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Funding for gender-relevant humanitarian response

Report

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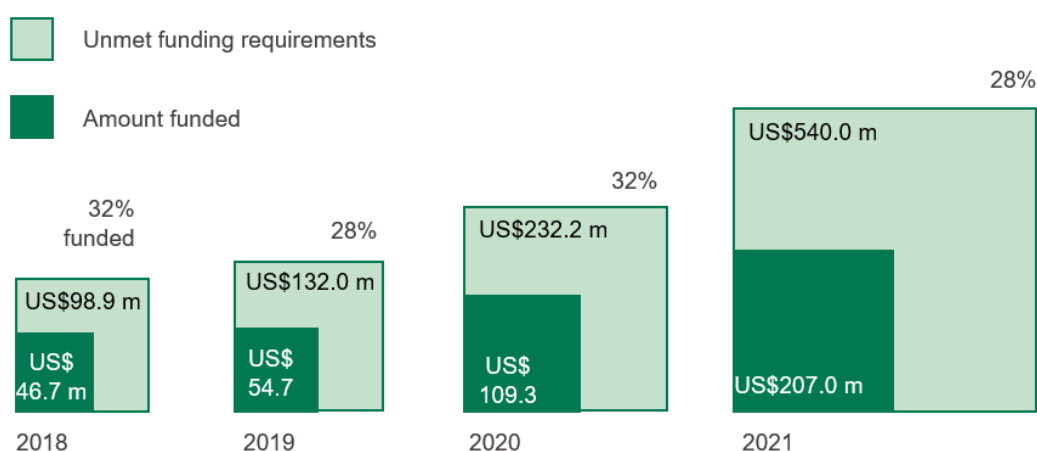
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Executive summary

The needs of women and girls in humanitarian crises, compounded by the Covid-19 crisis, have increased rapidly, setting back progress on gender equality and the empowerment of women and girls. Despite the high profile of gender-related issues within humanitarian policy, and increases in funding for gender equality and to support women and girls in humanitarian crises, **global efforts have fallen short during Covid-19**. This report presents analysis of the latest available data alongside insights from those working in the sector. It shows that current delivery, tracking and reporting of funding for gender equality and the empowerment of women and girls in humanitarian crises does not ensure that the needs of those experiencing crises are fully understood or met, and it reinforces the urgent need for system reform.

Key findings

1. Despite gender-specific funding rising, it is not keeping pace with rapidly increasing needs

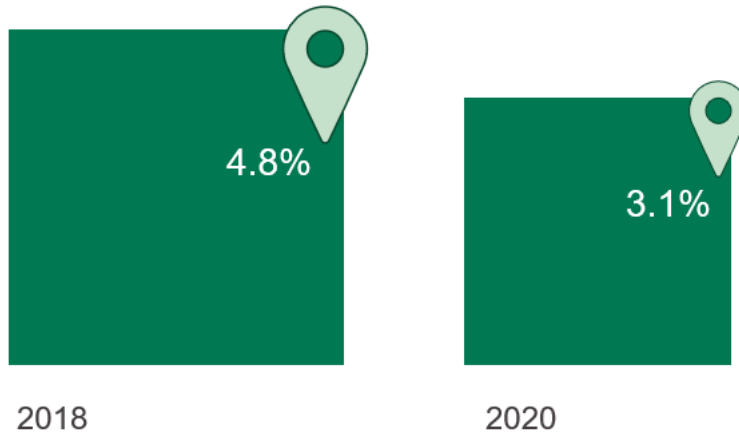


Refer to report Figure 2.4 for source and notes

- Between 2018 and 2021, the volume of gender-specific funding within international humanitarian assistance increased by 108%, while international humanitarian assistance overall flatlined during this time.
- There is a lack of data on the needs of women and girls and how well funded these are. However, gender-based violence (GBV) is an area of response where data allows for better tracking of funding, and here we see consistent underfunding between 2018 and 2021, with only a quarter of funding requirements (28%) met in

2021. This compares with an average for all appeal requirements of 51%. It is likely that other rising gender-related needs are also consistently underfunded.

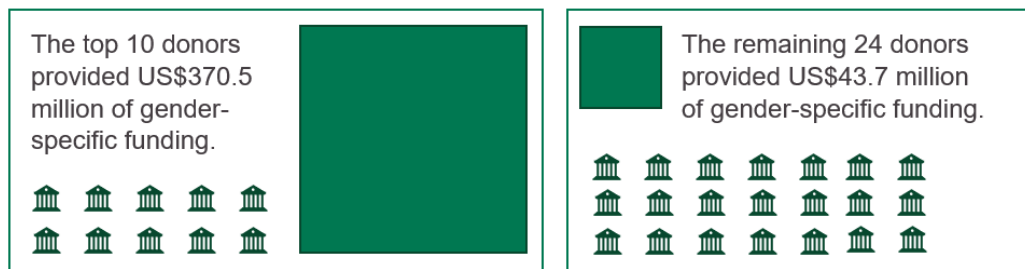
2. Commitments to localise funding have not materialised



Refer to report Figure 2.9 for source and notes

- The proportion of total gender-specific funding directly provided to local and national actors has reduced from 4.8% in 2018 to 3.1% in 2020.
- Feedback from local NGOs reveals a systemic process that excludes smaller NGOs not set up for ‘traditional’ funding processes with heavy bureaucracy and a frustration of local voices missing from decision-making.

3. Overreliance on a small number of donors leaves funding vulnerable

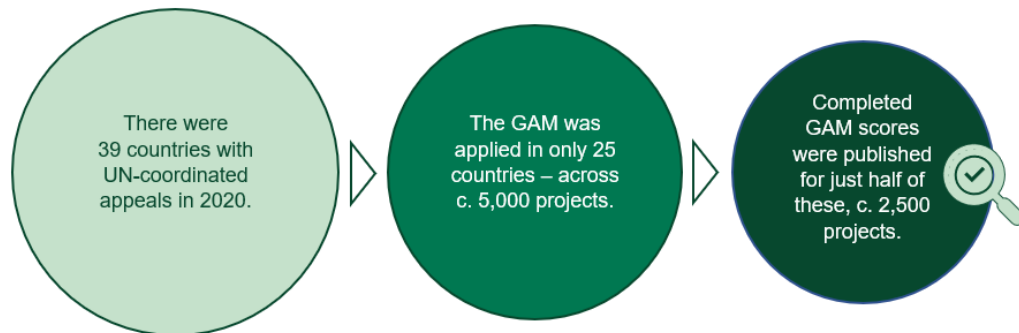


Refer to report Figure 2.5 for source and notes

- Between 2018 and 2021, 87% of gender-specific international humanitarian assistance came from just 10 donors, such that a cut from just one could considerably impact the overall funding pot.
- The burden of meeting gender-related funding needs is not equally shared among an already-small pool of donors. In 2021, three donors provided more than 6% of their total humanitarian assistance for gender-specific programmes, while for the four

largest donors of total international humanitarian assistance, 2% or less of their funding was identifiable as gender specific.

4. Lack of good reporting is preventing donors and other humanitarian actors from meeting the needs of women and girls in crisis



Refer to report Figure 3.1 for source and notes

- It is currently voluntary to report to humanitarian data platforms, and levels of reporting are inconsistent across humanitarian actors.
- There is currently not a standard way of marking gender spending across reporting systems, making tracking complicated and time-consuming.

Recommendations

- **Donors** must protect and sustain current levels of funding and more equally share the burden of providing gender-related funding.
- **Donors** must provide more multi-year and flexible funding and, where possible, more must be given directly to local and national actors.
- **UN agencies and international NGOs (INGOs)** must pass on more funding, including more multi-year and flexible funding, to local women-led and women's rights organisations.
- **All humanitarian actors** should include local women's rights and women-led organisations in coordination, planning and decision-making on gender funding and programming in delivering their commitments to localise funding.
- The International Aid Transparency Initiative (IATI), OECD Development Assistance Committee Creditor Reporting System (CRS) and UN OCHA Financial Tracking Service (FTS) must strengthen gender markers currently available on aid data platforms. This will improve transparency on where gender funding is going, especially gender-mainstreamed funding, and streamline the reporting process to improve service delivery and maximise the impact of limited funds.
- **Donors, UN agencies and INGOs** should consistently report to aid data platforms on gender funding.

All UN member states committed to achieving the Sustainable Development Goals and specifically SDG 5 (achieve gender equality and empower all women and girls), but they risk significant setbacks on progress unless we act on the recommendations made in this report. The way in which funding is delivered is in urgent need of reform as crises continue to manifest and unfold, driving increasing need across the world. Crucially, better tracking of funds ensures that the needs of women and girls and gender equality in humanitarian crises can be supported and that those in need are not being left behind.

Chapter 1: Introduction

This study examines international funding for gender-related humanitarian programming. Based on quantitative analysis of funding data and qualitative research on the factors informing policy and decision-making, the report aims to understand the impact of Covid-19 on gender financing and wider trends in international humanitarian funding for gender-related programming. Specifically, it seeks to answer the following questions:

- How much funding for gender-related programming was provided before and during the Covid-19 pandemic? And how much of this funding specifically targeted gender-related outcomes?
- Has the Covid-19 pandemic resulted in the diversion of funding away from or towards gender-related humanitarian programming?
- Which donors provide the most gender-related humanitarian funding?
- Where, and to whom, is funding for gender-related humanitarian funding channelled? Is more funding reaching local and national actors for gender-related humanitarian programming?
- How can gender-related international humanitarian funding be better reported and tracked?

Background

Over the past decade the need to address the gendered consequences of humanitarian crises has driven a growing body of policy commitments. In 2013, the Call to Action on Protection from Gender-Based Violence in Emergencies launched by a group of like-minded donors focused attention on the high levels of gender-based violence (GBV) in crises and the importance of preventing, rather than just mitigating, it.¹ In 2016, the World Humanitarian Summit agreed a series of commitments to action on universal access to sexual and reproductive health; GBV prevention; gender-responsive humanitarian programming; and compliance with humanitarian policies and frameworks.² While no explicit commitments to funding were made in the Grand Bargain agreed at the World Humanitarian Summit, a Friends of Gender Group comprised of Grand Bargain signatories has sought to mainstream gender equality and women's empowerment across Grand Bargain workstreams.³

Wider global efforts to galvanise action on gender equality and the empowerment of women and girls have gathered momentum since the World Humanitarian Summit, including by G7 members in 2018 in the Whistler Declaration on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action.⁴ There have been subsequent pledges to make gender equality a global priority and to mobilise international resources to prevent GBV and better meet survivors' needs within the Global Compact on Refugees and within the 2019 UN Security Council resolution 2467 on ending sexual violence in conflict. In 2019, UN Office for the Coordination of

Humanitarian Affairs (OCHA) and partners convened the Oslo Conference, its first ever thematic humanitarian conference on GBV. At the conference 21 donors pledged over US\$363 million to GBV prevention and response.⁵

More recently, notable substantive action and further pledges have been made with the onset of the Covid-19 pandemic. These have included, for the first time, UN OCHA providing rapid-response funding for GBV prevention, channelling US\$25 million to 11 countries through the Central Emergency Response Fund (CERF) in 2020. Notably, at least 30% of this assistance had to be channelled through women-led national and local NGOs.⁶ Most recently, in 2021, commitments totalling US\$40 billion were made to resource women's and girls' rights through the Generational Equality Forum, which set a five-year course towards greater gender equality.⁷ The financial pledges were made towards six Action Coalitions and the Women, Peace & Security and Humanitarian Action Compact was agreed.⁸

This body of policy commitments and financial pledges indicate both a growing awareness of the need for more concerted action to promote gender equality and the empowerment of women and girls within humanitarian response and a strong rhetorical commitment to act and provide more financial resources. These commitments have of course been made in the context of an evolving context of humanitarian crises, not least the emergence of the Covid-19 pandemic, which has driven growing need, impacted how assistance can be provided and influenced the funding choices made by humanitarian actors.

Gender, Covid-19 and the growth in humanitarian need

The UN OCHA Global Humanitarian Overview published in December 2021 estimated that a total of 274 million people will require humanitarian assistance and protection across 63 countries in 2022, an extra 39 million compared with the previous year.⁹ The climate crisis, food insecurity and armed conflicts are, among other factors, behind this figure, the highest in decades. In protracted crisis contexts, Covid-19 has acted as an extra layer of disruption, deepening and expanding vulnerability and compounding pre-existing needs among those experiencing humanitarian crisis.

While there has been an increased policy focus on gender equality and the empowerment of women and girls in humanitarian settings, and in particular on GBV, as humanitarian crises have worsened, gender-related needs have continued to grow. Covid-19 has compounded this situation. There have been rising incidences of GBV globally (not just within humanitarian settings) during the Covid-19 crisis – the so-called 'shadow pandemic' of GBV – while progress towards gender equality and the empowerment of women and girls has been reversed. The impacts of the Covid-19 pandemic on women and girls have been widely explored by literature and surveys published in 2020 and 2021 ([Appendix 2: Bibliography](#)) however, only a handful of publications have looked at how these factors manifest in a humanitarian context.¹⁰

Where research has focused on humanitarian settings, a number of impacts of the Covid-19 pandemic are evident. Perhaps most widely reported are the rising protection risks and a worldwide spike in incidences of GBV. In this regard, women and girls living in humanitarian contexts have been particularly affected. An International Rescue Committee (IRC) survey of women from refugee, displaced and post-conflict settings

across Africa found a significant increase in GBV: 73% of respondents observed a rise in intimate partner violence; 51% cited more cases of sexual violence in their communities; and 31% reported incidents of harassment and sexual violence when travelling to water points.¹¹ This IRC study also highlighted limited support for those experiencing GBV with resources channelled to address the health emergency.

Beyond GBV, loss of income and livelihoods and increased food insecurity have especially increased for populations living in humanitarian contexts since the pandemic, with women disproportionately affected. According to UN Women, 435 million women and girls would have experienced extreme poverty in 2021 – that is living on less than US\$1.90 a day – an increase of 47 million on the previous year. The same source estimates that 58% of women worldwide who work in the informal sector lost on average 60% of their income in 2020, making women the main victims of the loss of livelihoods due to the socioeconomic fallout.¹² The 2021 UN Food and Agriculture Organization (FAO) report *The State of Food Insecurity in The World* alerted that the pre-existing gender gap in food insecurity became 10% larger in 2020.¹³

Other research highlights the impact on children and adolescents of school closures and loss of household income to support education, which are driving growing illiteracy rates in crisis settings.¹⁴ Girls have been more severely affected, with gender norms in crisis contexts meaning male students are more likely to continue in their education.¹⁵ With lower levels of school enrolment, girls became more at risk of forced marriages¹⁶ and rising incidences of teenage pregnancy.¹⁷ Finally, it is evident that the pandemic has also reduced access to healthcare¹⁸ while the loss of income noted above has combined with increasing costs of and reduced access to hygiene and sanitary materials.

This report seeks to explore how the increased commitments to action on gender equality and the empowerment of women and girls, alongside the growing levels of gender-related needs in humanitarian settings, have impacted the humanitarian funding provided. The report examines how much funding has been committed for gender-related humanitarian programming, how this funding has been channelled, and how much is therefore reaching local and national actors. It also explores which are the largest donors of gender-related funding.

Box 1.1: Defining gender in the context of humanitarian financing

This study applied the definitions of Development Initiatives' Global Humanitarian Assistance (GHA) Programme.¹⁹ Humanitarian assistance, in the context of financing data, is defined here as the financial resources for humanitarian action spent outside the donor country, based on what donors and organisations reported to one of the main reporting platforms for international humanitarian assistance, the Financial Tracking Service (FTS) of the UN Office for the Coordination of Humanitarian Affairs (OCHA).²⁰

The development of the report methodology was informed by the literature and definitions used by humanitarian and development actors, including definitions by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) gender equality policy marker.²¹ Gender glossaries²² were also consulted, including UN Women's glossary of definitions.²³ This report aligns with the Inter-Agency Standing Committee (IASC) definitions of gender equality, gender mainstreaming and gender-targeted action under the guidelines listed in the IASC Gender Handbook for Humanitarian Action.²⁴

Gender as a concept goes beyond women's issues; it refers to the attributes and relationships about being male and female, which are socially learned and constructed in a specific context and time.²⁵ **Gender equality programming** refers to humanitarian action that "uses robust analysis of the different needs, roles, relationships and experiences of women, girls, men and boys in the assessment, planning, implementation and review of the assistance (including protection)."²⁶ **GBV** is used as "an umbrella term for any harmful act that is perpetrated against a person's will and that is based on power imbalances and socially ascribed (i.e. gender) differences between women, girls, men and boys."²⁷ **Gender mainstreaming**, in the context of gender equality programming, refers to the consideration of needs and vulnerabilities of people affected by crisis, where the impact of policies and programmes on women and men should be considered at every stage of the programme cycle, from planning to implementation and evaluation.²⁸ Notes on the terminology used in the report can be found in Report methodology below and in [Appendix 1: Methodology](#).

Report methodology

This report seeks to provide analysis on international funding for gender-relevant humanitarian programming by developing a new methodology to track this funding at a global level. The analysis draws on funding data from 2018 to 2021 reported to the **UN FTS**.²⁹ It includes GBV funding reported to the **Global Protection Cluster**,³⁰ complemented by a keyword search methodology applied on FTS funding flows. The

keyword search scans financial flow descriptions for key words or phrases in **three languages** (English, French and Spanish) to identify those that are ‘gender relevant’.³¹

The study takes a **broad concept of gender**, focusing on equality and empowerment, and refers to women and girls as well as other gendered impacts of crises, including issues of sexual orientation and gender identity (see [Box 1.1](#) for definitions).

In line with the IASC definitions³², gender-relevant funding is split into that which is:

- **Gender-specific** funding, which has a key focus on addressing gender-related needs and advancing gender equality.
- **Gender-mainstreamed** funding, which seeks to implement programming in a way that is considerate of gender-related needs.

All **GBV funding** under the **Global Protection Cluster** is classified as ‘**gender specific**’ as sectorally it has a key focus on addressing gender-related needs. For flows outside of this cluster, the analysis defines two classifications of keywords: **major** and **minor**. **Major** keywords attempt to pick up flows with a ‘gender-specific’ focus. For example, ‘women empowerment’ and ‘sexual and reproductive health’ are defined as major keywords (or phrases) and thus a flow with one of these in the description would be marked as gender specific. In contrast, **minor** keywords attempt to pick up ‘gender-mainstreamed’ flows that consider differing gender needs in programming, but where gender-related needs are not the key focus. For example, if a flow description contains ‘women and girls’ as standalone (e.g. does not contain ‘men and boys’) it would be classed as a gender-mainstreamed flow.³³ Following classification of flows with major or minor keywords, **the largest identified flows on the FTS (over \$10 million) are checked manually** to ensure they are correctly categorised as ‘specific’ or ‘mainstreamed’.

Funding identified through the keyword search methodology is split into ‘specific’ and ‘mainstreamed’ according to the logic outlined above for major and minor keywords. GBV funding under the Global Protection Cluster is included as gender-specific funding, labelled in the analyses and charts as ‘GBV funding’.

In addition to this quantitative analysis, interviews with 23 experts in gender programming and financing and a literature review of over 100 publications were conducted ([Appendix 2: Bibliography](#)).

The body of this report presents the findings from this analysis of gender-relevant international humanitarian assistance over the period 2018 to 2021. It explores the total volumes of gender-relevant assistance provided. For funding specifically targeting GBV and gender needs, it examines which donors are contributing the most funding, the locations where this funding is being targeted, and which actors are the primary recipients, including the extent to which local and national actors can access this type of resources. Finally, it concludes by examining how gender-relevant humanitarian funding is currently being reported and tracked, and the improvements that could be made to ensure greater transparency.

Box 1.2: Mainstreamed funding

For funding identified as 'mainstreamed', the extent of programme activities specifically focused on gender equality or delivering gender-related outcomes is **unknown** and is **likely to vary** in extent between programmes. For such mainstreamed funding, the volumes referenced in this report indicate the overall budgets of such programmes and not the specific amount of funding necessarily targeting gender.

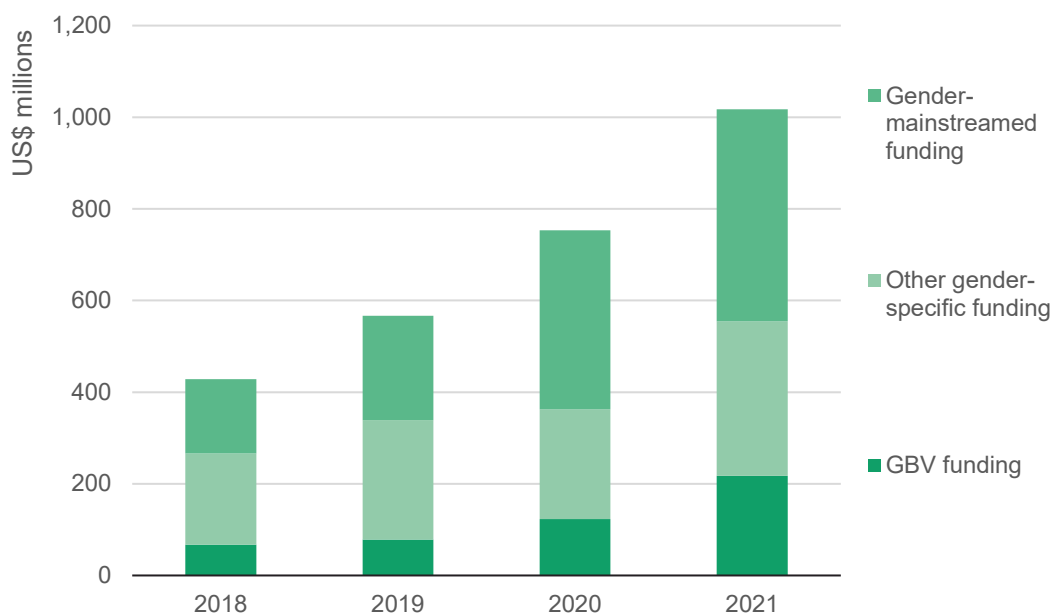
Mainstreamed funding is visualised in the report in the first analysis on total global aggregate volumes of gender-relevant funding. **All subsequent charts illustrate only gender-specific funding**, where a significant proportion of funding was seen as targeting gender-related needs. As for mainstreamed funding, the volume references indicate the overall budgets of projects. While for gender-specific projects a large proportion of funding is expected to target gender issues, it is unlikely that all funding targeted gender issues in every case. Therefore, gender-specific funding is likely to be an over-estimation. Previous case study analysis by UN Women and the United Nations Population Fund (UNFPA) has also pointed to the potential over-reporting of funding for programming supporting women and girls.³⁴ Readers should be aware of the **potential for such over-reporting** to be present in the data analysed for this report. Aggregate volumes are therefore likely to represent the upper range of actual funding.

Chapter 2: Gender-relevant international humanitarian assistance

Total gender-relevant international humanitarian funding

Figure 2.1: Gender-specific international humanitarian funding doubled between 2018 and 2021

Global volumes of gender-relevant international humanitarian funding, 2018–2021, split by GBV, other gender-specific and gender-mainstreamed funding



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. 2021 figures may be incomplete and subject to update. GBV: gender-based violence.

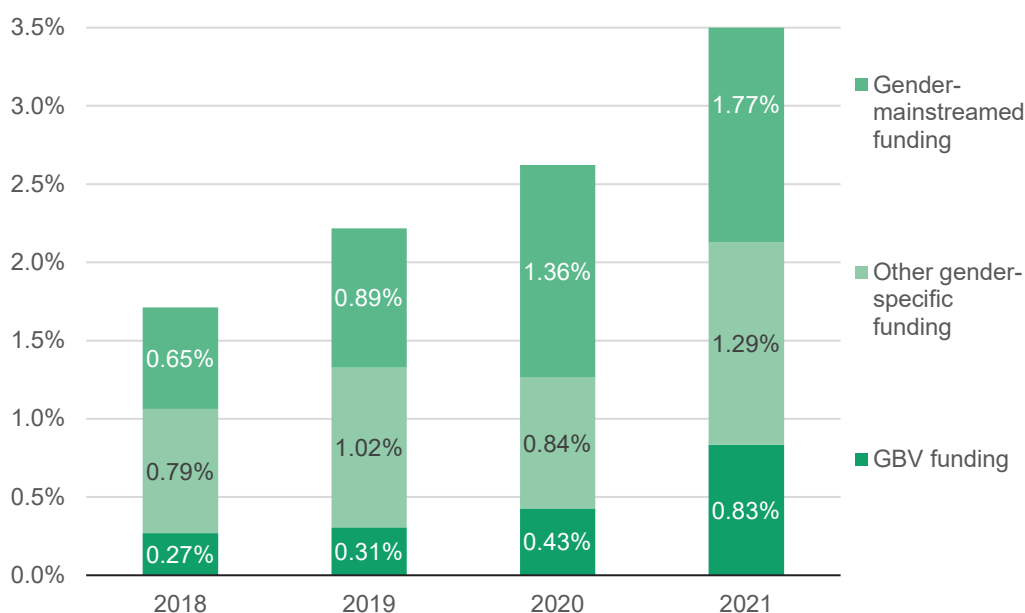
Gender-specific international humanitarian assistance **has grown** significantly since 2018. A number of factors, including improved reporting, may explain the increase in funding evident in the reported data.

- In 2021, a total of US\$555 million of gender-specific international humanitarian assistance was provided. This represents **consistent growth**, with the volume of gender-specific funding more than doubling (a rise of 108%) from US\$266 million in 2018.
- The **pace of growth** in gender-specific funding has **increased between 2020 and 2021**, with funding rising by US\$192 million (53% growth).
- Most gender-specific international humanitarian assistance (85%) is being channelled to **countries experiencing protracted crisis**,³⁵ where humanitarian need has been consistently high for a number of years.
- In addition to this gender-specific funding, other gender-relevant funding is being provided through programmes where gender is included as a mainstreamed component. In 2021, these programmes totalled US\$462 million, though the proportion of this funding allocated to gender-related interventions is not known and will vary between programmes.
- Overall, programmes totalling US\$1,017 million included some degree of gender-relevant international humanitarian assistance in 2021, **more than twice the volume reported in 2018** (US\$429 million).

Behind these aggregate figures there are some large individual funding allocations. The single largest funding flow in 2021 was from the United States' Bureau of Population, Refugees and Migration (BPRM), which contributed over US\$100 million through cash-based programming that was seen as gender-relevant towards the regional Syrian refugee response.

Figure 2.2: Despite increases between 2018 and 2021, gender-relevant funding remains a very small proportion of total international humanitarian assistance

Proportion of gender-relevant funding out of total international humanitarian assistance, 2018–2021



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. 2021 figures may be incomplete and subject to update. GBV: gender-based violence.

Volumes of gender-specific international humanitarian assistance have increased more quickly than total international humanitarian assistance, with the proportion of total assistance provided that was gender specific growing rapidly between 2018 and 2021.

- Between 2018 and 2021, **total international humanitarian assistance** from governments and EU institutions³⁶ reported to the UN OCHA's FTS **increased by 4%**. This compares to growth in total gender-specific humanitarian assistance over the same period of 108%.
- Gender-specific funding has grown year on year between 2018 and 2021, despite total international humanitarian assistance decreasing by 9% between 2020 and 2021, according to data reported to UN OCHA's FTS.³⁷
- Including the value of programmes within which elements of gender have been **mainstreamed** to a greater or lesser extent, the **total gender-relevant assistance grew by 137%**.

While the total volume of gender-specific humanitarian assistance has grown, in 2021 it still accounted for a small proportion of total international humanitarian assistance.

- With increasing volumes of gender-specific assistance provided, the proportion of total assistance that was **gender-specific has risen from 1.1% in 2018 to 2.1% in 2021**.
- Within gender-specific funding, **GBV funding represents an increasing but very small proportion of total assistance**, growing from 0.27% in 2018 to 0.43% in 2020. In 2021, the share of GBV funding doubled to 0.83%.
- Between 2018 and 2021, gender-specific funding accounted for a decreasing share of total funding identified as gender-relevant, falling from 62% in 2018 to 55% in 2021, having dipped to a low of 48% in 2020.

A number of factors may be behind the overall growth in gender-specific humanitarian assistance evident in the reported UN OCHA FTS data. As described above, promoting gender equality in humanitarian responses has received increasing attention in policy discussions, resulting in rhetorical and pledged commitments of greater financing. Issues of GBV have received particular attention, driven in part by their prioritisation by former UN Emergency Relief Coordinator, Mark Lowcock, who sent a personal message to all UN Resident and Humanitarian Coordinators in late 2019 declaring that tackling GBV was one of his top four priority areas. The growth in gender-specific funding suggested by our analysis may also in part be explained by increased reporting of gender-relevant projects, with the increased profile of GBV and gender in humanitarian responses encouraging reporters to capture gender-related responses more regularly in the data and project descriptions they provide to UN OCHA's FTS.

Despite the increased profile of gender-related issues within humanitarian policy and the rising financial commitments to advance gender equality and women's economic empowerment, **global efforts to protect women and girls in emergencies are perceived by many to have fallen short during Covid-19**. Key informant interviews concurred that the response to the Covid-19 pandemic demonstrated, once again, how difficult it is to mobilise humanitarian funding for gender-related needs. A UN representative stressed that the Global Humanitarian Response Plan (GHRP) to Covid-19 was 'gender blind' at the time it was launched, meaning it had a narrow focus on protection and GBV³⁸, although this was acknowledged to have improved as the response developed. The UN representative elaborated that the original GHRP failed to consider women's vital community mobilisation role, the specific impacts on women's economic situation and also failed to consult with women representatives on their specific needs. A donor representative with expertise on GBV admitted that it was harder to advocate internally for GBV prevention during Covid-19 as it was not perceived as life-saving aid by some policymakers, despite recognition of the GBV shadow pandemic. The lack of sufficient prioritisation and consequent action on GBV within humanitarian responses spurred more than 500 actors (donors and NGOs) to write to the then UN Emergency Relief Coordinator, Mark Lowcock, in June 2020 to call for more funding for GBV in the Covid-19 Global Humanitarian Response Plan. This action speaks to the underlying challenge of prioritising gender in humanitarian responses, a difficulty well covered in the literature on gender financing, which points to the need to constantly present evidence to make a case for the importance of gender-related funding in emergency responses.

Funding diverted away from gender-relevant responses

The available data on gender-relevant programming allows for aggregate analysis of the volumes of funding allocated. However, from the available data it is not possible to see where funding may have been cut or re-allocated away from gender-relevant interventions, or where the original intent of a programme to improve gender equality or empower women and girls may have been diluted. In the absence of this quantitative data, perspectives drawn from key informant interviews found a common perception that resources for GBV and broader gender-relevant programming were diverted to respond to other needs arising from the Covid-19 pandemic. As research by UN Women and UNFPA concluded: “feedback provided during the consultation process... highlighted that programming for women and girls is often one of the first types of programming to be cut”.³⁹ Findings from a 2021 survey of women’s rights organisations conducted by Oxfam concurred, noting that these frontline organisations were often the first to suffer cuts to funding during the Covid-19 pandemic.⁴⁰ An INGO gender expert interviewed for this study stated “What we saw was a diversion of funds towards COVID. Particularly [when] looking at some of the longer-term programming on eliminating child and early marriage or sexual and reproductive health rights, [these] shifted towards the emergency response.” In other cases, funding was delivered to meet the needs of women and girls, but its gender-specific impact was considered less. “Many of them got funding diverted. You were going to do some women improvement activities, [but instead] you take this money and you buy masks and gel – which is health, and is okay, but it’s not the same impact on women’s lives and changing the social dynamics”, stated one interviewee.

According to interviewees for this study, the best chance for gender-related projects – whether targeted or mainstreamed – to survive diversion or cancelling during the pandemic was to already have integrated a gender component before the pandemic arrived. UNICEF’s cash programmes, for instance, integrated gender and GBV into humanitarian cash and social protection activities before Covid-19, so their cash social protection activities were more likely to remain relevant to their original purpose in 2020 and 2021, despite the rising needs of the health emergency. In the words of a gender programming expert “in the work we’ve been doing around shock-responsive social protection in the context of Covid, one of the key things that is being said is that [before the] pandemic if a social protection programme or system didn’t have a strong gender element to it, it was really unlikely that in the [new] context (...) it would then have a new gender-responsive component or a very strong gender component”.

Funding flexibility

Consistent with findings on wider humanitarian responses not focused on gender-related issues, many interviewees highlighted the importance of receiving flexible, lightly earmarked funding (with no, or only limited, restrictions on use, for instance, for a particular strategic theme or within a geographic region) to enable appropriate and timely responses. This was considered particularly important in the context of a fast-evolving emergency. In this regard, guidance on funding flexibility developed by the Inter-Agency Standing Committee was highlighted as an important resource to inform practice.⁴¹ The importance of the ‘quality’ of funding, in terms of duration, predictability and flexibility, were highlighted in relation to funding reaching local and national actors, explored in more detail in the sub-section [Gender-specific funding for local and national organisations](#). Similarly, the use of cash-based and voucher assistance was repeatedly

mentioned by interviewees as the most efficient mechanism to deliver assistance for women in the context of lockdowns.⁴² See Box 2.1 and Box 2.2 for examples of good practice in delivering gender-relevant funding and programming.

Box 2.1: Good practice in delivering gender-relevant funding

Rapid-reaction, gender-focused funds were mentioned by our key informants as the most effective mechanisms to tackle the rise in gender needs during Covid-19. One example of this was the Global Resilience Fund for Girls and Young Women, a partnership between women's funds, private foundations, NGOs, multilaterals and bilateral agencies, which provided flexible rapid response grants of up to US\$5,000 to resource girls' and young women's activism through the crisis.⁴³ The UN Trust Fund to Eliminate Violence against Women also funded activities that offered core support to women's organisations and created a new GBV-focused funding window for the Covid-19 response.⁴⁴ Additionally, Mama Cash, an international women's fund, established the Recovery & Resilience Fund to boost their existing partner grants. This was funded through budget reallocations and donor support.⁴⁵ While examples of good practice, these initiatives account for a very small proportion of total funding.

Box 2.2: Promoting collaboration in gender-relevant programming

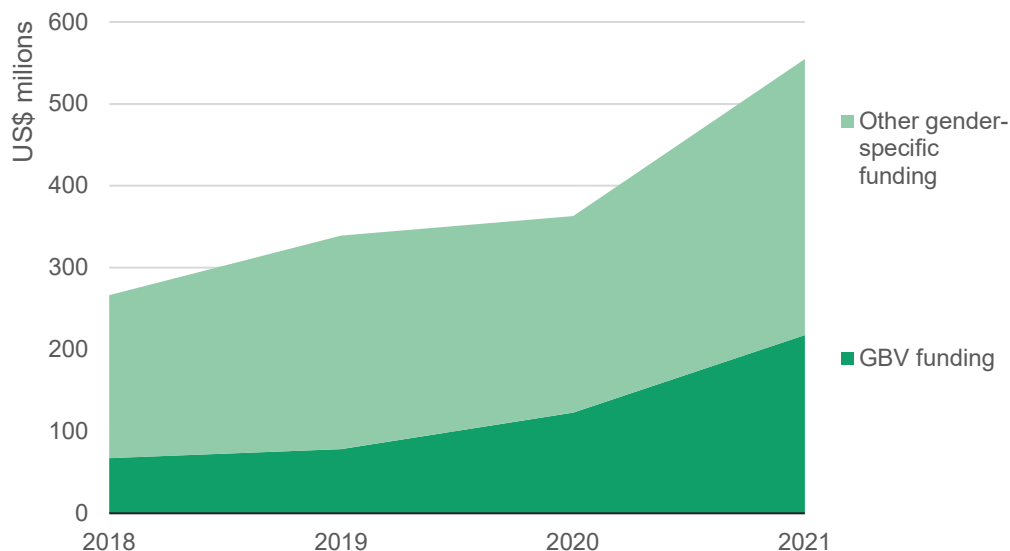
The pandemic provided opportunities for greater collaboration around improving gender programming and addressing knowledge gaps.⁴⁶ One example was the creation of a helpline platform called SPACE, which provided online expert advice on social protection in response to the Covid-19 crisis, funded by the UK, Germany and Australia. One of its members highlighted the opportunity of having some of the best gender experts working together virtually in the context of Covid-19 and how it was an initiative that helped donors navigate difficult decisions about whether to expand coverage or to improve existing programmes, for example around cash transfers, and to consider the gender implications of these decisions. Having a strong cohort of gender and social inclusion experts allowed the team to provide expert support to mainstream gender issues around the response in over 40 countries.

The United Nations Development Programme (UNDP) and UN Women's Global Gender Response Tracker, which monitors responses taken by governments worldwide to tackle the pandemic, also created national gender taskforces worldwide to promote accountability around gender policy.⁴⁷ While a positive initiative, on average only 24% of the participants were women.⁴⁸

Humanitarian funding for GBV prevention and response

Figure 2.3: Humanitarian GBV funding more than tripled between 2018 and 2021

Humanitarian GBV funding and all other gender-specific funding, 2018–2021



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

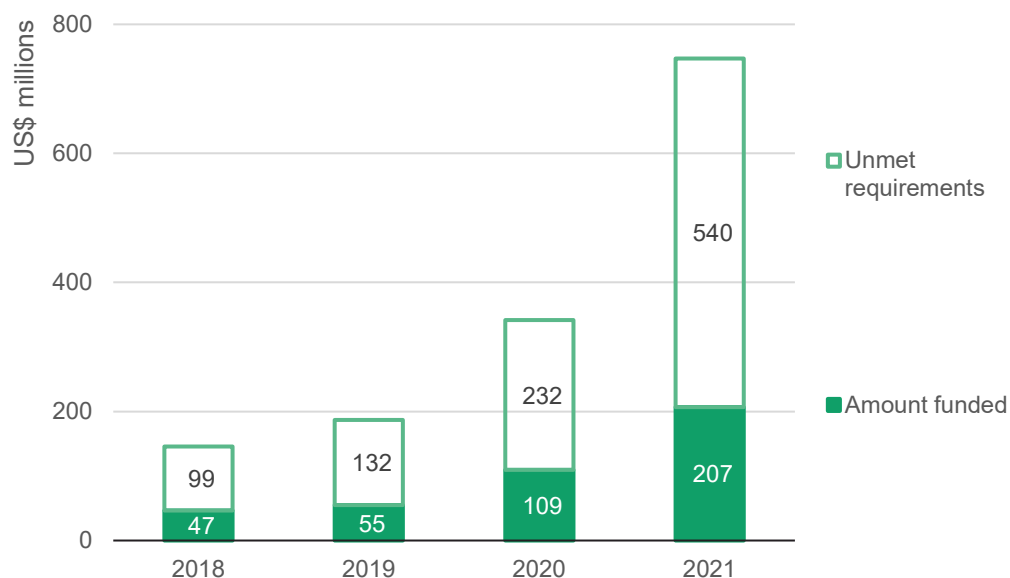
Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. 2021 figures may be incomplete and are subject to update. GBV funding figures may differ slightly from those reported on the FTS website as these include funding outside appeals while the FTS only accounts for flows within a humanitarian response plan. GBV: gender-based violence.

GBV is one Area of Responsibility (AoR) under the Global Protection Cluster, focusing on efforts to prevent, mitigate risk and respond to all forms of GBV in humanitarian responses.⁴⁹ As discussed above, one of the impacts of the Covid-19 pandemic has been a significant increase in the prevalence rates of GBV. Analysis of funding for GBV indicates that **more assistance has been reported as allocated to GBV responses, but that funding has not kept pace with increasing needs.**

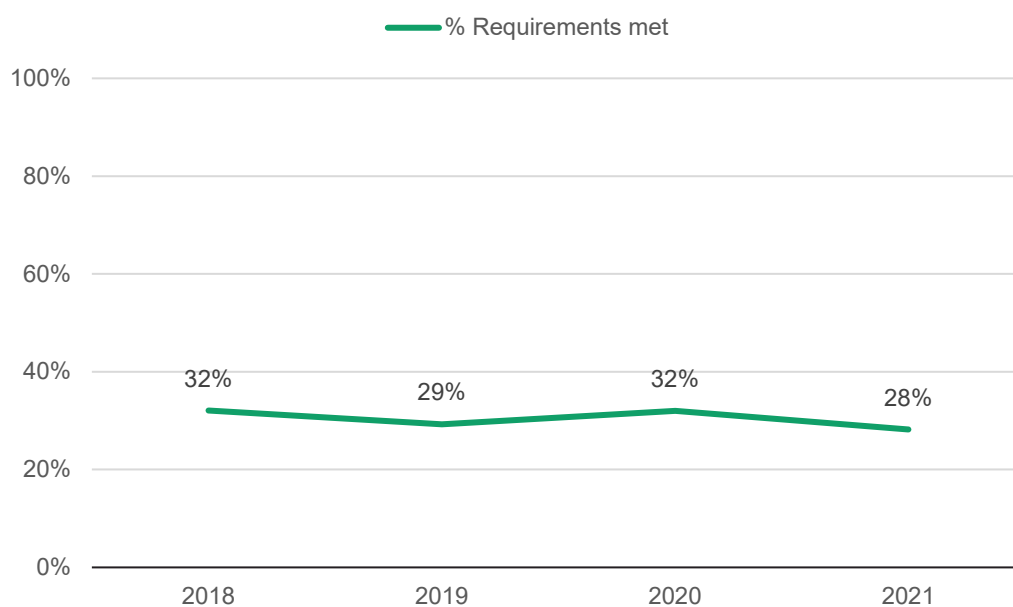
- Total international humanitarian assistance for GBV reported under the Global Protection Cluster has **more than tripled** between 2018 and 2021, rising from US\$67 million to US\$218 million.
- The **increases in GBV funding have outpaced rises in other gender-specific funding**, which in comparison grew by just over two-thirds (69%) over the same period.
- The pace of growth in GBV funding has increased between 2018 and 2021, with annual increases of 16%, 57% and 77%.
- In 2021, funding for GBV accounted for 39% of total gender-specific funding and 21% of total gender-relevant funding.

Figure 2.4: Between 2018 and 2021 just under a third of GBV funding requirements were met each year as funding and needs grew sharply

GBV requirements and funding, 2018–2021, global coverage



Proportion of requirements met, 2018–2021



Source: UN OCHA Financial Tracking Service (FTS).

Notes: Data is in current prices and US\$ millions. Data here reflects funding figures shown on FTS appeals pages, therefore only includes flows reported under a humanitarian response plan to the GBV Area of Responsibility. GBV: gender-based violence.

Funding for GBV, as a proportion of GBV requirements, has been consistently lower than that the average received by other sectors within UN appeals.

- Between 2018 and 2021, the proportion of funding requirements met for the GBV AoR remained relatively stable, **fluctuating between a low of 28% in 2021 and a high of 32% in 2018 and 2020.**
- However, these proportions are lower than the coverage of total appeal requirements over the same period, which have fluctuated between a high of 63% in 2019 and lows of 50% in 2020 and 2021.

While underfunding for all appeal requirements has worsened between 2018 and 2021, **GBV underfunding has remained stable.**

- The relative degree of underfunding for GBV, **in the context of total appeal funding**, has therefore **improved slightly**. In 2018, 61% of total appeal requirements were met, with 32% of GBV funding requirements fulfilled. In 2021, funding for total appeal requirements fell to 50%, while GBV requirements received just 28%.

Between 2018 and 2021 the Global Protection Cluster has suffered growing shortfalls in funding compared with its requirements.

- In 2021, the proportion of funding requirements met for the Global Protection Cluster as a whole more than halved, from 42% in 2020 to just 19%.

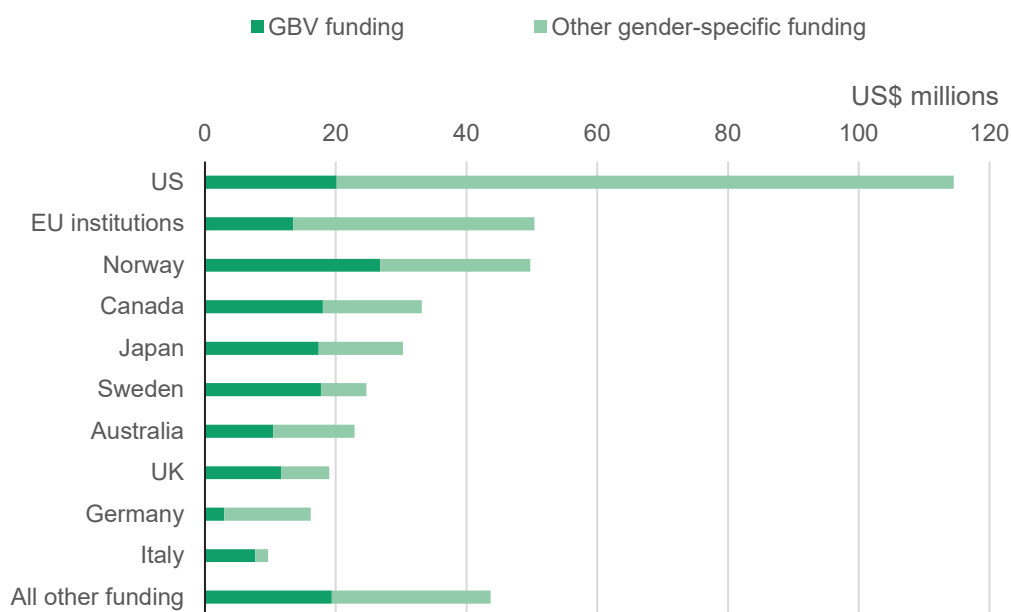
Compared with other AoRs within the Global Protection Cluster, the funding coverage for GBV has, relatively speaking, improved.

- Between 2018 and 2020, the GBV AoR had a lower proportion of its funding requirements met than the average for the Global Protection Cluster.
- However, in 2021 GBV requirements were fulfilled at a higher level, 28%, than the average for the Protection Cluster, just 19%.

Donors of gender-specific humanitarian assistance

Figure 2.5: Gender financing is concentrated amongst the 10 largest donors

10 largest donors by volume of gender-specific international humanitarian assistance (GBV and other gender-specific funding), 2021



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. 2021 figures may be incomplete and are subject to update. GBV: gender-based violence. EU institutions includes funding from the European Commission's Humanitarian Aid and Civil Protection Department, European Commission's Directorate-General for International Partnerships (formerly EuropeAid DEVCO) and European Commission's EU Facility for Refugees in Turkey.

Total gender-specific international humanitarian assistance is highly concentrated among the 10 largest donors, with the **United States (US)** the largest donor in 2021.

- Over the period 2018 to 2021, 87% of all gender-specific international humanitarian assistance was provided by just 10 donors. In 2021, the degree of concentration intensified, **with 89% of funding coming from the 10 largest donors.**
- In 2021, the US provided US\$115 million of gender-specific funding, accounting for **28% of total gender-specific assistance.** Of this assistance just under a fifth (18%) was for GBV programming.
- EU institutions and Norway contributed the joint second largest volume of gender-specific assistance in 2021: US\$50 million each. More than half of Norway's funding (54%) was directed to GBV programming, **making Norway's US\$26.8 million the single largest volume of funding for GBV of any donor.**

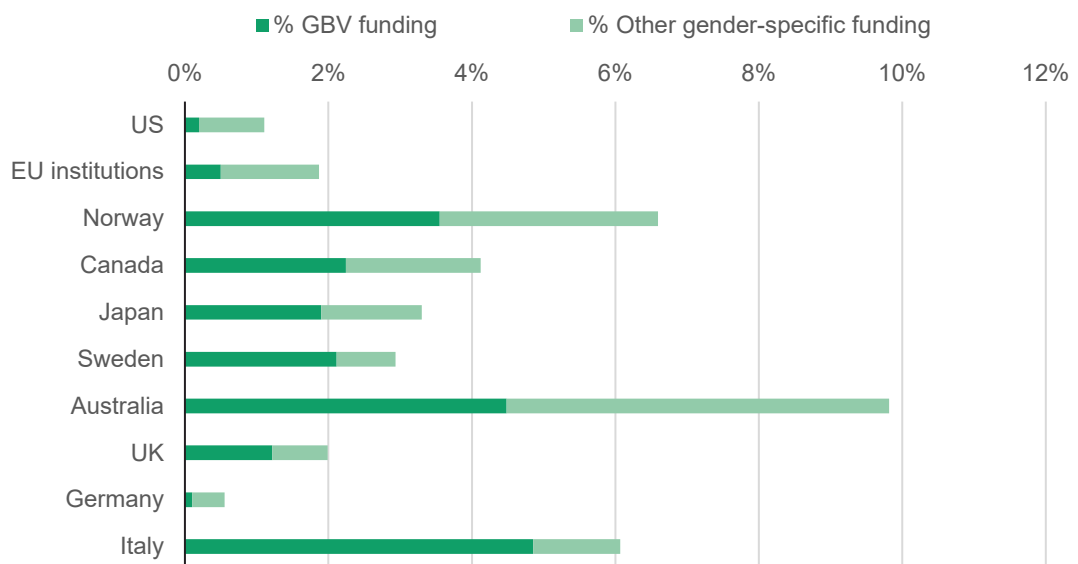
- In 2021, Germany and the UK, the second and fourth largest bilateral donors of international assistance, were respectively the 9th and 8th largest contributors of gender-specific humanitarian funding.

Reported funding from donors identifiable as gender-specific since 2018 suggests that Norway, Canada and the EU have all notably increased the volume of gender-specific humanitarian assistance they provide.

- Norway’s allocations increased by 80% between 2019 and 2020 with volumes flatlining in 2021, while Canada’s contributions have grown year on year between 2018 to 2021, increasing by 169%.
- Funding from the EU increased by half (50%) between 2018 and 2021 to US\$50 million.
- The well-reported reductions to the UK’s overall aid budget are evident in the halving (50%) of gender-specific international assistance in 2020 from 2019 volumes. However, in 2021, UK gender-specific contributions recovered slightly, growing by 15%.

Figure 2.6: The proportion of total humanitarian funding provided for gender-relevant programmes varies greatly between donors

10 largest donors by % share of gender-specific funding out of total international humanitarian assistance, 2021



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. 2021 figures may be incomplete and are subject to update. GBV: gender-based violence. EU institutions includes funding from the European Commission’s Humanitarian Aid and Civil Protection Department, European Commission’s Directorate-General for International Partnerships (formerly EuropeAid DEVCO) and European Commission’s EU Facility for Refugees in Turkey.

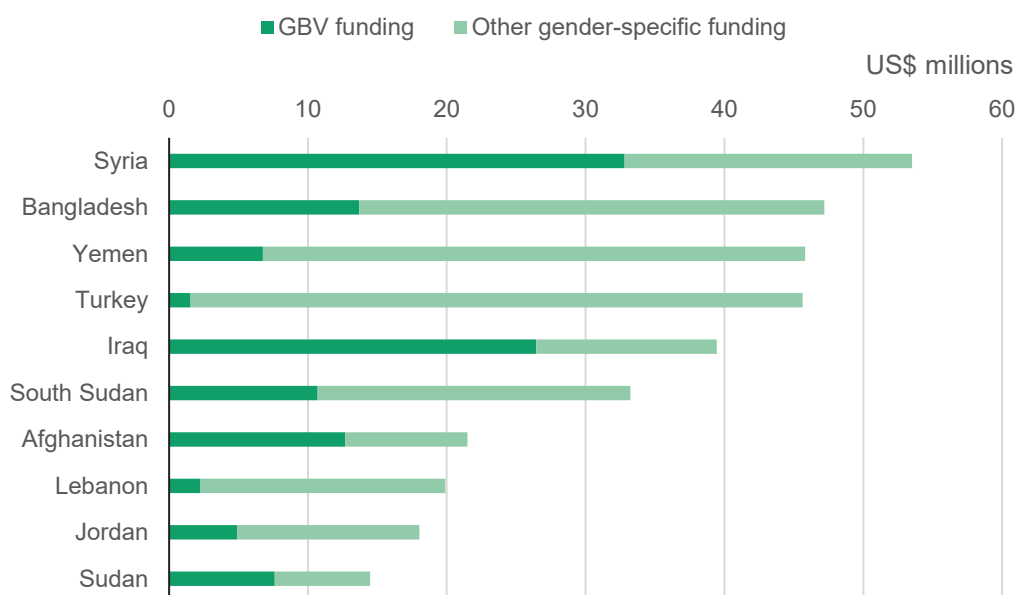
Analysing gender-specific international humanitarian assistance from donors as a proportion of the total funding they provide for all areas of humanitarian need gives an indication of the degree to which gender-specific interventions are prioritised by individual donors. **In 2021, three donors provided more than 6% of their assistance for gender-specific programmes, while for the four largest donors of total international humanitarian assistance, 2% or less of their funding was identifiable as gender specific.**

- In 2021, the donors providing the highest proportion of their humanitarian assistance for gender-specific programmes were Australia (9.8% as gender-specific), Norway (6.6%) and Italy (6.1%).
- The US, Germany, the EU and the UK – the four largest donors of total international humanitarian assistance and, in the case of the US, the largest donor by volume of gender-specific assistance – respectively **provided 1.1%, 0.6%, 1.9% and 2.0% of their total humanitarian assistance for gender-specific programmes.**

Recipients of gender-specific humanitarian assistance

Figure 2.7: The proportion of gender-specific funding provided for GBV varies greatly between recipients

10 largest country recipients by volume of gender-specific international humanitarian assistance (GBV and other specific funding), 2021

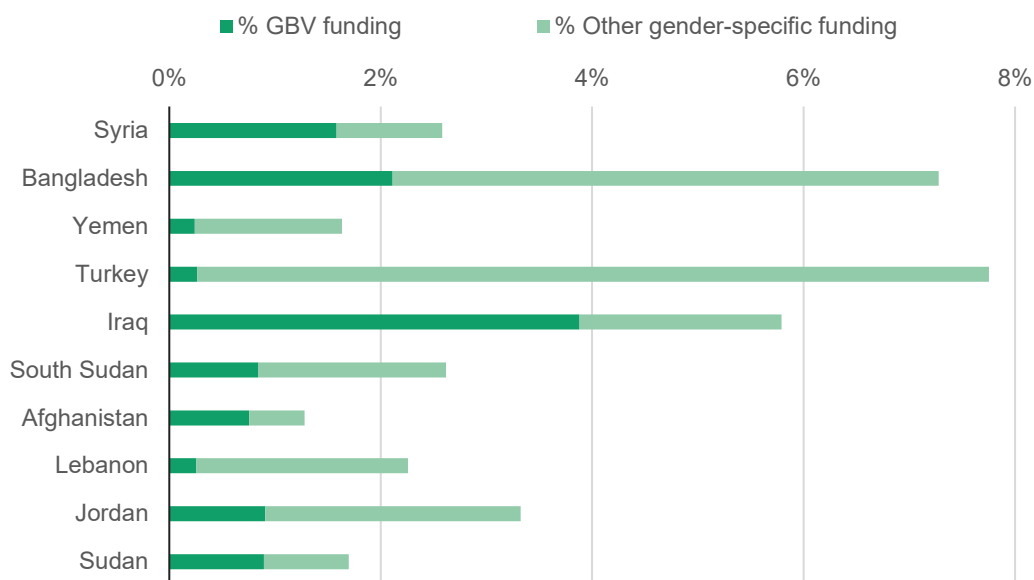


Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. 2021 figures may be incomplete and are subject to update. Totals only include international humanitarian assistance to the recipient country and exclude funding flows transferred within the country to avoid double counting of 'internal' FTS flows. GBV: gender-based violence.

Figure 2.8: The proportion of total humanitarian assistance provided as gender-specific funding varies significantly between recipients

10 largest recipients by volume of gender-specific international humanitarian assistance by % share of gender-specific funding out of total assistance, 2021



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. 2021 figures may be incomplete and are subject to update. Totals only include international humanitarian assistance to the recipient country and exclude funding flows transferred within the country to avoid double counting of 'internal' FTS flows. GBV: gender-based violence.

Gender-specific international humanitarian assistance is concentrated in a small number of recipients. However, some countries received significantly more gender-specific funding as a share of total humanitarian assistance than others.

- In 2021, the three largest recipients of gender-specific international humanitarian assistance were **Syria, Bangladesh and Yemen**. These three countries received US\$146 million of gender-specific assistance, just under a third (29%) of all allocated gender-specific funding.
- The 10 largest recipients of gender-specific funding in each year between 2018 and 2021 have accounted for 71% of all gender-specific assistance. This concentration of funding among a relatively small number of recipient countries mirrors trends in total international assistance for all humanitarian needs.⁵⁰
- Of the total gender-specific funding received by individual recipients, the share of this funding directed for GBV varies greatly between countries. Turkey received just 3% for GBV programming in 2021, while Iraq received 67%. This fluctuation in GBV funding across countries might be due to different appeal funding mechanisms and a varying degree of considerations of GBV programming. The presence or absence of

the Global Protection Cluster – GBV AoR in the global cluster setup or humanitarian country team in each country might also play a role, as more funding might be recorded where this formal structure exists to capture and report on GBV funding.

At the other end of the spectrum, the 10 countries receiving the smallest volume of gender-specific international humanitarian assistance were in total allocated US\$19 million in 2021, compared to US\$339 million received by the 10 largest recipients.

- The three smallest recipients of gender-relevant international humanitarian assistance were Kenya (US\$0.6 million), Burundi (US\$0.7 million) and Rwanda (US\$1.2 million).
- These three countries received US\$2.6 million of gender-specific assistance and also had some of the lowest percentage shares of gender-relevant assistance out of total funding: 0.4%, 0.9% and 4.3%, respectively.

Looking at the proportion of total international humanitarian assistance that was gender specific for each recipient gives some indication of the prioritisation of gender-focused interventions. Though the absence of data to quantify levels of need – except GBV needs that are specifically identified within the Global Protection Cluster GBV AoR for humanitarian response plans – means that assessing sufficiency and effective targeting is not possible. The reported data indicates a significant degree of variation between countries in the proportion of total assistance that is identifiable as gender specific.

- In three countries more than 5% of their total international humanitarian assistance was for gender-specific programming in 2021, with Turkey receiving 7.8% as gender specific, Bangladesh receiving 7.3% and Iraq receiving 5.8%.
- Gender-specific funding provided to Afghanistan, Yemen and Sudan accounted for much smaller proportions of total funding, at 1.3%, 1.6% and 1.7%, respectively.
- Over the period 2018 to 2021, the proportion of gender-specific funding received out of total assistance has varied notably in some countries. For instance, Turkey and Bangladesh have seen significant increases in their gender-specific funding out of total assistance from 2020 to 2021 (from 1.2% to 7.8% and from 1.8% to 7.3%, respectively). While Yemen, Iraq and Lebanon have seen steady growth over the period 2018 to 2021.
- Among the 10 smallest recipients, one country received more than 5% of their total international humanitarian assistance for gender-specific programming in 2021; this was Tanzania with 5.6%. For these 10 countries, the average of gender-specific funding out of the total assistance was 2.3%. This is lower than the average of 3.5% across all recipients of gender-specific humanitarian assistance

Delivery channels for gender-specific humanitarian assistance

The majority of total international humanitarian assistance from public donors is provided to multilateral agencies. In 2020, two-thirds (66%) of total international assistance were provided to these agencies, with just under a fifth (18%) allocated directly to NGOs

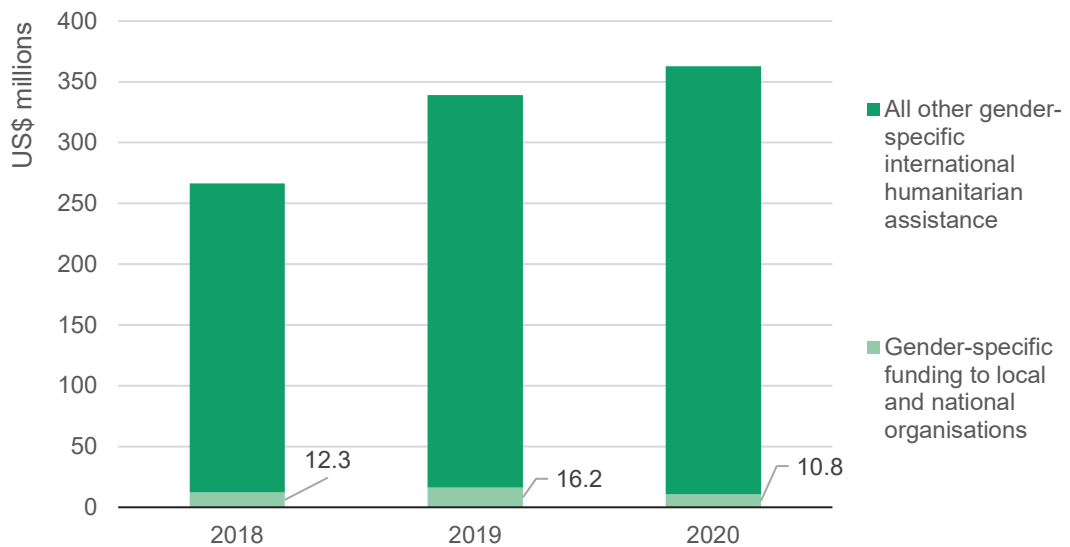
(primarily international organisations).⁵¹ These allocation patterns have remained unchanged for the past five years.

Analysing gender-specific assistance illustrates that between 2018 and 2020 these trends for total assistance are replicated. **Multilateral agencies received on average 60% of total gender-specific assistance** during this period, **while NGOs received on average 29%**, a slightly higher proportion of funding than typical for total international humanitarian assistance. Reported funding for 2021, however, indicates a change in these patterns, with a higher proportion (**82%**) of gender-specific assistance channelled to multilateral agencies, **with just 13% received directly by NGOs**. As is the case for total international humanitarian assistance, comprehensive data is only available for the first recipients of funding, and so how and in what volumes funding is subsequently passed on to other implementers cannot be seen.

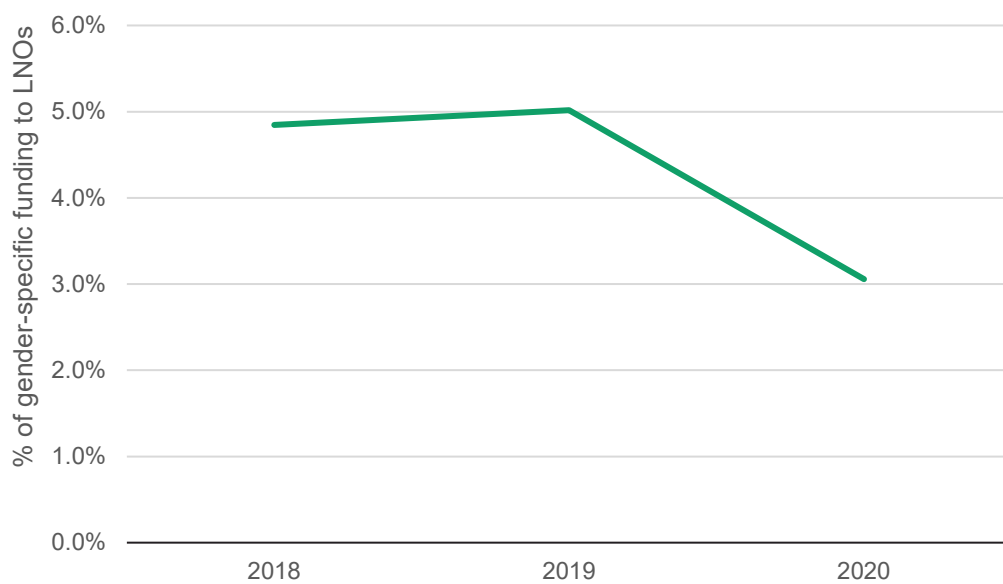
Gender-specific funding for local and national organisations

Figure 2.9: Despite an increase in the volume of direct funds reaching local and national organisations, proportion of total assistance provided has declined during the pandemic

Gender-specific international humanitarian assistance to local and national organisations and all other gender-specific funding, 2018–2020



Proportion of gender-specific funding to local and national organisations, 2018–2020



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS).

Notes: Data is in constant 2019 prices and US\$ millions. Data was downloaded in January 2022. Note that 'local and national organisations' are determined by Development Initiatives' own internal coding; we are working on further coding to include 2021 data and these figures are subject to update. Analysis elsewhere excludes flows internal to a country/appeal but as most flows to local and national organisations are indirect we include internal flows in this analysis. GBV: gender-based violence. All other gender specific IHA includes GBV and other gender specific funding that was not directly passed on to local and national organisations.

Analysis of global trends in total international humanitarian assistance provided to local and national actors⁵² for 2020 shows that funding patterns did not markedly alter from previous years.⁵³ Hopes that the pandemic might catalyse the long-awaited shift to a more locally led response, with significantly more funding reaching frontline responders directly, **were not realised**.

Analysis of gender-specific funding received by local and national actors indicates that, as with total international humanitarian assistance, only small volumes were provided in 2020. In fact, 2020 appears to have seen a slight fall in the proportion of gender-specific assistance allocated to local and national actors. While local and national actors often receive funding indirectly through one or more intermediaries, funding beyond the first-level recipient is currently not well reported on the FTS. Thus, while the analysis here captures direct and indirect funding to local and national actors, it is likely that the vast majority of indirect funding is not captured here due to a lack of reporting.

- In 2020, local and national actors received only 3.1% of total reported gender-specific assistance.
- The proportion of total gender-specific assistance provided to **local and national actors has reduced from 4.8% in 2018**.
- This is similar to 3.1% of total international humanitarian assistance that was passed to local and national actors directly in 2020.⁵⁴

In the absence of international agency personnel in crisis settings and with rising need, the demand for support from local frontline responders increased. As an advisor to a Palestinian GBV NGO recalled, "During the COVID emergency, we...boosted the capacity of...a national helpline for women and children that is offering remote psychosocial support and because of the pandemic we wanted to have the support available 24/7. We had to step up to have more shifts and more counsellors. All of this costs money". However, the small volume of funding reaching local and national actors directly and the absence of any significant increase in funding evident in this report's analysis was consistently recounted in interviews with international and local responders and in other research.⁵⁵ A survey of women-led NGOs during the pandemic found that only 3 out of 18 organisations said they were able to access new and additional funding for Covid-19 through UN systems, with some reporting a decline in funds from UN agencies compared with pre-Covid-19 levels.⁵⁶ As IRC reported, "despite swift and coordinated international advocacy efforts, funding was neither sufficient nor proportionate to the resources dedicated to the overall pandemic response".⁵⁷ A consequence of the shortfall in funding was increased competition for funding and resources. According to an advisor to the fundraising unit to a GBV NGO in Palestine, this affected the quality of the response: "when you have increased needs of beneficiaries and limited or [the] same amount of funding, it creates a backlash effect among women's rights organisations because they have to compete for funds. This means less coordination, less cooperation and weaker organisations that have to work on their own".

Access to information and participation in decision-making

Local actors highlighted various barriers in accessing additional funding for the Covid-19 response. Exclusion from decision-making processes around humanitarian responses and the allocation of funding was reported by a number of organisations consulted, along with challenges in accessing information on available funding. As a representative from a local NGO in Liberia recounted: “Prior to COVID, it was challenging to access not just funding but [also] information on how donors locally invest in the issues around GBV and gender. When COVID came, it became even more real...[for] the donor community and local INGOs, [however, it] took them so long to respond to the gender-specific needs that came up during COVID”. Administrative hurdles, particularly for smaller organisations, were also highlighted: “from my experience, I could say that it is already a challenge to get funds for women-led organisations...the 14 organisations I work with are suffering and not getting the funds because they don’t have the papers or documents to get the funds”, explained an interviewee from Bangladesh.

Quality of funding

The quality of the funding received by local actors as part of the Covid-19 response appeared to vary, both in the flexibility of the funding provided and the coverage of basic programmatic and organisational costs. Some respondents reported that donors showed flexibility, allowing them to adapt their existing funding during the pandemic. However, this was not the experience of all members with others reporting that donors applied stricter requirements to their funding and in so doing impeded the organisations’ ability to respond effectively. Other organisations stated that small-scale grants were being managed with the same onerous bureaucratic procedures of larger grants. Inadequate coverage of overhead costs as well as long delays after the submission of proposals were also raised as barriers to local response.⁵⁸ An NGO gender advisor interviewed stated: “it is increasingly expensive to deliver humanitarian aid and often...the quality of the funding that our partners receive does not cover the basic, direct costs, let alone indirect costs that are increasing as a result of increased complexity [in the humanitarian context]”. The Covid-19 response was a ‘missed opportunity’ to make aid more localised and effective during 2020 and 2021.⁵⁹

Chapter 3: Reporting of gender-relevant humanitarian assistance

The analysis of resourcing trends in this report has aimed to fill a gap in the current understanding of wider gender-relevant funding for humanitarian responses. While this report and others⁶⁰ provide some sense of the landscape for gender-relevant funding, the data available restricts our ability to understand fully how, in what form, to and from whom, and at what scale funding is being allocated.

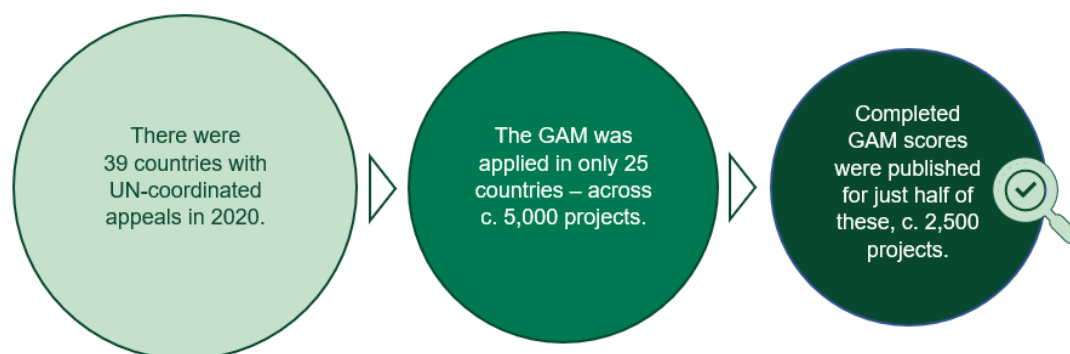
How is gender-relevant humanitarian assistance tracked?

The increased impact of crises on women and girls' needs is well documented. However, within available data systems and reporting practices, assessing the extent of humanitarian programming and resources that address these needs is challenging. [Table 3.1](#) summarises existing gender markers for development and humanitarian programmes and their functionalities, looking at the DAC Gender Equality Policy Marker, the IASC Gender with Age Marker (GAM) and markers used by individual donors. The existing gender markers share the overarching challenges of their respective data platforms, briefly considered in [Table 3.1](#) and [Appendix 1: Methodology](#).

With these markers and indicators, such as the IASC GAM available on the FTS, it is currently not possible to quantify the extent of gender-relevant humanitarian financing across all humanitarian flows and at a global level. The GAM, for instance, is currently only applied to projects within a subset of UN humanitarian response plans on the FTS and only for those plans that are project based. When applied, it tends to flag all projects as gender relevant, without differentiating between the focus of funding (e.g. gender specific versus gender mainstreamed). Analysis undertaken by UN Women and UNFPA has found that classifications significantly overstated the amount of gender-targeted funding in the country contexts analysed.⁶¹

Figure 3.1: GAM scores are only available for a small subset of humanitarian funding data

Gender with Age Marker (GAM) availability on the FTS, 2020



Source: Development Initiatives based on the UN OCHA Financial Tracking Service (FTS) and [2020 GAM Completion Report](#).⁶²

Table 3.1: Gender markers for development and humanitarian programming

Marker	About	Benefits	Challenges
DAC Gender Equality Policy Marker	<p>Qualitative statistical tool to record development activities that target gender equality as a policy objective⁶³</p> <p>Introduced by OECD</p> <p>Used across OECD DAC and IATI datasets</p> <p>Main criteria were updated in 2016⁶⁴</p>	<p>Widely used by the group of 30 DAC members (mandatory reporting)</p> <p>Documented and cross-cutting</p> <p>Consistency of reporting in each individual DAC member</p> <p>3-level scale</p> <p>Encourages donors to think about gender equality issues</p>	<p>Self-reported funding leads to inconsistencies across donors⁶⁵</p> <p>Lack of timeliness for project- and recipient country-level data⁶⁶ (around 1-year delay)</p> <p>Evaluations of this marker suggest it has been applied inconsistently⁶⁷</p> <p>The lack of sectoral breakdown for humanitarian aid data on the CRS⁶⁸</p>
Gender and Age Marker (GAM)	<p>A tool to design and implement inclusive programmes that respond to gender, age and disability-related needs</p> <p>Introduced by IASC</p>	<p>Promotes inclusive project design and monitoring</p> <p>Measuring programme effectiveness</p> <p>Teaching and self-monitoring tool</p>	<p>Difficult to use for financial tracking purposes in its current form</p> <p>Inconsistent uptake and use</p>

	Used on the GAM Dashboard and FTS (for subset of appeals/plans data) Last revised 2018; questionnaire further revised 2020	Wide set of questions and assessment criteria that could be repurposed	Only applicable to subset of appeals data ⁶⁹
Donor's own gender markers	Internal markers that allow donors to track their investments on gender equality Individual donor such as Canada, Sweden, UK	Useful self-monitoring tools	Not on publicly available datasets Lack of consistency and comparability with other donors
Notes: CRS: Creditor Reporting System; DAC: Development Assistance Committee; IASC: Inter-Agency Standing Committee; IATI: International Aid Transparency Initiative.			

Beyond the individual markers used for reporting, the **interoperability of global reporting platforms** is also a key issue to overcome with gender financing. It is currently not possible to comprehensively link entries from the OECD DAC Creditor Reporting System (CRS) with those on UN OCHA's FTS. There is no common identifier shared across both platforms that would facilitate this at scale. Even though donor project codes are reported to both platforms, it is voluntary to do so on the FTS and large data gaps exist. The FTS places greater emphasis on the implementers' project codes (e.g. to be able to map funding to projects within response plans), however these are not reported to the CRS. In addition, other differences in the data architecture (e.g. lack of response plan data on the CRS, different sets of sector breakdowns, less detail on the CRS on recipient organisation names) make it difficult to triangulate data across the FTS and the CRS in the absence of a common identifier. As a result, it is equally difficult to reconcile projects marked under the GAM on the FTS with those marked under the GEPM on the CRS for the same humanitarian contexts and response. This prevents combining all available information on gender relevance for individual projects across global reporting platforms, leaving us with a **siload representation of the reality of gender financing**.

Development Initiatives' approach and learning

Given the challenges with gender markers outlined above, the methodology developed for this report seeks to enable analysis that provides a global estimate of gender-relevant financing. This methodology differentiates between funding for gender-specific and gender-mainstreamed activities. It also allows tracking and analysis of gender financing over time and on a global scale using an automated data collation process, for which very limited analysis of individual project documents is required to sense check findings.

While this methodology allows determination of whether a flow is gender specific or mainstreamed, it does not allow us to ascertain what proportion of the funding in that flow went towards gender-related issues or programming. This is particularly the case for gender-mainstreamed flows, where it is likely only a small and varying proportion of

funding is addressing gender-related needs. Thus, most of our analyses and findings do not include gender-mainstreamed flows in aggregates of gender-relevant funding.

For gender-specific flows we believe, based on an assessment of flow descriptions, that at least a significant proportion of the funding would have been directed to gender programming. Thus, our methodology allocates the whole flow as gender relevant. However, we recognise this could lead to overestimation in some cases, and these flows would also benefit from a reported breakdown of the proportion targeting gender-related activities.

Our reliance on flow descriptions to identify gender-relevant financing also means that our identification process would not include flows that lack a detailed enough description or any description altogether. Given that it is voluntary to report flow descriptions to the FTS, there may be some other gender-relevant funding flows that we have not been able to identify and quantify.

The reporting of more granular information on both mainstreamed and specific gender-relevant funding would be a significant step forward. Yet not all gender-specific or gender-mainstreamed approaches are equal. So, what further information on gender-relevant programmes, which would enable identification of good practice in programme delivery, could or should be reported?

Towards better tracking

To ensure that the needs of women and girls in emergencies are met and a gender responsive (and whenever possible transformative) approach is systematically applied, it is essential to have a good-enough picture of levels of funding for these needs. This should include both gender-specific funding (such as that in response to GBV or to sexual, reproductive, maternal and child health) and gender-mainstreamed funding across all sectors of the humanitarian response. For GBV, assessing the funding gap and the extent of underfunding relative to other clusters is also necessary.

In determining what changes to current data platforms, standards, tools and reporting practices should be adopted, there are overarching considerations that should inform how and what choices are made. These include:

- What are the purposes for which data is being reported and the value that having certain data will bring? Purposes could include: to monitor progress against commitments; to provide transparency on funding behaviour; to enable accountability for different stakeholders; to inform programme design, delivery and coordination; and to provide examples of transformative programming, among others.
- Which actors have a stake in the reporting and use of the data to be provided?
- What are the cost and time implications for all those involved in collating, reporting and analysing the data, and how will such costs be borne collectively and equitably?
- What data should be reported at the global level in a standardised format, and what data is more appropriate to be captured at the country, location or project level?

These questions need to be answered collectively by local, national and international stakeholders participating in humanitarian responses. Their user needs and capacity to produce and use this data are at the core of these considerations. With these broader considerations in mind, suggestions for improving the data and reporting on gender-relevant funding at the global level, based on existing reporting practices and tools, are outlined below.

A gender marker for all humanitarian financing flows

Ideally, this would be a gender marker that is harmonised across all aid reporting platforms, including the CRS and the International Aid Transparency Initiative (IATI). The current system of different markers that do not speak to one another makes reporting gender financing confusing and time-consuming. This disincentivises the reporting needed for monitoring and evaluating responses, with data either not reported or of poor quality. Further, the current marker on the FTS is only used on a subset of flows under appeals that are project based, which leads to significant gaps in the picture of gender-relevant financing at a global level. For funding that falls outside of the UN coordinated appeals, these flows are increasingly reported on the FTS, however large gaps remain. Ideally, a gender marker would be applied on all flows including those outside appeals, as the FTS platform does allow for this reporting.

As UN Women and UNFPA's⁷⁰ consultation found, there is little appetite for a new tracking mechanism, instead existing tracking mechanisms need to be updated to be fit for purpose. How can the GAM be updated and repurposed to act as a gender marker on humanitarian financing flows? **This could be done by introducing an associated marker or set of assessment questions in the GAM that would ask whether the programme screened against the GAM supported gender equality and the needs of women and girls as a significant or principal focus (therefore mirroring the assessment in the DAC GEPM).** While a 'gender score' relying on self-assessment would come with its own limitations, for e.g. challenges with consistency and reliability of results, it has the potential to add value to the tracking of gender-relevant flows at a global level.

Further, there needs to be support and increased attempts to quantify global funding for gender equality and the empowerment of women and girls in humanitarian action and at a global level. While there is a growing attention and analysis on GBV funding, other areas of the gender response in emergencies are not yet tracked or aggregated at a global level, and the transparency of funding trends for prevention and mitigation work is low.

Strengthening reporting against markers

To improve reporting against existing markers, and specifically so that it is easier to identify which flows are gender specific (removing the need for a more time-consuming and potentially less accurate keyword search analysis) it would be useful to have an indicator, highlighting which flows have a primary focus on gender. This could be done adapting the GAM to mirror the assessment of the DAC Gender Equality Policy Marker as proposed above. For GBV funding, a question remains around how much is directed towards GBV prevention and risk mitigation and how much is for GBV response in emergencies. The current data tracking architecture and reporting of funding under the

GBV AoR under the Global Protection Cluster does not allow for this differentiation to be reported consistently and comprehensively.

Disaggregating gender data and identifying needs

There are also significant limitations and data gaps in current reporting when it comes to the disaggregation of data, which would need to be addressed to improve tracking of gender-relevant funding. Adapting existing markers, as outlined above, would help to differentiate between mainstreamed funding and funding more specifically targeting gender equality and the empowerment of women and girls. Beyond this, improvements could also be made to ensure that sex, age and disability disaggregated data is consistently collated and analysed to inform humanitarian response plans and refugee response plans. Having this sex, age and disability disaggregated data will help improve the quality and relevance of interventions and ensure that the most vulnerable are targeted. In addition, rapid gender assessments should become a regular and normalised part of the humanitarian programming cycle, conducted at the onset of crises and as part of the annual planning process. Good, disaggregated data and effective gender analysis underpin the effective identification and targeting of need, and as such are fundamental to informing funding decisions.

Funding for GBV programming

Reporting on programmes addressing GBV could be improved by:

- Ensuring GBV programming is consistently incorporated into humanitarian plans, including GBV risk assessments (regardless of costing method or type of plan, e.g. flash appeals)
- Reporting by cluster leads on how sectors are prioritising integrating GBV risk mitigation activities into their response. Here, there are few accountability mechanisms to ensure prevention work is implemented effectively.⁷¹

Funding for women-led local and national organisations

As this report highlights and has been well documented elsewhere, current reporting practices and platforms do not provide adequate data on funding that passes beyond the first recipient. This funding accounts for the majority that eventually reaches local and national actors, whether for gender-relevant programming or other areas of humanitarian response. A collective commitment by donors and implementing agencies to provide 25% of funding to local and national actors as directly as possible has been made in the Grand Bargain, but it has not yet been realised. Data on funding reaching local and national actors through intermediaries, both the volume of funding but also information on its duration and flexibility, is critical for holding actors accountable to their commitments and for assessing effectiveness and efficiency, and consequently future funding decisions. The onus rests on UN agencies and INGOs to publish this data to existing public data platforms and standards, such as UN OCHA's FTS and IATI. If necessary, UN agencies and INGOs should alter their internal financial management systems so that they are able to report on the funding they pass to local and national actors. Discussions within the newly formed, and forming, caucuses within the Grand Bargain 2.0 provide an appropriate forum to clearly determine how such progress in reporting can occur. In

addition, agreeing a common definition of women's rights organisations and women-led organisations, an issue being taken forward by the IASC Gender Reference Group, and using this in reporting would provide a much-needed additional level of information to monitor allocations and inform funding decisions.

Conclusion

The growing attention focused upon improving gender equality and addressing the needs of women and girls in humanitarian settings appears to have driven increases in funding for gender-specific humanitarian assistance. Analysis of data on funding for humanitarian responses indicates a significant increase in gender-specific assistance, with total funding more than doubling between 2018 and 2021 and increasing as a proportion of total international humanitarian assistance to account for 2.1% of all funding in 2021. Greater awareness of gender in humanitarian responses and resulting improvements in reporting are likely to explain some of this growth.

However, what this analysis indicates is that, despite this growth, funding for gender-related humanitarian programming remains a very small proportion of total funding. Indeed, the common perception among experts interviewed for this report was that, in the face of the Covid-19 pandemic and escalating levels of need, funding was insufficient. In some cases, funding appears to have been diverted away from gender programming towards the wider health emergency and, in others, programming decisions resulted in the original intent of programmes to improve gender equality or empower women and girls to being diluted. Interviewees highlighted how initial iterations of the Covid-19 Global Humanitarian Response Plan were 'gender blind'. Part of the challenge in assessing the true sufficiency of funding results from the absence of coherent, consistent and independent assessments of gender-related needs, including rapid gender analysis, and data that is sex, age and gender disaggregated. Where humanitarian response plans do specifically identify gender-related needs, as is the case with GBV, the data shows that GBV needs were consistently funded at a lower level than the average across all clusters. And the coverage of funding requirements for the Global Protection Cluster as a whole reduced notably between 2018 and 2021.

The slow progress to improve funding quality (predictability and flexibility) and to channel more to local and national actors that is evident in wider humanitarian assistance trends is clearly replicated for gender-specific funding. As has been widely reported, the response to the Covid-19 pandemic did not catalyse the empowerment of local and national responders, despite these actors remaining on the frontline of the pandemic response during lockdowns and while international humanitarian actors were absent from the ground. Gender-specific funding passed directly to local and national actors in 2020 accounted for just 3.1% of total gender-specific funding. Local organisations consistently reported that they received insufficient funds and, moreover, that in some cases competition for limited resources between local organisations increased. The pandemic appears to have re-enforced power dynamics within the humanitarian system. Between 2018 and 2021, multilateral organisations received the majority of gender-specific funding, averaging 60% between 2018 and 2020 but rising to 82% in 2021.

The overall increases in gender-specific funding suggest that more, if not yet sufficient, resources are being provided by donors for gender-specific programming. The burden sharing between donors, however, is far from equal. In 2021, just 10 donors provided

89% of all gender-specific funding. And even among these donors funding behaviours varied significantly. Four donors provided 2% or less of their total humanitarian assistance as gender specific, while three donors provided 6% or more.

This report provides new analysis on funding to support gender equality and the empowerment of women and girls in humanitarian responses. However, limitations in the quantity, quality and organisation of existing data mean that only a partial picture emerges. Holding humanitarian actors to account for their commitments to increase both the volume and quality of funding and to provide more of this funding to local and national responders requires better reporting from donors, UN agencies and INGOs and improvements of gender markers. Better reporting also underpins effective targeting, monitoring and adaptation of programming.

There is clearly, therefore, much that needs to change to effectively support gender equality and the empowerment of women and girls in humanitarian settings. Existing policy commitments, for instance through the Grand Bargain and Oslo Conference and Call to Action on Protection from Gender-based Violence in Emergencies, need to be fulfilled. Analysis within this report points towards a number of key areas for change:

- **Donors** must protect and sustain current levels of funding and more equally share the burden of providing gender-related funding.
- **Donors** must provide more direct multi-year and flexible funding and, where possible, more must be given directly to local and national actors.
- **UN agencies and INGOs** must pass on more funding, including more multi-year and flexible funding, to local women-led and women's rights organisations.
- **All humanitarian actors** should include local women's rights and women-led organisations in coordination, planning and decision-making on gender funding and programming in delivering their commitments to localise funding.
- **IATI, OECD DAC and UN OCHA FTS** must strengthen gender markers currently available on aid data platforms. This will improve transparency on where gender-relevant funding is going, especially gender-mainstreamed funding, and streamline the reporting process to improve service delivery and maximise the impact of limited funds.
- **Donors, UN agencies and INGOs** should consistently report to aid data platforms on gender funding.

Appendix 1: Methodology

The report methodology was outlined in the report introduction (see [Report methodology](#) sub-section). This Appendix provides more detail and addresses the limitations with this approach.

Development Initiatives seeks to provide analysis on international funding for gender-relevant humanitarian programming by developing a new methodology to track this funding at the global level. The analysis draws on funding data from 2018 to 2021 reported to the UN OCHA's FTS.⁷² As the majority of FTS flows data is not marked with a gender marker designed to track this type of financing (see section [Reporting of gender-relevant humanitarian assistance](#)), a keyword search methodology was developed. This methodology works by including funding reported to the Global Protection Cluster GBV AoR⁷³ complemented by a keyword search applied on all FTS flows in the time period. The keyword search scans financial flow descriptions for key words or phrases in three languages (English, French and Spanish) in an attempt to identify which flows are gender relevant. Out of 84,200 flow descriptions that were scanned on FTS data between 2018 and 2021, we identified over 3,750 (4.5%) unique descriptions of humanitarian financing flows reported to the FTS as gender relevant; this included over 700 unique IDs of humanitarian projects focused on gender equality.

All funding under the Global Protection Cluster GBV AoR is considered 'gender specific', with a key focus on addressing gender-related needs and advancing gender equality.

For all other flows, two lists of keywords were used, one generic and one specific, and a third list of disqualifying terms was used in parallel to the generic list. Keywords for the specific list were selected based on several themes and issues including: violence against women and girls; sexual and reproductive health and rights; women's discrimination; and women's empowerment. An initial list of around 30 keywords was developed, and gender glossaries were then used to supplement the list to over 100 terms.⁷⁴ The methodology and guidance acknowledge that gender goes beyond the binary of female and male and also includes issues of sexual orientation and gender identity; LGBTQ+ terms such as 'gay', 'lesbian' and 'transgender' were also included.

The generic keyword list included the terms: 'women', 'woman', 'girls', 'female' and its translations in French and Spanish, and it mirrored the list of disqualifying terms ('men', 'boys', 'male').

The analysis defines two classifications of keywords: major and minor. Major keywords attempt to pick up flows with a gender-specific goal. For example, 'women empowerment' or 'sexual and reproductive health' are defined as major keywords (or phrases) and thus a flow with one of these in the description would be assumed to be gender specific. In contrast, minor keywords attempt to pick up gender-mainstreamed flows that consider differing gender needs in programming but where gender-related needs are not the key focus. For example, if a flow description contains 'women and girls' as standalone (e.g.

does not contain 'men and boys') it would be classed as a gender-mainstreamed flow. Gender-mainstreamed flow descriptions identified make up 1.5% of the total flow descriptions and a third (33%) of gender-relevant flows. When women and girls are mentioned as standalone in a flow description (e.g. *"this project will support the food security needs of displaced people, including women and girls..."*) with no further detail on the project implementation, the mainstreamed marking of the flow might be seen as overly generous; in these cases, there is large uncertainty of how the activity addresses and acknowledges the specific needs of women and girls.

Treatment of multi-sector flows

FTS flows can be reported with multiple sectors/clusters information. Funding allocated in flows with multiple sectors/clusters listed were split out equally across each cluster, effectively creating a new flow for each cluster. The keyword search was then applied on each new split flow to determine if a major or minor keyword was present, allocating the flow to gender-specific or gender-mainstreamed funding as a result.

Flows that were multi-sector, with one of the sectors being Global Protection Cluster GBV AoR were treated differently to flows that were solely allocated to this cluster. They were allocated as gender-mainstreamed funding as it was interpreted that considerations for protection from GBV were taken across the project or programme. The remaining split-flows from this multi-sector were allocated in accordance with the keyword search as other (single-sector) flows for consistency.

Manual checks

Following classification of flows with major or minor keywords, the largest identified flows on the FTS (over \$10 million) were checked manually to ensure they were correctly categorised as 'specific' or 'mainstreamed'. These were mostly large cash and voucher assistance programmes that included GBV as a main objective but from the available flow descriptions were not assessed to meet the specific needs, priorities or interests of women and girls.

Gender specific	Global Protection Cluster GBV AoR	
	Major keywords	e.g. female empowerment, sexual and reproductive health and rights, female genital mutilation
Gender mainstreamed	Minor keywords	e.g. women, girls

Data and methodology limitations

This sub-section considers data and methodology limitations for this study (see also the [Development Initiatives' approach and learning](#) sub-section in the body of the report).

The report methodology relies on the FTS flow descriptions to identify gender-relevant financing. This means that the identification process would not include flows without a detailed enough description or no description. Given it is voluntary to report flow descriptions to the FTS and these tend to be short, the funding flows identified to be gender-relevant outside of the GBV cluster are likely an underestimation.

It is also important to note, project description fields on the FTS are approached differently by different reporting organisations, thus the allocation of flows as gender specific, gender mainstreamed or not targeted might not be consistent across reporters.

There are also limitations with the dataset used for the analysis, as reporting to the FTS might not be systematic across all humanitarian actors and data gaps remain. In the future, this methodology would benefit from application and testing on other humanitarian funding platforms, such as IATI.

To more accurately decide if a flow is gender relevant would rely upon analysis of project documents and granular information, not seen as feasible for the purposes of quantifying gender funding at a global scale. To note, there is a growing number of case studies and methodologies for quantifying this funding at a country, national or regional level (for a full list, see [Appendix 2: Bibliography](#)). With more granular data, the following assessments could complement the marking: a) does this initiative contribute to gender equality or narrowing gender inequalities? b) is there a specific outcome that is tracked, reported on, and evaluated? For example, this detail is captured by the re-designed questionnaire of the IASC Gender with Age Marker.⁷⁵ This could be explicitly looking at gaps and narrowing them (e.g. narrowing the gender gap in educational services, increasing women's roles in decision-making, and supporting women's meaningful roles in peace negotiations).

While this methodology allows for determination of whether a flow is gender specific or mainstreamed, it does not allow us to ascertain what proportion of the funding in that flow went towards gender-related issues or programming. This is particularly the case for gender-mainstreamed flows where it is likely only a small and varying proportion of funding was addressing gender-related needs. We believe mainstreamed funding represents the upper range of actual funding, as detailed in Box 1.2.

Limitations of the FTS

The following limitations of the data platform relevant for this analysis include:

- **Data gaps for total volume of funding or number of projects.** The historical focus of the FTS has been to track funding progress against response plan requirements. Despite its ambition to capture all humanitarian funding flows beyond those plans, it is voluntary to report to the FTS and some large humanitarian actors operating

outside of UN-coordinated response plans (e.g. Médecins Sans Frontières and parts of the Red Cross and Red Crescent Movement) only inconsistently report funding and project information to the FTS.

- **Data gaps within funding flows or projects captured by the FTS.** Again, given the voluntary nature of reporting to the FTS and different reporting practices favoured by agencies or humanitarian country teams, there are data gaps for, for example, flow descriptions or cluster information. This means funding reported to the GBV cluster probably represents a lower bound estimate.

Methodology to track funding to local and national organisations

One of the research questions of this study was around quantifying the funding to women-led organisations. In the absence of an agreed definition reflected in reporting standards on the FTS platform of what constitutes such funding, localisation analysis presented in this report uses as a proxy the amounts of gender-relevant funding to local and national organisations. This is based on gender-relevant funding according to our keyword search methodology for this report as well as Development Initiatives' own internal coding to determine flows going to local and national organisations, following the methodology used within DI's GHA reports.⁷⁶

While this is a best attempt to quantify localised gender-relevant financing in the humanitarian sector, we recognise it still only demonstrates a partial picture. A large amount of localised funding flows indirectly to local and national organisations, and it is not common for indirect funding to be reported to the FTS. Therefore, gender-relevant funding to local and national organisations in this report largely only reflects direct funding. If reporting of indirect funding improved, we would hope to see more gender-relevant funding flowing to local and national organisations. Moreover, the IASC agreeing a definition of women-led organisations for humanitarian funding tracking purposes could see tracking of funding data improve once this definition is applied on the FTS platform.

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Notes

¹ The current efforts around the call to action have incorporated new policy debates in the humanitarian sector, such as the need to tackle the root causes of GBV by working across the humanitarian–peacebuilding–development nexus in line with the Sustainable Development Goals, specifically SDG 5 on gender equality, in protracted crises. For more on the call to action, see: <https://www.calltoactiongbv.com/>

² World Humanitarian Summit, 2016. Commitments to Action. Available at: https://agendaforhumanity.org/sites/default/files/resources/2017/Jul/WHS_commitment_to_Action_8September2016.pdf

³ Metcalfe-Hough V., Fenton W., Willitts-King B. and Spencer A., 2021. The Grand Bargain at five years: an independent review. Humanitarian Policy Group-commissioned report. London: ODI, p. 138, <https://odi.org/en/publications/the-grand-bargain-at-five-years-an-independent-review>

⁴ The Whistler Declaration on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action, G7, 2018. Available at: <https://www.mofa.go.jp/mofaj/files/000369554.pdf>

⁵ Oslo Conference on Ending Sexual and Gender-Based Violence in Humanitarian Crises: Co-Host Outcome Statement, 2019. Available at: <https://reliefweb.int/report/world/oslo-conference-ending-sexual-and-gender-based-violence-humanitarian-crises-co-host>

⁶ This funding was channelled by UN Women and United Nations Populations Fund. The 11 countries to receive extra funding were Bangladesh, Cameroon, Colombia, Ethiopia, Iraq, Mali, Myanmar, Palestine, Somalia, Sudan and Venezuela. However, a December 2021 news report by The New Humanitarian noted that a year after the announcement most organisations had not still received this funding. See: CERF releases \$25M for women-led projects battling gender-based violence, UN CERF, 25 November 2020. Available at: <https://cerf.un.org/news/story/cerf-releases-25m-women-led-projects-battling-gender-based-violence>

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⁷ See the Generational Equality Forum's website for more on these commitments, which are aligned to SDG 5 on gender equality: <https://forum.generationequality.org/home>

⁸ See, Women, peace & security and humanitarian action framework. Available at:

https://wpshcompact.org/wp-content/uploads/2021/09/WPS-HA-Compact_Framework-EN-Web.pdf

⁹ UN OCHA, Global Humanitarian Overview 2022. Available at: <https://gho.unocha.org/>

¹⁰ The 'shadow pandemic' refers to the intensification of all types of violence against women and girls, particularly domestic violence that has been reported since the onset of the Covid-19 pandemic. This has given greater prominence to issues of GBV in all contexts, not just humanitarian settings. See: UN Women, The Shadow Pandemic: Violence against women during Covid-19. Available at:

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¹¹ RIC, 2020. What Happened? How the Humanitarian Response to COVID-19 Failed to Protect Women and Girls. Available at: <https://www.rescue.org/sites/default/files/document/5281/ircwpecovidreportv7.pdf>

¹² UN Women, 2020. COVID-19 and its economic toll on women: The story behind the numbers. Available at: <https://www.unwomen.org/en/news/stories/2020/9/feature-covid-19-economic-impacts-on-women>

¹³ FAO, 2021. The State of Food Security in the World 2021. Available at:

<https://www.fao.org/documents/card/en/c/cb4474en/>. See also: CARE, 2020. Magnifying Inequalities and Compounding Risks: The Impact of COVID-19 on the Health and Protection of Women and Girls on the Move. Available at: <https://www.care.org/our-work/reports-and-resources/magnifying-inequalities-and-compounding-risks/>

¹⁴ Being a girl and a refugee during Covid-19 is a double challenge to access education. UN Refugee Agency (UNHCR) data from refugee-hosting countries Kenya and Ethiopia show there are seven refugee girls for every 10 refugee boys in primary school. There are numerous challenges that make finishing education more difficult for girls in a crisis context, from armed attacks to schools to early forced marriage, childbearing, and more time dedicated to caregiving and domestic work than boys. For more on the challenges on girls' education in refugee contexts, see: UNHCR, 2018. Her Turn: It's Time to Make Refugee Girls' Education a Priority. Available at:

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¹⁵ US Committee for Refugees and Immigrants, 2020. Long-Term Effects of COVID-19 on Refugee Girls' Education Part I of II: Barriers to Equal Access. Available at: <https://refugees.org/wp-content/uploads/2020/11/Brief-Part-I-Reformatted.pdf>

Save the Children, 2020. The Global Girlhood Report 2020. Available at:

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¹⁶ At the onset of the pandemic, the UN Children Fund (UNICEF) estimated that 110 million additional girls will marry before their 18th birthday over the next decade in the current circumstances, so it is expected that predictions continue to rise after Covid-19 expected. See: RIC, 2020. What Happened? How the Humanitarian Response to COVID-19 Failed to Protect Women and Girls. Available at:

<https://www.rescue.org/sites/default/files/document/5281/ircwpecovidreportv7.pdf>; UNICEF, 2020. Child marriage around the world. Available at: <https://www.unicef.org/stories/child-marriage-around-world>

¹⁷ UNFPA, 2021. Studies show severe toll of COVID-19 on sexual and reproductive health, rights around the world. Available at: <https://www.unfpa.org/news/studies-show-severe-toll-covid-19-sexual-and-reproductive-health-rights-around-world>

¹⁸ CARE, 2021. Magnifying Inequalities and Compounding Risks: The Impact of COVID-19 on the Health and Protection of Women and Girls on the Move. Available at: https://www.care.org/wp-content/uploads/2021/06/CARE-Magnifying-Inequalities-and-Compounding-Risks_Final_Report_August-2021.pdf

¹⁹ Development Initiatives, 2021. Global Humanitarian Assistance Report. Available at: <https://devinit.org/resources/global-humanitarian-assistance-report-2021/>

²⁰ For more details on our methodology and definitions, see Development Initiatives, 2021. Global Humanitarian Assistance Report. Chapter 5: Methodology and definitions. Available at: <https://devinit.org/resources/global-humanitarian-assistance-report-2021/chapter-5-methodology-and-definitions/>

²¹ OECD. DAC gender equality policy marker. Available at: <https://www.oecd.org/dac/gender-development/dac-gender-equality-marker.htm>

²² For example, the International Fund for Agricultural Development (IFAD)'s glossary of terms related to gender issues was used to supplement the list of keywords used in the methodology. See: IFAD, 2017. Glossary on gender issues. Available at: <https://www.ifad.org/en/web/knowledge/-/publication/glossary-on-gender-issu-1>

²³ "Concepts and Definitions", UN Women. Available at: <https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

²⁴ IASC Reference Group on Gender and Humanitarian Action, 2018. The Gender Handbook for Humanitarian Action. Available at: https://interagencystandingcommittee.org/system/files/2018-iasc_gender_handbook_for_humanitarian_action_eng_0.pdf

²⁵ UN Women. Concepts and Definitions. Available at: <https://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

²⁶ IASC Reference Group on Gender and Humanitarian Action, 2018. The Gender Handbook for Humanitarian Action. p. 19. Available at: https://interagencystandingcommittee.org/system/files/2018-iasc_gender_handbook_for_humanitarian_action_eng_0.pdf

²⁷ IASC Reference Group on Gender and Humanitarian Action, 2018. The Gender Handbook for Humanitarian Action. p. 19. Available at: https://interagencystandingcommittee.org/system/files/2018-iasc_gender_handbook_for_humanitarian_action_eng_0.pdf

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²⁹ UN OCHA FTS is an open data platform for all humanitarian donors and implementing agencies to voluntarily report contributions of internationally provided humanitarian assistance according to a set of inclusion criteria determined by the Inter-Agency Standing Committee. Available at: <https://fts.unocha.org/>

³⁰ Global Protection GBV cluster funding coordinated by the GBV Area of Responsibility (AoR). See <https://gbvaor.net/>

³¹ Out of 84,200 flow descriptions that were scanned on FTS data between 2018 and 2021, we identified over 3,750 (4.5%) unique descriptions of humanitarian financing flows reported to the FTS as gender relevant; this included over 700 unique IDs of humanitarian projects focused on gender equality.

³² IASC Reference Group on Gender and Humanitarian Action, 2018. The Gender Handbook for Humanitarian Action. Available at: https://interagencystandingcommittee.org/system/files/2018-iasc_gender_handbook_for_humanitarian_action_eng_0.pdf

³³ Gender-mainstreamed flow descriptions identified make up 1.5% of the total flow descriptions and a third (33%) of gender-relevant flows. The limitations of this approach, including over-reporting of funding, are considered in the methodology.

³⁴ UN Women and UNFPA, 2020. Funding for gender equality and the empowerment of women and girls in humanitarian programming. Available at: <https://www.unfpa.org/publications/funding-gender-equality-and-empowerment-women-and-girls-humanitarian-programming>. Oxfam also observed "a major gap between self-reported funding and high-quality gender equality projects" in a 2020 study. See Oxfam, 2020. Are They Really Gender Equality Projects? An examination of donors' gender-mainstreamed and gender-equality focused projects to assess the quality of gender-marked projects. Available at: <https://www.oxfamamerica.org/explore/research-publications/are-they-really-gender-equality-projects/>

³⁵ Countries experiencing protracted crises are defined here as those countries with five or more consecutive years of UN-coordinated appeals, as of the year of analysis.

³⁶ EU institutions includes funding from the European Commission's Humanitarian Aid and Civil Protection Department, European Commission's Directorate-General for International Partnerships (formerly EuropeAid DEVCO) and European Commission's EU Facility for Refugees in Turkey.

³⁷ The total volume figures used for this calculation are only based on FTS data because data from the OECD DAC for 2021 is still outstanding. The year-on-year totals used are: US\$25.1 billion in 2018, US\$25.5 billion in

2019, US\$28.7 billion in 2020 and US\$26.1 billion in 2021. Figures are preliminary and will be updated for the upcoming Global Humanitarian Assistance report released in June.

³⁸ As opposed to a broader view of gender in humanitarian action, focused on empowerment of women and girls and inclusion of their voices in the decision making processes.

³⁹ UN Women and UNFPA, 2020. Funding for gender equality and the empowerment of women and girls in humanitarian programming. Available at: <https://www.unfpa.org/publications/funding-gender-equality-and-empowerment-women-and-girls-humanitarian-programming>

⁴⁰ Women's rights organisations hit harder by funding cuts and left out of Covid-19 response, Oxfam, 10 July 2021. Available at: <https://www.oxfam.org/en/press-releases/women-rights-organisations-hit-harder-funding-cuts-and-left-out-covid-19-response>

⁴¹ Inter-Agency Standing Committee Guidance, Proposal for a harmonized approach to funding flexibility in the context of Covid-19. Available at: <https://interagencystandingcommittee.org/system/files/2021-02/IASC%20Guidance%20on%20Proposal%20for%20a%20harmonized%20approach%20to%20funding%20flexibility%20in%20the%20context%20of%20COVID-19%20-%20extended.pdf>

⁴² Donor Cash Forum, 2020. Humanitarian Cash Transfers in the Response to Covid-19. Available at: <https://www.calpnetwork.org/wp-content/uploads/ninja-forms/2/Donor-Cash-Forum-Humanitarian-Cash-Transfers-in-the-Response-to-COVID-19-May-2020.pdf>

⁴³ For more on the fund, see their website: The Global Resilience Fund for Girls and Young Feminists. Available at: <https://www.theglobalresiliencefund.org/>; the fund managers also prepared a report that features testimonies from some of its young women grantees on how they experienced the pandemic. Weathering the storm: Resourcing girls and young activists through a pandemic. Available at: https://32f781d5-df7d-41f7-802b-9eb4dbe7971f.filesusr.com/ugd/9f4592_9686444d84af49d7a4e27faf0849967c.pdf

⁴⁴ See the trust fund main page for more on this resource: UN Women, UN Trust Fund to End Violence against Women. Available at: <https://www.unwomen.org/en/trust-funds/un-trust-fund-to-end-violence-against-women>

⁴⁵ Funders must be agile, courageous and creative in COVID-19 times, Mama Cash, 23 July 2020. Available at: <https://www.mamacash.org/en/funders-must-be-agile-courageous-and-creative-in-covid-19-times>

⁴⁶ For more on humanitarian programming innovations during the pandemic beyond gender, see the Covid-19 humanitarian platform, an open access resource aimed at promoting the exchange of field-based COVID-19 programme adaptations and innovations, facilitating cross-organisational learning. Available at: <https://www.covid19humanitarian.com/>

⁴⁷ COVID-19 Global Gender Response Tracker, <https://data.undp.org/gendertracker/>

⁴⁸ UN Women, UNDP and University of Pittsburgh, 2020. Women remain absent: COVID-19 task force participation. Available at: <https://data.unwomen.org/sites/default/files/documents/Publications/UNDP-UNW-PITT-COVID-19%20Task%20Force%20Factsheet-2.pdf>

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⁶⁶ This data includes the information on the Gender Equality Policy Marker and is usually released for the most recent calendar year at least 12 months after the year ends.

⁶⁷ Audited projects that were marked with a principal focus on gender equality according to the Gender Equality Policy Marker failed to include the components necessary to effectively address gender inequality issues. Oxfam, 2020. Are They Really Gender Equality Projects? An examination of donors' gender-mainstreamed and gender-equality focused projects to assess the quality of gender-marked projects. Available at: <https://policy-practice.oxfam.org/resources/are-they-really-gender-equality-projects-an-examination-of-donors-gender-mainst-620945/>

⁶⁸ The CRS considers humanitarian assistance as a 'sector' within development assistance. The breakdown of the humanitarian assistance sectoral codes on the CRS is different from the global clusters. This means it is not possible to map funding information from the CRS to specific clusters (or even AoRs, such as GBV) in the existing international humanitarian response.

⁶⁹ Flows under response plans that do not use a project-based methodology to aggregate requirements and track funding to the plan (called unit-based appeals) are not usually matched with a GAM score. The GAM as it is currently applied is used on projects, and therefore the GAM scores are linked to project-based appeals on FTS.

⁷⁰ UN Women and UNFPA, 2020. Funding for gender equality and the empowerment of women and girls in humanitarian programming. Available at: <https://www.unwomen.org/en/digital-library/publications/2020/06/funding-for-gender-equality-and-the-empowerment-of-women-and-girls-in-humanitarian-programming>

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⁷² UN OCHA FTS is an open data platform for all humanitarian donors and implementing agencies to voluntarily report contributions of internationally provided humanitarian assistance, according to a set of inclusion criteria determined by the Inter-Agency Standing Committee. Available at: <https://fts.unocha.org/>

⁷³ Global Protection Cluster funding for GBV is coordinated by the GBV Area of Responsibility (GBV AoR). See: <https://gbvaor.net/>

⁷⁴ For example, IFAD's glossary of terms related to gender issues was used to supplement the list of keywords. See: <https://www.ifad.org/en/web/knowledge/-/publication/glossary-on-gender-issu-1>

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⁷⁶ For a detailed methodology, see section on Funding for local and national actors here <https://devinit.org/4e760d#section-5-11>

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