### **UN-Women**

# Theory of Change in Support of the Strategic Plan 2018-2021

## I. Introduction

This theory of change underlies the results framework of UN-Women's Strategic Plan 2018-2021. It outlines how the priorities of the Strategic Plan (in the form of outcomes and outputs) are necessary for UN-Women to effectively and efficiently support Member States in their efforts to achieve gender equality and the empowerment of all women and girls, including the full enjoyment of women's human rights, with the support of development partners and other stakeholders. It describes the actions needed to drive the empowerment of women and girls and details how UN-Women will leverage its triple mandate, comparative advantages and partnerships to achieve this goal.

This theory of change first articulates the necessary conditions and actions for the achievement of gender equality and women's empowerment, as contained in global normative frameworks. Secondly, it explains how UN-Women supports the implementation of these normative frameworks comprehensively by leveraging its collaborative advantage in an integrated manner. Third, it outlines how each outcome area contributes to overall change for women and girls and the necessary conditions for the achievement of each outcome. The theory of change is summarized in Figure 3 at the end of the document.

# II. Normative foundations for the theory of change

Internationally agreed development goals, norms and instruments provide a comprehensive framework that outlines the necessary conditions and key actions required for the achievement of gender equality and the empowerment of all women and girls.

These frameworks include the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Declaration and Platform for Action and the outcome documents of its reviews, including the Political Declaration adopted by the Commission on the Status of Women (CSW) on the occasion of its 20-year review and appraisal, and the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), including SDG 5 and gender-sensitive targets in the other SDGs.

The Beijing Platform for Action identifies twelve critical areas of concern as priorities for action. They represent the **key thematic components of a theory of change** for gender equality and women's empowerment. These areas are interrelated, interdependent and of high priority:

- The persistent and increasing burden of poverty on women
- Inequalities and inadequacies in and unequal access to education and training
- Inequalities and inadequacies in and unequal access to health care and related services
- Violence against women
- The effects of armed or other kinds of conflict on women
- Inequality in economic structures and policies, in all forms of productive activities and in access to resources
- Inequality between men and women in the sharing of power and decision-making at all levels
- Insufficient mechanisms at all levels to promote the advancement of women

- Lack of respect for and inadequate promotion and protection of the human rights of women
- Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media
- Gender inequalities in the management of natural resources and in the safeguarding of the environment
- Persistent discrimination against and violation of the rights of the girl child

The 20-year review and appraisal of the implementation of the Beijing Declaration and Platform for Action found that these areas remain valid today. The Political Declaration adopted at CSW 59 pledged to intensify concrete measures to ensure the full, effective and accelerated implementation of the Beijing Declaration and Platform for Action. In particular, a set of **specific strategies** was identified to accelerate progress and effect change. These are:

- strengthened implementation of **laws**, **policies**, **strategies and programme** activities for all women and girls;
- strengthened and increased support for **institutional mechanisms** for gender equality and the empowerment of women and girls at all levels;
- the transformation of **discriminatory norms and gender stereotypes** and the promotion of social norms and practices that recognize the positive role and contribution of women and eliminate discrimination against women and girls;
- significantly **increased investment** to close resource gaps, including through the mobilization of financial resources from all sources;
- strengthened accountability for the implementation of existing commitments; and
- enhanced capacity-building, data collection, monitoring and evaluation, and access to and use of information and communications technologies.

Furthermore, the 2030 Agenda for Sustainable Development articulated a universal and transformative roadmap to address the structural causes of discrimination and inequality, including by focusing on those most at risk of being left behind. It called for the removal of all legal, social and economic barriers to women's empowerment. It stressed the need for women and girls to enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels. It called for:

- a significant increase in investments to close the gender gap:
- support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels;
- the elimination of all forms of discrimination and violence against all women and girls, including through the engagement of men and boys;
- the systematic mainstreaming of a gender perspective in the implementation of the Agenda;
- high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts.

These commitments are further reflected in SDG 5 to achieve gender equality and empower all women and girls and its targets:

• End all forms of discrimination against all women and girls everywhere;

- Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation;
- Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation;
- Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate;
- Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life;
- Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences;
- Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws;
- Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women
- Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

They are also embedded in specific targets in other goals covering a comprehensive set of issues, including the gender dimensions of poverty, hunger, health, education, water and sanitation, employment, cities and human settlements, climate change and peaceful and inclusive societies.

The women, peace and security agenda is guided by a set of Security Council resolutions that provide direction to efforts promoting gender equality and strengthening women's participation, protection, and rights in conflict prevention to post-conflict reconstruction contexts. These include the landmark resolution 1325 (2000) and subsequent resolutions 1820 (2009); 1888 (2009); 1889 (2010); 1960 (2011); 2106 (2013); 2122 (2013): and 2242 (2015). Collectively, these resolutions stress the importance of women's equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, the prevention of conflicts, the incorporation of gender perspectives in all areas of peace building, and adequate protection, notably from sexual violence in conflict.

In addition, a number of recent major intergovernmental outcomes emphasized the importance of gender equality and women's empowerment for sustainable change. The Addis Ababa Action Agenda strengthens the recognition that achieving gender equality and women's empowerment is essential for inclusive and equitable economic growth and sustainable development and underscores the need to prioritize investment in this area. Also, the Paris Agreement, the Quito Declaration on the New Urban Agenda, the Sendai Framework for Disaster Risk Reduction, the New York Declaration for Refugees and Migrants, and the 10-year review of the World Summit on the Information Society, among others, include important priorities related to gender equality and women's empowerment.

This comprehensive normative framework constitutes the foundation outlining key conditions and actions needed for the Strategic Plan's theory of change towards supporting the achievement of gender equality and the empowerment of all women and girls.

## III. Overarching approach of the strategic plan 2018-2021

Despite these strong normative frameworks and significant achievements in some areas, progress for women and girls remains slow, uneven and subject to regression. For example, the World Economic Forum estimated that the economic gender gap in 2016 reverted to where it stood in 2008 and that it would take 170 years to close it. Therefore, it is essential to break trends and accelerate results for women and girls.

The achievement of gender equality and women's empowerment fundamentally requires a transformation of unequal gender relations. For gender relations to be transformed, the structures that underpin them must change:

- discriminatory social and legal norms must be repealed;
- women and girls should see the expansion of the full range of human capabilities, such as education
  and knowledge, health, including sexual and reproductive health and reproductive rights, and have
  access to a wide range of assets and resources, including land, decent work and equal pay to build
  women's economic and social security, on the same basis as men and boys;
- women and girls should lead lives that are free from violence; and
- they should have a real presence and voice in the full range of institutional forums (from private to public, from local to global) where decisions are made that shape their lives.

Without attention to these issues the structural causes of gender-based discrimination remain unchanged.

Through the implementation of its Strategic Plan, UN-Women is committed to addressing structural barriers to gender equality and women's empowerment in a comprehensive and integrated manner. UN-Women delivers on this commitment by leveraging its triple mandate of normative support, UN system coordination and operational activities.

Through its **normative support functions**, UN-Women assists Member States in strengthening global norms, policies and standards across the full spectrum of the gender equality and women's empowerment agenda.

Through its **UN** system coordination functions, as well as its global advocacy and partnerships, UN-Women supports others to deliver gender equality results in their areas of focus, including by strengthening accountability to gender equality commitments, gender mainstreaming and reporting on UN system-wide activities to intergovernmental bodies.

Through its **operational activities**, UN-Women provides targeted integrated policy advice to Governments and supports social mobilization and capacity development to translate global norms into national policies, programmes, plans and practices.

Figure 1 shows that, while UN-Women's normative support functions cover the entire spectrum of the gender equality and women's empowerment agenda, UN-Women plays a leading operational role in a number of targeted priority thematic areas, in which the organization is recognized for its longstanding leadership and policy and programming expertise. UN-Women's impact reaches beyond these areas through its UN system coordination mandate by coalescing the UN system, strengthening knowledge networks, and building on the comparative advantage of other UN entities to ensure that they deliver results for women and girls in their areas of focus. This is also done through partnerships, notably with women's organizations.

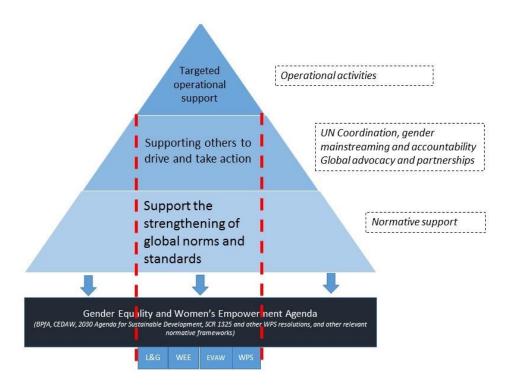


Figure 1

In doing so, UN-Women does not only support the realization of its mandate but also promotes achievement of system-wide results. This reflects the collaborative approach adopted by UN-Women in implementing its Strategic Plan, delivering results with partner agencies and stakeholders, leveraging comparative advantages and creating multi-stakeholder coalitions bringing together Governments, civil society including women's organizations - the media, academia and the private sector to address structural barriers to gender equality and women's empowerment.

As shown in Figure 2, UN-Women's triple mandate also allows innovative programming to influence normative frameworks and vice versa, enabling the Entity to support governments throughout the entire policy cycle:

- (i) supporting the strengthening of global normative frameworks on gender equality and women's empowerment, ensuring these are informed by robust and substantive inputs, based on research and data, policy and programming at all levels;
- (ii) technical assistance and support to government partners to translate normative frameworks into national legislation, development plans and policies that integrate globally agreed intergovernmental norms and standards on gender equality and women's empowerment;

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- (iii) support for the implementation of gender-responsive laws, plans and policies through targeted interventions to achieve tangible results for women and girls.
- (iv) by ensuring that country-level realities, experiences and lessons-learned inform and feed into the strengthening of global norms and standards on gender equality and women's empowerment, the cycle is completed.

At all stages, UN-Women strives to ensure that the voices of women and girls and their organizations are heard, so that they can influence the process of shaping norms, formulating policies, and delivering public services, and to ensure that women are empowered to hold duty bearers to account.



Figure 2

## IV. Outcome and output areas

In order to support the overarching approach described above, the Strategic Plan pursues five mutually reinforcing outcomes. UN-Women's normative support functions for intergovernmental processes are captured by Outcome 1. Outcomes 2-5 focus on priorities that are not only critical to accelerate progress towards gender equality and women's empowerment, but also areas in which UN-Women has developed a comparative advantage, including its unique gender equality expertise, networks, and strong partnerships. These are:

- More women lead, participate and benefit equally from governance systems
- More women with income security, decent work and economic autonomy
- All women and girls live a life free from any form of violence
- More women and girls contribute to sustainable peace and resilience and benefit equally from crisis prevention and humanitarian action

These outcome areas are interdependent and mutually reinforcing. For instance, income security, access to decent work and economic autonomy can all contribute to supporting women to exit violent relationships. Freedom from all forms of violence contributes to enabling women to participate fully in decision-making and, in this way, making governance systems more gender-responsive. In turn, gender-responsive governance systems can foster women's economic empowerment and help prevent and address violence against women and girls. Investing in women's contribution to peace and security and building their resilience sustains peace and contributes to results on other outcomes during periods of transition and recovery.

These outcomes respond to the transformative nature called for by the 2030 Agenda which requires tackling the structural foundations of gender-based inequality across the three dimensions of sustainable development –economic, social and environmental.

A guiding principle across all outcomes is to leave no one behind and reach the furthest behind first, in line with the 2030 Agenda. Evidence from several countries demonstrates that those left behind are often women and girls from poor and marginalized groups due to multiple and intersecting forms of discrimination. This requires special focus on these most vulnerable women and girls and challenging structural, power and political dynamics that push particular groups further behind and deepen inequalities.

The Strategic Plan's outcomes also reflect a focus on prevention – whether it is to prevent violence against women and girls, address the disproportionate vulnerability of women and girls to the impact of natural disasters and leverage their capacity to reduce natural disaster risks in a changing climate, or contribute to preventing conflicts and sustaining peace.

This section describes the necessary conditions (framed as outputs) for the achievement of each outcome area.

# Outcome 1: A comprehensive and dynamic set of global norms, policies and standards on gender equality and the empowerment of all women and girls is strengthened

A comprehensive set of global norms and standards constitutes an essential foundation for the promotion of gender equality and women's empowerment, as they represent an accountability framework for States with regard to their commitments to gender equality and women's empowerment. This foundation needs to be dynamic to respond to new and emerging issues, challenges and opportunities. This requires not only the strengthening of the global normative and policy framework specific to gender equality and women's

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empowerment, but also that norms, standards and implementation in other thematic areas reflect gender perspectives.

This framework needs to be applied/implemented through action by governments and other stakeholders at all levels. This includes the need for continuous recommitment to and development of global normative frameworks, as well as mechanisms to drive accountability to bridge the gap between global normative commitments and their implementation.

Three output results contribute to the achievement of this outcome:

First, governments and key stakeholders should have enhanced capacity to assess progress in implementing the Beijing Declaration and Platform for Action, the Convention on the Elimination of all Forms of Discrimination against Women, the gender-responsive implementation of the 2030 Agenda and other global normative and policy frameworks for gender equality and women's empowerment.

Second, intergovernmental processes should be supported and a conducive environment established for dialogue and exchange amongst Governments and with major stakeholders and constituencies, including women's organizations, youth, leaders and influencers, faith-based actors, the private sector, academia, the media, and others.

Third, the development of global norms and standards should be informed by substantive inputs, knowledge, as well as country-level experience and realities, including women's voices and civil society perspectives.

## Outcome 2: Women lead, participate in and benefit equally from governance systems:

Enabling governance systems are indispensable for the achievement of gender equality and women's empowerment because they create the necessary conducive environment to ensure that national policies and public institutions respond equally to the rights and needs of women and men. In line with strategies outlined in the Beijing+20 review, Outcome 2 focuses on accelerating the implementation of gender-responsive laws, policies and programmes; strengthening institutional mechanisms for gender equality; increasing investments and enhancing data collection, monitoring and evaluation.

Four output results contribute to the achievement of this outcome:

First, women's full participation and leadership in political decision-making should be ensured and the acceleration of policies benefiting women and girls supported.

Second, national plans, strategies and policies, including national development strategies and national HIV strategies, should be gender-responsive, and adequate investments and financing should be available to implement them and respond to the needs and demands for women's empowerment.

Third, more and better quality of data and statistics should inform the development, monitoring and evaluation of evidence-based and effective policies that benefit women and men equally. Data and statistics play a crucial role in the formulation of evidence-based policies, in setting priorities, planning interventions and assessing their impact, and in highlighting inequalities.

Fourth, women's access to justice should provide accountability mechanisms for the enforcement of these laws and policies, while legislation that is discriminatory against women and girls must be repealed.

## Outcome 3: Women have income security, decent work, and economic autonomy:

In line with the Beijing+20 review, the 2030 Agenda for Sustainable Development and agreed conclusions of CSW 61, Outcome 3 aims to ensure that women have income security, decent work and economic autonomy to achieve their economic potential, realize their rights and increase their independence. This is a necessary condition to achieve gender equality and women's empowerment, as poverty curtails the realization of women's right to live a life of dignity and severely limits the range of choices they can make about themselves and family members, particularly in regard to health and education, as well as their voice in decision-making.

Gender-blind economic policies, unequal access to and ownership and control of economic assets, combined with occupational segregation and the disproportionate share of unpaid care and domestic work, as well as persistent discrimination faced by women in accessing employment and business opportunities within global value chains, lead to and perpetuate the poverty of women and girls, gender gaps in both wealth and income, and unrealized economic and human development in their communities.

Three output results contribute to the achievement of this outcome:

First, gender-responsive economic policies should give women equal access to and ownership and control over economic assets; strengthen the social protection of women, particularly those who are disproportionally represented in the informal economy; and value unpaid care and domestic work to foster investments in the care economy and reduce as well as redistribute unpaid care and domestic work.

Second, more women should be enabled and encouraged to own, launch and/or better manage small, medium and large businesses for job creation and income generation, particularly in work-poor environments. Policies such as procurement set-asides for women-owned enterprises increase demand. Capacity building and skills development enable women entrepreneurs to better respond to demand, grow their businesses and increase productivity.

Third, more rural women should secure access to productive resources and engage in climate-smart agriculture. Women comprise some 43 percent of the agricultural labor workforce in developing countries and addressing the gender gap in access to economic assets in agriculture is a precondition to leaving no one behind.

These outputs also respond to the recommendations of the Secretary-General's High Level Panel on Women's Economic Empowerment.

# Outcome 4: All women and girls live a life free from all forms of violence:

Violence against women and girls inhibits their abilities to enjoy their rights and freedoms and is a severe manifestation of gender-based discrimination. In line with the Agreed Conclusions of CSW 57, violence against women can and must be prevented. Experience shows that the prevalence of violence against women and girls can be reduced by a third in a matter of years through integrated prevention efforts. This preventive action must be accompanied by the provision of high quality essential services to all survivors to ensure support and protection. Thus, Outcome 4 focuses on both prevention and access to essential services to free all women and girls from all forms of violence in private and public spaces.

Two output results contribute to the achievement of this outcome:

First, more countries and stakeholders should be able to prevent violence against women and girls by fostering education, respectful relationships and awareness raising; mobilizing communities -women, men,

girls and boys- and institutions to change gender stereotypes that perpetuate and condone violence against women and girls and promote zero tolerance for such violence. Governments, supported by key stakeholders, should also be able to deliver quality essential services to protect and assist survivors and prevent violence from re-occurring.

Second, cities and other public settings should be safe and empowering spaces for all women and girls, so they can fully exercise their rights and freedom of movement and their ability to study, work, access essential services, participate in public life and enjoy recreation opportunities on an equal footing to men.

# Outcome 5: Women and girls contribute to building sustainable peace and resilience, and benefit equally from crisis prevention and humanitarian action

Security Council resolutions on women, peace and security and the Sendai Framework for Disaster Risk Reduction have emphasized that women's participation and inclusion makes peace more sustainable, increase the effectiveness of humanitarian assistance, accelerate recovery and enhance community resilience to natural disasters. Therefore, Outcome 5 focuses on ensuring that women and girls can meaningfully contribute to peace and security and humanitarian efforts.

Three output results contribute to the achievement of this outcome:

First, women should participate in conflict prevention, resolution and recovery and be protected from all forms of human rights violations, including sexual and gender-based violence, while national accountability is enhanced.

Second, women should play a greater role and be better served by humanitarian response and recovery efforts so that their resilience is enhanced through increased access to productive and financial assets, protection mechanisms and effective support services.

Third, women should be engaged in disaster risk management processes so that their vulnerability is reduced through gender-responsive risk analyses, gender-responsive disaster risk management plans, and sex-disaggregated disaster-related data.

## V. Assumptions and risks

UN-Women will monitor potential risks which may deter the achievement of the results laid out in the Strategic Plan. These include:

- (i) lack of political will to advance or prioritize the gender equality and women's empowerment agenda, resulting in weak integration into national plans, policies and programmes due to constraints in resources;
- (ii) persistence of adverse social norms and gender stereotypes;
- (iii) crises situations due to conflict or natural disasters which may further reduce availability of resources and impede an enabling environment to address the root causes of gender inequality;
- (iv) limitations in the capacity of partners to deliver results necessary for the achievement of gender equality and women's empowerment beyond the areas of UN-Women's targeted operational activities;
- (v) insufficient funding levels for UN-Women.

Leveraging its UN coordination mandate, as well as its strategic partnerships, UN-Women will undertake efforts to monitor these risks and assumptions and put in place mitigation measures to ensure overall progress.

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# VI. Conclusion

This theory of change underscores the deeply interlinked nature of UN-Women's outcome areas and how action is catalyzed through UN-Women's collaborative advantage. The Strategic Plan's results framework has been designed to enable an integrated approach by cross-referencing strategies and focuses across outcome areas.

This theory of change is summarized in Figure 3 below. A detailed theory of change for each output under each outcome will be available in a separate background document.

Figure 3 - Theory of Change underlying UN-Women's Strategic Plan 2018-2021

GOAL	Achieve gender equality and empower all women and girls, including full enjoyment of their human rights														
GOAL TOC STATEMENT	IF a comprehensive and dynamic set of global norms, policies and standards on gender equality and the empowerment of all women and girls is strengthened, IF women lead, participate in and benefit equally from governance systems, IF women have income security, decent work and economic autonomy, IF all women and girls live a life free from all forms of violence, IF women and girls contribute to building sustainable peace and resilience, and benefit equally from crisis prevention and humanitarian action, and IF the entire UN system delivers on its commitments to gender equality and women's empowerment; THEN women and girls will be able to exercise their full rights on an equal footing with men and boys and equally contribute to and benefit from development, BECAUSE  I) Governments and key stakeholders have enhanced capacity to assess progress in key intergovernmental norms and standards related to GEEW; intergovernmental processes are supported and a conducive environment is established for dialogue and exchange amongst stakeholders hove enhanced capacity to assess progress in key intergovernmental norms and standards related to GEEW; intergovernmental processes are supported and a conducive environment is established for dialogue and exchange amongst stakeholders how enhanced standards; the development of global norms and standards is informed by substantive inputs and knowledge, as well as field realities, including women's voices and civil society perspectives;  II) Women's full participation and leadership in political decision-making is ensured, national plans, policies and policies equally benefit women and girls and discriminatory laws are repealed; better quality of gender data and statistics inform the development of effective and evidence-based policies and women's access to justice provides accountability mechanisms for the enforcement of laws and policies;  III) Macroeconomic and fiscal policies promote decent work and social protection for women; policies recognice, reduce and engage in climate smart														
OUTCOME AREAS	Global norms and standards			Governance systems							Linding an iornio of violence against an ivoluen and		Sustainable peace and resilience, crisis prevention and humanitarian action		
OUTPUTS	Enhanced capacity to assess progress in implementation of BPfA and other global normative and policy frameworks for GEEW	Governments, civil society, UN and other partners and facilitation of	through provision of substantive	national and local plans and budgets are gender	More justice institutions are accessible to and deliver equally for women and girls	More women of all ages fully participate, lead and engage in political institutions and processes	statistics are available to promote and track progress	and social protection	More women own, launch and/or better manage small, medium and large enterprises	productive resources and engage	More countries and stakeholders are better able to prevent violence against women and girls and deliver quality	settings have safe and		play a greater role and are better served by humanitarian	served by disaster risk management

RISKS & BARRIERS	<ul> <li>Lack of political will</li> <li>Pushback on normative gains</li> <li>Poor implementation</li> <li>Conflicting priorities</li> </ul>	<ul> <li>Lack of political will</li> <li>Gender-blind policies and laws</li> <li>Adverse socio-cultural norms and practices</li> <li>Weak institutions</li> <li>Electoral violence</li> <li>Limited leadership and negotiation skills</li> </ul>	<ul> <li>Lack of political will</li> <li>Discriminatory norms and practices</li> <li>Limited skills and access to resources</li> <li>Limited investments</li> </ul>	mechanisms .
ASSUMPTIONS	Through leveraging its normative work, UN coordination maempowerment into the efforts of its partners to substantially	indate and its close relationship with civil society and other ker leverage and complement its operational activities and ensu	•	. ,