



**RIGHTS, SHARES AND CLAIMS :
REALISING WOMEN'S RIGHTS IN SOUTH ASIA**

2011-2012

SOUTH ASIA
WOMEN'S FUND

SAWF

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SUPPORTED BY FORD FOUNDATION

RIGHTS, SHARES, AND CLAIMS: REALISING WOMEN'S RIGHTS IN SOUTH ASIA was first published by South Asia Women's Fund (SAWF), 16/6A, Mohideen Terrace, Ward Place, Colombo 7, Sri Lanka in 2012.

www.sawf.info

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Design and Layout by Harsha Jagasia

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ABOUT SAWF

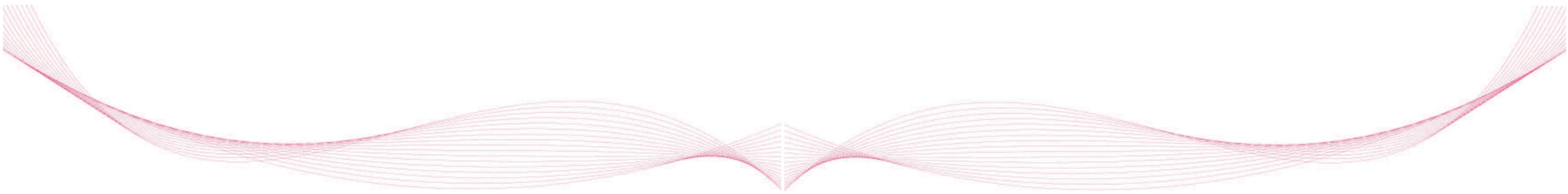
SAWF is a regional Women's Fund, committed to supporting women-led interventions to enhance and strengthen access to women's human rights and countering violations thereof. It has worked closely with partners to support human rights in the context of conflict, identity, socio-economic deprivations and in relation to violence against women. In its present phase, it is committed to supporting the emergence of a regional human rights movement, which would address national and regional concerns. Its work is focused on developing a regional mandate that is informed by national realities, and is responsive to the rights and needs of the individual woman. The organisation, currently works in Bangladesh, Nepal, India, Pakistan and Sri Lanka.

REGIONAL RESEARCHER AND AUTHOR

Niti Saxena is a development professional, lawyer and an expert on usage of research as a tool to develop and forward women's human rights agenda. With significant experience in quantitative and qualitative research on child rights, women's rights and education and other development issues, she is part of the core team at Educational Resource Unit (ERU) and leads/anchors ERU's field projects across northern India. Niti is also the former Executive Director of AALI (a feminist legal advocacy and research group headquartered in Lucknow) and regularly engages with IWRAW AP (Malaysia) as a resource person. Niti is also the former programme advisor of SAWF.

EDITOR

Deepthy Menon is an independent media and research consultant with extensive experience in broadcast journalism. She has around ten years' experience with various media houses in India and has also served as the Deputy News Editor and Mumbai Bureau Chief of Times Now news network. Since then, she has worked with International Institute of Strategic Studies (London) as researcher on South Asian Conflicts (Afghanistan, Pakistan, India and Sri Lanka) for the Armed Conflict Database. She also holds a Masters in Geopolitics and Grand Strategy from the University of Sussex and a post-graduate degree in Broadcast Journalism and Video Production from Symbiosis International University.



*For her continued support and generosity,
SAWF would especially like to thank
Srilatha Batliwala.*

FOREWORD AND ACKNOWLEDGEMENTS

Conducting and accomplishing this resource mapping study has been a journey- one that began in early 2010 and ended in May 2012.

It has been an interesting and significant journey; a road peppered with ideas, challenges and learning experiences. The idea of the study germinated in early 2010, with discussions amongst various women's rights organisations, SAWF and Ford Foundation. There was a strong feeling that the discourse on funding for women's groups needed to have a substantial base; it was important to understand the fabric of giving and philanthropy for women's rights in South Asia.

This study is inspired by the AWID study of "Where is the money for women's rights?" However, it was planned to represent South Asia, especially the five countries within SAWF's operation; Bangladesh, Nepal, India, Pakistan and Sri Lanka. It is an in-depth exploration of how women's rights are supported in the region.

A round-table discussion with women's activists and researchers in April 2011 revealed that a two-phase study would help in identifying respondents and in gaining in-depth information from them. Phase One saw organisations across the five countries responding to a two-page questionnaire, while Phase Two focused on in-depth, analytical interviews with key informants and donors.

The preliminary findings of the study were ready by March 2012 and these were presented at a regional meeting in Kathmandu, Nepal, where donors, women's rights activists and organisations, partners and SAWF's Board members were present. SAWF received valuable inputs and feedback and as a result, the study was further strengthened.

This study could not have happened without the support of hundreds of groups working at the frontlines to ensure access to and enjoyment of human rights- not just once, but twice. They shared critical information about themselves and their work, which has informed every aspect of this study. A word of gratitude is also due to the senior activists, who shared generously their knowledge and wisdom and the donor community, which gave its time to this exercise, to ensure that a factual picture emerges.

Heart felt gratitude goes to *Vanita Mukherjee*, Ford Foundation, for supporting the study and providing SAWF with ideas and inputs. Ford Foundation was extremely amenable to changes in the original proposal, recognising the need to adapt the study for greater and more sustainable impact in the future.

SAWF would like to warmly acknowledge the support of *Suneeta Dhar*, SAWF's Board member, who has provided valuable inputs and ideas, especially in establishing the *raison d'être* of the study. Similarly, NAWAG's inputs, especially *Nandita Gandhi's* suggestions prior to the formulation of the study were very useful.

SAWF would like to thank its Board members; Chairperson *Priya Paul*, *Suneeta Dhar*, *Sara Hossain*, *Kumudini Samuel*, *Sepali Kottegoda*, *Rita Thapa*, *Gagan Sethi*, *Aisha Gazdar* and *Tahera Yasmin*, for believing in the importance of the study and in SAWF's strength and capacity to conduct it.

Many thanks go to *Vimala Ramachandran*, who guided the study and shared her considerable research expertise with SAWF, and also undertook the peer review for the regional study.

To *Navsharan Singh* and *Rita Thapa*, thank you very much for reviewing the various country reports and providing extremely useful feedback.

Words are not enough to acknowledge and thank *Niti Saxena*, the lead researcher and consultant for the study. Niti was instrumental in developing the concept, the framework and methodology for the study, and conducting it. She has also been unstinting in her support to SAWF, whenever troubleshooting and problem solving were required. Without her, this would not have been possible.

SAWF would also like to thank all the national consultants for their valuable time and expertise to the study - *Paro Chaujar*, *Anuradha Rajan*, *Sarah Javeed*, *Asma Alam* and *Nalini Ratnarajah*. We are especially thankful to Paro, Anuradha and Sarah for their continued work and support in the final phase of the study. It is also important to note the role of *Deepthy Menon* who stepped in with much more than she had ever agreed to do, and did it with such a spirit of camaraderie, when it was most required.

The study has challenged us in many ways, and much of this work would not have been possible, without the SAWF team, which, despite being very small, packs quite a punch!

A big thank to *Puja Roy*, for the calm manner in which she handled the many challenges we have faced. *Buddhika Ediresinghe*, *Naadira Hassen* and *Vineeta Tewari* have been the ideal team in supporting with follow-ups, chasing deadlines and the detailed administration, which is invisible and critical! No words would suffice to thank *Anisha Chugh*, for performing multiple roles, with great enthusiasm and commitment to the cause of philanthropy for social justice, a more passionate advocate will be hard to find!

SAWF is extremely confident that the study will have far reaching consequences on philanthropy towards women's rights. And we hope that this study will be the beginning of new partnerships, the strengthening of linkages and movements, in order to advance women's rights in building a more gender equal and inclusive region.

Tulika Srivastava
Executive Director

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| | |
|---|---|
| AAA: Accra Agenda for Action | JAS: Joint Assistance Strategies |
| BPfA: Beijing Platform for Action | LDC: Least developed countries |
| BRICS: Brazil, Russia, India, China and South Africa | MDG: Millennium Development Goals |
| CBGA: Centre for Budget Analysis and Governance | M&E: Monitoring and Evaluation |
| CBO: Community Based Organisations | MOWCA: Ministry of Women's and Children's Affairs |
| CSO: Civil Society Organisations | NIC: Newly Industrialised Countries |
| CEDAW: Committee on the Elimination of Discrimination against Women | NSAPR: National Strategy for Accelerated Poverty Reduction |
| CPA: Country Programmable Aid | ODA: Official Development Assistance |
| CSR: Corporate Social Responsibility | OECD: Organisation for Economic Co-operation and Development |
| DAC: Development Assistance Committee | PLAGE: Policy Leadership and Advocacy for Gender Equality |
| EC: European Commission | RBA: Rights based approach |
| FDI: Foreign Direct Investment | RBF: Results-Based Funding |
| GNI: Gross National Income | SAARC: South Asian Association for Regional Cooperation |
| GPOBA: Global Partnership on Output-Based Aid | SHG: Self Help Groups |
| GRB: Gender Responsive Budgeting | SWAps: Sector Wide-Approaches |
| HLF4: The Fourth High Level Forum on Aid Effectiveness | UNDP: United Nations Development Programme |
| ICESCR: International Covenant on Economic, Social and Cultural Rights | VAW: Violence Against Women |
| INGO: International Non-governmental organisation | OCHA: Office for the Coordination of Humanitarian Affairs |

Women's human rights have been historically under-resourced and unsupported sites of work in the social justice sector. The evidence of this can be witnessed from the lack of resources allocated by states to women through the UN, in the garb of UNIFEM, which is the least resourced specialised agency that is not even an independent agency. It draws its mandate from and works under the aegis of UNDP. AWID has undertaken pioneering work in tracking the access to resources for women's groups and organisations working on women's human rights, and sharing it through its Funder reports as well as its "Where is the Money for Women's Work" project.

This trend of limited support to women's rights is reflected in South Asia, in terms of indigenous giving as well as in giving by traditional donors. While the broad trends have been mapped by reports such as AWID, much more work is required to surface a detailed profile of the region, in terms of availability of resources- especially fiscal and track their movement, in terms of groups and beneficiaries.

Even in terms of participation in these global projects of mapping resources, participation from South Asia has been extremely limited. This is primarily due to the fact that a large number of groups do not have access to such processes, especially processes that tend to depend on technical resourcefulness, such as computers and internet for ensuring participation. Further, the mapping of availability of resources undertaken, was of traditional donors and as such a large segment of available resources such as small indigenous funds, family giving, giving in kind are still to be tracked, and remain untapped. The latter provides the opportunity to identify and tap into new sources of resources for rights work undertaken by women's groups and organisations.

South Asia Women's Fund began as a grant-making organisation in 2004 and has over the years evolved into a philanthropic organisation dedicated to the human rights of women in the region. It is also committed to ensuring consistent and sustainable resources for the strengthening of the women's movement in the region. Given the recent recession, and the shrinkage of existing resource base for women's rights work, it is committed to advocating for expansion of women's share of resources at all levels as well as identifying and tapping into newer resources, which are non-traditional. It is also committed to harnessing resources from corporates through corporate social responsibility, as well as other givings by public and corporate sector undertakings, and making them available for women's work.

Most countries of the South Asia have been a home to mass struggles for independence and social justice; and anti-colonial and anti-imperialist movements.

This history of people's movements, while creating a great social conscience and consciousness amongst common people, has also created a social discomfort with the idea of money for social change. Despite being exposed to corrupt political systems, the region still expects voluntarism as the principle that guides the social justice sector. Therefore, it remains suspicious of non-governmental organisations that are funded, seeing them as possible western stooges, corrupt or irrelevant to social change- in case they have state funding.

This may well be tracked to the fact that people were not privy to ways in which the great movements for independence were resourced, as these issues were not a matter of public discussion. So, if the staff of an NGO is paid decently, that in itself is considered as evidence of the NGO "profiting" from the marginalisation of people. This discomfort with money has been stoked largely by a middle class leadership of people's movements, which has targeted organised funding as a negative value and opposed the "NGOisation" of the movement.

In this discourse on funding, women's groups have had an uneasy truce. There are large issues that have been taken up by groups through collective activism. However, the issue of resources has not been brought up. In some instances, organisations have pooled in their resources (which have been from organised funding) and then undertaken transparent accounting. However, these monies have been extremely small and pertained largely to events and particular expenditures, which have nothing to do with salaries etc.

It is only recently that resource allocation and where they are targeted, have become issues being raised by women's groups. Many believe that large organisations working at the community levels have been taking up resources for women's work without delivering the desired results in the women centric way, as was expected. These programmes, such as self-help groups have used women largely as 'instruments', without ensuring: their ownership or control over resources dismantling of patriarchy or their access to, and exercising of their human rights.

It is in this context that SAWF decided to undertake a research to identify and map:

1. The availability of resources for social justice work
2. The allocation for women's human rights work within that, and
3. The access of women's groups and organisations to these resources

The baseline was to attempt to track in kind, resources that can be used for social justice work and may be made available to women's groups and organisations.

A.OBJECTIVES

1. To baseline available resources for human rights work and track allocations for women's rights work and to women's groups and organisations
2. To identify the obstacles and challenges faced by women's groups and organisations in accessing resources for undertaking their activism and work to ensure human rights of women
3. To identify and create a data base of information on available resources: fiscal, technical and in kind, that can be used to strengthen women's movements for human rights in the region
4. To identify areas for capacity building and support required by women's groups to enhance and strengthen their outreach and access to required resources
5. To widely share the outcomes of the baseline research, and use it as a strategic advocacy and planning document to augment women's access to resources to support and strengthen their struggles for human rights

B.THE TEAM

In order to ensure proper coverage and representation of the region, the mapping exercise covered all the five SA countries, i.e. Bangladesh, India, Nepal, Pakistan and Sri Lanka. The exercise was carried out by the following team of researchers comprising of one national researcher for each country, led by the regional consultant/facilitator, who in turn was guided by the study advisor

| | |
|------------------------------|--|
| ● Vimala Ramachandran | - Study Advisor |
| ● Niti Saxena | - Regional Consultant and Researcher |
| ● Anuradha Rajan | - Consultant Researcher India |
| ● Paro Chaujar | - Consultant Researcher Nepal |
| ● Sarah Javeed | - Consultant Researcher Pakistan |
| ● Deepthy Menon ¹ | -Regional study editor & Consultant Researcher Sri Lanka |
| ● Asma Alam | - Consultant Researcher Bangladesh |
| ● Nalini Ratnarajah | - Consultant Researcher Sri Lanka (Phase I) |

NOTE: Please note that the national level information provided in this document is based on the Country Working Papers. For the full National Working Papers on the five countries that are part of this study, please contact us at sawf@sawf.info or visit our website www.sawf.info.

¹Phase I of the study, which mainly comprised gathering of primary data, was carried out by Nalini Ratnarajah. Phase II of the study, i.e. compilation of the analysis, secondary literature review and chapter writing was done.

II. RESEARCH OVERVIEW AND METHODOLOGY

The resource mapping exercise was carried out in two phases:

A. PHASE I

Sampling:

The country consultants, with the support from the SAWF team, identified and contacted various women groups, activists, academicians, alliance partners, organisations on list servers over phone/internet and collected information about different types of women groups/groups working on women issues, particularly those groups that are difficult to reach out to. A short questionnaire was developed (translated into various local languages) and sent to the shortlisted organisations spread across the countries. The questionnaire focused on the nature of work, strategies and, approach being undertaken by the groups, spending on women issues, women in their governance structure and most critically, the difficulties in resource mobilisation. A typology with clear categories of groups was developed simultaneously- out of the profile received through the survey. With further analysis, the team shortlisted organisations to conduct in-depth interviews (over phone/in person or through FGDs).

B. PHASE II

Methodologies used for collection of information were

- Semi-structured Interviews with selected representatives from the donor community, as well as women's groups
- Key Informant's Interviews
- Focussed Group Discussions with shortlisted organisations from Phase I survey
- Secondary literature review and data analysis

Interviews

These interviews were conducted with selected representatives from the donor community, as well as women's groups. Semi-structured questionnaires in the form of systematised recording formats and coding were used to ensure consistency across interviews.

Some of the key elements of the tools were

- Nature of work being supported: with, for and on women
- Nature of work that is not being supported /for which funding is difficult
- Reasons for difficulties being faced in mobilisation of resources
- Exploring approaches adopted by funders as well as women groups
- Type and kinds of achievements;

Key Informant Interviews:

The primary purpose of key informant interviews with leading women's rights activists/academicians across the region was to gain background insights into processes of change in funding pattern, critical issues that are needed in terms of movement building and strategies for resource mobilisation for the same. Interviews were held with the groups/consultants/agencies directly involved with such processes to get their insights and views.

Secondary data analysis:

Secondary data analysis developed basic profiles of different donors/funding agencies, highlighting their funding pattern in terms of strategies and mechanism; issues and groups being funded as well as demography of the giving. Most of the information regarding Government provisions and allocations; programme details and resources channeled through multilateral and bi-lateral agencies etc. were derived through this method. Secondary analysis also looked into relevant laws and policies impacting funding landscapes in each country.

Study Sample:

| | |
|--|-----|
| Survey nos. of final respondents | 338 |
| In-depth Interviews with selected Organisations (surveyed) | 65 |
| Donor Interviews | 28 |
| Interviews with Key Informants (Champions of women issues in respective countries) | 46 |

Country-wise sample:

| | Bangladesh | Nepal | India | Pakistan | Sri Lanka | Total |
|------------------------------|------------|-------|-------|----------|-----------|-------|
| Phase I survey | 56 | 41 | 114 | 73 | 54 | 338 |
| Phase II In depth interviews | | | | | | |
| NGOs | 10 | 10 | 21 | 14 | 10 | 65 |
| KIs | 7 | 5 | 16 | 13 | 5 | 46 |
| Donors | 3 | 5 | 12 | 5 | 3 | 28 |

Data Consolidation, Analysis and Report Writing

In order to ensure consistency in data compilation, validation and analysis across the 5 countries, a common framework and database were developed. Data sets were created, mapping each of the parameters as different fields. Qualitative and quantitative analysis were done, using mainly descriptive statistics (frequency counts, mean ranges etc.) using MS Access, SPSS and Excel. Smaller data sets were extracted and used in Excel for graphic representation of data distribution etc. In order to ensure parity and consistency in analysis of qualitative data, common definitions and sets of parameters were developed. For instance, while analysing the approaches being undertaken by the groups, the following definitions were referred to, by all the researchers:

Category 1: Explicitly rights based (with principles of equality, including gender equality): It brings together gender, participation, and empowerment into a coherent framework, which is rooted in the norms and principles of international human rights standards and values. It focuses on:

- (i) Participation, such as inclusive and people-centred;
- (ii) Empowerment leading to social transformation, for the marginalised and oppressed communities;
- (iii) Accountability: Identification of stake-holders and corresponding duty-holders (state and non-state);
- (iv) Equality and Non-discrimination-as defined by international human rights law;
- (v) Justice - based on universal standards and norms; just distribution of resources and power, ensuring claims of violations.

Category 2: Explicitly rights based (with feminist principles): Along with elements of category 1, clear articulation of feminist principles critiquing unequal power relations, analysing gender inequality and protecting and promoting women's rights and issues.

Category 3: Strongly rights based: Groups that reflect a rights based approach in their praxis- which means their activities, demonstrate adoption of a rights based approach even while the articulation may be missing (responses on objectives, strategies, activities and changes in women lives include elements of RBA participation, empowerment etc., but not seen within the framework on quality and non-discrimination. No direct reference to human rights standards, inclusion or social transformation).

Category 4: Some elements of rights based: Groups that refer to rights based approach, and there is some level of understanding within the organisations. However, the activities or strategies do not reflect the same.

Category 5: RBA not clearly articulated/welfarist: Focusing on the needs and not on rights of the communities; addressing immediate causes of problems. Programmes are entirely around the needs of the community, and there is little or no linkage between one programme line and another, as no attempt has been made to synchronise programme plan or strategic understanding. No reference to elements of RBA.

C. LIMITATIONS AND CHALLENGES

There were several limitations and constraints faced during the study that ranged from simple logistical coordination issues, methodological challenges, following up with respondents to capturing the scope of givings in the region.

One major constraint in this exercise was the low response rate for both sampling and survey, where contacts were made primarily through e-mails/phone and in some cases through post (where groups did not have access to mails). Several rounds of follow-ups were attempted by the team, which not only took a lot of time, but also affected the envisaged sample size of the study. Phase II had to be deferred as it coincided with 'festivities and vacation time' (November to January), when most of the representatives from both, donor and NGO communities, were unavailable for interviews. Given the varied socio-political situations on the ground, while majority of NGOs that responded to the initial survey were forthcoming in terms of sharing information, some articulated their discomfort in sharing their responses- particularly on rights based approaches, strategies and difficulties in fund-raising.

For the interviews with donor community, access to the 'right' person in the organisation was a time-consuming task. In addition, the challenges in information gathering were heightened due to non-availability of a comprehensive list of all donor organisations (bilateral, private foundations, corporates), operational in the said countries. Majority of the information presented in the study on philanthropic organisations, individuals and corporate companies is based on secondary literature available on the internet. There is also a distinct lack of region-specific secondary data available in the public domain. Given the vast and diverse landscape of philanthropy, it was a daunting task to map and put together a composite picture of the givings targeting at social justice for women.

III. CHANGING PARADIGMS FOR WOMEN IN SOUTH ASIA

South Asia's transition from low-income to middle-income status contrasts the existence of the largest concentration of people living in debilitating poverty, social deprivation, and gender disparity in the region. The growth has not been gender inclusive; women's participation in economic activities has not kept up with income growth. The growth in South Asia also appears not to be 'adequate', from the human development and gender equality perspectives². The UNDP report on Gender Equality in Asia and the Pacific (Power, Voice and Rights - A Turning Point for Gender Equality in Asia and the Pacific, 2010) highlights the lag in key aspects of gender equality in the region. South Asia's ranks on several gender gap indicators, viz. health, adult literacy, economic participation are closer to or lower than those of sub-Saharan Africa. Similar disparities and variations also exist within the South Asia region; gender gap is much larger in the northern belt of South Asia (north-west India, Bangladesh, and Pakistan), than in south India and Sri Lanka.

These variations also reflect in the current Global Gender Gap Index³, a framework introduced by the World Economic Forum that captures the magnitude of gender-based disparities and benchmarks national gender gaps on economic, political, education and health-based criteria. Sri Lanka, with better health and political empowerment indicators, is positioned in the topmost quarter of the table, while Bangladesh is at the cusp of joining the better performing countries. The other countries (India, Pakistan and Nepal) remain in the lowermost bracket. In the past three years, while India and Pakistan have remained in the same slot, Sri Lanka, Nepal and Bangladesh's rankings have changed significantly, reflecting internal changes that affect access to resources and opportunities.

Bangladesh is an interesting example to show the push and pull effect of the scores given to the sub-indices of various indicators. For example, in terms of educational attainment, while the country ranks one in enrolment of girls at the primary and secondary levels, it dips down to the lowermost quartile in enrolments in tertiary education. Similarly, for health and survival, Bangladesh ranks at number one for sex ratio at birth and in the lowermost quartile for healthy life expectancy.

The paradox of socio-economic developmental realities of the region also reflects in the lives of women across these countries. Though differences over ethnicity, socio-political positioning, accessibility to resources, opportunities and

²The South Asian Development Paradox: Can Social Outcomes Keep Pace with Growth? EjazGhani, Poverty Reduction and Economic Management (PREM) Network, The World Bank, March 2011

³The Index is designed to measure gender-based gaps in access to resources and opportunities in individual countries, rather than the actual levels of the available resources and opportunities in those countries. This is done to make the Global Gender Gap Index independent from the countries' levels of development. In other words, the Index is constructed to rank countries on their gender gaps, not on their development level. Source : Global Gender Gap Report 2011, World Economic Forum.

| | Sri Lanka | Bangladesh | India | Nepal | Pakistan |
|--|-----------|------------|-------|-------|----------|
| Overall Rank 2011 (out of 135 countries) | 31 | 69 | 113 | 126 | 134 |
| "2010 | 16 | 82 | 112 | 115 | 133 |
| "2009 | 16 | 93 | 114 | 110 | 133 |
| "2008 | 12 | 90 | 113 | 120 | 129 |
| "2007 | 15 | 100 | 114 | 125 | 127 |
| "2006 | 13 | 91 | 98 | 111 | 113 |

entitlements persist, concerns relating to women rights and liberties like inheritance rights, health, nutrition, safety etc. remain unvarying. Issues in each country range from poverty, violation of human rights by the state, lack of effective support mechanisms to address issues around culture, minority identity and internal armed conflicts. Though these concerns, when coupled with variations in cultural and religious practices, play differently for women in these five countries, the larger narrative of culture, religion and patriarchal ideology that perpetuates gender-based discrimination and inequalities, remains the same across the region.

Given the vulnerabilities and complexities of their lives, women are particularly impacted by the changes taking place within the internal environment, as well as by the external factors, like regional and global changes, rising fundamentalism, political instability, neo-liberalisation, ecological, financial and humanitarian emergencies, i.e. food or energy crisis, global recession, growing militarisation, conflicts and disasters- women are affected by all. Donor perceptions and giving patterns towards women's rights-based work and developmental issues in the region have also gone through a significant shift in the last decade due to changes in the social development scenario, as well as in the individual national economies, affecting women, both affirmatively and adversely.

South Asia has also witnessed affirmative efforts made by the state, as well as non-state actors, in changing women's situation, particularly in the post-Beijing era. There have been significant advocacy efforts made by the women's movement in these countries, at both, domestic and international levels, that resulted in positive initiatives and reforms at the level of policy, legislation and programme interventions. (India, Nepal and Bangladesh have legislative provisions and National Action Plans to address violence against women and have laws and policies that strengthen women's economic rights and

⁴Source: Global Gender Gap Report 2011, World Economic Forum

⁵The United Nations convened the Fourth World Conference on Women in September 1995 in Beijing, China. The Beijing Declaration and Platform for Action, adopted at the Conference is a global commitment to achieving equality, development and peace for women worldwide.

opportunities.) Measures taken by the State to improve the education and health status of women and girls, are also showing positive trends, as are affirmative measures like reservation quotas for women to increase their political participation and decision-making. However, unequal socio-economic power relations create disadvantages by restricting progress made in the direction of improving women's life situations. This further leads to inertia in advancement of women issues and their rights, which require the use of multiple strategies, including advocacy for increased resource allocation and effective utilisation.

Social justice for women envisions an inclusive, democratic and just paradigm, based on the principles of equality and non-discrimination, where they participate equally with men in the political, economic and societal spheres, with equality in resources, opportunities and power as the key parameters, thus, ensuring not only just and equal distribution of resources (particularly amongst the disadvantaged and marginalised, including women), but also resourcing the process to expedite structural changes and ensuring equal opportunities to all.

The giving framework for resourcing social justice work for women include a range of resources and commitments at the bilateral and multilateral levels, as well as other funding sources viz. philanthropic foundations, women's funds, Diaspora philanthropy, corporate sectors, individual givers etc. 'Investing' in women and girls- in focus for over a decade, is now moving beyond MDG developmental discourses, to be a part of the human rights agenda. Philanthropists supporting women issues and women philanthropists are the trailblazers in the changing landscape. Givers, who have been advocating empowerment of women and girls as a successful strategy for achieving sustained economic growth and productivity in communities, are also taking the lead in resourcing more for women-led solutions to many of the world's greatest challenges ranging from climate change to food security. This is largely based on the belief that women themselves know best how to determine their needs and propose solutions for a lasting change. This type of giving for women and girls is increasingly being facilitated across the globe, as a strategy to advance critical issues impacting their lives and the overall struggle for social justice.

Despite the increasing attention towards resourcing work on women issues, there is consistent need and demand for more dedicated share of resources for the realisation of human rights for women, more so in the present socio-political and economic situation. Advancement of social justice becomes even more critical at a time when the world is bracing with the fallout of the financial and economic crisis that has pushed millions more into poverty and is being seen fundamentally as a 'human rights crisis' (Amnesty International, annual report, 2010).

Many believed that Asia was sufficiently decoupled from the western financial systems to escape the direct fallout from the crisis (in fact many Asian countries witnessed rapid growth in recent years). During the year 2011, Bangladesh, India and Sri Lanka recorded GDP growth levels of 6.5% or higher⁶, remaining resilient to the global economic crisis. However knock-on effects of the

⁶United Nations World Economic Situation and Prospects (WESP) 2012

multilateral impact of the crisis are being felt by the region, which includes direct and indirect impact on development financing for the region. The UN does warn that double-dip recessions in Europe and US could affect countries across the region, pulling back growth rate. The resilience is said to be limited to the macro level and the hardest impact of the crisis is reportedly being felt at the micro level, by those in the socio-economically lowest strata and the unorganised sector. In such a scenario, women (with their marginalisation cutting across the strata and sector) are left grappling with issues affecting their daily subsistence, such as loss of livelihood, inflation, lack of social security and benefits, privatisation of services and most of all, diminishing accountability of the state towards protecting and promoting their socio-economic rights. This current economic crisis is unlike previous recessions, for it will continue to have a much greater, albeit differentiated, impact on women. In contrast to past periods of economic downturn, women today “are the single biggest and least acknowledged force for economic growth on the planet,” according to The Economist. They say that over the past few decades, women have contributed more to the expansion of the world economy, than either new technologies or the emerging markets of China and India⁷.

The financial crisis and economic meltdown have also forced countries/regional groups to relook at macro and micro level policies, their priorities and commitments. The changed regional economic landscape and the realignment of donors' agenda have altered the developmental aid and giving patterns in SA. Therefore, mapping of resources available and scanning through the entire gamut of Giving for women issues and their rights also needs to be done; keeping in mind the global crisis, recessions and their multiple and interlocking effect on the entire spectrum of actors involved with providing, accessing and utilising resources for women rights in the region.

A. INTERNATIONAL AID IN THE REGION

The governments of More Economically Developed Countries are obligated to support Lesser Economically Developed countries, to promote their socio-economic development, as enshrined in the UN's Covenant on Economic, Social and Cultural Rights and reaffirmed at many critical forums (including G20 in 2009 and 2010). External development aid is recognised as crucial for the developing nations to improve human living conditions, eradicating poverty and achieving the Millennium Development Goals. The aid could be Governmental (Bilateral) aid, International Organisational (multilateral) aid, voluntary aid, Short-term/emergency aid and Long-term/sustainable aid and could be in the form of money, material or technical assistance. The majority of aid activities are financed through grants, but some donors operate substantial loan programmes.

⁷Source :Gender in times of crisis : New development paradigm needed; Social Watch Report, 2010

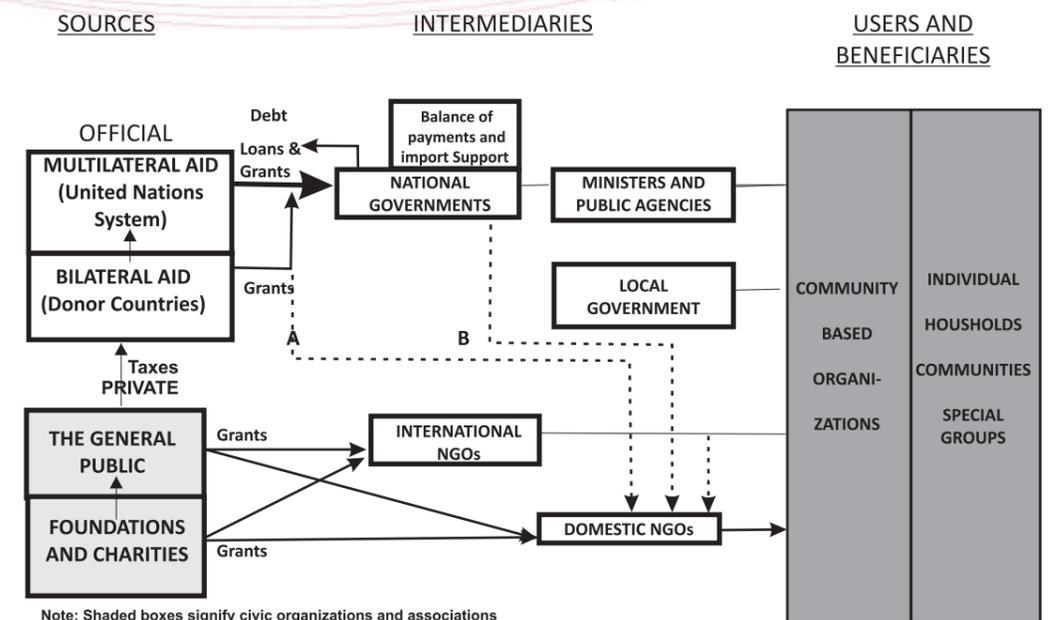


Figure I: Aid System - Financial Links and Flow (Source: Civil Society, NGOs and Social Development; Changing the Rules of the Game, by Alan Fowler, United Nations Research Institute for Social Development, 2000)

In accordance with the 1978 Terms Recommendation of the DAC, the annual average grant element of total ODA commitments should be at least 86% (for Least Developed Countries, the targets are at least 86% over three years for each country, or 90% annually for the group). However, the drastic reduction in ODA⁸ due to the impact of global financial crisis on development financing has had overreaching impact. OECD (Organisation for Economic Co-operation and Development) Secretary-General Angel Gurría says “The fall of ODA is a source of great concern, coming at a time when developing countries have been hit by the knock-on effect of the crisis and need it most. Aid is only a fraction of total flows to low income countries, but these hard economic times also mean lower investment and lower exports”.

⁸ Official Development Assistance: Grants or loans to countries and territories on the DAC List of ODA Recipients (incl. all the 5 countries being covered in the study) and to multilateral agencies which are: (a) undertaken by the official sector; (b) with promotion of economic development and welfare as the main objective; (c) at concessional financial terms (if a loan, having a grant element of at least 25 per cent). In addition to financial flows, technical co-operation is included in aid. Grants, loans and credits for military purposes are excluded. Transfer payments to private individuals (e.g. pensions, reparations or insurance payouts) are in general not counted.

OECD reported that major donors' aid to developing countries fell by nearly 3% in 2011, breaking a long trend of annual increases. Tight budgets in OECD countries will mean more pressure on aid levels in coming years. The OECD-DAC Survey on Donors' Forward Spending Plans for 2012 to 2015 suggests that global CPA⁹ may rise somewhat in 2012. However, this is mainly because of expected increases in soft loans from multilateral agencies funded from capital replenishments during 2009-2011. From 2013, global CPA¹⁰ is expected to stagnate, and could thus confirm earlier findings that it takes several years from the onset of a recession for the full impact to be felt on aid flows¹¹. Out of the 23 DAC donors, the percentage change in the overall aid flow (by amount) from top 10 donors¹² to entire Asia (as highlighted in Table 2) presents a mixed bag for the region.

Based on donors' current projections, there may be a slow-down from 2013 that differs between regions, with CPA to countries in Latin America continuing to fall, while it may rise somewhat for South and Central Asian countries including Bangladesh, Myanmar and Nepal. (Source: News release, 4/4/2012, OECD Office)

Table 2: Percent change in aid flow of DAC Countries (2010 to 2011, in real terms)⁹

| Country | Percent change in aid flow - 2010 to 2011 in real terms | Country | Percent change in aid flow - 2010 to 2011 in real terms |
|-------------|---|----------------|---|
| Greece | -39.3 | Portugal | -3 |
| Spain | -32.7 | Denmark | -2.4 |
| Austria | -14 | United States | -0.9 |
| Belgium | -13 | United Kingdom | -0.8 |
| Japan | -10.8 | Australia | 5.7 |
| Norway | -8.3 | Korea | 5.8 |
| Netherlands | -6.4 | Germany | 5.9 |
| France | -5.6 | Sweden | 10.5 |
| Luxembourg | -5.4 | New Zealand | 10.7 |
| Canada | -5.3 | Switzerland | 13.2 |
| Finland | -4.3 | Italy | 33 |
| Ireland | -3.1 | Total | -2.7 |

Traditional donors, like Japan and Norway have reduced aid flow by 8-10%, countries like US, UK show a nominal change, while Australia and Germany show a 5% increase in the aid flow for the given financial year.

⁹Data Source : OECD, International Development Statistics (IDS)

¹⁰CPA (Country Programmable Aid) is measured on a gross receipts basis and excludes non-programmable items such as humanitarian aid, debt relief and in-donor costs, like administrative and refugees in donor countries

OECD www.oecd.org

¹²US, Japan, Germany, UK, France, Australia, Canada, Norway, Spain and Netherlands (Source: Development at a glance, Asia region, OECD, 2012)

In 2011, aid from the Development Assistance Committee (DAC) of the OECD came to \$133.5bn, or 0.31% of their combined gross national income (GNI). In absolute numbers this was more than the 2010 figure of \$128.5bn, the year's net official development assistance (ODA) reached its peak. However, adjusted for inflation and weaker currencies, last year's figure actually represents a 2.7% drop. This does not necessarily mean that the governments have cut their aid budgets, but that the money is worth less because of inflation. Despite an increase in cash terms, aid from the world's richest countries was worth less in 2011, as inflation reduced the purchasing power of their currencies. In this situation of decreasing aid, NGOs expressed particular concern over the fact that aid to the world's 48 poorest countries group of least developed countries has fallen. The LDCs saw a fall in net bilateral ODA of 8.9% in real terms, to \$27.7bn. "This fall suggests that aid is not as targeted as donors' claim," said Jo Rea of Bond, the NGO group.¹³

Globally until 2011, aid had been steadily increasing for more than a decade and net ODA rose by 63% between 2000 and 2010. Within South Asia, the overall ODA commitment for SA regionally¹⁴ has been decreasing since 2008. This decrease is much sharper for the sector allocable aid¹⁵, which dropped from 86.2% of the ODA (all sectors) in 2006 to 39.5% in 2010 (table 3).

Table 3 : ODA Commitment to South Asia (Regional) - in USD millions (current prices)¹⁶

| | | 2006 | 2007 | 2008 | 2009 | 2010 |
|-------------------------------|------------------|-------|--------|--------|--------|--------|
| All Sector | All Donors | 42.40 | 100.62 | 126.70 | 114.89 | 111.74 |
| | a) DAC Countries | 42.04 | 89.71 | 123.20 | 108.60 | 107.05 |
| | b) Multilateral | 0.36 | 10.92 | 3.49 | 6.29 | 4.69 |
| Total Sector Allocable | All Donors | 36.56 | 55.07 | 99.29 | 51.15 | 44.17 |
| | a) DAC Countries | 36.20 | 44.59 | 96.11 | 44.86 | 39.48 |
| | b) Multilateral | 0.36 | 10.48 | 3.18 | 6.29 | 4.69 |

¹³Source : <http://www.guardian.co.uk/global-development/2012/apr/04>

¹⁴It is to be noted that the regional figures are not total ODA for all SA countries, but only reflect aid activities that benefit more than one country regionally. Source: OECD

¹⁵Sector Allocable: Sector allocable contributions cover social sector, economic, production and multisectors.

Contributions not subject to allocation include general budget support, actions related to debt, humanitarian aid and internal transactions in the donor country.

¹⁶Data Source : OECD, International Development Statistics (IDS)

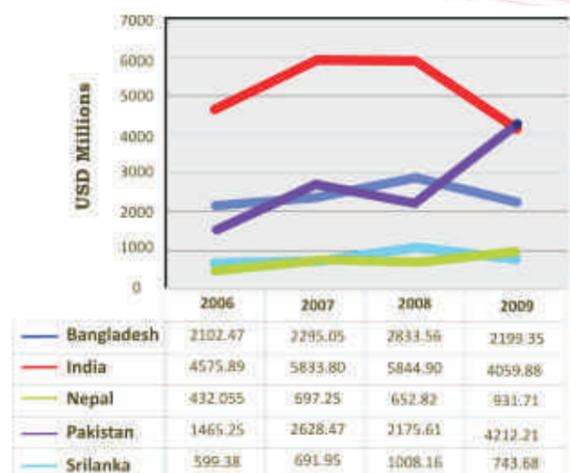


Figure 2: Total Sector Allocable for five SA countries (commitments)

This decrease in percentage of sector allocable aid within ODA, when analysed in conjunction with the observations made by Reality of Aid Network¹⁷ shows that while most bilateral donors provide mainly grants, after the crisis, loan finance for developing countries increased faster than grant finance with a 20% increase in ODA loans in 2009 from the previous year. France, Germany and Japan were amongst the governments which increased their ODA lending dramatically; the World Bank (WB), regional development

banks and the European Commission (EC) also provided extra loans.

This means that many recipient countries are accepting more expensive finance than before, indebting future governments, who will be using citizens' taxes to repay foreign creditors instead of investing these in self-reliant development.

ODA is a political process, where aid is committed, disbursed or withdrawn strategically in keeping with domestic and international priorities of the donor countries. This is best reflected in South Asian countries that are diverse in terms of their civil political situations and international alliances. For instance, United States is the largest source of bilateral aid to Pakistan. For FY2010, the United States had budgeted approximately \$1.2 billion in economic assistance to Pakistan, with another \$300 million pending through the president's supplemental request. As a point of comparison, the United States has pledged nearly ten times more non-military aid to Pakistan than to Bangladesh, a neighbouring country with a comparable population size and similar development needs. The large amount of U.S. assistance pledged to Pakistan in the next few years follows a period of extreme volatility in U.S. aid levels to Pakistan, which have waxed and waned for decades, as U.S. geopolitical interests in the region have shifted. Peaks in aid have followed years of neglect. In several instances, including as recently as the 1990s, U.S. aid was even halted entirely and the doors of the USAID offices shuttered. Thus the current "quantum leap" in development assistance, as described by Ambassador Holbrooke, represents a record high in what has been a turbulent history of U.S. assistance to Pakistan¹⁸.

In FY2010 Pakistan, India, Bangladesh and Nepal have been among the top ten recipients of ODA disbursed for the entire Asia region. 33% of ODA commitment for Asia region has been distributed among these countries and within this (see Table-4); approximately 43% of the commitment (amongst the five countries) was for India alone. Now, with India moving from the list of developing countries to the category of Newly Industrialised Countries (NICs), its positioning in the global market has led to a realignment of partnership arrangements, not only for India, but for the SA region also.

Since the adoption of MDGs, there has been a shift in the overall focus of traditional donors- aid to social sectors has witnessed a multi-fold increase even as this trend holds true for the entire Asia region. Analysis of the social sector ODA to Asia (as percentage of total sector allocable ODA with 3-year average commitments) shows that while the ODA figures for 'government and civil society' peaked around 2006, health and education have shown continuous growth.

Table 4 : ODA to Asia by Sector and Recipient in 2010 (in USD million, commitments)

| | Social | Economic | Production | Multi-Sector | Gen. Prog. Aid | Debt | Humanitarian | Others | Total |
|-------------------------|--------|----------|------------|--------------|----------------|------|--------------|--------|-------|
| Bangladesh | 1086 | 948 | 242 | 261 | 82 | 1 | 137 | 7 | 2764 |
| India | 2198 | 2987 | 273 | 1983 | 4 | 0 | 299 | 23 | 7767 |
| Nepal | 484 | 362 | 67 | 156 | 81 | 0 | 23 | 3 | 1176 |
| Pakistan | 1900 | 768 | 221 | 211 | 32 | 13 | 1959 | 6 | 5110 |
| Sri Lanka | 476 | 347 | 37 | 61 | 0 | 0 | 222 | 1 | 1144 |
| Subtotal of 5 countries | 6144 | 5412 | 840 | 2672 | 199 | 14 | 2640 | 40 | 17961 |
| Total - Asia | 22888 | 13595 | 3550 | 6626 | 1685 | 49 | 5239 | 594 | 54226 |

Out of the total aid commitment (2010) for the five countries, 84% has been for Social sector, Economic, Production and Multi-sector aid, that is critical for the achievement of MDGs, human development and for social justice paradigm. However, the extent to which the aid would benefit the life situations of the most needy and disadvantaged (including women), would depend upon a host of factors related to harmonisation and alignment of foreign aid with sector plans and sector budgets; as well as, recipient government's policies and budget management systems and practices.

¹⁷The Reality of Aid Network (RoA) is the only major North/South international non-governmental initiative focusing exclusively on analysis and lobbying for poverty eradication policies and practices in the international aid regime

¹⁸Aid to Pakistan by Numbers, Centre for Global Development(www.cgdev.org/section/initiatives/active/pakistan)

AID FOR GENDER EQUALITY:

In the present aid paradigm, there is increased commitment towards gender equality. Gender mainstreaming has been adopted as the global strategy for ensuring effective translation of this commitment, wherein programmes in all sectors have to address how the interventions affect men and women, across all developmental spheres. The focus on gender equality as an outcome has also resulted in growing recognition for increased resource allocation for the same, in international aid assistance, cooperation and domestically within State policies, finance and budgetary allocations. While progress made by recipient government in financing for gender equality can be monitored and assessed using different tools, donors' performance can be tracked by monitoring gender equality focussed aid.

A summation of gender equality focussed aid for the said five countries (see Table 5) highlights a steady increase in aid activity in this category. While there could be downward trends in funding, aid focusing on gender equality shows an increase after 2007, for countries in the region (except for Pakistan that saw a dip in 2008, but the commitments increased more than 100% for 2009).

In order to assess gender equality focussed aid, the Creditor Reporting System in OECD, screens and marks the aid activities as either (i) targeting the Gender equality as a "principal objective" or as a "significant objective", or (ii) not targeting the objective, which provides the basis for calculation of Gender equality focussed aid by DAC donors. Herein the aid activity could be categorised as 'Gender' or as 'Gender and Environment, Gender, Participatory development and Governance'.

| | | 2006 | 2007 | 2008 | 2009 |
|------------|---------------|---------|---------|---------|---------|
| Bangladesh | All Countries | 717.00 | 318.88 | 366.28 | 947.52 |
| | DAC Countries | 555.18 | 218.73 | 228.22 | 913.13 |
| | Multi Lateral | 161.82 | 100.15 | 138.07 | 34.40 |
| India | All Countries | 1304.37 | 1135.41 | 1201.24 | 967.69 |
| | DAC Countries | 1004.49 | 912.25 | 975.74 | 966.39 |
| | Multi Lateral | 299.88 | 223.16 | 225.50 | 1.30 |
| Nepal | All Countries | 125.35 | 183.33 | 233.26 | 385.51 |
| | DAC Countries | 89.05 | 83.64 | 205.49 | 367.08 |
| | Multi Lateral | 36.30 | 99.70 | 27.77 | 18.42 |
| Pakistan | All Countries | 558.34 | 732.99 | 598.87 | 1320.33 |
| | DAC Countries | 436.34 | 289.99 | 533.96 | 567.28 |
| | Multi Lateral | 122.00 | 443.00 | 64.91 | 753.05 |
| Srilanka | All Countries | 139.70 | 36.88 | 154.59 | 140.84 |
| | DAC Countries | 64.39 | 31.41 | 85.29 | 65.52 |
| | Multi Lateral | 75.31 | 5.48 | 69.30 | 75.32 |
| Total | All Countries | 2844.76 | 2407.50 | 2554.24 | 3761.89 |
| | DAC Countries | 2149.44 | 1536.01 | 2028.69 | 2879.40 |
| | Multi Lateral | 695.31 | 871.49 | 525.55 | 882.49 |

¹⁹Data Source : Creditor Reporting System, OECD Statistics

Within the gender equality focussed aid, there is a sub-category of aid activity for 'gender only' - aid that goes to policies/programmes with the primary focus on gender equality (while the rest focuses on gender mainstreaming). It has seen a constant increase from being 15.6 % of the total Gender equality focussed aid in 2006 (combined for Bangladesh, India, Nepal, Pakistan and Sri Lanka) to 33.5 % in 2010.

It is important to note here that in the analysis, commitment of aid has been taken into account, as implementation of an aid activity can go on for several years and data on the amounts disbursed each year could be available at the activity level from all the donors. Total commitments per year comprise new undertakings entered in the year in question (regardless of when disbursements are expected) and additions to agreements made in earlier years (cancellations and reductions of earlier years' agreements are not taken into account)²⁰. In case of gender equality focussed aid, the disbursement of aid from 2006-2009 has been much higher than the commitments made for ODA. These trends are in line with the World Bank-supported efficiency approach to gender equality, where investing in gender equality is seen as 'smart economics'.

UN Women South Asia works in partnership with governments, women's organisations, the UN System, bi-lateral agencies, the SAARC Secretariat, civil society, national and international NGOs and research institutions and focuses on formulation and implementation of laws and policies to eliminate discrimination and promote gender equality in the region. In response to ground realities, the work of UN Women South Asia largely focuses on women excluded from socio-economic and political opportunities in these countries. This includes women survivors of violence, widows, women living with HIV, women home-based, as well as migrant workers. (Source: UN Women South Asia)

At a glance, the trend might reflect an affirmative picture of funding for gender equality and its impact on women rights; however, the link between the two is not organic on the ground, as multilayered complexities of gender dynamics and structural inequalities influence the effectiveness of gender equality aid. Financing gender equality needs to be coupled with enabling 'macroeconomic policies, budgets and national development plans, that determine how these resources are collected and spent, as engaging with these processes is critical to moving towards gender equality. To accomplish sustainable and deep rooted changes, financing for gender equality must also entail the design and implementation of economic policies that give women and men access to decent work, food security, and social insurance and protection. With the right policies and sufficient resources, countries should be able to achieve both, targeted support to activities directly focussed on gender equality and transformative shifts towards an equitable economy²¹.

²⁰Source : OECD

²¹Bridging the Gap: Financing Gender Equality, A publication of the United Nations Development Fund for Women (UNIFEM) and the UN Non-Governmental Liaison Service (NGLS), 2008

The commitment for achieving gender equalities was further strengthened by the emergence of UN Women, that was established as the entity for gender equality and women empowerment that aims at accelerating UNO's goals towards the same. However, since its inception, the agency has been facing concerns about underfunding (the startup budget was USD 500 million in 2011) that limits the scope, outreach and effectiveness of the organisation, defeating the purpose of reform agenda. Despite resource limitation and comparatively small Trust Funds (the \$17.1million Trust Fund to End Violence against Women in grants to 22 initiatives in 34 countries is quite small, when compared to other ODA), the UN women has emerged as a critical funding source for government and NGOs working for advancement of women's rights.

Despite the increase in commitment towards gender equality by the global community, donors and recipient countries, the operationalisation of the commitment remains a key concern and roadblock to social justice. For instance, on one hand - donors themselves report very limited progress on gender issues(as highlighted in Reality of Aid report, 2010), on the other hand, similar concerns have been raised about ineffectual mainstreaming and 'policy evaporation' in recipient countries.

The concern is reflected in the regional scenario as well, where despite aforementioned data on gender focussed aid, coupled with other affirmative indicators, several reviews have highlighted increased investment (of both, technical and financial resources) for gender integration in the region.

However, there are concerns about the way gender mainstreaming has been undertaken by governments in the region. This was also brought forward by the Commission on the Status of Women during the Beijing+10 Review that evaluated the progress on gender mainstreaming. The review cited inadequate financial and human resources, the lack of political will and commitment, insufficient sex-disaggregated data, and marginal links to civil society as persistent barriers in the entire Asia Pacific region'. 'In every country across Asia and the Pacific, pervasive gender inequality remains a barrier to progress, justice and social stability, and deprives the region of a significant source of human potential. With the world only five years away from the 2015 deadline for reaching the (MDGs) goals, and a 15-year review of the Beijing initiatives in progress, achieving gender equality is more relevant than ever. Yet today, Asia-Pacific is at a crossroads: Whether gender equality is pushed aside or pursued with greater energy, amid the after effects of the recent global economic downturn, depends on actions taken or not taken now by governments and other stakeholders.²²

Power, Voice and Rights - A Turning Point for Gender Equality in Asia and the Pacific, UNDP, 2010

Advocates for gender equality have been critical of the aid architecture process due to its weak gender perspective and lack of political will for effective operationalisation of commitments made by the Governments. The critique by women' groups/networks is that (AWID, WIDE) the aid effectiveness agenda remains a 'highly technical process, focussed mainly on procedures for aid management and delivery, with insufficient attention to the actual impact aid is having on achieving development goals such as poverty reduction and elimination of gender inequalities.' However, they also recognise that the importance of the process is crucial in setting the rules for donors' policies and practices, and therefore, has a 'strong influence on donor development practices'.

Aid architecture process has been exclusionary and does not engage with wider range of CSOs, women groups in particular, were not a part of the discussion. However, this was changed later with CSOs being recognised in AAA and they became part of the formal stakeholder group in HLF-4. Throughout the trajectory of aid architecture reforms, starting from Paris Declaration to Accra and further HLF-4 Busan (refer Box), women's organisations and other CSOs have been raising their collective voice for development and not aid reform agenda. Besides the continuing struggle to integrate and strengthen gender perspective in the discourses of aid architecture, there are other issues that affect the availability of resources for advancement of women issues across the globe.

| Table 6 : Gender Equality and Women Empowerment in the Aid Effectiveness paradigm – Key Milestones | |
|--|---|
| Mid Nineties 1995-1999 | Renewed attention for poverty reduction as the main goal for development co-operation and aid came up. |
| | Beijing Conference : Gender mainstreaming strategy being recognised and taken up and ideally transformed the new "mainstream" development aid delivery |
| | DAC Guidelines on Gender Equality and Women's Empowerment in Development Co-operation |
| | New paradigm and framework development on poverty alleviation by the OESO/DAC23 with gender and environment as core cross-cutting issues. Gender dimensions in poverty inherent Poverty Reduction Strategy framework by World Bank and IMF - mainstreaming of gender analysis and integration of attention to gender issues in poverty/poverty reduction insufficient |
| 2000 | 189 UN member states adopted the United Nations Millennium Declaration and the Millennium Development Goals. The most important goals from a gender perspective is Objective 3 which is: To promote gender equality and empower women. |
| 2001 | New guidelines for the integration of gender in the development of PRSPs - The Hague Workshop (OECD/DAC Working Party on Gender Equality and the World Bank) were developed. ²⁴ |
| | UN Secretary- General presented the road map towards the implementation of the MDGs by 2015. Report on the Consultation Workshop Gender Equality in Sector wide Approaches (SWAps), The Hague – recognition of the insufficiency that Gender gaps and women's rights issues are not recognised in PRSPs (leading to lack of clear understanding of the linkages between poverty, gender inequality and the particular sector) |
| 2002 | United Nations (UN) Conference on Financing for Development (FFD) Monterrey Consensus : Main goals are - eradication of poverty; the achievement of sustained economic growth; and the promotion of sustainable development. Key reference in global development, and also for women's rights groups. Nonetheless, it fails to address the structural obstacles to development and systemic inequalities. Gender equality is particularly marginalised in the consensus. (source AWID) |
| 2003 | Current aid effectiveness paradigm building process began |
| | First HLF on Harmonisation in Rome, Italy : Donors' concerns were already focused strongly on tackling "unproductive transaction cost" |
| 2005 | Second HLF Paris Declaration on Aid Effectiveness - establishes global commitments from donors and partner countries to support more effective aid in a context of a significant scaling up of aid. Key Principles : Ownership, Alignment of policy and Harmonisation (between donors and between donors and partner countries) – Gender Blind ²⁵ |

The DAC Guidelines Poverty Reduction, OESO, 2001
The effective utilisation of these guidelines remains weak and PRSPs still have a deficit in gender responsiveness
PD mentions gender equality in only one out of 50 paragraphs (para.42), with very weak language. (Source :
Development Cooperation Beyond the Aid Effectiveness Paradigm: A women's rights perspective AWID Discussion Paper
January 2011)

| | |
|------|--|
| 2007 | DAC Network on Gender Equality reviewed the <i>DAC Guidelines (1999)</i> and prepared these <i>Guiding Principles for Aid Effectiveness, Gender Equality and Women's Empowerment</i> – these focus primarily on opportunities for using the implementation of the Paris Declaration's principles and commitments to: <ul style="list-style-type: none"> • Harmonise approaches to support for gender equality. • Implement concrete actions, focussed on results and impacts. • Be responsible and accountable for those actions and for agreed commitments on gender equality and women's empowerment. |
| 2008 | HLF-3 - CSOs played significant a role in advocating for deepening the Aid Effectiveness Agenda. Accra Agenda for Action: The AAA was negotiated between donors, multilateral organisations, and developing country governments. It brought some progress in terms of its recognition of gender equality, human rights, and environmental sustainability - "cornerstones for achieving enduring impact"(para.3) and states explicitly that "developing countries and donors will ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality, human rights, disability and environmental sustainability" (para.13c). Of the 32 paragraphs contained in the AAA, only three include commitments that might contribute to advancing gender equality and the empowerment of women. Progress on gender equality encouraging |
| | Doha Declaration on Financing for Development : The Follow-up International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus The two key messages included in the document were a strong commitment by developed countries to maintain their ODA targets irrespective of the current financial crisis, and a decision to hold a UN Conference at the highest level on the impact of the current financial and economic crisis on development. |
| 2010 | Dili Declaration on fragile states – International action plan for peace building and state building; gender equality identified as critical for human and social development |
| | Bogota Statement on South South Cooperation – commitment to promote and implement good practices from SSC and capacity development to support countries in achieving MDGs and tackling emerging global development challenges, recognising that gender equality as a cornerstone |
| 2011 | HLF-4, Busan :some progress in the aid and development effectiveness process Thematic groups included discussion on right based approach, south south cooperation, fragile states – special session on gender equality. For the first time this HLF included Civil Society Organisations (CSOs) as a formal stakeholder group. The Busan document also strongly promotes a rights-based enabling environment for civil society and endorses the CSOs' Istanbul Principles. The inclusion of a specific paragraph (no.20) on gender equality and the empowerment of women is also positive and important to note. |

The ongoing reform process encompasses newer aid modalities and strategies, such as Sector Wide-Approaches (SWAs) for sectoral reforms, Joint Assistance Strategies (JAS) to promote donor harmonisations, budget support for better ownership and donor coordination, which in turn have brought in the following changes:

- Shift from project-led support to programme-based aid.
- Increased co-operation of donors with Governments and NGOs and government to government co-operation.
- Increasing ownership by recipient governments (inversely sidelining the role of CSOs).
- Policy harmonisation and alignment between donors, as well as between donors and recipient governments.

In the process, there have also been aid innovations to ensure better quality of aid recipients; out of these, result-based aid and ex-ante selectivity are approaches that are creating competition for aid. Linking aid more closely to performance has been in existence for a long time, but there has been a renewed focus on the same within the given aid paradigm. Most commonly used approaches for assessing aid management are (i) performance rating systems, that focus on economic policy as opposed to aid programme performance; (ii) Global Partnership on Output-Based Aid (GPOBA), a World Bank initiative focussed on payment of aid to the delivery of specific services or 'outputs'; (iii) Results-Based Funding (RBF), an approach to contracting service providers beyond central government, or incentivising beneficiaries to use services. These approaches have certainly increased private sector's role in aid programme as contractual agents for monitoring and implementation of public infrastructure and service delivery.

Another dimension to the already changing aid paradigm is the increase in stakeholders; non-DAC providers of development assistance, aid through South-South cooperation, Triangular Development Cooperation and BRICS (Brazil, Russia, India, China, and South Africa). The emergence of BRICS among the donor community (even though some of these countries receive aid themselves) and increasing their foreign assistance at a time when traditional donors are reducing their share of aid could prove to be a decisive factor in the aid flow dynamics in the region²⁶. Apart from the financial value, these contributions also add value in terms of technical support and aid modalities. Though aid given through these channels is yet to focus on social sector, emergence of such donors and aid arrangements are significantly adding to quality and quantity of aid to the developing countries.

While the BRICS are spending more on foreign aid than ever before, it still amounts to a drop in the ocean compared with what Western donors are giving. In 2010, the five BRICS countries disbursed a total of \$6.4 billion in foreign aid, the group said. By comparison, the United States spent \$31 billion on aid in the same year. (Source : BRICS boost foreign aid spending on health, Reuters, 26 March 2012, [www.http://in.reuters.com](http://in.reuters.com))

This change in aid landscape has significantly affected the scope, nature and role of INGOs operational in the global South. The alterations in donor policies have moved them from championing the NGO sector as the preferred channel for development aid (being small-scale, non-bureaucratic, flexible and effective outreach), to increased focus on 'consensus model' and harmonisation of aid emphasis on budget support. This has resulted in a mixed picture for NGOs (both INGO and local NGOs)²⁷. In this context, the 'change and transform' processes in INGOs have tried to place their values of a global social movement within an operational framework suited to the market place, (Edwards 1998a, 1998b,) without engaging in institutional change.

In addition, with shrinking of resources, INGOs have been under pressure to demonstrate their contribution beyond the channelling of funds, for example in terms of their professional expertise²⁸. Responding to shifting paradigms, many INGOs have localised themselves by legally incorporating themselves as a domestic NGO. As flagged by Fowler (1999), this strategy has, however, provoked 'charges of unfair competition, from existing domestic NGOs, that cannot count on the backing, expertise or contacts of an international donor, when searching for local funds. These indigenized foreign NGOs often have the financial backing needed to write and adapt proposals for donors under competitive bidding'. This phenomenon has also resulted in (a) funding insecurities among small NGOs, forcing them to focus on traditional "outcome/output", rather than the process; (b) more funding on advocacy and policy influencing, rather than on implementation and mobilisation²⁹. Evidently, the current aid architecture has been a mixed bag for INGOs and has drastically altered their equations with donor countries, recipient governments and local NGOs/CSO, particularly women's groups, the resonance of which is felt very strongly at the local level.

EMERGING ISSUES:

- Changing aid landscape, both in terms of quantity of aid and modalities; ongoing process for aid architecture reforms, with more stakeholders joining in the process. Emergence of non DAC, non-traditional donors.
- Shift in gears in Aid management: Focus on reducing tide grants and increasing budget support, with preference for investing resources in the

²⁷Trends in Government support for non-governmental organisations : Is the "Golden Age" of the NGOs behind us?, Catherine Agg, Civil Society and Social Movements Programme Paper Number 23, United Nations Research Institute for Social Development, June 2006

²⁸NGOs and Partnership, NGO Policy Briefing Paper No.4, NGO Sector Analysis Programme April 2001 INTRAC (International NGO Training and Research Centre)

²⁹Civil Society, NGOs and Social Development: Changing the Rules of the Game, by Alan Fowler, Occasional Paper No. 1, United Nations Research Institute for Social Development, January 2000

most cost-effective way, viz. Result-based aid (World Bank's initiative GPOBA Global Partnership on Output-based Aid); Result-based funding (DFID); Value for Money!

- Increase in gender equality-focussed aid and gender mainstreaming - impact and efficacy of the same, leave much to desire.
- Role of CSOs in reform process has been ambivalent. They have been advocating consistently for more effective development cooperation - with visibilisation of lobbying by women's groups and network. Their role in the aid architecture has been recognised, however, as aid recipients they have been sidelined in the process. Alteration in nature and role of INGOs affecting their equations with donors, recipient countries, local NGOs and CSOs.

B. PHILANTHROPY IN SOUTH ASIA

Philanthropy is generally defined as 'the provision of private resources for social purposes'. It generally excludes government aid, government grants or government donations, thus sources of philanthropy are usually categorised as either 1) individuals, 2) foundations and 3) corporations³⁰ with humanitarian and altruistic principles.



Philanthropy's scope ranges from donating money, goods and services as a humanitarian response to an emergency situation or giving for a socially relevant cause to bring around sustained affirmative change. Social justice philanthropy has been used as a tool to address the barriers to participation and representation facing marginalised communities; support long-term systemic change, rather than direct services; include communities affected by poverty and discrimination in their decision-making structures; and challenge imbalances of power and asymmetrical resource distribution. While the term 'social justice' is familiar to activists, civil society leaders and government officials in South Asia, the term 'philanthropy' is not as well known or understood and is often equated with charity.³¹

South Asian countries, particularly the ones being covered under the mapping, have a rich history of charitable philanthropy, with a long tradition of helping the destitute, donations to religious institutions, as well as emerging corporate philanthropy, which extends to several newer avenues, such as environmental conservation, art preservation etc. For the purpose of examining social justice philanthropy in the region, different forms of grants from foundations and givings from the corporate sector, as well as other private sources, diasporas, remittances and individuals, have been taken into account.

With the growth of wealth across the globe, philanthropy has made a critical niche for itself in development financing, especially with the entry of the Bill and Melinda Gates Foundation³², which brought about a shift in social justice philanthropy. In 2009 alone, both private and corporate foundations directed \$52.5 billion towards

³⁰Philanthropy : Current Context and Future Outlook [Issues, Actors and Instruments], Bellagio Initiative (by IDS Sussex and the Resource Alliance) July 2011

³¹Social justice philanthropy in South Asia, Sushma Raman, Alliance magazine, September 2003

³²Bill and Melinda Gates Foundation is the wealthiest foundation, i.e.the one with the largest amount of endowment (\$37.1billion). It started with a capital of \$94million in 1994 and has so far, provided funding to development projects at a value of \$24 billion.

international development. An analysis done by IDS and the resource alliance (2011),³³ shows that 'while the importance of philanthropy for the non-profit sector overall (e.g. areas such as health, education, housing), is smaller than expected, it is the dominant source of income for those non-profit sector organisations, which are internationally active (refer Figure 3). Similar findings were made by the Centre of Civil Society Studies at the Johns Hopkins University.

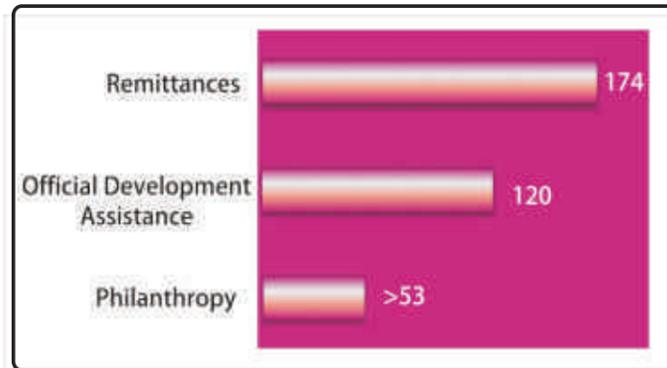


Figure 3: Philanthropy, Government Official Development Assistance and Remittances to the developing world, \$ billion; Base OECD Countries (Source: Institute for Global Prosperity: The Index of Global Philanthropy and Remittances 2011)

Though philanthropy has a limited role in the overall non-profit sector, it remains the primary source of revenue for two non-profit fields - religion and international assistance. According to the study, while government resources for international assistance are decreasing, there is increase in share of philanthropy as revenue source for the non-profit sector.

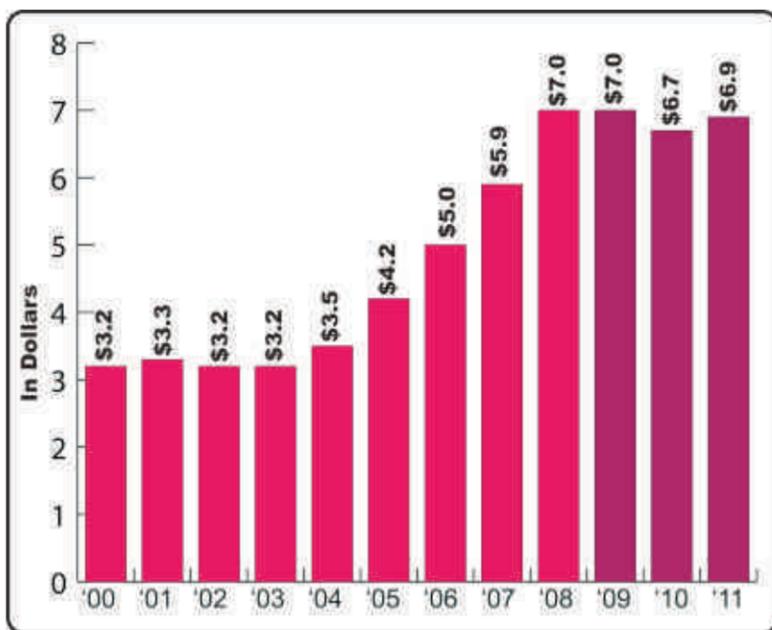


Figure 4: Change in International Foundation Giving, 2000 to 2011 Source: The Foundation Centre/ Foundation Growth and Giving Estimates, 2011

PHILANTHROPIC FOUNDATIONS

The scale of the global foundations' work in the field of development is roughly estimated at \$4-4.5 billion annually, with U.S foundations playing the major role and European and Asian foundations contributing to a much smaller extent. This amount, being an important contribution to development, could

still hardly compete with the Official Development Assistance (ODA), provided by the donor countries through bilateral aid and multilateral development institutions,

³³Ibid 30

³⁴Out of world's ten largest foundations, in terms of invested donations, seven are USA based

that accounts for more than \$100 billion. As stated in Global Development Finance report (2006) 'out of some 100,000 of the world's foundations, only less than 1% have activities, which touch on developing countries, and among those, there is great heterogeneity on a number of levels compared to ODA.

Globally the philanthropic landscape is dominated by U.S. foundations (with an estimated giving of \$6.7 billion to international causes), followed by European foundations. Italian foundations have the largest aggregated assets in Europe, while Britain leads the way by a huge margin in terms of average size of a grant (domestic and international grants combined). Philanthropy by Asia foundations is primarily limited to local level. According to the Asia Pacific Philanthropy Consortium, most Asian philanthropy is directed at local community needs and social welfare and aid to non-religious causes.

Over the years, international giving by the US foundations like Ford, Kellogg, Rockefeller, MacArthur and Soros foundations (all types including independent, corporate and community) has increased considerably (25% from 2006 to 2009). As per the study conducted by the Foundation Centre (2011), that was based on a sample of more than 1000 larger foundations, of the total overseas giving on USD 2.1 billion, 18.1% was for Asia and the Pacific region, while 51% went to western Europe with highest share of grant money to two countries within Europe, Switzerland and the United Kingdom. This pattern is a reflection that U.S. foundations are channelising their giving primarily through global funds (such as the World Health Organisation or United Nations agencies), rather than directly to developing countries. The main direct recipients of the capital flows with development impact from the US foundations are the top 10 emerging economies, rather than the poorest countries. Also the main developing countries that directly receive international assistance from U.S. foundations are the top emerging markets (including India) with the better current accounts and less need for development assistance. The poorest countries seem to be benefiting only slightly on the margins from foundations' direct international flows, largely due to the difficulty with accessing information and with the process of the assistance's implementation.

As captured in a study undertaken by the Foundation Center and partnered with the Women's Funding Network (a global movement of women's funds), in 2006, more than 72,000 grant-making US foundations gave an estimated \$2.1 billion to support activities targeting specifically women and girls, up from \$412.1 million in 1990. This surpassed the overall rise in giving by grant-making foundations during this period. The study highlighted that 'giving for women and girls' from the broader foundation community was more likely to be internationally focussed. Total International giving, in 2006 accounted for 41.3 percent of foundation grants

³⁵Accelerating Change for Women and Girls : the role of women's funds; Produced by The Foundation Center and Women's Funding Network 2009

for women and girls -nearly double the 22 percent share of foundations' overall giving that supported international purposes³⁵.

The significant increase in the international funding towards women and girls, since 1990, largely reflects the impact of the Bill & Melinda Gates Foundation, whose giving is focussed on global health. Excluding Gates, international giving's share of foundation support targeted to women and girls would be 25.4 percent in 2006, instead of 41.3 percent. International giving's share of overall giving by sampled funders would, likewise, be smaller without Gates's 13.5 percent, instead of 22 percent³⁶. 'The entry of the Bill & Melinda Gates Foundation shifted focus to 'Philanthro-capitalism', that refers to 'a newtype of philanthropist (and their charitable giving arms), who donates multi-million dollar grants to development causes in a very strategic manner, with long-term impact on the ground'.

There are several private philanthropic foundations working in the South Asia region, supporting a range of developmental issues, either directly through local partners, or via grant-making institutions. Foundations have also contributed to the philanthropic landscape of the region by fostering new grant-making organisations/ mechanisms, that have supported the struggle for just and sustained social development.

The Ford foundation, operating in three countries of the region, has been a pioneer in this field, supporting work on natural resource management, agricultural development, food security and extended early support for women's organisations (viz. SEWA that evolved as key players in a worldwide movement of women, changing the world's attitude towards women.)

In Bangladesh, Ford supported the creation of the Grameen Bank in micro-credit, which led to the micro-credit revolution worldwide; it has been replicated in 46 countries and further developed in India by the Dhan Foundation, SEWA and BASIX. While providing critical support to local funds like TEWA (Nepal) and National Foundation for India, Ford has also supported launching/expansion of several more Foundations and grant-making entities such as the Nav Maharashtra Community Foundation, Dalit Foundation (India), Freedom Foundation (Bangladesh) and South Asia Women's Fund (regional women's fund).

Some of the key foundations that are supporting women issues and their human rights in more than one SA countries, are given below.

| Table 7: Key Foundation's working in South Asia | | |
|---|---|---|
| Foundation | Operating countries | Thematic Areas |
| Gates Foundation | India, Pakistan, Bangladesh, Nepal, Sri Lanka | Poverty, health (main focus on HIV) and development initiatives |
| Ford Foundation | India, Nepal, Sri Lanka | Environment, Microfinance, Philanthropy, Human Rights, Women's Rights, Education and Democracy and Governance |
| Mama Cash | South Asia | Women's rights groups and women's funds working on: violence against women and security, economic and labour rights and outreach and advocacy |

| | | |
|--------------------------------------|---|---|
| Oak Foundation | India, Sri Lanka | Child Abuse, Environment, Housing and Homelessness, International Human Rights, Issues Affecting Women, Learning Differences & Special Interest |
| Global Fund for Women | South Asia | Women's Rights: Advancing health & sexual & reproductive rights, building peace & ending gender-based violence, ensuring economic and environmental justice, expanding civic & political participation, access to education and fostering social change philanthropy |
| AJWS | India, Pakistan, Sri Lanka | Sustainable Livelihoods and sustainable development, Community health, Education, Community engagement in conflict and emergencies and Community Voice – Civic and Political Participation |
| KIOS | Bangladesh, Sri Lanka, Tibet (partners in India), Pakistan, Nepal | Human rights awareness raising and education; Human rights campaigning, lobbying and advocacy; Human rights monitoring and documentation; Providing legal aid and Capacity building |
| Norwegian Human Rights Fund (NHRF) | India, Pakistan | Protection and promotion of human rights – priority given to : Civil, economic and social rights; Women and children's rights; Labour rights and Safe working conditions for human rights defenders |
| Global Fund for Community Foundation | South Asia | Strengthening local philanthropic and community foundations; supporting networks and regional/national convening which aim at promoting local community philanthropy |
| Norwegian Human Rights Fund | India, Pakistan (as of 2012) | Civil, economic and social rights; Women and children's rights; Labour rights; and safe working conditions for human rights defenders |
| ICCO | Bangladesh, Nepal, India and Pakistan | Food security and water, Migration and the consequences of the economic crisis, Promoting good governance |
| Aga Khan Foundation | India and Pakistan | health, education, rural development and strengthening of civil society |
| Fund for Global Human Rights | India and Pakistan | Promotion of human rights |
| Asia Foundation | Bangladesh, Nepal, India, Pakistan and Sri Lanka | Governance, Law, and Civil Society, Women's Participation, Economic Reform and Development, and International Relations. |

As reflected in table 7, the scope and nature of grants of private foundations working in the region are wide ranging. Thematic areas covered by these foundations are critical to social justice that focus primarily on women's rights. However, there are only a few foundations that focus exclusively on women rights. Apart from Mama Cash and Global Fund for Women, which support only women's rights issues, the other big private foundations are Ford Foundation, Oak Foundation and Asia Foundation. In majority of the cases, the foundations have either clubbed women's rights with child rights or have consolidated the issue within the broader gamut of human rights work or treat women's rights/gender as a cross-cutting theme. They support a range of strategic interventions to address women issues in the region from movement building, capacity development of organisations and groups to research and advocacy.

Even the diversity in terms of grant size and amount given in the region, by these foundations is quite evident. For instance in FY 2010, \$201.79 million was disbursed by the Gates Foundation (through 56 grants) on critical issues viz. health, poverty and development (primarily through harnessing advances in science and technology, policy research), that would also support situation of women in the region. On the other hand, the Global Fund for Women disbursed approximately \$1million through 66 grants, primarily through flexible, general support grants, that addressed issues such as reproductive health and choice, access to education, economic independence, political participation, the rights of sexual minorities and the prevention of violence against women and girls. Women led organisations in the region have been using these grants to create change in their communities at the local, national, regional, or global levels.

In addition to the above, there are several other private philanthropic foundations across the region (either international or national), working with different approaches (pro-poor, issue-based, welfarist and right-based). There has been a proliferation of funding leading to smaller grants for limited time periods. As captured in the national working papers of SAWF's resource mapping exercise, many donors are moving out of the said countries, denoting a shift in target countries within the region.

A study on philanthropic support of European Foundations for women and girls found that 35% of the foundations in the survey sampled, indicated their intentional engagement with women and girls, while 32% had occasionally designated some grants/activities to women and girls. 24% did not allocate any expenditure specifically intended to benefit them. The said study surveyed eight women's funds that demonstrated a sharp focus on women's rights, both internationally and within their own countries and sought to achieve structural changes on a wide array of issues affecting women and girls. Infact 29% of the foundations that demonstrate intentional engagement also designate 25% or more of their expenditures for women and girls. While the said study is for the European funds, similar pattern in terms of commitment and priority given, is

visible in women funds operational in the South Asia region too. These funds support and fund women- led solutions to the root causes of social injustice. Selected interviews held with key informants and women organisations³⁸ show that women funds (namely Mama Cash and Global Fund for Women) have made significant contributions towards the advancement of women rights in the region, more critically towards issues related to sexuality and sexual rights of women with different sexual orientations. These funds are also appreciated for their non-hierarchical approach, openness to innovations and flexible modalities.

Global and regional networks of women funds are emerging as strategic platforms for movement building for social justice for women. At the regional level, the active networks include Asian Network of Women's Funds (ANWF), a network of women's fund in Asia. ANWF was initiated by collaborative efforts of Tewa (Nepal), MONES (Mongolia), Nirnaya (India) and HER Fund (Hong Kong). Nnow Bangladesh Women's Fund, the South Asia Women's Fund and the Women's Foundation (Hong Kong) are also part of this network. They are "committed to raise, mobilise, distribute and multiply the financial and non-financial resources for the diverse women's and girls' rights organisations and informal groups and contribute to the strengthening and advancement of the women's movement within the region".

Women's Fund: Commitment to be reckoned with

Internationally, only a handful of small foundations exclusively provide resources to women's organisations, particularly for those based in the developing world. These include the UN Women's Fund (UNIFEM), small European funds such as Kwinnena Kvinne in Sweden and Woman Kind in United Kingdom, and the two largest independent women's fund in the world-Mama Cash in the Netherlands and the Global Fund for Women in the United States... Most women's funds and the large private foundations are not endowed with assets that generate their grant-making income. Instead, each is forced to raise its annual budget from other donors. Over the years, however, women's funds have succeeded in raising awareness of the critical role and contributions of women among both individual and institutional donors. At the same time, their model of feminist non-hierarchical and inclusive philanthropy has attracted much attention and interest among women led NGOs in the other parts of the world. Women's funds offer a different way to think about philanthropy. Their emergence demonstrates that significant efforts are underway, led by innovative and inspiring women. These women take a collaborative approach rather than one that is top-down and hierarchical. For example, women's funds often support women's groups that serve as leaders in reconstructing civil society and that in times of war keep channels open for dialogue. (Source: Giving globally International Perspectives, by Patti Chang and Kavita Ramdas, Women, Philanthropy and Social Change)

³⁸Conducted as part of the resource mapping exercise by SAWF; please refer to study overview for more details

As highlighted by Dr. Noshua Watson (Research Fellow, IDS Sussex), during the UN Special dialogue on private philanthropic organisations in international development cooperation (February 2012) 'Philanthropy can contribute a huge amount to development cooperation. However, despite the amount of funding, there is slow progress with respect to child nutrition, education, sanitation, urban issues and female employment, and progress is extremely uneven between regions of the world.' The good news is that the sector is growing dynamically and such growth in numbers strongly suggests enhancement in roles of philanthropy, and particularly private philanthropic foundations. This gains relevance when development is envisioned as a state and market-driven process with multi- and bilateral donors being key stakeholders. Several private foundations in the region have been able to leverage impact through continuous engagement with developmental issues ranging from education, health, environmental protection, climate change and advancement of human rights. Some of the foundations have played critical transformative roles, leading to the strengthening of civil society organisations in giving stronger voice to people's demands and needs. Given their critical positioning in developmental agenda of the region, they need to reflect and realign their commitments, priorities and strategies to be rightfully a part of the social justice struggle in South Asia.

DIASPORA AND INDIVIDUAL GIVINGS

Globalisation has led to increase in diaspora population, which in turn has resulted in increased engagement of such population with their homeland, with the desire to strengthen the social, religious and ethnic ties with their own communities back home. Diaspora engagement is commonly in the form of philanthropy, remittances, entrepreneurship, foreign direct and portfolio investments, advocacy and other civic and voluntary engagements. There are approximately 50 million South Asian Diaspora scattered across the world. Eminent economist Mr. Shahid Javed Burki reports that only the US-based South Asian diaspora has the capacity to invest as much as US\$ 130 billion annually in projects designed for economic integration in South Asia. This often goes over and above the US\$ 75 billion worth of remittances annually by this group.³⁹

As highlighted by Md. Mizanur Rahman, Research Fellow, ISAS (2011) 'the private donations of diasporas are given out of an altruistic interest towards a wide range of causes, including promotion of social justice and advances human welfare (e.g. the American-Indian Foundation). Studies suggest that diaspora members are often more willing than non-diaspora investors to risk starting or engaging in business activities with home countries, because of the diaspora's ties to their

³⁹Diaspora Engagement: A Research Agenda for South Asia, Md MizanurRahman Research Fellow, ISAS, October, 2011
⁴⁰Ibid

countries of origin and knowledge of the political, economic and cultural environment of these countries.

The significant change in South Asian diaspora philanthropy in recent years is that it has evolved from an 'ad-hoc practice' into a more 'strategic practice' of philanthropy that has far-reaching development implications on the South Asian society. At the national level, some countries in South Asia have begun to show considerable interest in diaspora engagement and are increasingly adopting policies to attract the resources of their diaspora to stimulate development. However, these diaspora engagement⁴⁰ policies are often inadequate and incognisant of the extent and contour of contemporary diaspora engagement. The depth, breadth and features of diaspora engagement depend on a number of factors, including cultural practices, grassroot needs and government policies...in case of India, long-standing bureaucratic barriers and stiff import tariffs have made the Indians abroad reluctant to engage in investment at home.'

Southern Asia region has been in the World Giving Index report (2011) by Charities Aid Foundation that provides information on the extent of giving and giving behaviour, across the globe.

Remittances outrank overseas development assistance and foreign direct investment as the largest inflow of capital into impoverished economies, contributing as much 10 to 30 percent of gross domestic product of a given developing country. 'The World Bank estimates that the total has crossed \$300 billion worldwide. South Asians living abroad sent back more than \$41 billion in remittances in 2006 These remittances could be unleashed as a powerful driver of sustainable economic development. The outpouring of financial assistance after the December 2004 tsunami provides an example of how remittances could be channelled towards anti-poverty initiatives. After the tsunami, however, aid efforts were hampered by the lack of recognition of community priorities and obstacles on the ground. Though post-tsunami aid was channelled towards building necessary infrastructure including schools and hospitals, it ignored the need to support local advocacy against international financial institutions who took advantage of the tsunami to further the agenda of foreign coastal developers at the expense of fishing communities' (source : Power of Love and money, by Francis Calputura, South Asia Magazine for Action and Reflection Issue 27, Movements in Migration, 11/12/2007;

Available at <http://samarmagazine.org/archive/articles/249>).

Table 8 : World Giving Index ranking, percentage scores and percentage change for the countries in Southern Asia, 2011

| | 2011 World Giving Index ranking | 2011 World Giving Index % Score | % Giving Money | % Volunteering time | % Helping a Stranger | 2010 World Giving Index Ranking | % point score change |
|------------|---------------------------------|---------------------------------|----------------|---------------------|----------------------|---------------------------------|----------------------|
| Sri Lanka | 8 | 51 | 53 | 46 | 55 | 8 | -2 |
| Pakistan | 34 | 42 | 51 | 27 | 47 | 142 | 26 |
| Bangladesh | 78 | 32 | 18 | 14 | 63 | 146 | 16 |
| Nepal | 84 | 30 | 27 | 22 | 40 | 100 | 3 |
| India | 91 | 28 | 28 | 18 | 39 | 134 | 10 |

With a global ranking of five, the region showed the largest World Giving Index percentage score rise from 2010 to 2011, from 26% to 37% (refer table 6). This increase was primarily in the category of 'helping a stranger' and by the increase in 'giving money'. The said study concludes that occurrence of emergencies/natural disasters have a noticeable impact on giving in the region, particularly in Bangladesh, India and Pakistan, that experienced widespread flooding and other emergencies in 2010.

Interestingly, Sri Lanka ranking of 8 on World Giving Index, has been challenged strongly by local activists and academicians. They argued that the effect of any such giving pattern were not visible on the ground, suggesting that such givings were largely restricted to religious purposes. Sri Lanka is not a unique case, across the region philanthropic practices are strongly rooted in religion. All religions practiced in the region (Hinduism, Islam, Christianity and Buddhism), promote charitable and philanthropic activities.

Similar findings were echoed by a study on philanthropy in Pakistan, commissioned by Aga Khan Foundation, indicating that the universal context for giving in Pakistan was religion, specifically Islam. Of the share of giving to organisations, an overwhelming 94 percent of monetary giving (and 78 percent of time) went to religious institutions and causes.⁴¹ People's participation, especially in low-income communities, comes as much or more, through their volunteered time and labour, donated services and in-kind materials, a readiness to act and make decisions on the basis of mutually shared concerns and caring for community, as it does through financial contributions. For this reason, the power of funds raised by and from citizens, exceeds their ordinary value, because of the human commitment and involvement. The many small gifts by people, when

⁴¹ Philanthropy in Pakistan : A Report of the Initiative on Indigenous Philanthropy, Aga Khan Foundation, 2000

cobbled together, add up to a large sum, which can then be multiplied through matching gifts from organised philanthropy, and the whole further multiplied through investment and the compounding of interest over time⁴². Though ignored in development of state plan and donor strategies, individual givings make remarkable contributions to the developmental process. Some grant-makers have successfully tapped this resource pool. For instance, in FY 2011, 29% of Mama Cash's income support came from individual givings that supported the fund to offer financial and organisational support to 79 women's groups, girls' groups and trans groups and women's funds!⁴³

CORPORATE SOCIAL RESPONSIBILITY

There has been a proliferation of private organisations/agencies with diverse agendas and interests in the region, supported, largely by private corporate interests. These agencies are the benevolent face of business houses, promoting both their philanthropic and business interests. CSR is the most prevalent form of philanthropy worldwide, though the levels of activity and organisational involvement vary widely. Most of the large organisations have a social responsibility arm, with budgeted resources and dedicated staff, that works towards improving the quality of life of the workforce and their families, as well as the local community at large. Most philanthropic initiatives are usually undertaken in the business neighbourhood, mainly because of the immediate impact on local stakeholders. Organisations with multiple locations tend to undertake community building activities, in as many business locations as possible.⁴⁴

Drivers of CSR in South Asia range from religious traditions, notions of trusteeship, family philanthropy, role models within the country and more recently, company responses to regulation, NGOs and civil society pressure and requirements of national and international business partners in a globalised world. The opening up of markets led to Western multinational corporations, stamping their presence on the region, in terms of scope and sophistication of CSR policy. Asian companies too, are now taking up initiatives that go beyond the initial focus of environmental issues and adopting CSR practices and reporting standards, that embed the broader definition of CSR, including responsibility vis-à-vis workers and human rights.⁴⁵ However, other studies also do suggest that South Asian societies feel that businesses are still 'tinkering at the edges' and demand more from them. Stakeholder expectations of CSR in South Asia are moving beyond traditional notions of CSR, to an expectation that the business will

⁴²The Role of Philanthropy in International Development , S. Bruce Schearer, The Synergos Institute, 1995

⁴³She is pushy, Annual report Mama Cash 2011

⁴⁴Family and Corporate Philanthropy: Emerging Trends In India by Professor K Ramachandran, Thomas Schmidheiny and RachnaJha (Research Assistant), ISB INSIGHT 5, Autumn, 2009

⁴⁵Corporate Social Responsibility and Sustainable Development in Asia, http://150.37.114.92/assets/pdf/keieironyu/vol32_no1-3/philippe_debroux.pdf

be more engaged with addressing conditions typical to South Asian Societies, like low levels of human development, lack of social safety nets, skewed power structures, slow legal systems, poverty, weak infrastructure, etc. 46

Across South Asia, majority of CSR initiatives are related to supply chain management, focussed on large suppliers. Since most businesses fall outside the first tier of the supply chains, the initiatives undertaken, rarely cover primary, industries like mining, agriculture, forestry and fishing, that employ children and informal workers. Conservation of natural resources, viz. land, water and forest and protection of rights of people living out or in them, are also critical issues, that

The United Nations Office for Partnerships serves as a gateway for collaboration between the private sector, foundations, and the UN family. It promotes new partnerships and alliances in furtherance of the MDGs and provides support to new initiatives of the Secretary-General. Under its partnership initiatives, they has been partnering with the private sector and civil Society, particularly in past decade. This has led to the establishment of new networks between the public and private sectors, and the re-defining of the traditional roles and expectations of governments, business, and civil society. Some of the initiatives in SA are Local Shell businesses assisting refugee camps in coordination with UNHCR in Pakistan's North West Frontier Province and Baluchistan, Post-Tsunami Relief Partnership with the Coca-Cola Company in support of community based-water and sanitation reconstruction efforts in Sri Lanka, World Food Programme Partnership with Royal DSM to combat the debilitating effects of hunger in the developing world including India, Global Partnership for Development including Ericsson Response that has provided staff and mobile communication systems for humanitarian crises in many countries including India, Pakistan. (Ref: <http://www.un.org/partnerships/>)

are largely ignored by the corporates. There have also been several instances of gross violations of norms by large and small companies.

Across the region, the legal framework for CSR is weak. However, there are steps being taken by the State to ensure corporate governance. The Company Bill 2011, that was recently passed by Upper House of the Indian Parliament, makes it

⁴⁶Country Paper on Corporate Social Responsibility, BinodBahadurShrestha and Badri Prasad Ojha, Federation of Nepalese Chambers of Commerce & Industry,, Presented at BEF/JBF/ILO/IOE, 6th Asia-Pacific High-Level Employers' Conference, Dhaka, 2-3 December 2003, http://www.ioe-emp.org/ioe_emp/pdf/Dhaka_CSR_Nepal.pdf

⁴⁷According to Section 135, of Companies Bill 2011: "Every company with a net worth of Rs. 500 crore or more, or turnover of Rs. 1,000 crore or more, or net profit of Rs. 5 crore or more in a financial year, will have to form a CSR [corporate social responsibility] committee, consisting of three or more directors, of which at least one would be an independent director. This committee will have to ensure that the company spends, in every financial year, at least two per cent of the average net profits made during the three immediately preceding years, towards CSR activities.

In the Making : Corporate Social Responsibility Practices and Women's Rights in South Asia, by Manjima Bhattacharjya, SAWF, 2012

mandatory for every company with a net worth of INR 5 billion or more, or a turnover of INR 10 billion or more, or net profit of INR 50 million or more in a financial year, to give 2% of their profits towards CSR⁴⁷. Though there is stiff opposition to the imposed CSR building within the Indian corporate sector, this is a positive trend that could result in increased CSR in India, which in turn, could prove to be a role model to emulate for other countries of the region.

A study on CSR commissioned by SAWF found that `CSR activities are usually those that are good for society, but also good for business, a 'win-win' situation, with no social or political risks. From the perspective of those working on human rights and wanting to collaborate with corporates, this is an uncomfortable conversation they need to have, to grasp the broader context of the market, and understand corporate behaviour in a more informed manner. On the brighter side though, CSR in the region is still very much in the making and this is an opportunity for women's groups to engage with groups they feel they are compatible with, and put women's rights on the CSR agenda'.

EMERGING AREAS WITHIN PHILANTHROPY

Giving Circles:

`Giving Circles - a kind of social investment club- are an enormously powerful way to impact social change and pave the way for a new frontier in philanthropy.⁴⁹ These are groups of individuals, who bring together pools of resources to decide on 'how to give' and 'whom to give'. Giving circles are described as a cross between a book club and an investment group (Jones, 2000) and entail individuals "pooling their resources in support of organisations of mutual interest" (Schweitzer, 2000, p. 32). They also include social, educational, and engagement components that connect participants to community, often to a degree greater than other forms of philanthropy (Eikenberry, 2006). Though based on an old idea, giving circles seem to be new forms of collaborative-giving, within the modern philanthropic context. They have been described as representing the "democratisation of philanthropy" (Paulson, 2001, p. 18).⁵⁰

In the last decade, it has emerged as a trend among the entire range of philanthropists/ donors as unlike traditional giving, giving circles give a collective voice to givers and `educate, inspire and motivate' them to become effective philanthropists. Coupled with innovative fundraisers, such circles have proven to be effective, particularly among the women donors in US, like the Boston women's fund, Boston Jewish community Women's Fund and Ms. Foundation. The growth of Asian communities in the US also resulted in the increased Circle of Chicago;

⁴⁹Creating a Women's Giving Circle: A handbook, Sondra Shaw-Hardy

⁵⁰Giving Circles and Fundraising in the New Philanthropy Environment, Angela M. Eikenberry, Association of Fundraising Professionals, 2007

and the Asian Americans/Pacific Islanders in Philanthropy giving circle 51, including the South Asian Giving Circle, Asian American Women Giving circle are regarded as the pioneers of the field.

Emerging role of Social Media and Social Ventures

Social media serves to connect people, communities and organisations through information exchange platforms/networks through social connectivity platforms/tools, such as twitter, facebook, blogs, list servers etc. If used strategically, these tools can be effective for fundraisers, grant-makers and philanthropists, as they facilitate information exchange, experience-sharing and more organised givings. In South Asia, the social media is increasingly being used for networking and advocacy around women rights and issues. However, there is still insufficient documentation around how and the extent to which social media platforms contribute to generating more resources for women rights, by bringing donors, grant-makers and givers together.

Social ventures are also gaining currency in South Asia, especially since 2006, though there are criticisms that it is yet to be evaluated in terms of its usefulness. A social venture is described as an undertaking by a firm or organisation established by a social entrepreneur, that seeks to provide systemic solutions to achieve a sustainable, social objective. They may be structured in many forms, including sole proprietors, for-profit and not-for-profit firms, NGOs, youth groups, community organisations and more. Typically, government organisations are not considered to be social ventures. Even government organisations can adopt entrepreneurial practices, for instance, by partnering independent organisations to explore innovative methods for providing social services. The context in which social ventures operate is very complex, as they try to bring about solutions, where markets or governments may have failed, or actually impede solutions. Further, these ventures offer solutions, where money is usually in short supply, In fact, these ventures often have little assurance that their services can be paid for, by those they seek to serve. Therefore, these conditions necessitate that the social entrepreneur be creative, adaptable, and determined in finding new solutions to problems. In South Asia, venture philanthropists are present largely across the field of financial management, change management, building capacities of local NGOs.

Some such ventures working in SA are the Grameen Foundation and Dasra.

[Http://southasianphilanthropy.org/2009/01/08/asian-american-giving-circles](http://southasianphilanthropy.org/2009/01/08/asian-american-giving-circles)
Asian Philanthropy Network: a project of give2asia, <http://asianphilanthropy.org>; [www.venture-now.org](http://venture-now.org);
<http://give2asia.org/?p=15041>

Emerging Issues:

- Growth recorded in philanthropy in the region, in terms of concept and approach towards social issues. While donations to religious charities still dominate individual givings, understanding has moved beyond simple charity.
- Philanthropic foundations could play a critical role in the changing aid landscape. While overall funding from the foundations is decreasing, globally funding for specific benefits of women and girls is on the rise. Though aligned with current social realities, they need to recalibrate strategic focus and priorities to engage more rigorously with resourcing social justice work in the region.
- Diaspora givings and remittances are emerging as significant components of resource pool /power of individual giving - however, they are primarily driven by altruistic purposes, and are yet to include gender and social justice perspective in their giving framework
- Strategic engagement with the corporate world to ensure enhanced knowledge sharing, particularly with regards to sharing the mission and vision of social justice for women.
- Emergence of non-traditional philanthropic giving in the SA region, such as giving circles and social ventures. These are yet to be explored by fundraisers/grant-makers operational in the said five countries.
- Potential of social media to reach out to a larger world of givers, donors, grant-makers, grantees yet to be exploited by grant-makers and fundraisers in the region a critical need for a platform to bring together various philanthropists (foundations, corporate, diaspora)

C. SOCIAL JUSTICE PHILANTHROPY AND ROLE OF STATE

State plays a critical role in social justice by establishing and maintaining just and inclusive socio-economic situations. Its commitment to undertake steps, individually and through international assistance and co-operation, especially economic and technical, to the maximum of its available resources, with a view to achieving progressively the full realisation of the rights by all appropriate means, including, particularly the adoption of legislative measures⁵³, is reflected in constitutional, legislative framework, policies and plans. Also as signatories to various human rights instruments at the international level, the states in the region acknowledge and reaffirm their commitment and obligation to ensure realisation of rights. The State has been a key player in supporting social justice philanthropy. Besides its multi-sectoral interventions, it is also a direct donor and supporter of civil society's work related to entitlements, rights and social justice.

All five countries covered in the study follow a welfare state model with 'transformative' and inclusive State policies. They also design multi-year development plans that define socio-economic priorities and provide a roadmap for government's developmental programmes, schemes and enumerate fiscal investments. These plans are now 'merging with the World Bank-led Poverty Reduction Strategies, and also increasingly building on the MDG methodology. The region is vibrant in terms of its visions and commitments, such as to human development goals, human rights, and the Millennium Declaration and the Millennium Development Goals. The latter are increasingly used as a normative and policy point of reference for the development planning process. The region has the economic and financial potential to perform better on social development, considering its economic performance and technological performance.⁵⁴

Provisions for women within national policy framework

The achievement of sustainable economic growth and human development rests on the equal participation of women in the economy. This requires governments to make stronger and sustained commitments to gender equality in a full range of areas, including the development of national budgets and in carrying out tax policies, data collection and expenditures⁵⁵. Public finances that are the most significant source of funding for gender equality and social policy goals, are sourced from both, domestic and external resources (ODA, loans, FDI etc.). Macroeconomic policies, budgets and national development plans determine how

⁵³Article 2. 11 - International Covenant on Economic, Social and Cultural Rights

⁵⁴A New Push towards Achieving the MDGs in South Asia: Reflections on Transformative Social Policy and the Welfare State, Gabriele Köhler, Regional Advisor Social Policy, UNICEF Regional Office for South Asia (ROSA), 2006

⁵⁵Bridging the Gap: Financing Gender Equality, A publication of the United Nations Development Fund for Women (UNIFEM) and the UN Non-Governmental Liaison Service (NGLS), 2008

these resources are collected and spent; these are shaped by international agreements and inputs from the international community. Different policy formulations influence the use of public resources in individual countries. They can be subject to fluctuating levels of national political support, and varying degrees of coordination across the branches of the government, and between the government and international donors.⁵⁶

The five principles of aid delivery (Ownership, Alignment, Harmonisation, Mutual Accountability and Managing for results) allow for recipient countries to exercise effective authority over their development policies, strategies and national systems, while relying on external resources. On the other hand, donor countries align and harmonise their aid with national policies and programme plans. Thus, while development aid given to the government would be within the framework of MDGs, it could be directed towards a specific sector or project and the sectoral focus for aid-delivery could, principally come from policies and programme framework of the national government. The aid could be financial aid or in the form of technical cooperation (knowledge or human resource) and could also involve policy engagement to inform and influence State policies and programmes.

The approach for distributing aid could also vary for stand-alone projects, budget support or sector-wide approaches; whichever form it may take, the aid remains within the strategic and operational framework of PD and AAA, with increased focus on gender mainstreaming. Since Gender Responsive Budgeting (GRB) is one of the key mechanisms for gender mainstreaming in state policies, programmes and budget; the same lens can be used to look into resource allocation (and utilisation) for women, in order to assess operationalisation of SA countries' commitment to gender equality.

In Nepal, GRB is undertaken by the GRB Committee⁵⁷, which exists within the Ministry of Finance. Nepal has 'sought to integrate a gender perspective in the development policy framework, through important initiatives, including gender audit of line ministries, gender assessments, awareness-raising, gender training programmes at all levels of government and the establishment of a Gender Focal Point system. The country's Tenth Poverty Reduction Plan and the Three Year Interim Plan (TYIP) highlight gender equality and women's empowerment as the key development objectives and gender mainstreaming as an operational strategy to meet this objective. In compliance, sectoral ministries are required to categorise

⁵⁶Ibid 55

⁵⁷As part of broader efforts to institutionalise GRB in Nepal, a Gender Responsive Budget Committee has been established within the Ministry of Finance and placed under the coordination of a Joint-Secretary from the Budget Division of the Ministry of Finance. With representatives from the National Planning Commission, Ministry of Women, Children and Social Welfare, Ministry of Local Development and UNIFEM, GRB committee has been mandated to design a GRB methodology that can be applied at sectoral level to monitor budget allocations and public expenditures from a gender perspective; to assess the impact of development policies on women and men; and to provide sectoral ministries with policy guidelines for the application of GRB.

their programme budgets according to the extent to which they support gender equality. The three prescribed categories are: (a) directly responsive which indicates more than 50% of the allocation, directly benefiting women while (b) indirectly responsive which indicates 20-50% and (c) neutral which indicates less than 20% benefiting women.'

In the budget for 2009-10, approximately 17.3% of the total allocation (NPR 286 billion), was identified for programmes directly benefitting women. The share for indirectly gender-responsive allocations was 36.4% of the total budget (NPR 104.16 billion) while 46.3% (NPR 132.32 billion) remained gender neutral. The sectors with the most important gender responsive budget allocations are Women, Children and Social Welfare, Education, Health, Local Development, Infrastructure, Industry, Commerce and Supply, Culture and Tourism, Agriculture, Forest Preservation, Science and Technology and Governance Reform.⁵⁸

In Bangladesh, the Ministry of Women's and Children's Affairs (MOWCA) has been working towards introducing GRB through PLAGE 2 project (Policy Leadership and Advocacy for Gender Equality). MOWCA has been building capacities of the Ministry of Finance officials on gender-based analysis. An evaluation conducted by the UNDP highlights the challenges before MOWCA, in its role as a catalyst and coordinator of change in the face of severe financial, human and technical resource constraints faced by the ministries. The National Strategy for Accelerated Poverty Reduction (NSAPR) is a highly gender-responsive strategy of the MOF, that reflects conducive political commitment for GRB. NSAPR follows a two-pronged approach for addressing concerns of gender-based discrimination (a) gender is integrated into all thematic policy matrices covering sectoral interventions and (b) there is a specific matrix dealing with gender equality commitment. In the FY 2009, 65.44 % (BDT 40.62 billion) of total expenditure was estimated to have been utilised for the benefit of women, while in FY 2010, the percentage was marginally lesser at 63.70% (BDT 44.59 billion). Similar allocations were made in Ministry of Health and Family Welfare's budget (these allocations need further increase for Bangladesh to achieve their targets). Recent research (Barkat, et al. 2006, cited in Das, 2006) reveals that at least 16% allocation of the total budget is needed for safe delivery to reduce maternal and under-5 mortality and morbidity. It also shows that so far as safe delivery is concerned in Bangladesh, 71% of demands remain unfulfilled. This, in turn, means that it would require a 100 percent increase in the given allocation. A recent UNDP estimate puts the public expenditure costs for achieving the health MDGs in Bangladesh at \$14 per capita in 2009, which has risen to \$20 per capita in 2011⁵⁹.

⁵⁸ Article: Gender Responsive Budget: the Nepalese Experience, by Krishna HariBaskota, Revenue Secretary, Ministry of Finance of Nepal. The original article was published in Nepali in the Kathmandu Post, daily Newspaper.

⁵⁹ Reflection Gender Responsive Budgeting in Bangladesh: An Assessment of Challenges and Opportunities in Health Sector, Submitted by Baby Parveen, Master in Public Policy and Governance Program, Department of General and Continuing Education, North South University, Bangladesh, 2010

'It is not clear if the progress in greater prioritisation and enhanced budgetary allocation has been matched by more effective institutional machinery to comprehensively address extreme poverty and gender exclusion issues. The general perception is that there are considerable weaknesses in institutional capacities for designing programmes and projects as well as delivering services to address these issues (Source: Evaluation of the Implementation of the Paris Declaration Phase II, Country Evaluation Bangladesh)

The country development plan 'Vision 21', that intends to reduce poverty to 15% by 2014, in tandem with 6th FYP, focuses on 'expansion of social safety net programmes for poor and vulnerable groups in rural villages' (including women). There are more than 70 programmes under the social safety net programmes, with 14% share allocated in the annual budget (FY08). A gender budgeting report for FY 2010-11 demonstrated that allocation for women's development among 10 ministries varied from 19.9% to 77.8%.⁶⁰

Similarly in Pakistan, in order to further advance the goal of gender equality in the process of implementing socio-economic

policies, there has been an increase in women-specific expenditures. For instance, 'the Federal Budget for FY 2008-09 showed a hefty increase from PKR7.7 billion during FY 2007-08 to PKR 44.7 billion, in budgetary allocations for women specific expenditures. Health and education, as the two core social sectors, were the main recipients and sources of gender-specific allocations, with the Benazir Income Support Programme emerging as a key source of growth in gender targeted allocations.⁶¹ In Pakistan, the gender mainstreaming project is run by the Planning Commission and gender budgeting exercise is also being carried out under the Medium Term Budgeting Framework by the Ministry of Finance. Despite the increased focus on gender equality and mainstreaming, Pakistan's progress in achieving the desired targets within gender equality and women empowerment has been evaluated as 'slow', raising the demand for more women specific programmes and informed gender integration in social development policies and programmes.

The state's obligation towards protection/advancement of women's rights and establishing Gender equality has been a concern for Sri Lanka. AUNIFEM South Asia study of 2003, that analysed financial data available for seven ministries (including Women Affairs (MoWA), Samrudhi as well as Social Welfare, Tertiary Education and Training and Employment and Labour) 'the total expenditure allocation by all these ministries under specifically targeted expenditure for women, was 0.09 per cent of the total government expenditure in FY 2003. This

⁶⁰ Challenges for Democratic Ownership and Development Effectiveness, Ahmed Swapan Mahmud & Farjana Akter (Source: Democratic Ownership and Development Effectiveness: Civil Society Perspectives on Progress since Paris, Reality of Aid, 2011)

⁶¹ Budget speech for the Fiscal Year 2009-10 (<http://finance.kalpoint.com/govt-policies/budget/pakistan-federal-budget-2009-2010.html>)

share had declined from the 1999 level of 0.11 per cent. The study identified that the share of public expenditure available for pro-women allocation was around 32.55 and 19.85 per cent respectively, for Ministries of Samrudhi and Social Welfare. Impact of foreign aid and withdrawal of donors from the country, were identified as key drivers for the 'substantial fluctuation' in fund allocations⁶² by the government. The situation with regards to budget allocation remains unchanged. The current government's approach towards women issues is reflected in the budget speech of FY2012⁶³, wherein there were just two direct references to women (a) as lactating mothers, who are going to benefit from Thripasha and other nutritional programmes (along with infants) and (b) under the sub-section 'Child and Women Protection,' there is a proposal to allocate SLR 150 million to broaden religious education for the benefit of children and women and to assist pre-schools and Daham Schools. Clearly, gender-based inclusion is non-existent in multi-stakeholder dialogue. In large scale projects, resettlement and other forms of compensation are provided to 'chief holder', which, in a majority of cases, is designated to be male⁶⁴.

In India, the State has taken several commendable steps towards removing gender inequalities and discrimination in public and private spheres, but challenges such as lack of sensitivity and poor implementation adversely affect the desired impact on ground. Several developmental schemes aimed at the advancement of women's socio-economic and political rights, are blighted by unresolved gaps in budgetary outlays, allocations and actual utilisation of funds allocated for various government programmes. In her analysis of the union budget 2010-2011 through a gender lens, Dr. Vibhuti Patel (Nivedini- Journal of gender studies, Nov-Dec 2010) points out that while certain measures, such as an increased outlay of INR 24.46 billion over the previous year's budget and the focus on nutritional supplements for adolescent girls, were encouraging, there were cutbacks announced in the budget for the National Commission for Women (from INR 90.6 million to INR 77.5 million), as well as, inadequate outlays for working women's hostels (raised marginally by INR 50 million) and reductions in the credit advancing schemes of the government (from INR 200 million to INR 150 million). Similarly, the scheme for relief and compensation to victims of rape was cutback by INR 169 million.

The union budget analysis in 2011 by the Centre for Budget Analysis and Governance, also pointed out several drawbacks, including promises made and their actual delivery⁶⁵. There were schemes that reported zero per cent utilisation in the fiscal year. Recent reports of CBGA⁶⁶ showed dismal levels of expenditures on

⁶²Budgetary Allocations and Gender in Sri Lanka: A Categorisation of Financial Inputs, Lekha S Chakraborty, Economist, National Institute of Public Finance and Policy, New Delhi. Report prepared for UNIFEM, South Asia, 2003

⁶³http://www.priu.gov.lk/news_update/Current_Affairs/ca201111/bgtspeech2012-eng.pdf

⁶⁴Sri Lanka : Creating environments for development disasters, Arjuna Senevirantne, The Green Movement of Sri Lanka Inc.,(Source: Democratic Ownership and Development Effectiveness: Civil Society Perspectives on Progress since Paris, Reality of Aid, 2011)

⁶⁵Rights, Shares, and Claims: Realising Women's Rights in South Asia; Working Paper: Resource Mapping for women's human rights work in India by Anuradha Rajan, SAWF, 2012

⁶⁶Centre for Budget and Governance Accountability

schemes and programmes meant for women. A quick analysis of a selection of schemes for women in FY 2010-11 showed utilisation of a mere 9.31 percent (up till 15/1/2011) over the budgeted expenditure of INR 5.659 billion.⁶⁷

Apart from mismanagement and poor utilisation of funds, misappropriation of funds was also a concern across the region. Lack of transparency and corruption at all levels is a challenge for effective spending in development. Governments of the region have taken firm steps to ensure transparency, accountability and good governance. There has been devolution of power, including for resource management at local level, due to policies of decentralisation followed by all the countries covered in the study. The aim was primarily to provide better, effective and timely services for the masses, particularly the socially marginalised in the rural areas. But volatility in the economies put diverse pressures on the governments' fiscal and monetary policies, stretching the already yawning gap between commitments, provisions for socio-economic development and the de facto situation at the ground. Cutbacks in budget, inadequacy of available funds, and misguided allocations of resources are cited as the key roadblocks to translation of the state's commitment for holistic and sustained development for all, within the framework of equality and non-discrimination.

State's commitment towards gender equality extends beyond policy level to international commitments, as these countries are also signatories to all the major international instruments/platforms on gender equality and women's civil political and economic, social and cultural rights (viz. MDGs, BPfA, CEDAW, ICESCR) that have, time and again, reiterated the need for increased human, technical and financial resources for gender equality and women's empowerment.

'Investing in women and girls has a multiplier effect on productivity, efficiency and sustained economic growth and that increasing women's economic empowerment is central to the achievement of the MDGs and to the eradication of poverty, and recognizes that adequate resources need to be allocated at all levels, mechanisms and capacities need to be strengthened and gender-responsive policies need to be enhanced to fully utilize the multiplier effect.' (Source: Agreed conclusions on financing gender, 52nd session of the Commission on the Status of Women, 2008)

For instance, the concluding observations issued by the CEDAW Committee has highlighted that 'national machinery for the advancement of women does not have enough authority or the human and financial resources to comprehensively carry out its mandate and promote the advancement of women and gender equality⁶⁸'; 'take steps to ensure that the elected women

⁶⁷Source: Summary Statement of Expenditure, Ministry of Women and Child Development. (www.wcd.nic.in)

⁶⁸Concluding Comments of CEDAW Committee : Pakistan; Thirty-eighth session, 14 May-1 June 2007 CEDAW/C/PAK/CO/3

representatives to public office are provided with needed institutional support and resources⁶⁹; and `to provide the national machinery for the empowerment of women at the central and local levels, with the necessary human, financial and technical resources for their effective functioning in all areas of women's empowerment. Strengthening preventive measures, aimed at improving the economic situation of girls and women, gainful employment and other resources to eliminate their vulnerability to traffickers⁷⁰.

Just, equitable and sustainable development demands centrality of gender equality and advancement of women rights in the State's plans, strategies and implementation of social and economic policies and financing. In the past decade, there has been reiteration of State's commitment towards social justice for women that has also reflected in the increased emphasis on the imperatives of policies and programmes addressing gender concerns across the sectors. However, despite various commitments, guidelines, recommendations coming from diverse platforms- including international legal obligations and policy frameworks, the state's accountability and obligations towards advancing women human rights within a socially just environment remains unfulfilled.

Role of State vis-a-vis status of local NGOs

The changed development paradigm is also witnessing rising demands for State accountability from CSOs/NGOs. The increased usage of human rights-based approach draws accountability of State as duty holder for both, act of commission or omission, which are violative or lead to violation. Regionally, groups/networks of CSOs and NGOs have emerged as countervailing forces, not only to the growing influence of markets in State policies and practices, but also to the state, challenging and holding it accountable for growing conflict, militarisation and other exploitative and/or exclusionary state policies, as well as the inability of communities and individual citizen to reap benefits from state laws, policies and programmes.

Such developments have created a paradoxical relationship between State and NGOs- complementing and supplementing State interventions, while surviving in an atmosphere of mistrust caused by the state's outlook and approach towards them that reflects in the stricter laws and regulations governing them, particularly their access to financial resource.

Legal - Operational Paradigm for NGOs in the region

In South Asia, NGOs are registered primarily as: Societies, Trusts, Cooperatives,

⁶⁹ Concluding Comments of CEDAW Committee : Bangladesh, Forty-eighth session 17 January- 4 February 2011 CEDAW/C/BGD/CO/7

⁷⁰ Concluding Comments of CEDAW Committee : Nepal; Forty-ninth session, 11-29 July 2011 CEDAW/C/NPL/CO/4-5

Trade Unions, Companies that are not for profit, in addition to various business registrations, that allow for part profit, part charitable models- such as small businesses, partnership firms, shops etc. Such registrations are desirable, as they facilitate transparency and accountability, but not a primary requisite in order for a group to function as a collective.

There are various laws dealing with them, in terms of drawing accountability, state oversight of management etc. Much can be said about the merits of one versus the other, however, as highlighted by Account Aid⁷¹, a not for profit company is the better way forward as the legal normative is clearly laid out. All these forms of primary registration are available in all of five focal countries. Women' groups/collectives/organisations register under the same laws as many others in their ilk in the region.

In addition to the primary registrations, some governments in the region also have processes that allow them to scrutinize records- especially financial records and also retain some measure of control over the work of the organisations. This is done through the formation of NGO secretariats, as in the case of Sri Lanka and Bangladesh, located within various government departments or ministries. NGOs undertaking work in the social sector need to be registered with them. In India, while there is no separate NGO secretariat, no NGO can receive aid from foreign sources without adequate permissions granted by the Foreign Commissions and Remittances Act. Furthermore, if a registered NGO seeks to hold a public event-meeting, workshop, seminar or conference, to which participants from the other countries in the region are invited, then permission needs to be secured from a slew of government departments. This holds particularly true for meetings even remotely linked to human rights. Nepal provides an optional additional registration process.

Another challenge is the financial restrictions on funds transfer to regional or national entities seeking to work in the region, limiting their scope of work to the national or sub-national level. This is further complicated by complex visa regimes, that severely limit intra-regional travel between the three large nations i.e. India, Pakistan and Bangladesh.

These requirements impact the abilities of NGOs to function as independent watch-dogs within the state in several ways. Organisations and groups, working with communities in rural and/or remote areas express inability to formulate or maintain rigorous documentation required for additional permissions, even if they do have information about the requirements. Women's groups are rendered especially vulnerable and accessing additional permissions often proves difficult for grass-roots organisations, due to barriers of language and physical access. This also affects the ability to access resources to undertake their work, as well as the

⁷¹ [Http://www.accountaid.net/](http://www.accountaid.net/)

opportunity to be included in policy development, as the state tends to only dialogue with NGOs that have additional registrations.

Emerging Issues

- Increased focus on women, gender and gender mainstreaming in State policies, programmes and financial allocations. However, there is a disconnect between ground realities and the instrumentalist and piecemeal approach adopted. The state's increased control over foreign funds in the newer aid disbursement and management systems (budget support, SWAPs)
- The role of NGOs is shadowed in ambiguity, while there is more space for NGOs in newer policy provisions (both, for advocacy and service delivery). The state has also discouragingly increased the control over NGOs by tightening of rules and norms related to their registration, governance and resource mobilisation.
- Relationship between civil society actors and the state is becoming complicated, as the role of the former moves from service delivery into that of a watch dog of the state, as well as whistle blower in the event of violations. The role of the state as an overseer of legal obligations as well as a donor of social justice, puts it in a unique position of power vis-à-vis the civil society. It moves from being a facilitator to a controller of civil society action, and therein it also adds to the gaps in realization and advancement of gender equality and women's rights.

The data analysis presented in this chapter is based on the surveys conducted by SAWF at the national level in five countries of the South Asia region. While detailed surveys analysis complemented with findings from in-depth interviews are presented in the respective national chapters, analysis given here is derived from regional compilation of survey data from the five countries. (Please refer to Study Overview for detailed methodology).

TYPOLGY OF THE RESPONDENTS:

While all the final respondents of the survey (total 338 organisations) work on women issues, 30.18% organisations work exclusively on women. The rest engage with issues that affect women, children, youth, men, families and other community groups. More than half of the groups that were women-focused allocated over 75% of their annual budget towards advancing women's issues and interests (refer Figure 5)

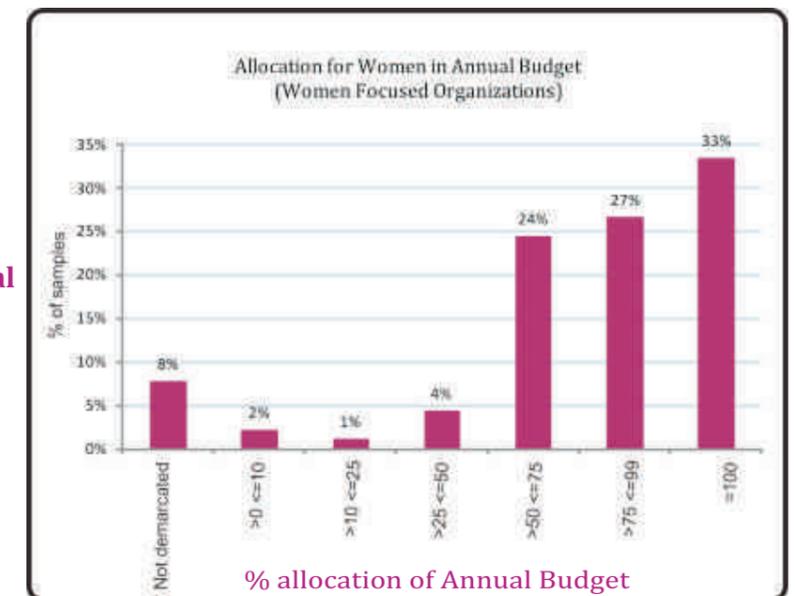


Figure 5: Allocation for Women in Annual Budget

Organisations covered in the survey also varied in terms of their annual budgetary size. As reflected in Table 9, most of the organisations (84%) had an annual budget of less than USD 500,000, which includes

| Budget Slabs (USD) | | All respondents | Women Focused Org. |
|--------------------|------------|-----------------|--------------------|
| 0 | <500,000 | 84% | 93% |
| >=500,000 | <1,000,000 | 7% | 5% |
| >=1,000,000 | <2,000,000 | 2% | 1% |
| >=2,000,000 | | 6% | 1% |

about 93% of the groups focussing on women only. Of the total respondents (regionally), 39.94% organisations operate at the community/local level, while 5.62% and 2.66% respectively work at the regional and global level. 22.5% respondents operate at the national level while about 53.25% work at the sub-national, provincial and/or district level. (Since there were organisations operating at more than one levels, the total percentage of responses was more than 100 percent) In terms of governance, organisations focussing solely on women showed a marked difference from others -**47% of such groups had only women members on their governing body, consisting only of women members and 56% had only women executives on their employee rosters. Amongst the other categories of respondents, these figures were 20% (women in governance) and 27% (women in executive), work being undertaken by respondents.**

A majority of the organisations that participated in the exercise work on issues related to violence against women, economic empowerment, health and education (refer Table 10). A very small percentage of respondents also work on other issues, like sexual rights, mental health, masculinity, migration, labour rights, ICT etc., and are not represented on the table given below. Women are seen as direct beneficiaries of issue-based work, like VAW and economic empowerment, followed by health (primarily for maternal and reproductive health), while the percentage dips for education, governance and political rights.

| Table 10 : Issues related to Violence against Women, economic empowerment, health and education | | | |
|---|-----|---|-----|
| Issues taken up by organizations | | Issues for which women are Direct beneficiaries | |
| VAW | 19% | VAW | 26% |
| Economic Empowerment | 17% | Economic Empowerment | 21% |
| Health | 15% | Health | 16% |
| Education | 11% | Education | 7% |
| Environmental issues/ NRM | 6% | Good Governance/ Political Rights | 5% |
| Good Governance/ Political Rights | 5% | Women Empowerment | 4% |
| Peace building/ Conflict | 3% | Environmental issues / NRM | 3% |
| Child Rights | 3% | Peace building / Conflict | 3% |
| Disaster Management | 3% | Rehabilitation and Reconciliation | 2% |
| Community empowerment | 2% | Human rights violation (excluding VAW) | 1% |
| Women Empowerment | 2% | Gender | 1% |
| Rehabilitation and reconciliation | 2% | Agriculture | 1% |
| Agriculture | 2% | Community Empowerment | 1% |
| Human Rights Violation (Excluding VAW) | 2% | Child rights | 1% |
| Gender | 1% | Poverty reduction | 1% |
| Disability | 1% | | |

Also, as reflected in Table 11, within the range of strategic interventions and activities, 21% of organisations work on training and capacity building, followed by Advocacy (15%) and awareness generation activities (13%). These are followed by 9% of the groups that undertake VAW-related interventions (awareness generation, networking, counselling, case-work, rehabilitation etc.).

| Table 11: Strategic Interventions / Activities being undertaken by organizations | | | |
|--|-----|---|-----|
| Strategic Interventions / Activities being undertaken by organizations | | Activities for which women are direct beneficiaries | |
| Training / Capacity Building | 21% | Training/ Capacity building | 22% |
| Advocacy | 15% | Advocacy | 15% |
| Awareness Generation | 13% | Extending support to VOW | 11% |
| Extending Support to VAW | 9% | Awareness Generation | 10% |
| Income generation | 6% | Income Generation | 8% |
| Information Management | 5% | Formation of community-based groups | 8% |
| Mobilization | 5% | Mobilisation | 5% |
| Research | 4% | Information management | 3% |
| Formation of community based groups | 4% | leadership development | 3% |
| Networking | 3% | Research | 3% |
| Vocational training / technical training | 3% | Monitoring of Tsate schemes/ inst. | 3% |
| Leadership development | 2% | Vocational training / technical training | 3% |
| Monitoring of state scheme / inst. | 2% | Service delivery through CBOs | 2% |
| Rehabilitation & reconciliation | 1% | Fact Fincing | 1% |
| Service Delivery through CBOs | 1% | Networking | 1% |
| Institution Building | 1% | | |

Women are seen as the direct beneficiaries for similar set of interventions. Lesser percentage of respondents are involved in research, social mobilisation, leadership development and service delivery as strategic interventions to address women's concerns. These findings, in conjunction with the in-depth interviews of organisational heads and key informants, reveal that while there are funds available for women groups for interventions, aimed at economic empowerment, VAW (particularly awareness generation, networking), maternal health and advocacy, it is difficult for them to raise funds for the laborious work of mobilising women for their empowerment. **There are lesser funds for critical components of certain issues. For instance, within VAW, there are very limited resources available for providing safe shelter to the survivors, legal and medical assistance, case work, follow-up etc.**

While issues like VAW and economic empowerment are undertaken by a large number of organisations, majority of work undertaken are on a project basis, aimed at advocacy and alliance building. Similarly, a larger section of work on economic empowerment of women falls within the SHG framework, with the focus on quantifiable evidences of empowerment and not on the process of empowerment. Deflection of focus from long term process-oriented work is also a visible trend, with fewer groups engaging with formation of community-based groups (even fewer women groups) and leadership development/cadre building interventions.

APPROACH ADOPTED BY THE RESPONDENTS

The mapping exercise also assessed the kind of approaches adopted by these organisations. Their objectives, strategies, interventions undertaken and

significant changes brought in the lives of women with their efforts, were carefully analysed. As reflected in the graph (Fig. 6), the respondents were categorised into five categories- almost 3/4th of the surveyed organisations were those that used the right-based approach, though with varying degree of understanding and engagement. This could also be due to the emphasis placed on RBA as a 'buzz word' at the global level. Regionally, while 37% of the respondents were found to be working with some elements of RBA, 22% had strong rights-based approach. At least 14% of the organisations surveyed, work explicitly within rights framework and 10% were explicitly rights-based with feminist principles.⁷²

CHALLENGES IN RESOURCE MOBILISATION

The survey explored the challenges faced by the organisations in resource mobilisation- the reasons for hurdles faced in fund raising efforts, as well as areas, which posed the biggest challenge for fund raising.

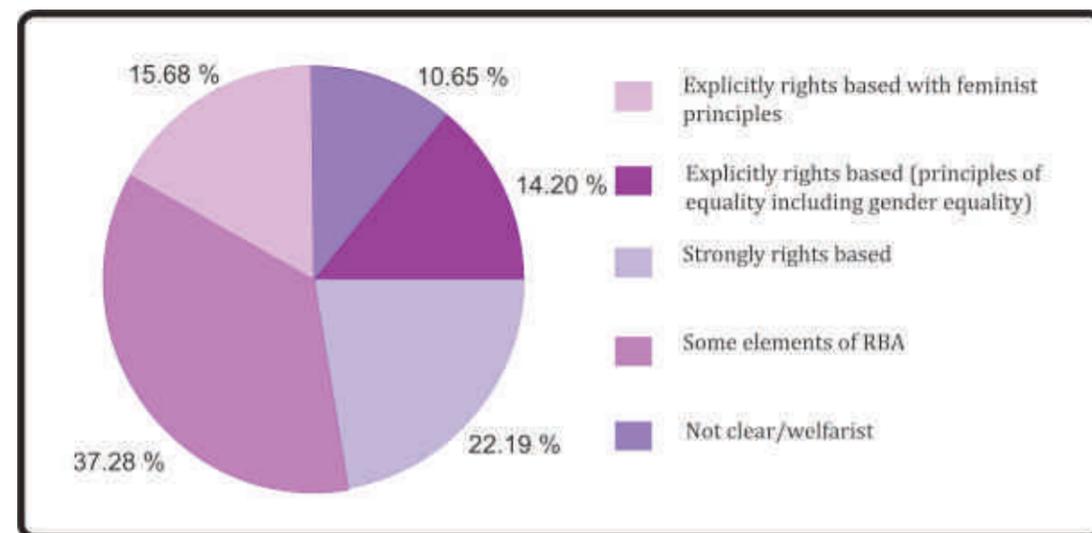


Figure 6: Approaches adopted by respondents

In a nutshell, the reasons that emerged were :

- Issues taken up by the organisation are considered not important or are not on the priority list of donors (issue related)- situations, where donors' own priorities override ground realities
- Organisational issues - (language/technical limitations, inability to get information about available funding, funders etc.)
- Politics of State/restrictive policies
- Local socio-political environment

⁷²Please refer to study overview for categorisation criteria for approach being used by the respondents

- Quantum and nature of funding (limited/decreasing funds, small size)
- No funding for organisational/administrative expenses
- Donor-related reasons, that include
 - Too much focus on evidences to show result/quantification of results
 - Lack of support for process-based interventions/programmes
 - Preferences for specific kinds of NGO partners (bigger, with better infrastructure and systems)
 - Preference of INGO for partnerships with the State
 - Roll back from developed states/shifting focus away from the country
 - Definitions of issues, approaches, framework used by donors and NGOs are not in sync; also grant design not matching community needs/demands.

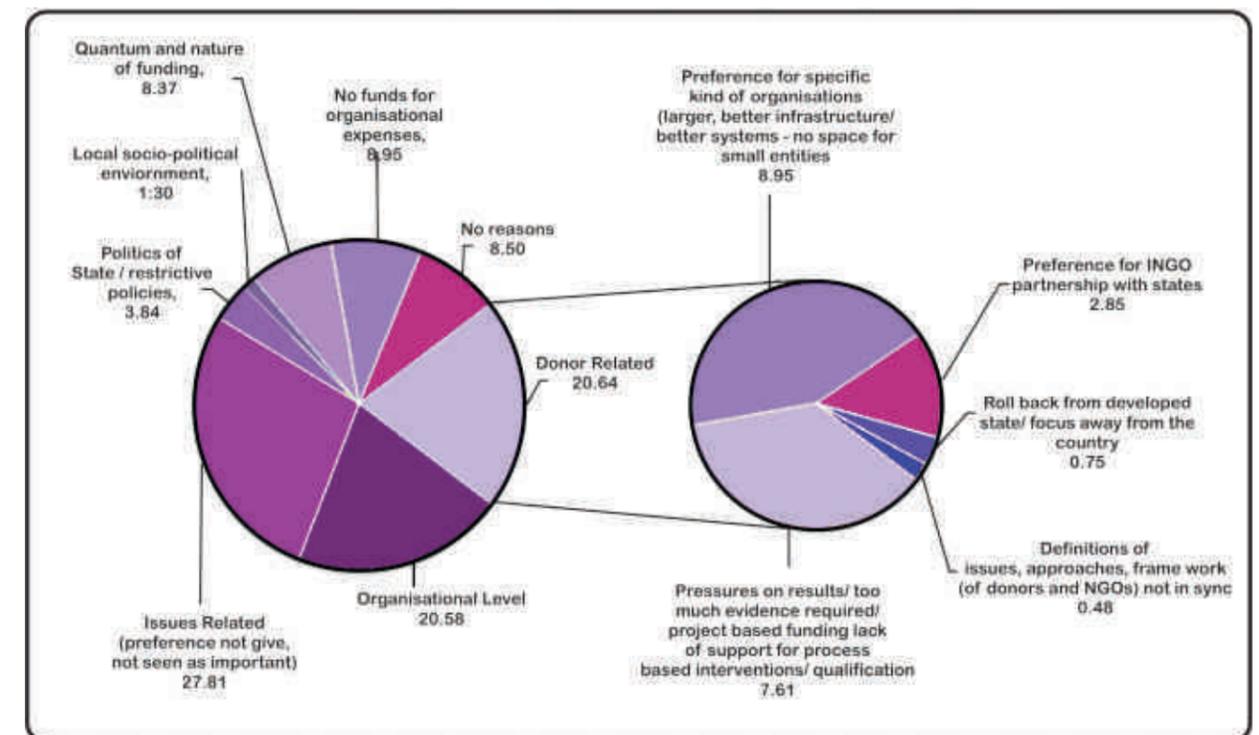


Figure 7: Reasons/Difficulties in Resource Mobilisation

Most respondents (27.81%) said they were unable to raise funds for their issues, as they were not on the priority list of donors. Organisations that have been working for over a decade on the same issues, stated that changes in donors' grant-making agenda affected funding. For instance, funders that were open to supporting broader issues, had narrowed their focus to supporting very specific components of the same. Another significant reason was organisational shortcomings - primarily their inability to submit good proposals due to lack of technical skills, poor knowledge of English, and limited access to internet, lack of trained human resources etc. This cluster of reasons has emerged as a significant area for capacity building of organisations working on women issues, at the local level.

Around 20.6% respondents stated that donor practices/preferences restricted their resource mobilisation efforts. Within this broad reason, the largest number of respondents indicated that donors prefer larger, 'professional' NGOs, leaving little space for smaller local organisations. In-depth interviews also highlighted the 'corporatisation of development work', i.e. the latest trend of bidding for projects, as a major roadblock in fund raising. These processes prove to be highly technical for local groups, thus giving an edge to international groups and 'management' companies operating in the developmental arena. Even if smaller organisations manage to acquire 'technical skills' that often override the grounded experiences and struggles of women groups, the funding amounts attached to such projects are usually more than their absorption capacities. In a few cases, where organisations have learnt the knack of 'bidding' by combining forces to bid and secure funds, they face difficulties in the operationalisation stages, due to the presence of multiple players.

Another key reason identified, was the emphasis placed by donors on producing evidences, outputs, and quantification of results. This concern also reflects in the lack of funds for processes-based interventions, particularly for women empowerment. **In the present scenario of 'preferred sectors being funded', organisations have to mask their work to secure funding. Respondents said that they felt extremely challenged with the increased focus on outputs, smart indicators, results oriented work and emphasis on showing results in a short period of time.**

Reasons for difficulty in fund raising varied across the countries, thus giving a mixed picture at regional level. Some of the issues identified were economic empowerment; capacity building (of service providers/women's groups/NGOs/CBOs); components of VAW (safe shelter for survivors, legal and medical assistance, case work, follow-up etc.); skills development; policy level advocacy and lobbying; and organisational development. When consolidated regionally, 23% of organisations said that they had difficulties in securing funds for organisational development, together with overhead costs, viz. equipment, rent,

infrastructure, administrative costs, salaries, honorariums and communication costs (i.e., costs for running and sustaining an organisation).

"Funders" disinterest in issues like women's sexuality, their general and mental health, rights of disabled women were also highlighted during the survey. For Women's groups working on these issues that managed to secure some resource support, said that they felt extremely challenged with the fragmentation of these 'marginal' issues with the 'mainstream' women issues. For instance, there could be funding available for women's groups working on issues of lesbian women, like their sexual health or advocacy on their sexual rights and recognition, but no avenues to fund their economic empowerment. Concerns were also raised over resource support given to women from religious and ethnic minorities, rather typically for addressing 'cultural' impediments for them and not for addressing the socio-economic concerns faced by them. State politics and policies with regards to internal conflict, security, displacement etc. also are impediments in the way of organisations attempting to access funds for women in those particular geographical areas.

Interestingly, differences in opinions, perceptions and understanding of certain issues and approaches were also highlighted by respondents. Changed monitoring and evaluation framework and focussed reporting, documentation and systems by the funders, also unsettles small, grass-root organisations in particular, given that they chronically suffer from lack of human and technical resources.

A .COUNTRY WISE FINDINGS

BANGLADESH

Overview:

The women's movement in Bangladesh has always had a strong, vibrant character, despite the tumultuous political history of the country. Post-independence, the focus of women's organisations expanded to include political empowerment, economic equality, legal reforms, especially customary and gender-biased laws, violence against women and reproductive rights. Women of ethnic minorities, particularly those in the Chittagong Hill Tracts, have struggled actively for collective land rights and against armed conflict. Over the years, the women's movement has seen the rise of many dynamic women's rights activists, organisations and networks, creating new platforms at various levels for women, to voice their concerns and demands.

Donor Aid for Women:

The post-independence era in Bangladesh, beginning in the early seventies, gave rise to international aid received, in funds, commodity and human resources by CSOs in the country. Bangladesh receives aid from both, multilaterals and bilateral sources. In fact, it received the highest amount of its bilateral aid from Japan, in terms of cumulative disbursement, followed by USA.

The strategy paper of USAID, Bangladesh 2011-2016 commits long-term development aid to the country over the next five years, to support the Bangladesh government's plans to transform its economy to becoming a middle income country by 2021; with the main focus being on governance, health, food security and climate change.⁷³ DFID has the largest bilateral grant aid programme in Bangladesh and will spend an average of £250 million per year in Bangladesh until 2015⁷⁴. However, it must be noted that the only time women feature in DFID's top priority is through its focus on 'Improving family planning and reducing maternal deaths'. In terms of multilateral aid, IDA is the largest contributor of development aid to Bangladesh. Since Bangladesh joined the World Bank in 1972, IDA has financed about one-quarter of all foreign aid commitments and has provided more than US\$9.5 billion between 1990 and 2009, with annual disbursements fluctuating between US\$190 million to more than US\$460 million.⁷⁵

⁷³<http://transition.usaid.gov/bd/files/USAIDBangladeshStrategy2011-2016.pdf>

⁷⁴<http://ukinbangladesh.fco.gov.uk/en/about-us/working-with-bangladesh/>

⁷⁵[Http://siteresources.worldbank.org/IDA/Resources/IDA-Bangladesh.pdf](http://siteresources.worldbank.org/IDA/Resources/IDA-Bangladesh.pdf)

Major Challenges:

Taking into account the information given by the respondent organisations and key informants, VAW and Gender Justice, Trafficking, Political participation, Legal Services/Intervention, Sexuality and Sexual Rights, Reproductive Health, Governance and infrastructure, along with overhead costs for the organisation programmes, are the most under-funded sections of women's rights work. The donors tend to go for activity-based projects, which yield immediate results, rather than on process-based programmes, which have a more substantial chance of ensuring positive outcomes and changes, but over a gradual period of time.

Certain sectors appear to be more favoured than others in Bangladesh. Moreover, the structure and relationships that exist between the donors and the agencies that implement and monitor aid disbursement and programme management complicate the situation further:

- Compared to gender and governance, the aid for health and education sectors is substantially more significant;
- Preference approach to women's rights and gender issues lies within the scope of poverty mitigation; most of the bilateral donors have mainstreamed gender activities into other sectoral programmes, claiming that priority is given to working with, and for women, nullifying the need for a separate gender programme or intervention.
- The focus on the relationship between official aid agencies and the Government of Bangladesh, post the Paris declaration reveals that there is hardly any engagement with local NGOs and CSOs. In the Post-PD phase, relationship and dynamics amongst aid agencies, Government and local NGOs/CSO have seen major changes, wherein local NGOs/CSOs are being marginalised.
- In order to avoid overhead costs in disbursement and monitoring of funds, the multilaterals and the bilaterals are now going through management agencies or just one big agency, such as a BRAC or an NGO, rather than several small NGOs. Small organisations, especially women's organisations are losing out in getting direct access to donor funds and are being forced to participate in the bidding process of funds with the assigned management agency. In fact,

access to funds for the women rights work is currently available mostly through larger management agencies (e.g. Maxwell, Chemonics) or larger NGOs (BRAC, ManusherJono, as well as international NGOs). This trend of funds disbursement and management is likely to continue in the future.

Hurdles in Securing Aid:

The respondent organisations reported that there were a variety of reasons for difficulty in raising funds, but primarily they stressed on limited capacity of the organisations, especially small and grassroots organisations, in possessing technical skills, such as, proposal writing, computers access and knowledge of English language. In addition, diminishing funds for administrative/ institutional building support was another reason pointed out by the respondents. In the past, such a support has helped NGOs, especially women's organisations, to develop into stronger and more effective institutions. Other important reasons for not being able to receive funds are policy change of donors diverting funds to government and/or larger NGOs/management agencies; pressure to produce immediate results/outcomes; and issue not being recognized as important by the donor.

An interesting finding that came about, was on increasing donor focus and hence NGO/CSO focus on climate change and adaptation. Bangladesh is reported as among the top four countries prone to natural disasters. The nature and extent of disasters that strike the country are varied and quite frequent floods, cyclones, drought and earthquakes. Since a large group of donors (as seen in DFID's Asia operational plan) view these natural disasters⁷⁷ as a result of climate change, priority is being given to projects that tackle issues of climate change, disaster mitigation and environment adaption. Interestingly, many of these projects are being implemented through women's organisations and women's issues with regards to rights to services and resources are being "mainstreamed" into these programmes.

Recommendations:

- There is a need to invest in capacity building of women organisations, the key areas are - improving their organisational/ financial management skills; advocacy skills and most importantly, improve the networking and linkages at local, national and regional level. These organisations need access to opportunities of institution

⁷⁶<http://www.irinnews.org/Report/89305/GLOBAL-Asia-most-at-risk-from-natural-disasters>

building, capacity building and participation in networking at a bigger scale and level.

- There is a need for donors and women's rights groups to strengthen their monitoring mechanisms and follow-up, to ensure that project outcomes are actually being met and the sustainability issue of project outcomes given due focus.
- The current allocation, implementation and utilisation of funds for women's rights/gender, needs to be reviewed along with the operationalisation of the gender mainstreaming strategy.

INDIA

Overview

India has been a recipient of development assistance since the 1950s. The earliest form of aid took the form of food-grain under the PL-480⁷⁷ programme and subsequently several donors from the global north began offering assistance for promoting social development, particularly poverty alleviation. Till the 1990s, India continued to be one of the largest recipients of foreign aid, out of which the bulk of the development aid was committed to education. However, the economic upswing experienced by India during the 1990s along with key developments like turning into a nuclear power and aspiring for a seat on the UN Security Council, meant a sharp change in the quality and quantity of development aid to India. In 2003, the India government announced that it would no longer accept development assistance from all but six bilateral donors⁷⁸. Hence, there is a strong perception among external funding agencies that India is an emboldened and strong economy, with little requirement for external funding.

Donor Aid for Women Issues

Leading activists, researchers and feminist scholars working on women's rights in India are of the view that resources for women's rights work are on the wane. One of the obvious reasons is the withdrawal of funds by

⁷⁷Public Law 480 is a law signed by President Eisenhower in 1954. It is also known as "Food for Peace" because it is the funding avenue by which US food is used for overseas aid.

⁷⁸ DFID, USAID, Japan, Germany, The Russian federation and The European Commission. Italy and France were later added to this list.

progressive donors, such as the Scandinavians, as well as the re-positioning of portfolios by several donors. Many new donors have also captured women's rights within a very narrow and limited definition of violence against women, HIV or trafficking etc.; with women's rights being reduced to a small piece within the larger gamut of human rights work, making the struggle for funds more difficult.

Bilateral and multilateral development aid to India has been uneven over the last five years. The table below shows revised actual estimates of external bilateral and multilateral assistance.⁷⁹

DFID and USAID are among the largest bilateral agencies that have set aside a fairly large part of their funds for programmes targeting women and girls. 34% of DFID's total aid package (2011-2015) is committed to better reproductive health, maternal and new born health outcomes, as well as improving women's participation in governance and reducing VAW.⁸⁰

| 2007-2008 | 2008-2009 | 2009-2010 | 2010-2011 | 2011-2012 | 2012-2013 |
|------------------|------------------|------------------|------------------|------------------|------------------|
| Rs. 2051 billion | Rs. 2745 billion | Rs. 3077 billion | Rs. 2626 billion | Rs. 3394 billion | Rs. 2887 billion |

Few international foundations and NGOs seem to have a pronounced focus on women's rights. Among large national organisations, OXFAM India and Action Aid support robust programmes on women's rights, but the reality is that these agencies also have to look towards the same pot of funds as other NGOs, to raise resources for their work. At the same time, in recent years, many other national and international grant making bodies have re-positioned their portfolio on women's rights and embedded it within sectors, such as health, governance, youth leadership and economic programmes.

There is a rapidly expanding section of domestic philanthropists in India, that consists of a growing population of "high net-worth individuals" or persons with assets worth more than a million⁸¹. However, this segment is not necessarily oriented to the human rights framework or should we say, social justice? And therefore, more inclined to support more welfare oriented activities and programmes. The contribution by private givers is

⁷⁹Union Budget of India <http://www.indiabudget.nic.in>

⁸⁰Based on "delivery and Resources" included in DFID's operational plan (2011-2015) document, dated October 2011.

⁸¹World Wealth Report 2010, Capgemini and Merrill Lynch, quoted in study on Indian Philanthropy by BAIN and COMPANY 2011

focussed primarily on education, followed by food/clothing and shelter. The same is true of indigenous foundations that have largely spawned off from private family businesses and industries.

Major Challenges

Voluntary agencies working on women's rights find fund-raising for organisational functioning, sustainability and growth to be the most difficult. Findings from the phase-I survey reveal that the issues for which funding is most difficult to obtain are Infrastructure (38.59%); Salaries (35.96%); VAW (35.08%); Capacity building of Women's Groups (34.21%); Equipment (29.82%); Administrative costs (28.07%) and Honorariums (27.19%).

This highlights of the most difficult issues mentioned by the respondents, pertain to the physical sustenance and viability of organisations. Among the overhead costs mentioned most often by the respondents, infrastructure and salaries are the top two. Several groups said that paying competitive salaries and honorarium is becoming increasingly difficult, as donors insist that most of the funding be spent directly on project beneficiaries. In such situation, the organisations have to opt for more part-time staff and consultants.

The profile of people managing donor-grantee relations has changed a great deal. Most agencies feel that donor representatives who deal with them are divorced or disconnected from ground realities and the relationship has changed into a transactional one-driven more by professional management than a sense of "we are in this together."

Hurdles to Securing Aid:

The survey results suggest that for small organisations, their inability to write winning proposals and project their work adequately is the most common constraint. 16% of such organisations have also reported that they are unable to reach out to donors, due to lack of physical proximity and also because they are not able to articulate their work lucidly. Among medium and large organisations, the shrinking pool of funds and lack of resources to focus on issues of interest to them, are also major concerns. Inability to raise adequate funds for meeting overhead costs is an area of deep concern for medium and large organisations.

There appears to be a palpable shrinkage in spaces for working on women's rights and human rights. This is particularly striking in groups working in what are considered sensitive parts of the country, which are prone to internal conflicts. Further, the absence of long term support has hit not just process oriented programmes and projects, but has also meant lack of resources to develop organisational capacities. Donors would rather place their resources in large agencies with higher outreach and those working on scale. The reasoning behind this is linked to accountability and efficiency, but such a context excludes small budget organisations, who are finding it very challenging to continue their work.

Recommendations:

- A mentoring role, where the 'nuts and bolts' of organisational management can be nurtured among small women's groups, federations and collectives can really strengthen their visibility and reach to the donor community.
- Focus needs to be placed on building smaller groups by funding them through an initial seven year period, to allow organisations to become self-reliant.
- Building capacities to write proposals and seek grants, learning how to position their work, gathering evidence and maintaining proper financial records, should all be a part of the hand-holding process.
- Building the capacities of implementing agencies, particularly medium and large sized organisations, to measure their work effectively and present the evidence in a compelling way are significant areas of capacity building. At the same time, donors also need to allocate sufficient funds and budgets for effective M&E, which can become a part of the ongoing planning process of implementing agencies.
- It is necessary to devise ways of accessing funds allocated by Indian philanthropists and various foundations. Each of these constituencies would require a specific approach and way of framing the issue, without diluting the political edge of working on women's rights. Devising ways of doing this could be a worthwhile process.

NEPAL

Overview:

Diverse ecological zones and multi-ethnic population characterize the landlocked country of Nepal. There are at least 100 different caste, and ethnic groups, who speak at least 92 different languages. A majority of the population lives in rural areas. Development indicators for the country indicate wide disparities on the basis of caste, ethnicity and gender and multiple exclusions, based on combination of these. For instance, Terai (plains) belt has the lowest literacy rate at 17 per cent, compared to the national female average of 55 per cent and male average of 81 per cent.⁸¹ Also, the most excluded caste and ethnic groups have higher gender differentials, with the largest gaps among the Dalits, followed by Muslims and Terai Janajatis. The level of human development for women living in the Mountains and the Mid-Western Development Region, are lower than for the rest of the country.

Donor Aid for Women Issues:

NGOs, INGOs and donors, as well as women's organisations that are wings of political parties are important players involved in the field of women's rights in Nepal. Of the over 30,000 NGOs registered in the country, less than 10 per cent are classified as working on women's issues. Of the 123 INGOs registered in the country, only 10 are specifically supporting work on women's rights.

INGOs and donors are the primary source of funding for work related to women's human rights being promoted by non-state actors. The 10 INGOs working specifically on women's issues, have committed \$ 4.85mn for the current fiscal year. These funds are mostly channeled for women's work through partner NGOs and CBOs (since INGOs are prohibited from directly implementing programmes in the country). Approximately 20 bilateral agencies committed US\$ 45 billion aid to Nepal for fiscal year 2011-2012. It is not clear as to how much of this is specifically allocated to activities for the promotion of women's rights work.

⁸² ADB, 2010

Donors and INGOs interviewed, as part of this mapping study, indicate a wide range in percentage allocation of their budget towards women's rights- from a low of 18 per cent to a high of 100 per cent. The average size of grants made by these agencies ranges from US\$ 5000 to 500,000 and most grants are short term, ranging from 8 months to 3 years and although project periods may be longer, commitments are made on annual basis and subject to performance. All donors/INGOs make grants along specified thematic priority areas, such as: political empowerment, governance, livelihoods and economic empowerment, natural resource management, women's empowerment, equity and justice, gender-based violence, legal/procedural awareness, building local institutions and social mobilisation. They also indicate that not all thematic areas receive equal attention and that some areas remain under-funded: primarily, the civil and political rights.

Major Challenges:

Not all women's organisations and groups face similar challenges and obstacles. In general, large organisations (with large budgets), based out of the capital city, with highly trained staff and capacities in writing good quality proposals in English seem to have an advantage over smaller organisations based outside of the centre.

Most funding is for short periods, project-based and with extensive and sophisticated proposal and reporting requirements

Women's movement in Nepal is highly fragmented along socio-cultural lines, as well as along political affiliations. Large 'mainstream' women's organisations receive the lion's share of funding, due to their personal connections with donors (attributed to their upper caste, English speaking privileges) and their greater accessibility to donors.

Hurdles Faced in Securing Aid:

Funding for women's rights-related work is not declining as such, but the funding priorities, patterns and mechanisms are skewed. Funding for women's rights is now divided into thematic sectors, such as political empowerment, reproductive health, HIV, etc. There is little funding available for gender trainings and across the board on gender equality. Finally, recent focus on 'outcomes' and 'results' has led to quantitative focus of interventions rather than qualitative. Addressing gender inequality at the grassroots is a priority area for women's rights-related work in Nepal, however, funding is not available for effecting change at the grassroots.

The most under-funded areas include economic empowerment, skills development and violence against women. Among activities, most under-funded are capacity building and training for existing service providers, women's groups/collectives and NGOs/CBOs and policy-level advocacy. Both, donors and NGOs shared that funding for organisational development and institutional costs of the NGOs were severely restricted, affecting ability of organisations to sustain and function beyond project/grant periods.

Recommendations

- An apparent capacity need identified by donors and NGOs alike, is in the area of writing reports and proposals, as prescribed and required by donors. This is not really a capacity building need for promoting women's rights, but more of a capacity required to access resources in a skewed funding environment.
- Training the staff on how to translate principles of gender equality into practice, as well as building capacities of beneficiary women in understanding and challenging gender concern, norms and practices.

PAKISTAN

Overview:

Pakistan has a long history of women-centered organisations, but the growth of women's rights NGOs in the country can be traced back to the state's attempts during the Zia years⁸³ to segregate women and push them back into domestic subservience. Most of these women-focused organisations were aided by international donors, as the developments in Pakistan coincided with transformations in the international development industry, where the WID perspective was gaining increased ascendancy. The role of NGOs became even more prominent in the post-Zia era, as rampant corruption and inefficiency of successive democratic governments, combined with a general move towards neo-liberalism, allowed NGOs to flourish as important alternatives to state interventions.

⁸³Gen. Zia-ul-Haq (1977 -1986) introduced discriminatory legislation against women, such as the set of Hudood Ordinances and the Qanun-e-Shahadat Order (Law of Evidence Order). He suspended all fundamental rights guaranteed in the Constitution, that had been adopted in 1973, including the right to be free of discrimination on the basis of sex.

The post-9/11 era also resulted in a loosening of the hold of state-sponsored parochialism initiated by the repealing of the certain discriminatory Islamic laws during the Musharraf era (1999-2008).

Donor Aid for Women Issues:

At present, the funding environment in the country is being realigned with the five pillars of the Paris Declaration (2005), according to which foreign governments and donors are redefining their strategies. According to the Donors Assistance Database, at present, there are 77 donors in the country including multilaterals, bilaterals, non DAC countries, government of Pakistan and private donors. A total of US \$ 29.67 billion has been committed for all projects that are active, of which US \$ 17.43 billion has already been disbursed.

Amongst the 77 donors, 17 donors, both foreign and national, are funding women and development projects, most of which is being channeled towards the public sector. In cases where funding is through the private sector, it is either through International NGOs or larger established organisations. International aid assistance for gender and development is generally a mixed bag capped together with other issues/ sectors like human rights, good governance, economic empowerment etc., resulting in fragmentation of funds spent on each sector.

The study indicates that there are significant numbers of NGOs working on women issues in the country. However, the majority have an omni-focussed approach- of working with the entire community, rather than exclusively with women issues. Most of the surveyed organisations focussed on developmental, as well as, rights issues, 35% reported women as direct beneficiaries in their current programmes, while the remaining 65 % preferred to work with larger communities, including women. In 93% of the organisations surveyed, funding resources were directed towards women focussed issues, although with variations in the proportions spent. A fairly significant percentage of organisations (38%) had spent 75-99% of their budgetary allocations for 2010-2011 on women-focussed projects and activities, with another 35% reporting an allocation of around 50-75% of their total annual budget on women- centric projects. The accumulated

overall allocations for women were only 20.19 percent, which is not very encouraging.

Major Challenges:

Fund raising was a prime concern for majority of the organisations, especially due to the changing funding environment. The limited donor engagement with NGOs working on women issues, especially those at the local level, is the biggest challenge to carrying forward work on women issues. Capacity building of NGOs too, is a crucial area that is regularly overlooked by most donors.

Generally, bilateral and multilateral donors follow a global funding trend, which is strategized according to their and the recipient country's requirements and positioning. However, these are not the only factors that play a role in hampering funds for NGOs and CBOs. Short term funding, donors' reluctance in funding projects based in high security areas, inaccessibility of donors for smaller/local groups were some of the mentionable reasons, provided by the respondents. In some areas of the country, like Khyber Pakhtunkhwa and Balochistan, working on women issues is still considered socially unacceptable, which was mentioned by organisations working in these regions.

The sectors that were mentioned the most in the context of difficulty in securing funding were education, health and capacity building, especially of community-based women groups. Education and health are two major development sectors of Pakistan that need immense strengthening. Though these are priority areas for donors as well, most funding for these two sectors are being diverted towards the public sector. From the donor perspective, the magnitude of the issues in both, education and health, are beyond the capacity of the NGOs, because both sectors require large scale interventions.

Hurdles Faced in Securing Aid:

There is a visible change in the last two to three years in the international donors approach and strategy towards Pakistan, which could also be a reflection of global trends. Although, there is continuing aid flow for women development and human rights in the country, there has been a palpable shift in the donors funding trends towards the NGOs and private sector at large. Donors are shifting focus to more consolidated efforts, to avoid

⁸Government of Pakistan/UNDP, Donors Assistance Database, 2012

overlap with growing concerns about performance-based output and accountability. Women are usually an integral component of all development cooperation activities and therefore, most donors do not have separate budgetary allocations specifically for women issues. In instances, where funding assistance is focussed on women-centered interventions, it is usually through International NGOs, International Consortiums or established national NGOs, which then transfer funds to NGOs as implementing partners.

There is more stress on joint sector programming in the form of General Budgeting Support, sector wide support (SWAp), basket funding and joint assistance strategies. A shift from NGOs to public and private sector institutions like business, academic institutions and trade unions is also emerging, that could generalise the approach and dilute key interventions by NGOs.

The findings of this study also reflect a considerable gap between the funding agencies and NGOs/CBOs working on women issues. The multilateral and bilateral aid agencies are either providing technical assistance to the public sector or working in partnerships or consortiums with limited funding space for smaller NGOs. Funding support from other sources are either concentrated for specific sectors, as in the case of private foundations or unaccounted for, as is the case with private donors. There has been an increased focus on gender mainstreaming as a strategy in foreign assistance, programmes, operationalisation of which is highly contentious.

Recommendations:

- There is a need to engage with small and medium sized NGOs working at district and community level, that are currently being left out of the funding loop, due to the strategic shift of donor assistance programmes.
- NGOs and CBOs working on women issues need to be tapped and brought together through provincial and national level forums. It is recommended that thematic networks be formed, to bring together organisations working on similar issues, which can also help in capacity enhancement of each organisation by learning from the strength of other partners in the collective.

- There is a need to create partnerships with local organisations, which can be done through district or provincial NGOs collectives. There are existing women focussed networks already functional in Sindh and Punjab provinces, which can be consulted for future partnerships.
- Rather than policy level assistance, funding needs to be diverted to the grassroots level, for bringing in change in the lives of the Pakistani women.
- Multi-lateral and bilateral funding usually filters down indirectly through consortiums or larger NGOs, with no accountability mechanisms or transparency in the process.

SRI LANKA

Overview

Sri Lanka has been battling international criticism over how it had crushed the conflict in 2009 and the human rights violations, reported in its wake. Women face a desperate lack of security, especially the economic kind, in the aftermath of the long civil war. Three decades of civil war has resulted in the emergence of tens of thousands of female-headed households, that have experienced numerous waves of conflict, displacement and militarisation.

Donor Aid for Women Issues

Organisations working out of Sri Lanka admit that there is considerable donor-driven work on economic empowerment of women, prevention of violence against women and towards political representation. The other key fields receiving money are microfinance and livelihood programmes. Senior activists told SAWF that funding for post-tsunami work continues to be one of the bigger areas of donor interest, along with work amongst women in the plantation industry. Majority of Sri Lanka's aid, to the tune of roughly 80%, has been in the form of either bilateral or multilateral aid, with the major donors being Japan, ADB and the World Bank. Multilateral aid flowing into the country between 2003-2009 showed a significant dip in 2004, when violence was peaking in the LTTE conflict, but aid-flow picked up again by

2007, bringing it back to pre-2003 figures of over 400-450 million US dollars.⁸⁵

By 2005, there were at least thirty international agencies supporting microfinance in Sri Lanka, with a commitment totalling nearly \$200mn. According to figures compiled by OCHA on the basis of information provided by donors and appealing organisations, by 2011 the biggest donor to Sri Lanka was the European Commission that contributes roughly 21.2% of the total humanitarian aid flow to the country, pegged at \$37.3 million, followed by the United States that contributes \$30.4mn, which is about 17.3% of total aid. Bilateral aid largely flows in from European nations, like Switzerland, Germany, Norway, UK and Sweden, apart from Australia and Canada. OCHA figures show that the flow of funds to Sri Lanka in the form of humanitarian aid totalled \$1.76bn⁸⁶. Sri Lanka's elevation as a middle income country has raised fears that it would limit the nation's eligibility for 'concessional aid'. The figures released by UNDP Sri Lanka show that in the period between 2008- 2011, aid raised by them peaked in 2009 at \$26.24mn before falling drastically, following the end of the LTTE conflict to \$9.03mn. The funding figures did pick up in 2011 to \$14.54 mn⁸⁷, but several bilateral funding programmes were discontinued from 2010 onwards.

Major Challenges:

In a statement to the UN in March 2010, Sri Lanka admitted that one of the major challenges ahead for the government was the economic empowerment of women. 32% of women are employed in the informal sector, as unpaid family workers in agriculture or as small vendors, while 40 per cent are employed in the formal sector. Most organisations working with women are small in size, 50 % with annual incomes of less than 50,000 USD as well as in human resources (25% working without any full-time staff)⁸⁸.

Politics remains a male-dominated field in Sri Lanka and women's political participation is highly limited. An appeal on a network of Sri Lanka's NGOs that work on women's issues suggested that there were only 35 candidates nominated by the three major parties of Sri Lanka in the elections conducted

⁸⁵Deshal de Mel and Anneka de Silva, "Aid Effectiveness in Sri Lanka" (Colombo: Institute of Policy Studies, Sri Lanka, 2010).

⁸⁶"Sri Lanka Emergencies for 2011 - Total Humanitarian Funding Per Donor in 2011" (Fts UNOCHA, n.d.), http://fts.unocha.org/reports/daily/ocha_R24c_C196_Y2011_asof__1203120204.pdf.

⁸⁷UNDP Sri Lanka, "Donors and Other Partners."

⁸⁸Alpizar et al., Trends in Bilateral and Multilateral Funding.

in 2010. UN Women's latest report⁸⁹ shows that a grant of just under \$500,000 has fuelled advocacy efforts by the Women and Media Collective, aimed at encouraging women's participation in local politics. Apart from promoting political participation, the United Nations Country Team of UNDP, UNFPA, UNICEF, UNHCR, WHO, ILO and UNV has been mandated to spearhead the joint UN programme on prevention of and response to gender-based violence in Sri Lanka, with grants allocated to the tune of \$969,588.

Hurdles Faced in Securing Aid:

There was widespread consensus across the board, that funding opportunities are largely limited for smaller regional organisations, unless they work in tandem with bigger national NGOs. Other groups said that those working at the regional level rarely get to know of sizeable international funding that is available. Most grassroots level organisations also face problems of networking and are forced to rely on external academics and consultants.

Moreover, several multilateral funders prefer to work either through the government or a consortium of organisations. This leads to little funds trickling down to smaller organisations with limited focus and ambit of operations. For instance, a big European donor explained how the Sri Lankan ministry it works with, requisitions their national government with their demand for fund allocations for projects that are in the pipeline, which are then approved and allotted and disseminated through government channels. Debate persists over the politics of aid and the vested interests involved in funding flowing in for post-conflict work. Also the climate of distrust has reportedly crept in between the government and the NGOs affecting the sources of funding for them. This situation has also affected work among the war-affected and displaced.

Another key issue raised by respondents was the lack of fund allocations for administrative costs. Over 10% of the respondents mentioned that their high overheads incurred during the various stages of seeking funding are rarely ever incorporated into the allotted funding.

⁸⁹UN Women, Annual Report 2010-2011, June 2011, http://www.unwomen.org/wp-content/uploads/2011/06/UNwomen_AnnualReport_2010-2011_en.pdf.

Respondents to the SAWF survey also underlined the need for discretion while working in the North or among Tamil population, as most NGO work national and international are closely scrutinised by various government departments. Though a democracy, the influence of the military and their continued influence over the daily lives of Sri Lankans of the north and east, demonstrate the need for strengthening of the democratisation projects, with special emphasis placed on women empowerment and helping to stabilise them. Following the end of the conflict, the number of households with women as the primary breadwinner, as well as the provider, has increased dramatically. This makes women empowerment, their increased participation in the political processes and their socio-economic demands for better living conditions, as primary concerns that need to be effectively addressed.

Recommendations:

- There is the need for sensitisation of the government, multilateral and bilateral donors towards the challenges being faced by the women's groups in the current political and economic scenario.
- Bigger NGOs, including INGOs, need to engage more rigorously with the needs of women at the grass-root levels. The work of many smaller organisations go unrepresented or unsung, resulting in little funding going their way as well.
- There are several women's rights organisations, that are working with communities or on issues that are not considered mainstream and therefore, go unnoticed and unfunded.
- These groups need to be provided assistance in networking in the relevant regional, national and international circles, as well as helped to create fund pitches and evolving processes to utilise funds allotted in a manner that is in line with approved accounting systems.

- Need for transparency and accountability, improving the track record of the organisation and the chances to continue receiving further grants and aid.

VI. MAKING THE CONNECTIONS, KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Gender equality and realisation of women rights are intrinsic to social justice, so is the availability, accessibility and utilisation of the resources towards this goal. Resourcing women's right and gender equality is even more critical at this juncture, when social unrest, financial crisis and the economical abyss have had global ramifications. Women have, particularly been at the receiving end, given their vulnerabilities due to their discriminatory and unequal positioning in a hegemonic society. On one hand, they are invisibilised in the neoliberal economy framework, while on the other; there has been a growing thrust in the developmental process to 'invest' in women, as they give better 'dividends' than men, in terms of indicators. The discourse on ensuring resources for the realisation of women's human rights within the social justice paradigm (where women are the claimants of their share of resources), has moved into the 'smart economy framework' (where there is increased investment in women) to promote economic development and attain the MDGs goals.

A) WOMEN ISSUES, GENDER EQUALITY AND MAINSTREAMING DEFOCUSSED THE FOCUS?

This shift from feminist visions of gender mainstreaming, that was transformative in approach (for changing power relations between women and men) to efficiency approach, is evident from the fact that while work around women human rights has remained under-resourced, programmatic, financial 'commitments' for gender equality and mainstreaming have been increasing. Even within the mainstreaming framework, effectiveness of gender mainstreaming remains a challenge, as its de-facto effect is disproportional to high commitments and heavy investments promised at macro level. Though mainstreaming was introduced as a strategy to advance women's rights by integrating gender perspective and gender equality into policies, programmes and institutional systems and processes, it has led to the dilution of women-focussed interventions. Tools and techniques such as gender responsive budgeting, budget tracking, gender segregated data collection and compilations that were developed to assess aid effectiveness and implementation of gender mainstreaming, are being used in the said five countries. However, as captured in the country evaluations of the PD implementation (Phase II), there have been 'considerable weaknesses in institutional capacities for designing programmes and projects, as well as delivering services' to address gender concerns. Strategies and tools like gender mainstreaming, gender budgeting etc. have also become mechanical, with the form taking precedence over content.

Therefore, an instrumentalist approach to gender mainstreaming has been evident in the entire developmental spectrum with different interpretations, contradictory approaches and politico-cultural tensions being the key drivers for its ineffectiveness. Such departure from commitment and lack of clarity is apparent at diverse levels amongst all key actors. Usually gender is seen as an 'add-on' to programmes and budgetary planning processes, where the inputs provided to women are numbered and subsequently, count women as 'beneficiaries' integrating gender in implementation phase. Despite continued focus on women, their status and condition have changed partially. As highlighted by women activists during in-depth interviews, making gender 'cross-cutting' has, instead taken away the focus from gender-specific work. In fact, piecemeal approach has led to "male-streaming" of gender in certain cases!

Though, there is a growing focus on addressing women issues, gender inequalities and 'investing' in women on ground, neither the focus nor commitment has been translated on the ground to the same degree. 'Gender equality and women's rights issues are now intimately and pervasively affected by policy decisions taken in local, national and global institutions' (AWID, 2003) and when coupled with the stringent political and market-driven economic framework, it has led to the weakening of feminist praxis. Over the last two decades, the growth of NGOs in the region has been exponential, which in turn, has also led to a spurt in NGOs taking up women issues along with other developmental issues. This has added to the increased visibility of women issues, but in hindsight, it has also impinged on the spaces and resource base for women groups.

Findings from the regional mapping survey also reflect this situation, where approximately 70% of the organisations working on a range of developmental issues, targeted women as the direct beneficiaries along with other community groups. On one hand, while this indicates that women issues are increasingly being taken up at a larger and broader scale, some women groups/informants, interviewed in the study, also argue that this trend has led to weakening of women's groups- given their human, technical and financial resources limitations, these groups were found unable to negotiate for their spaces within developmental and political

discourses with the State, networks and other CSOs. There has also been a growing debate around the increased involvement of men in combating violence against women; an area where the tremendous efforts of women groups have yielded remarkable results. During the mapping exercise, women groups/activists also flagged this concern and said that the role of men has to be of the supportive kinds, while the struggles around VAW need to be led by women themselves.

Another critical but debatable issue that surfaced during the interviews was the increased focus on girl child rights, as there is increased attention towards 'investment' on girls as well. Women and girl child rights are in continuum, where equality for the girl child is usually the initiation of establishing gender equality for women, while the advancement of women rights leads the way for the establishment of girls' rights. However, discussions indicate that the adoption of a narrow programmatic approach increased focus on one group, raising concerns that it could deflect focus away from the other groups' demands and interests. For example, take the case of one of the flagship programmes for women empowerment that envisions holistic empowerment through education of women and adolescent girls. Given the externalities of programme implementation, at the provincial level, the programme focus shifted to girls' education, leaving aside women's needs and demand for educating them. On the other hand, in the same programme, when women got involved with SHGs and other ground level processes, their adolescent daughters were left to shoulder the burden of household chores and childcare. Clearly, the argument is not about securing rights of either girls or women, but to ensure that concerns relating to the continuum are addressed in an interconnected manner. This ensures that the rights of both, girls and women are advanced simultaneously with the same rigour, by addressing the historically derived, socio-cultural and structural inequalities and discrimination.

B) RESOURCES FOR WORK ON WOMEN ISSUES AND THEIR HUMAN RIGHTS: AVAILABILITY, ACCESSIBILITY AND USABILITY

The current economic scenario and the international development aid agenda dialogue, present a mixed picture of the givings in terms of aid, grants, donations etc. The aid landscape has changed, both in terms of quantity and modalities of aid management. Diverse political and economic factors of development aid lead to shifting patterns in the

region. Overall, the ODA commitments for the region have been decreasing. More importantly, the decrease is significantly evident in the sector-allocable aid (that includes social, economic, production and multi-sector), while the country-wise status differs for countries like Nepal, Bangladesh and Pakistan that are dependent on foreign aid. India's emergence on the global scene as an emerging economy has also affected aid commitments - not only for India, but for the entire region. Several non-traditional donors are also emerging on the scene. Though the amount given out by BRICS is small, when compared with DAC aid, their emergence with consistent increase in aid, has strategic importance, especially at a time when there has been a reduction in aid doled out by traditional donors.

Diverse patterns of developmental aid are also reflected in the philanthropic terrain of the region. There are several internationally and nationally active private philanthropic foundations across the region, working with varied approaches that are pro-poor, issue-based, welfarist or right-based. They fund a range of developmental issues. These foundations also contribute to the giving landscape of the region by funding new grant making funds/mechanisms that have been part of the struggle for just and sustained social development. The region is also experiencing an increase in traditional philanthropy, particularly individual givings and corporate funding, though these primarily focus on welfare activities. In the last decade, diaspora givings and remittances have emerged as a significant component of resource pool /power of individual giving, however, the gender or social justice perspective is missing from such individual givings.

As noted separately in the national chapters, as international donors move out of the said countries, there is a palpable shift of target countries within the region. International funding is not just decreasing, but also shifting in terms of sectoral focus, approach and strategies. In keeping with the increased focus on gender equality, women issues have emerged in funders' grant making agenda. Globally, there has been a rise recorded in international givings for women and girls by private foundations. While most foundations are increasingly using gender focus in their givings, women funds have emerged strongly as both, fundraisers and grant-makers, focussing exclusively on bringing about changes in social power structures that

affect lives of women, girls and transgenders.

One of the critical changes mentioned by the surveyed organisations, is the proliferation of grants, leading to smaller grants for limited time period. The grants were earlier given for a particular issue, based on local demands, but now the focus of grant-making has narrowed down. Now the support is restricted to either a particular component of the issue that could be part of the larger state-led initiatives. Operationalisation of these initiatives is often marred by lack of accountability, allegations of misappropriation and poor utilisation of funds. Extremely narrow and predefined scope is being pushed in this process through short-term projects.

Shifting gears within the aid management process have resulted in increased focus on budget support i.e., providing financial support to macro-level policies and to government. Preference is given to investing resources in the most cost-effective ways viz. Result based Aid, Global Partnership on Output Based Aid, Result based Funding etc. The changed approach towards aid 'investment' that envisions 'Value for Money,' has led to focus on short-term projects that claim to show expected quantifiable outputs within a given period of project time. This is often inconsistent with processes oriented work that is needed for bringing about changes for a socially just environment, particularly for women.

An observation shared by organisations working on women issues, as well as key informants is that in these changing times, raising funds for long-term process based interventions is increasingly becoming a major challenge. This particularly concerns empowerment focussed interventions, that are time-consuming and require sustained, intensive inputs to bring about the envisioned transformation in the society. It is not only the time taken for these interventions that prove challenging to the current 'project based' developmental approach, but the qualitative outcomes of such intervention are also against the quantitative output based monitoring framework. The emphasis laid on quantification of results and output based approach, i.e., the insistence on how many lives will be changed, has been expressed by different quarters of international and national donors, government, INGOs and CSOs. In the present context, where there is pressure on funders to show cost effectiveness and value addition brought about by their resources, there is also increased emphasis on accountability and credibility of NGOs. This has resulted in tighter, 'stricter' and complicated monitoring and evaluation systems, which usually focuses on outcomes, results and not enough on

mutual learning and knowledge sharing.

Cost effectiveness and maximisation of resources also call for better performing programme management and monitoring systems within implementing partners. Local organisations working on the ground often take a back seat due to their poor organisational systems and processes, which are largely due to their limited resources and different priorities. Size of grant given to NGOs through various mechanisms has also increased in an effort to cut down operational costs. Therefore, instead of 3-4 small grants, one big grant is given out, which is often done through a highly technical process.

The latest trend of bidding for projects (e.g. by multilateral such as UN, EU or AusAid) was also highlighted during the mapping study. Such processes are (a) highly technical in terms of proposal that needs to be submitted (language, frameworks etc.) and (b) funding amounts offered by such projects are beyond the absorption capacities of most of organisations working on the ground. Clearly such 'technical' processes give an advantage to bigger NGOs, INGOs, professional and management companies, over smaller groups working on the ground. Small women groups and community-based women organisations lose out in the process and have to depend on 'better qualified, professional' individuals/groups to negotiate with the larger world. Local organisations' definition of 'professionals' also includes technologically savvy organisations/consultants with good command over the English language, which in turn also results in a feeling of 'not fitting well' with the growing 'professionalism' in the developing sector. There were also slanting references to the 'Class hierarchies' amongst the donor staff and NGOs/INGOs in the context of the superior access, according to the social and economic class i.e., stronger possibilities of better qualification, academic exposure, and acquired skills, as well as access to resources. In the same vein, donor-grantee relationships have also been altered by newer, 'more professional and better qualified' staff coming into the picture, which, due to their limited field experience, are often unable to connect with the ground realities and do not appreciate the work being undertaken by the groups.

In the given context, it is challenging for the organisations to raise funds for certain issues and strategic interventions. While nationally, depending on the local context, there might be variations with regards to fundraising for certain issues, regionally, the emerging picture highlights VAW as one on the

issues where NGOs find it difficult to raise funds (for legal intervention, case work, providing safe spaces for survivors).

Within a certain issue, there are a range of components that are critical, yet unaddressed due to the lack of resources. For instance, health has been included in priority sectors in country plans, with large resources allocated to health (in form of foreign aid, state funding, philanthropic contribution). However, within health, issues like mental health, sexual health are struggling for funds. Similarly, women's health is usually integrated into the context of maternal health and thus, while much emphasis is placed on reproductive and maternal health of women, funds to secure general health for women are hard to come by. Even more challenging is raising funds for health of lesbian, bisexual and transgenders. Even issues such as 'economic empowerment', political participation and governance, which are 'in focus' in current discourses, were identified as issues 'difficult to get funds for'.

Money is also tight for ideas/innovative models that do not conform to the 'mainstreamed' perspective or approach towards an issue (e.g. existing popular SHG model of livelihood promotion vis-a-vis formation of local women groups for their empowerment, including economic empowerment). Disability rights, sexuality, protection and promotion of human rights, particularly in conflict situations, gender justice, defending human rights defenders are issues that remain severely under resourced.

Much like thematic issues, there are strategies and interventions that fall into the 'difficult to get resources for' category. While organisations find it relatively easy to get funds for advocacy and networking, strategies like social mobilisation and awareness generation are not currently supported by funders. The increasing emphasis on policy level advocacy has left out smaller, rural groups. Capacity building, legal interventions, research and organisational development remain major challenges, given the time taken by these processes. Organisations and donors unanimously agree that there is a conspicuous lack of funds for organisational/institutional costs that pose serious concerns for sustenance of local groups, particularly women groups, that are already under-resourced.

There has been increased engagement of both, funders and NGOs with rights based approach to development. Findings of survey and interviews reveal that there are different levels of understanding and interpretation of RBA among key actors. At times, the vagueness around the approach gets interplayed with the context and is used according to the agencies' priorities

and preferences, whether it is bilateral agencies supporting NGOs, working with RBA within a 'limited' empowerment framework and a 'softer' approach/language towards demanding state accountability or a local NGO, that negotiates with local social, cultural realities and mends strategies, articulation of the demand for social justice that might not conform the rhetoric of RBA or feminist theory. One critical point that was raised by regional key informants was the absence of critique for the structural problems like using advocacy as strategy and/or RBA as an approach for addressing social injustice.

Another key finding (which has also been a limitation for the study) is the lack of collated information about the availability and accessibility of funds for women issues in the region, that also impeded fund raising efforts in this direction.

C) STRENGTHENING WORK ON WOMEN ISSUES AND THEIR HUMAN RIGHTS BUILDING CAPACITY AND CAPABILITIES OF ORGANISATIONS

There are several issues that were flagged during the mapping study; however, two points were identified as the critical challenges to resource mobilisation viz. (a) Increasing control of State over governance and resource mobilisation by local NGOs and (b) emergence of larger management agencies competing with local NGOs.

Both appear to be larger strategic advocacy issues, but they also indicate the need for capacity and capabilities building of organisations working on women and gender issues.

There is strong demand from local organisations for developing skills in organisational and financial management. Findings also indicate the need for developing programme management capacities, particularly review, monitoring and documentation. Women groups also need to invest in developing their institutional capacity, governance system and better technical competency in a structured manner. Access also needs to be ensured for local women groups to capacity building opportunities, a practice that got lost over a period of time.

In order to negotiate their agenda in the challenging development scenario, NGOs, particularly women groups, need to develop sharper understanding of various concepts and dimensions related to social justice, women rights and their cross-sectionality with key developmental issues. There is also

the need for reinforcement of understanding on gender, social analysis, political awareness and familiarity with economic, social and cultural rights and the empowerment process. Key findings also indicate an urgent need to develop a more nuanced and broader understanding of women groups on rights based approach and technical skills for practical application of RBA at different levels involving various actors.

Women groups report lack of opportunities for them to develop their understanding of basic human rights, ongoing gender debates and other developmental issues, as the discourses have already moved beyond, on the macro level.

THE WAY FORWARD

Resource generation and mobilisation for the struggle to achieve human rights for women have never been more complex than it is in the present day due to changes in development aid and difficulties to finance it. Donors and recipients generally pre-decide where and how the funds would go. The process is not 'civil society dictated', wherein women groups could have the space to decide what money to put where'. Despite the many gains made with regards to claiming women's rights in South Asia, women remain largely marginalised when it comes to their claim and share in the realm of resources for supporting their struggle. Findings of the mapping study also point towards the need for intensive advocacy and in-depth research interventions in this direction.

Organisations and groups advocating women issues and rights need to have a vocal and active presence in the ongoing global discourses on financial aid and philanthropy. In order to ensure stronger demands for effective women-focused resource mobilisation, strategic, tri-partite efforts engaging State, Donors and Women groups, have to be initiated by those concerned about advancement of women rights.

Key recommendations for the way forward in this direction are :

For Fund-raisers and Grant makers

- Ensuring strategic ways to accessing more funds targeted for women from the existing pool of resources from difference sources, like international aid, regional funds (e.g. SAARC fund) and philanthropic funds.

- Increased participation in ongoing global dialogues on aid architecture and encouraging women oriented philanthropy to ensure a visible regional presence, that strengthens regional funding networks. More rigorous evidence-based advocacy and dialogue is required with the corporate sector, on the impact of women focussed resourcing on the entire social justice paradigm.
- Focus on individual givings, including Diaspora givings, is another area, where increased dialogue is required, which needs to be led by regional/national chapters of funds and groups involved in fund raising and resource mobilisation. There should also be increased engagement with donors, at diverse levels of giving institutional, organisational to individuals to bring about a transformative change in their philanthropic venture.
- Engaging with newer modes of social interactions and e-forums, to ensure broader outreach to both, funders and grantees. Creating an information exchange platform for like-minded CSR groups and private philanthropists, could also be a crucial step; therefore, what is required is investing in their coming together, at regional/national level.
- Increased women-focussed grant-making with an approach that takes the support beyond funding, like ensuring direct and specific handholding support to local women's groups.
- Grant-making strategies for the funders also have to be realigned with local realities and the status of women groups. This would also include relooking at the nature of the grant, quantum and support period.
- System and processes like M&E, also need to be revisited, to ensure that beyond evaluating and reporting, they also contribute to experience sharing and learning for both, funders and grantees. Call for proposals should also be made in a manner that reaches out to smaller groups in distant areas (reaching out through national networks, issue-based national groups); also the practice of accepting of proposals and other documentation in local language needs to be promoted.
- Knowledge development and knowledge exchange amongst women groups needs to be supported financially, as it would add to asset

building of local groups.

- Refocus on support for developing local community-based women groups and their leadership development as a strategy for women's empowerment. There is also the need for re-investment in capacity development and perspective building of women groups, including gender equality and women rights.
- Expansion of scope, particularly by women funds, both in terms of geographical coverage, as well as thematic issues, must be supported to ensure reaching out to women at the periphery.

Women Groups

- NGOs, including women groups need to be more strategic, given the implications of the changed aid system. More open discussions are required on changes in government- donor partnerships; impact of the same on local groups; and on the rhetoric of increased participation of NGOs in the process, especially when the State is 'tightening the noose' around national, local NGOs in the name of transparency and accountability.
- The state, multilateral and bilateral donors, INGOs and NGO networks need to engage more rigorously with the demands and needs of women at the grass-root levels. Collective voices need to emerge at national and regional levels, calling for the rightful increase of resources for women rights work in the region. In the same vein, there has to be focussed efforts by the women groups towards their capacity, skills development and perspective building on issues ranging from knowledge development, resource mobilisation and management, programme processes and management, governance and institutional building.
- Introspection is needed within a larger section of women groups that appear to be caught in a time warp to help reinvigorate and reinvent them. They also need to re-look the trajectory of their own struggles, principles and value, that founded their commitment to social justice for women and assess gains and losses, given the internal and external challenges.
- NGOs themselves need to strategically and systematically integrate gender at organisational policy, programme planning, budgeting, management, implementation and monitoring level in order to strengthen their demand for state accountability and commitment towards gender mainstreaming at diverse levels. Women groups also need to build better understanding on evidence-based advocacy to strengthen their claims for advancement of women rights.

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