and partners. It includes 10,000 recorded organizations and outlines funding flows between donors and recipient organizations. It also keeps track of progress on Humanitarian Response Plans (HRP) and appeal requirements. At a country level, it is possible to track the amount of funding towards individual projects under the relevant humanitarian response plan for that country, by IASC Gender Marker/GAM score, only

where the appeal is based on a project costing methodology (and not where HRPs are cluster based).

The FTS also has its limitations. First, reporting to FTS is voluntary, and therefore there are significant data gaps. The FTS is limited by the quality of the data reported. Further, existing tracking mechanisms, including the FTS, do not track a wide range of other types of funding flows. This data is not systematically gathered. Despite these limitations, the FTS is the most comprehensive source for tracking funding flows to humanitarian assistance, it can be directly referenced to the overall humanitarian response plan, and it includes the GAM. The FTS is also set up such that a detailed assessment of the each of the project documents that sit under the humanitarian response plan can be accessed and analysed.

While the FTS is comprehensive for all program amounts requested under the HRP, FTS data is

often cited as having significant gaps in data on the amount of funding actually received, which is dependent on the frequency and quality of reporting from organizations, and which is of course a core part of this study. Therefore, this study also relies on OECD DAC data which requires reporting on actual funding flows, albeit for a different but overlapping set of donors.

OECD tracks international funding flows to over 150 developing countries and territories, primarily focusing on development aid. The data reported is from DAC members, G7 countries, non-DAC countries, multilateral agencies and private donors. While reporting is mandatory for DAC members, it is voluntary for everyone else which means the

data coverage for non-DAC funding flows varies over the years. OECD uses its own gender marker as of 2016 and— considering mandatory reporting for DAC members— the gender equality project data for those particular donors should be fairly thorough starting with 2016 aid flows. Its limitations for this particular exercise include its primary focus on development aid, though humanitarian aid can be tracked as a sector. Since it uses its own Gender Equality Policy Marker (GEM) this can make comparison with FTS difficult since FTS uses IASC’s GAM. OECD does not cover non-DAC donors that do not report their data, and funding only represents bilateral allocable aid.

2.3 Case Study Selection

Consultation was used to identify a range of case studies for further investigation, with an initial shortlist representing different regions, types of crisis, as well as length of crisis. This list was then reviewed against the following:

- The criteria for selecting a case study for the parallel Inter Agency Humanitarian Evaluation (IAHE) on GEEWG, which included criteria such as whether a response plan is in place, funding required, people in need, gender inequality index, and presence of a GenCap advisor.
- The IASC GEEWG accountability framework was used to assess the degree to which GEEWG is

incorporated into humanitarian response. This assessment provides a useful lens to determine the strength of GEEWG programming within the response and was available for the majority of countries in the shortlist.

Full matrices on the case study selection criteria are included in Annex C.

Based on this review, as well as consultation with country offices, four countries were selected for more in-depth analysis for this study: Bangladesh and Somalia (both with field visits by the study team), and Nigeria and Jordan (both desk studies).

2.4 Literature Review

A literature review was used to identify key documents relating to both funding for programming for GEEWG in humanitarian crises, as well as the benefits of action (or costs of inaction) of the funding gap. This was done for the global review, as well as for each of the four country case studies. In the first instance, a review of the available literature related to humanitarian funding, as well as gender, women and girls, was used to identify

relevant documents related to the humanitarian response, types of programming for women and girls, any summaries of data flows, as well as gaps in both programming and funding. Further to this, a snowball analysis with very specific search terms was used to identify studies related to the cost of inaction/benefits of action for each of the key sectors identified previously (detail provided in Annex D).

2.5 Consultation

Consultation was undertaken with over 170 stakeholders, both globally (Annex E contains a full list of those consulted) and in each of the country studies (each individual country report contains its own annex with a list of consultation), with the exception of Jordan where ongoing consultation exercises prevented the team from consulting beyond the UN Women and UNFPA teams. A semi-structured key informant interview questionnaire (Annex F) was used to guide conversations.

In the case of two country studies – Bangladesh and Somalia – one week field visits were used to allow the research team to conduct more in-depth consultation, including UN agencies, implementing organizations who are focused on programming targeted to women and girls, as well as women led organizations active in the humanitarian response.

2.6 Analysis of Funding Flows

The analysis of funding flows sought to understand the amount of funding requested or required, and the amount of funding received for programming for women and girls in each of the humanitarian crises studied.

At a global level, it is not possible to aggregate funding flows based on existing gender markers, and hence the study team was entirely reliant on existing analyses, publicly available, that had already been undertaken for specific sectors. These are summarized in the findings section.

At a country level, the study team was able to do a much more detailed analysis of funding flows under the UN Coordinated Appeal for each country. This analysis was undertaken using the FTS database for humanitarian funding: 1) it provides the most comprehensive tracking of funding flows to humanitarian crises, and is sortable by sector and donor; 2) the FTS uses the IASC Gender Marker/GAM and therefore all funding flows considered in this study (using a project based as opposed to a cluster based response plan) have a gender score by

The field visits used key informant interviews, based on the questions above, but tailored to each country and its specific gaps. The field visits did not involve any substantive field work with women and girls affected by the crisis, as the scope of this work would not allow a representative or substantive review of how women and girls are affected.

It is important to note that the case studies are in no way an evaluation of the quality of programming for women and girls. Rather, through consultation and data analysis, they are intended to provide a snapshot of how funding can and cannot be tracked, to contextualize the analysis of funding flows within a deeper understanding of some of the other barriers to effective response on women and girls, and to gather information on the implications of a lack of funding.

which to assess funding flows to gender programming; 3) the FTS includes project reports for every project that supports the humanitarian response plan in each of the countries assessed (project reports exist only for the humanitarian response plans), and therefore it was possible to do a more detailed analysis and audit of the relevant data.

The FTS data was analysed for both funding requested and funding received. Because of the noted data gaps relating to funding received (i.e. funding received is not always reported and therefore may not reflect the full amounts received), the FTS analysis was triangulated against OECD DAC data on funding received for gender, for 2017 only. OECD DAC data is not sortable beyond looking at funding flows to gender in humanitarian aid (i.e. this cannot be broken down further by sector or donor) but it does offer an opportunity to benchmark the total amount of funding received for gender as reported in the FTS.

This analysis was conducted for three of the four country studies. Jordan has a regional response

plan which is not reported to the FTS. However, the UN Women Jordan country team had done a similar analysis trying to track funding flows to gender,

and this is reported in the country study. It should be noted that this analysis is NOT comparable with the other country analyses.

Funding Requested and Funding Received

Funding for women and girls in humanitarian crises can be thought of on three levels:

- **Funding required** – this is an assessment of the total amount of funding that would be required to meet all needs in a humanitarian crisis. In reality, however, this figure is not available. During consultation, organizations consistently fed back that they design programs based on the amount of funding that is being requested under the response plan, and that this is rarely a full representation of everything that is required.
- **Funding requested** – unlike funding required, there are very detailed assessments that underpin the amount of funding requested, based on needs assessments, and the type of programming that is required to meet those needs, within the confines of capacity and likely budget availability in any given year. This value is used to represent the amount of funding needed for programming for women and girls.
- **Funding received** – this is the actual amount of funding committed towards projects under any given humanitarian response plan.

Due to the high level of reliance on the IASC Gender Marker/GAM for tracking funding to gender, an audit of the individual project documents and their associated gender scores was undertaken for each country. The intention was twofold: 1) to verify the applicability of projects to programming for women and girls, highlighting any discrepancies in what is reported by project implementers, and 2) to facilitate a more detailed and accurate assessment of the amount of funding requested for programming for women and girls.

FTS data was audited and reclassified to determine, for each of the country studies (with the exception of Jordan), the amount of funding requested for programming that either **targets** or **tailors** activities to women and girls, as well as the amount of funding received.

This audit was further undertaken once for 2017 and once for 2019:

- 2017 data was analysed because this is the most recent year for which OECD DAC data was available, and this data was important for triangulation on amount of funding received. (Bangladesh is the one exception to this, as the crisis only escalated in August of 2017, and therefore 2018 was assessed to capture a complete year of programming, and could not be triangulated against OECD DAC).
- 2019 data was analysed to allow for an audit of the new GAM, to further verify funding flows to women and girls, and to ascertain how it might be used for better tracking.

Each of these data sets uses different classifications for gender programming. To standardize the language across data sets, the research team reclassified data according to whether it ‘targeted’ or ‘tailored’ programming to women and girls.

Data was audited and recoded to identify projects as follows:

- Projects that “tailor” their activities to women and girls. In other words, the project aims to contribute significantly to outcomes for women and girls. Projects that received a tailored code had to indicate that they not only assessed the specific needs of women and girls, but tailored activities towards those needs, for example by modifying the design of WASH facilities, ensuring that health programs had tailored activities to meet the health needs of women and girls, or by investing in GBV programs that tailored activities differently for boys and girls affected by violence.
- Projects that “target” their activities to women and girls. In other words, the principal purpose of the project is to primarily and explicitly target women and girls with relevant activities. Projects with this code were most often GBV or SRH projects that explicitly targeted women and girls

in their entirety (men and boys could be part of the program, for example in the case of GBV programs that engage men and boys for social norms change). They also included, for example, projects with livelihood activities targeted entirely at the needs of women and girls.

Importantly, these two categories should not be seen as exclusive of each other. For example, a targeted SRH program could be integrated into a wider health program, in which case it would receive a code of 'tailored'. The intention was to adhere to the language and guidance around the existing IASC gender coding, by differentiating between

programs whose principle purpose is to primarily and explicitly target women and girls, and programs that aim to contribute significantly to outcomes for women and girls within a broader set of activities by tailoring activities for women and girls.

Further, projects that do not receive a tailored or targeted code are still benefiting women and girls. They are differentiated in that they target services to men, women, boys and girls but with no indication of tailoring or targeting their services to these different groups.

The corresponding classification across each dataset is presented in Table 1.

TABLE 1:
Summary of Classifications for Each Dataset

FTS Classification - 2018	FTS Classification - 2019	OECD DAC Classification	Re-Classification
2a – Principal	4T/3T – targeted action	Primarily Focused	Targeted
2b - Significant	4M/3M – gender is mainstreamed	Significant	Tailored

2017 Data Analysis

The Gender Marker used in 2017 (2018 in Bangladesh) scores projects according to the following scale:

- 2b: the principle purpose of the project is to advance gender equality.
- 2a: the project has the potential to contribute significantly to gender equality.
- 1: the project has the potential to contribute in some limited way to gender equality.
- 0: no visible potential to contribute to gender equality.

Because this research is specifically focused on funding for women and girls, the research team re-classified projects based on a review of the project report provided on the FTS database. It is important to note that there was not the scope to investigate the detailed project reports for each project, and hence it is possible that details that would further support a Gender Marker score were not incorporated into the analysis.

Projects that were scored as either a 2a or 2b were reviewed and reclassified according to the following criteria:

- 2b: the project **targets** activities specifically to women and girls. In other words, the principal purpose of the project is to primarily and explicitly target women and girls with relevant activities.
- 2a: the project explicitly **tailors** activities to women and girls within a broader project that may also address more generalized needs or the needs of men and boys. In other words, the project aims to contribute significantly to outcomes for women and girls. Projects that indicated tailored or adapted activities for women and girls were included here.

2019 Data Analysis

In 2018, the IASC gender marker was revised to become the GAM. The revised tool assesses projects based on 12 elements called Gender Equality Measures. There are four elements considered during the design phase: gender analysis, tailored activities, participation (beneficiary influence on project decisions) and benefits. In the monitoring phase, the remaining elements are collection and analysis of sex- and age-disaggregated data (SADD), appropriate targeting, protection from GBV, coordination with other sector members and sectors, appropriate feedback channels, transparency, beneficiary satisfaction and awareness of project problems or gaps.

The GAM used in 2019 scores projects on a 0 to 4 scale, with further coding to indicate whether the project is mainstreamed (“M”) or targeted (“T”).

- 4 indicates that the project aims to respond to both gender and age differences.
- 3 indicates that the project is likely to contribute to gender equality, but without attention to age groups (aims to address gender differences).

- 2/1 indicates that the project is unlikely to contribute to gender equality and/or does not address gender.
- A gender mainstreamed project indicates that the project targets everyone, whereas a gender targeted project considers that it responds to “social gendered discrimination and barriers.”

Importantly, the GAM is a process tool – it is intended to ensure that implementing partners consider gender and age throughout the project design and implementation.

Projects were reviewed and re-coded according to the following criteria:

- Projects that primarily and explicitly **target** women and girls with activities (equivalent to a 2b score in the 2017 analysis).
- Projects that indicate **tailored** or adapted activities for women and girls (equivalent to a 2a score in the 2017 analysis).
- Projects that **consider** women, girls, men and boys. These are projects that consider sex disaggregated data in their project design but do not specifically indicate tailored or adapted activities.
- Projects that do not consider gender.

Bellow Somalia Suffers from Worst Drought in Century. © UN Photo/Stuart Price



3

GLOBAL FINDINGS

3.1

Introduction

This section reports on the available evidence at a global level on funding for women and girls in humanitarian crises:

- The amount of funding required – based on a desk review of global studies relating to funding required for specific types of gender targeted programming;
- The amount of funding requested and received – based on existing analysis of both FTS and OECD DAC data; and
- The consequences of the funding gap – based on a desk review of relevant global studies.

3.2

Amount of Funding Required

This section briefly reports on the existing evidence relating to the levels of funding required, for those sectors where data was found. This is an initial review and is not systematic, but provides an initial

overview based on the literature. Data often relates to sector-based funding in a development, rather than a humanitarian context, but may nonetheless provide a useful proxy value.

Levels of Funding Required by Sector

A desk review, complemented by consultation, was used to identify any studies that assess the amount of funding required for programs for gender equality and/or the empowerment of women and girls in a humanitarian context.

The review found no attempts to determine the global funding required for GEEWG in humanitarian action. Of the targeted actions that fall under the GEEWG umbrella, only GBV is beginning to receive this kind of costing attention. This is a significant gap in the literature.

A range of studies have attempted to articulate the number of people affected and the funding required for each of the types of programming for women and girls considered in this study. Table 2 summarizes available evidence. The studies from which these figures are derived are described in greater detail below following the summary

table. In some cases, data was available on the total amount of funding required to meet overall needs (GBV, education, and child protection), while most studies reported on the amount of funding required per person. Data on the number of people affected is specific to humanitarian crises, while the data on funding required is only specific to humanitarian crises for the GBV, education and child protection total estimates. Note that the data on education is for all children, not specifically tailored to girls. All data related to the funding required per person is taken from development programs, though it is reasonable to use this data as a proxy cost for humanitarian crises. However, caution should be used in interpreting these findings as clearly some costs could be significantly higher in humanitarian crises due to the need for a rapid response, often in contexts where insecurity is an issue.

It is very hard to draw any conclusions from this data on the total cost for investing in women and girls in humanitarian: the figures are the best global figures that exist, but costs will be very specific to individual crises and would need to be tailored based on any cost implications within a humanitarian context (e.g. increased security costs, higher cost of getting supplies to humanitarian contexts, etc). Further, there is significant overlap between different sectors; for example, the costs associated with the package of

interventions for adolescent girls include not only life skills but also SRH components. Hence the different categories cannot be added together to come to an overall estimate. Rather the figures are provided as indicative of the overall order of magnitude of funding required. It is also important to note that the figures presented are from studies of different years, and hence the costs would need to be inflated to a common year to be comparable.

Bellow: Gulbahar, 20 Years. © UN Women/Louie Pacardo.



TABLE 2

Global Estimates, Levels of Funding Required by Sector, Summary Table

Sector	Number of people affected (humanitarian crises)	Funding Required – Total Estimate	Funding Required – per person
Gender Equality	206.4 million affected in total		\$97.50-\$165.90
GBV	1-in-5 internally displaced or refugee women have experienced sexual violence 35% of women have experienced physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime	\$661.5 million	
Health – SRH, maternal	35 million women and adolescent girls of reproductive age 4 million pregnant women		\$17 pp (family planning) \$8.5 pp (maternal and newborn health and contraception) \$4.81 pp (Reproductive, Maternal, Newborn and Child Health)
Nutrition	52 million children with wasting 4.2 million with Severe Acute Malnutrition		\$96.58 per child
Adolescent girls – life skills	35 million women and adolescent girls of reproductive age		\$299 per girl
Education	104 million children are out of school	\$8.5 billion per year for 75 million children	\$113 per child (additional to current spend; \$156 per child total)
Child protection	50 million children in need of protection	\$392 million (UNICEF only)	Awareness raising: \$7-\$10 per child PSS: \$40-\$50 per child Case management: \$167-\$2423, average \$800
Economic Empowerment	103 million (50% of the total population affected)		\$47-\$49 per woman

Funding Required for Gender Equality

According to the 2019 Global Humanitarian Assistance report, 206.4 million people were affected by humanitarian crises.¹⁶

A 2015 paper estimates the funding required to achieve the Sustainable Development Goals (SDGs). Rather than estimating the funding required for each SDG, which would involve significant amounts of double counting, the paper proposes an analytical framework for SDG needs assessments that translates the 17 SDGs into eight investment areas.

Gender equality is treated as a cross-cutting area, and lacks detail in the assessment.

The most comprehensive work to cost the SDGs appears to be a 2008 paper to cost Millennium Development Goal (MDG) 3 for gender. Clearly, the analysis covers a wider range of interventions than would be specified for a humanitarian context. The analysis costs gender equality interventions in two categories:

- Interventions to achieve MDG3 not included in an MDG sector, including SRH, gender inequality in employment, women’s political representation, violence against women, and capacity

¹⁶ GHA (2019). “Global Humanitarian Assistance Report 2019”



Above: Girls walk in Balukhali Rohingya Refugee camp February 1, 2018 in Chittagong District, Bangladesh. @UN Women/Allison Joyce

building interventions (strengthening ministries, institutional reform, etc).

- Gender mainstreaming interventions (interventions that promote gender equality but which are captured within other MDG targets), including education, health, rural development, slum dwellers and water and sanitation.

The report estimates the average annual per capita cost of achieving gender equality in five countries (estimates are in 2003 USD): ranging between \$37.24 per person in Bangladesh to \$56.89 in Tanzania. Adjusting these figures to 2017 dollars results in a cost per person in Bangladesh

of \$97.50¹⁷ and in Tanzania of \$165.9¹⁸. The figures represent between 35-49% of total estimated MDG costs, and represent between 9-19% of GDP.¹⁹

17 World Bank data on Consumer Price Index indicates that the CPI in 2003 in Bangladesh was 63, and the 2017 CPI was 165 (the most current year for which data is available), and hence \$37.24 adjusted for Bangladesh inflation is equivalent to \$97.50.

18 World Bank data on Consumer Price Index indicates that the CPI in 2003 in Tanzania was 60, and the 2017 CPI was 175, and hence \$56.89 adjusted for Tanzania inflation is equivalent to \$165.90.

19 Grown, C, C Bahadur, J Handbury and D Elson (2008). "The Financial Requirements of Achieving Gender Equality and Women's Empowerment". In: Buvinic, M, A Morrison, A Ofosu-Amaah and M Sjoblom (2008), "Equality for Women: Where do we stand on Millenium Development Goal 3?" IBRD/World Bank: Washington, DC

Funding Required for GBV

According to UNOCHA, 1-in-5 internally displaced or refugee women have experienced sexual violence.²⁰ 35% of women have experienced physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime, and GBV increases in situations of conflict.²¹

The Ending Sexual and Gender-Based Violence (SGBV) in Humanitarian Crises Conference in Oslo

resulted in a groundbreaking pledge of US\$363 million towards ending SGBV. In conjunction with the conference, it was estimated that the minimum financial resources needed in 2019 for SGBV prevention and response programming in humanitarian contexts would be \$661.5 million.²²

20 <https://www.unocha.org/story/gender-based-violence-closer-look-numbers>

21 UNOCHA. "World Humanitarian Data and Trends 2016."

22 "SGBV Requirements in UN-Coordinated Inter-Agency Humanitarian Plans." Ending Sexual and Gender Based Violence in Humanitarian Crises Conference, May 23-24, 2019 in Oslo, Norway.

Funding Required for Reproductive Health

UNFPA estimates that 35 million women and adolescent girls of reproductive age were in need of humanitarian assistance in 2019²³, and UNFPA targeted over 4 million pregnant women.²⁴

A 2017 study estimates the costs and benefits of fully meeting the contraceptive, maternal, and newborn health care needs of women in developing countries (it is not specific to humanitarian crises). Cost estimates (in 2017 U.S. dollars) include a wide range of both direct and indirect costs. Results are estimated for the numbers of women of reproductive age (15–49) and their newborns needing these services, the levels of services they currently receive, health benefits that accrue from current services and that would accrue from meeting 100% of service needs, and the cost of current services and of fulfilling the unmet need for services.

Fully meeting the needs for both modern contraception and maternal and newborn care would cost \$8.56 per person in developing countries. Investing in both contraceptive and maternal and newborn services together results in significant savings compared with investing in maternal and newborn health care alone.²⁵

23 UNFPA (2019). “Humanitarian Action 2019 Overview”

24 UNFPA (2019). “Humanitarian Action 2019 Overview”

25 Guttmacher Institute (2017). “Adding it Up: Investing in contraception and maternal and newborn health.”

Funding Required for Nutrition

The WHO estimates that, in 2016, 52 million children were affected by wasting²⁷, and UNICEF targeted 4.2 million with treatment for Severe Acute Malnutrition in 2019²⁸

A report by Hoddinott et al estimates the cost of a nutrition intervention, across 17 countries, at \$96.58/child. The costs are calculated for children who receive nutrition interventions up until age

27 WHO (2018) “Global Nutrition Policy Review 2016-2017.”

28 UNICEF (2019) “UNICEF Humanitarian Action for Children.”

A Lancet study estimates the benefits of investing in Reproductive, Maternal, Newborn and Child Health (RMNCH), including six packages of interventions: family planning; maternal and newborn health; malaria; HIV; immunization; and child health, with improved nutrition cross-cutting several of these packages. Costs are estimated based on a wide range of specific program costs as well as wider health systems investments, and thus very comprehensive. On the one hand these costs may be an overestimate for equivalent costs in a humanitarian context, where systems approaches may not be as relevant; while on the other hand they may be an underestimate given the increased costs for targeted interventions when implemented in a humanitarian context. The study estimates an average cost per person across 74 countries at \$4.81, ranging from \$3.58 in South Asia to \$9.95 in Sub Saharan Africa.²⁶ These costs are presented in 2011 USD.

A Copenhagen Consensus report brings together cost estimates from a number of studies to estimate the cost of family planning services in developing countries (not humanitarian specific). Their estimate includes not only supplies and contraceptive commodities, but also programs and systems costs to expand family planning services, and estimates a cost of \$17 per person.

26 Stenberg, K et al (2013). Advancing social and economic development by investing in women’s and children’s health: a new Global Investment Framework. The Lancet.

two, and include a range of interventions that cover both broader development as well as more specific humanitarian interventions, including micro-nutrient supplements, community-based nutrition programs (including management of severe acute malnutrition) and provision of supplementary foods.²⁹

29 Hoddinott, J et al (2013). The economic rationale for investing in stunting reduction. *Maternal and Child Nutrition* (2013), 9 (Suppl. 2), pp. 69–82.

Funding Required for Rights for Adolescent Girls

UNFPA estimates that 35 million women and adolescent girls of reproductive age were in need of humanitarian assistance in 2019.³⁰

A 2012 report on the cost of reaching the most disadvantaged girls³¹ draws on data from Egypt, Ethiopia, Guatemala, Kenya, South Africa and Uganda to estimate the cost of a package of interventions that target disadvantaged girls. The package is different in each country, and not comparable, but each provides a single platform for providing disadvantaged

30 UNFPA (2019). "Humanitarian Action 2019 Overview"

31 Sewall-Menon, Jessica, Judith Bruce, Karen Austrian, Raven Brown, Jennifer Catino, Alejandra Colom, Angel Del Valle, Habtamu Demele, Annabel Erulkar, Kelly Hallman, Eva Roca, and Nadia Zibani. 2012. "The cost of reaching the most disadvantaged girls: Programmatic evidence from Egypt, Ethiopia, Guatemala, Kenya, South Africa, and Uganda." New York: Population Council.

girls with services to meet their unique needs, including a safe space for girls to meet, life and reproductive health skills, financial literacy and assistance with savings.

The study estimates an average cost per girl for each project hour received at \$1.47 (ranging between \$0.29 and \$2.45), with an ideal dose (or hours of participation) of 203.4 hours per girl (ranging between 31 and 576), equating to an average program cost of \$299 per girl. Four of the five programmes have similar activities, including some combination of mentoring, HIV/SRH, life skills and financial education, and cost between \$54 and \$150 per person. A fifth program is a second-chance schooling program including life skills, literacy, sports activities, and a food supplement, and costs an average of \$1,411 per girl.

Funding Required for Education

UNICEF estimates that 104 million children (both boys and girls) who are out of school live in countries affected by emergencies.³²

A 2010 study by the Education Policy Data Center (EPDC) estimates that schools serving marginalized populations globally will require 33% more resources per student on average, compared with more conventional schools, to provide incentives such as school meals and conditional cash transfers as well as programs to attract teachers to rural and remote schools. The study further estimates that meeting global education goals costs on average, per pupil, \$106 for preprimary, \$68 for primary, and \$119 for secondary (2007 US\$). Adding policy measures focused on gender parity, education quality, and reaching the marginalized through supply and demand side interventions would add \$102 to the

estimate for preprimary pupils, \$125 for primary, and \$162 for secondary pupils.³³

More recently, the Overseas Development Institute (ODI) has estimated that the cost of closing the education gap in crisis settings is \$113 per child (or \$8.5 billion per year for an estimated 75 million children who are out of school in crisis settings). Total education costs across affected countries average \$156 per child (with high levels of variability across countries and contexts), with domestic resources on average contributing at least \$43 per child, with a resulting financing gap of \$113 per child. The study also references a 'crisis premium' that builds in between 20-40% additional costs to take into account crisis-specific logistics, security or protection costs.³⁴

32 UNICEF (2018). "A Future Stolen: Young and Out of School."

33 Education and Policy Data Center (EPDC). 2009. Estimating the Costs of Achieving Education for All in Low-income Countries. Background paper prepared for the Education for All Global Monitoring Report 2010: Reaching the Marginalized. EPDC and UNESCO.

34 Nicolai, S., et. al. 2016. Education Cannot Wait: proposing a fund for education in emergencies. London: ODI.

Funding Required for Child Protection

According to UNICEF, 50 million children are displaced and in need of protection.³⁵

As part of UNICEF's Humanitarian Action for Children appeals and the UN coordinated appeals/HRPs, UNICEF required \$392 million for child protection including gender and GBV related programming in 2019. Child protection services include all efforts to prevent and respond to abuse, neglect, exploitation, trauma, child marriage and violence. The child protection work aims to ensure that the protection

³⁵ <https://www.unicefusa.org/mission/emergencies/child-refugees-and-migrants>

of children is central to all other areas of humanitarian programmes, including water, sanitation and hygiene, education and other areas of work by identifying, mitigating and responding to potential dangers to children's safety and wellbeing.

Save the Children estimates that child protection activities cost, on average:

- Awareness raising: \$7-\$10 per child
- PSS: \$40-\$50 per child
- Case management: \$167-\$2423, average \$800³⁶

³⁶ Save the Children (n.d.) "Unprotected: Crisis in humanitarian funding for child protection."

Funding required for Women's Economic Empowerment/Livelihoods

Given that 206.4 million people are affected by humanitarian crises, an estimated 103 million (or 50% of the total population affected), could be estimated as women and girls, the majority of whom are likely to require economic empowerment or livelihood support to rebuild their lives.

A Copenhagen Consensus paper used the 2014 study by Bandiera et al to estimate the full range of costs and benefits for economic opportunities for women. They estimate a cost of between \$47 and \$49 per person (2008 US\$).

3.2

Amount of Funding Requested and Received

The amount of funding requested and received is presented for data reported to FTS. This is then

triangulated against data on the amount of funding requested and received reported to OECD DAC.

FTS Data

The amount of funding requested for specific sectors under humanitarian funding is reflected in FTS as based on the response planning framework. However, FTS only aggregates data by cluster/sector on their publicly available database. It is possible to a certain extent to track global figures for some sectors that are already earmarked for gender programming. All other categories of programming have a range of programs included.

Education, health, nutrition and WASH for example all have components that are gender focused, but these cannot be disaggregated using FTS data at a global level.

Table 3 reports on coverage using both FTS data for 2018, as well as several studies that have specifically gone into the FTS data to unpack funding amounts. More detail on each of these figures is provided following the summary table.

TABLE 3:
Funding Requested, Funding Received, and Coverage

Sector	Funding Requested	Funding Received	Coverage (%)	Funding Gap
GBV – IRC analysis	\$155.9 million (covering 3 years)	\$51.7 million (covering 3 years)	33%	\$104.2 million (covering 3 years)
GBV – FTS 2018 data	\$145.5 million	\$45.6 million	31%	\$99.9 million
Reproductive health - Tanabe et al, 2015	\$4.7 billion (covering 12 years)	\$2.03 billion (covering 12 years)	43%	\$2.7 billion (covering 12 years)
Child protection – FTS 2018	\$163 million	\$81 million	50%	\$82 million

Funding Requested for Protection: GBV and Child Protection

A 2019 IRC/VOICE report analyzed FTS data and found that two thirds of requests for GBV risk mitigation, prevention and response in emergencies between 2016 and 2018 went unfunded: GBV accounted for just 0.12% of the \$41.5 billion allocated for humanitarian response over the three-year period. Funding requested for GBV totaled \$155.9 million and funding allocated was \$51.7 million, leaving a gap of \$104.2 million. The authors of the report analyzed 51 stakeholder surveys from NGOs, international organizations and donor governments; conducted 25 key informant interviews; and reviewed nearly 3,000 individual project sheets and 23 HRP/appeals. By further analyzing the 21 HRPs from 2018 “it was found that 14.9 million women and girls identified as ‘in need’ were not targeted by the humanitarian system for aid. This analysis also allows for the estimate that, with only \$45.8 million reportedly spent on GBV in 2018, each of the 26.5 million women and girls who were targeted for services would have been allocated \$1.76.” Therefore, millions are not being reached and those who are receive resources that are thinly spread.³⁷

It should be kept in mind that though data from FTS and HRPs currently provide the most accurate picture available for funding flows to GBV prevention and response, these numbers are unlikely to represent the full picture of funding allocated for GBV

programming, due to a lack of a systemized method for capturing data across a range of funding flows sitting outside of the UN Coordination process as well as inconsistencies in the data that is reported. Many GBV activities continue to be recorded under the umbrella of “Protection” causing GBV figures to either be inflated in line with the overall Protection budget, or to be hidden under this broad category. Also, data from 23 HRPs from 2016-2018 across eight countries revealed that GBV programming is not consistently incorporated into HRPs, and when it is, it is often at very low numbers.³⁸

The FTS database online breaks down the funding requested and received by sector in countries where a response is activated and a plan/appeal designed, by year. For 2018, the GBV sector requested \$145.5 million across all appeals and response plans and received \$45.6 million, and was thus short \$99.9 million. The Child Protection sector for that same year was \$82 million short, requested \$163 million and receiving \$81 million.³⁹

37 International Rescue Committee (2019). “Where is the Money? How the Humanitarian System is Failing in its Commitments to End Violence Against Women and Girls”, p.16

38 International Rescue Committee (2019). “Where is the Money? How the Humanitarian System is Failing in its Commitments to End Violence Against Women and Girls.” IRC and VOICE. <https://www.rescue.org/sites/default/files/document/3854/wherethemoneyfinalfinal.pdf>
39 <https://fts.unocha.org/appeals/overview/2018/sectors>

Funding Requested for Sexual and Reproductive Health

Tanabe et al. (2015) found that total funding for reproductive health from 2002 to 2013 amounted to \$4.7 billion, of which \$2.03 billion were received, leaving a gap of about \$2.7 billion. The study used FTS data: they extracted health and protection data from every conflict, natural disaster or protracted crisis where a Flash, Consolidated Appeals Process (CAP) or other appeal was launched between 2002 and 2013.⁴⁰ This required an analysis of 11,347 health and protection proposals from 345 emergencies. Of the reproductive health components for 2009-2013 proposals, maternal newborn health comprised the largest proportion of the types of projects appealed (56.4%), followed by reproductive health-related GBV (45.9%), HIV and sexually transmitted infections (37.5%), general reproductive health (26.2%), and family planning (14.9%).⁴¹

⁴⁰ Tanabe, Mihoko, Kristen Schaus, Sonia Rastogi, Sandra Krause and Preeti Patel (2015). "Tracking humanitarian funding for reproductive health: a systematic analysis of health and protection proposals from 2002-2013." *Conflict and Health* 9 (1).

⁴¹ IAWG (2015). "Reproductive Health in the Changing Humanitarian Context: Findings from the IAWG on Reproductive Health in Crises' 2012-2014 Global Evaluation."

In 2012, the Women's Refugee Commission and Save the Children looked at CAP and Flash appeals (2009 -2012) to determine the state of adolescent sexual and reproductive health (ASRH) programming in humanitarian settings. They found that 37 proposals out of the 2,638 health proposals included in 101 total appeals included some element of ASRH. After taking duplication into account, they concluded that less than 3.5% of all health proposals in any given year included ASRH. Among all 37 proposals, only 32% received any funding: seven programs were fully funded and five were partially funded. They also noticed that the number of ASRH proposals were decreasing over time.⁴²

⁴² Tanabe, Mihoko, Jennifer Schlecht and Seema Manohar (2012). "Adolescent Sexual and Reproductive Health Programs in Humanitarian Settings: An In-depth Look at Family Planning Services." Women's Refugee Commission and Save the Children

OECD DAC Data

OECD tracks its funding for all development assistance. Unfortunately, within this, while it is possible to evaluate data for humanitarian assistance, it is not possible to break down funding within humanitarian assistance by sector. The most recent data available (2017) for OECD indicates that \$4.6 billion of humanitarian assistance committed by DAC members to developing countries had a significant focus on gender, whilst \$169 million had a principal focus on gender.⁴³ This combined was equivalent to 25% of the total bilateral allocable humanitarian funding committed of \$18.76 billion. Of the humanitarian funding disbursed by DAC members, \$4.9 billion had a significant focus on gender and \$165 million had a principal focus on gender.

⁴³ Analysis of OECD DAC Data online

This combined was equivalent to 28% of the total bilateral allocable humanitarian gross disbursements of \$18.15 billion.⁴⁴

An OECD survey on Private Philanthropy for Development indicates that philanthropic giving in support of women and girls in developing countries amounted to over USD 3.7 billion on average per year in 2013-2015. This corresponds to 16% of total philanthropic giving. These results are based on a desk study and not on reporting against the DAC Gender Equality Policy Marker (GEM).⁴⁵

⁴⁴ https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER

⁴⁵ OECD DAC Network on Gender Equality (2018). "Aid to Gender Equality and Women's Empowerment: An overview."

Tracking Funding to Women's Organizations

The Grand Bargain includes a commitment to drive more funding directly to local organizations, and data shows that this funding is limited, though “there is a growing normative shift towards more support and more funding for local and national responders.”⁴⁶ According to FTS reported data, in 2017 only about 2.9% of direct funding (US\$603 million) went to national and local responders. National governments received the bulk of it (2.5%); national NGOs received 0.4% and local NGOs received 0.04%. A classification/common definition for local women's organizations does not exist and therefore FTS cannot track funding to local women's organizations.⁴⁷

Within this context, multiple sources have called for further funding and inclusion of women-led organizations in humanitarian contexts.⁴⁸ ⁴⁹ However, there is still work to be done as only six out of eighteen humanitarian country teams (33%) reviewed by UN Women consulted local women's organizations in the 2018 annual humanitarian planning process.⁵⁰ OECD DAC has a purpose code designed for “women's equality organizations and institutions” (15170) that can allow for tracking of funding to women's organizations, but it does not seem to be used when tracking humanitarian aid flows.

46 Metcalfe-Hough, Victoria, Wendy Fenton and Lydia Poole (2019). “Grand Bargain annual independent report 2019.” Humanitarian Policy Group and ODI, p.31

47 <http://devinit.org/wp-content/uploads/2018/06/GHA-Report-2018.pdf>

48 ctionAid (2017). “Promoting localized, women-led approaches to humanitarian responses: a briefing note” <https://www.actionaid.se/media/83124/humanitarian-responses-localisation-1june2017.pdf>

49 International Rescue Committee (2019).

50 Metcalfe-Hough, Victoria, Wendy Fenton and Lydia Poole (2019). “Grand Bargain annual independent report 2019.” Humanitarian Policy Group and ODI.

UN Women serves as the Secretariat for the Women Peace and Humanitarian Fund (WPHF)⁵¹ which is a global partnership and funding mechanism designed to empower local women's organizations in crisis response. “In 2018, WPHF invested \$3.7 million in 24 women's organizations providing humanitarian response in seven countries. Since its inception, WPHF has invested \$10 million in 55 community service organizations working to enhance women's participation in humanitarian action and directly serving 33,000 women.”⁵²

Multiple signatories of the Grand Bargain in 2018 reported investment in GEEWG through local or national systems. For example, “UNDP estimates that 15% of its engagement with local actors was aimed at empowering women and ensuring adequate representation of women in political processes and public administration. The majority of UNFPA's grants and capacity- building efforts on gender equality are directed at local partners, and, together with UN Women, it has been undertaking research on how or to what extent funding for humanitarian interventions that support women and girls is channeled through local and national partners. Sweden reported that all of its funding agreements with strategic partners require an element of capacity-building of local partners which must also have a gender dimension.”⁵³ Despite these efforts, funding to local organizations – particularly women's organizations, remains severely limited.

51 Comprised of Funding Board members (notably UNDP, UNFPA, PBSO, GPAC, ICAN, Ulster University, Women enabled International, Canada, Norway, Germany, and the Netherlands).

52 UN Women (2018). “Empowerment and Accountability for Gender Equality in Humanitarian Action and Crisis Response,” p. 9. https://www.agendaforhumanity.org/sites/default/files/UN%20Women%20Humanitarian%20Action%20Report%202018_o.pdf

53 Metcalfe-Hough et al. (2019), p.26.

3.4

Consequences of the Funding Gap: The Benefits of Action on Women and Girls

To assess the impact of the funding gap for programming for women and girls, the research team first reviewed literature to summarize and quantify the negative effects of humanitarian crises on women, as well as any positive impacts on women and girls as a result of adequate funding (though no research to date has been found in this regard). By outlining the consequences of humanitarian crises on women and girls, it is possible to then begin to assess the costs of such impacts. From here the theory of change develops - that investing in women and girls creates more effective and cost efficient humanitarian outcomes. The focus here is necessarily on quantitative analyses of the return on investment for closing the funding gap for women and girls in humanitarian contexts, because these types of figures play a key role in advocating for

greater investment. **However, the focus on the benefits of action does not preclude the overarching imperative of greater investment for women and girls.** There is a clear need to ensure that funding supports the demand for these lifesaving services.

The majority of evidence on the benefits of action comes from a development context, rather than a humanitarian context (it is noted below where the evidence comes from a humanitarian context). These figures are used as a proxy in the absence of other available data.

The benefits of action are substantial – Benefit to Cost Ratios (BCRs) range between \$1.7 and \$150 of benefit for every \$1 spent on programming for women and girls, with a median value of \$8 for every \$1 spent.

TABLE 4:
The Benefits of Action

Sector	Benefits of action
GBV	<ul style="list-style-type: none"> Estimated annual costs to a survivor of violence and her family at \$227 in Bangladesh, and \$460 in Zambia (Care 2011) BCR of \$11:1 for a policy change in Uganda Investment in mental health/psycho-social services – \$3.3-\$5.7:1
Sexual and Reproductive Health	<ul style="list-style-type: none"> In humanitarian crises, every \$1 spent on contraceptive services saves between \$1.7 and \$4 in maternal and newborn health care costs Investments in RMNCH return \$9:1 globally The cost of adolescent pregnancy as a share of GDP was estimated between 1% (China) and 30% (Uganda) over a girls' lifetime Data for seven Caribbean countries show that the cost of preventing one adolescent pregnancy averages \$17, while the savings of an averted pregnancy would be approximately \$235 per year (BCR of 14:1) A Copenhagen Consensus paper estimates the benefit to cost ratio of family planning at 90:1 to 150:1. For every \$1 million invested in an equity-focused approach towards maternal health, 60% more deaths were averted as compared with a business as usual approach to health.
Nutrition	A global study estimates BCRs from nutrition interventions between \$3.5 and \$47.9 :1
Livelihoods	Investment in economic opportunities for women yields returns of \$5.9-\$7.8:\$1
Adolescent girls – life skills	The return to investing in improving women's access to economic opportunities equates to \$6.2-7.8 in benefits.
Education	Investment in girls' education brings returns of \$4.6-\$5.2:\$1.

Gender-Based Violence

What is the impact of GBV in crisis settings?

Women in disaster and crisis settings are more likely to experience sexual violence:

- More than 70% of women in crisis situations have experienced one or more types of GBV in comparison to 35% of women globally.⁵⁴
- 1 in 5 refugees or displaced women in complex humanitarian settings experience sexual violence.⁵⁵
- In India, 9 out of 10 women affected by the 2004 tsunami had experienced sexual violence within 2 years of the disaster.⁵⁶
- Increased intimate partner violence has been reported after numerous natural disasters including a 300% increase in referrals to a GBV counseling center following cyclones in Vanatu.⁵⁷
- Bangladesh also saw increases in sex trafficking during natural disasters such as floods, droughts, and cyclones.⁵⁸
- A systematic review and meta-analysis by the World Health Organization (WHO) estimates

54 Care (n.d.). "Women and Girls in Emergencies."

55 Vu A. and others, 2014. "The Prevalence of Sexual Violence among Female Refugees in Complex Humanitarian Emergencies: A Systematic Review and Meta-analysis". PLOS Currents Disasters

56 In Double Jeopardy: Plan International. Because I am a Girl: The State of the World's Girls 2013: In Double Jeopardy: Adolescent Girls and Disasters. (Surrey, UK: 2013).

57 CARE. 2015b. CARE Rapid Gender Analysis: Cyclone Pam Vanuatu 2015.

58 In Double Jeopardy: Plan International. Because I am a Girl: The State of the World's Girls 2013: In Double Jeopardy: Adolescent Girls and Disasters. (Surrey, UK: 2013).

the prevalence of mental disorders (depression, anxiety, post-traumatic stress disorder, bipolar disorder, and schizophrenia) in conflict-affected settings at 22.1% at any point in time in the conflict-affected populations assessed. Mild forms of mental disorders are estimated at 13%, moderate forms at 4% and severe forms at 5.1%. The data suggests that the prevalence of depression is higher in women than in men, though the order of magnitude is not provided.⁵⁹ The study shows that there are many more people living with mental disorders in conflict than previously thought.⁶⁰

- Crises also exacerbate the rate of child marriage. After the food crisis in Niger, 64% of adolescent girls were married and 39% had children and the average age of marriage was 14.⁶¹ As a result of the Syrian Crisis, rates of child marriages have increased among adolescent girls in neighboring countries, including but not limited to, Lebanon and Jordan.^{62, 63}

59 Charlson, F., M van Ommeren, A Flaxman, J Cornett, H Whiteford, and S Saxena (2019). "New WHO prevalence estimates of mental disorders in conflict settings: a systematic review and meta-analysis." Lancet 2019; 394: 240–48.

60 <https://www.who.int/news-room/commentaries/detail/mental-health-conditions-in-conflict-situations-are-much-more-widespread-than-we-thought>

61 In Double Jeopardy: Plan International. Because I am a Girl: The State of the World's Girls 2013: In Double Jeopardy: Adolescent Girls and Disasters. (Surrey, UK: 2013)

62 A Study on Early Marriage in Jordan (UNICEF, 2014)

63 New Study: Child Marriage Rising Among Most Vulnerable Syrian Refugees (UNPFA, LAU, SAWA, 2017)

What are the benefits of action?

A review of the costs of inaction for GBV (in progress by UNICEF) has found that the majority of studies come from developed countries, with a lack of data for developing countries. For those studies that are based in developing countries, the vast majority estimate the total cost of violence for the country as a whole (typically as an absolute amount and as a percentage of GDP). A Care study estimated annual

costs to a survivor of violence and her family at \$227 in Bangladesh, and \$460 in Zambia.⁶⁴

A 2013 study estimates the benefits of action in Uganda. The annual cost of domestic violence is estimated using data on the costs of providing health, police, local council and shelter services. The report further estimates the cost of implementing Uganda's Domestic Violence Act, including awareness raising,

64 Care (n.d.) "Counting the Cost: The price society pays for violence against women."

capacity strengthening of service providers, and rehabilitation services. Assuming that this Act could offset domestic violence, this would represent a BCR of 11:1.⁶⁵

A key component of GBV is mental health and psycho-social services. While no studies were found that specifically address the benefits of action in humanitarian crises, a Lancet study estimates the cost of mental health globally. The study calculates treatment costs and health outcomes in 36 countries

65 Kasirye, I (n.d.). "Economic Costs of Domestic Violence in Uganda." UKAID.

between 2016 and 2030, and finds a total net present investment cost to scale up treatment coverage for depression and anxiety disorders of \$147 billion. The expected returns are substantial. Placing an economic value on the increase in healthy life years as well as economic productivity gains leads to a total value of \$709 billion. Across country income groups, resulting benefit to cost ratios range between \$3.3-\$5.7:1.⁶⁶

66 Chisholm D et al (2016). "Scaling-up treatment of depression and anxiety: a global return on investment analysis." *Lancet Psychiatry* 2016;3: 415–24.

Sexual and Reproductive Health

What is the impact on SRH in crisis settings?

In addition to GBV, women also experience poor and sometimes fatal sexual and reproductive health complications during crises.

- In higher conflict zones in Colombia, HIV and AIDS deaths are 3 times higher than the national rate.⁶⁷
- Crises can disrupt sexual and reproductive health services, including access to family planning service regular menstrual hygiene supplies. Girls in disaster settings in Bangladesh reported rashes and urinary tract infections because they were not able to wash their menstrual rags in private, had no place to dry them, or didn't have access to clean water.⁶⁸
- 60% of all preventable maternal deaths in the world take place in conflict, displacement, or disaster settings.⁶⁹
- Maternal deaths are also almost 8 times higher in communities where armed groups are present.⁷⁰
- Due to a lack of services such as health facilities and OBGYN care, being pregnant in a humanitarian crisis is often a life-threatening condition. Every day, more than 500 women and girls in countries with emergency settings die during pregnancy and childbirth.⁷¹
- After crises, reproductive health services can be limited or even non-existent. In Liberia and

Guinea, assisted deliveries decreased by almost 15% post disaster.⁷²

- Pregnancy rates also increase in times of disaster, exacerbating the risks to women. In Haiti, pregnancy rates were 3 times higher in the camps after the earthquake and 66% of the pregnancies were unwanted or unplanned.⁷³
- In Colombia, pregnancies among girls younger than 15 living in conflict-affected areas were double what they are in the other parts of the country.⁷⁴
- 25% to 50 % of maternal deaths in refugee settings are due to complications of unsafe abortions. Family planning services can prevent unintended pregnancies and unsafe abortion.⁷⁵
- Studies show adverse reproductive outcomes following disasters including early pregnancy loss, premature delivery, stillbirths, and infertility.⁷⁶
- The negative effects of disasters on mothers have additional implications for children. In humanitarian crises, 1 child in 7 dies before their 5th birthday.⁷⁷ Children who lose their mother in childbirth often do not survive and those who

67 The State of the World Population 2015. UNFPA

68 In Double Jeopardy: Plan International. Because I am a Girl: The State of the World's Girls 2013: In Double Jeopardy: Adolescent Girls and Disasters. (Surrey, UK: 2013)

69 Global Humanitarian Overview, 2019. UN Office for the Coordination of Humanitarian Affairs.

70 The State of the World Population 2015. UNFPA.

71 The State of the World Population 2019. UNFPA

72 The State of the World Population 2015. UNFPA

73 Klasing, A. M. 2011. "Nobody Remembers Us": Failure to Protect Women's and Girls' Right to Health and Security in Post-Earthquake Haiti. Human Rights Watch.

74 The State of the World Population 2019. UNFPA

75 IAWG on Reproductive Health in Crises, 2012-14 Global Evaluation

76 World Health Organisation, Gender and Health in Disasters, 2002. Available at https://www.who.int/gender/other_health/genderdisasters.pdf

77 Save the Children. 2014. State of the World's Mothers 2014: Saving Mothers and Children in Humanitarian Crises. Westport, CT: Save the Children.

make it through infancy do not often live to age 5.⁷⁸ Older children, often girls, then usually have to drop out of school to adopt a caretaker role.

What are the benefits of action?

UNFPA estimates that, in humanitarian crises, every \$1 spent on contraceptive services saves between \$1.7 and \$4 in maternal and newborn health care costs.⁷⁹

A Lancet study⁸⁰ estimates the benefits of investing in RMNCH, including six packages of interventions: family planning; maternal and newborn health; malaria; HIV; immunization; and child health, with improved nutrition cross-cutting several of these packages. Costs are estimated based on a wide range of specific program costs as well as wider health systems investments, and thus very comprehensive. On the one hand these costs may be an overestimate for equivalent costs in a humanitarian context, where systems approaches may not be as relevant; while on the other hand they may be an underestimate given the increased costs for targeted interventions when implemented in a humanitarian context.

The economic and social benefits estimated include avoided loss of life, improved nutrition and avoided

morbidity, and a reduction in unintended pregnancies, leading to increased labour supply, higher productivity and a lower dependency rate. The study finds that increasing health expenditure for RMNCH by just US\$5 per person per year through 2035 in 74 countries with high child and maternal mortality, could yield up to 9 times that value in economic and social benefits, including by preventing the deaths of 147 million newborns and children and 5 million women, and increasing labour force participation and productivity. The highest benefits from reducing the 74 million unintended pregnancies that occur every year would accrue to the poorest countries with high fertility levels—with GDP increases ranging from 1% across the full sample of countries, to 8% in the 27 countries with high levels of fertility, by 2035.

A study on the cost of adolescent pregnancy⁸¹ analyzed data for 14 countries⁸² and estimates the loss in potential earnings due to lower educational attainment as a result of adolescent pregnancy (girls age 15-24). The estimates do not include the costs incurred to women and child health, psycho-social effects, etc. The cost of adolescent pregnancy as a share of GDP was estimated between 1% (China) and 30% (Uganda) over a girls' lifetime (Table 5 shows the estimated cost of adolescent pregnancy as a % of GDP by country evaluated).

78 Save the Children. 2014. State of the World's Mothers 2014: Saving Mothers and Children in Humanitarian Crises. Westport, CT: Save the Children.

79 UNFPA (2015). "Shelter from the Storm: A transformative agenda for women and girls in a crisis-prone world." The State of the World Population 2015

80 Stenberg, K et al (2013). Advancing social and economic development by investing in women's and children's health: a new Global Investment Framework. The Lancet.

81 Chaaban, J and W Cunningham (2011). "Measuring the Economic Gain of Investing in Girls: The Girl Effect Dividend." The World Bank.

82 Bangladesh, Brazil, Burundi, China, Ethiopia, India, Kenya, Malawi, Nigeria, Paraguay, Senegal, South Africa, Tanzania, Uganda.

TABLE 5:
Total Lifetime Cost of Adolescent Pregnancy by Country

Country	Total Lifetime Cost as a % of GDP
Bangladesh	11%
Brazil	10%
China	1%
Ethiopia	15%
India	12%
Kenya	17%
Malawi	27%
Nigeria	26%
Paraguay	12%
Tanzania	18%
Uganda	30%

A study by Chaaban (2008)⁸³ estimates the cost of youth exclusion across 11 countries in the Middle East (including Jordan, Lebanon, Syria, the West Bank and Gaza, and Yemen), encompassing youth unemployment, youth joblessness, school drop-outs, adolescent pregnancy, and youth migration. The study estimates the average cost per year as well as lifetime costs (in parentheses) of adolescent pregnancy at: \$2,559 (\$86,706) for Jordan; \$2,709 (\$92,104) for Lebanon; \$1,641 (\$68,840) for Syria; and \$601 (\$22,821) for Yemen.

A study in Kenya, Brazil, and India found that delaying adolescent childbearing could have increased economic productivity by US\$3.4, US\$3.5, and US\$7.7 billion dollars, respectively.⁸⁴ Data for seven Caribbean countries show that the cost of preventing one adolescent pregnancy averages \$17, while the savings of an averted pregnancy would be approximately \$235 per year in financial expenditure and economic opportunity costs, not including the cost of lost human capital development and lost income for adolescent mothers and their children.⁸⁵

83 Chaaban, J (2008). "The Costs of Youth Exclusion in the Middle East". Dubai School of Government, Working Paper.

84 UNFPA (2013) "State of World Population: Motherhood in Childhood". United Nations Population Fund: New York.

85 UNFPA, (2007) "Giving Girls Today and Tomorrow: Breaking the Cycle of Adolescent Pregnancy".

A Copenhagen Consensus paper estimates the benefit to cost ratio of family planning at 90:1 to 150:1. These sizeable benefits arise because reductions in fertility and population growth rates result in sustained increases in GDP over several decades, combined with benefits arising from averted maternal and child mortality.⁸⁶ Moreland et al (2010) estimate a cost of \$32 per averted birth.⁸⁷

A UNICEF simulation found that, for every \$1 million invested in an equity-focused approach towards maternal health, 60% more deaths were averted as compared with a business as usual approach to health. This equity-focused approach identified and targeted vulnerable women and girls, by upgrading facilities close to areas that are most vulnerable, massively expanding outreach services and extending cash transfers to mothers, and shifting strongly towards community outreach and greater use of community health workers to reach the most vulnerable. Based on an analysis across four countries (Mali, Niger, Rwanda, and Uganda), the number of deaths averted per \$1 million spent is approximately 75 under the current path, and increases to 125 under an equity focused approach.⁸⁸

86 Kohler, H-P (2012). "Copenhagen Consensus 2012: Challenge Paper on Population Growth".

87 Kohler, H-P (2012). "Copenhagen Consensus 2012: Challenge Paper on Population Growth".

88 UNICEF (2010). "Narrowing the Gaps to Meet the Goals"

Nutrition

What is the impact on nutrition in crisis settings?

Women often suffer more from food insecurity in times of disaster.

- Due to social norms, when food is scarce, women and girls are often the first to go hungry.⁸⁹
- Women and girls are also likely to reduce their food intake as a coping mechanism in favor of other household members.⁹⁰
- Malnutrition and undernourishment can lead to birth complications and food insecurity can lead

89 The State of the World Population 2015. UNFPA

90 In Double Jeopardy: Plan International. Because I am a Girl: The State of the World's Girls 2013: In Double Jeopardy: Adolescent Girls and Disasters. (Surrey, UK: 2013)

to coping mechanisms such as child marriage for girls.

- However, GEEWG programming can improve food security for women. In the Philippines, the prevalence of hunger was 37% lower in households where the women respondents reported high levels of satisfaction with gender programming.⁹¹

What are the benefits of action?

A report by Hoddinott et al. estimates the cost of a nutrition intervention, across 17 countries, at \$96.58/child, as described above. Benefits are

91 The Effect of Gender Equality Programming on Humanitarian Outcomes. Humanitarian Unit UNWomen. New York, 2015.

calculated using evidence on the impact of stunting on long term income. The benefit: cost ratios calculated range from 3.5 (Democratic Republic of the

Congo) to 47.9 (Indonesia); Bangladesh represents the median, with a BCR of 18:1.⁹²

92 Hoddinott, J et al (2013). The economic rationale for investing in stunting reduction. *Maternal and Child Nutrition* (2013), 9 (Suppl. 2), pp. 69–82.

Livelihoods

What is the impact on livelihoods/income generation in crisis settings?

Crises have a detrimental impact on the economy and specifically on the livelihoods of women:

- In 2008, 87% of unmarried women and 100% of married women lost their main source of income when a cyclone hit Myanmar.⁹³
- Disasters and conflict increase the number of female-headed households;⁹⁴ however, many women report not being able to receive assistance or recovery grants because the government only recognizes male-headed households.⁹⁵

93 The Tsunami's Impact on Women. Oxfam Briefing Note, Oxfam International (2005).

94 UNWomen Fact and Figures: Humanitarian Action. Available at <http://www.unwomen.org/en/what-we-do/humanitarian-action/facts-and-figures#notes>

95 When Disaster Strikes: Women's Particular Vulnerabilities and Amazing Strengths. Elizabeth Ferris, Brookings Institute, Keynote to Women's Leadership Lunch November 10, 2010.

- In Jordan, income for female-headed households can be up to one-third lower when compared to male-headed households.⁹⁶
- Women are also more at risk for economic vulnerability as men often migrate when natural disasters hit and women face longer working days. In the face of economic hardship, women often turn to risky and alternative livelihoods. According to UNFPA, the risk of transactional sex increases in crises, particularly where livelihoods are limited.
- The number of women selling sex rose after the earthquake in Haiti and in many humanitarian settings girls participate in "survival sex" for economic opportunity, food, or supplies.⁹⁷

What are the benefits of action?

See below section on adolescent girls which includes data on income generation activities.

96 Women, Work & War: Syrian women and the struggle to survive five years of conflict, CARE International, 2016.

97 In Double Jeopardy: Plan International. Because I am a Girl: The State of the World's Girls 2013: In Double Jeopardy: Adolescent Girls and Disasters. (Surrey, UK: 2013)

Adolescent Girls

What is the impact on adolescent girls in crisis settings?

Adolescent girls are highly vulnerable to GBV in emergencies, as well as issues related to sexual and reproductive health, both of which are described in greater detail in the two corresponding sections above. For example, research undertaken under the What Works program in East Africa⁹⁸ found that:

- A girl's odds of experiencing non-partner sexual violence were three to seven times higher if her village or community had been attacked. Conflict

98 Global Women's Institute at George Washington University (n.d.). "Violence Against Adolescent Girls: Trends and Lessons for East Africa." UKAID, IRC

also contributed to the likelihood that a girl would experience intimate partner violence from a male partner.

- In South Sudan, between 50 and 70% of adolescent girls reported that they did not access any formal service (health, legal, police) after an incident of violence.

What are the benefits of action?

A study by Bandiera et al. (2014) shows that after-school clubs providing both vocational skills in which girls learn how to run a business and life skills in which girls learn about marriage, sex and children has large and positive effects on the

probability that girls engage in self-employment, which translates into higher household expenditures, delayed marriage and childbearing and a decrease in the likelihood that girls have sex against their will.⁹⁹ Copenhagen Consensus uses the data from this study to estimate a benefit to cost ratio. The fixed costs of the program are estimated at \$39.84 per girl, over a four-year period. They estimate the return to investing in improving women's

access to economic opportunities equates to \$6.2-7.8 in benefits.¹⁰⁰

A Copenhagen Consensus paper used the 2014 study by Bandiera et al to estimate the full range of costs and benefits for economic opportunities for women. They estimate a cost of between \$47 and \$49 per person (2008 US\$). Benefits include increases in household expenditure, as well as a reduction in sexual violence and early marriage, and yield a BCR of 3.1 to 3.2. If benefits are assumed to accrue over 4 years, the BCR increases to between 5.9 and 7.8.

99 Bandiera, O., N Buehren, N Burgess, I Rasul and M Sulaiman (2014). "Women's Empowerment in Action: Evidence from a Randomized Control Trial in Africa".

100 Clots Figueras, I (2014). "Benefits and Costs of the Gender Equality Targets for the Post-2015 Development Agenda." Copenhagen Consensus.

Education

What is the impact on education in crisis settings?

While crises disrupt education for all children, girls are more severely impacted.

- Girls in conflict settings are 2.5 times more likely to be out of school than boys. In two conflict-affected African countries, less than half as many girls as boys were enrolled in secondary school.¹⁰¹
- In camps in Kenya, only 38% of primary school students were girls in 2015.¹⁰²
- In general, adolescent girls in conflict zones are 90% more likely to be out of school when compared to girls in other, conflict-free, countries.¹⁰³
- It also impacts overall development as a dollar invested in an additional year of schooling, particularly for girls, generates earnings and health benefits of US\$10 in low-income countries and nearly US\$4 in lower-middle income countries.¹⁰⁴

What are the benefits of action?

Women who receive more years of schooling are likely to marry later, to have children later in life, to participate in income-generating activities, to make better decisions about their own health and their offspring's health and nutrition, and to have higher bargaining power in the household. Returns to education for girls in low-income countries are higher than returns to education for boys, supporting a focus on targeted educational investments to girls.¹⁰⁵ The paper estimates a return of 4.6-5.2 for investment in girls' education. The UN estimates that each year of secondary school boosts girls' eventual wages by 15-25%.¹⁰⁶

101 Global Education Monitoring Report. 2016 Gender Review. Creating Sustainable Futures for All. UNESCO.

102 Global Education Monitoring Report. 2016 Gender Review. Creating Sustainable Futures for All. UNESCO.

103 Humanitarian aid for education: Why it matters and why more is needed. UNESCO, 2015.

104 The Learning Generation: Investing in education for a changing world. Executive Summary. A Report by the International Commission on Financing Global Education Opportunity. <https://report.educationcommission.org/report/>

105 Clots Figueras, I (2014). "Benefits and Costs of the Gender Equality Targets for the Post-2015 Development Agenda." Copenhagen Consensus.

106 Office of the Secretary General's Envoy on Youth. Youth Stats Girls and Women. <https://www.un.org/youthenvoy/wp-content/uploads/2015/06/YouthStatswomenpdf.pdf>

4

COUNTRY CASE STUDY ANALYSIS

4.1

Introduction

Four country case studies complement the global analysis to allow for a more in-depth analysis of funding data for women and girls. Three of the country studies were more comprehensive – namely Bangladesh, Nigeria and Somalia - including a literature review, consultation with a range of relevant stakeholders, detailed primary data analysis, as well as field visits for Bangladesh and Somalia. A country case study was also undertaken for Jordan, though due to ongoing parallel processes in country, this case study was much more high level and only includes a summary of existing analysis conducted by the UN Women Jordan team as well as a literature review.

Each of the four country case studies has a separate report with details of the analysis; summaries are presented here.

4.2

Overview and Context

The country case studies were selected to represent a range of regions, crisis type and length. They were also considered based on whether they were a priority country for the IASC parallel evaluation mentioned previously. The IASC GEEWG accountability framework ranked a large number of countries based on 10 different accountability mechanisms, including for instance whether the HRP supports women's economic empowerment, SRH, GBV, Prevention of Sexual Exploitation and Abuse (PSEA), whether local women's organizations were consulted, whether there is a gender working group or a joint gender analysis, etc. The score given is out of a total of 10. Table 6 summarizes the key criteria for each of the country case studies finally selected, and Box 2 briefly summarizes the context for each country.



Right: Hasina, 21 Years. @UN Women/Allison Joyce

TABLE 6:
Summary of Country Case Studies

Country	Region	Type of Crisis	IASC Priority	Gender Inequality Index	Accountability Framework Score (out of 10)
Bangladesh	Asia	Conflict, Recent	Y	134	N/A
Jordan	MENA	Conflict, Protracted	N	108	4
Nigeria	Africa	Conflict, Protracted	Y	N/A	9
Somalia	Africa	Conflict + Drought, Protracted	Y	N/A	4

Bellow: Somalia Suffers from Severe Drought. @UN Photo/Stuart Price



BOX 2:**Summary of Country Contexts**

Bangladesh: Since August 2017, an estimated 745,000 Rohingya have crossed from Myanmar into Cox's Bazar, Bangladesh, fleeing the systematic discrimination and violence of Myanmar security forces, with over 646,000 women and girls in need of assistance. In Cox's Bazar, many women and girls are not allowed to leave their shelters, which restricts their access to humanitarian services, markets and education. This lack of movement is in place due to both pre-existing gender dynamics that have been exacerbated by the crisis and to shield women and girls from harassment, abduction and sexual violence. Gender based violence, child marriage and limited education for girls are prevalent.

Jordan: The civil war in Syria triggered the largest displacement crisis in the world, with profound repercussions for neighboring countries. Since 2011, millions have crossed the border, primarily into Turkey, Lebanon and Jordan. Syrian refugees account for over 10% of Jordan's total population. 81% of the over 654,000 Syrians officially registered with UNHCR in Jordan live outside of camps, and Jordan hosts the second largest refugee camp in the world, Zaatari. In this context, women and girls face their own distinct set of struggles and vulnerabilities. 30% of Syrian refugee households in Jordan are female headed. Women are more likely to face GBV and Intimate Partner Violence (IPV), early marriage is more common, and the unemployment rate for is much higher for Syrian refugee women than men.

Nigeria: Protracted regionalized armed conflict since 2009 has left 7.1 million people in need of humanitarian assistance in Borno, Adamawa and Yobe states in North-East Nigeria. The crisis is inherently a protection crisis; in the past ten years, 27,000 people have been killed and thousands of women and girls abducted by Boko Haram and related groups. 1.8 million are internally displaced, of which one in four are under age five, and 80% are women and children. Infrastructure damage has been estimated at \$9.2 million and losses at \$8.3 million. 800,000 people are still in areas that are inaccessible to international humanitarian actors.

Somalia: For decades, conflict, insecurity and natural disasters such as droughts, cyclones and floods have made Somalia a difficult and volatile humanitarian crisis. It has one of the largest populations of Internally Displaced Persons (IDPs) in the world, with displacement driven by the conflict with al-Shabab, fear of violence, drought, lack of livelihood opportunities and evictions. Life for women and girls in Somalia is challenging. Somalia ranks fourth lowest for gender equality globally, maternal and infant mortality rates are some of the highest in the world, and early marriage is prevalent. An estimated 91% of women aged 15-49 have undergone Female Genital Mutilation (FGM), which has both short term and long term physiological, sexual and psychological repercussions. GBV is pervasive, dominated by physical assault and IPV. Three out of five children are out of school and boys are often favored over girls. Illiteracy rates among women in IDP communities is 76% and 59% for the non-displaced, compared with 60% for IDP men and 39% for non-displaced men.

4.3 Summary of Findings

Data Audit and Reclassification

As a result of the data audit, and reclassification of the Gender Marker and GAM scores described in the methodology section, much of the data on funding flows to women and girls was recoded. The recoding exercise indicates that existing data reported against the gender markers significantly overstates the amount of funding requested (represented in the following figures) for programs for women and girls.

The data reclassification exercise finds that classifications overstated the amount of funding in 2019 for targeted and tailored programming for women and girls by between 25% and 30%, with between \$237 million and \$275 million of funding that was designated as programming for women and girls reclassified as not having a tailored or targeted focus on women and girls. The data reclassification was not undertaken for the Jordan study, due to the data limitations highlighted previously.

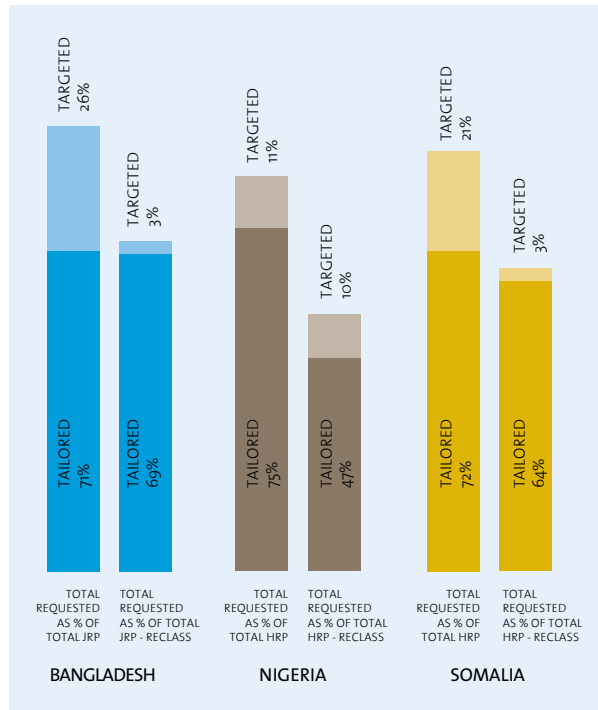
TABLE 7:
Data Reclassification for 2019 - Summary

Country	% funding classified as Targeted/ Tailored	Audited Data	% overstated	Amount funding classified as Targeted/ Tailored	Audited Data	Amount overstated
Bangladesh	98%	72%	26%	\$902m	\$665m	\$237m
Nigeria	87%	57%	30%	\$734m	\$484m	\$250m
Somalia	92%	67%	25%	\$994m	\$719m	\$275m

There are also large discrepancies between the number of projects that completed the GAM online assessment tool to generate a GAM score and GAM reference number, and the scores that are reflected in the FTS:

- Bangladesh – out of 167 projects in 2019, 68% had a valid GAM reference number indicating that they completed the self-assessment tool. Twenty-five projects with a valid GAM reference number made transcription errors when entering their GAM code in FTS, the majority of which upgraded their score during transcription. The remaining projects report a GAM score but did not actually complete the GAM online tool, and hence have subjectively entered a score into FTS.
- Nigeria - out of 184 projects, 23% had a valid GAM reference, while the remainder report a GAM score but did not actually complete the GAM online tool.
- Somalia – out of 353 projects, 41% had a valid GAM reference number.

FIGURE 1:
Data Audit and Reclassification 2019



Funding Flows

Amount of Funding Requested and Received

The amount of funding requested with a focus on women and girls has increased over the past few years in all three countries (Table 8), in line with global increases in humanitarian assistance¹⁰⁷. Both Nigeria and Somalia have seen particularly large increases in the value of projects that have a focus on women and girls.

¹⁰⁷ Global Humanitarian Overview 2020

Bellow: @UNFPA HQ



TABLE 8:
Funding Requested – Total Amounts

Country	Funding Requested 2017/2018	As % of Response Plan	Funding Requested 2019	As % of Response Plan
Bangladesh	\$619m	65%	\$665m	72%
Nigeria	\$370m	35%	\$484m	57%
Somalia	\$602m	40%	\$719m	67%

TABLE 9:
Funding Requested – Targeted Activities

Country	Funding Requested 2017/2018	As % of Response Plan	Funding Requested 2019	As % of Response Plan
Bangladesh	\$32m	3%	\$30m	3%
Nigeria	\$40m	4%	\$85m	10%
Somalia	\$22m	1%	\$29m	3%

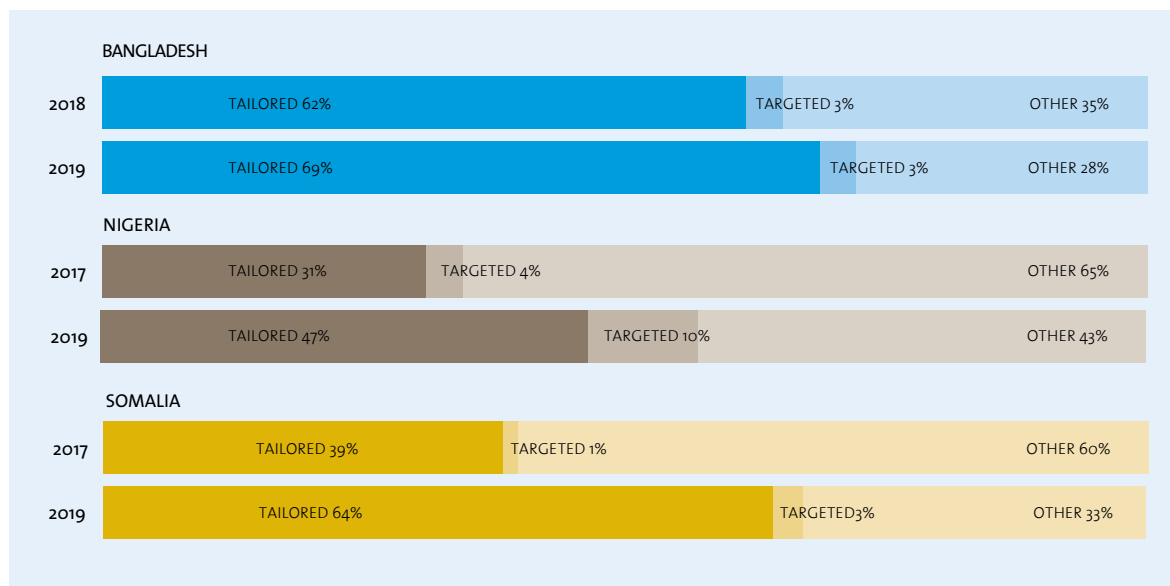
TABLE 10:
Funding Requested – Tailored Activities

Country	Funding Requested 2017/2018	As % of Response Plan	Funding Requested 2019	As % of Response Plan
Bangladesh	\$587m	62%	\$635m	69%
Nigeria	\$330m	31%	\$400m	47%
Somalia	\$581m	39%	\$690m	64%

Nonetheless, the amount of funding requested still falls short of the overall request (Figure 2). While there are programs where a Gender Marker code reflecting tailored or targeted action may not be relevant, and therefore the number of tailored/

targeted programs may not be 100% of the amount requested, the vast majority of programs should be integrating gender across programs, and it is clear from the data that this goal is not yet being met.

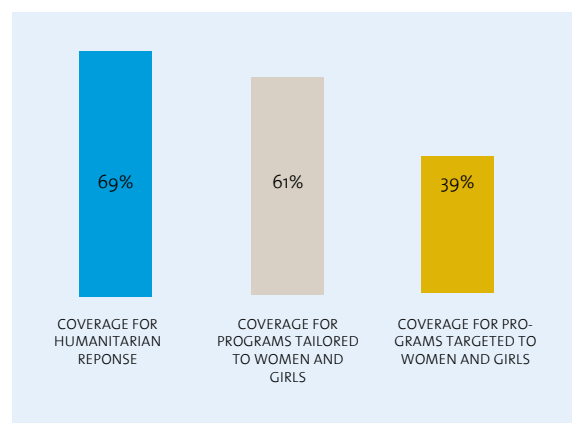
FIGURE 2:
Funding Requested for Women and Girls as % of Humanitarian Response Plan



Further to this, a comparison of the amount of funding received indicates that coverage for programs focused on women and girls is disproportionately underfunded compared to the overall response, especially for targeted programs (Figure 3). Whereas coverage across the three countries for the overall response averaged 69%, funding for tailored programs for women and girls averaged 61% of the total amount requested for women and girls, and funding for targeted programs for women and girls averaged 39% of the total amount requested for women and girls (see Figure 3).

In Jordan, according to OECD DAC data for 2017, coverage for programs focused on gender equality is disproportionately underfunded compared to the overall response. Whereas the overall response was 81% funded, funding coverage for programs with a significant or principal focus on women and girls was 50% funded. The major sectors where funding was approved include health, social protection, and livelihoods. According to the Jordan Response Information System for the Syria Crisis (JORISS), which tracks a different set of data than OECD DAC, \$37 million (2%) of the total amount of funding approved under the Jordan Response Plan (JRP) had a principal/targeted focus on women and girls in 2017, and \$39.7 million (4.5%) had a principal/targeted focus on women and girls in 2018.

FIGURE 3:
Coverage for Programs Tailored and Targeted to Women and Girls, as Compared with Coverage for the Overall Response (2017/18), for the Three Country Case Studies



The combined effect of low levels of funding requested and received signifies a double threat for programming for women and girls – programming that is often life-saving and yet not receiving adequate support. Not only is the amount of funding requested for women and girls falling significantly short of the overall request, but it is then disproportionately underfunded.

FIGURE 4:
Funding Requested and Received for Tailored/Targeted Programming for Women and Girls, as Compared with the Overall Response (2017/18)

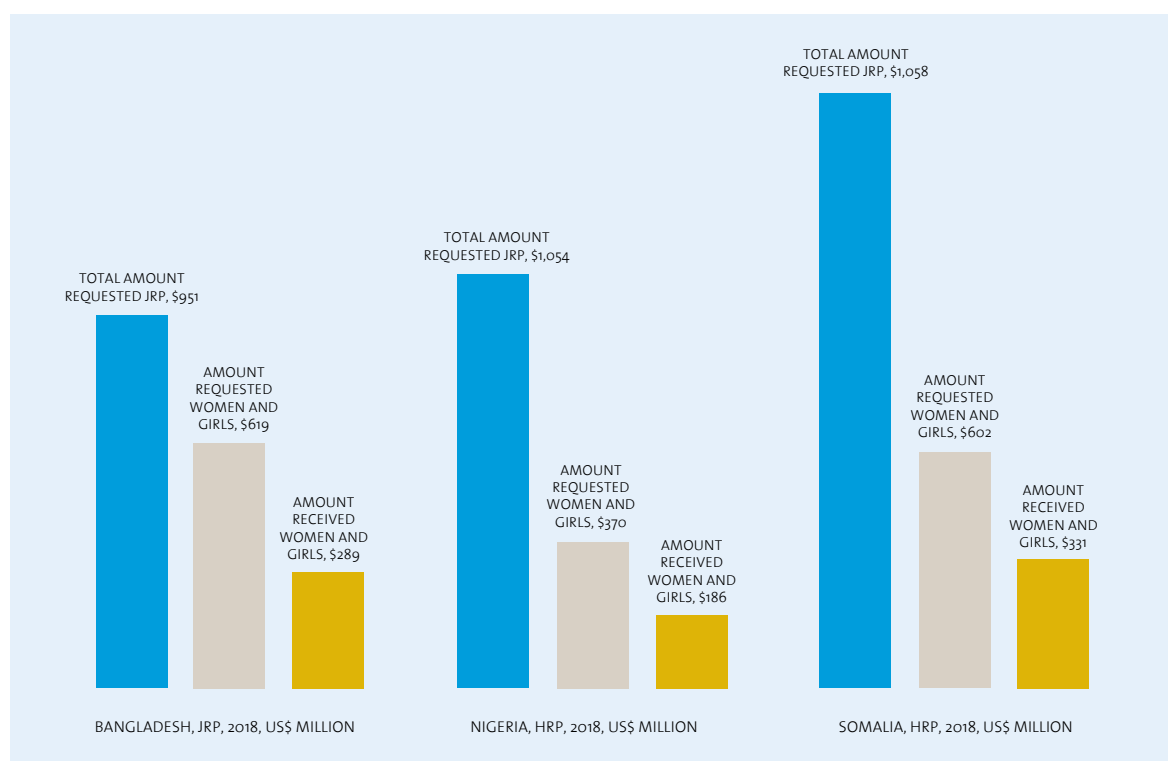


TABLE 11:
Data Summary: Amount of Funding Requested and Received

	Bangladesh (2018)	Nigeria (2017)	Somalia (2017)
JRP/HRP Requested Amount	\$951 million	\$1,054 million	\$1,508 million
Amount Requested for Women and Girls	\$619 million	\$370 million	\$602 million
Funding Requested for Women and Girls as % of Total JRP/HRP	65%	35%	40%
JRP/HRP Received	\$656 million	\$730 million	\$1,038 million
Coverage/Funding Gap for JRP/HRP	69%/31%	69%/31%	69%/31%
Amount Received for Women and Girls	\$289 million	\$186 million	\$331 million
Coverage/Funding Gap for Women and Girls*	54%/46%	57%/43%	69%/31%
Major sectors where funding was requested	Livelihoods, WASH, health/SRH, GBV	Nutrition, livelihoods, health, education, GBV	Nutrition, livelihoods, WASH, SRH, GBV

*Note that this figure is calculated only for those projects that report both funding requested and funding received to control for potential bias due to a lack of reporting on funding received.

**Figures have been rounded



Above: UN Women Executive Director, Phumzile Mlambo-Ngcuka meets with CIC's in charge of camps, Shamimul Huq Pavel, Muhammed Talut, and ASM Obaidullah in Balukhali Rohingya Refugee camp February 1, 2018 in Chittagong district, Bangladesh. @UN Women/Allison Joyce

Benefits of Action

Introduction

When funding falls short of the total amounts required, the impact on women and girls can be significant. In a humanitarian emergency, the initial focus is necessarily on providing access to basic services and durable solutions. However, the consequences of underfunding for gender targeted and gender mainstreamed programming can directly impact the uptake of basic services, as well as wider outcomes for women and girls.

Measuring the human cost of the gap in funding is a complex exercise. The gap in funding is clearly

indicative that the full range and depth of services are not being provided. However, the cost of inaction can only be measured by understanding the impact of a gap in services for women and girls. In other words, a program that is fully funded but does not tailor activities to women and girls may not actually result in positive outcomes for women and girls. Even more so, where funding is only partially provided, the type of programming undertaken with those funds, and the impact of the gap in activities is critical to measure the cost of inaction.

Ongoing Needs

Despite a significant increase in funding, the gaps in programming and impact for women and girls were significant across the board in all countries studied. The following highlights some of the main insights related to gaps in programming and impact provided during the literature review and consultation:

- Targeted programming for women and girls focuses mainly on GBV (given the IASC accountability line on GBV AoR) response and services. A variety of possible reasons for this are highlighted: all three of the in-depth case studies had significant protection needs and hence GBV was a high priority; and GBV services may be viewed as life-saving humanitarian interventions more readily than other types of GEEWG programming. However, the needs remain high and the target for GBV is not yet being met. Further, funding for targeted programming is minimal for other child protection issues such as childhood marriage, FGM and trafficking, and this is a significant gap.
- Social norms and behavior change are consistently cited as critical to making gains for women and girls, but significantly under-resourced. It was not entirely clear whether there is a lack of focus on programming for social norms change, or a lack of funding, and it is likely a combination of the two (i.e. organizations are not requesting enough funding for social norms work and funders are not funding it where it is requested). Importantly, social norms are one of the largest barriers for women accessing basic and lifesaving services, such as health care and WASH facilities. So whilst social norms are seen as a longer term

Benefits of Action

The cost of inaction on programming for women and girls in humanitarian crises is significant. And yet the evidence on the consequences of inaction in the three case studies was very limited, with a paucity of data/analysis on the impact on women and girls. The study instead focused on the wider evidence base on the benefits of action. A raft of studies has shown that the benefits of investing in programming for women and girls consistently outweigh the costs, across a wide range of types of

intervention that does not necessarily fit within the humanitarian mandate of “life saving”, a lack of funding/programming is directly undermining the ability of women to access lifesaving services, and hence directly compromising the effectiveness of the response.

- Programs that require a longer-term focus, and which can bridge the humanitarian-development divide, are under-resourced. This includes education, life skills development, mental health and PSS, access to justice and legal services for GBV survivors, and peacebuilding programming. A specific example from Somalia highlighted the tension between long term investment and the humanitarian mandate. Humanitarian budgets will not fund permanent infrastructure such as a clinic; however, temporary clinics are not secure enough for midwives to stay overnight, and hence women can only access a birth attendant at a clinic during daylight hours, which puts their lives at risk.
- Effective programming in humanitarian crises targeting women and girls should also include activities that deliberately engage women in decision-making and peace processes. However, almost no examples of project documents that consistently targeted women with this kind of deliberate engagement existed (outside of including women in local committees). This research was only able to investigate the projects submitted under the UN coordinated appeal made available through the FTS, and the summary documents for each projected. It is entirely possible that this type of work could be more evident in the full project document, or is taking place outside of the UN appeal.

programming. Corroborating the global evidence review highlighted above, a literature review for each of the country studies found that the benefits of action can be significant.

- In Bangladesh, whilst almost no impact studies have been done in the camps themselves, a significant literature highlights very substantive gains from investing in women and girls across the country. Programming across the full range

of types of interventions – GBV, health, life skills and education – clearly deliver more benefit than they cost. For example, investing in a complete package of services for SRH is estimated to yield benefits up to \$4.5 for every dollar spent; a package of interventions to address nutrition has a return of \$18:1; investment in education to reduce child marriage has a return of \$2:1 and investment in female secondary school assistance has a return of \$3.4:1. Even more so, the cost of inaction could be exceptionally high – for the Government of Bangladesh, the donor community and the affected population. For example, the cost of inaction on gender sensitive latrines, or women’s access to health care, in such a densely populated area, runs the risk of triggering a public health emergency that could have far reaching consequences.

- In Nigeria, ending child marriage could yield \$7.6 billion in additional earnings and productivity for Nigeria, and the cost of violence against children is estimated at \$6.1 billion. Conflict and a lack of investment in education have contributed to high levels of malnutrition in the North East; investment in mitigating conflict would have reduced childhood wasting by 13%. Investing in nutrition programming has a very high estimated benefit to cost ratio for Nigeria, returning \$32 in benefits for every \$1 spent. For the country as a whole, investment in this space would generate \$2.6 billion annually in economic benefits. Investment in women’s groups is estimated to yield benefits ranging from \$2 to \$17 for every dollar spent, through literacy and life skills training, business development and livelihoods initiatives.
- Studies on the benefits of action in Somalia are very limited. Nonetheless, a number of

compelling studies indicate that the benefits of action can be significant. The studies point to several key factors that are determinants of positive outcomes for women and girls. Several studies highlight the key role that social capacities play in positive outcomes – including social capital, self-esteem and empowerment, collective action, education of women, and social norms change. Awareness raising and bursaries are shown to have a strong impact on education of marginalized girls; provision of sanitary kits, solar lamps, construction of girls’ latrines, and girls’ clubs are all shown to have a positive correlation with school attendance and performance. And a study that evaluated a package of interventions to address child health found that the intervention was highly cost effective at \$34/ life year saved.

- Evidence on the benefits of action in Jordan is also relatively limited, but rigorous studies show strong returns to investment in GBV programming, education, and adolescents/PSS. Investments in a package of interventions to reduce violence against refugee girls had a significant and positive range of outcomes, including the likelihood of reporting violence, raised awareness around the impact of violence, greater attention on girls’ achievements, and an increase in girls’ self-confidence. Two 2015 studies found that the losses associated with education for Syrian children amounted to between US\$2.2 and US\$10.7 billion, indicating the potential for significant avoided losses through investment in education. A Mercy Corps program designed to advance adolescents through PSS demonstrated positive outcomes on trust building, access to safe spaces, and higher aspirations and self-confidence.

5

KEY FINDINGS AND RECOMMENDATIONS

5.1

Summary of Key Findings

Findings – Funding Flows to Women and Girls

Across the three country studies, the amount of funding requested for programming for women and girls has increased over the past few years – in some cases quite substantially. For example, in Nigeria and Somalia, funding for women and girls increased by 22% and 27% respectively between 2017 and 2019. This finding indicates positive progress on funding for programming for women and girls. The proportion of funding requested for women and girls in relation to the total amount requested for the humanitarian response also increased, with targeted and tailored programs for women and girls representing an average 47% of the overall response in 2017/18 (ranging between 35% and 65%), and an average 65% of the overall response in 2019 (between 57% and 72%). However, as highlighted in the sections that follow, this evidence should also be viewed alongside changes in impact to ensure that funded programming is resulting in outcomes for women and girls.

Funding for women and girls still falls short of the overall request. Funding for programs that either tailor activities for women and girls, or that directly target women and girls, averaged 65% of the overall response plan in 2019. There are some categories of programming where a targeted or tailored focus on women and girls may not be as relevant – for example, coordination mechanisms. It also must be emphasized that the projects that did not receive a tailored or targeted score are delivering programming to women and girls (i.e. they have both male and female beneficiaries). Rather, they do not show that they are specifically tailoring activities to women and girls. Nevertheless, the majority of the response should have either a tailored or a targeted

focus on women and girls and it is clear that this goal is not yet being met.

Funding for targeted programming is consistently low, rarely exceeding 10% of the total response, which has a direct impact on life-saving interventions for women and girls. While dedicated funding is needed for essential services for women and girls, consultation consistently highlighted that the most effective programming for women and girls takes place when that programming is integrated within other types of programs, in addition to targeted programming.

Further to this, coverage for programming for women and girls (i.e. the amount of funding received compared with that requested) is disproportionately lower as compared with the overall response. In 2018, coverage for all UN-coordinated appeals averaged 61%. By sharp contrast, coverage for GBV globally has averaged 33%, reproductive health 43% and child protection 50%. This gap in funding is echoed in the country studies, where overall coverage averaged 69% in 2017/18, whereas coverage for programming for women and girls averaged 50%. In Jordan, OECD DAC data suggests that funding for gender equality programming is 50% funded compared with 81% for the overall response. This finding clearly corroborates feedback provided during the consultation process, in which it was highlighted that programming for women and girls is often one of the first types of programming to be cut, as it is not seen as “life-saving”.

The combined effect of low levels of funding requested and received signifies a double threat for programming for women and girls – programming

that is often life-saving and yet not receiving adequate support. Not only is the amount of funding requested for women and girls falling significantly short of the overall request – representing an average 65% of the funding for the overall response, but it is then disproportionately underfunded – with coverage of funding averaging 50%.

The benefits of action are sizeable and justify more intensive funding for women and girls. A wide range of studies, both global as well as country specific, indicate very significant returns realized from programming focused on women and girls, across a variety of sectors. There is a clear economic and moral argument that the benefits of action far outweigh the costs, setting a strong imperative for increasing funding to fill the current gap in programming that either targets or tailors activities for women and girls.

The amount of funding available is influenced by a variety of factors, and local context can play a significant role in restricting funding for women and girls, even where this type of funding is a high priority. A lack of funding for programs focused on women and girls does not necessarily indicate a lack of funding requested by program partners nor a lack of funding provided by donors. In all three case studies, local contextual factors are constraining the realization of goals for programming for women and girls. For example, in Bangladesh, government restrictions are preventing programming that works on formal education, economic empowerment, livelihoods, life skills or cash transfers. In Somalia and Nigeria, insecurity means that significant parts of the population, including large numbers of women and girls, cannot be reached with relevant services. Capacity constraints can also limit services for women and girls, particularly in sectors or contexts where female staff are needed to deliver basic services and programming relevant for women and girls.

Evidence of funding for gender transformative programming – i.e. not only improving women’s access to key services, but also helping communities and systems to understand and challenge the social norms that perpetuate inequalities¹⁰⁸ – is lacking. Even more so, programs that are not considered traditionally within the humanitarian remit are in fact critical for delivering basic services as well as

lasting solutions. For example, a common theme across the research is a lack of gendered social norms and behavior change programming. Not seen as “life-saving”, this type of programming often falls outside of a traditional humanitarian remit, and therefore is very hard to get funded within a humanitarian context. And yet, a lack of funding for social norms change can prevent the effective uptake of basic services, and leave women’s and girls’ voices out of the response. In Bangladesh, for example, despite relatively strong levels of funding for service delivery, women face barriers accessing services due to cultural and social norms, and this is directly impacting water quality, open defecation in the homes and associated diseases, and attended delivery of babies. This type of programming requires time, investment and flexible multi-year humanitarian funding, and results are slow to materialize. A focus on short-term, demonstrable impact in a humanitarian response particularly affects gender programming, which can require more qualitative and long-term investment.

Funding to local women’s organizations is significantly lacking. Feedback from local women’s organizations consistently highlighted the significant challenges that they face: often treated as a delivery arm of larger NGOs, they are not consulted on how best to respond to women’s needs and are not engaged in the design and monitoring of programs. Even more so, they are often asked to work in the hardest to reach places, with high levels of insecurity, with small budgets and inconsistent funding flows, and yet this knowledge and expertise is not fed into wider decision making and design of programs. Tracking funding to these organizations was not possible and there is a clear need for mechanisms that can facilitate better tracking.

Comparing findings across countries suggests that prioritization of funding for women and girls requires a consistent focus across the response, alongside targeted life-saving interventions. Bangladesh is the clear leader out of the three case studies with a significantly higher amount of funding requested for women and girls within their JRP. Bangladesh is a protection crisis, and has had a strong focus on gender from the outset, along with significant levels of investment in gender capacity. However, it is critical to also invest in social norms changes and maintain a strong focus on women and girls, not only in the

¹⁰⁸ Definition taken from: <http://evidenceproject.popcouncil.org/technical-areas-and-activities/gender-transformative-approaches/>

humanitarian response but in terms of longer term systemic change. Nigeria— despite being one of the more compliant countries in the IASC Gender Accountability Framework (which measures how well a country is integrating gender across a range of mechanisms, as per the IASC’s Gender Policy’s commitments, standards and designated roles and responsibilities), as well as being tagged as a protection crisis—has significant gaps in programming for women and girls. Consultation in Somalia consistently highlighted the very significant oversight of targeted actions for women and girls across the response. Some suggested that because the crisis has been labelled a food security crisis, and not a

protection crisis, the same level of attention has not been given to women and girls, despite the fact that gender disparities continue to challenge and have an impact on food and nutritional security for women and girls. Security/access as well as strict cultural norms around women and girls were also cited as key barriers. Across all three contexts, it was clear that a strong prioritization of and investment in programming for women and girls is required, and that this pressure needs to be consistently applied across the response, not only for adequate levels of funding but also to ensure that the needs of women and girls are actually being met.

Findings – Mechanisms for Tracking Data

Data and analysis on the amount of funding required for programming for women and girls in humanitarian crises is significantly lacking. While appeal processes coordinate the ‘requirements’ across sectors and clusters for each humanitarian response, these estimates rarely reflect the absolute amount of funding required to respond to needs in full. Rather, they tend to work to a pre-specified amount that is considered achievable for the response. Compounding matters, the amount of funding required for women and girls can be hard to calculate – numbers of those in need are not always apparent (for example in the case of GBV or child protection where people may not come forward), and a good deal of the programming required includes softer measures— such as psychosocial support or the integration of women into decision making activities— that are that not as easily costed as, for example, a water pump or a school. Nonetheless, the lack of analysis to at least attempt to quantify some of the major areas of investment required for women and girls at a global level is notable.

There is a rich source of relevant data that could potentially be harnessed to support better tracking of funding flows for women and girls. No source of data covers the full spectrum of funding or tracking required. However, the FTS does provide one of the more comprehensive sources of funding for humanitarian crises, and incorporates data on gender marker, sources of funding, recipients of funding, etc. The OECD DAC provides a different but corroborating data source that can be used to triangulate

findings. And the IASC GAM presents an excellent starting point for tracking funding.

Funding requested under the UN Coordinated Appeal cannot be calculated at an aggregate level.

The analysis can only be done on a country by country basis, and would then need to be subsequently aggregated. It would be helpful to at least be able to track already earmarked funding flows for relevant sectors – e.g. GBV, protection, and relevant health categories – at a global level for those appeals that have a common planning methodology reported to FTS. There is also a need to track funding from other sources outside of UN Coordinated Appeals, but this type of tracking is complex and is well outside of the scope of this report. On the one hand, given that the UN Coordinated Appeal represents a large amount of the funding going to any crisis, the data presented in this report could be used as a proxy indicator for overall funding to any crisis. However, it is also possible that specific donors, with a strong gender focus, may be providing dedicated funds that target women and girls that would increase the percentage of funds going towards intentional programming.

Existing gender markers do not accurately reflect funding flows.

The reclassification of data for the three countries demonstrates that existing classifications overstated the amount of funding for women and girls by between 25% and 30%, representing on average \$250 million per country that was coded as having a tailored or targeted focus, but which actually was not targeting or tailoring

programming activities for women and girls. A comparison of the GAM database with the FTS database further shows that a majority of projects did not actually complete the GAM online assessment tool but instead self-assessed their scores. Further to this, many of the projects that used the online assessment tool changed their score when transcribing to the projects published in the response plans reported on in the FTS database. It should be emphasized that the updated GAM is not intended to reflect funding for women and girls; rather it is a reflective learning tool to ensure project managers consider critical program elements during design and monitoring. However, it is being interpreted as a score for gender programming, and this is inaccurate in its current state.

Consultation feedback was consistent that new tracking mechanisms should not be introduced; existing mechanisms need to be adjusted to be fit for purpose. Along similar lines, consultation feedback was clear that tracking mechanisms should not result in more segregation of project activities, as this is directly counter to Grand Bargain principles and effective programming. Feedback was consistent across the board that humanitarian actors are

already stretched very thin with the range of reporting that is required of them, and therefore any new mechanism for tracking would fall flat. The clear advice was to work with the existing GAM and other mechanisms to tailor data collection opportunities for tracking funding to women and girls. In addition, large amounts of funding that fall outside of the UN Coordinated Appeals could have significantly higher or lower amounts of funding for women and girls. But there is no systematic mechanism for tracking these funds, and therefore any investment in existing mechanisms should also seek ways to more comprehensively report and track funding for women and girls across funding sources.

Tracking funding needs to be complemented with tracking impact. As highlighted throughout this report, increased levels of funding need to be tracked alongside improved outcomes for women and girls. The analysis presented here analyses the degree to which programs target or tailor activities to women and girls. The degree to which implementing organizations are actually able to realize these activities in the field can often fall short of their intended aims, and can also supersede their intentions. Therefore, ensuring that gains for women are actually realized is also key.

Bellow: A severe drought is threatening famine in Somalia, where the UN estimates 5.5 million people at risk. Young girls line up at a feeding centre in Mogadishu. @UN Photo/Tobin Jones



Recommendations

The recommendations are organized as follows:

- The first set of recommendations focus on critical programming changes that are required to ensure sufficient funding flows and improved outcomes for women and girls, including increased investment to close the funding gap on life-saving programming for women and girls (in line with ERC priorities introduced early 2019 on women’s empowerment including GBV and SRH) (**Recommendation 1**), gender transformative programming around social norms and behavior change especially for long term gains (**Recommendation 2**); ensure that programming involves women and girls in the design and decision making (**Recommendation 3**); and promote a greater role for local women’s organizations alongside a greater role in designing and delivering the response (**Recommendation 4**).
- The second set of recommendations focus on the need for existing data sets to be strengthened and modified to allow for more consistent and complete tracking of data. To this end, **Recommendation 5** focuses on strengthening and modifying the GAM, and **Recommendation 6** provides practical suggestions to facilitate better reporting of data on funding allocated to women and girls via the FTS and the GAM. **Recommendation 7** focuses on the need for greater investment in understanding the consequences of a shortfall in funding on women and girls, and the need for mechanisms that can track impact alongside funding to ensure that improvements in the funding landscape are actually translating into outcomes for women and girls.
- The last set of recommendations focus on building the capacity to use this data effectively for programming and advocacy purposes. **Recommendation 8** suggests the allocation of a dedicated focal point (within IASC Gender Reference Group) who can track and audit data, and then **Recommendation 9** focuses on translating this data into programming, advocacy and transparency purposes. Strengthening of existing systems under the FTS and others needs to also be complemented by greater accessibility, comparability, and analysis of other sources of funding outside of UN Coordinated Appeals. **Recommendation 10** describes some of the

evidence gaps that limit a more complete understanding of the funding required for women and girls, and the benefits of action of filling the funding gap.

Recommendation 1: Increase investment to close the funding gap on programming for women and girls. The data presented clearly indicates a funding gap for tailored and targeted programs for women and girls. The consequence is insufficient life-saving services, including life-saving services, to meet the needs of women and girls. The under-financing of interventions for women and girls is a barrier for GEEWG in humanitarian crises. Several countries, such as Sweden, France and Canada, have announced feminist foreign policies in the last five years, pledging funds specifically to target gender equality, and the findings from this work could be used to build a more sustained and longer term funding profile for women and girls in humanitarian crises.

Recommendation 2: While ensuring funding for essential services for women and girls, gender transformative programming should also receive significant investment. This expansion is critical to build durable solutions as part of the Humanitarian Reform agenda, and to bridge the humanitarian-development divide. Gender transformative work is fundamentally reliant on transforming the norms and behaviors that maintain discriminatory gender roles, and yet social norms work is one of the least funded areas. While these types of activities are not seen as “life-saving” and often fall well outside a short term humanitarian remit, a lack of funding in this space is directly affecting the ability of women and girls to access basic services. Multi-year humanitarian funding to work on gender transformative programming should receive significantly more attention and investment.

Recommendation 3: Programming that intentionally targets women and girls in the design or decision making around humanitarian response should receive significantly more investment. The data presented above clearly indicate progress in funding towards programming for women and girls. However, the majority of data across the three country studies where primary analysis was undertaken showed a strong leaning towards greater integration of tailored and targeted services

towards women and girls. There was next to no indication of women and girls being intentionally included in the design or decision-making processes that underpin projects.

Recommendation 4: Local women’s organizations should receive significantly more funding, alongside a greater role in designing and delivering the response. Local women’s organizations repeatedly described a donor driven process whereby they were seen as service deliverers, rather than active participants in the design of the response. Continued advocacy for women’s organizations to play a key role in program design, driving the response rather than facilitating implementation, with funding flows that match, is critical.

Recommendation 5: Strengthen and modify the GAM. The IASC GAM has been developed, reiterated, and is gaining ground in its consistent use across humanitarian appeals. However, there is significant confusion around what the GAM score indicates. In part, this is because the old Gender Marker focused very much on whether a project had “a significant or principal focus on gender equality”. Hence it was interpreted very much as a “gender score”. However, the newly redesigned GAM introduced a new mechanism entirely. Its intention is to ensure that any project considers gender and age groups in its design and implementation. The “code” is merely a reflection of consistency between indicators, of whether they consider gender and/or age. This means a well-designed project dedicated to strengthening livelihoods of young men will also receive a Code 4. If the disadvantage they face is perceived to be a result of social or gender barriers (e.g. male ex-combatants) the project will also be described as a Code “T” or targeted action.

However, there is significant scope to use specific questions in the GAM online assessment tool, and the codes registered, to create a separate code for projects that are specifically focused on programs that are either targeted or tailored to women and girls, and/or gender equality. Importantly, this would build on the existing GAM data without adding new reporting requirements.

Four key Gender Equality Measures (GEMs) are considered in the design phase of projects: gender analysis, tailored activities, influence on project (or

participation), and benefits. Each of these GEMs is supported by a series of questions. In theory, these questions should allow for an assessment of the extent to which programming considers both gender and age in its design (as the GAM is currently intended) as well as an associated marker that indicates whether the program supports targeted or tailored support for women and girls. However, in practice, the audit found that the questions do not provide a meaningful indication of the degree to which the project is gender focused (see Table 12 for a more detailed discussion of each of the four key GEMs).

“GEM D: Tailored activities” is the most aligned with the work of this report, since in theory it provides an indication of whether specific activities are tailored to different groups. Further, Option 3 – “the proposed assistance is tailored based on social gendered barriers and discrimination” – is used to allocate the project with either an ‘M’ for gender mainstreaming or a ‘T’ for gender targeted activities. However, there is no guidance as to what exactly this phrase means. Amendment and guidance around this particular question could provide an entry point for a score that indicates whether activities are targeted to the specific needs and roles of women, by using a small subset of the existing GAM database.

It is therefore recommended that GEM D is modified to clarify the language, and to allow for the option to indicate whether the proposed assistance is a) tailored to different needs; b) tailored to different needs, roles or dynamics; or c) targeted very specifically to a gender or age group. The subsequent question would then provide an indication of which group is tailored or targeted to, and could then be used to ascertain both the number of projects and level of funding attributed to tailored or targeted activities, as well as being able to sort by projects for women/girls; men/boys; gender non-conforming. Questions regarding projects tailored for women and girls, and those aimed specifically at transforming gender relations are already being revised to enable clear identification and tracking of such projects.

The remaining questions have the potential to add value to the tracking of funding flows, but will require continued strengthening and auditing to ensure that they accurately reflect reality.

TABLE 12:
GEM Code Summary and Commentary

<p>GEM A: Gender Analysis The needs, roles and dynamics of women, girls, boys and men in different age groups are understood.</p>	<p>There is a written needs analysis in the proposal which discusses: (1) needs, roles and dynamics (2) needs (3) no needs analysis</p> <p>The distinct needs of the following gender groups are discussed in the written needs analysis: women, girls, boys, men, diverse gender, gender not specified</p>	<p>The vast majority of the project documents reviewed had a needs assessment that discussed the needs of different groups. However, most often these sections were taken from broader needs assessments (often with the same section repeated across proposals from different organizations) without a clear indication of how the needs assessment was then influencing the program design.</p> <p>Further, almost all projects indicate that all of the groups have been considered, as one would expect, and therefore this particular question does not provide guidance on whether the project tailors or targets women and girls.</p>
<p>GEM D: Tailored Activities Women, girls, boys and men in different age groups get the right resources.</p>	<p>The proposed assistance is tailored based on: needs different needs, roles and dynamics social gendered barriers and discrimination</p> <p>The activities/items are tailored to the distinct needs/ roles/ dynamics/ discrimination of the following gender groups: women, etc</p>	<p>Option 3 – “the proposed assistance is tailored based on social gendered barriers and discrimination” – is used to allocate the project with either an ‘M’ for gender mainstreaming or a ‘T’ for gender targeted activities. However, there is no guidance as to what exactly this phrase means. Amendment and guidance around this particular question could provide an entry point for a score that indicates whether activities are tailored to the needs and roles of women.</p>
<p>GEM G: Influence on Project Women, girls, boys and men in appropriate age groups influence decisions throughout the project.</p>	<p>The proposal outlines how it engages affected people in the following processes of project management: Assessing needs Designing activities delivering assistance reviewing, changing not involved</p> <p>The following gender groups directly influence project management: women, etc</p>	<p>As with the needs assessment, a large number of projects report that they engage affected people in the project. However, this data could indicate any level of engagement, and it’s not clear how systematic or involved affected people actually are. Further, virtually no evidence was found in the project narratives reported to the FTS that indicated clear participation of those involved in a meaningful way.</p>
<p>GEM J: Benefits Women, girls, boys and men in different age groups get different benefits.</p>	<p>The proposal contains at least one indicator that measures distinct benefits of people in need: Indicators measure needs met Indicators measure activities delivered Indicators measure both needs met and activities delivered Indicators unrelated to benefits</p> <p>At least one indicator is disaggregated by the following gender groups: women, etc.</p>	<p>The presence of indicators of benefit is vital, particularly in line with the recommendation coming out of this research to track both funding as well as impact. However, it will be hard to know whether benefits have been actually realized until after implementation.</p>

Recommendation 6: Invest in the FTS and GAM databases to facilitate better reporting of data. As reported previously, the FTS and GAM databases have a number of limitations, and investment in the structure of the databases could allow for much more efficient data input and analysis. Specifically:

- It is not possible to gather aggregated data on funding flows to gender relevant sectors on the FTS. In part, this is because reporting on project documents is different depending on how the response plan is organized (i.e. project based or cluster based) and hence there is an urgent need to harmonize and consistently report data across responses. Further, for those data that are reported using a common format, it is not possible to aggregate across responses. Rather, data has to be analysed by response plan, and then aggregated by hand. Amending of the structure of the database to allow for easy aggregation of statistics, for example for GBV, would save much time and money and ease annual reporting.
- It is also very difficult to link data in FTS on donor and implementing partner, with data on gender marker and funding flows. Again, revision of the structure to allow for linking of these data will greatly facilitate the ability of a wide range of organizations to track funding levels by donor and implementing agency. This will be critical for transparency and will form a core part of the scorecards described in Recommendation 9.
- Build an API (Application Programming Interface) between the GAM database and the FTS. Currently, project implementers have to manually record their GAM reference number and score, and then enter this into their project report which is uploaded to the FTS, leading to many discrepancies in the data.

Recommendation 7: Invest in mechanisms to track impact alongside funding. Tracking funding is a critical starting point, but the impact of a lack of programming for women and girls is critically lacking, and the impact of programming on positive outcomes for women and girls must also be tracked. There is a risk that projects integrate gender into their project design but do not follow through with project activities, due to a lack of realized funding, or other constraints that prevent full implementation of project activities. As clearly indicated by the data presented in this report, programming for women

and girls is more readily cut than other types of programs, and hence there is a very real and present risk that activities for women and girls will not be realized to the same degree. It is therefore critical that a variety of tracking mechanisms are used to measure the impact of programming on women and girls and ensure that ongoing needs are being met.

Recommendation 8: Allocate a dedicated focal point (within IASC Gender Reference Group or other relevant entity) who can track and audit data. There is significant value and potential in existing tracking via the FTS/GAM, but as clearly indicated, until the reporting on the GAM is more systematic and accurate, auditing of reported data is necessary to ensure that the data can be used to full effect. The research team required approximately 5-7 days per country to audit data for a single year. It is therefore entirely feasible that a dedicated staff person could audit and report on data represented in the FTS, presenting scorecards for each response (see recommendation 9). This type of analysis is sorely needed, and will help to strengthen reporting on gender data, as well as track progress across response.

Recommendation 9: Use the data for programming, advocacy and transparency. A variety of potential opportunities for collaboration and dissemination of gender data were identified during research, and there is strong interest from donors to see greater reporting on gender data in humanitarian contexts. A strengthened and revised GAM (Recommendation 5), better reporting of data via the FTS and GAM (Recommendation 6), tracking impact alongside funding (Recommendation 7) and auditing of reported data for each humanitarian response under the UN coordinated appeals (recommendation 8), provide a strong baseline of data that can be used to track progress. As reported previously, it certainly does not cover all humanitarian aid flows, but it provides a concrete building block. Strengthening of existing systems under the FTS and others needs to be complemented by greater accessibility, comparability, and analysis of other sources of funding outside of UN Coordinated Appeals.

- The audited data should be reported in easy to understand, highly digestible formats, such as scorecards for individual crises as well as aggregated data, with scoreboards for donors and implementing organizations that are strongly

engaged on funding projects focused on women and girls, and gender equality. This data can be reported on the UN Women “Women Count” website, as well as via Development Initiatives who present the Global Humanitarian Assistance report each year.

- The data and reporting should be tied into wider monitoring systems, e.g. accountability frameworks, to ensure that they are feeding into broader processes around improving the humanitarian system. They should also be used to support donors and implementing organizations to track funding against commitments.
- The data and reporting should be used by Humanitarian Coordinators to ensure that coverage for programming for women and girls is steadily improved in Humanitarian Response Plans, and that data from Needs Assessments is compared with funding flows for women and girls to identify gaps and ensure that those gaps are filled. For example, these data can be used to help track CERF progress against its priority area to support women and girls, including GBV, reproductive health and empowerment.¹⁰⁹ Current CERF tracking indicates 53.3% of its funding reached women and girls¹¹⁰, and the more detailed audited data can add significant understanding to these types of statistics.

Recommendation 10: Invest in research on funding flows.

This study found numerous gaps in the existing evidence and literature, and commissioned research to fill these gaps is necessary to provide a more complete picture on the funding required, and the consequences of a funding gap. For example:

- While data exists across different reference points and in different countries on the number of women and girls affected by humanitarian crises, and the cost of different types of programming, a robust analysis of the magnitude of funding required to respond to women and girls is needed. This could look at one or two specific sectors, and should go into a level of detail around the different types of needs, and the cost of different packages of interventions that are needed to meet those needs, to present aggregated figures on the funding required.
- The study found very limited research and data on the consequences of the funding gap for interventions for women and girls and the risk of inaction. Further research is needed on how the lack of funding impacts the lives of women and girls in emergencies, including on chronic underfunding for life-saving services.
- The consequences of a lack of funding can be re-framed by looking at the benefits of action to ensure that the funding needs for women and girls are met. There is a strong evidence base, presented above, that articulates some of the benefits of action, and these findings can be very powerful for making the economic case for increased funding flows. However, the country studies found a very significant gap in the literature on the benefits of action for specific crises. At a global level, much of the literature was pulled from the development sphere as a proxy for the magnitude of potential benefits in a humanitarian context. Further research in this area is needed to fill some of these gaps.

¹⁰⁹ https://cerf.un.org/sites/default/files/resources/Priority_Areas_Q_A.pdf

¹¹⁰ CERF Results Report 2019



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