UN Women
2015

FLAGSHIP PROGRAMMING INITIATIVES

UN WOMEN

INTRODUCTION

UN Women has developed twelve Flagship Programming Initiatives (FPIs) to further deepen its programming and achieve transformative results for gender equality and women's empowerment. The FPIs are high-impact, scalable programmes that will carry the bulk of UN Women's growth. They build on and supplement, not replace, UN Women's ongoing programming work.

All FPIs adopt a human rights-based approach by strengthening the voice of women and girls to remove structural barriers for gender equality and women's empowerment (GEWE).
Each FPI is guided by international human rights treaties and contributes towards achieving the outcomes and goals articulated in UN Women's Strategic Plan.
Each FPI is based on a comprehensive theory of change (TOC), which articulates the causal linkages and actions required by national, CSOs, UN, ODA and private partners in order to achieve transformative change in the lives of women and girls.

The role of UN Women in each of these partnerships will be context-specific. In some countries, UN Women will focus on creating a coalition for change while in some other it will play a broader operational role.
Furthermore, all FPIs respond to the expanded agenda of Beijing+20 and the need for UN Women to be optimally geared to deliver on the Sustainable Development Goals. They aim to ensure that UN Women will be "fit for purpose" for the post 2015 development agenda.

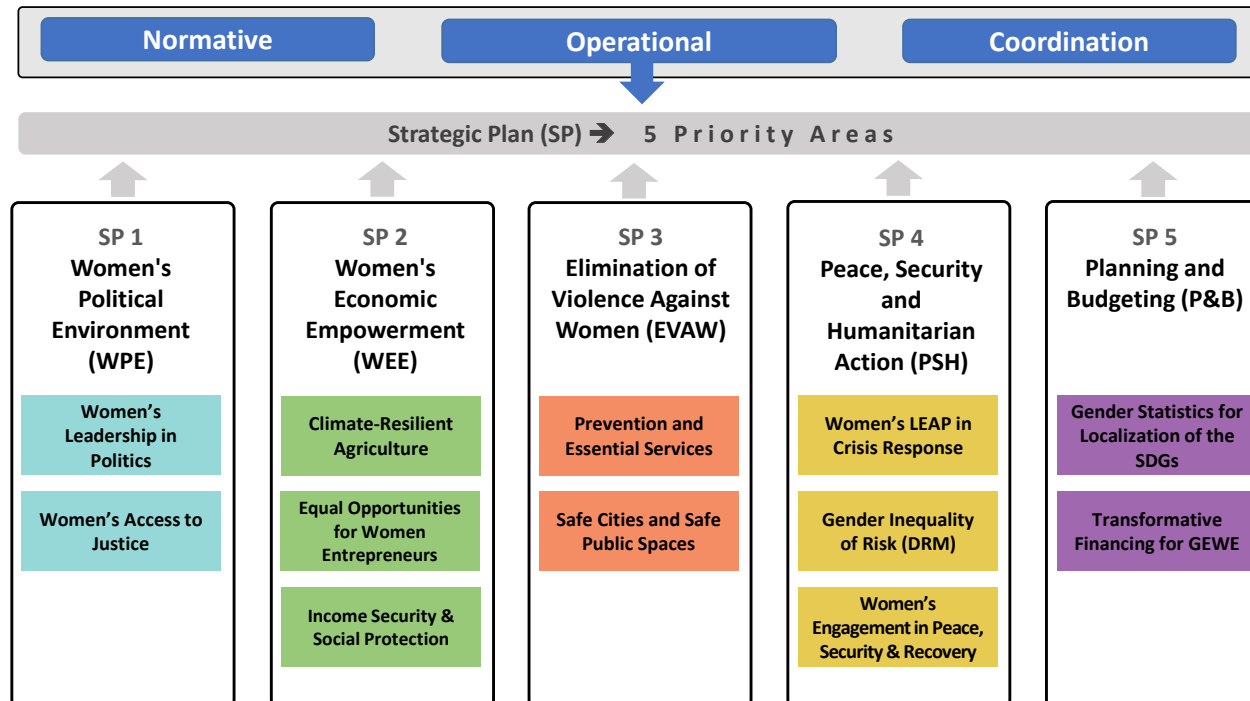In terms of "fitness", the FPI will enable UN Women to:
- leverage the inherent economies of scale associated with operations;
- have a universal presence through differentiated but consistent country presences;
- mobilize high quality non-core resources to complement and optimize the impact of its core resources; and
- monitor and report on development impacts in a casual and transparent manner.

In terms of "purpose", the FPI will enable UN Women to:
- fully align and leverage its unique composite mandate (normative, coordination and operations) within the framework of UN "Delivery as One";
- operationalize a human rights approach to development;
- reduce poverty and inequality;
- promote evidence-based and integrated policy development to localize and address multiple SDGs in a synergistic manner;
- operate across the crisis-development contiguum; and
- support member states address global development challenges, including climate change.

Most FPIs will be implemented through a portfolio of country and/or regional projects supported by a global policy support project.
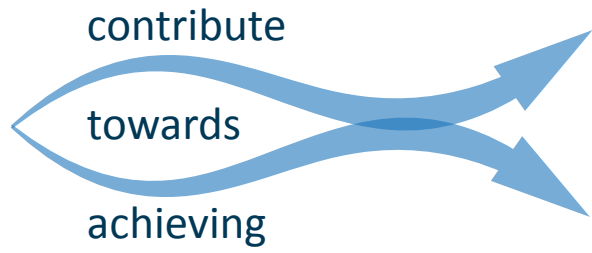
Flagship Programming Initiatives: Alignment with the Strategic Plan

Normative	Operational	Coordination

Strategic Plan (SP) ➔ 5 Priority Areas

SP 1 Women's Political Environment (WPE)	SP 2 Women's Economic Empowerment (WEE)	SP 3 Elimination of Violence Against Women (EVAW)	SP 4 Peace, Security and Humanitarian Action (PSH)	SP 5 Planning and Budgeting (P&B)
Women's Leadership in Politics	Climate-Resilient Agriculture	Prevention and Essential Services	Women's LEAP in Crisis Response	Gender Statistics for Localization of the SDGs
Women's Access to Justice	Equal Opportunities for Women Entrepreneurs	Safe Cities and Safe Public Spaces	Gender Inequality of Risk (DRM)	Transformative Financing for GEWE
	Income Security & Social Protection		Women's Engagement in Peace, Security & Recovery	

UN WOMEN

12 FLAGSHIP PROGRAMMING INITIATIVES

contribute towards achieving

14 SDGs

5 GENDER EQUALITY

SDG icons: 1 NO POVERTY · 2 ZERO HUNGER · 3 GOOD HEALTH AND WELL-BEING · 4 QUALITY EDUCATION · 5 GENDER EQUALITY · 6 CLEAN WATER AND SANITATION · 7 AFFORDABLE AND CLEAN ENERGY · 8 DECENT WORK AND ECONOMIC GROWTH · 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE · 10 REDUCED INEQUALITIES · 11 SUSTAINABLE CITIES AND COMMUNITIES · 12 RESPONSIBLE CONSUMPTION AND PRODUCTION · 13 CLIMATE ACTION · 14 LIFE BELOW WATER · 15 LIFE ON LAND · 16 PEACE AND JUSTICE STRONG INSTITUTIONS · 17 PARTNERSHIPS FOR THE GOALS

THE GLOBAL GOALS For Sustainable Development

While UN Women does not have a FPI on education and reproductive health, it collaborates with UNESCO, UNFPA and the World Bank in a Joint Programme on empowering adolescent girls and young women through education; and as part of the H4+, creates an enabling environment for women and girls to demand their rights to sexual, reproductive, maternal, newborn, child and adolescent health (SRMNCAH).

Flagship Programme	1	2	3	4	5	6	7	8	9	10	11	13	16	17
WPE[1] Women's Leadership in Politics					3					1•1			2	1
Women's Access to Justice	1				3					1•1			2	1
WEE[1] Climate-Resilient Agriculture	3•2	2•3			4			1	1	1•1		1		1
Equal Opportunities for Women Entrepreneurs	2•1				2			1•1		1•2				1
Income Generation & Security	2•2	1•1			4	1•1	1	2	1	1•2				1
EVAW[1] Prevention and Access to Essential Services			2		4					1•1			2	1
Safe Cities & Safe Public Spaces	1			1	3					1•1	2		1•2	1
PSH[1] Women's LEAP in Crisis Response	1•1	1			4	1•1				1•1			2	1
Gender Inequality of Risk (DRM)	1				2				1	1•2	2	1•2		1
Women's Engagement in Peace, Security & Recovery	3	1			4			1		1•1			4	1
P&B[1] Gender Statistics for Localization of the SDGs					3					1•1			1•1	
Transformative Financing for GEWE	1				2					1•2				3

Total # of SDG targets by Flagship Programme

5 4 3 2 1
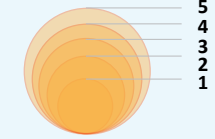
Breakdown by # of targets into "Explicit" (women are directly referred to) **& "Implicit"** (women are indirectly referred to)
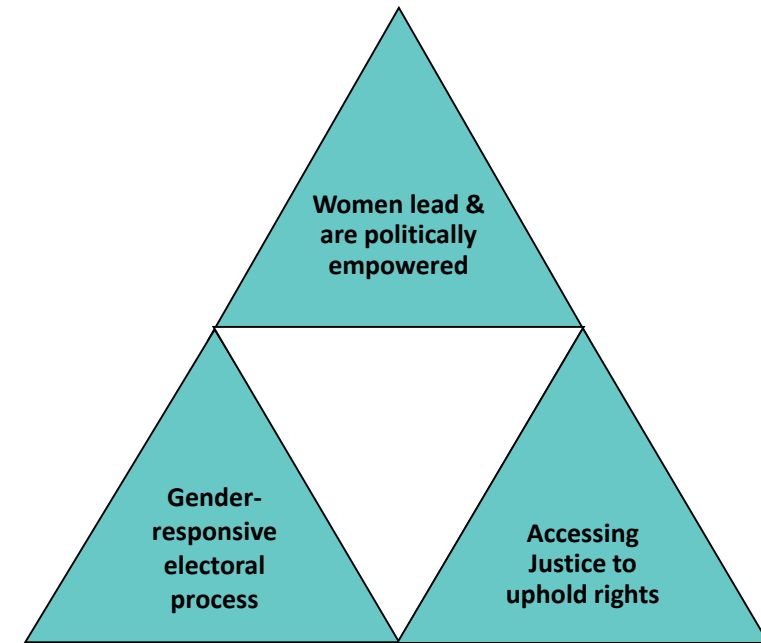
X•X
explicit   implicit

Each FPI can support multiple SDG targets. Given the indivisible nature of the SDGs, the FPIs are expected to have an indirect impact on most SDGs.

1. **WPE**: Women's Political Empowerment; **WEE**: Women's Economic Empowerment; **EVAW**: Ending Violence Against Women; **PSH**: Peace, Security and Humanitarian Action; **P&B**: Planning and Budgeting.

CONTENTS

UN Women Strategic Plan Impact Area 1:
Women's Political Empowerment (WPE)

Goal 1 of UN Women's Strategic Plan is that *"women lead and participate in decision-making at all levels"*. The two Flagship Programming Initiatives under this impact area are mutually reinforcing to contribute towards ensuring that women's human rights – as defined in numerous Conventions including CEDAW – are universally upheld, and that women have the necessary agency to determine their own lives.

The table below illustrates the contribution of the Flagship Programming Initiatives under Impact Area 1 to specific outcomes in the Strategic Plan.

STRATEGIC PLAN	FLAGSHIP PROGRAMMES	
	Women's leadership in politics	*Women's Access to Justice*
Outcome 1.1: Constitutions, legal frameworks, and policies to advance women's right to participate in decision making at national and local levels are reformed/adopted and implemented.	Outcome 1. Electoral frameworks and arrangements promote gender balance in elections.	Outcome 1. Legislation, justice policies, and budgets related to justice are gender responsive
Outcome 1.2: Gender responsive measures (mechanisms, processes and services) promote women's leadership and participation in politics.	Outcome 4. Women are promoted as leaders in gender sensitive political institutions.	Outcome 2. Improved performance and accountability of justice institutions to women
Outcome 1.3: Gender equality advocates influence constitutions, legal frameworks and policies to increase women's leadership and political participation.	Outcome 2. A cadre of interested, diverse and capable women political leaders is formed. Outcome 3. Women are perceived as equally legitimate and effective political leaders as men.	Outcome 3. Women are empowered to access & participate in formal and informal justice delivery.

Flagship Brief   Women's Political Empowerment and Leadership

I. BACKGROUND

Assessment

Women are significantly under-represented in political and electoral process-es – be it as voters, candidates, elected representatives or electoral adminis-trators. As of February 2015, only 22 percent of all national parliamentarians were women and 15.8 percent of all parliamentary speakers were women [1]. Women are also largely excluded from the most senior decision-making posi-tions of executive government. As of January 2015, 6.6 percent of all heads of state were women; 7.3 percent of all heads of government were women; and women represented 17 percent of all ministers, only a small increase from the 14.2 percent they represented almost a decade earlier, in 2005. This level of political participation falls well short of the aspirational target of 30 percent set in 1990,[2] and of 'gender balance' set in the Beijing Declaration and Platform for Action.[3] While these figures are concerning, a knowledge gap exists in a range of other areas of women's political participation, including as candidates and voters, and as elected representatives at local level, where the global baseline does not yet exist.[4]

This political under-representation occurs despite women's right to participate equally in democratic governance, and their proven abilities as leaders and agents of change. Women's right to participate, express, assemble and be elected are stipulated in numerous human rights instruments including the UDHR, CEDAW and the Beijing Platform for Action, as well as several regional instruments. These international and regional accords have been frequent-ly translated at the national level: women are entitled to hold positions of political authority, as provided in almost every national constitution and 189 Member States of the United Nations are Parties to CEDAW. Years of experi-ence and research have also shown that women's inclusion in political process-es improves them.[5] Women consistently show political leadership by working across party lines through parliamentary women's caucuses – even in the most politically combative environments – and by championing issues of gender equality such as the elimination of gender-based violence, parental leave and childcare, pensions, gender-equality laws and electoral reform.[6]

Analysis

Women's political under-representation is due to the combined effect of institu-tional and structural constraints, as well as cultural and attitudinal barriers that suggest women should not have a role in public life.

Structural constraints manifest in: political parties that resist the inclusion of women and do not nominate them in winnable positions; certain kinds of elec-toral systems that, for example, elect one person per district and reduce the opportunity for women to compete with men on an equal footing; women can-didates' lack of access to financial resources to run electoral campaigns; and practical difficulties for women to participate, such as lack of access to identity documentation or the high incidence of violence, which preclude women from registering, nominating and voting. In addition, electorates and media organ-isations perpetuate negative gender-based stereotypes rather than showcase positive examples or the benefits of that participation for all. Furthermore, po-litical institutions – political parties, parliaments, electoral management bodies – are steeped in norms, practices and policies that discriminate against women, making it difficult for women to be promoted and effect change, including policy change.

Cultural and attitudinal barriers also constraint women's voice and political agency. In addition to the limited endowments of women and girls (in terms of health, education and assets), social norms about gender roles limit wom-en's participation. These norms keep women largely responsible for domestic work and child care even when they work outside the home; reduce women's mobility and ability to network; reinforce inequality through gender-based violence and a restriction of women's choices; and perpetuate legal discrimi-nation.[7] These same norms limit women's representation in politics and gov-ernment. They devalue the important contributions that women can make to decision-making and in setting the policy direction of a country and hamper democratic development.

Action

Advancing women's political empowerment and leadership requires action on multiple fronts. Research shows that women's increased political participation and leadership results from a confluence of factors, including removal of legal and logistical barriers; implementation of supportive frameworks; promotion of women's leadership through political party reform; support of CSOs and a positive shift in societal gender norms.[8] Taking action to ensure women's full and effective leadership at all levels of decision-making requires a four-pronged strategy:

(1) Support development and implementation of robust legal frameworks and administrative arrangements that facilitate women's participation. This in-cludes relevant reforms to constitutions, gender equality laws or party statutes, and policy actions such as setting numerical targets for women in leadership po-sitions with temporary special measures (TSMs) and reforming party statutes.

(2) Expand the pool of qualified and capable women to run for election, includ-ing through initiating programmes that boost women's confidence and capaci-ty to lead, enhancing their campaign strategies and techniques and promoting linkages with supportive CSOs.

(3) Transform gender norms so that women are accepted as legitimate and effective leaders including through developing campaigns that sensitize the me-dia and electorate on the need for women in public life at all levels.

(4) Support women leaders in gender-sensitive political institutions, including par-liament, political parties and EMBs, to attract, promote and retain women leaders, and highlight the constructive contribution they make to decision-making.

1. UN Women-IPU Map of *Women in Politic*s: 2015.
2. ECOSOC Resolution, E/RES/1990/15
3. Critical Area G 'Women, Power and Decision-Making'
4. SG Report on Beijing + 20.
5. UN Women 'In Brief: Women's Leadership and Political Participation.'

6. IPU, 2008, *Equality in Politics: A Survey of Men and Women in Parliaments*
7. World Bank Group 2014 *Voice and Agency: Empowering women and girls for   shared prosperity.*

8. SG Report on Women and Political Participation. 2013. *Measures taken and progress achieved in the promotion of women and political participation,* A/68/184.

II. THEORY OF CHANGE: Women's Political Empowerment and Leadership

*A TOC by nature encompasses the actions required **by all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal

Women Lead in Political Decision-Making
Key indicators: % women in local governments; % women in national parliaments

Goal TOC Statement

If (1) electoral frameworks and arrangements promote gender balance in elections; if (2) a cadre of interested, diverse and capable women political leaders is formed; if (3) women are perceived as equally legitimate political leaders as men in society; and if (4) women are promoted as leaders in gender sensitive political institutions, then (5) women will be politically empowered and realize their rights, because (6) women will have political agency and lead in decision-making.

Outcomes

1. Electoral frameworks and arrangements promote gender balance in elections. Key indicators: % of countries with electoral frameworks that promote gender balance	2. A cadre of interested, diverse and capable women political leaders is formed. Key indicators: % women who regularly undertake various forms political action	3. Women are perceived as equally legitimate and effective political leaders as men. Key indicators: % of population who believe women are credible political leaders	4. Women are promoted as leaders in gender sensitive political institutions. Key indicators: % of women Speakers of Parliament

Outcome TOC

If (1) women's participation is enabled through policy and legal frameworks, electoral arrangements and selection processes, and if VAW is mitigated, then (2) women will run for election because (3) there is a more level playing field	If (1) women from diverse groups have enhanced capacity to seek leadership and have skills to mobilize resources, then (2) more women will be nominated as political contestants because (3) there are sufficient numbers of skilled women for gatekeepers to select from	If (1) communities, civil society, the media and political leaders support women's role in public life then (2) the number of women will increase because (3) discriminatory attitudes will be removed and women will be accepted as legitimate political leaders	If (1) elected women are empowered by institutional reforms and (2) women's leadership is promoted then (3) women will encourage more women into leadership because (3) they are role models

Outputs

1.1. Strengthened legislative framework enables women's participation and leadership (reforms to constitutions, electoral frameworks- voters, candidates, party members; promotion of GE/parity; political finance & campaign expenditure caps; quotas with sanctions legislated and enforced; violence criminalized) **1.2. Political party policies and procedures reform to include women** (campaigns target gate-keepers to select women; voluntary reforms to party statutes; women nominated in winnable positions; codes of conduct, accountability of women leaders) **1.3. Violence against women in elections is mitigated** (capacity building of security forces; data collection; CSO monitoring mechanisms and women's situation rooms in place) **1.4. Electoral arrangements enhance women's political participation and leadership** (EMBs guarantee women can register and vote; women have access to ID documents; measures put in place to encourage participation in elections; voter outreach; women lead in electoral management)	**2.1. Increased technical capacity of women to engage in leadership contests** (capacity development of women aspirants; public speaking; constituency engagement; transformative leadership training, including of young and marginalized women) **2.2. Enhance women's capacity to conduct competitive, well-resourced and innovative campaigns** (capacity development of women candidates on campaign messaging, outreach, using ICT and social media campaigns; access to women's fundraising networks) **2.3. Diverse networks of support for women leaders created and sustained** (e.g. working with professional networks, CSO networks, social media networks, political parties, youth groups)	**3.1. Increased community and civic understanding of gender equality and women's right to political participation** (provision of outreach; community dialogues; women & gender advocates articulate demands) **3.2 The media promotes positive portrayals of women leaders and gender equality as a social goal** (media awareness raising, targeted campaigns, media code of conduct, social media) **3.3. Political leaders publically promote gender equality and women's leadership** (stakeholders like traditional leaders, political party leaders publicly support women; public statements; male political leaders support HeForShe campaign)	**4.1. Elected women apply leadership skills** (mentoring; capacity building of newly elected leaders, forums for women leaders, women's caucuses; legislative drafting expertise; leadership training; peer-to-peer learning) **4.2. Institutions are receptive to women leaders** (family-friendly policies; child care; hours of operation; unwritten rules of debate/decorum; accountability for gender equality commitments) **4.3. Political institutions promote and monitor a violence-free culture** (political parties adopt codes of conduct; parliaments reform standing orders (i.e. to combat harassment) **4.4. Women serve as role models to inspire a new generation of leaders** (role-model effect, showcase positive examples through iKNOW Politics, retention of women leaders; outreach to young women and women from marginalized groups)

Key Assumptions

• There is political will to adopt reforms. • Some technical knowledge already exists among key national stakeholders. • Providing technical support will result in reformed legal frameworks. • Political party nomination procedures discriminate against women.	• A select group of women are willing to enter politics and lead. • Most women are outside moneyed networks. • Political parties will nominate skilled and resourced women candidates • National stakeholders and donors willing to support women's networks and GE advocates • The capacities of women to run innovative and well-resourced campaigns can be strengthened.	• Media shapes public perceptions • Lack of understanding of gender equality leads to discriminatory behavior • Raising awareness about gender discrimination will lead to transformation in attitudes • Leading my example has positive effect in communities	• Institutions are historically gendered but open to change • Newly elected leaders require capacity building/skills development • Creating forums for women aids in creating a supportive environment • Women are interested in supporting other women

Risks & Barriers

• Political upheavals stall parliamentary and legislative processes • Gender equality not considered a priority in electoral administration • Legislation not enforced • National partners have limited capacities to apply knowledge	• Parties may nominate women but voters don't elect them • Male incumbents are able to raise more money than women	• Deeply ingrained mentalities impossible to change • Men benefit from, and perpetuate, status quo • Combating discriminatory attitudes is insufficient without additional structural changes	• Limited capacity of partners to put in place systems for gender responsive planning and policy making • Institutions are slow to reform.

Flagship Brief   Women's Access to Justice

I. BACKGROUND

Assessment

There are gender gaps in access to justice globally, particularly in legal systems which operate on the basis of formal and informal rules.[1] For instance, in Jordan, men are three times more likely than women to report having a legal dispute in the last five years. Of the households reporting disputes, 92% are headed by men and 8% by women.[2] In the Solomon Islands 67.9% of women over the age of 30 years indicated in a 2013 Household Survey that they were not satisfied with the response received from the police on reporting violence.[3]

There is built-in gender bias in the formal justice sector, notably in family law. Over 30 States have reservations to Article 16 of CEDAW, which relates to equality in marriage and family relations. In 50 countries, the minimum legal age for marriage is lower for females than for males, while 60 countries limit the ability of women who marry foreign nationals to pass on their citizenship to their spouses or children.[4] In some legal settings, the testimony of a woman is not given equal weight as that of a man. Gender bias is also demonstrated in impunity and indifference to violence against women.

The formal justice system's capacity is very limited. For example, Bangladesh currently has 2.8 million cases backlogged in different formal courts. It takes 5 years for a case to be decided in formal justice settings and 28 days in village courts.[5] In India, the New Delhi High Court is so behind in its work that it could take up to 466 years to clear the enormous backlog.[6] In Nigeria's Delta State, court users report having to attend an average of 9 times per case.[7] In Ghana, the ratio of judges and magistrates to the population in its poorest Upper East Region is 1:171,913, compared to 1:33,416 in its capital city, Accra.[8]

With little or no access to their country's formal justice system, the majority of the world's poorest women have little choice but to rely on informal customary and religious dispute mechanisms which tend to be resolve disputes more expeditiously. While these mechanisms resolve over 80% of disputes, they are limited in their efforts to uphold gender equality principles.[9]

Analysis

Women are less likely than men to access justice due to higher levels of illiteracy and general lack of knowledge of their rights and related institutions. Uganda's Justice, Law and Order Sector Strategy notes for instance, that such limited awareness among women restricts their demand for justice.[10]

Women's accessibility may be influenced by geographic, physical, linguistic and financial factors. The indirect costs of accessing justice—e.g. time burdens and opportunity costs associated with delays are as prohibitive as the direct costs— e.g. filing fees and expenses for witnesses.

Justice policies and planning also tend to be gender blind. A recent assessment reveals that the vast majority of national justice sector planning processes and policies of developing and middle-income countries do not involve women or adequately reflect structural barriers which hinder their access to justice.[11] This consequently affects the ability of governments to effectively budget for critical needs of the formal and informal justice sector e.g. geographical expansion of services, a reduction in population and justice personnel ratios, training of personnel in women's rights, the creation of specialized facilities, enhanced provision of legal aid and filing fee waivers, and data management capabilities to monitor disposal, conviction and attrition rates.

Furthermore, discriminatory social norms, practices and attitudes have the potential of restricting women's access to justice: Patrilineal rules of inheritance exclude daughters in Papua New Guinea[12] , in the DRC women do not possess legal capacity to sign a contract, register a business or open a back account and in 9 countries (e.g. West Bank and Gaza) they require the permission of their husband's to go out.[13] Related perceptions among both men and women that acts of violence are acceptable also abound—in Egypt, around one-third of ever-married women age 15-49 agree that wife beating is justified in instances such as where she goes out without informing her husband, neglects the children, argues with him, or burns the food. [14]

Action

In order to address these structural barriers, the flagship will provide support to countries in three broad areas:

Firstly, there will be sustained justice reform through a gender responsive enabling environment (in laws, policies and fiscal space). Review of laws will not only entail the passage of new legislation, but also continued analysis of impediments to the implementation of those already in place. National situation analysis on the structural barriers to women's access to justice will inform policy design and implementation. A unified approach to budgeting and monitoring will be promoted through a set of agreed gender responsive indicators. The participation of relevant stakeholders will be central to all stages of justice sector planning, design, implementation, monitoring and budgeting.

Strengthening the capacities of formal and informal justice actors will be directed towards eliminating institutional and cultural biases and enhancing accountability. Using a two-pronged approach, the Flagship will provide (1) technical assistance to engendering the training curriculum of national justice institutions to ensure system-wide impact, (2) support partners e.g. CSOs to implement training programmes for justice intuitions to which address the strategic needs of poor women e.g. community police stations and formal and informal courts which deal with violence-related cases, small commercial claims and personal status issues—marriage, divorce, child custody and maintenance and inheritance. Capacity building will also be accompanied by simple data collection techniques that will allow these institutions to monitor disposal, conviction and attrition rates on a regular basis.

Increasing demand for justice by women and their visibility in justice administration will form the third component: using the He for She Campaign and other advocacy opportunities, this will support downstream interventions e.g. engagement with traditional and religious rulers, community rights awareness and the community based para-legal and para-judicial services.

1. UN Women, 2012
2. World Bank, 2011, 2013
3. UN Women, 2014
4. UN Stats, UNHCR, 2015
5. UNDP, 2014

6. Ministry of Justice, India, 2014
7. UN Women 2012.
8. Ghana Judicial Service, 2012
9. UN Women, UNDP, UNICEF, 2012
10. Government of Uganda, 2012-2017

11. SUN Women, 2015
12. UN Women, UNDP, UNICEF, 2012
13. World Bank, 2013
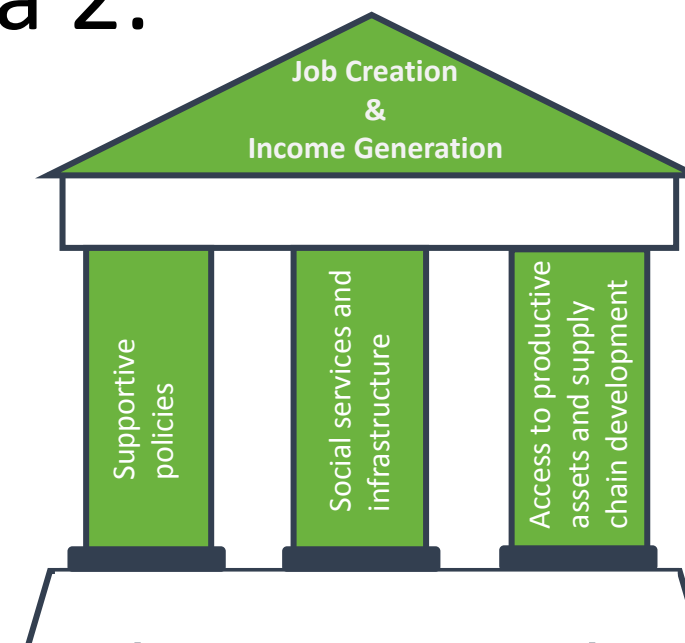14. Egypt Demographic and Health Survey 2014

II. THEORY OF CHANGE: Women's Access to Justice

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Goal	**Women have access to fair justice mechanisms and redress based on relevant gender equality standards** **Key indicator: SDG Indicator (16.3):** % of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms (also called crime reporting rate) (proxy)
Goal TOC Statement	If (1) legislation, justice policies, and budgets related to justice are gender-responsive; (2) Justice institutions improve their performance and accountability to women; and (3) women are empowered to access and participate in formal and informal justice delivery; then (4) women will have access to fair justice mechanisms and redress based on relevant gender equality standards; (5) because systems and capacities will be in place to address gender discrimination and other barriers to women's access to justice at all levels and stages of the justice delivery chain.

	Column 1	Column 2	Column 3
Outcomes	**1. Legislation, justice policies, and budgets related to justice are gender-responsive and respond to the impunity for the violation of women's rights** (% of constitutional reviews which adopt standalone provisions on women's rights; % of countries which reform discriminatory nationality laws; % proportion of judges and police to population; average distance to nearest court; access to legal aid by sex and income; % of countries which provide for court waivers for indigent populations).	**2. Improved capacity of the justice sector to enforce women's rights (mandatory in-service training for justice personnel** (police/judges/prosecutors) in women's rights; % of existing staff who receive on-going training and coaching on women's rights; existence of complaints procedures; % of people expressing confidence in justice system by sex; annual attrition in rape cases; % disposal of family and land disputes annually).	**3. Women are empowered to access & participate in formal and informal justice delivery** (% of population who know their rights by sex; % of population with access to the media (print, TV and radio) by sex; % of judges and police who are women).
Outcome TOC	If (1) existing discriminatory laws are repealed, laws are adopted to uphold the rights of women, including for cases of VAW, and justice policies and budgets address capacity gaps of duty bearers and rights holders; then (2) national legislation, justice polices and budgets are gender-responsive; because (3) there is political commitment and financial resources committed towards improving women's access to justice.	If (1) capacities of duty bearers are enhanced, their attitudes towards women conform to gender equality standards, and if mechanisms are in place to monitor the delivery and quality of justice services to women; then (2) the performance and accountability of justice institutions to women will improve; because (3) investing in duty bearers is critical to improving the quality of justice services for women.	If (1) women know their rights as potential users of the justice system and are accepted as actors of the justice system; then (2) women will be able to claim their rights; because (3) evidence shows that rights awareness and the active participation of females in the justice sector increases access and fair justice outcomes for women.
Outputs	**1.1. Gender discriminatory constitutions and legislations are reformed** (technical support to ministries of justice, law reform commissions and civil society organizations to undertake reform of constitutions and discriminatory substantive and procedural laws in affected countries). **1.2. Justice policies identify & address gaps & barriers to women's access to justice and respond to the impunity for VAW cases, including gender-related killing** (gender risk analysis of women's access to justice, recommendations to address gender barriers integrated into the design, implementation and monitoring of justice policies, including mid-term and annual reviews; preparation, dissemination and taking action on annual WA2J status reports). **1.3. National and sub-national budgets address capacity gaps of duty bearers and rights holders in implementing and benefiting from justice reforms** (budgets address limitations in geographical, physical, financial and linguistic access of marginalized and excluded women; specialized courts and police stations and fast tracking mechanisms established; legal aid and court fee waivers and other capacity enhancement mechanisms for duty bearers and rights holders in place).	**2.1. Justice sector personnel** (technical, administrative and operational) respond to women's practical and strategic needs (develop, adopt and disseminate performance indicators on integrating and applying gender equality standards in operational activities and human resource policies; education and training in women's rights; tailored curriculum, mandatory induction and continuous training for justice actors, co-ordination with other sectors e.g. education and health; South-South cooperation). **2.2. Gender discriminatory attitudes and behavior of justice sector towards women addressed** (understanding the root causes of discriminatory attitudes and behaviours, awareness raising, peer-to-peer learning, finding 'champions' in the justice sector at senior levels to promote gender-sensitive attitudes). **2.3. Women are satisfied with the processes and outcomes of justice services (complaints/feedback systems in place; mechanisms** (e.g. monitoring roles of NHRI's and Ombuds institutions); to monitor the quality of justice delivery through the justice chain by sex; administrative data in place on attrition, length of disposal of cases and satisfaction; introduction of women's access to justice modules in HH and User Surveys).	**3.1. Increased awareness of women's rights among women and communities** (community awareness programmes, paralegal services delivered by civil society organizations at community, sub-national and national levels; translation of relevant laws into different languages, media engagement, including community radio and SMS text messaging through collaboration with private and public telecommunications bodies). **3.2. Discriminatory traditional and religious personal status norms—marriage, divorce, child custody, maintenance and inheritance are reformed** (in the context of the He For She Campaign, engagement with male and female traditional and religious leaders in the identification and reform of norms which are inconsistent with gender equality standards, no. of reservations to Article 16 of CEDAW). **3.3. Increased female participation & representation at all levels in the justice sector** (undertake advocacy among academic institutions, judicial and security appointments bodies and training institutions to enhance female intake and recruitment).
Key Assumptions	- Political will to repeal gender discriminatory laws and address gender barriers in justice policy development, implementation and monitoring; - Key gaps and barriers to women's access to justice are physical, geographic, linguistic, and financial; -Ministries of Finance will accept appropriate lines in budgets	- National governments and partners will be willing to: Invest in capacity building of justice sector staff; address corruption in the delivery of justice; integrate justice issues into national systems of data collection; address discrimination faced by different categories of women.	- Women have access to information through different media channels; - Women are willing to claim their rights once they acquire the necessary knowledge; - Relevant academic institutions adopt affirmative action in support of female enrollment; - There will be a critical mass of females who are interested in applying to relevant justice sector groupings; - Male and female traditional and religious rulers support of women's rights.
Risks & Barriers	- Limited or no political will and capacity to undertake legal, policy and fiscal reforms at national and local levels.	- Attitudinal and behavior change among staff of the justice sector is difficult to change and monitor; - Social norms and practices limit women from complaining.	- Female and male traditional and religious norms, attitudes and beliefs towards women and girls limit their access and participation; - Women may not be able to access the justice system due to poverty, illiteracy, and conflicting time burdens.

UN Women Strategic Plan Impact Area 2:
Women's Economic Empowerment (WEE)

Goal 2 of UN Women's Strategic Plan is that "*women, especially the poorest and most excluded, are economically empowered and benefit from development*". The three Flagship Programming Initiatives under this impact area work in synergy to drive job creation and income generation for women from less formal, vulnerable and unprotected occupations, to formal, decent and sustainable work and business opportunities.

Job Creation & Income Generation

Supportive policies

Social services and infrastructure

Access to productive assets and supply chain development

The table below illustrates the contribution of the Flagship Programming Initiatives under Impact Area 1 to specific outcomes in the Strategic Plan.

STRATEGIC PLAN	FLAGSHIP PROGRAMMES		
	Women's access to land & other productive assets for climate-resilient agriculture	*Stimulating Economic Opportunities for Women Entrepreneurs*	*Improving women's income security*
Outcome 2.1: National plans, legislation, policies, strategies, budgets and justice mechanisms adopted and implemented to strengthen women's economic empowerment.	Outcome 1. Women's secure land tenure is increased.	Outcome 1. Public procurement is gender responsive	Outcome 2. Decent work for women is promoted through collective action, the revision of labour laws and the strengthening of government and corporate policies
Outcome 2.2: Women's sustainable livelihoods enhanced by gender-responsive services and access and control over means of production and resources.	Outcome 2. Female small holders' productivity in a changing climate increased and physical burden of agricultural work reduced Outcome 3. Financing barriers removed and women's capacity to invest in climate-resilient agriculture increased Outcome 4. Opportunities for female small holders to move up the value chain promoted	Outcome 2. Capacity of women's associations and women entrepreneurs strengthened	Outcome 4. Women's access to social protection, including floors that guarantee basic income security across their life course is enhanced
Outcome 2.3: Gender equality advocates influence economic policies and poverty eradication strategies to promote women's economic empowerment and sustainable development.		Outcome 2: International public and private investments create new economic opportunities for WBEs Outcome 3: Corporations implement their commitments to the Women's Empowerment Principles	Outcome 1. Macroeconomic policies support employment opportunities for women and create fiscal space for public investment Outcome 3. Unpaid care and domestic work is recognized, reduced and redistributed through investment in public infrastructure and services

Flagship Brief   Women's Access to Land and Productive Resources for Climate-Resilient Agriculture

I. BACKGROUND

Assessment

Women comprise some 43 percent of the agricultural labour force in developing countries, and play a critical role in supporting food and nutrition security, improving rural livelihoods and generating income and overall wellbeing, while performing most of the unpaid care work.

Yet even though they are the main producers of food in many developing countries, women in agriculture have less access than men to land across regions. Only in 37 percent of 161 countries analyzed do women and men have equal rights to own, use and control land.[1] Women's access is also restricted to other productive resources (energy, water, pasture, forests, agricultural inputs, credit and savings, agricultural extension services, information, technology and markets), limiting their rights, potential and wellbeing – as well as capacities to build climate resilience.

Women farmers are at the forefront of coping with the impacts of climate change, natural disasters and post-conflict situations. When alternative sources of food and income need to be found, for example during droughts, floods and other extreme or chronic weather events, the burden of additional work often falls on women and further adds to their unpaid care burdens. Lack of appropriate infrastructure, technologies and financial services further restricts their ability to adapt to shifting agricultural constraints and opportunities in a changing climate. Women farmers are at risk of being trapped in a downward spiral as they confront climate change given insufficient public and private investment in building community and productive resilience.[2]

Closing the gender gap in agriculture in the context of a changing climate would benefit women and increase the wellbeing and resilience of society as a whole. According to the FAO (2011), if women had the same access to productive resources as men, they could increase yields on their farms by 20–30 percent. This could raise total agricultural output in developing countries by 2.5–4 percent, which could in turn reduce the number of hungry people in the world by 12–17 percent.

Analysis

Women's lack of land tenure security is historically related to inadequate or discriminatory legal and policy frameworks and social and cultural norms, such as male preference in inheritance, male privilege in marriage and so-called secondary land rights through male family members. When the law guarantees women and men the same rights to own, use and control land, customary, traditional and religious practices discriminate against women and undermine the full implementation of national legal codes; this is the case in the majority of countries in the OECD SIGI database.

Insecure land tenure is directly linked to other barriers, such as lack of civil registration, lack of collateral, and poor security in conflict-prone areas, which in turn jeopardize women's access to other productive resources. Limited access to financial, technological and agricultural extension services is also a significant barrier to building women farmers' capacities to adapt to climate-induced changes in the agricultural sector.

Most agricultural policies and investments still fail to consider differences in the resources available to men and women, their roles, labour burdens and the constraints they face – and how these gender differences might be relevant to the proposed interventions. It is often assumed that interventions to facilitate access to finance, technology or markets will have the same impacts on men and women; however, a growing body of evidence indicates that most likely they will not.

Furthermore, policy-makers, development practitioners and the private sector usually lack essential information and analysis about the diversity of women in agriculture and their rural environments in order to make gender-responsive decisions about the sector or measures to improve resilience. Women in rural areas vary widely by location, age, ethnicity, culture and social class – as do their agricultural contexts in a rapidly changing climate.

Action

The gender gap in agriculture can be reduced and the climate resilience of women farmers increased through decisive and informed public and private investments and interventions. Reforms aimed at removing structural barriers and promoting equal rights and access to land and productive resources can help ensure that women are better prepared to cope with the challenges and to take advantage of the opportunities arising from increased climate variability and concomitant structural changes in agriculture.

Priority areas for policy action include:

(i) eliminating formal and informal (statutory and customary) discriminatory frameworks to improve women's land rights and tenure security;

(ii) ensuring equal access to other productive resources and assets, such as agricultural inputs and extension services, climate and weather information and tools, and technologies that would also reduce labour burdens;

(iii) removing financing barriers to allow women to better manage a changing climate by investing in climate-resilient agriculture; and

(iv) facilitating the participation of women in flexible, efficient and fair green value chains and agricultural markets.

Supporting women in agriculture to fully and equally participate in decision-making at all levels will be necessary for the development of appropriate policy interventions; deployment of more effective tools, technologies, infrastructure and institutions to implement measures to build resilience; and the achievement of sustainable resource management for resilient green value chains. At the same time, improving sex-disaggregated data and gender-sensitive indicators on access to and control over land and resources, assets and income, agricultural production, time use, leadership and participation will be essential for monitoring progress on closing the gender gap in agriculture and building resilience.

1. OECD Social Institutions and Gender Index (SIGI), 2014.
2. United Nations, World Survey on the Role of Women in Development: Gender Equality and Sustainable Development, 2014 (A/69/156).

II. THEORY OF CHANGE: Women's Access to Land and Productive Resources for Climate-Resilient Agriculture

A TOC by nature encompasses the actions required by all partners to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.

Goal	**Women farmers are economically empowered and resilient in a changing climate** **Key indicators:** Share of women among agricultural land owners by age and location (U/R); Legal framework includes special measures to guarantee women's equal rights to land ownership and control **Guiding normative frameworks** include CEDAW (article 14); Beijing Platform for Action; SDGs; CSW56; UNFCCC & UNCCD gender provisions
Goal TOC Statement	If (1) women farmers realize rights to land and secure land tenure; if (2) they have equal access to productive resources, services and technologies for sustainable farming; if (3) they attain the financial capacity to invest; and if (4) they participate fully in green value chains and markets; then (5) women farmers are economically empowered and resilient in a changing climate; because (6) the root causes and drivers of gender gaps in agriculture have been removed.

Outcomes	**1. Women's land tenure security is increased.** Key indicators: Share of women among agricultural land owners by age and location (U/R); Legal framework includes special measures to guarantee women's equal rights to land ownership and control	**2. Women smallholder productivity in changing climate increased and physical burden of agricultural work reduced.** Key indicators: Value of production per labour unit by sex; Average daily time spent on agricultural work by sex	**3. Financing barriers removed and women's capacity to invest in climate-resilient agriculture increased. Key indicators:** % change in loans to women small-holder farmers; % change in women using financial services	**4. Opportunities for women farmers to move up the value chain promoted.** Key indicators: % of women's participation in cooperatives; % of women farmers with access to extension services
Outcome TOC	If (1) barriers to women's equal rights and access to land are removed; and if an enabling legislative framework, supported by strong technical capacities are in place, then (2) women's land tenure security will increase; because (3) discrimination against women to own, control and use land is removed.	If (1) women have access to climate-resilient productive assets, technologies and skills, and this is supported by enabling social norms and practices; then (2) women's productivity will increase and their labour burden will be reduced; because (3) increased access to productive assets improves productivity and reduces the labour intensity of sustainable farming systems.	If (1) women have access to affordable and safe finance, appropriate financing services and products, business skills, and insurance; then (2) women will have increased capacity to invest in climate-resilient agriculture; because (3) key financing barriers for rural women are removed.	If (1) the agency and decision-making capacity of women farmers is strengthened; and if they have access to local infrastructure, and are included in green agricultural supply chains; then (2) women will have opportunities to move up the value chain; because (3) they will have equitable access to markets.
Outputs	**1.1. Social, customary and political barriers to women's equal land rights and access removed** (assess root causes; engagement/advocacy with communities, traditional and religious leaders, CSOs, women's machinery and governments; increase public awareness) **1.2. Gender-biased statutory and customary land tenure frameworks, laws, policies reformed** (gender-based assessment of land and property rights and laws, South-South learning and technical assistance, advocacy with political and customary authorities, communities) **1.3. Strengthened capacity of land registry institutions to improve systems and ease access** (strengthen land mapping and registration systems; increase women's access to civil documents and application procedures)	**2.1. Improved access to productive, time-saving and climate-resilient assets, tools and technologies** (Increase proportion of women with access to appropriate technologies, machinery, fertilizers, improved seeds, pest control, etc. for sustainable agriculture) **2.2. Improved access to climate–resilient agricultural extension services for women and households** (capacity development for women farmers on using new technologies and applying local and indigenous knowledge, increase proportion of trained women extension agents) **2.3. Recognition of women's roles in agriculture and favourable attitudes/practices about women using technology promoted** (assess root causes of negative attitudes/practices; advocacy strategies and media campaign; awareness raising with men and women farmers and families, extension workers, policymakers; outreach to community/religious leaders)	**3.1. Improved regulatory and economic incentives for public and private financial institutions to provide credit to women farmers** (e.g. directed lending, direct lending, credit enhancement mechanisms; capacity and awareness building of financial institutions to change gender-biased lending practices) **3.2. Development of financial intermediary services for women farmers at the local level** (e.g. micro-finance, savings and loans groups, mobile phone services, rental/lease finance, weather insurance, support opening of rural branches of national banks, gender-responsive training of financial intermediaries) **3.3. Improved and targeted access to training, peer to peer learning, and skills development** (capacity development of women farmers on financial and business skills at times that take into consideration their unpaid care and domestic work; trainings combined with legal support to help women open and use a bank account)	**4.1. Increased capacity of women farmers and cooperatives** (support establishment of women's cooperatives, facilitate training, increase access to machinery and technologies to move from production to aggregation, processing and distribution, increase voice and representation in decision-making bodies at all levels) **4.2. Local infrastructure developed to improve access to markets, reduce labour, and save time for women farmers** (rural roads and sustainable transport, post-harvest storage facilities, cooperative processing plants and quality control, etc.). **4.3. Increased inclusion of women small holders in green agricultural supply chains at the national, intra-regional and international levels** (promote fair trade, link private companies with women small holders and cooperatives, preferential access, quotas/targets, tax exemptions for women small holders and cooperatives)
Key Assumptions	-Lack of land and property rights is a structural cause of gender inequality; -Secure land tenure can be individual or collective in diverse land and resource management systems; -Land/water/forest rights are connected; -Women's demonstrated land tenure security or ownership is important collateral for access to finance.	-Gender gap exists for agricultural technologies, tools and practices; -New technologies and tools will save women time and be less physically intensive; -Women farmers have access to energy (covered by another FP).	- Gender gap in access to affordable finance and insurance; – Women are in a weaker intra-household bargaining positioning, which reduces their ability and/or willingness to save and invest.	- Gender gap in women's access to markets and in the value chain (aggregation, processing, distribution, decision-making) - Greater access to markets and moving higher in the value chain will increase incomes. – Women farmers have access to ICTs.
Risks & Barriers	- Social and cultural attitudes and political will cannot be changed in favour of equal land rights; -Equal rights in laws and policies are not translated into practice.	- Uncertain social acceptance of new technologies and practices; - Women's unpaid domestic and care work reduce time for learning new technologies; - Men resent women having access to new technologies if they do not have the same; -Macroeconomic policies do not support sustainable climate-resilient agriculture	- Social and cultural attitudes, and political will cannot be changed in favour of increasing women's equal access to finance; - Macroeconomic policies do not support micro-lending and financial services for the poor; -Local financial institutions are under-capitalized.	- Social/cultural/political/trade barriers to women moving up the value chain and having preferential access to markets; - Private sector unwilling to pay slightly more for products from women small holders or engage with new women distributors; -Macroeconomic policies do not support women farmers in national/global value chains.

Flagship Brief   Stimulating Equal Opportunities for Women Entrepreneurs through Affirmative Procurement, Investment and Supply Chain Policies

I. BACKGROUND

Assessment

Women's rights to economic equality and opportunities and their critical importance for sustainable development are enshrined in a number of multilateral normative frameworks, including CEDAW, the Beijing Platform for Action, and in proposed Sustainable Development Goals (SDGs). Corporations are also assuming responsibility for action within their purview through the Women's Empowerment Principles (WEPs) promulgated by UN Women and the UN Global Compact. Money in the hands of women fosters development through women's higher spending on the family - in the health and education of their children, contributing to breaking inter-generational poverty.

Small and medium-sized enterprises (SMEs) form the backbone economic empowerment accounting for about 90% of businesses and more than 50% of employment worldwide. They are key engines of job creation and economic growth in developing countries, particularly following the global financial crisis.[1]

However, women do not currently have equal entrepreneurial opportunities. For example, the rate of participation in entrepreneurship is 4 times greater for men than for women in the MENA/Mid-Asia.[2]   Further, while it is estimated that SMEs with full or partial female ownership represent 31-38% of formal SMEs in developing countries, women's entrepreneurship is skewed towards smaller firms.[3] They make up 32 to 39% of the very small segment of firms, compared with 17 to 21% of medium size companies, and a disproportionate share of women's business fail to grow. Women entrepreneurs are also more likely to be in the informal sector, mainly in lower value added services.[4]

Yet women entrepreneurs in developed countries have demonstrated their ability to start and grow businesses more quickly than their male counterparts. In the United States, women-owned firms are growing at more than double the rate of all other firms and have done so for nearly three decades.[5]

Analysis

Women entrepreneurs face enormous structural barriers, which limit their growth and development. These barriers include the lack of access to productive assets, finance and ICTs; insufficient entrepreneurial and management skills; limited opportunities to markets and distribution networks. Procurement and investment policies rarely consider gender equality as selection criteria, negatively affecting women owned businesses' ability to sell to large buyers. Discriminatory social norms also result in their disproportionate responsibilities for unpaid domestic care and work.

As a result of these structural barriers, women entrepreneurs and business owners have been largely unable to capitalize on government spending and international sourcing. A multi-trillion dollar industry accounting for 15-30 percent of GDP in countries, public procurement represents an enormous share of global demand for goods and services.[6] However, women-owned businesses (WOB) only access 1% of public procurement.[7]

There is also a lack of data for procuring entities, international financing institutions (IFIs) and corporations to analyze the gender impact of their decisions. The fact that women owned businesses are smaller and more dispersed makes it more expensive for procuring entities to identify female suppliers. These higher transaction costs create a low incentives for procuring entities to invest and source goods from women entrepreneurs. Furthermore, asymmetric power relations between buyers and suppliers along global value chains marginalize smallholders, who are often disproportionately women.[8]

Similarly, although women-owned enterprises have been the target of microfinance interventions, there has been a dearth of activity supporting "the missing middle," or SMEs with high growth potential. For example, only about 14-19 percent of IFC loans are issued to women-owned SME clients, despite evidence that they perform just as well those owned by men. [9]

Women entrepreneurs also face a lack access to information and networks in order to respond to procurement calls. This reinforces a negative cycle and prevents them accessing markets, developing their supply capacity.

Action

Addressing the structural barriers faced by women entrepreneurs will require sustained engagement on a sectoral basis. However, affirmative procurement, investment and supply chain policies have the potential to create economic opportunities for women by creating incentives to invest in and source from women owned businesses. Hence, action in this area will require:

i. Gender-responsive public procurement: Procurement policies can stimulate demand for goods and services produced by WOB by setting specific targets and quotas for sourcing goods and services from companies owned by women. This practice is already in place in Kenya, where procuring entities are required to allocate at least 30% of their procurement spend on procuring goods, services and works from micro and small enterprises owned by youth, women and persons with disability.

ii. Engendering international public and private investment: IFIs can engender their investment decisions by embedding requirements for borrowers that promote positive economic outcomes for women. This begins with conducting gender-impact assessments that analyse the opportunities for women's entrepreneurship and employment and creating reporting requirements and collecting data to hold borrowers accountable to creating opportunities for women owned-enterprises.

iii. Gender-Responsive Corporate Procurement: By implementing the Women's Empowerment Principals, and adopting gender responsive procurement policies that promote supplier diversity and collect gender-disaggregated supply chain data, companies can stay accountable and create opportunities for women.

iv. Capacity of women-owned businesses to benefit from procurement strengthened: This includes capacity building of WOB to lobby for changes in procurement policies and investment and hold governments and corporations to account. It will also include strengthening their capacity to respond to procurement calls, including through better leveraging of ICTs. On a sector basis, the capacity of WOB will be strengthened to move up the supply chain (FPI on agriculture & energy).

This FPI will build synergies with on-going work to engender UN Procurement policy and with the Flagship on Improving Women's Income Security, which addresses the key structural barriers to WEE. Data collection will also be prioritized to create an evidence-base and fill the current data gap.

1. SIFC (2012) IFC and Small and Medium Enterprises, Issue brief   2. Kofi Annan (2015) http://www.ifc.org/wps/wcm/connect/277d1680486a831abec2fff995bd23db/AM11IF-C+IssueBrief_SME.pdf?MOD=AJPERES
2. The Global Entrepreneurship Monitor (GEM) 2012 Report on Women and Entrepreneurship, Babson College, and London Business School.

3. IFC (2011). Strengthening access to finance for women-owned SMEs in developing
4. IFC (2011).
5. IFC (2011).
6. The Commonwealth Secretariat (2014). "Gender, Trade and Public Procurement Policy"

7. Valikai, K. October 2013. "Why bringing women-owned business into the supply chain makes business sense". Accessed June 2015. https://www.devex.com/news/why-bringing-women-owned-business-into-the-supply-chain-makes-business-sense-82015
8. USAID (2015). "Public Private Partnership in Global Value Chains: Can they Actually Benefit the Poor?"
9. IFC (2014). Women-Owned SMEs: A Business Opportunity for Financial Institutions"

II. THEORY OF CHANGE: Stimulating Equal Opportunities for Women Entrepreneurs through Affirmative Procurement, Investment and Supply Chain Policies

*A TOC by nature encompasses the actions required by **all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal

Women entrepreneurs have equal economic opportunities
Key indicators: % of women entrepreneurs reporting an increase in revenues; % change in number of women's business enterprises (WBEs). Guiding normative frameworks include: Beijing Platform for Action (IV, F.); CEDAW; SDGs; WEPs

Goal TOC Statement

If (1) domestic and international public and private procurement policies and practices are gender-responsive, and if (2) the capacity of women entrepreneurs and their access to finance and local infrastructure is strengthened to respond to increases in demand; then (3) the gender gap in economic opportunities will be reduced; because (4) women entrepreneurs will have access to a more equal share of the market.

Outcomes

1. Public procurement is gender responsive. # of procurement policies targeting women's business enterprises (WBEs); % change in public procurement directed towards WBEs; % change in public procurement directed towards WBEs (migrant, black, indigenous, women with disabilities or other vulnerable group)	2. International public and private investments create new economic opportunities for WBEs % increase of development bank lending that generates business contracts for WBEs	3. Corporations implement their commitments to the Women's Empowerment Principles % increase of corporate sourcing from WBEs	4. Capacity of WBEs and women entrepreneurs to benefit from procurement is strengthened % change in bids from WBEs

Outcome TOC

If (1) women's associations are meaningfully engaged in reviewing public procurement policies, if public procurement policies are reformed in favour of WBEs, and if the public sector is held accountable for implementation of these policies; then (2) WBEs will benefit from domestic public procurement; because (3) a more level playing field has been created for WBEs to compete for public contracts.	If (1) international public and private investors transform their practices to be gender equitable based on gender impact assessments, and if they hold their borrowers accountable to gender-responsive lending provisions; then (2) international public and private investments will create new economic opportunities for WBEs; because (3) the gender bias has been addressed	If (1) corporations implement their commitment to the Women Economic Principles; then (2) WBEs will be increasingly active in the market place; because (3) a more gender-responsive playing field has been created for WBEs to compete.	If (1) the voice, agency and capacity of women associations and WBEs are strengthened, and if WBEs procurement sector capacity is strengthened; then (2) WBEs will be able grow and take up new economic opportunities; because (3) the key supply side capacity barriers have been addressed.

Outputs

1.1 Increased awareness, engagement & advocacy for favourable public procurement policies for WBEs (capacity development of women's associations to engage and advocate for favourable public procurement provisions for WOB; awareness raising and lobbying with local and national government) **1.2. Public Procurement & related laws and policies reviewed and reformed and information disseminated in favour of WBEs** (gender audits of existing policies; targeted sourcing and quota provisions for WBEs put in place; simplification of tendering procedures; better information dissemination to WBEs) **1.3. Public sector is held accountable to gender responsive provisions in public procurement policies** (data collection and monitoring systems put in place; awareness raising of parliaments and local councils of the importance of their oversight; capacity development of women's associations to hold governments accountable)	**2.1 Increased engagement with development banks and private investors for gender-responsive lending and investments** (capacity development of women's associations to engage and advocate for gender-responsive lending provisions, including in procurement provisions for WBEs; awareness raising and lobbying with local and national government) **2.2 Investment proposals engendered based on gender impact assessments** (consultations with women's associations; subject investment proposals to a gender impact assessment; make recommendations to engender investments, including through provisions that target procurement from WBEs) **2.3 Accountability framework built into lending agreements** (Develop reporting requirements that will oblige borrowers to report to lenders on meeting gender-responsive investment including procurement provisions; build these requirements into lending agreements; lobby for transparency to facilitate oversight by civil society	**3.1 Create top level corporate leadership in favour of gender-responsive procurement policies** (advocacy campaign on business and development case; creation of top level team to advance gender responsive procurement policies and practices; identify champions and mentor/protégée schemes–WEP 1) **3.2. Corporate sourcing policies reviewed and reformed in favour of targeting women employees and WBEs** (gender audit of corporate policies; recommendation for corporates to adopt policies and practices targeting sourcing from WBEs – WEP 5) **3.3. Corporates publicly report on implementation of gender-responsive procurement policies** (data collection and monitoring systems put in place; regular reports made publicly available on Empowerwomen.org – WEP 7)	**4.1 Capacity development of women's associations and women entrepreneurs to lobby for & hold governments and corporations accountable for gender responsive procurement and investment** (capacity building of women about gender responsive procurement and investment, and impact analyses; linking women to policy makers and corporations, advocacy) **4.2 Capacity of women's associations and women entrepreneurs to respond to procurement is increased** (women's associations created; training courses/skills development on competitive bidding, procurement processes, financial management, using ICTs to grow their businesses and in ICTs, business registrations; leverage EmpowerWomen.org for peer-to peer learning etc) **4.3 Capacity development of women's associations and women entrepreneurs strengthened on a sector basis to move up the value chain** (see TOC on Energy and Agriculture)

Key Assumptions

- Political will and social norms supportive of fostering WEE; - Gender responsive migrant and labour policies are in place; - Availability of public resources.	- The investment community want to transform their practices to be more gender equal - Recommendations from gender impact assessments will be included in investment proposals.	- Corporations are committed to implementation of the Women's Empowerment Principles - Social norms that favour women as entrepreneurs and business owners	- Women entrepreneurs and WBEs want to leverage procurement as a model to access markets and grow - Women entrepreneurs have the time to expand in light of their domestic work and unpaid care responsibilities - Availability of affordable child care facilities - Access to ICTs

Risks & Barriers

- WBEs have the capacity to meet public procurement demands; - Gender-responsive procurement policies are not transparent and not fully implemented;	- Enforcement of gender-responsive provisions with lenders may be challenging	- Backlash from male owned business within the corporates supply chain; - Long-term relationships between corporates and male own business are hard to change. Culture that values Large volume, low price and extended payment terms.	- Social, cultural, political barriers limit women entrepreneurship

Flagship Brief   Income Security through Decent Work and Social Protection for Women

I. BACKGROUND

Assessment

Women's access to income, through decent employment opportunities and social security are a foundation for women's economic empowerment and the achievement of substantive equality. Access to personal income can help boost women's self-esteem and bargaining power at home and within their communities, and reduce the likelihood that they will be exposed to domestic violence. Women's access to income has broader benefits for families and communities: research shows that women tend to reinvest a large proportion of their earnings in children's education and health.[1]

However, women have less access to decent jobs than men. Women, especially young women are more likely to be unemployed than men. For example, in the Middle East and North Africa, 51 per cent of young women between the ages of 15-24 years were unemployed in 2013 compared to 23 per cent of young men.[2] Globally, there is a 27 percentage point gap between women's and men's labour force participation.[3] A larger share of women's paid work is informal compared to men's.[4] In some developing regions, 75 per cent of women's employment is informal and unprotected.[5] In some countries, including India, Cameroon and Mali, virtually all of women's employment is informal.[6] In OECD countries, while women make up 44 per cent of those employed, they are two thirds of those on involuntary temporary contracts.[7] Women are concentrated in a limited number of undervalued jobs, and at lower levels of seniority. In the US for example, women make up only 36 per cent of physicians and surgeons compared to 90 per cent of registered nurses.[8] Such persistent occupational segregation, which exists across all countries and regions, is a major driver of the gender pay gap, which stands at 24 per cent globally. [9]

Evidence from a diverse range of countries underscores that social protection measures can be used as key policy instrument to address the risks associated with job insecurity, to reduce poverty, class and gender inequality, and accelerate economic development.[10] Moreover the provision of adequate social protection does not necessarily compete with other economic priorities and can potentially expand the resource envelop, contributing to greater and more sustainable growth.[11]

However, it is estimated that 73 per cent of the world's population still has no or only partial access to social protection—including child allowances unemployment benefits, paid maternity/parental leave or old-age pensions.[12] Without secure income, either from earnings or social transfers, women and their families risk falling into poverty, depleting assets in response to shocks, and engaging in distress sales of labour to meet immediate subsistence needs.

Analysis

Worldwide there is a deficit of decent work. The lack of decent work reflects the dampening effects of macroeconomic policies, which typically have been skewed towards a narrow set of goals such as reducing inflation to extremely low levels, rather than creating fiscal space that promotes decent employment. Furthermore, macroeconomic policies are usually considered gender neutral. However, the effects of such policies on specific sectors affect men and women differently. Recent austerity policies have led to cuts in social services such as healthcare, and child and elder-care, which result in additional unpaid care and domestic work, which is disproportionally done by women and girls on an unpaid basis. Despite their critical implications, there is limited awareness of the impact of macroeconomic policies on gender equality and women's rights.

As well as the impact of macroeconomic policies, discriminatory social norms, stereotypes about gender roles and differences in aptitudes, as well as the stigmatization of feminized occupations further constrain women's employment opportunities. Globally, women do two and a half times more unpaid care and domestic work than men, reducing their time available for education, paid work and other activities.[13] In the absence of transfers and services to support and reduce women's unpaid care work – for example child/family benefits, and investments in water and sanitation, and childcare services – women are often forced to take low-paid, part-time, informal and home-based work as a means of reconciling unpaid care work and paid employment.

Social protection policies are affordable, even for lower income countries. It is estimated that universal social pensions, which can help to ensure that women and men can enjoy a secure and dignified retirement, would cost around 1 per cent of GDP in most countries in sub-Saharan African countries.

However, lack of political commitment, as well as weak institutions, inadequate administrative systems and poorly articulated line ministries result in the under-provision of social protection and create gaps in coverage. Providing a strong evidence base for implementing gender sensitive social protection, increasing civil society engagement in the design and oversight of social protection, and strengthening governments to deliver social protection will be essential for securing adequate and gender-sensitive policies.

Action

Generating income and improving women's income security by expanding decent work opportunities and the availability of gender-sensitive social protection requires action on 4 fronts:

(1) Creating political consensus for macroeconomic policies that support employment creation opportunities for women: This action will require building capacity and raising awareness about the gender implications of macroeconomic policy, including trade, monetary and fiscal policies. The capacity of civil society to assess the gender impacts of policies, engage with policy makers and demand accountability for gender-sensitive macroeconomic policies will also be strengthened.

(2) Promoting decent work for women through collective action, the revision of labour laws and the strengthening of government and corporate policies: This action will require supporting women's organizing in labour and product markets to improve the terms and conditions of employment and exchange. Additionally there is a need to support gender audits of existing labour laws and policies to ensure that laws and corporate commitments redress existing gender inequalities in hiring, firing, training and promotion, equal pay and family-friendly work arrangements.

(3) Recognizing, reducing and redistributing unpaid care work through investments in public infrastructure and services. This action will require targeted policy research and advocacy to quantify and value women's unpaid care work, including support for integrated time use and household surveys. Women's organizations and CSOs will also need to be strengthened to engage in policy debates about social transfers and investments in social protection and public services to reduce and redistribute unpaid care work. The capacity of governments to deliver gender-sensitive services and infrastructure will also be strengthened.

(4) Increasing women's access to social protection, including social protection floors that guarantee basic income security across the life cycle: This action will require identifying and addressing the barriers limiting women's access to social protection and supporting women's organizations to participate in decision-making processes guiding the design, evaluation and financing of social protection and investments in services. Government institutions will also need to be strengthened to better manage integrated, gender-sensitive social protection systems.

1. The World Bank, 2012, World Development Report: Gender Equality and Development, p. 5.
2. UN Women (2015) "Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights", New York, p. 72
3. Ibid, Figure 2.1, p. 76
4. Ibid, p.103
5. Ibid, p.102

6. Ibid, p.105
7. Ibid, p.104
8. Ibid, p.90
9. Ibid, p. 98
10. Ibid, p. 130-131
11. Ibid and J. Stiglitz (2009) "The global crisis, social protection and jobs" in International Labour Review, Vol. 148, No. 1–2.

12. ILO 2014. World Social Protection Report. ILO, Geneva.
13. In Africa and Asia, women are responsible for approximately 80 percent of the total time dedicated to unpaid work in the household. Although total time burdens vary, women appear to work longer hours in the sum of paid and unpaid work, with the greatest difference between men and women in Africa and Latin America. Sarah Gammage (2015) "Labour Market Institutions and Gender Inequality" in Janine Berg (ed) Labour Market Institutions: An ILO Primer, Geneva.

II. THEORY OF CHANGE: Income Security through Decent Work and Social Protection for Women

*A TOC by nature encompasses the actions required by **all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal

Income generation opportunities and income security for women increased
Key indicators: % change in women in decent work; % increase in women in women's income security (mean increased and variance reduced); % increase in social protection coverage for women

Goal TOC Statement

If (1) macroeconomic policies are designed to expand employment opportunities for women and create space for gender-sensitive public investments in services and social protection; if (2) decent work for women is promoted through collective action, government and corporate policies; if (3) unpaid care and domestic work is reduced and redistributed through gender sensitive investments in public infrastructure and services; and if (4) women's access to social protection is enhanced; then (5) income generation and income security for women will improve; because (6) the key structural barriers have been addressed.

Outcomes

1. Political consensus for macroeconomic policies that support employment opportunities for women and create fiscal space for public investments is created (See TOC on Transformative Finance for fiscal policies)	2. Decent work for women is promoted through collective action, the revision of labor laws and the strengthening of government and corporate policies.	3. Unpaid care and domestic work is recognized, reduced and redistributed through investments in public infrastructure and services.	4. Women's access to social protection, including floors that guarantee basic income security across the life course, is enhanced.

Outcome TOC

If (1) awareness about the gender implications of macroeconomic decisions is increased, (2) if civil society organizations have the capacity to assess the impact of macroeconomic policies and engage with governments on engendering policies; then (4) political consensus can be created for macroeconomic policies that support employment opportunities for women and create fiscal space for public investment; because (4) an evidence-base and dialogue space has been created	If (1) gender audits of existing labor laws and policies identify key gaps and biases, if (2) the capacity of women's organizations to negotiate and collectively bargain is strengthened; and (3) government and corporate policies are improved in key sectors to promote better working conditions for women; then (4) decent work for women is promoted, because (5) a supportive institutional and policy framework is in place.	If (1) unpaid care and domestic work is recognized as a barrier to women's access to decent work, (2) if women's organizations are empowered to participate in debates and decision-making processes about public investments, if (3) adequate financing modalities are identified and tapped, and (4) if governments have the required capacities; then (4) unpaid care and domestic work will be reduced and redistributed through gender-sensitive public investments in time-saving infrastructure and care services, because political, social and financial barriers will have been addressed	If (1) the barriers to women's access to social protection are adequately identified, (2) if women's organizations are empowered to participate in debates and decision-making processes about social protection, (3) if financing modalities for gender-sensitive social protection are identified and tapped, and (4) if government has the required capacities, then (5) women's access to social protection, including floors that guarantee basic income security across the life course can be enhanced, because (5) political and financial barriers will have been addressed.

Outputs

1.1 Awareness about the gender implications of major macroeconomic decisions, including trade, monetary and fiscal policies, is increased (increase availability of data and evidence through research & knowledge production; advocacy) 1.2 Capacity of civil society organizations and government to assess the impact of macroeconomic policies is increased (e.g. technical training on impact assessments, capacity building for women's organizations) 1.3 Capacity of civil society to engage in dialogue with governments and ministries on engendering macroeconomic policies and demand accountability is strengthened (information dissemination on policy impacts, public debates & dialogues, advocacy)	2.1 Gender audits of existing labour laws and policies conducted (identify gaps and biases, including with regards to hiring, training and promotions; health and safety; equal pay; sexual harassment; quotas and targets; family-friendly work arrangements; and social protection). 2.2 Capacity of women's organizations to negotiate and collectively bargain in product and labour markets strengthened (e.g. capacity development of unions and women's associations in collective bargaining, basic accountancy, contract negotiations skills; advocacy with key line ministries to establish enabling legal framework). 2.3 Government regulations and corporate policies in key sectors and occupations to promote better working conditions and earnings is improved for women (e.g. minimum wage legislation and enforcement for domestic workers)	3.1 Unpaid care and domestic work is recognized as a key barrier to women's access to decent work (e.g. support for time use surveys and related feminist advocacy) 3.2 Women's organizations are empowered to participate in debates and decision-making processes about public investments (e.g. training and capacity building for women's organizations) 3.3 Financing modalities for gender-responsive investments (services and infrastructure) that reduce and redistribute unpaid care and domestic work are identified and tapped into (e.g. childcare services, water, sanitation, electricity. See ToC on Transformative Financing) 3.4 Capacities of national and local government is strengthened to deliver gender-sensitive public services and infrastructure.	4.1. Barriers women's access to key social protection schemes and potential responses are adequately identified (e.g. support for gender research, knowledge production and advocacy on women's access to pensions or participation in public works programs) 4.2 Women's organizations are empowered to participate in mobilizations, debates and decision-making processes around gender-sensitive social protection (e.g. training and capacity building for women's organizations; support participatory evaluation of existing social protection programs; support pilots to show effectiveness of innovative gender-sensitive social protection programs) 4.3 Capacities of government institutions are strengthened and coordinated to better manage social protection systems (e.g. identifying beneficiaries, putting infrastructure and services in place, transferring funds in a transparent, safe and secure manner, etc.)

Key Assumptions

- Women's organizations and CSOs want to engage on macroeconomic policy; political will exists to put gender equality and social justice at the center of macroeconomic policy; policy analysts want to engage in the production of knowledge and evaluations	Political will exists to expand decent work commitments, data are available to monitor and evaluate policies and programs, women and labor unions are organized and engaged.	- Political will and supportive social norms to recognize the importance of unpaid care work, resources are available to finance investments in social protection and infrastructure.	- Women will utilize social protection if it is available to them; adequate fiscal space is created for public investments.

Risks & Barriers

- Orthodox macroeconomic policy continues to be dominant; credibility of the policy analysis is weak; social dialogue does not gain traction	- Enforcement of non-discriminatory laws is challenging; - Raising adequate resources to finance labour and family friendly policies takes time.	Despite increased investment, women are still held responsible for a disproportionate share of child and elder care	Results will be difficult to monitor in the short term and support may dwindle accordingly.

UN Women Strategic Plan Impact Area 3:
Elimination of Violence against Women (EVAW)

Goal 3 of UN Women's Strategic Plan is that "*women and girls live a life free from violence*". The two Flagship Programming Initiatives under this impact area aim to end the cycle of violence against women and girls in private and public spaces. Together, they prevent violence against women from happening in the first place, stop its re-occurrence, respond to the multiple needs of survivors, address impunity and the long-term impacts through the provision of quality essential services.

The table below illustrates the contribution of the Flagship Programming Initiatives under Impact Area 3 to specific outcomes in the Strategic Plan.

STRATEGIC PLAN	FLAGSHIP PROGRAMMES	
	Prevention and Access to Services	*Safe Cities and Safe Public Spaces*
Outcome 3.1: Laws, policies and strategies are adopted and implemented in line with international standards and informed by voices of women survivors in order to prevent and respond to all forms of violence against women and girls in private and public spaces	Outcome 1: An enabling legislative and policy environment in line with international standards on EVAW and other forms of discrimination is in place and translated into action	Outcome 2. Comprehensive legislation and policies to prevent and respond to SVAWG in public spaces in place and effectively implemented
Outcome 3.2: Women and girls, are able to access multi-sectoral, survivor-focused services of high quality.	Outcome 3. Women and girls who experience violence are empowered to use available, accessible and quality essential services and recover from violence	Outcome 3. Investments in the safety and economic viability of public spaces, including public infrastructure/ economic development are effective

Flagship Brief Prevention and Access to Essential Services to End Violence against Women [1]

I. BACKGROUND

Assessment

Violence against women (VAW) persists in every country in the world as a pervasive violation of human rights and a major impediment to achieving gender equality. Global estimates show that over 1 in 3 women worldwide have experienced either physical and/or sexual intimate partner violence or non-partner sexual violence in their lifetime,[2] with this figure being as high as 7 in 10 in some countries. Research shows that violence against women leads to a wide range of physical, mental and sexual health problems, including death, and it affects families and whole communities.[3] Violence against women also has a significant economic impact and impedes the achievement of any global development goals.

Over the past two decades there has been a growing momentum to eliminate and prevent all forms of violence against women, mainly due to the sustained efforts of the women's rights movement. Governments have demonstrated their obligations and commitments to address VAW through the further elaboration of international and regional policy and legal agreements. General Recommendation No. 19 of the CEDAW Committee affirmed that violence against women was a form of discrimination, confirming that States have to address violence through this Convention.The Beijing Platform for Action (1995) identified violence against women as one of the 12 critical areas of concern that required urgent action to achieve the goals of equality, development and peace. The recently agreed agenda on the SDGs included ending VAW and harmful practices, as target areas, confirming that they need to be urgently addressed in order to achieve gender equality.

An increasing number of initiatives to prevent and address VAW have been undertaken in numerous countries. Progress has been mainly on the adoption of laws and policies; improving justice and service responses for survivors; raising awareness and data collection. Whilst services have been established in some countries however, the availability and accessiblity of these services is limited and the quality of services varies.

Analysis

Despite progress, the level of VAW remains alarmingly high, and many challenges still persist, including lack of strong political will; insufficient enforcement of legislation and allocation of adequate resources to implement laws, policies and programmes; insufficient monitoring and evaluation of their impact; and lack of coordination among different stakeholders.

Essential multisectoral and coordinated services to adequately respond to survivors of VAW (such as health, police, justice and social services) are often lacking in countries or only available in capitals/urban areas resulting in limited access for women who need them. Even where services and responses have been established, survivors are not aware of their availabilty and their rights in reference to these services; the quality and consistency varies which also limits accessibility, especially for adolescent girls, women with children and women and girls who experience multiple and intersecting forms of discrimination, such as those from indigenous communities and migrant groups, those living with HIV and those with disabilities.

The most significant challenge for eliminating and preventing violence, however, remains the persistence of attitudes and behaviours of men and women in society, including politicians, decision-makers, service providers (police/health workers), community leaders etc. that perpetuate negative stereotypes, discrimination and gender inequality, as root causes of VAW, and addressing this challenge, including structural causes, lies in the core of prevention work.

Despite some promising practices, prevention of violence against women and girls remains a relatively new area of work without a critical mass of data and clear evidence of "what works". Prevention initiatives are often small-scale, fragmented and stand-alone activities, limited to awareness-raising events, under-resourced and lacking impact evaluation. In addition, prevention of VAW is not often a part of comprehensive EVAW strategies and programmes, which is advisable as prevention should be part of the continuum of EVAW work, including services provision to survivors.

Action

The current flagship programme is designed to implement the normative framework on EVAW, including the agreed conclusions of CSW 57 (2013) which stressed the need for a comprehensive approach by adopting laws and policies and collecting data, and emphasised the role of prevention by addressing the root causes of VAW as well as the need to enhance accessibility of survivors to quality services. The main lesson learned, substantiated by evidence, is that in order to effectively address VAW, a comprehensive, transformative approach towards gender equality and women's empowerment is required which needs to result in comprehensive EVAW laws and policies, prevention, provision of essential services and VAW data collection (see Gender statistics), where capacity-building of national statistics offices in order to collect VAW data – in line with SDGs - is incorporated).[4]

The adoption of comprehensive laws addressing VAW and gender-based inequality and discrimination (e.g. family law, access to resources) (outcome 1) are important to address impunity, convey the message that VAW is not tolerated, help women leave an abusive relationship and take their lives into their own hands. Implementation of such laws remains, however, a challenge. Strengthening women's organizations, including through capacity-building, to hold governments accountable, advocate for effective implementation[5] and building the capacity of institutions (police, justice, health and education sectors), through codes of conduct, reporting mechanisms and awareness-raising programmes, to prevent and respond to VAW is therefore crucial.

Laws and policies can provide a comprehensive framework for addressing VAW but they need to be complemented by adequately funded strategies. VAW is a complex phenomenon and an effective prevention strategy needs to include mutually reinforcing interventions in order to facilitate transformative change in society by addressing the root and structural causes of violence. It should focus on women's empowerment and women's rights, include community mobilization and educational programmes and engage multiple stakeholders, including men and boys, media and women's organizations (outcome 2).

Prevention of VAW is closely interlinked with services/responses to VAW. Awareness-raising can result in increased demand from survivors for support, although survivors around the world substantially underuse existing VAW services for many different reasons. Women-centred quality essential services should be available to all survivors to ensure support and protection and to prevent violence from re-occurring (outcome 3). Awareness-raising of rights of survivors and availability of services need to be strengthened. Capacity- building of a wide range of service providers, development of clear protocols and guidelines for providing quality VAW services, including coordination and accountability mechanisms, are essential aspects of this proposed work. Having these services in place also sends a strong message to the community that VAW is not accepted.

This programme builds on existing work carried out and led by UN Women together with other partners, including the outcomes of CSW 57 by bridging research with policy recommendations; formulating global guidelines for the provision of services; and strengthening inter-agency understanding and collaboration in new areas such as prevention.

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1. The definition of women for the purposes of this flagship programme includes girls. UN Women works towards ensuring freedom from violence for women and girls of all ages. At the operational level however, UN Women's programmes are likely to impact older girls more directly (i.e. adolescent girls 11-19), as this means it does not duplicate, but rather complements, the efforts of other UN agencies such as UNICEF. UN Women's work on girls will also depend on its partnerships/agreements at country level.

2. WHO, 2013
3. Preventing Violence (WHO), 2010.
4. Heisse, 2011
5. Htun and Weldon, 2012.

II. THEORY OF CHANGE: Prevention and Access to Essential Services to End Violence Against Women and Girls

*A TOC by nature encompasses the actions required by **all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal	**Women and girls living free from violence** **Key indicators:** Proportion of ever-partnered women and girls aged 15+ subjected to physical and/or sexual violence by a current or former intimate partner, in the last 12 months; Proportion of women and girls aged 15+ subjected to sexual violence by persons other than an intimate partner, since age 15 (See Flagship Program Gender statistics for UN Women's work on capacity building of NSOs to collect data on VAW)
Goal TOC Statement	If (1) an enabling legislative and policy environment in line with international standards on EVAW, including for ending impunity and other forms of discrimination is in place and translated into action; (2) if favourable social norms, attitudes and behaviors are promoted at community and individual levels to prevent VAW; and (3) if women who experience violence are empowered to use available, accessible & quality essential services & recover from violence; then (4) there will be a substantial reduction in violence against women; because (5) violence is being prevented before it happens or before it re-occurs, and those experiencing violence will be empowered to recover and rebuild their lives with appropriate assistance and support.

Outcomes	**1. An enabling legislative and policy environment in line with international standards on EVAW and other forms of discrimination is in place and translated into action** Number (%) of countries with VAW laws and policies in place that are in line with international standards on VAW; Number (%) of countries with legal frameworks that promote gender equality and non-discrimination against all women and girls	**2. Favourable social norms, attitudes and behaviors are promoted at community and individual levels to prevent VAW** Percentage of people who think it is never justifiable for a man to beat his wife, by sex	**3. Women and girls who experience violence are empowered to use available, accessible and quality essential services and recover from violence** Percentage of women and girls who experience violence in the last 12 months who seek help form formal institutions; Percentage of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms
Outcome TOC	If (1) women are engaged in developing and implementing legislation to EVAW, if reformed legislation is adequately resourced and monitored, and if institutions have the capacity to implement legislative and policy frameworks; then (2) an enabling legislative and policy environment on EVAW and other forms of discrimination is in place and translated into action; because (3) evidence shows that legislation must be backed up by resources, capacity & oversight in order for it to translate into practice	IIf (1) community mobilization and education strategies are carried out in an integrated manner based on a shared understanding and approach in line with international standards and evidence on preventing VAW; then (2) favourable social norms, attitudes and behaviours are promoted at community and individual level that prevent VAW; because (3) evidence shows that multi-pronged prevention initiatives reinforce each other	If (1) service providers have the capacity to deliver essential services in line with global standards and guidelines, if these services are made available and accessible to women, and if women understand and can exercise their rights to services; then (2); women who experience violence are empowered to use services an recover from violence; because (3) underlying barriers to women's access to services have been addressed.
Outputs	**1.1. Women's voice and agency strengthened to advocate for the development and implementation of laws and policies on EVAW** (capacity development, awareness raising and mobilization of women's organizations, parliamentarians, women's, health, education and justice ministries) **1.2. Laws and policies are regularly reviewed, reformed and resourced to conform with international human rights standards and evidence** (technical assistance to review/reform laws, adequate budget allocations, oversight mechanisms to monitor implementation) **1.3. Capacity of institutions to implement legislation on EVAW and other forms of discrimination strengthened** (support to institutions, notably in the police, justice, health and education sectors to translate laws and policies into practice through codes of conduct, risk assessment processes and other tools, reporting mechanisms, awareness-raising programmes, etc.).	**2.1. Prevention strategies and action plans in line with international human rights standards developed and implemented by UN and national actors in a coordinated manner** (Global framework on the prevention of VAW is developed, publicized and adapted for implementation at country level based on national context) **2.2. Women, girls, men and boys at community and individual level are mobilized in favour of respectful relationships and gender equality** (community mobilization targeting both men and women, boys and girls, and other stakeholders, including traditional and faith leaders; specific focus on groups of women and girls who face multiple forms of discrimination, use of the media, theater, and other forms of entertainment, outreach by civil society, set up of peer-to-peer groups, finding influential 'champions'). **2.3. Educational curricula and programmes addressing gender equality and VAW are developed and integrated into formal and non-formal education** (development of educational curricula and programmes that promote gender equality and human rights, respectful relationships and non-violent communication skills, technical assistance to ministries of education)	**3.1** Global standards and guidelines for essential services are developed and integrated in service delivery (standards and guidelines service provision across sectors developed and made available including for ensuring women to have access to the range of health services that address physical, mental and sexual and reproductive health). **3.2. Capacity of service providers (health, police and justice, social services) to provide quality, coordinated services, to hold perpetrators to account in line with due diligence standards and collect and use data in an ethical manner is strengthened** (training to meet level of quality service, and technical areas area (including gender equality and data collection and analysis), peer-to-peer learning, South-South exchanges etc.) **3.3. Availability and accessibility of services to women and girls who were subject to violence improved, in the case of gender-related killings support to victims' families strengthened** (geographic, including in urban and remote areas, linguistic and financial accessibility of services, particularly for vulnerable/marginalized women, including indigenous, women living with HIV/AIDS etc. See Access to Justice TOC) **3.4. Women understand and can exercise their rights to quality services** (awareness raising and outreach efforts on laws, access to services, and recourse mechanisms through women's organizations, media campaigns, public information at police, justice, health and education facilities)
Key Assumptions	- Political will and commitment to EVAW as a national priority	- An integrated/multi-pronged approach to prevention is effective to change social norms and attitudes; - Changes in attitudes and beliefs will result in changes in behaviors.	- Quality services will increase women's confidence in seeking support and increasing their access to such services; - Commitment and resources to collect data and coordinate services.
Risks & Barriers	- Political statements are not translated into action; - Legislation not implemented due to lack of capacity and budget allocations; - Harmful social norms and attitudes limit women from advocating for laws on EVAW	- Lack of political will; -Lack of technical and financial resources; - Limited evidence on what works for preventing VAW; - Deeply entrenched harmful social norms resistant to change.	- Limited govt. and non govt. services available in countries (health / police / justice and social services); -Lack of technical and financial resources to improve service delivery; - Harmful social norms / fear prevent women from seeking services

Flagship Brief Safe Cities and Safe Public Spaces

I. BACKGROUND

Assessment

Sexual harassment and other forms of sexual violence against women and girls (SVAWG) in public spaces is a universal issue. Women and girls experience and fear various types of SV in public spaces ranging from unwanted sexual remarks and groping, to rape and gender-related killings. It occurs on streets, on buses and trains, near schools, in parks, public toilets, fields, at markets, and water and food distribution sites, and in diverse settings (urban, peri-urban, rural, conflict or post conflict, etc.).

In London, a study conducted, in 2012 reveals that 43% of young women have experienced some form of street harassment in the past year.[1] In Port Moresby, a scoping study[2] reveals that over 90% of women and girls have experienced some form of SV when accessing public transportation. In Kigali, baseline study[3] shows that 55% of women reported that they were concerned about going to educational institutions after dark.

The reality of SVAWG in public spaces infringes upon the rights and freedoms of women and girls as equal citizens. It reduces women's and girls' ability to participate in school, work and in public life. It limits their access to essential services and enjoyment of cultural and recreational opportunities. It negatively impacts their health and well-being, and the economic and social viability of cities and countries. Women and girls living in poverty or from socially excluded and stigmatised groups (indigenous, migrants, immigrant, living with disability, displaced women and girls, etc.) are at greater risk of SVAWG and more vulnerable to its negative effects.

The Beijing Platform for Action (1995) distinguished VAW as one of the 12 critical areas for achievement of GEWE. In 2013, the CSW57 specifically identified various forms of sexual harassment and SVAWG in public spaces as a distinct area of concern, and called on governments to prevent it through various measures and programmes. This call should be further affirmed in the currently proposed indicators to monitor implementation of the Sustainable Development Goals and targets, specifically under goal 5 (gender equality) and 11 (making cities and human settlements inclusive, safe, resilient and sustainable).

Analysis

Despite affecting millions of women and girls in every country of the world, SVAWG in public spaces has been long tolerated and perceived as a "normal" part of social life. This reflects discriminatory attitudes and behaviours that perpetuate gender stereotypes and inequality and acts as a structural barrier to the recognition, prevention and adequate response to SVAWG. As a result, SVAWG, especially sexual harassment in public spaces, remains a largely neglected issue.

The under-recognition of SVAWG in public spaces is reinforced by the universal gap in availability of specific, valid, comparable, systematically and ethically collected data and the limited capacity of local governments, NGOs, and other stakeholders to produce it.

This contributes to a legal environment that simply does not have the legislation and policies to prevent and respond to SVAWG in public spaces. While some promising initiatives have been developed to address women's safety in public spaces in the last 40 years, they have been limited in scale and scope. These initiatives have often consisted of stand-alone, fragmented activities (such as women's safety audits,[4] and awareness-raising campaigns). The lack of a holistic, multi-sectoral approach has exacerbated the already existing lack of cooperation among different stakeholders (local authorities, women's, men's and youth grassroots, the private sector, media, etc.) to design and implement safe public spaces programmes.

Limited capacity and the lack of dedicated measures to strengthen the capacities of the main stakeholders to prevent and respond to SVAWG in public spaces, is another key challenge.[5]

Unsurprisingly, the lack of recognition and cooperation as well as unsupportive policies and limited capacities have translated into an underinvestment in the planning (both physical and social) and management of public spaces, urban development, and safety and security strategies, resulting in public infrastructure that is unsafe for women and girls.

As a result of these deficiencies, the global normative framework is also limited and does not provide required guidance for programming, policy development and monitoring.

Action

For participating cities in the Safe Cities and Safe Public Spaces Flagship, transformative change- towards increased recognition of SVAWG in public spaces and its impact, and willingness to end it through multi-stakeholder partnership is achieved through the four outcomes below.

1) **Gender-responsive locally relevant and owned interventions identified:** Local ownership is the cornerstone for this flagship. This outcome focuses on building this ownership by creating multi-stakeholder partnerships and providing the evidence-base for stakeholders to identify solutions. The scoping study is an essential component. It is designed to provide valid and specific data to ensure a deep understanding of local forms of SVAWG in public spaces and the context in which it occurs. Programme design workshops are used to engage key stakeholders in active reflections on the findings of the scoping study, and to enable them to develop programmes with a specific set of results, based on the local context, vision, and joint stakeholders' accountability.

2) **Comprehensive legislation and policies to prevent and respond to SVAWG in public spaces:** The capacity of local stakeholders will be assessed and enhanced to ensure that comprehensive legislation and policies to prevent and respond to SVAWG in public spaces are developed, and effectively implemented including strengthening the capacity of services providers and institutions.

3) **Investments in the safety and economic viability of public spaces:** including public infrastructure and economic development and with special concern for creating economic opportunities for women in the renewed public spaces. This includes building capacity of local governments to invest in engendering urban planning, including public infrastructure, such as markets, public transport, street lighting, social services, sanitation,, that provide safety, and economic empowerment for women and girls and benefits for the communities.

4) **Social and cultural transformation – to ensure that attitudes and behaviours** related to women's and girls' rights to enjoy public spaces free from SV improved, including through activities at community, institutional and individual level, engaging girls and boys and other influential champions in transformative activities in schools, and other venues that promote respectful gender relationships, gender equality and safety in public spaces, etc.

1. Ending Violence Against Women Coalition (2012) 2. Kofi Annan (2015)
2. UN Women (2014) Safe Public Transport Scoping Study
3. UN Women (2013)

4. Women in Cities International (WICI), Red Mujer y Hábitat de América Latina and Huairou Commission. (2008) The Global Assessment on Women's Safety. Kenya: UN Habitat

5. UN Guidelines for the Prevention of Crime (2012)

II. THEORY OF CHANGE: Safe Cities and Safe Public Spaces for Women and Girls

A TOC by nature encompasses the actions required by all partners to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.

Goal

Women and girls are socially, economically and politically empowered in public spaces which are free from sexual harassment and other forms of sexual violence.
SDG indicators: Goal 5, target 2 (proxy): Proportion of women and girls subjected to sexual violence by persons other than an intimate partner, since age 15 (in public spaces, sites of intervention); Goal 11 target 7 (proxy) proposed by UN Women: Proportion of women and girls subjected to physical or sexual harassment, in public spaces, in the last 12 months, sites of intervention

Goal TOC Statement

If (1) gender-responsive, locally relevant and owned interventions are identified on creating safe public spaces (SPS); if (2) comprehensive policies to prevent and respond to sexual harassment (SH) and other forms of SVAWG in public spaces are developed and implemented; if (3) investments in the safety and economic viability of public spaces of public spaces are effective and accessible to all; and if (4) social norms related to women's and girls' rights to enjoy public spaces free from SVAWG are improved; then (5) women and girls are socially, economically and politically empowered in public spaces; because (6) the risks of SH and other forms of SVAWG have been reduced through sustainable local solutions.

Outcomes

1. Gender responsive locally relevant and owned interventions identified (Safe city partnerships in place and inclusive of women in decision-making positions and accountability mechanisms; Programme Document ,M&E Framework available and validated by local stakeholders)	**2. Comprehensive legislation and policies to prevent and respond to SVAWG in public spaces in place and effectively implemented** (Number of laws, policies to prevent and respond to SVAWG in public spaces that are informed by the local evidence and by international good practice are in place and implemented)	**3. Investments in the safety and economic viability of public spaces, including public infrastructure/ economic development are effective** (Number and type of urban development/revitalization/economic development projects in public spaces in the sites of intervention that are assessed as economically viable and safe from SVAWG)	**4. Attitudes and behavior related to women's and girls' rights to enjoy public spaces free from SVAWG improved** (Proportion of women and girls, men and boys who agree that harassment and violence in public spaces is not acceptable under any circumstances, in the sites of intervention)

Outcome TOC

If (1) local authorities and community stakeholders have the capacity to engage in evidence based programming; if multi-stakeholder partnerships are established; and if data about SVAWG in public spaces is locally generated and gender expertise is available; then (2) gender responsive locally relevant, owned and sustainable solutions will be identified; (3) because evidence and the views of all stakeholders will have been have been leveraged.	If (1) local authorities, women's and community groups have the capacity to engage in policy reform to prevent and respond to SVAWG in public spaces; if adequate financing and oversight mechanisms are in place; and if the capacity of service providers to implement policies is enhanced; then (2) policies to prevent and respond to SVAWG in public spaces will be effective; because (3) they will be locally owned and supported by the required human and financial resources	If (1) local authorities, women's and community groups have the capacity to engage in the formulation of gender inclusive plans to improve safety; if adequate financing and oversight mechanisms are in place; and if the capacity of service providers to implement gender inclusive plans is enhanced; then (2) investments in the safety, and economic viability of public spaces will be effective; because (3) they will be informed by designs that are gender sensitive and supported by the required human and financial resources	If 1) women and girls and men and boys participate in community mobilization strategies; if they are empowered to assert their rights; and if messages on preventing SVAWG are amplified by education and the media; then (2) transformative social norms, attitudes and behaviours that prevent SVAWG are promoted at community and individual level; because (3) evidence shows that multi-pronged prevention initiatives reinforce each other.

Outputs

1.1 Capacity of local authorities, women's and community groups to develop comprehensive interventions for prevention and response to SVAWG in public spaces in coordination with other stakeholders enhanced (conceptual approaches, key steps in integrated evidence-based policy and programme action on SC/SPS) **1.2 Multi-stakeholder partnerships established** (vertical and horizontal partnerships established with mayors' offices, women's organizations, local authorities, private sector, media, civil society etc , consultations conducted; consensus building) **1.3 Local data collected, analyzed and informed participatory programme design shared with multi-stakeholder partners** (scoping study/local diagnosis informed Programme Document, baseline, RBM and M&E frameworks; access to good practices, gender experts in various fields e.g urban planning, SVAWG, etc.)	**2.1 Capacity and engagement of women's and community groups on model SVAWG legislation and policy enhanced** (capacity assessments conducted, training, for awareness raising, community mobilization) **2.2 Capacity and engagement of local authorities and service providers on model SVAWG legislation and policy enhanced** (capacity assessments, training, support provided) **2.3 Laws and policies adopted to prevent and respond to SVAWG based on local evidence and international good practice with accompanying financing and oversight mechanisms** (assessment and adoption of laws and policies, budgets allocated, financing and M&E in place) **2.4 Capacity and engagement of service providers to implement legislation and policies strengthened** (capacity assessments to identify capacity gaps of local service providers (police, justice, health, education sectors) trainings provided)	**3.1 Capacity and engagement of women's and community groups in gender inclusive site-planning and income generation enhanced** (capacity assessments, women's safety audits, business plans development trainings) **3.2 Capacity of authorities and other stakeholders to develop and implement gender inclusive public infrastructure/ economic development plans is enhanced** (capacity assessments, training that responds to capacity gaps, including on women's economic empowerment in public spaces) **3.3 Gender inclusive plans that include public infrastructure/ economic development, inclusive of women's economic empowerment in public spaces, and other measures in place with accompanying financing, and oversight mechanisms** (capacity assessments conducted to identify gaps; budgets allocated, incentives & leveraging of partnerships with the private sector, M&E mechanism)	**4.1 Capacity of women and girls and men and boys to recognize SVAWG in public spaces as violation of women's rights, to respond and prevent it, enhanced** (capacity gap analysis on understanding the root causes of SVAWG in public spaces, bystander role; trainings through women's organizations, civil society, government, etc. special focus on groups facing multiple discriminations) **4.2 Women, girls, men and boys at community level are mobilized in favour of respectful relationships, gender equality and safety in public spaces** (community mobilization activities engaging men and women, boys and girls, and other stakeholders, including faith leaders, formal and informal key influencers, media, local businesses, set up of local-to-local dialogues, bystander programmes, etc). **4.3 Transformative Initiatives developed and integrated into formal and non-formal education & media messaging** (development of curricula and programmes (arts based strategies) that promote gender equality and human rights, respectful relationships and non-violent communication skills, technical assistance to departments of arts, culture, educations, etc.).

Key Assumptions

- Stakeholders will become committed on a continuous basis to working in a collaborative manner in policy and programme action as a result of engagement in partnership building and in learning about the impact of SVAWG on their lives and on the community	- Sustained commitment from duty bearers to improving laws and policies and implementation framework for EVAWG; - Local authority and other main partners continuously committed to learning from global good practice incorporating gender equality and committing to EVAW	- Implementation partners have time and versatile expertise to raise awareness and train stakeholders - Local government leadership ensures that staff complete training - Turnover of staff does not affect the implementation of programmes and strategies to prevent and respond to SVAWG	- An integrated/multi-pronged approach to prevention is effective to change social norms and attitudes - Men and boys and women and girls interested in understanding their rights and entitlements

Risks & Barriers

- Acquired capacity and knowledge not translated in transformative action; -Action adopted is not women's rights and human-rights based - Data on SH/SV created negative publicity for a city which could affect the level stakeholder commitment.	- Changes in local authorities that may affect the degree of political will and commitment, as well as turnover of technical-level counterparts in the civil service. -Depending on the context and degree of decentralization in the country, the lack of budgetary authority of local governments. This can hamper efforts to support local government	- Positive changes and investments in the physical environment and overall safety of the areas of programme intervention may increase the value of land and housing, especially in the long-term. This can trigger gentrification and consequent out-pricing of the marginalized and the poor with a more wealthy population	- Social and cultural attitudes, and political will cannot be changed in favor of equal rights; -Equal rights are not translated into practice. - Changes that advance the right to enjoy public spaces for some groups of women may negatively and inadvertently affect the same rights for other disadvantaged/socially excluded women and men

UN Women Strategic Plan Impact Area 4:
Peace, Security, and Humanitarian Action (PSH)

Goal 4 of UN Women's Strategic Plan is that "peace and security and humanitarian action are shaped by women leadership and participation". The three Flagship Programming Initiatives under this impact area closely inter-linked. Together, they build synergies over the humanitarian-development continuum by strengthening women's agency, leadership and participation to rebuild their lives in situations of crisis, conflict and disaster.

Conflict

Prevention
Resolution
Protection
Recovery

1325

Crisis

Response

LEAP

Disaster

Prevention
Preparedness
Recovery

DRM

The table below illustrates the contribution of the Flagship Programming Initiatives under Impact Area 4 to specific outcomes in the Strategic Plan.

STRATEGIC PLAN	FLAGSHIP PROGRAMMES		
	Women's Engagement in Peace, Security & Recovery	**Women's LEAP in Crisis Response**	**Addressing the Gender Inequality of Risk**
Outcome 4.1 Women, Peace and Security commitments and accountability frameworks adopted and implemented in conflict and post-conflict situations	Outcome 1. An enabling environment for implementation of WPS commitments is created		
Outcome 4.2 Peace talks, recovery, conflict resolution and peace building planning processes and transitional justice processes include provisions on women's rights, participation and protection	Outcome 2. Conflict Prevention: Women participate in and inform decision-making processes & responses related to conflict prevention Outcome 3. Conflict Resolution: Representation and leadership of women is increased in formal and informal peace negotiations Outcome 4. Protection: Women and girls' safety, physical and mental health and security are assured and their human rights respected		Outcome 1. Gender dimensions of disaster risk, particularly in terms of women's vulnerability, capacity & exposure to hazards is assessed Outcome 4: Women's capacity to prevent, prepare for, and recover from natural hazards in a changing climate is strengthened
Outcome 4.3. Gender equality commitments adopted and implemented in humanitarian action which includes disaster risk reduction and preparedness, response and early recovery	Outcome 5. Peacebuilding & Recovery: The socio-economic recovery & political participation of women and girls are promoted in post-conflict situations	Outcome 1: Humanitarian/crisis response planning, frameworks and programming are gender inclusive & responsive; Outcome 2: Protection and economic opportunities for women in temporary shelters & in host communities displaced by sudden onset emergencies is promoted; Outcome 3: Positive coping mechanisms are promoted for marginalized women and girls affected by protracted & slow onset crises	Outcome 2: Gender equality commitments adopted and implemented in humanitarian action which includes disaster risk reduction and preparedness, response and early recovery
Outcome 5.1 National Development Strategies and other national sectoral plans with specific commitments to advance gender equality and women's empowerment adopted and implemented			Outcome 3: The financing gap for gender-responsive prevention, preparedness & recovery is addressed

Flagship Brief Women's Leadership, Empowerment, Access & Protection (LEAP) in Crisis Response

I. BACKGROUND

Assessment

A total of 59.5 million people were displaced in 2014 due to violence or persecution, while an estimated 107.3 million people were affected by disasters caused by natural hazards.[1] Of the 80 million who were in need of humanitarian assistance, more than 75 per cent were women and children.[2] In addition to being most affected, women and adolescent girls are also the main caregivers and among the first responders, holding their families and communities together.

The Inter-Agency Standing Committee (IASC) Policy on gender emphasizes the importance of humanitarian assistance on meeting the needs of the most vulnerable women. Providing targeted livelihood and protection support to women in displaced settings also has a ripple effect on the wellbeing of their families and communities. Research shows that women's active participation in economic life makes peacebuilding and recovery efforts more sustainable.[3]

However, while accurate figures on how much humanitarian assistance responds equally to the needs of women and men and leads to gender-related outcomes is difficult to assess due to minimal reporting against the gender marker, data show a persistent gender bias and under-investment in gender equality. According to the Global Humanitarian Assistance Report (2015), the proportion of humanitarian projects making a 'significant' or 'principal' contribution to gender equality fell from 24% in 2012 to just under 20% in 2014. In 2012, only 3 per cent (USD 257 million) of the USD 8.4 billion total in humanitarian funding was allocated to programmes focused on gender equality.

At the same time, crises are becoming more protracted. The average length of time that people worldwide who have been displaced by crisis has increased to a staggering 17 to 25 years.[4] However, aid in protracted crisis tends to rely on short-term solutions to long-term problems and offers few options for women to rebuild their lifes and empower them as providers for their households.

Analysis

The aim of humanitarian assistance is first and foremost to save lives of those most in need. It is based on the principles of Humanity, Neutrality, Independence and Impartiality.[5] However, a gender blind delivery of assistance is seldom gender neutral because of the structural and emerging new barriers faced by women and can, unwittingly, results in gender descrimination.

Because of the life-saving nature of humanitarian assistance and the urgency of the response, women's needs and rights are often overlooked. Insufficient time and emphasis is placed on conducting gender assessments and analyses. This make it impossible for humanitarian action to adequately understand and respond to the distinct needs and vulnerabilities of women and girls.

However, displaced and vulnerable women and girls living in camps and host communities face a range of distinct challenges and protection issues. These include: higher risks of sexual and gender-based violence, limited mobility to access humanitarian assistance and services due to physical insecurity, childcare responsiblties, or discrimintaory social norms. For example, food that is distributed in mixed male/female lines will exclude women from certain cultures. Similarly, latrines for women without sufficient light make women vulnerable to sexual assults. Women who have lost husbands face additional challenges and responsibilities as heads of households and are exposed to higher risks of exploitation.

Where gender assessments do take place, there is a lack of engagement of women's groups due to capacity, cultural, security and/or political barriers. Local women's groups play a marginal role overall in the humanitarian response, notably in camp management and coordination. Finally, the short-term and unpredictablity nature of humanitarian assistance, the limited availabity of development finance, and the lack of appropriate programming instruments to address protracted crises and prolonged displacement results in a collective failure to empower women and increase their resilience to future shocks.

Action

This flagship programme improves the gender-responsiveness of humanitarian action by:

i) **Ensuring that humanitarian/crisis response planning, frameworks and programming are informed by gender analysis and needs assessments**: This will include providing tools and guidance on gender analysis and on strengthening the agency, voice and capacities of women's machineries, civil society and gender advocates to engage effectively in humanitarian planning and programming. It will also leverage UN Women's coordination mandate in favour of ensuring women and girls' needs and priorities are fully integrated into humanitarian assistance.

ii) **Increasing access to protection and economic opportunities for vulnerable and displaced women affected by sudden onset emergencies** through safe/social spaces and income generation opportunities. These social spaces promote a positive environment for awareness raising; access to multi-sectoral services and referral mechanisms including prevention and response to SGBV; women support groups; and child-care services. The safe spaces also promote empowerment by facilitating access to skills training, cash-for-work and livelihoods support.

(iii) **Bridging the humanitarian/ development divide in protracted & slow onset crises by promoting positive coping mechanisms, and sustainable livelihoods for marginalized women.** Converting the safe/social spaces into eonomic empowerment hubs, this approach involves strengthening women's access to productive assets and skills, supporting their leadership in community life and decision making, and targeting gender-specific structural barriers and discrimination rooted in prevailing social norms and attitudes. Providing economic opportunities to women in situations of protracted displaced settings strengthens their resilience and empowerment.

1. United Nations Office of the High Commissioner for Refugees, "Global Trends Forced Displacement", 2014 (p.2)
2. Women Refugee Commission: http://womensrefugeecommission.org/about/how-we-work.

3. UN Women Research:
http://www.unwomen.org/en/digital-library/publications/2015/7/the-effect-of-gender-equality-programming-on-humanitarian-outcomes

4. United Nations Report of the Special Rapporteur on the human rights of internally displaced persons ,2015
5. UN OCHA:
https://docs.unocha.org/sites/dms/Documents/OOM_HumPrinciple_English.pdf

II. THEORY OF CHANGE: Women's Leadership, Empowerment, Access & Protection (LEAP) in Crisis Response

*A TOC by nature encompasses the actions required by **all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal

Women and girls affected by crisis will lead, participate in, and benefit from relief and response efforts
Key indicators: % of funding allocated to gender-responsive actions; % of women benefiting from the response

Goal TOC Statement

If (1) humanitarian planning and programming are gender responsive; if (2) relief efforts prioritize the participation, safety and economic wellbeing of women displaced by sudden onset emergencies; and if (3) the response promotes positive coping strategies for marginalized women who continue to be affected by protracted crises; then (4) women and girls affected by crisis will play a leadership role and benefit from relief and response efforts; because (5) their rights and needs will be at the center of humanitarian assistance.

Outcomes

1. Humanitarian/crisis response planning, frameworks and programming are gender inclusive & responsive % of projects with gender marker 2a and 2b; % of women participating in relief planning	2. Protection and economic opportunities for women in temporary shelters & in host communities displaced by sudden onset emergencies (conflict/disease outbreak/disaster) is promoted # of women participating in camp coordination structures; % change in income of displaced women in temporary shelters and in host communities; % change in incidences GBV of displaced women in temporary shelters and in host communities	3. Positive coping mechanisms are promoted for marginalized women and girls affected by protracted & slow onset crises (conflict/disaster, temporary shelters & host communities) % change in income of marginalized women; % of FHH and marginalized women with access to support services

Outcome TOC

If (1) women's needs inform humanitarian planning and programming; and national, UN, and civil society organizations have the capacity and opportunity to integrate gender equality into planning and programming; then (2) humanitarian planning and programming will be gender inclusive, responsive and promote women's empowerment; because (3) experience shows that explicit involvement of women in the design and implementation of humanitarian assistance facilitates meeting their needs	If (1) women who have been displaced by sudden onset emergencies are meaningfully engaged in the humanitarian relief; if they have access to productive and financial assets, protection mechanisms, and effective support services; then (2) their safety and economic wellbeing will be promoted; because (3) the relief effort will have been engendered.	If (1) marginalized women and girls affected by protracted and slow onset crises have access to the required assets, skills and partnerships; and if social services and practices are supportive; then (2) marginalized women and girls will be able to cope positively with protracted and slow onset crises; because (3) their absorptive capacity has been strengthened

Outputs

1.1. Gender analysis and assessments conducted to inform multi-sectoral humanitarian/crisis response planning and programming (guidance & tools on gender analysis and assessments made available to UN and govts; analysis / assessments conducted, budgetary allocations assessed; disaggregated data collected) **1.2. Increased capacity and effective engagement of women & gender machineries in humanitarian planning, response frameworks and programming** (organizational mapping, capacity development, engagement with women, networking and coalition building, increasing access and participation of affected women to planning and programming) **1.3. National, UN & aid coordination mechanisms strengthened to identify, address and monitor the needs of women and girls** (technical assistance, trainings, surge support, disaggregated data collected).	**2.1. Increased leadership and engagement by displaced women in relief efforts & decision making** (promote participation and leadership opportunities for women in relief distribution, monitoring & coordination committees) **2.2. Increased access to effective services & protection mechanisms through social spaces in temporary shelters and in host communities** (establish centers in temporary settings; identify centers with host governments, awareness raising, reduce stigma for survivors capacity development of service providers for multi-sectorial services, including prevention and response to SGBV, promote existing referral mechanisms, create women support groups, provide child-care services) **2.3. New sources of income and economic opportunities created through targeted cash for work & development of capacities and skills** (identify and create partnerships with potential buyers/employers in camps/temporary settings and host communities, provide targeted cash for work in return for relevant services/products provided, transfer productive assets to women cooperatives in camps/temporary settings and host communities, vocational training based on identified market needs, business development skills)	**3.1. Marginalized women (including displaced and host) have increased access to the required assets, skills and partnerships** (identify and create partnerships with potential buyers/employers, transfer start-up packages, including productive assets and micro-finance, vocational training based on identified market needs, business / entrepreneurship development, finance / accounting skills) **3.2. Capacity of service providers to offer support services to marginalized women and girls strengthened** (capacity development of service providers to offer support services including child-care, safe/social spaces for survivors of GBV, mental and psycho-social services etc. Services provides may include civil society and local government). **3.3. Promoting positive attitudes and behaviours of men and boys towards gender equality** (assess the root causes of attitudes & behaviours; develop advocacy strategies; awareness raising; outreach to community/religious leaders, capacity development of CSOs to engage men and boys; use of media)

Key Assumptions

- Political will amongst government, UN, and international actors to support and promote planning, response frameworks and programming that integrate gender equality and women's empowerment. - Supportive social and cultural norms and practices.	- Host governments permit displaced women to immediately access income generation schemes and social spaces in camp and non-camp settings when there has been an onset of a sudden emergency, without balancing the need to invest in host communities in the short-term - UNW able to leverage its coordination mandate and convening role to mobilize service providers	- Host governments/communities require investments in host communities when the crisis becomes protracted and return of displaced women is not possible; Service providers are supportive of gender-responsive service delivery

Risks & Barriers

- Recommendations from gender assessments are not adopted or prioritized due to political, social or financial barriers.	- Income generation schemes do not translate into higher incomes due to intra-household imbalances. - Tension between men and women increase due to lack of opportunities for men and boys. - Social and cultural attitudes and behaviours towards ending GBV cannot be changed. – Insecurity limits movement. - Stigma / cultural barriers limit survivors from coming forward.	Income generation schemes do not translate into higher incomes due to intra-household imbalances and limited local markets. – Tension between men and women increase due to lack of opportunities for men and boys. – Social, cultural, political barriers towards promoting positive coping mechanisms for marginalized women – Insecurity limits movement. – Stigma / cultural barriers limit survivors from coming forward.

Flagship Brief Addressing the Gender Inequality of Risk & Promoting Community Resilience to Natural Hazards in a Changing Climate

I. BACKGROUND

Assessment

The risks associated with natural disasters, food price hikes, pandemics, protracted crises are increasing faster than attempts to prevent, mitigate and reduce them. Since 1970, the number of people exposed to floods and tropical cyclones has doubled[1]. In the past decade, disasters have continued to exact a heavy toll across the world with over 700 thousand lives lost, 1.7 billion people affected and economic losses of US$ 1.4 trillion[2]. The increasing effects of climate change exacerbates disaster risks and disproportionately affects the most vulnerable. UNISDR assessed that in the past 10 years 87% of disasters have been climate related, and this number is expected to grow.

Women and girls will be particularly affected by this expected increase in extreme weather events. 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 crises and post disasters situations. Research shows that women are more at risk of being affected by disasters and their aftermaths. In 1991 the cyclone in Bangladesh killed 140,000 people. Within the age group 20-44, the female death rate was 71 per 1000, compared to 15 per 1000 for men.

Little progress has been made in addressing this dramatic gender inequality of risks over the past 25 years. For example, more than 70% of the fatalities from the 2004 Asian tsunami were women. Similarly, when Cyclone Nargis hit the Ayeyarwaddy Delta in Myanmar in 2008, the death rate of those aged 18 to 60 for women was double that of men, and an estimated 87% of unmarried women and 100% of married women lost their main source of income.[3] The death toll for women and girls following the devastating earthquake in Nepal in 2015 was 55%.

This lack of progress on addressing the underlying risk drivers has been recognized by the international community and new normative framework. The Sendai Framework for Disaster Risk Reduction (DRR) 2015-2030 calls for a paradigm shift through dedicated action to tackle underlying disaster risk drivers and as a matter a principle including gender in all policies and practices.

Analysis

Four key factors explain the persistence of the gender inequalities of risk over the past two and half decades. First, the gender dimensions of disaster risk are still not well understood. Limited technical capacity at the national and local level has resulted in a lack of sex and age disaggregated data (SAAD) and gender analysis of disaster risks. This continues to impede proper understanding and accurate response and development strategies. Sixty-two of 70 reporting countries within the mid-term review of the Hyogo Framework of Action did not collect gender-disaggregated vulnerability and capacity information from 2009-2011. There is also no systematic collection of SAAD in the analysis on damages and losses caused by disasters. These are usually recorded in terms of productive resources, which tend to be owned by men. Losses in the informal sector and subsistence farming where women are over represented are not often recorded leading to a substantial under valuation of the impact and opportunity cost for women[4].

Second and partly as a result, little political attention is given to the development and implementation gender-responsive DRM policies. There is also a disconnect between institutions promoting gender equality and national disaster risk management mechanisms. Ambiguity in terms of accountability[5] is another reason leading to gender equality becoming an "add on" effort largely isolated from general development efforts. This undermines a comprehensive, multi-sectoral approach that is needed to support the most marginalize.

Third, this lack of political commitment translates into inadequate resources allocated to address the structural drivers of gender inequality that would reduce women's vulnerability and increase their resilience to disasters. Limited public finance for social protection and insurances are particularly problematic.

Finally, the lack of women's active participation, particularly at local level in disaster risk management, perpetuates the status quo and impedes progress towards implementation of gender equality commitments in the normative frameworks.

Action

The Sendai Framework offers an opportunity to address the underlying causes of the gender inequalities of risk. The following actions are required in this regard:

1. Assess the gender dimensions of disaster risk in a changing climate through: (i) increased participation of women in disaster risk assessments by strengthening their capacities to understand risks in a changing climate; (ii) ensuring that data collection instruments and tools are gender sensitive to enable collection of SADD; and (iii) undertaking gender specific disaster risks assessments in order to understand women's vulnerabilities, capacities and exposure to hazards.

2. Support national DRM policy and governance to implement gender responsive DRM framework by: (i) developing specific policy response that address gender inequality of risk in a changing climate and it is duly integrated in the mainstreamed DRM policy; (ii) ensuring inter-sectoral and multilevel coordination mechanisms for DRM are established to enhance gender responsiveness; and (iii) monitoring the effectiveness of DRM on reducing gender specific disaster risks through relevant frameworks.

3. Address financing gap for gender-responsive prevention, preparedness & recovery through: (i) increased dedicated budget allocations at the national and local levels to respond to gender specific prevention, preparedness and recovery needs in productive, social infrastructure and services sectors; (ii) increased access of women to appropriate financing products such as social protection and insurances as mechanisms for risk transfer, risk sharing etc.; and (iii) increased gender responsive private sector investment in prevention, preparedness and recovery in a changing climate including urban development plans, enforceable building codes and standards etc.

4. Strengthen women's capacity to prevent, prepare for, and recover from natural hazards in a changing climate by: (i) ensuring that early warning and early action systems are gender responsive; (ii) increasing women's engagement in preparation of local disaster preparedness plans through supporting their technical capacities; and (iii) ensuring that women have equal access to, and protection of basic local infrastructure and services to enable their recovery in a changing climate.

1. UN ISDR (2011) „Global Assessment Report", p.32.
2. Care =: talking emergencies in an era of climate disruption: reducing risk and building resilience for the poor and vulnerable.
3. Climate Change Connections :Women at the Forefront UNFPA, WEDO 2009, www.preventionweb.net/files/12053_climateconnections1overview1.pdf

4. Women, girls and Disasters , A review for DFID by Sarah Bradshaw and Maureen Fordham, 2013, Angeles Arenas Ferriz (2001) The Relevance of Considering a Gender Perspective in Damage Assessment and Recovery Strategies: A Case Study in El Salvador, Central America.

5. Towards the post-2015 Framework for Disaster Risk Reduction: Women as a force in resilience building, gender equality in disaster risk reduction, April 2014, A background Paper on gender inclusion in HFA2

II. THEORY OF CHANGE: Gender Inequality of Risk (DRM)

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Goal	**The gender inequalities of loss of lives and livelihoods is mitigated and the resilience of communities to natural hazards is enhanced in a changing climate** **Key indicators:** # of causalities, disaggregated by sex; # of displaced women; # of affected, disaggregated by sex, # women reached by preparedness. Guiding normative framework: Sendai Framework for Action
Goal TOC Statement	If (1) the gender dimension of risk is understood, if (2) the national framework for disaster risk management is gender responsive; if (3) the financing gap for gender-responsive disaster prevention, preparedness and recovery is reduced; and if (4) the capacity of women to prevent, prepare for, and recovery from hazards is enhanced; then (5) the gender inequalities of loss of lives and livelihoods will be mitigated and the resilience of communities to natural hazards will be enhanced in a changing climate; because (6) the gender inequality of risk is a root cause of vulnerability at the community level.

Outcomes			
1. Gender dimensions of disaster risk, particularly in terms of women's vulnerability, capacity & exposure to hazards is assessed (% of women involved in disaster risk assessments; # of gender-specific disaster risk assessments undertaken)	**2. National DRM Policy and Governance is gender-responsive** (% of policy responses that respond to gender-specific disaster risks)	**3. The financing gap for gender-responsive prevention, preparedness & recovery is addressed** % of budget allocations made to address gender-specific risks; % increase in private investment in prevention, preparedness and recovery	**4. Women's capacity to prevent, prepare for, and recover from natural hazards in a changing climate is strengthened** % of women involved development of preparedness plans; % change in women's access to local basic services

Outcome TOC			
If (1) women are engaged in disaster risk assessments, and if gender specific data is collected using specific methodologies; then (2) then a comprehensive, gender-responsive understanding of disaster risk is created; because (3) the gender differences of risk, particularly in terms of women's vulnerability, capacity and exposure, have been taken into account.	If (1) gender inequalities of risk are integrated into DRM policies and if required DRM governance coordination mechanisms are put in place to implement them and monitor their effects then (2) an enabling policy environment will be in place to support appropriate responses to specific gender inequalities of risk; because (3) national DRM framework will be gender responsive.	If (1) budget allocations finance gender-responsive prevention, preparedness & recovery needs, and if the appropriate regulations, and financing products, insurances and incentives are in place; then (2) the financing gap for gender specific disaster risks will be reduced; because (3) public and private sources of finance have invested in gender-responsive disaster risk reduction.	If (1) early warning systems and emergency preparedness plans respond to the identified local gender inequalities of risk, and if there is equitable access to, and protection of essential local infrastructure and basic services; then (2) women will be better prepared for, able to respond to, and recovery from disasters; because (3) community preparedness and recovery supports women build their resilience to disasters.

Outputs			
1.1. Increased engagement by women in disaster risk assessments (capacity development of women & women's organizations to understand and articulate the risks that affect them, linking women's machinery to disaster risk assessments at the local and national level) **1.2. Data collection instruments and tools are gender-sensitive** (include the gender dimension in data collection tools, collection of sex-disaggregated data) **1.3. Gender-specific disaster risk assessments in a changing climate are undertaken** (identify the gender-specific disaster risks, including women's vulnerability, capacities and exposure to hazards, identify the risks where women have a greater exposure, identify the risks which will have a greater impact of women; promote the use of local and indigenous women's knowledge and practices in DRM).	**2.1. Specific policy responses that address the identified gender inequalities of risk in a changing climate are integrated into DRM policies** (gender analysis of DRM policies to ensure they address identified gender-specific disaster risks, identification of additional responses required to address gender-specific disaster risks; engagement by women's machinery in developing policy responses; capacity development of national and local DRM policy making institutions). **2.2. Inter-sectoral and multi-level coordination mechanisms for DRM established** (mainstream and integrate DRM policies within and across all sectors, support local authorities to work with civil society, communities, indigenous people and migrants in DRM) **2.3. Effectiveness of DRM on reducing gender-specific disaster risks is monitored** (gender responsive monitoring frameworks put in place, tracking of the effect of DRM policies on reducing gender-specific disaster risks)	**3.1. National and local budget allocations to address gender-specific prevention, preparedness & recovery, particularly in productive and social infrastructure and services, are increased** (costing of gender response instruments, gender marker, awareness raising among parliamentarians) **3.2. Appropriate financing products including social protection and insurances developed and made accessible to women** (mechanisms for increased capacity, risk transfer and insurances, risk-sharing and retention, weather indexes) **3.3. Gender responsive private sector investment in prevention, preparedness & recovery is increased in a changing climate** (secure land and property rights; enforceable land use and urban development plans; enforceable building codes, standards and inspection systems)	**4.1. The development and implementation of early-warning and early action systems are gender-responsive** (ensure early-warning systems are responsive to barriers created by social norms, increase the capacity of women's organizations to develop and implement local early-warning systems, information dissemination, new communication mediums that will reach women and girls, risk and land zoning). **4.2. Increased women engagement in preparation of local disaster preparedness plans** (technical and logistical capacity development, emergency drills, access to safe shelter, essential food and non-food suppliers; capacity development of women's organizations, local government). **4.3. Equitable access to, and protection of basic local infrastructure and services to facilitate the recovery in a changing climate** (financial support provided to women to access services)

Key Assumptions			
- Political will prioritizes understanding the gender dimensions of risk; - Supportive social and cultural norms and practices that enable women to engage in disaster risk assessments and DRM processes.	- Broader efforts on improving DRM are ongoing; - Political will to allocate resources to gender-responsive policies and plans	- Domestic public resources are available for allocation towards prevention, preparedness and recovery; - Flexibility exists for local governments to allocate resources towards local prevention, preparedness and recovery; - Culture of compliance with regulations	- Broader efforts to improve women's access to basic infrastructure and services

Risks & Barriers			
- Appropriate responses to gender-specific risks are not adopted and implemented due to political, social or financial barriers.	- Appropriate responses to gender-specific risks are not adopted and implemented due to political, social or financial barriers.	- Poor quality of investments; limited awareness of public and private investors; lack of financial intermediation at the local level and credit scarcity; limited culture of compliance.	- Harmful social norms limit women from participating in early warning systems; - illiteracy amongst women limit their ability to read public information on disaster preparedness

Flagship Brief Women's Engagement in Peace, Security, and Recovery

I. BACKGROUND

Assessment

The evolving nature of peace and security threats today are of a different scale and nature than in the past. The numbers of displaced globally are higher than they have been since WWII, the spread of violent extremism globally means that no region is safe from the threat of violence, and large numbers of countries continue to lapse from momentary stability back into conflict.

In the past decade, research and practice has built an unquestionable evidence base that women's participation and inclusion makes humanitarian assistance more effective, strengthens the protection efforts of peacekeepers, improves prevention efforts against radicalization and the spread of extremism, and accelerates economic recovery through more diverse peace dividends.[1] Evidence also shows that women's participation in peace and security processes results in a more sustainable peace, including through the conclusion of peace talks and implementation of peace agreements.[2] Research has also found a correlation between inclusion and prevention of relapse into conflict. Specifically, peace agreements are 64 percent less likely to fail when civil society representatives participate.[3]

The right of women to full participation in all areas of peace and security decision making has been recognized by the UN Security Council since resolution 1325 was passed in 2000. This normative framework has since grown, with six successive resolutions reiterating the importance of women's leadership as well as protection needs in relation to conflict prevention, resolution and recovery.[4] Despite the establishment of a robust policy and accountability framework, women's participation continues to be minimal in relevant forums. Only 3% of peacekeepers are women, 10% of UN police,[5] and as of 2012 fewer than 3% of signatories to peace agreements are women.[6] While crisis and post-conflict transitions can offer new opportunities for profound social change, the contribution of women and girls to peacebuilding and consolidation of peace is often undervalued, under-utilized and under-resourced, leaving untapped an incredible tool for transformative change and sustainable peace.

Analysis

The women, peace and security agenda provides a comprehensive agenda of commitments, which if implemented would have transformative impacts as evidence on women's participation shows. Obstacles to its implementation however include social and cultural norms and attitudes; violence and insecurity; political will and leadership; capacity and expertise; and financing.

Attitudinal barriers are among the greatest obstacles to women's full participation. In the absence of a strong accountability framework, evidence shows that it will not be possible to accelerate the WPS agenda. The strong normative framework and growing evidence base of the positive impacts of women's participation on building inclusive and peaceful societies are important foundations, greater accountability, political will and leadership is needed to address attitudinal barriers.

Physical insecurity - Even after the end of political conflict, women and girls continue to face significant threats to their physical security, including as a result of sexual violence and other forms of gender-based violence, hampering their ability to fully participate in recovery. In just one example, female voters are four times as likely as men to be targeted for intimidation in elections in fragile and transitional states. This insecurity is exacerbated in a number of contexts by a rise in violent extremism and the specific targeting of women's rights to public life, over their own bodies, to education and to representation. Women's access to comprehensive justice is one important contributor to protection concerns.

Capacity and expertise – evidence and good practice has found that targeted deployment of gender and technical expertise can catalyze transformative outcomes from peace and security decision making forums and secure more gender equal outcomes.

Financing - Aid flows tend to halt during conflict and are slow to materialize in the post-conflict transition when resources are most in need, in particular to build immediate peace dividends in areas such as women's access to justice and early recovery OECD data shows less than 2% of conflict context aid goes to meeting women's needs.[7] Women's work on advocacy and service delivery in crisis response is rarely leveraged or financially supported by national and international humanitarian actors, despite evidence that they are often the only actors filling this role.

Action

The gap in harnessing the capacities of women towards the goals of sustainable peace and security can be reduced through strengthened accountability frameworks, the creation of an enabling environment for participation, dedicated financing, building of capacity of all actors – including both women as well as gatekeepers, protection from violence, and targeted measures to benefit women during peacebuilding and recovery.

• **An enabling environment** for implementation of WPS commitments is created – addressing **attitudinal and cultural biases** through strong accountability frameworks and continued building of evidence based advocacy will create an enabling environment for implementation of commitments. These frameworks, which includes national action plans, and the key actors in their implementation, in particular women's organizations, must be adequately resourced and appropriate **financing** instruments in place (including the GAI).

• Women participate in and inform decision-making processes & responses related to conflict prevention – through **provision of expertise, capacity strengthening** both of women as well as those involved as gatekeepers and supporters to processes.

• Women and girls' safety, physical and mental health and security are assured and their human rights respected through in particular the strengthening of **accountability mechanisms** and justice and security responses which protect and redress women's rights and allow for their full participation.

• The socio-economic recovery & political participation of women and girls are promoted in post-conflict situations including through **capacity strengthening of women** and **provision of technical expertise** to ensure institutions and processes are **gender responsive** and adopt early recovery policies that further women's protection, participation and equal benefits

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1. See, forthcoming Global Study on implementation of Security Council resolution 1325 (2000)
2. Thania Paffenholz, Nick Ross, Steven Dixon, Anna-Lena Schluchter, Jacqui True, "Making Women Count: Assessing Women's Inclusion and Influence on the Quality and Sustainability of Peace Negotiations and Implementation" (Graduate Institute of Geneva, 2015).

3. Desirée Nilsson (2014). See also Paffenholz, et al.
4. Resolution 1325 (2000) was followed by resolutions 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013) and 2122 (2013).
5. United Nations, Department of Peacekeeping Operations: http://www.un.org/en/peacekeeping/issues/women/womeninpk.shtml
6. UN Women Sourcebook on Women, Peace and Security (2012)

7. Brief prepared by the OECD-DAC Network on Gender Equality as a contribution to the global study and the High-level Review of the implementation of resolution 1325 (2000).
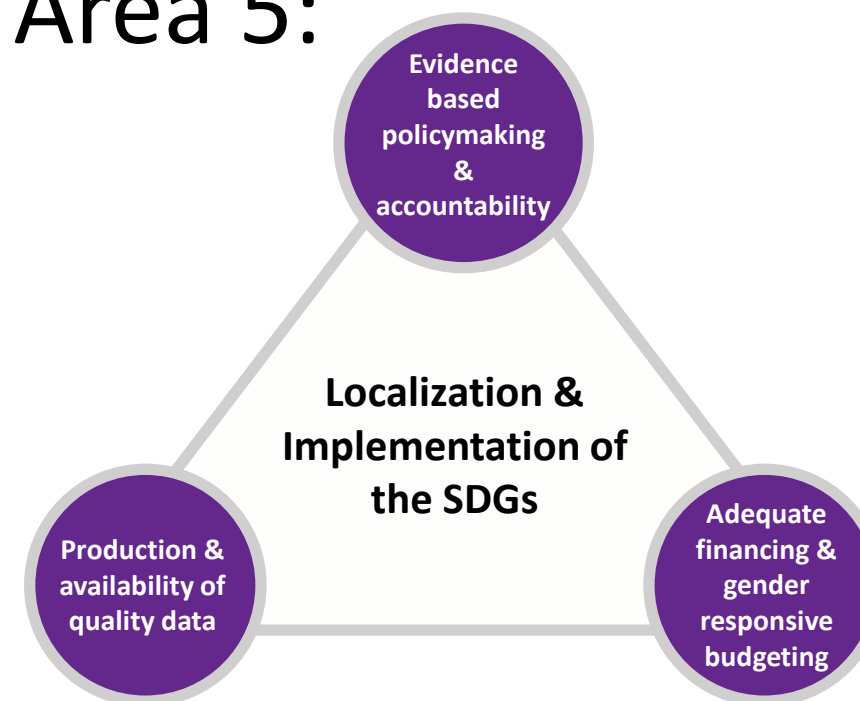
II. THEORY OF CHANGE: Women's Engagement in Peace, Security & Recovery

*A TOC by nature encompasses the actions required by **all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal	**More peaceful and gender equal societies** Key indicators: % of fragile countries with a gender equality index (based on select indicators from SDG goals 5 and 16) higher than X; # of countries that relapsed into violence in the last calendar year).Guiding normative frameworks include: The primary normative framework is the Security Council resolutions on women, peace and security: S/RES/1325 (2000), S/RES/1820 (2008), S/RES/1888 (2009), S/RES/1889 (2009), S/RES/1960 (2010), S/RES/2106 (2013), and S/RES/2122 (2013); and the international human rights				
Goal TOC State-ment	If (1) an enabling environment for implementation of WPS commitments is created; if (2) women participate in decision-making processes related to the prevention, management and resolution of conflict in a quality manner; and if (3) the safety, physical and mental health and economic security of women and girls are assured, their human rights respected, and their specific needs met in the peacebuilding and recovery process; then (4) societies will be more peaceful & gender equal; because (5) evidence shows that women are drivers of peace and security, inclusive societies are more likely to be stable & post-conflict settings are opportunities to address underlying gender inequality barriers.				
Outcomes	**1. An enabling environment for implementation of WPS commitments is created** (Proportion of 1325 indicators that have sufficient data availability for trend analysis; Number of member states that allocated budget specifically for the implementation of NAPS on 1325 in the last calendar year)	**2. Conflict Prevention: Women participate in and inform decision-making processes & responses related to conflict prevention** (Proportion of fragile states that include gender analysis in early warning reporting to regional/international systems; Proportion of fragile states where women's organizations provided specific information to early warning systems during the last calendar year)	**3. Conflict Resolution: Representation and leadership of women is increased in formal and informal peace negotiations** (Proportion of active peace processes with women mediators and negotiators; Proportion of active peace processes with gender experts)	**4. Protection: Women and girls' safety, physical and mental health and security are assured and their human rights respected** (Proportion of women (15-49) victims of SGBV (where available); Proportion of people that reported feeling safe walking alone in the area where they live, by sex)	**5. Peacebuilding & Recovery: The socio-economic recovery & political participation of women and girls are promoted in post-conflict situations** (Proportion of peacebuilding and recovery funds allocated to programmes targeting gender (Principal and significant objective), Percentage of benefits from temporary employment (monetary equivalent, estimate) through early economic recovery programmes received by women and girls
Outcome TOC	If (1) quality accountability frameworks to meet WPS commitments are in place; and if these frameworks are adequately financed and monitored; then (2) implementation of WPS commitments will improve; because (3) the necessary conditions required for implementation of WPS commitments will be in place	If (1) favourable attitudes towards women's participation in conflict prevention is promoted; if women are empowered to lead early warning and conflict prevention mechanisms, and if these mechanisms are connected to national and international reporting and response systems; then (2) conflict prevention efforts will be more successful; because (3) evidence shows that women have access to unique sources of information which can improve both conflict prevention and response.	If (1) mediators and parties to the conflict favour women's participation in the peace negotiations, if gender expertise is made available, and if the capacity and influence of women to engage in the negotiation process is strengthened; then (2) peace agreements are more likely to be successful; because (3) women's participation is proven to shift power dynamics towards peace, inclusiveness and equality.	If (1) there are mechanisms in place, informed by women's participation, to increase the physical security of women and girls; if perpetrators of SGBV are held to account; and if survivors have access to comprehensive redress; then (2) women and girls will be safer and their human rights respected; because (3) security, justice, and support services reduce the likelihood of conflict-related crimes	If (1) women participate in and benefit from peacebuilding & recovery efforts; and if post-conflict institutions and processes are gender-responsive; then (2); peace dividends will be more inclusive, security reforms will benefit all, and economic recovery will be accelerated; because (3) including women in the recovery brings broader benefits to communities and nations
Outputs	**1.1 Gender equality advocates have the resources and capacity to promote evidence based advocacy** (support to women's civil society capacity building, ongoing research and evidence base to underpin WPS commitments) **1.2. UN system empowered to meet WPS commitments (lead coordination & implementation of UN accountability frameworks on WPS** (Seven Point Action Plan, Strategic Results Framework and Indicators to Track Progress on 1325; develop evidence and knowledge to guide UN system implementation of WPS). **1.3. Member States adopt quality accountability frameworks, which are locally contextualized, including to meet emerging threats and challenges** development of SMART National Action Plans on resolution 1325; lobby Member States to make concrete commitments on WPS implementation, commitments adapted to emerging threats such as countering violent extremism **1.4. Accountability frameworks are adequately financed, monitored & adapting to changing circumstances** (resource mobilization, development of monitoring frameworks and reporting, revisions when necessary)	**2.1. Favourable attitudes of parties to the conflict & communities towards women's participation in conflict prevention is promoted** (awareness raising and on the important role played by women conflict prevention) **2.2. Women participate and lead in effective early-warning and conflict prevention mechanisms** (capacity development of women and women's organizations to identify and respond to new and emerging threats, including countering violent extremism through women's networks, & engaging with the media; inclusion of gender in existing early-warning systems, develop women early-warning networks, mobilize women's organizations for early warnings including through mobile phones, conduct early warning trainings for women in communities susceptible to violent extremism; establish peace huts) **2.3. Women's early-warning mechanisms are connected to national and international reporting and response systems** (awareness raising of national and international actors on women's early warning mechanisms; linking women with response and reporting systems).	**3.1. Favourable attitudes of mediators and parties to the conflict towards women's participation is promoted** (awareness raising and on the important role played by women in creating and sustaining peace, access to neutral experts)offered through UN Women Santo Domingo Centre and UN Women's e-campus) **3.2. Availability of gender expertise in the negotiations increased** (deployment of gender advisors to mediator office; gender training of mediation experts, technical training of women, development of networks of women mediators) **3.3. Increased leadership capacity and influence of women to engage in formal and informal peace negotiations** (support to women's organizations, creating platforms for women's engagement, consensus building)	**4.1. Operational mechanisms and structures in place for strengthening physical security and safety for women and girls** (training peacekeepers and national security forces; develop strategies on implementation of 1820; new technology and prevention responses for SGBV, build capacity of women's organizations for identifying & reporting on SGBV, including in relation to violent extremism; linking women's organizations to operational mechanisms) **4.2. Women and girls at risk and SGBV survivors have access to comprehensive redress, including justice, appropriate health & psycho-social support services** (provision of safe spaces and services, capacity development of CSOs to manage referral networks; strengthening the justice supply side: training judges and prosecutors, legal reform on SGBV; support the demand side: legal aid) **4.3. International, national and non-state actors are responsive and held to account for any violations of the rights of women and girls in line with international standards** (justice deployments for COIs, international and national war crimes courts, post-conflict rule of law responses prioritize women's access to justice)	**5.1. Women participate in peacebuilding & recovery planning** (capacity development and engagement of women in peacebuilding and recovery planning) **5.2. Women benefit from peacebuilding and recovery efforts** (engagement with civil society, livelihood support, support to extension services, identification of partnerships with buyers/employers; transfer of productive assets, micro-finance, vocational training, entrepreneurial developing, business/finance skills) **5.3. Post-conflict institutions and processes (including security, justice, reconciliation & governance) and are gender-responsive** (engagement with women's machinery, support constitution-making, electoral processes; social cohesion; gender-responsive and transformative truth seeking and reparations and DDR; gender policies for police, training, community policing, security action in relation to countering violent extremism; quotas is security sectors; decentralization and capacity of local governments to provide basic social services, including child care and services to GBV survivors
Key Assumptions	- Political will to develop accountability frameworks and be held to account	- The information women have on early warning and conflict prevention can be linked with national and international reporting & response systems; - Sufficient security in place for women to participate in conflict prevention mechanisms; - Attitudes can be changed in favour of women's participation in CP	- There is a willingness from key international actors and conflicting parties to include women in conflict resolution processes; - There is a minimum level of women' participation in public life; -Availability of financial resources; Transfer mechanisms exist between informal and formal negotiation processes.	- Security & justice will facilitate women's participation in peacebuilding & recovery; -Mechanisms to strengthen women's physical safety & ensure perpetrators are held to account will prevent conflict-related sexual violence; - Survivor require access to quality services in order to rebuild their lives	- Women's participation in the security sector leads to more gender-responsive security outcomes for the whole of society; - economic recovery is accelerated by women's targeted inclusion
Risks & Barri-ers	Poor quality accountability frameworks adopted; -Implementation is impeded by social, political & financial barriers	- Early warning information will not be acted upon by authorities; Women who are most in need – cannot be accessed/protected	- Cultural resistance to women's participation is difficult to change in the short-term;	- Comprehensive redress does not translate into security; - Enforcement of redress mechanisms are challenging; - Under reporting of incidence of SGBV	- Post-conflict states are unwilling to adopt temporary special measures for governance and elections.

UN Women Strategic Plan Impact Area 5:
Planning and Budgeting (P & B)

Goal 5 of UN Women's Strategic Plan is that 'governance and national planning fully reflect accountability for gender equality commitments and priorities. The two Flagship Programming Initiatives under this impact area work together to provide the evidence base and transformative financing required to ensure accountability and implementation of the Sustainable Development Goals.

Evidence based policymaking & accountability

Localization & Implementation of the SDGs

Production & availability of quality data

Adequate financing & gender responsive budgeting

The table below illustrates the contribution of the Flagship Programming Initiatives under Impact Area 5 to specific outcomes in the Strategic Plan.

STRATEGIC PLAN	FLAGSHIP PROGRAMMES	
	Transformative Financing	*Better production and use of data for localization of the SDGs*
Outcome 5.1 National Development Strategies and other national sectoral plans with specific commitments to advance gender equality and women's empowerment adopted and implemented	Outcome 1. Political consensus created to address the GEWE financing gap Outcome 2. Fiscal laws, policies & national action plans prioritize revenue and budgetary allocations in favor of GEWE	Outcome 1. Supportive policy environment in place to ensure gender-responsive localization and effective monitoring of the SDGs Outcome 2: Quality, comparable and regular gender statistics are available to address national data gaps and meet policy and reporting commitments under the SDGs, CEDAW and Beijing
Outcome 5.2 Mechanisms are in place to increase accountability of national government towards gender equality and to monitor implementation of gender equality commitments.	Outcome 4: Accountability on spending for results is increased	Outcome 3: Gender statistics are accessible to all users (including governments, civil society, academia and private sector) and can be analyzed to inform research, advocacy, policies and programmes, and promote accountability

Flagship Brief   Better Production and Use of Gender Statistics for Evidence-Based Localization of the SDGs

I. BACKGROUND

Assessment

Data and statistics are important tools for devising policies to achieve gender equality and women's empowerment, assessing their impact, and ensuring accountability. At the international level there have been important advances in normative and technical standards related to gender statistics.

In 1995, the Beijing Platform for Action included a strong call "for generating and disseminating gender-disaggregated data and information for planning and evaluation".[1] More recently, in 2013 the UN Statistical Commission endorsed a minimum set of gender indicators to serve as a guide for data compilation, and following a request from the General Assembly, adopted a set of violence against women indicators.[2] Many of the indicators proposed for monitoring the gender-related targets in SDGs build on these advances.

However, despite these developments, there are data gaps in many areas of gender equality. Out of the 52 outcomes indicators in the minimum set, there are only 35 for which internationally accepted standards for measurement exist and for which data are regularly collected by countries **(referred to hereafter as Tier I indicators)**. Out of the remaining indicators, many have accepted standards but data collection by countries is irregular **(Tier II)**; while for others international standards do not exist and countries do not regularly collect the data **(Tier III)**.[3]

In the post-2015 agenda, localization of the SDGs will be critical to ensure their implementation at the national level. As with MDGs, targets that are not monitored due to lack of data are likely to receive less priority.[4] Given these monitoring requirements, the need to produce more and better data, including gender-sensitive indicators, is now greater than ever. This will increase the importance of, and demand for quality statistics by national governments.

Without significant technical and financial support to tackle these challenges, there will be important gaps in our ability to adequately monitor the implementation of the SDGs.

Analysis

These challenges for gender statistics are linked to at least three distinct but inter-related problems: (1) Weak policy space and legal environment due to the lack of political will and understanding of the importance of quality gender statistics. 2) Technical challenges within National Statistical Systems (NSS), particularly with regard to sensitive, methodologically demanding or emerging areas; and (3) A confluence of limited data dissemination capacity by the NSS and limited ability by governments and other stakeholders to use gender statistics to inform research, advocacy, policies and programmes.

1- Weak policy space and legal environment. Lack of political will and limited awareness of the importance of data on gender equality are critical barriers to progress.[5] As recent reviews have shown, in many countries, the production of gender statistics is not specified in statistics laws and policies, often resulting in an under-prioritization of the sector in terms of budget allocations. Out of 126 countries with data, only 15% have specific legislation requiring the NSS to conduct specialized gender-based surveys, 37% have a coordinating body for gender statistics and only 13% have a regular dedicated budget for it.[6]

2- Technical challenges within the NSS limit the production of gender statistics. Due to financial and technical constraints, in most developing countries, the production of gender statistics is still quite limited and gender data gaps are pervasive.[7] This is particularly true in areas that are sensitive such as violence against women, or where the technical and financial requirements are significant (e.g. time use), or in emerging areas where significant methodological work is needed in order to develop internationally accepted standards (e.g. asset ownership).

3- Lack of access to data and limited capacity on the part of policymakers and other users to analyse them to inform policies. Gaps in gender statistics are compounded by low dissemination capabilities on the part of the NSS and the failure to build the capacity of policymakers and other stakeholders to use the data. There is strong evidence of a vicious cycle whereby low use of data to inform policies and advocacy leads to low demand, which in turn reduces the incentive for their production. [8]

Action

Improving the availability, accessibility and use of gender statistics to inform policies, advocacy and accountability for delivering gender equality and women's empowerment requires action on three fronts: (1) Putting in place a supportive policy environment to ensure gender-responsive localization and effective monitoring of the SDGs; (2) removing technical barriers constraints to ensure that quality, comparable and regular gender statistics are produced by the NSS to monitor national policies and meet policy and reporting commitments under the SDGs; and (3) ensuring that the data produced are widely available and can be used effectively by different actors with sufficient capacities to analyze these data to inform advocacy, research, policies and programmes.

1- Supportive policy environment in place to ensure gender-responsive localization and effective monitoring of the SDGs. An assessment will be conducted to look at the national legal framework, policies and practices governing the production of gender statistics. Legal, institutional and financial constraints will be addressed and partnerships put in place to ensure that plans for the production of gender statistics to monitor SDGs locally are developed and financed. A participatory national plan is developed with inputs from actors to localize gender-related SDGs, using the globally agreed SDGs indicators as a basis.

2- Improve the regular production of gender statistics: The technical capacity of the NSS to produce quality gender statistics will be strengthened through: (i) direct technical support to compile Tier I indicators; (ii) identification of suitable data sources and technical and financial support to collect Tier II indicators; and (iii) methodological work to develop standards to enable NSS produce Tier III indicators.

3- Ensure greater availability and use of data: Data sharing protocols will be strengthened and dissemination tools provided. The capacity of all users will be strengthened through training and technical assistance. User-producer dialogues will be institutionalized, including by creating forums for the NSS to engage with policymakers to improve their understanding of statistical information and identify data gaps to increase accessibility, quality and demand for gender statistics.

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1. United Nations. 1995. Beijing Declaration and Platform of Action, adopted at the Fourth World Conference on Women, 27 October 1995.

2. United Nations. 2013. *Report of the Secretary-General on Gender Statistics,* prepared for the Forty-fourth session of the Statistical Commission.

3. Violence against women and time use indicators would for instance fall under Tier II while asset ownership and entrepreneurship would fall under Tier III. Through EDGE, UN-Women and the UN Statistics Division are developing and testing international standards for measuring asset ownership and entrepreneurship.

4. Fukuda-Parr and Yamin. 2013. The Power of Numbers: A critical review of MDG targets for human development and human rights. Development 56, 58-65 (March 2013)

5. Report of the Secretary-General on the Review and Appraisal of the Implementation of the Beijing Declaration and Platform for Action and the Outcomes of the Twenty-Third Special Session of the General Assembly.

6. Ibid.

7. United Nations 2013. op-cited

8. UN Women 2015. Progress of the World's Women 2015-2016.

II. THEORY OF CHANGE: Better Production and Use of Gender Statistics for Evidence-Based Localization of the SDGs

*A TOC by nature encompasses the actions required by **all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal	Gender statistics are available, accessible and analyzed to inform policy making, advocacy and accountability for delivering gender equality and women's empowerment **Key indicators:** Proportion of Sustainable Development Indicators with full [sex] disaggregation produced at the national level; Number of gender-related indicators in SDGs with at least 75% country level data coverage; Number of countries reporting on at least 75% of the indicators in the minimum set. Guiding normative frameworks CEDAW; the Beijing Platform for Action; the SDGs.
Goal TOC Statement	If (1) a supportive policy environment is in place to ensure gender-responsive localization and effective monitoring of the SDGs; if (2) quality, comparable, regular and accessible gender statistics are available to address national data gaps and meet policy and reporting commitments under the SDGs and Beijing; and if (3) all users analyse data to inform policies, advocacy, and to promote accountability; then (4) gender statistics can contribute to evidence-based national policy-making and accountability for delivering gender equality and women's empowerment; because (5) conditions will be met for a participatory and rigorous assessment of the data gaps, and steps that need to be taken to address these gaps will have been conducted, debated and agreed.

Outcomes	**1. Supportive policy environment in place to ensure gender-responsive localization and effective monitoring of the SDGs** (Resources devoted to improving gender statistics (as a % of total resources devoted to statistics); Number of countries that have formal institutional arrangements for the coordination of the compilation of gender statistics (at international, national and regional level)	**2. Quality, comparable and regular gender statistics are available to address national data gaps and meet policy and reporting commitments under the SDGs, CEDAW and Beijing** (Number of countries producing Tier 1, tier 2 and tier 3 indicators of the minimum set and gender-related SDGs indicators; Number of countries producing core set of Violence Against Women indicators)	**3. Gender statistics are accessible to all users (including governments, civil society, academia and private sector) and can be analysed to inform research, advocacy, policies and programmes, and promote accountability** (Number of countries supported to regularly publish statistical information on the status of women compared to men; Number of countries and regions publishing gender assessments of SDGs using agreed SDGs indicators)
Outcome TOC	If (1) the data gaps are identified, and if enabling policy frameworks, backed by required resources are in place; then (2) national statistic systems will be able to produce and publish quality gender statistics to monitor localized SDGs; because (3) political, structural and financial barriers will have been addressed	If (1) national statistic systems have the required technical capacity; then (2) quality, comparable, regular and accessible gender statistics will be produced; because (3) national statistic systems will meet international standards	If (1) data are widely disseminated and accessible to the public, if regular dialogue between producers and users is institutionalized, and if users have the capacity to analyze data; (2) then civil society, government agencies and all other actors will be able to transform data into information for decision-making; because (3) they will have the required statistical tools, resources and capabilities

Outputs	**1.1 An assessment of gender statistics and identification of gaps is conducted at the national level** (The assessment will look at the national legal framework, policies and practices governing the regular production of gender statistics; the extent to which gender is mainstreamed into the national statistical plan; financial and human resources, including technical capacity, available at national level; national protocols for publishing statistical data; inventory of available data, existing data sources and gaps in gender data production; assessment of cost-recovery policies; and costing of engendering data collection). **1.2. Enabling legal frameworks, institutional arrangements, and adequate resources for gender statistics are in place** (National statistics laws and policies are amended and practices are transformed to include strong mandates and conditions for the NSS to regularly produce quality gender statistics; adequate institutional arrangements are put in place to ensure that gender statistics are systematically included in National Strategies for the Development of Statistics (NSDS); adequate resources, including specific budgets are dedicated to the production of gender statistics; and partnerships with relevant institutions are established). **1.3. National plans to localize gender-related SDGs targets and indicators are developed** (A participatory national plan is developed with inputs from government, CSO and all other actors to localize gender-related SDGs indicators. Using the globally agreed SDGs Indicators as a basis, a list of indicators tailored to the national context is identified and agreed by all stakeholders).	**2.1. Capacity of the national statistical system (NSS) strengthened to compile Tier I indicators in the minimum set and SDGs** (Based on output 1.1 and 1.2, direct technical support is provided to enable the compilation of Tier I indicators (i.e. indicators for which definitions are internationally **2.2. Capacity of the NSS strengthened to collect Tier II indicators in the minimum set and SDGs** (Based on outputs 1.1 and 1.2, suitable data sources are identified and direct technical and financial support are provided to enable the collection of Tier II indicators (i.e. indicators for which definitions are internationally accepted but data are not regularly collected by most countries). **2.3. Capacity of the NSS strengthened to produce Tier III indicators in the minimum set and SDGs** (Methodological work to develop concepts and internationally accepted standards for Tier III indicators is conducted and testing is done in pilot countries to provide tools to NSS to start producing comparable Tier III indicators—i.e. indicators for which definitions are no internationally accepted and data are not regularly collected by countries).	**3.1. Increased dissemination of data at national, regional and global levels** (Development of data sharing protocols, including working with relevant actors to ensure data are anonymized; regular publication of data by NSS on the status of women compared to men at the national and local level; use of web-based platforms, data dissemination and visualization tools for a broad audience at national, regional and global levels). **3.2. User-producer dialogues institutionalized to increase accessibility, quality and demand for gender statistics** (create forums for national statistical offices to engage with policy and decision-makers to improve their understanding of statistical information & identify data gaps, including the strengthening global, regional and national knowledge sharing networks). **3.3. Capacity of civil society, government and other actors to use and analyse and use gender statistics to inform decision-making is strengthened** (training is regularly provided to data users to use and analyze statistical information to translate data into evidence to inform policies; and ensure accountability).
Key Assumptions	- The agreed SDGs provide space for national statistical systems to improve data production, including data on gender related-targets. There is political will to localize SDGs and translate these globally agreed goals to the national context.	- SDGs provide an impetus for national statistical systems to improve their production of gender statistics, including in areas where data are not traditionally produced.	- Freedom of information is respected and governments are increasingly open to sharing data with all stakeholders; - Gender statistics will be used in various sectors to inform policy making and budgeting (notably gender-responsive budgeting - See TOC on Transformative Financing of GE).
Risks & Barriers	- Lack of political will and weakness of institutional and governance structures inhibit efforts leading to the inclusion of a gender approach to statistics. Lack of resources/funds allocated to the production of gender statistics.	- Weak support to NSOs, lack of funding and technical skills resulting from frequent rotation of personnel or insufficient human resources for national statistical offices reduce their ability to produce and publish timely and periodic data.	- Restricted political freedoms, absence of a culture of political dialogue and public engagement do not enable civil society organizations and other actors to participate fully in the monitoring process, reducing accountability. General lack of access to modern technologies reduce the scope for information sharing, including data availability and use.

Flagship Brief Transformative Financing for Gender Equality & Women's Empowerment

I. BACKGROUND

Assessment

Financing new and existing commitments on gender equality is central to implementing and achieving all of the proposed sustainable development goals. A number of successive, international agreements and policies, including the Beijing Declaration and Platform of Action, the 23rd Special Session of the General Assembly (Beijing+5), the 52nd, 58th, 59th CSW agreed conclusions and the International Conferences on Financing for Development outline the normative framework for financing gender equality. Most recently, in the Addis Ababa Action Agenda, governments *reaffirmed that achieving gender equality, empowering all women and girls, and the full realization of their human rights are essential to achieving sustained, inclusive and equitable economic growth and sustainable development 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.*

The recent twenty-year review of the Beijing Platform for Action found that underinvestment in gender equality and women's empowerment has contributed to slow and uneven progress in all 12 critical areas of concern.[1] Inadequate financing hinders the implementation of gender responsive laws and policies evidenced by governments placing low priority on GE in budgets. Even in countries that are considered to spend significant resources on gender equality, data shows that these allocations range from a mere 0.5% to 21.9% of the national budget. Financing gaps for implementing national actions plans on gender equality are often as high as 90%.

Similarly, 2012-2013 OECD data highlights that only 5% of sector allocable ODA screened against the DAC Gender Equality Policy Marker targeted gender equality as a principal objective with major funding shortfalls in the economic and productive, family planning and peace and security sectors.

Research examining MDG-related spending in 55 countries in the areas of agriculture, education, environment, gender, health, social protection, and water and sanitation found that, spending has fallen as a percent of GDP or total expenditure in almost all areas and remained stagnant in one (water and sanitation) across the majority of countries.[2] To illustrate the impact of such gaps: an extra year of primary school can increase women's eventual wages by 10-20%[3]; productivity losses resulting from VAW are estimated at between 1.5 to 2% of GDP[4], and gender inequality in work costs low income countries USD $9 trillion per year. [5]

Analysis

Mobilizing financing for the full implementation of national gender equality commitments is challenged by (1) lack of awareness and political commitment to allocate resources from all sources and at all levels; (2) lack of coherence between fiscal policies and gender equality objectives coupled with weak capacity to integrate gender into planning and budgeting processes; (3) insufficient prioritization of gender equality in other financing streams such as ODA, private and innovative financing and (4) lack of accountability for the full implementation of gender equality commitments.

1. Insufficient awareness and political commitment to mobilize resources, from all sources and at all levels, for the full implementation of gender equality commitments. This is often due to the lack of high quality data and statistics on the gender financing gap and lack of engagement by civil society in planning and budgeting processes.

2. Lack of coherence between fiscal policies and gender equality objectives. Fiscal policies – both revenue and expenditure – fail to build equity in tax systems and to increase expenditure in infrastructure and essential public services critical for women and girls wellbeing. Further National Action Plans on Gender Equality are often not aligned with broader national development or sectoral frameworks and processes. As a result, gender equality principles and priorities are not systematically reflected in national/ sectoral policies, practices and budgets. There are also significant capacity gaps on gender analysis which result in gender blind planning and budgeting.

3. Insufficient prioritization of investment in gender equality from donors, private actors and innovative financing mechanisms. These investments are often not aligned with national development strategies and gender equality actions plans.

4. Lack of accountability for the full implementation of gender equality commitments. This is often due to inadequate oversight mechanisms and monitoring capacity to track budget allocations and expenditures. Civil society organization, especially women's organizations, often lack adequate capacity for budgetary oversight and are often lack access and resources to influence budgetary decision making and exercise oversight.

Action

The ambitious 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. To mobilize the requisite financing, this flagship programme seeks to:

1. Create political awareness and consensus to increase allocations to and implement national gender equality commitments. Through gender gap analyses of budgets and ODA, public spending impact assessments and costing, the flagship will improve the evidence and make data available on the financing gaps. The leadership capacity of GE advocates will be strengthened through their participation in gender analyses of budgets, parliamentary committees, and advocacy efforts.

2. Promote gender responsive fiscal laws, policies and national action plans that prioritize both revenue and budgetary allocations for gender equality. Technical support and capacity development for putting in place progressive tax policies that eliminate discriminatory provisions and result in more equitable distribution of socio-economic benefits will be provided. In addition, legislative frameworks and institutional capacities of finance ministries on gender responsive public financial management systems will be strengthened. The capacities of line ministries and local government on GRB will also be enhanced to enable strategic budget allocations for gender equality.

3. Mobilize additional financing for gender equality. The flagship will increase international financing for GE by improving the awareness and capacity of donors to analyze gender gaps and strengthening donor monitoring and tracking systems. It will also increase resources for GE from the private sector and innovative financing mechanisms through efforts to align them with national gender equality commitments.

4. Hold all actors accountable for implementing GEWE commitments. Establishing multi-stakeholder partnerships will ensure comprehensive responses to address financing gaps. The capacities of multi-stakeholder partners to analyze the impact of their investments will be strengthened. Gender advocates and women's organizations will be enabled to demand greater accountability for and transparency on government expenditures through enhanced capacity on gender analysis of budgets and advocacy.

1. See E/CN.6/2015/3 at:
http://www.unwomen.org/~/media/headquarters/attachments/sections/library/publications/2015/sg%20report_synthesis-en_web.pdf

2. Unpublished paper prepared by Debbie Budlender, Matthew Martin and Richard Watts, UN Women (2013).
3. United Nations, Inter-agency Task Force on Rural Women, Fact Sheet: Rural Women and the Millennium Development Goals.

4. http://www.worldbank.org/en/news/press-release/2013/11/25/violence-against-women-exacts-high-economic-price-world-bank-says
5. http://www.actionaid.org.uk/sites/default/files/publications/womens_rights_online_version_2.1.pdf

II. THEORY OF CHANGE: Transformative Financing for Gender Equality & Women's Empowerment

*A TOC by nature encompasses the actions required by **all partners** to achieve a transformative change. The aim of the TOC is to help UN Women identify these actions and strategic partnerships. Consequently this draft TOC reflects interventions beyond those that UN Women will do by itself.*

Goal

New and existing internationally agreed commitments on gender equality and women's empowerment adequately and effectively financed
Key indicators: % of national budget allocated to gender equality; % of the sector allocable ODA allocated to gender equality. Guiding normative frameworks: International human rights framework and other instruments including, CEDAW, Beijing PfA, CSW Agreed Conclusions 52,58,59, UPR, SDGs and ICSECR

Goal TOC Statement

If (1) political consensus to address the financing gap in GEWE is created; if (2) budgetary allocations prioritize GEWE; if (3) additional public financing for GEWE is mobilized; and if (4) there is increased accountability on spending for results; then (5) new and existing internationally agreed commitments on GEWE will be realized; because (6) additional financial resources for GEWE will be available and effectively used.

Outcomes

1. Political consensus created to address the GEWE financing gap (# of countries that allocate specific resources in national financing strategies to implement SDG 5 and other gender related targets)	**2. Fiscal laws, policies & national action plans prioritize revenue and budgetary allocations in favor of GEWE** (# of countries with budgetary laws that have specific provisions for gender equality)	**3. Additional financing for GEWE is mobilized** (# of countries with measures in place to mobilize additional resources from private, international and innovative financing sources)	**4. Accountability on spending for results is increased.** (% of countries with systems to track and make public GEWE allocations)

Outcome TOC

If (1) data is available on the gender financing gap and awareness is created on the benefits of greater investment in GEWE; and if there is greater advocacy and lobbying capacity for increased GEWE investments; then (2) there will be political consensus to allocate more resources towards GEWE; because (3) evidence based political agreements can be reached.	If (1) government institutions integrate gender into fiscal laws and policies; and if they have the capacity to promote gender responsive revenue raising and spending; then (2) GEWE budgetary allocations will increase; because (3) government budgets will fully mainstream GEWE by reprioritizing existing and new resources.	If (1) international sources of finance increase allocations in GEWE; and if private and innovative sources of finance are mobilized in favor of GEWE; then (2) additional resources will be available to reduce the gender financing gap; because (3) all financing actors are investing in GEWE.	If (1) multi-stakeholder oversight mechanisms are strengthened; and if women's organizations are empowered to demand transparency and accountability on public spending; then (2) spending directed towards GEWE is more likely to achieve its intended results; because (3) strengthened accountability and monitoring frameworks improve performance.

Outputs

1.1: Increased availability of data and evidence on gender financing gaps, including from assessments of existing gender related expenditure. (Evidence on financing flows to GEWE, gender gap analysis of national/sectoral/local budgets and ODA, impact assessment of public spending on GEWE, costing) **1.2: Awareness created on the benefits of GEWE to achieve sustainable development** (public dissemination of data, analysis, advocacy, awareness raising). **1.3: Enhanced leadership by gender advocates for increasing financing for gender equality** (Gender gap analysis of plans and budgets, participation of women parliamentarians in budget committees, advocacy by women's organizations)	**2.1: Gender responsive tax policies in place.** (Capacity building of MoFs and revenue authorities on formulating progressive tax policies ; analyzing fiscal policy impacts; policy dialogue on tax cooperation; advocacy campaigns) **2.2: Legislative frameworks and institutional capacity for gender responsive public finance management and planning strengthened** (Issuance of GRB statements and budget call circulars by MoFs, capacity building on GRB & PFM reforms, GRB centers of excellence & curricula) **2.3: Enhanced capacity of line ministries and local governments to make strategic budget allocations through mainstreaming GEWE in planning and budgeting** (Gender gap analysis; costing; capacity building of line ministry and local gov on GRB; increase in social spending, phase out socially financial incentives, e.g. fossil fuel subsidies, reduce military spending)	**3.1: Increased international financing allocated to address gender inequality.** (Capacity and knowledge of donors to analyze gender gaps, strengthen monitoring systems with gender-sensitive indicators, increased gender expertise, beneficiary consultations) **3.2: Increased resources for gender equality mobilized through the private sector.** (Foreign direct investment, blended finance i.e. Public-private partnerships) **3.3: Increased resources for gender equality mobilized through innovative financing mechanisms and instruments.** (Climate funds, innovative health funds, taxes on extractive industries and corporations)	**4.1: Institutional set up created for multi-stakeholder coordination and oversight of spending** (Multi-stakeholder groups on financing for and accountability to GEWE priorities, action oriented work plans of the group to address gaps on funding for GE) **4.2: Increased capacity of multi-stakeholder partners in analyzing the impact of their investments on gender** (technical training on impact assessments, sex-disaggregated beneficiary assessments, gender sensitive programmes and Performance Assessment Framework) **4.3: Enhanced capacity of gender advocates and women's groups to demand accountability and transparency on spending** (Advocacy campaigns, gender analysis of budgets and aid, preparation and dissemination of data on donor practices and financing for gender equality, gender audits of local budgets, gender score card (FundHer)

Key Assumptions

• Political consensus can be reached through data and evidence • Gender advocates, parliamentarians and NWM have the capacity to influence national financing decisions	• Political will to increase allocations for GEWE and adopt legislative reforms • Line ministries adopt MoF directives on budgets provided • Government is willing to enhance the role and mandate of NWM	• Political will to undertake tax policy reforms. • Development partners take concrete actions to integrate gender in aid and innovative financing mechanisms.	• Oversight committees and coordination mechanisms are formed. • Development partners actively participate in coordination mechanisms on key decisions on gender spending

Risks & Barriers

• Changes in global macroeconomic environment in terms of financial and economic crises. • Changes in government regime and policies. • Lack of women's access to policy making forums.	• Changes in global macroeconomic environment and impact on national budget priorities • Political instability	• Shifts in global macroeconomic factors such as financial and economic crises could have negative impacts on aid flows and other sources of financing. • Tax reforms are not implemented	• Irregularities in the oversight and monitoring of implementation. • Information on actual spending is not made available • No regular impact assessments are conducted to analyze results