United Nations

Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women

Structured Dialogue on Financing: Report on Financing the UN-Women Strategic Plan, including its flagship programme initiatives

Summary

The present report on UN-Women's Flagship Programme Initiatives (FPIs) is submitted pursuant to decision 2014/6 of the Executive Board of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) as part of its structured dialogue on the financing of the strategic plan, 2014-2017. The dialogue is held in the context of General Assembly resolution 67/226 on the quadrennial comprehensive policy review (QCPR) of operational activities for the development of the United Nations system.

This report presents an assessment of the current development context and its implications for the successful implementation of the UN-Women mandate. This analysis specifically looks at the opportunities, challenges and expectations arising from (i) the growing recognition in intergovernmental fora of the importance of gender equality, the empowerment of women and girls and the realization of their human rights to sustainable development; (ii) the adoption of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs); and (iii) various intergovernmental processes, including the ECOSOC dialogue for the longer term positioning of the United Nations Development System (UNDS), that aim to ensure that the UNDS as a whole is fit for purpose to deliver on the 2030 Agenda for Sustainable Development. This paper also examines the changing financing landscape and its direct impact on UN-Women's capacity to effectively and efficiently finance and implement its strategic plan.

Further to the initial presentation on the FPIs at an informal meeting of the Executive Board on 8 October 2015, this report provides an update on the development and operationalization of the FPIs. The UN-Women FPIs are a response to the evolving development context. They mark an evolution in UN-Women's programming modalities for the implementation of its strategic plan. They are intended to (i) enable UN-Women to scale up results through partnership to meet the considerable expectations on achieving gender equality, the empowerment of women and girls and the realization of their human rights as embedded in the Beijing Declaration and Platform for Action,

the Sustainable Development Goals, and other internationally agreed goals; (ii) ensure UN-Women is fit for purpose to deliver on the 2030 Agenda for Sustainable Development and to support the achievement of the SDGs at national levels, particularly as they relate to gender equality and the empowerment of all women and girls, and that the Entity has the critical mass of core resources to do so; and (iii) allow UN-Women to successfully access high-quality, non-core funding to complement its core resources and achieve its strategic plan.

Additional steps to operationalize the FPIs include (i) the gradual roll out, dissemination and localization of this new UN-Women programming modality with key partners at the national, regional and global levels; (ii) adapting UN-Women's policy, human resources and operational support architecture to ensure that UN-Women country offices can leverage the knowledge and know-how of the entire organization to implement the FPIs, as a part of a Member State-led process of localizing and implementing the SDGs at the national level; (iii) linking UN-Women's results management system to its financial management system (Atlas) to better assess financing needs, resource gaps, and allow a regular structured dialogue on financing based on accurate financial figures against delivery of results. These initiatives will ensure that the Entity can implement the FPIs on scope, on time, and on budget.

I.   Background

1.   The mandate for the structured dialogue on financing comes from the quadrennial comprehensive policy review of operational activities for development of the United Nations system in General Assembly resolution 67/226. In paragraph 46 of the resolution, the General Assembly requested that the executive boards of the funds and programmes and the governing bodies of the specialized agencies, as appropriate, organize structured dialogues on how to finance the development results agreed in the new strategic planning cycle of their respective entities, in order to: secure a critical mass of core resources; make non-core resources more predictable and less restricted/earmarked and; broaden the donor base and improve the overall adequacy and predictability of resource flows.

2.   To respond to this mandate, UN-Women convened the first informal consultation with its Executive Board during its second regular session of 2014. The Executive Board decided to engage, on an annual basis, during the second regular session of the Executive Board, in a structured dialogue on financing with Member States to monitor and follow up on the level of funding, in particular of regular resources, as well as on the predictability, flexibility and alignment of other resources provided for the implementation of the strategic plan, 2014-2017, including information on funding gaps (decision 2014/6).

3.   UN-Women has envisioned the following roadmap in order to maintain a continuous and evolving structured dialogue on financing with its Executive Board. During its second regular session of 2015, the Entity presented to the Board a strategic brief for resource mobilization (UNW/2015/10). The brief introduces the Flagship Programme Initiatives (FPIs) as part of UN-Women's strategic approach to accessing high-quality non-core resources to complement the Entity's core resources. This was followed by an informal presentation to the Board on the 12 FPIs on 8 October 2015. Building on these previous exchanges and the present report, UN-Women will invite its Executive Board to an informal meeting on existing funding needs and gaps to implement the FPIs in June 2016. This second informal meeting will be a preparatory discussion for a third report to be submitted to the Executive Board at its second regular session in 2016. This report will provide a consolidated overview of UN-Women's structured dialogue on financing and of the organization's overall core and non-core funding needs and gaps to achieve its composite mandate.

4.   This ongoing dialogue with Member States is expected to enable UN-Women to reach the critical mass of core resources required to: implement the strategic plan; improve the quality of its non-core funding; enhance the mechanisms by which the Entity allocates and spends the funds it receives; move towards a fully funded strategic plan; and establish mechanisms to manage funding gaps as and when they arise.

II.   Evolving development context for the UNDS

5.   Three following key trends within the current development landscape have a significant impact on the capacity of UN-Women, as a member of the UNDS, to deliver on its mandate to advance gender equality, the empowerment of women and girls and the realization of their human rights and bring about transformative results in the lives of women and girls across the globe.

2.1 Increasing emphasis on gender equality, the empowerment of women and girls, and the realization of their human rights in intergovernmental fora

6.   In recent years, there has been growing attention, including in a large number of intergovernmental agreements, on the importance of achieving gender equality, the empowerment of women and girls and the realization of their human rights and a recognition of the centrality of these priorities for sustainable development, peace and security and human rights. The following paragraphs recall the most recent decisions made at the fifty-ninth session of the Commission on the Status of Women, the Third International Conference on Financing for Development and the United Nations Sustainable Development Summit this year.

7.   In the political declaration on the occasion of the twentieth anniversary of the Fourth World Conference on Women, adopted at its fifty-ninth session, the Commission on the Status of Women called for significantly increased investment to close resource gaps, including through the mobilization of financial resources from all sources, including domestic resource mobilization and allocation, and increased priority on gender equality and the empowerment of women in official development assistance (ODA) (see E/2015/27, chap. I, sect. C).

8.   In paragraphs 1 and 6 of the outcome document of the Third International Conference on Financing for Development, the Addis Ababa Action Agenda (General Assembly resolution 69/313), Member States reaffirmed their commitment to ensure gender equality and women's and girls' empowerment and reiterated the need for gender mainstreaming, including targeted actions and investments in the formulation and implementation of all financial, economic, environmental and social policies.

9.   On 25 September, 2015, UN Member States adopted the new roadmap to 2030, namely the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs). The new agenda is based on 17 goals and 169 targets, and includes a stand-alone goal on gender equality and the empowerment of women and girls, as well as over 40 gender-sensitive targets in other goals. It also underlines that gender perspectives must be mainstreamed across the entire Agenda. The Sustainable Development Goals (SDGs) require appropriate institutional support to integrate them effectively into institutions and practices, to coordinate activities, and to mobilize resources for their implementation. Monitoring and review processes will also be crucial to ensure accountability, facilitate learning among countries and stakeholders, and incentivize implementation processes.

10.   These intergovernmental normative advances have placed very high expectations on UN-Women to support and lead normative, operational, and coordination efforts for the promotion of gender equality, the empowerment of women and girls, and the realization of their human rights.

2.2 2030 Agenda for Sustainable Development: A UN system fit for purpose and ready to deliver on the Sustainable Development Goals

11.   The 2030 Agenda for Sustainable Development represents a fundamental normative breakthrough.

12.   The SDGs capture for the first time the three dimensions of sustainable development, namely social, economic, and environmental management. With their focus on leaving no one behind, the SDGs require the UNDS to operate and create synergies across the crisis-development continuum, and to be able to service the poorest of the poor, often women, in the most challenging development contexts.

13.   Achieving the SDGs will require the UNDS to continue strengthening its capacity to work in an integrated manner to find solutions to an interlinked, indivisible and universal development agenda. This creates an added imperative for the integration of the different pillars of the United Nations system in terms of addressing human rights, peace and security, humanitarian assistance, development and global challenges such as climate change or pandemics.

14.   A key challenge for Member States will be to identify and implement integrated policy initiatives to achieve multiple SDGs in a synergistic manner. This will require Member States, development partners, civil society and private sector actors to work together to deliver transformative change.

15.   In order to be able to effectively and efficiently support the localization and implementation of the SDGs, various intergovernmental processes, including the ECOSOC dialogue for the long-term positioning of the UNDS, aim to ensure that the UN System is "fit for purpose" and ready to work alongside Member States to support the 2030 Agenda for Sustainable Development. The five

driving elements of "fit for purpose," as identified by the UN System Chief Executives Board for Coordination (CEB) include: universality, integration, human rights, equality and data for development.[1]

16.   UN-Women champions the use of a gender lens to identify integrated policy initiatives that can achieve a multitude of SDGs in a synergistic manner. Achieving gender equality and the empowerment of women and girls are key cross-cutting objectives that impact efforts to reduce poverty, and address climate change, peace and security, or food and nutrition issues. For example, addressing the gender gap in terms of access to land, finance, information, technologies, labour and markets for climate resilient agriculture could increase the productivity of women farmers by up to 20-25 per cent in sub-Saharan Africa[2] and positively impact at least one third of the 169 SDG targets.

17.   A key role for UN-Women will be to support the UNDS and other partners in identifying and implementing gender equality and women's empowerment-focused solutions to sustainable development challenges. UN-Women remains committed to ensuring that the entire 2030 Agenda for Sustainable Development delivers for women and girls. In this respect, it is critical that all aspects of UN-Women's work, whether on the achievement of gender equality and the empowerment of all women and girls (SDG 5) or in support of gender-sensitive targets throughout the 2030 Agenda for Sustainable Development, becomes increasingly strategic and collaborative. This in turn demands that UN-Women's programming be increasingly focused and sustained.

2.3 Evolution of financing trends for the UN Development System

18.   A rapid growth in earmarked contributions has characterized the financing of the entire UNDS for the past 20 years. In 2013, non-core resources accounted for some 75 per cent of total UNDS resources, compared to 56 per cent in 1998.[3]

19.   The strategic distortions and substantial transaction costs resulting from this increased reliance on earmarked resources have dominated the discussions on UNDS financing. It has also led to the organization of structured dialogues on how to finance the development results agreed in the new strategic planning cycle of their respective entities, with a view to increasing a critical mass of core resources as well as complementary high-quality non-core funding.

20.   UN-Women's strategic brief on resource mobilization (UNW/2015/10), which was submitted to the Executive Board during the second regular session in 2015, described the complementary and synergistic relationship between core and non-core resources. UN-Women recognizes both as being mutually reinforcing and essential to the financial viability of the Entity. Core funds provide UN-Women with the institutional capacity which not only underpins its normative and coordination work, but also provides the necessary foundational and investment resources to leverage non-core resources for the delivery of high-impact programmes to achieve transformative results. It is within this context that UN-Women presents its Flagship Programme Initiatives. FPIs are vehicles for securing high-quality non-core against a solid core base, so that both types of finance operate in a complementary and mutually reinforcing way to achieve the results of the strategic plan.

21.   A wide variety of non-core funds exist which are of variable quality in terms of strategic distortions and transaction costs. High-quality non-core funds are characterized by their timeliness,

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[1] United Nations System Chief Executives Board for Coordination (CEB), *Post-2015 Development Agenda. UN System's Fit for Purpose*, First Regular Session, May 2014.

[2] Department for International Development, "Agriculture and Women", Agriculture and growth evidence paper series, June 2014

[3] United Nations General Assembly Economic and Social Council, 2015, Report of the Secretary-General A/70/62-E/2015/4

predictability, relevance and flexibility, and must be distinguished from lower quality non-core financing, which often limits an agency's ability to allocate funding in a dynamic (and therefore efficient and effective) manner. Accessing high-quality non-core funds is a not only a priority for UN-Women but also beneficial to its programme countries and financial partners alike. This is because it ensures that the funding accessed by the Entity is responsive to the priorities of its Executive Board and that of the Entity's Member States, while also strengthening the confidence of financial partners in the attainment of intended results.

22.　　With this in mind, a key challenge for UN-Women will be to develop its capacity to attract and retain high-quality non-core resources. In the present Official development assistance context, this will be a pre-requisite for ensuring that UN-Women can maintain programmatic coherence and flexibility, reduce transaction costs, avoid allocation distortion, and to mitigate the issue of uneven access to development financing. Moreover, UN-Women, as with all UNDS partners, must have the capacity to react to emerging challenges, such as the current migration and refugee crises, which lead to fluctuating funding patterns.

23.　　In parallel, the UNDS is increasingly favouring co-financing mechanisms that pool resources to facilitate integration between development and humanitarian action and use funds as a unifier rather than as a source of division and competition. In accordance with its coordination mandate, UN-Women is also committed to supporting these efforts and reflecting them in its funding strategy.

III.　　The UN-Women Flagship Programme Initiatives (FPIs)

24.　　The FPIs reflect an evolution in UN-Women's programming strategy in order to best respond to these three major trends and efficiently and effectively implement its strategic plan 2014-2017. Accordingly, they serve to:
(i)　　enable UN-Women to scale up results through partnership to meet the considerable expectations on gender equality, the empowerment of women and girls and the realization of their human rights embedded in the Sustainable Development Goals and other intergovernmental decisions;
(ii)　　ensure UN-Women is fit for purpose to support the implementation of the SDGs at national level, particularly as they relate to the achievement of gender equality, the empowerment of women and girls and the realization of their human rights; and
(iii)　　allow UN-Women to successfully access high-quality non-core funding to complement its core resources and implement its strategic plan.

3.1 Enabling UN-Women to scale up results through partnerships

25.　　The FPIs are multi-stakeholder, scalable programmes, based on comprehensive theories of change, which articulate the causal linkages and actions required by all partners in a development context in order to achieve transformative results. They build upon and aim to support UN-Women's normative, coordination and operational mandates. By nature, a theory of change encompasses the actions required by all partners to achieve a transformative change and are a collaborative and coordination tool.

26.　　In accordance with existing normative frameworks, the theories of change for UN-Women's FPIs represent the Entity's assessment of what overall activities must be undertaken in order to deliver transformative results in the lives of women and girls, why they must be implemented and how they must be operationalized. The theories of change therefore provide a common platform for UN-Women and its partners to engage in a dialogue, identify ongoing activities that are already contributing to the achievement of gender equality, the empowerment of women and girls and the realization of their human rights in a specific thematic area and conduct a gap analysis in order to determine what areas remain to be addressed (see Figure 1).

Figure 1. Theory of change: How to leverage UN-Women's integrated mandate to effect transformational change

UN-Women's organizational role / mandate
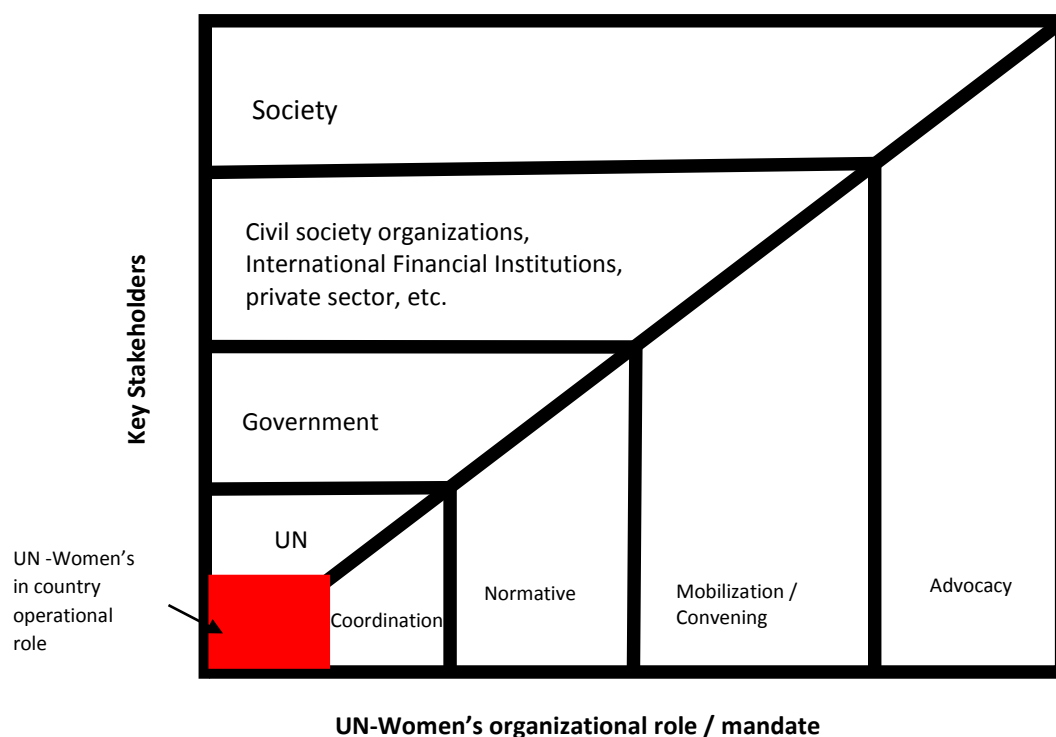
27.   As a result of this assessment, UN-Women and its partners can build a shared understanding of the future actions required to achieve transformative change in a given context as well as the gaps in on-going activities and the best way to address these gaps, including how partners can leverage their respective comparative advantages in order to implement this common vision.

28.   This synergistic and collaborative approach will enable UN-Women to tailor its normative, coordination and operational support to the specific context and use its limited resources most strategically to advance gender equality and the empowerment of women and girls. In some countries, UN-Women might focus on advocacy and on partnership building in order to create transformative change. In other countries, at the request of Member States, it may provide technical assistance to bolster existing efforts. In other contexts, such as fragile states, UN-Women might play a larger operational role.

29.   Despite these adaptations to the unique national or regional contexts, UN-Women's efforts will nevertheless retain core elements of a global theory of change and ensure programmatic coherence across the Entity. In addition, FPIs contain carefully selected indicators that will be applied across countries, facilitating the aggregation of selected results at the global level and therefore a clearer picture of UN-Women's impact on the lives of women and girls, and men and boys across the world.

*3.2 UN-Women fit for purpose and ready to deliver on the 2030 Agenda for Sustainable Development*

30.   In addition to scaling up results through partnerships, the FPIs aim to ensure that UN-Women is fit for purpose to deliver on the 2030 Agenda for Sustainable Development. The FPIs codify and build on the proven development approaches of UN-Women. They aim to consolidate a large number of small scale, short duration UN-Women only projects into a small number of larger

multi-stakeholder transformative programmes. However, these FPIs do not affect on-going programming initiatives nor preclude the development of complementary initiatives to respond to country requests.

31.   UN-Women developed these FPIs through an organizational participatory approach involving many partners and staff. Following this process, a set of 12 FPIs fully aligned to the five thematic impact areas outlined in UN-Women's strategic plan[4] and the Entity's composite mandate were selected.[5] (For a more detailed overview of FPIs per strategic plan impact area, see Annex 1.)

32.   All FPIs adopt a human rights-based approach by strengthening the voice of women and girls in order to remove structural barriers to gender equality, the empowerment of women and girls and the realization of their human rights. Each FPI is furthermore guided by international agreements, particularly the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (see Figure 2).

Figure 2. Flagship Programme alignment with UN-Women's 2014-2017 Strategic Plan Impact Areas
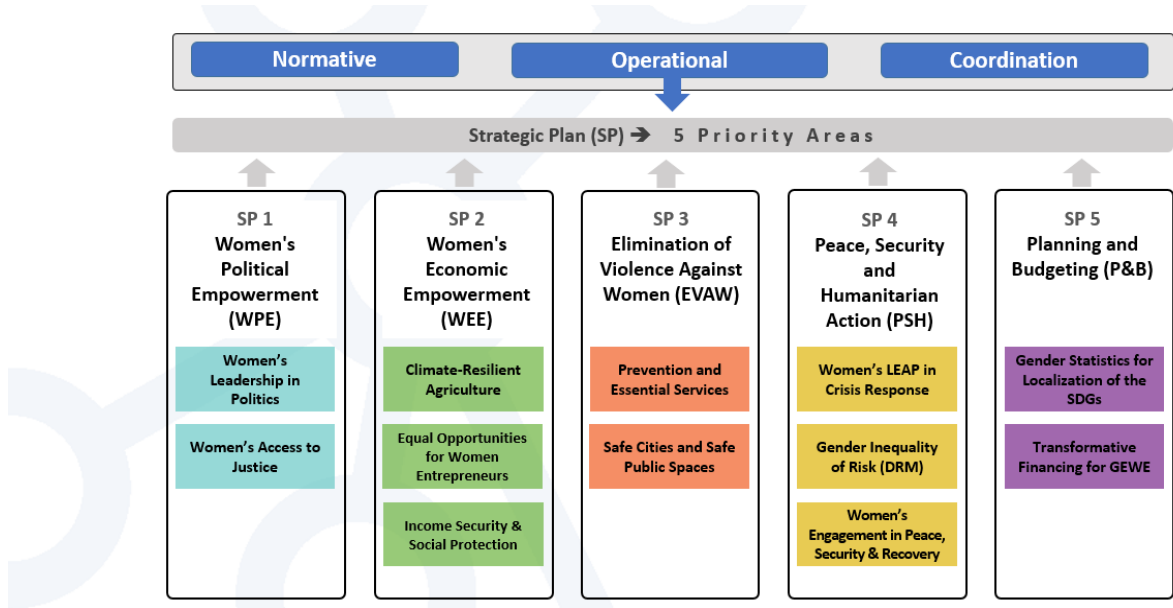

33.   The FPIs aim to address multiple SDGs in a synergistic manner. All FPIs contribute to the targets for SDG 5 on the achievement of gender equality and empowerment of all women and girls. However, in addition, the FPIs will enable UN-Women to contribute towards gender equality, the empowerment of women and girls and the realization of their human rights targets throughout the

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[4] UN-Women's strategic plan focuses on five priority impact areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting

[5] Given their emphasis on the streamlining of programming, UN-Women intends that only a strategic number of FPIs be implemented at the country or regional level. According to current planning estimates, each country or region should implement a maximum of three to four flagship programmes. As a result, UN-Women anticipates that each FPI will be implemented in approximately 20 countries.

2030 Agenda for Sustainable Development. A mapping of FPIs against SDGs shows that FPIs contribute towards over 40 SDG targets (see Figure 3).

Figure 3. Flagship Programmes mapped against the Sustainable Development Goals
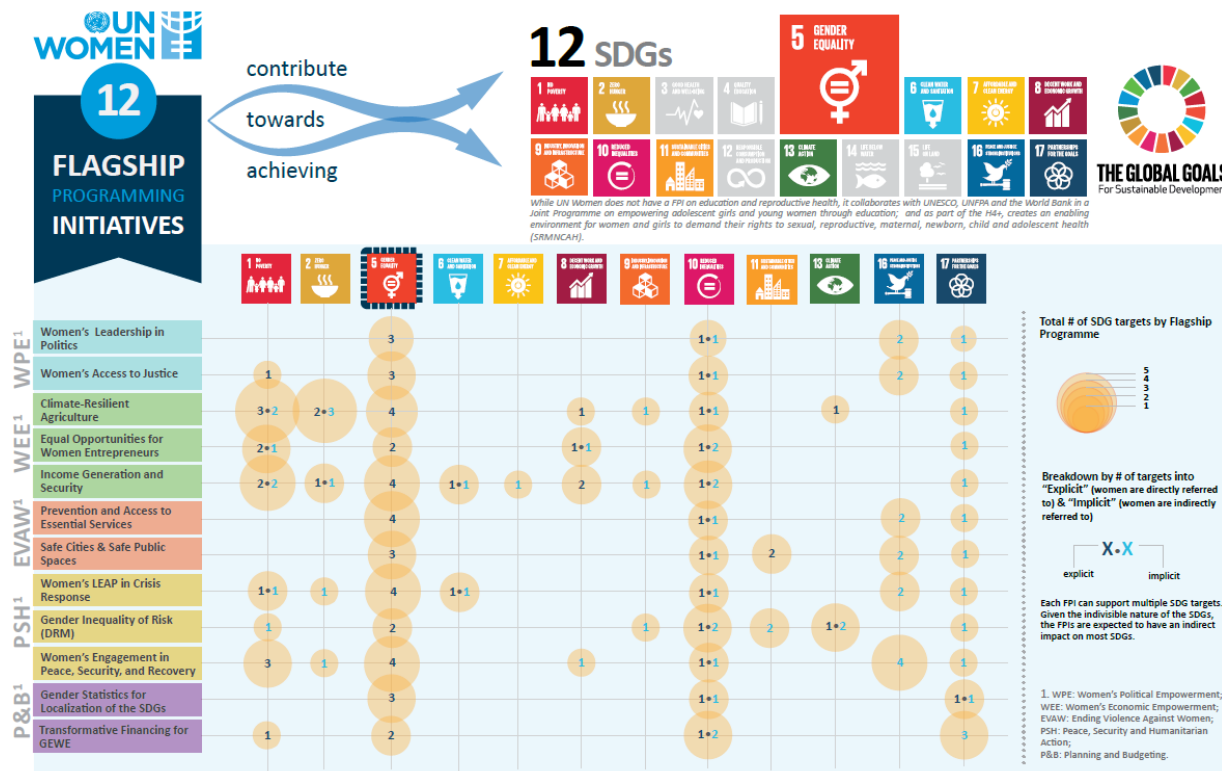
34.   For example, the FPI which aims to address the gender gap in agriculture directly contributes towards four targets under SDG 5. In addition, it will contribute to 16 targets under Goals 1 (ending poverty in all its forms everywhere); 2 (end hunger, achieve food security and improved nutrition and promote sustainable agriculture); 8 (promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all); 9 (build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation); 13 (take urgent action to combat climate change and its impacts) and 17 (strengthen the means of implementation and revitalize the global partnership for sustainable development). This approach, which includes a complementary focus on gender equality as a standalone objective as well as one that is mainstreamed and integral to the attainment of all 17 SDGs, will allow UN-Women to address SDGs in partnership with programme countries and all partners at the country level, in a synergistic and efficient, effective and sustainable manner.

35.   The FPIs will also enable UN-Women to fully align and leverage its unique composite mandate (normative support, UN system coordination and operational activities) within the framework of 'Delivering as One', operationalize a human rights approach to development, reduce poverty and inequality, operate across the crisis-development continuum, and support Member States, on an as requested basis, to address global development challenges, including climate change. Furthermore, they will enable UN-Women to leverage the inherent economies of scale associated with a smaller number of larger-scale programmes.

3.3 Flagship Programme Initiatives: UN-Women's mechanism for high-quality non-core financing

36.   UN-Women's FPIs will also allow the Entity to mobilize high-quality non-core resources. Specifically, they provide new modalities to enable financial partners to softly earmark contributions either at the thematic level to a given FPI; at the country level via a country strategic note based on a maximum of three flagship programmes; or at the level of a financing instrument via a dedicated trust fund. These FPI-based modalities ensure that financial partners and Executive Board members can remain confident that non-core funds are fully aligned with UN-Women's strategic plan and support the Entity's contribution to the 2030 Agenda for Sustainable Development. In addition, they will enable the Entity to report transformative development outcomes in a transparent manner to financial contributors (see section IV).

Specifically, it is expected that the FPIs will be implemented via three main modalities.

(i)   **Portfolio of integrated projects** -- a set of country-level initiatives that follows a common theory of change. Such a portfolio of country projects can be supported by a global policy programme that facilitates the development and implementation of consistent methodologies and knowledge sharing across regions.

37.   For example, UN-Women's FPI on Women's Access to Land and Productive Resources for Climate-Resilient Agriculture will be implemented through such a project portfolio approach. Two policy advisers based in Dakar and Nairobi will support six country projects to reduce the gender gap in agriculture by promoting women's equal rights and access to land and productive resources in six proposed pilot countries: Senegal, Liberia, Kenya, Mozambique, Malawi and Uganda. This approach provides flexibility in terms of individual country project roll out, with pilot countries laying the foundations for a second generation of projects. Country projects are expected to be financed from a combination of domestic resources and ODA that has been decentralized at the country level. Each country project will be implemented in partnership with different coalitions of government agencies, UN agencies, civil society organizations and private sector partners, depending on the unique national requirements of each pilot country.

(ii)   **Global programmes** -- an approach that provides support through a single programme document to a number of countries simultaneously. This approach leverages economies of scale in terms of operations with a common programme management team and a strong methodological consistency.

38.   For example, this approach was adopted for UN-Women's FPI on Access to Essential Services to Eliminate Violence against Women. Building on an initial UNFPA/UN-Women Joint Programme, this FPI will involve 10 UN agencies and develop a common protocol to prevent violence against women and girls and provide access to high quality essential services to victims of violence. For this modality, financial resources mobilized at the global level will be complemented by national co-financing.

(iii)   **UN Multi-partner Trust Funds** -- a UN pooled financing mechanism that provides seed funding to a group of projects that aim to achieve similar objectives. Using money as a unifier, it is a powerful mechanism to promote UN system-wide approaches. The programmatic flexibility inherent in a Trust Fund is also particularly useful where specific programming activities need to be regularly adjusted to address fast evolving situations.

39.   For example, this modality was deployed to support part of the three FPIs on women's engagement in peace, security, and humanitarian action. To this end, UN-Women has developed the Global Acceleration Instrument (GAI). The GAI aims to:
- Break silos between humanitarian, peace, security and development finance by investing in enhancing women's participation, leadership and empowerment across all phases of the crisis, peace, security, and development continuum;

- Address structural funding gaps for women's participation in key phases of the crisis, peace and security, and development continuum by improving the timeliness, predictability and flexibility of international assistance;
- Improve policy coherence and coordination by complementing existing financing instruments and promoting synergies across all actors: multi-lateral and bilateral entities, national governments' women's machineries and local civil society organizations.

40.   The GAI will be launched at the beginning of 2016. As with the global programme modality, financial resources mobilized at the global level will be complemented by national co-financing.

IV.   Operationalization of UN-Women's FPIs

41.   UN-Women has developed an overall roadmap for the implementation of the FPIs, including: (i) the dissemination and localization of this new UN-Women programming approach with key partners at the national, regional and global levels in alignment with national implementation efforts for the SDGs; (ii) the adaptation of UN-Women's policy, human resources and operational support architecture to ensure that UN-Women country offices can leverage the knowledge and know-how of the entire organization to support Member States in localizing the SDGs and implementing relevant FPIs; (iii) linking UN-Women's results-management system to its financial management system (Atlas) to better assess financing needs and allow a regular structured dialogue on financing. These initiatives will ensure that the Entity can implement the FPIs on scope, on time, and on budget.

4.1 Localization of the FPIs and incorporation into UN-Women's 2016/2017 Planning Instruments

42.   At the regional and country level, UN-Women offices are currently presenting the FPIs to national partners and discussing possible priority FPIs in line with national strategies and UN development frameworks. These exchanges are intended to lay the foundations for strategic partnership and ensure that each FPI is tailored to the specificities of the local context. These consultations should result in a shared understanding of how a flagship programme can be customized to each unique country or regional context – including assessing ongoing activities that are contributing to the achievement of gender equality, the empowerment of women and girls and the realization of their human rights in a specific thematic area, and conducting a gap analysis in order to determine what areas remain to be addressed. As a result of this assessment, UN-Women and its partners will, on the basis of a common understanding of a theory of change, be able to share views on how to best partner to bridge these gaps to deliver transformative results for women and girls.

43.   For example, UN-Women's country office in Liberia integrated such a dissemination and validation process with partners into its Strategic Note mid-term review process, scheduling half-day consultations with civil society partners on the one hand, and representatives from the government and national institutions, the diplomatic corps and from the UN system on the other. Each of these key partner groups were then invited to discuss and identify the top five FPIs that they felt should be prioritized in the country on the basis of (i) their relevance to the current national context; (ii) their alignment with UN-Women's comparative advantage; (iii) UN-Women's implementation capacity; and (iv) their linkages to the Sustainable Development Goals. These three preliminary lists were then consolidated into a final listing of 4 FPIs, which will be integrated into UN-Women Liberia's programme planning tools: the Country Strategic Note and Annual Work Plan.[6]

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[6] These four final selected programmes included the following: (i) prevention and access to essential services to end violence against women; (ii) women's political empowerment; (iii) income generation and security through decent work and social protections for women; and

44.   In general, it is expected that the findings of these consultations at the global, regional and country levels will shape UN-Women's national programmatic agenda and will be reflected in the majority of UN-Women country or regional strategic notes and annual work plans in 2016/2017.

4.2 Alignment of UN-Women's policy, human resources and operational support architecture

45.   UN-Women is currently adapting its policy architecture at the global and country levels in order to support its country offices and partners in localizing the 12 final FPIs. The Policy Division has established a network of dedicated focal points providing technical backstopping on each FPI. In addition, global communities of practice (COPs) linking UN-Women's expertise with the know-how of its partners are being developed and should be fully established for each FPI by December 2016.

46.   UN-Women is also working to ensure that its staffing profile in a particular country or regional context reflects programming priorities, as expressed through priority FPIs. UN-Women will invest in a series of leadership development exercises to ensure that its staff is empowered with the technical skills and tools necessary to effectively develop and implement its FPIs. For example, pilot training for country representatives on programme development and resource mobilization took place at the regional level in November 2015.

47.   In parallel with focusing and deepening its programming, UN-Women is investing in the further development and refinement of its operational systems to ensure that it can efficiently deliver larger multi-stakeholder initiatives. UN-Women is following a four-pronged approach:
- *Business process streamlining*. The Entity has identified a number of work streams that are of critical importance to the implementation of UN-Women's programming. UN-Women will map and streamline processes under each respective work stream by December 2016.
- *Operational partnerships*: In parallel, UN-Women will assess which operational capacities it can entrust to other UN agencies, thereby ensuring that it can have a differentiated operational presence depending on its programming engagement at the country levels
- *Operating-as-One:* UN-Women will also consider joining, where appropriate, common UN operational centres to achieve economies of scale as part of Delivering as One. This approach will be piloted with the One UN operation centre in Brazil in 2016
- *Fast Tracking*: The business process review will also enable UN-Women to develop fast track procedures to respond to sudden crises.

48.   As an initial step, UN-Women has already launched business process reviews for the following three work streams, which are expected to be completed by March 2016: (i) Donor reporting; (ii) Project design; and (iii) Fast track procedures (for humanitarian, conflict and post-conflict settings)

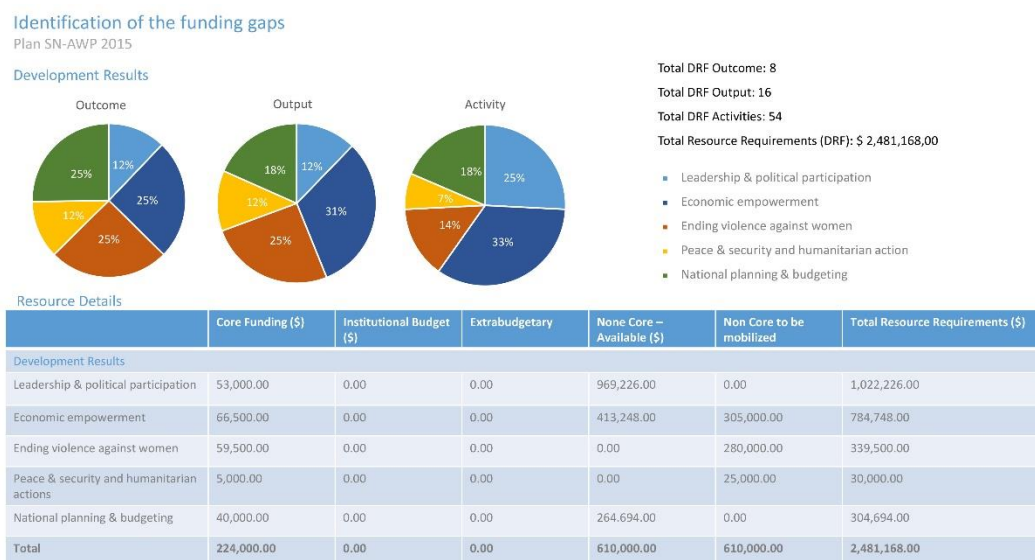*4.3 Innovative results management system*

49.   UN-Women FPIs will be underpinned by a state-of-the-art results management system (RMS). This results management system tracks all results that UN-Women is pursuing at the global, regional and country levels, together with related indicators. It also links all results, including those within FPIs, with results and indicators in UN-Women's 2014-2017 strategic plan. The RMS is the corporate instrument through which planning, budgeting, monitoring and reporting takes place for FPIs and all other UN-Women programming work.

(iv) better production and the use of gender statistics for evidence-based localization of the SDGs. One of UN-Women's four pipeline FPIs (emerging programming priorities that could become future FPIs) on the "Economic empowerment of young women through relevant quality and second chance education and ICTs" will also be pursued.

50.   Beyond the abovementioned features, a key function will be the linking of the RMS with UN-Women's enterprise resource and financial planning tool (Atlas), which will be finalized by December 2016. This connection will allow the linking of results to resources and people, and regular progress monitoring. Notably, UN-Women will be able to track budgets and expenditures against its strategic plan, including the FPIs. As UN-Women offices enter their project and programme plans into the RMS, they will also indicate the core funding that has been received, and the non-core funding that is anticipated as both hard and soft pipeline. This data will change in real time throughout the programme year and the entire programme cycle as pipeline resources turn into resources received. As the data evolves, the RMS will allow UN-Women to track the narrowing in the gaps between the originally planned budget and the actual resources in hand or in pipeline (see Figure 4).

51.   This system will allow UN-Women and its partners to understand funding needs and gaps in a dynamic and transparent manner. It will provide a clear and accurate picture of funding actuals, namely (i) how UN-Women's funding has been allocated according to the objectives outlined in the strategic plan and (ii) what the existing funding gaps are once that allocation has been made. More importantly, in the event that projections from the Integrated Budget and actual funding allocations do not align, this analysis will constitute a critical input for UN-Women and its partners in determining how much funding, if any, must be reallocated in order to ensure that the intentions of the strategic plan are realized and will point to possible ways in which this reallocation could take place.

Figure 4. Tracking Funding Gaps through the UN-Women Results Management System (RMS)

	Core Funding ($)	Institutional Budget ($)	Extrabudgetary	None Core – Available ($)	Non Core to be mobilized	Total Resource Requirements ($)
Development Results						
Leadership & political participation	53,000.00	0.00	0.00	969,226.00	0.00	1,022,226.00
Economic empowerment	66,500.00	0.00	0.00	413,248.00	305,000.00	784,748.00
Ending violence against women	59,500.00	0.00	0.00	0.00	280,000.00	339,500.00
Peace & security and humanitarian actions	5,000.00	0.00	0.00	0.00	25,000.00	30,000.00
National planning & budgeting	40,000.00	0.00	0.00	264.694.00	0.00	304,694.00
Total	**224,000.00**	**0.00**	**0.00**	**610,000.00**	**610,000.00**	**2,481,168.00**

52.   As the system's development continues into 2016, its results and data will become increasingly transparent. Ultimately, it is planned that partners will have access to the RMS and be able to track the progress of initiatives that they are supporting, and even use the RMS to match their own priorities with UN-Women FPIs that are experiencing a funding shortfall. For example, by making up-to-date funding information available to financial partners, it will allow those partners to explore the funding status of UN-Women programmes that are closely aligned to their own policy priorities and objectives globally, regionally and by country – allowing them to make informed funding decisions that will lead to the best use of their resources to achieve strategic objectives that they share with UN-Women. In addition, the RMS will allow UN-Women to improve the quality and automate the publication, through its website, of programmatic information on results and

resources, including publicly available information in line with the International Aid Transparency Initiative (IATI).

V.   Conclusion

53.   The successful implementation of the FPIs will ensure that UN-Women: (i) is able to scale up results through partnership and meet the considerable expectations on gender equality and women's empowerment embedded in the Beijing Platform for Action, the Sustainable Development Goals, and other internationally-agreed priorities; (ii) is fit for purpose to respond to the 2030 Agenda for Sustainable Development and; (iii) can access high-quality non-core funding to complement its core resources and achieve its strategic plan. For example, with its FPIs, UN-Women specifically aims to:

- have successfully focused and deepened its programming around a limited number of multi-stakeholder programmes which will contribute significantly towards the achievement of gender equality, the empowerment of women and girls and the realization of their human rights;
- be recognized as a centre of excellence in providing integrated policy advice from a gender perspective as a means of implementing the SDGs in synergistic manner at the country level;
- be capable of leveraging economies of scale in order to ensure that its programming represents the highest levels of operational efficiency and effectiveness; and
- access a critical mass of core resources and successfully leverage sufficient levels of high-quality non-core financing to fully fund its strategic plan.

54.   The Entity will also be well equipped with the necessary results management system and enterprise resource planning (ERP) tools to transparently link programme results to financing flows and track funding gaps. These structures are expected to incentivize increased financing contributions from a growing and diversified donor base in order to support the full implementation of the strategic plan and the achievement of transformative change for women and girls.

Annex I. Overview of UN-Women's flagship programme initiatives by strategic plan impact area

Strategic Impact Area 1: Women's leadership and political participation

55.   The first FPI relates to women's political empowerment and leadership. In 1995, around 11 per cent of parliamentarians around the world were women compared to 22 per cent today.[7] At this rate, parliamentary gender parity in will not be achieved until sometime between 2070 and 2080. The FPI aims to accelerate this process. It will support countries in four areas: (i) the removal of legal and logistical barriers; (ii) the expansion of the pool of qualified candidates; (iii) the transformation of gender norms so that women are accepted as legitimate and effective leaders; and (iv) the provision of gender-sensitive support to women leaders in political institutions.

56.   The second FPI under impact area 1 is concerned with Women's Access to Justice. The rationale behind this flagship programme relies on the idea that without legal protections in place, opportunities for women's political empowerment are often undermined. A 2015 report by McKinsey Global Institute, entitled, The Power of Parity: How Advancing Women's Equality can add $12 trillion to Global Growth" has come to the same conclusion stating that "electoral processes and access to justice are interdependent".[8]

Strategic Impact Area 2: Women's Economic Empowerment

57.   There are three mutually reinforcing flagship programmes that contribute to the second impact area of women's economic empowerment. The first focuses on narrowing the gender gaps in access to land, finance, information, time-saving technologies, and markets in agriculture. Women account for between 30 and 80 per cent of the agricultural workforce in Africa. Addressing these gender gaps can increase the productivity of women's farmland by 5 to 25 per cent in Africa[9] and increase the resilience of communities to climate change by facilitating women's upfront investment in climate-smart agricultural practices. As women tend to reinvest a large proportion of their income in education and health for their families, empowering women in agriculture will positively contribute to almost every single Sustainable Development Goal.

58.   Productivity gains in agriculture should enable an increased number of women to migrate to less vulnerable technical and professional jobs. The second flagship programme in the area of women's economic empowerment focuses on the promotion of women entrepreneurs. In job-poor environments, supporting women entrepreneurs is often a pre-condition that facilitates such a migration to technical and professional positions. There is a considerable body of evidence indicating that the promotion of women entrepreneurs positively impacts economic growth and accelerates the creation of decent jobs for women.

59.   The third FPI in this strategic impact area focuses on income generation for women through decent work and social protections. This FPI focuses on both gender-sensitive labour policies and increasing investment in social infrastructure and essential services. Based on available data, women in developing countries spend, on average 4 hours and 30 minutes per day on unpaid work and men 1 hour and 20 minutes.[10] Investment in social infrastructure and essential services is critical to reduce women's time poverty and enable them to seize these new job opportunities.

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[7] Inter-Parliamentary Union, "Women in National Parliaments, as of 1 August 2015"

[8] McKinsey Global Institute, The Power of Parity: How Advancing Women's Equality can add $12 trillion to Global Growth, September 2015

[9] Department for International Development, "Agriculture and Women", Agriculture and growth evidence paper series, June 2014

[10] UN Department of Economic and Social Affairs, "The World's Women 2015 Trends and Statistics," St/ESA/STAT/SER.K/20

Strategic Impact Area 3: Prevention and elimination of violence against women

60. The two FPIs in this third impact area focus on prevention and access to essential services and the creation of safe public spaces for women.

61. The first FPI is designed to implement the existing normative framework on the Elimination of Violence against Women (EVAW), including the agreed conclusions of CSW 57 (2013), which stress the role of prevention by addressing the root causes of violence against women as well as the need to enhance accessibility of services to survivors. This FPI is expected to be implemented with close to 10 UN agencies and to promote a common international protocol for prevention and access to essential services for the elimination of violence against women.

62. It is recognized that the way in which public spaces are designed can either benefit or hamper efforts to improve women's access to essential services. The second FPI in this impact area aims to foster urban development that is safe for women and will involve communities in designing public places to prevent violence against women. Key activities range from ensuring proper street lighting to ensuring the proper location and design of market places. This FPI also seeks to ensure that shelter services for women are closely linked to the existing infrastructure of medical and social services in each country of implementation.

Strategic Impact Area 4: Peace, security and humanitarian action

63. The three FPIs under this fourth strategic impact area are also closely interrelated.

64. The first FPI focuses on women's engagement in peace and security. One of the key conclusions of the 2015 Global Study and Review of Security Council Resolution 1325 is that the engagement of women in peace, security and humanitarian action significantly reduces the likelihood of conflict, increases the effectiveness of humanitarian assistance and increases the likelihood of successful peace mediation and negotiations in case of conflict as well as the likelihood that peace will be sustained after conflict. This FPI seeks to strengthen accountability frameworks, create an enabling environment for participation, and build the capacity of all actors. It supports the adoption of targeted measures to protect women from violence and to ensure that they benefit from peacebuilding and recovery in order to facilitate women's agency and full participation towards the goals of sustainable peace and security.

65. The second FPI in this impact area seeks to support women's leadership, empowerment, access and protection in crisis response. Given that women and girls are too often disproportionately affected by violence, and in light of their role as important change agents, it is critical to ensure their full engagement in humanitarian efforts and along the crisis-development continuum.

66. The final FPI on Disaster Risk Management seeks to address the gender inequality of risk and promote community resilience to natural hazards in a changing climate. Given the increasing frequency of natural disasters and pandemics, the multiple discriminations that women face – in education, health care, employment, and control of property – are key underlying drivers that inevitably make women more vulnerable in crisis and post-disaster situations. This FPI provides a framework for action and contributes to implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 while offering an opportunity to address the underlying causes of the gender inequalities of risk.

Strategic Impact Area 5: Gender-responsive planning and budgeting

67. The fifth and last impact area is gender-responsive planning and budgeting. Two FPIs have been developed to address this area. The first relates to the localization of the Sustainable Development Goals. At the heart of the universal sustainable development agenda is the principle of 'leaving no one behind'. This requires all actors to go beyond the image represented by national

averages and identify specific groups that are currently bypassed by national development processes. This FPI aims to support national statistical offices so that decision makers at the national and local level can leverage gender-disaggregated data to develop evidence-based, gender-sensitive policies in support of the implementation of the 2030 Agenda for Sustainable Development, with a specific focus on prioritizing the most vulnerable.

68.   The ambition and comprehensive vision of the SDGs to achieve gender equality and empower all women and girls, requires a transformative financing framework that significantly increases the scale and scope of resources and investments available to fund this work. The second flagship programme in this impact area therefore promotes the implementation of financing strategies to ensure gender-responsive budgeting and investment.

Pipeline flagship programmes

69.   In addition to the 12 flagship programmes outlined above, four 'pipeline' flagship programmes have been developed. They include initiatives that seek to improve women's greater access to growth enablers such as education, health or energy services in collaboration with other UN agencies. However, the work of UN-Women in this field is still at a nascent stage and therefore cannot constitute a fully-fledged flagship programme. The Entity will continue to work closely with its partners and monitor programmatic progress in this area over the next two to three years and may decide to upgrade this "pipeline" FPI to the status of a fully-fledged FPI.