



MAKING EVERY WOMAN AND GIRL COUNT

FLAGSHIP PROGRAMME INITIATIVE



MAKING EVERY WOMAN AND GIRL COUNT:

Supporting the monitoring and implementation
of the SDGs through better production and use
of gender statistics



May 2016



CONCEPT NOTE

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GIRL COUNT: SUPPORTING
THE MONITORING AND
IMPLEMENTATION OF THE
SDGS THROUGH BETTER
PRODUCTION AND USE OF
GENDER STATISTICS



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ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DAC	Development Assistance Committee
ECOSOC	United Nations Economic and Social Council
EDGE	Evidence and Data for Gender Equality
FAO	Food and Agriculture Organization
FPI	Flagship Programme Initiative
GPSP	Global Policy Support Project
IAEG-GS	Inter-agency and Expert Group on Gender Statistics
IAEG-SDGs	Inter-agency and Expert Group on SDG Indicators
ILO	International Labour Organization
SDGs	Sustainable Development Goals
MDGs	Millennium Development Goals
NSO	national statistical office
NSS	national statistical systems
NSDS	National Statistics Development Strategies
OECD	Organisation for Economic Co-operation and Development
UNDP	United Nations Development Fund
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNSC	United Nations Statistical Commission
WHO	World Health Organization

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EXECUTIVE SUMMARY

In September 2015, the United Nations General Assembly adopted by consensus Resolution 70/1: *Transforming our world: the 2030 Agenda for Sustainable Development* (the 2030 Agenda). The Resolution states that “realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress”. The prioritization of gender equality and women’s rights is reflected in a cross-cutting manner throughout the 2030 Agenda, including the declaration, goals, targets and indicators, means of implementation and follow-up and review.

From a gender perspective, the Sustainable Development Goals (SDGs) represent a significant step forward from the Millennium Development Goals (MDGs), covering for the first time core areas of the feminist agenda, including a commitment to eliminate all forms of violence against women and girls, to eradicate discriminatory laws and constraints on sexual and reproductive health and reproductive rights, to recognize and value unpaid care and domestic work and to increase women’s participation in decision-making.

The historic and unprecedented ambition set out in this Agenda must be matched by an equally ambitious drive to ensure its implementation. This will require an adequately resourced and authoritative monitoring and accountability framework. Robust indicators and quality data are of critical importance and will to a large extent determine whether policy efforts are marshalled and the goals and targets are achieved or missed. Building integrated information systems that address gender equality in all its dimensions will provide a credible evidence base that can inform such policies and catalyse actions.

The Inter-agency and Expert Group on SDG Indicators (IAEG-SDGs), created under the auspices of the United Nations Statistical Commission (UNSC), has identified a robust set of 230 unique indicators to monitor progress in achieving the SDGs. Overall, a quarter of these indicators explicitly or implicitly address gender equality. The indicators were agreed by the UNSC in March 2016 and will be presented to the United Nations Economic and Social Council (ECOSOC) and General Assembly for adoption.

While these developments are welcome, the challenges of effectively monitoring the SDGs from a gender perspective cannot be overstated. Of the 14 proposed indicators to monitor SDG 5, there are only three (referred to as Tier I indicators) for which internationally accepted standards for measurement exist and for which data are regularly collected by most countries. Of the remaining 11 indicators (referred to as Tier II indicators), five have internationally accepted standards but data collection by most countries is largely irregular. And for the remaining six (referred to as Tier III indicators), international standards do not yet exist and most countries do not regularly collect the data.¹

Similarly, many of the gender-related indicators in the other Goals – such as on gender and poverty, gender pay gaps, women’s representation in local governments, violence and abuse, access to justice and indicators related to gender and the environment – currently lack comparable methodologies for comprehensive and periodic monitoring. Lack of statistics in these areas arises both from a failure to prioritize gender equality in data collection and from a lack of resources.

Gender statistics are rarely prioritized in data collection and the resources devoted to them, both at the national and international level, remain grossly inadequate. Based on recent assessments, over US\$400 million is provided annually in bilateral and multi-lateral assistance for statistical capacity-building. However, very few of these resources are dedicated

¹ As of 31 March 2016, the classification of indicators into tiers is ongoing, which may result in changes in the classification of particular indicators.

to improving gender statistics. For example, out of US\$131 million committed to statistical capacity-building in 2013 by the OECD Development Assistance Committee (OECD-DAC), only 2 per cent (US\$2.6 million) – roughly the cost of two standalone surveys on violence against women – was devoted to projects in which gender was the principal objective.

The demand for greater support for statistics will only increase as countries begin to implement the SDGs. Conservative estimates of the resources needed to monitor the Goals indicate that close to US\$1 billion will be needed annually between 2016 and 2030. Without increases in the resources dedicated to gender statistics, there will be very significant gaps in our ability to track progress on global commitments on gender equality and women's empowerment. As a result, there have been strong calls for increased investments in gender statistics to support the monitoring and implementation of the SDGs.

Responding to these challenges, but also harnessing the current momentum and support for the SDGs and for gender statistics more broadly, the Flagship Programme Initiative: Better Production and Use of Gender Statistics for Evidence-Based Localization of the SDGs (Gender Statistics FPI), developed by UN Women, aims to affect a radical shift in the production, availability, accessibility and use of quality data and statistics on key aspects of gender equality and women's empowerment.

Working with partner governments, international agencies and other actors, including civil society organizations, and building on existing initiatives, the proposed programme will achieve results in three interlinked areas of work:

Enabling environment: Building a supportive policy and institutional environment for the localization (i.e., national and local adaptation) and effective monitoring of the SDGs;

Data production: Increasing the quality, comparability and regularity of gender statistics to address national data gaps and meet reporting commitments under the SDGs and other international

treaties and agreements, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action, as well as national priorities; and

Data accessibility: Ensuring that gender statistics are accessible to users in governments, civil society, academia and the private sector and are analysed to inform policy-making and advocacy and to monitor progress on the SDGs.

Strengthening statistical capacity to effectively monitor the SDGs requires well-coordinated, well-funded and complementary action at national, regional and global levels. At the global and regional levels, technical work to develop internationally agreed standards and methodologies is needed to provide the necessary support to countries to improve the production of gender statistics in order to ensure that quality standards are met. In turn, authoritative national monitoring frameworks will strengthen the follow-up and review processes of the SDGs at the global and regional levels. Such monitoring frameworks will help produce a robust and integrated evidence base of policy and programmatic lessons that can spur progress, support advocacy and promote accountability.

Key to the success of the programme is coordination among international agencies and other actors at all levels, including through joint programming and active knowledge-sharing. A joined-up effort, as envisioned under this initiative, will not only prevent duplication of efforts but also ensure that support is provided where it is needed, when it is needed and in a cost-effective manner.

To further strengthen coordination and ensure adequate and timely implementation, at each level (i.e. national, regional and global), activities under this FPI will be guided by a Steering Committee. Composed of participating countries, bilateral donors, key agencies collaborating on the implementation of the programme and civil society organisations, the key roles of the Steering Committee are to provide overall strategic guidance and to monitor the timely implementation of activities.

A joined-up and coordinated approach at national, regional and global levels

The Gender Statistics FPI will be implemented initially between 2016 and 2020. The end date of 2020 coincides with the first scheduled review and possible revision of the SDGs indicator framework by the IAEG-SDGs and will therefore provide an opportunity to assess progress towards the implementation of the FPI and to identify possible adjustments. During the next five years, the implementation arrangements and proposed activities include:

Partnerships at the country level: As a pilot initiative, between 2016 and 2020, UN Women – working closely with national statistical offices (NSOs) and in coordination with other international agencies and all relevant actors – will identify 10 to 12 pathfinder countries in which to develop joint country projects. The principal objective is to provide technical support to countries to improve the production of gender statistics in all areas of the SDGs. These projects will advance specific elements of the Gender Statistics FPI, depending on national circumstances, policy priorities, statistical capacities and available financial resources, and will be used to demonstrate the specific approaches that work in particular contexts. Projects will include: technical support to develop plans for the regular monitoring of the SDGs and to customize gender-related SDG indicators to national contexts; capacity-building of NSOs to improve data production; support the creation of national coordination mechanisms for gender statistics; and support for conducting regular user-producer dialogues. Lessons learned from these projects through thorough evaluation will inform the scaling-up of this approach to include more countries.

Regional technical support projects: At the regional level, UN Women’s regional offices will work closely with UN agencies, regional development banks and regional commissions to develop technical support projects whose objective is to provide policy and programmatic support to countries to implement the FPI, to advocate for and dismantle barriers to the

regular production of gender statistics; to support the implementation of national plans to monitor the SDGs; and to promote South-South cooperation and sharing of best practices. Partnerships will also be developed with other actors, including civil society organizations, to support advances in gender statistics and to ensure coordination of all plans and activities in this area.

Global policy support project (GPSP): The objective of the GPSP is to oversee the implementation of all activities under the FPI and to link normative and technical work on gender statistics at the global level to the regional and national levels. To increase data availability for Tier II indicators, work at the global level will focus on select areas, such as improving the quality and comparability of data on violence against women – through a joint programme with various UN agencies (UNFPA, UNDP, UNICEF, UN Statistics Division and WHO) – and improving the production and use of time-use data to monitor SDG target 5.4. For Tier III indicators, the GPSP will build on the existing Evidence and Data for Gender Equality (EDGE) joint global programme to lead innovations in the development of methodologies and standards for use by countries. Through regular, authoritative and periodic global data compilation and monitoring of the gender-related SDGs targets, the GPSP will significantly contribute to the overall objectives of this FPI, which is to ensure that gender statistics are used to inform policy-making and strengthen accountability for delivering on the SDGs. Such periodic monitoring will also provide a necessary link between intergovernmental processes and the country and regional level activities. Through strategic partnerships with governments, civil society organizations and academic institutions, including through the organization of high level political events, global advocacy will be conducted to ensure that the importance of gender statistics for evidence-based policy-making remains high on the political agenda.

UN Women's experience and comparative advantage

As the lead United Nations entity in the area of gender equality and women's empowerment, UN Women will be able to leverage its universal mandate to link normative and technical advances at the global level to the regional and national levels. UN Women will use its coordination mandate and take advantage of its presence in 89 countries and six regions and its wide network of partners, including governments, multilateral agencies and civil society, to bring actors together to ensure effective implementation of this initiative. Its regional presence will allow for a greater cross-fertilization of experiences and complementarity of activities.

In the short time since its foundation in 2011, UN Women has established itself as a credible and respected voice and partner on gender statistics among governments, multilateral organizations and civil society. It has demonstrated the value it can bring through its work in the following areas: its collaboration with women's organizations and networks to ensure a standalone Goal on gender equality in the

SDGs; its convening role in bringing other UN agencies together to negotiate a robust SDGs framework in which gender issues and indicators are thoroughly mainstreamed; its participation in the EDGE programme; and its flagship reports, whose quality of statistical presentation and analysis contribute to important policy dialogues and processes.

During this time, the global profile of gender statistics and the recognition of the need to fill critical gaps in data coverage have increased exponentially. The requirements for monitoring the SDGs from a gender perspective demand a significant scaling-up of this work in order to meet the expectations of Member States and realize the ambition set out in Agenda 2030. This FPI provides the roadmap for this essential work. Investing in it will enable the creation of an integrated evidence base that can inform more effective and targeted decision-making to reach those furthest behind first and make meaningful and lasting changes in the lives of women and girls everywhere.

1.

INTRODUCTION

In September 2015, the United Nations General Assembly adopted by consensus Resolution 70/1: *Transforming our world: the 2030 Agenda for Sustainable Development* (the 2030 Agenda).² The Resolution states that “realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress”. The prioritization of gender equality and women’s rights is reflected in a cross-cutting manner throughout every part of the 2030 Agenda, including the declaration, goals, targets and indicators, means of implementation, global partnership and follow-up and review.

From a gender perspective, the 17 Sustainable Development Goals (SDGs) and 169 targets address development in its three dimensions – economic, social and environmental – and therefore represent a significant step forward from the Millennium Development Goals (MDGs). Unlike the MDGs, the SDGs cover core areas of the feminist agenda, including a commitment to eliminate all forms of violence against women and girls, to eradicate discriminatory laws and constraints on sexual and reproductive health and rights and to recognize and value unpaid care and domestic work and women’s participation in decision-making.

In addition to the targets in Goal 5, “Achieve gender equality and empower all women and girls”, the targets in the other goals cover a comprehensive set of related issues, including the gender dimensions of poverty, hunger, health, education, water and sanitation, employment, safe public spaces, climate change and peace and security. There is a strong recognition that gender equality and the empowerment of women and girls is essential to achieve progress across all the goals and targets.

The historic and unprecedented ambition set out in this Agenda must be matched by an equally ambitious drive to ensure its implementation. This will require an adequately resourced and authoritative monitoring and accountability framework. Robust indicators and quality data are of critical importance and will to

a large extent determine whether policy efforts are marshalled and the goals and targets are achieved or missed. Building integrated information systems that address gender equality in all its dimensions will provide a credible evidence base that can inform such policies, support advocacy and promote accountability.

The Inter-agency and Expert Group on SDG Indicators (IAEG-SDGs), created under the auspices of the United Nations Statistical Commission (UNSC), has identified a robust set of 230 unique indicators to monitor progress in achieving the SDGs. Overall, a quarter of these indicators explicitly or implicitly address gender equality.³ The indicators were agreed by the UNSC in March 2016 and will be presented to the United Nations Economic and Social Council (ECOSOC) and the General Assembly for adoption.

Harnessing the current momentum and support for effective monitoring of the SDGs and for gender statistics more broadly, the Flagship Programme Initiative: *Better Production and Use of Gender Statistics for Evidence-Based Localization of the SDGs* (Gender Statistics FPI), developed by UN Women, aims to effect a radical shift in the availability, accessibility and use of quality data and statistics on key aspects of gender equality and women’s empowerment.

² United Nations General Assembly. 2015. “Transforming our world: the 2030 Agenda for Sustainable Development.” A/RES/70/1.

³ Based on UN Women’s reading of all the targets and indicators as presented in the report of the IAEG-SDGs submitted to the UNSC. See United Nations Economic and Social Council. 2016. “Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators.” E/CN.3/2016/2.

2.

BACKGROUND AND RATIONALE

2.1

Strong normative advances

Data and statistics are indispensable tools for devising evidence-based policies to achieve gender equality and women's empowerment. Comprehensive and periodic statistics on the status of women, men, girls and boys, including data disaggregated by sex and other socio-economic characteristics, are important for setting priorities, planning interventions and assessing their impacts. They are also critical for putting the spotlight on inequality and underscoring the need to realize the rights of poor and marginalized women and girls who are left behind and whose rights are not always prioritized in policy-making processes. When used for advocacy and awareness-raising, they can stimulate democratic debate on gender equality and women's empowerment, therefore ensuring accountability for the realization of women's human rights.

Substantive work on gender statistics can be traced back to the 1980s, following the proclamation of the United Nations Decade for Women (1976–1985), which came on the heels of the first World Conference on Women, held in Mexico City.⁴ Since then, there have been constant calls for improving the production of gender statistics to monitor commitments at the

national, regional and international levels, leading to important advances in normative and technical standards related to gender statistics.

In its general recommendations, the United Nations Committee on the Elimination of Discrimination against Women (UN CEDAW) has on several occasions called for improving the production and use of gender statistics.⁵ In 1995, the Beijing Declaration and Platform for Action included a strong call for “generating and disseminating gender-disaggregated data and information for planning and evaluation”.⁶ Similarly, the Commission on the Status of Women (CSW) in its Agreed Conclusions has frequently called for better statistics, including on violence against women in 2013 and more broadly to address data gaps and improve gender statistics in 2014.⁷

In 2013, following calls by the UN General Assembly, the UNSC adopted a core set of nine indicators on violence against women.⁸ It also endorsed a Minimum

⁴ United Nations Statistics Division. 2014. “Compendium of Statistical Notes for the Open Working Group on Sustainable Development Goals.” UNSD, March.

⁵ See, for example, United Nations Committee on the Elimination of Discrimination against Women. 1989. General Recommendation No. 9 on Statistical Data Concerning the Situation of Women. A/44/38; 1989. General Recommendation No. 12 on Violence against Women. A/44/38; 1990. General Recommendation No. 14 on Female Circumcision. A/45/38; 1991. General Recommendation No. 16 on Unpaid Women Workers in Rural and Urban Family Enterprises. A/46/38; and 1992. General Recommendation No. 19 on Violence Against Women A/47/38.

⁶ United Nations. 1995. Beijing Declaration and Platform of Action, adopted at the Fourth World Conference on Women, 27 October 1995. A/CONF.177/20 and A/CONF.177/20/Add.1.

⁷ United Nations Economic and Social Council. 2013. “Report of the Fifty-Seventh Session of the Commission on the Status of Women (4-15 March 2013).” E/2013/27-E/CN.6/2013/11; United Nations Economic and Social Council. 2014. “Challenges and Achievements in the Implementation of the Millennium Development Goals for Women and Girls: Agreed Conclusions.” Fifty-eighth Session of the Commission on the Status of Women, 10-21 March 2014. E/CN.6/2014/L7.

⁸ United Nations Economic and Social Council. 2009. “Report of the Fortieth Session of the Statistical Commission (24-27 February 2009).” E/2009/24-E/CN.3/2009/29; 2013. “Report on the Forty-Fourth Session of the Statistical Commission (26 February-1 March 2013).” E/2013/24-E/CN.3/2013/33.

Set of Gender Indicators to serve as a guide for the national production and international compilation of gender statistics.⁹

In addition to these normative developments, many new tools, including manuals and guidelines for the production of gender statistics, are now available.¹⁰ At the international level, this includes those provided by innovative initiatives such as the Evidence and Data for Gender Equality (EDGE) programme¹¹ and Data2X.¹² Furthermore, coordination mechanisms such as the Inter-agency and Expert Group on Gender Statistics (IAEG-GS) and similar regional mechanisms

2.2 Significant challenges remain

Despite these important developments, there are still data gaps in many areas of gender equality. Of the 14 proposed indicators to monitor Goal 5, only three are classified as Tier I indicators (i.e., those for which internationally accepted standards for measurement exist and for which data are regularly collected by most countries).¹³ Of the remaining 11 indicators, five are Tier II indicators (i.e., have internationally accepted standards but data collection by most countries is largely irregular) and the remaining six are Tier III indicators (i.e., international standards do not yet exist and most countries do not regularly collect the data). This means that, as of March 2016, we are effectively

have ensured increased coordination for the work on gender statistics and greater use of common standards and tools.

These international agreements, initiatives and standards continue to play a critical role in guiding and improving the production of gender statistics at the national level. They also provide a broad and strong basis for monitoring gender equality in the 2030 Agenda, and many of the indicators proposed for monitoring the gender-related targets in the SDGs build on these advances.

unable to provide adequate baselines for about 80 per cent of the SDG 5 indicators.

Similarly, many of the gender-related indicators in the other goals such as SDG targets 1.1 and 1.2 (gender and poverty), target 8.5 (gender pay gaps), target 11.7 (physical and sexual harassment), targets 16.1 and 16.2 (violence and abuse), target 16.3 (access to justice), target 16.7 (inclusive decision-making) and target 16.9 (birth registration) currently lack clear definitions and fully comparable methodologies for adequate measurement (see section 5.3). The lack of adequate standards and measures in the area of gender and

9 United Nations Economic and Social Council 2013, op. cit. At the regional level, various initiatives on gender statistics also exist, including in the Americas and the Caribbean region, for example, where the Economic Commission for Latin America and the Caribbean (ECLAC), the Instituto Nacional de Estadística y Geografía (INEGI) and UN Women work closely together under the auspices of the Statistical Conference of the Americas.

10 United Nations Economic Commission for Europe (UNECE) and World Bank. 2010. "Developing Gender Statistics: A Practical Tool." United Nations, Geneva; United Nations. 2015. "Gender Statistics Manual: Integrating a Gender Perspective into Statistics." <http://unstats.un.org/unsd/genderstatmanual/>; United Nations Population Fund. 2013. "Methodological Guidelines for the Gender Analysis of National Population and Housing Census Data." UNFPA, New York. Worth mentioning also are the "Guidelines for Producing Statistics on Violence against Women: Statistical Surveys", produced by the UNSD in 2014.

11 EDGE builds on the work of the IAEG-GS and is implemented jointly by UN Women and UNSD in collaboration with the World Bank, Organisation for Economic Co-operation and

Development (OECD), Food and Agriculture Organization (FAO), Asian Development Bank and African Development Bank. The programme's overall objective is to support the generation of comparable gender indicators – by focusing initially on the subset of gender indicators on health, education, employment, entrepreneurship and asset ownership – and to facilitate mainstreaming of gender statistics in national statistical systems. See <http://unstats.un.org/unsd/gender/EDGE/about.html>.

12 See <http://data2x.org/>.

13 Tier I indicators are 5.3.1 (child marriage), 5.3.2 (female genital mutilation and cutting) and 5.5.2 (women in managerial positions); Tier II indicators are 5.2.1 (intimate partner violence), 5.2.2 (non-intimate partner sexual violence), 5.4.1 (unpaid care and domestic work), 5.6.1 (decision-making regarding sexual and reproductive health and reproductive rights) and 5.b (ownership of a mobile phone); Tier III indicators are 5.1.1 (legal frameworks to promote gender equality), 5.5.1 (political participation), 5.6.2 (laws and regulation related to sexual and reproductive health and reproductive rights) and 5.c (gender budgeting).

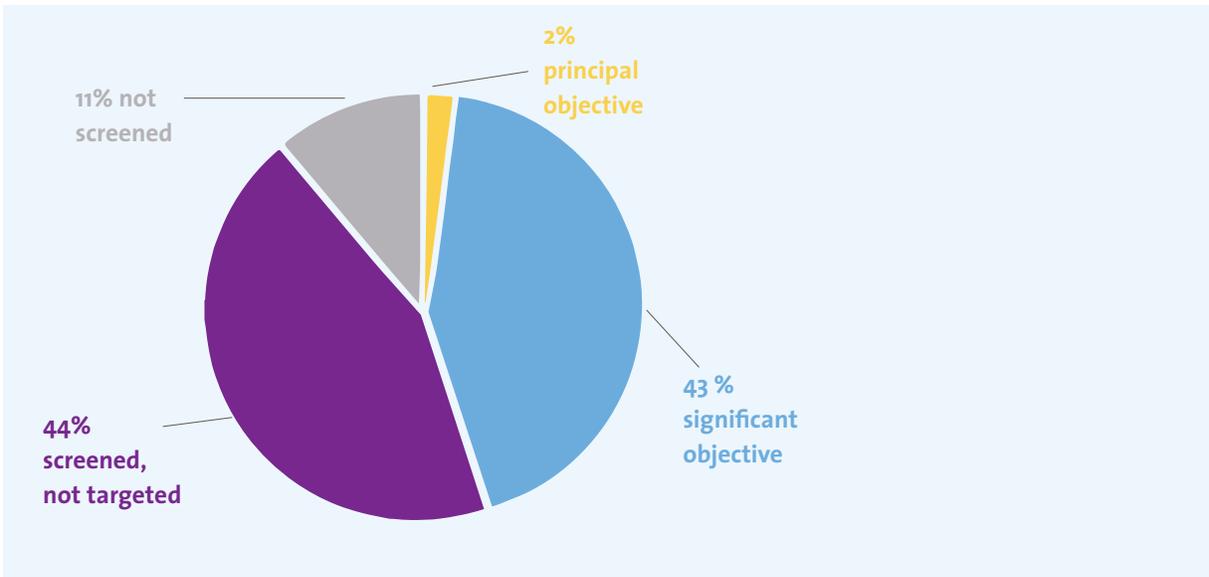
environment-related SDGs such as SDG 12 (sustainable consumption and production), SDG 13 (climate change), SDG 14 (oceans, seas and marine resources) and SDG 15 (ecosystems, forests, desertification, land degradation and biodiversity), which are critical for gender equality, contain hardly any gender-specific indicators.

One of the main challenges for statistics is the limited amount of resources devoted to it. Based on recent assessments of statistical capacity-building efforts, just over US\$400 million is provided annually in bilateral and multilateral assistance. Conservative estimates of the resources needed to monitor the SDGs indicate that close to US\$1 billion will be needed annually between 2016 and 2030.¹⁴

Currently, very few of the resources devoted to statistical capacity-building are dedicated to improving gender statistics. Out of US\$131 million committed to statistical capacity-building in 2013 by the OECD Development Assistance Committee, only 2 per cent (US\$2.6 million) was devoted to projects in which gender equality and women's empowerment was a principal objective (i.e., gender equality was an explicit objective of the activity and fundamental to its design). Another 43 per cent (US\$57 million) was devoted to projects in which gender equality was a 'significant objective' (i.e., it was not the principal reason for undertaking the activity) (see Figure 2-1). To put these figures into perspective, the average cost of a standalone survey on violence against women – which is the gold standard for getting accurate data on prevalence rates and the quality and accessibility of services for victims – is about US\$1 million, highlighting the inadequacy of the amount of support dedicated to gender statistics.

¹⁴ Sustainable Development Solutions Network (SDSN). 2015. "Data for Development: An Action Plan to Finance the Data Revolution for Sustainable Development." SDSN, 17 April; Open Data Watch. 2015. "Partnerships and Financing for Statistics: Lessons Learned from Recent Evaluation." Open Data Watch, 24 June.

FIGURE 2-1:
OECD-DAC statistical capacity-building aid projects targeting gender equality and women's empowerment



Source: Calculated using data from OECD-DAC database (accessed 10 February 2016).

In the 2030 Agenda, national and local adaptation (i.e., localization) of targets and indicators and effective monitoring of the SDGs will be critical to ensure their implementation and to hold governments and relevant stakeholders accountable to the commitments they have made. As with the MDGs, targets that are not monitored due to lack of data are likely to receive lower priority and thus be less managed and addressed by countries.¹⁵

Given these monitoring requirements, the need to produce more relevant and better data, including gender-sensitive indicators, is now greater than ever. Without significant increases in the technical and financial investments specifically dedicated to improving gender statistics, there will be important gaps in our ability to adequately monitor the implementation of the SDGs and to track progress on global commitments to gender equality and women's empowerment.

¹⁵ Fukuda-Parr, S. and A-E. Yamin. 2013. "The Power of Numbers: A Critical Review of MDG Targets for Human Development and Human Rights." *Development* 56 (March): 58-65.

3.

SITUATION ANALYSIS

The challenges for gender statistics are linked to at least three distinct but inter-related problems: (i) Weak policy space and legal and financial environments due to limited political will and understanding of the importance of quality gender statistics; (ii) Technical challenges, particularly with regard to sensitive, methodologically demanding or emerging areas; and (iii) A confluence of limited data dissemination and communication capacities of national statistical systems (NSS) and limited ability of governments and other stakeholders to utilize and advocate for gender statistics to inform decisions, research, advocacy, policies and programmes.

Weak policy space and legal and financial environments

Lack of political will and limited awareness of the importance of data for gender equality are critical barriers to progress. 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 per cent have specific legislation requiring the NSS to conduct specialized gender-based surveys and only 13 per cent have a regular dedicated budget for gender statistics. Furthermore, the reviews also indicated that only 37 per cent of countries have a coordinating body for gender statistics.¹⁶ Together, weak policy space, limited resources and lack of coordination, particularly at the national level, means that gender statistics are not adequately mainstreamed in statistical production, constituting a critical impediment to the monitoring of the SDGs.

Technical challenges limit the effective and efficient production of gender statistics

Due to resource and technical constraints in most developing countries, the production of gender statistics is still quite limited and gender data gaps are pervasive. This is particularly true in areas that are sensitive or where the technical and financial requirements are significant (e.g., violence against women and time-use surveys) and in new and emerging areas where significant methodological work is needed in order to develop innovative measures and internationally accepted standards for the measurement of gender equality and women's empowerment (e.g., gender and poverty, gender pay gaps and women's participation in decision-making). For example, currently just over half of countries regularly produce gender statistics on power and decision-making, and that percentage drops to 42 per cent for unpaid work, 41 per cent for violence against women and a mere 7 per cent for satellite accounts of household production.¹⁷

¹⁶ United Nations 2013, op. cit.; United Nations Economic and Social Council. 2014. "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." E/CN.6/2015/3.

¹⁷ Ibid.

Lack of access to data and limited capacity of policy makers and other potential users to analyse, use and advocate for them to inform policies

Gaps in gender statistics are compounded by the low dissemination and communication capabilities of the NSS to make the existing data available in user-friendly formats. Failure to build the capacity of policy makers and other stakeholders to use the data to inform evidence-based advocacy in decision-making exacerbates this problem. There is strong evidence of a vicious cycle whereby low use of data to inform policy and advocacy leads to low demand, which in turn reduces the incentive for their production.¹⁸

These challenges at the national level are often exacerbated by the lack of coordination at the regional and global levels, particularly by development partners that provide support for statistical capacity-building. Such lack of coordination means that the already meagre technical and financial support for gender statistics being provided to countries is often highly fragmented and in some cases duplicative. The result is a relative abundance of data in a few areas but pervasive data gaps in critical areas of the SDGs. Therefore much can be gained in terms of efficiency and cost savings through better coordination of the activities and support being provided. The steps identified in the next sections aim to address these challenges.

The inclusion of gender equality and women's empowerment throughout the 2030 Agenda is welcome, though it remains in sharp contrast to the lack of adequate data to monitor its implementation. Currently very few indicators among the gender-related targets have adequate baselines. If left unaddressed, this lack of data means that the evidence base needed to monitor progress on the SDGs and inform policy-making will be thin or incomplete at best. This will not only compromise our ability to monitor gender equality and women's empowerment but also impede implementation of the 2030 Agenda more broadly. As a result, there have been strong calls for increased investments in gender statistics to support the monitoring and implementation of the SDGs.¹⁹

Building on UN Women's unique normative, coordination and operational mandates, and based on a comprehensive theory of change (see Annex 1), the Gender Statistics FPI aims to address these inter-related challenges.²⁰ It builds on the existing initiatives in the area of gender statistics. Its overall objective is to ensure that gender statistics are available, accessible, analysed and used to inform policy-making, advocacy and accountability for delivering on the SDGs and other commitments related to gender equality and women's empowerment. These results will be achieved by working with partner governments in collaboration with international agencies and other actors, including civil society organizations, based on their respective mandates and areas of expertise.

¹⁸ UN Women. 2015. *Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights*. New York: UN Women.

¹⁹ SDSN 2015, op. cit. and Open Data Watch 2015, op. cit.

²⁰ The FPIs are high-impact, scalable programmes that build on and supplement UN Women's ongoing programming work. All FPIs adopt a rights-based approach by strengthening the voice of women and girls to remove structural barriers for gender equality and women's empowerment. The FPIs are also instruments 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: have a universal presence through differentiated but consistent country presences; and link and report on development impacts in a causal and transparent manner. In terms of purpose, the FPI will enable UN Women to: fully align and leverage its unique composite mandate; provide substantive coordination for results and champion delivery-as-one; develop synergies across the crisis-development continuum; and support the implementation of the SDGs.

4.

STRATEGY FOR CHANGE

Improving the availability, accessibility and use of quality gender statistics to inform policy, advocacy and accountability for delivering gender equality and women's empowerment commitments in the SDGs, CEDAW, the Beijing Platform for Action and other national priorities, requires actions on three fronts: (i) Promoting an enabling environment by putting in place a supportive and well-coordinated policy environment to ensure gender-responsive localization and effective monitoring of the SDGs; (ii) Increasing data production by removing technical barriers and constraints to ensure that quality, comparable and regular gender statistics are produced to monitor the implementation of national policies and meet reporting commitments under the SDGs; and (iii) Improving data accessibility by ensuring that the data produced are widely available and used effectively by different players with sufficient capacities to understand, analyse and use them to inform advocacy, research, policies and programmes and to monitor progress on the SDGs.

GOAL:

Gender statistics are available, accessible, analysed and used to inform policy-making, advocacy and accountability for delivering gender equality and women's empowerment.

GOAL STATEMENT: If (1) a supportive and well-coordinated 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, CEDAW, the Beijing Platform for Action and other national priorities; and if (3) all users analyse as well as advocate for data to inform policies and 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) awareness about the importance of quality gender statistics for evidence-based policy-making will be widespread; the conditions will be met for a participatory and rigorous assessment of data gaps; and the steps that need to be taken to address these gaps will have been conducted, debated and agreed.

OUTCOME 1: ENABLING ENVIRONMENT

Supportive and well-coordinated policy environment is in place to ensure gender-responsive localization and effective monitoring of the SDGs:

Output 1.1: An assessment of gender statistics and identification of gaps is conducted at the national level:

Country level assessments that look at national legal frameworks, policies and practices governing the sustained production of gender statistics will

be conducted. Assessments will look at the extent to which gender is mainstreamed into the national/sectoral development agenda and statistical plans, the financial and human resources available at the national and local levels and national protocols for publishing and sharing statistical data.

Output 1.2: Enabling legal frameworks, institutional arrangements, adequate resources and monitoring

mechanisms for gender statistics are in place: Tools to improve the legal and institutional arrangements governing the production of gender statistics, including documented examples of good practice, will be provided to NSOs. Partnerships will be developed with important players such as PARIS21, UN Regional Commissions, the World Bank and regional development banks to ensure that appropriate guidance is provided to NSOs to mainstream gender statistics in National Statistics Development Strategies (NSDS). At the global, regional and national levels, advocacy will be conducted and South-South cooperation encouraged to enable peer learning.

OUTCOME 2: DATA PRODUCTION

Quality, comparable and regular gender statistics are available to address national data gaps and meet policy and reporting commitments under the SDGs, CEDAW and the Beijing Platform for Action: The technical capacity of the NSS to sustainably produce quality gender statistics to monitor the SDGs and other commitments, including CEDAW, the Beijing Platform for Action and national priorities, will be strengthened through:

Output 2.1: Capacity of the NSS strengthened to compile Tier I indicators in the minimum set and the SDGs:

Based on the initial assessment of existing sources, direct technical support will be provided to the NSS to enable the compilation of Tier I indicators. Where necessary, this work will also include supporting the reprocessing of existing data sources in order to ensure that all indicators are adequately disaggregated by sex, age, income, location, race and ethnicity, disability, migrant status and all other relevant characteristics.

Output 2.2: Capacity of the NSS strengthened to collect Tier II indicators in the minimum set and the SDGs:

OUTCOME 3: DATA AVAILABILITY

Gender statistics are accessible to all users (including governments, civil society, academia and the private sector) and can be analysed to inform research, advocacy, policies and programmes and promote accountability:

Output 1.3: National plans to localize gender-related SDGs targets and indicators are developed:

An inventory of available data sources, including administrative records, will be conducted and a costing of integrating a gender perspective in data collection to monitor the SDGs will be undertaken. A participatory national plan to contextualize the gender-related SDG indicators will be developed with inputs from all stakeholders. In addition, partnerships, particularly with civil society organizations, will be put in place to ensure that plans for the production, analysis, dissemination and use of gender statistics to monitor the SDGs are nationally developed, owned, implemented and monitored.

Through technical and financial support, enable the periodic collection of Tier II indicators. The capacity of the NSS will also be improved to ensure that data collection in those areas is of high quality, is reliable and can be sustained over the long term. Particularly in areas such as violence against women, where ethical standards and procedures for data collection are an absolute requirement, the support provided to countries will ensure that data collection, processing and analysis adopt the highest gender-sensitive ethical and technical standards.

Output 2.3: Capacity of the NSS strengthened to produce Tier III indicators in the minimum set and the SDGs:

Innovative methodological work to develop concepts and accepted standards for Tier III indicators and in new and emerging areas of measurement (e.g., poverty from a gender perspective, gender pay gaps, particularly for self-employed workers, and women's representation in decision-making) will be conducted at the international level and testing done in pilot countries in order to provide tools to countries to start producing comparable Tier III indicators.

Output 3.1: Increased dissemination of data at national, regional and global levels.

Data-sharing protocols will be strengthened and dissemination tools provided, including working with relevant experts to ensure anonymization of the data;

regular publication of data by the NSS on the status of women compared to men at the national and local level; and the use of web-based platforms, data dissemination and visualization tools for a broad audience at national, regional and global levels. At the global level, regular thematic monitoring of the gender-related SDGs targets and indicators through data collection, data compilation and methodological work will contribute to building a high quality and comprehensive evidence base to monitor and understand progress, gaps and challenges in implementing the 2030 Agenda.

Output 3.2: User-producer dialogues institutionalized to increase accessibility, quality and demand for gender statistics. At the national and regional levels, user-producer dialogues will be institutionalized, including by supporting the creation of gender statistics coordination mechanisms and supporting

regular forums for producers to engage with policy makers and other users to improve their understanding of statistical information and identify data gaps for more effective policy-making. At the global level, existing mechanisms, including the IAEG-GS as well as the biannual Global Forum for Gender Statistics – which are mandated by the UNSC – will be strengthened to serve as true collaboration platforms that can bring all stakeholders together.

Output 3.3: Capacity of civil society, government and other actors to analyse and use gender statistics to inform decision-making is strengthened. The capacity of all users will be strengthened through training and technical assistance. Working with partners, including national and regional research, training and academic institutions, training materials on gender statistics will be developed and made available to a broad range of stakeholders.

5.

INSTITUTIONAL AND IMPLEMENTATION ARRANGEMENTS

Strengthening statistical capacity to effectively monitor the SDGs requires well-coordinated, well-funded and complementary action at national, regional and global levels. At the global and regional levels, technical work to develop internationally agreed standards and methodologies is needed to provide the necessary policy and programmatic support to countries to strengthen the production of gender statistics and to ensure that quality standards are met so that gender-related SDG indicators are comparable across countries. In turn, authoritative national monitoring frameworks will strengthen the follow-up and review processes of the SDGs at the global and regional levels and provide robust evidence of policy and programmatic lessons that can spur progress, support advocacy and promote accountability.

In terms of timelines, the FPI will be implemented initially between 2016 and 2020 (see the tentative activity-specific timelines in the following sub-sections). As decided by the IAEG-SDGs at its third meeting in March 2016, there will be quinquennial revisions of the entire SDGs indicator framework, with the first official review scheduled to take place in 2020.²¹ The end date of 2020 was selected for this first phase of the FPI in order to coincide with the first scheduled review and possible revision of the SDGs indicator framework. One of the benefits of selecting 2020 as the end date is that the first official review in 2020 will provide an opportunity to improve existing gender indicators and to include new ones that are developed through innovative work (see for example Section 5.3).

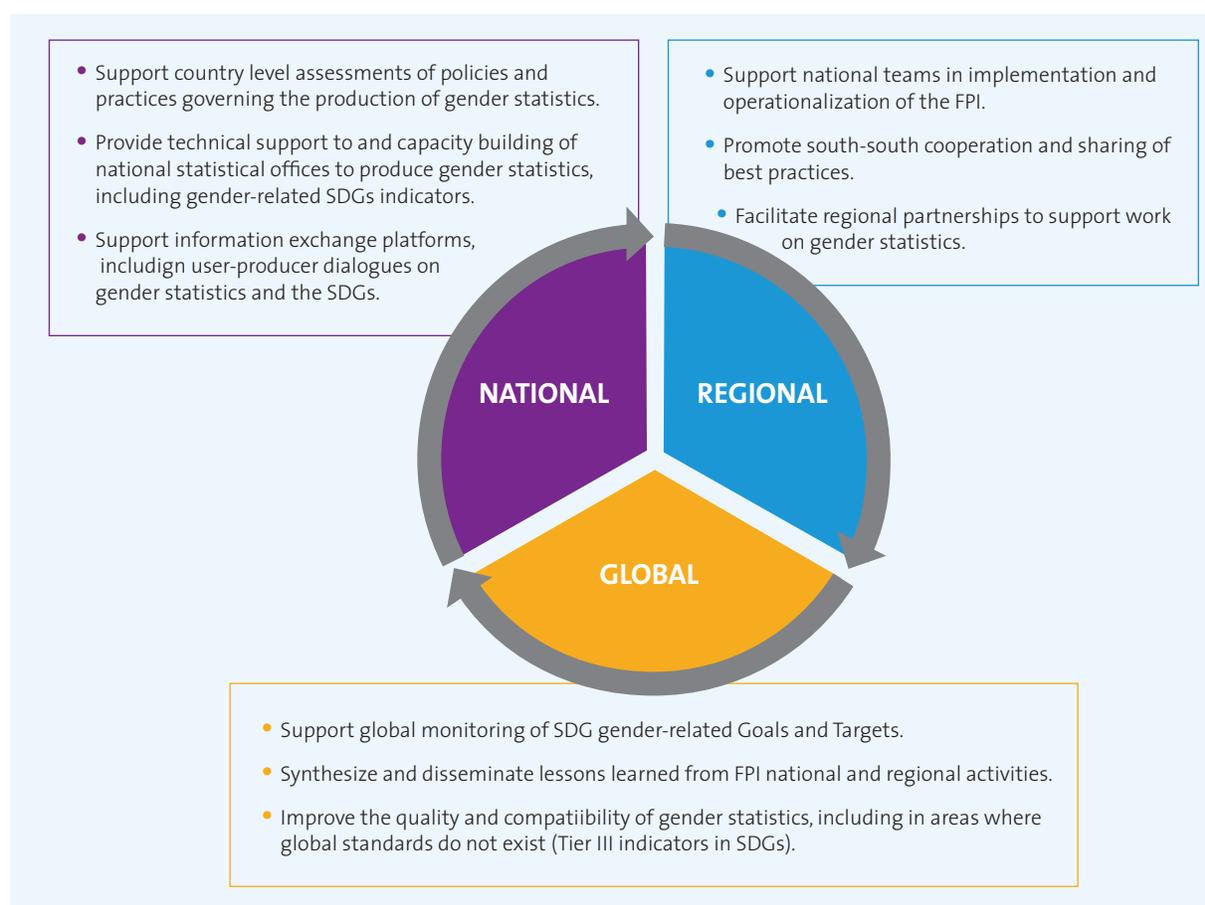
Coordination among the different actors, including the various agencies that provide technical support on statistics to countries – such as the United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Office on Drugs and Crime (UNODC), UNSD, World Health Organization (WHO) and World Bank – is essential. Joint programming at all levels, in close consultation with other relevant actors, including civil society – through, for example, the Global Partnership for Sustainable Development Data – will ensure that there is no duplication of efforts and gender data gaps are addressed efficiently and systematically in all areas to enable cost-effective monitoring of the SDGs.

Figure 5.1 presents a summary of these interlinkages and illustrates the implementation arrangements at the national, regional and global levels.

²¹ See the workplan of the IAEG-SDGs <http://unstats.un.org/sdgs/files/meetings/iaeg-sdgs-meeting-03/3rd-IAEG-SDGs-outcome--work-plan-and-next-steps.pdf>

FIGURE 5.1:

Implementation of the Gender Statistics FPI at the national, regional and global levels



5.1

Implementation at the country level

As a pilot initiative, between 2016 and 2020, UN Women – working closely with NSOs and in coordination with other international agencies and all relevant actors – will identify 10 to 12 pathfinder countries where joint country projects will be developed whose principal objective is to provide technical support to improve the production of gender statistics in all areas of the SDGs. These projects will advance specific elements of the FPI, depending on the national circumstances, policy priorities, statistical capacities and financial resources available. In order to address the needs of developing countries, specific emphasis in choosing the pilot countries will be placed on those

with the most significant challenges. The projects will put a significant emphasis on evaluation in order to demonstrate the specific approaches that work in particular contexts.²² Lessons learned from this pilot

²² Based on initial discussions with UN Women country offices, countries under consideration that have expressed interest include Afghanistan, Cambodia, Nepal, Pakistan, Timor-Leste and Viet Nam in the Asia Pacific Region; Kyrgyzstan, Turkmenistan and Uzbekistan in Europe and Central Asia; Brazil, Colombia, Haiti, Mexico, El Salvador and Saint Lucia, as well as the Caribbean Community (CARICOM), in the Americas and the Caribbean Region; Iraq and Morocco in the Middle East and North Africa, and Côte d'Ivoire, Liberia, Mozambique, Rwanda, Somalia, Uganda and Zimbabwe in sub-Saharan Africa.

phase will inform the scaling-up of this initiative to include more countries.²³ Activities at the country level will be elaborated in country-specific project proposals developed in close collaboration with the NSOs of the selected countries, with a common core including technical and financial support to:

- Conduct an assessment of the legal framework, policies and practices governing the production of gender statistics (Output 1.1 – timeline 2016-17);
- Advocate for robust integration of gender statistics in the NSDS (Output 1.2 – timeline 2016-2020);
- Review of the national gender policy to inform national and local adaptation of gender-related SDGs indicators (Output 1.3 – timeline 2016-17);
- Develop plans for regular monitoring of gender-related SDGs targets and indicators;
- Conduct an inventory of available data sources (Output 1.3 – timeline 2016-17);
- Process existing data to ensure the production of Tier I indicators, including relevant disaggregation (Output 2.1 – timeline 2016-2018);

5.2

Technical support at the regional level

At the regional level, UN Women's regional offices will work closely with other agencies, including other UN agencies, regional development banks and UN regional commissions, to develop technical support projects whose objective is to provide policy and programmatic support to countries to implement the Gender Statistics FPI, to advocate for and dismantle barriers to the regular production of gender statistics; to help support the implementation of national plans to monitor the SDGs; and to promote

- Support production of Tier II indicators, particularly in areas such as time use and violence against women (Output 2.2 – timeline 2016-2020);
- Use internationally developed methodologies and standards to increase the production of Tier III indicators through capacity-building and training (Output 2.3 – timeline 2016-2020);
- Support regular publication of data on the status of women, men, girls and boys and develop national dashboards for gender statistics (national databases can be linked to a global database, providing a unique and integrated monitoring resource) (Output 3.1 – timeline 2016-2020);
- Institutionalize regular national and sub-national thematic user-producer dialogues on gender statistics (Output 3.2 – timeline 2016-2020);
- Create a national gender statistics coordination committee (Outputs 1.3 and 3.2); and
- Conduct regular trainings on gender statistics for users (Output 3.3 – timeline 2016-2020).

South-South cooperation and sharing of best practices. Activities include:

- Provide direct technical support to countries to conduct national assessments of legal frameworks, policies and practices governing the regular production of gender statistics (Output 1.1 – timeline 2016-17);
- Share best practices within regions and promote South-South cooperation on improving national legal and institutional frameworks governing the production of gender statistics (Output 1.2 – timeline 2016-2020);

²³ It is important to note that all timelines and budgets (see Annexes) identified in this concept note are tentative and will be elaborated in separate project documents to be developed by UN Women and its partners.

- Support discussions around the regional adaptation of the SDGs indicators, including by promoting a strong link between globally agreed indicators and their regional adaptations and ensuring that these are fed into national plans to monitor the SDGs (Output 1.3 – timeline 2016-2020);
- Share best practices within regions and promote South-South cooperation on the localization of the SDGs (Output 1.3 – timeline 2016-2020);
- Provide in-country technical support to develop national plans to monitor the SDGs (Output 1.3 – timeline 2016-2020);
- Produce technical notes and methodologies for Tier I and Tier II and their regional adaptations, based on countries' needs, capacities and expertise (Outputs 2.1 and 2.2 – timeline 2016-2020);
- Support the strengthening of reporting mechanisms from national statistical systems (and regional statistical systems where available) to regional and global international statistical bodies through the development of tools such as the Statistical Data and Metadata eXchange (SDMX) (Output 3.1 – timeline 2016-2020);
- Develop partnerships with all actors, including civil society organizations, to support advances in gender statistics and to ensure coordination of all regional and sub-regional plans and activities related to gender statistics (Output 3.2 – timeline 2016-2020);
- Support regional and sub-regional thematic user-producer dialogues on gender statistics and the SDGs, including periodic regional multi-stakeholder meetings (Outputs 3.2 and 3.3 – timeline 2016-2020);
- Codify lessons learned in monitoring the SDGs, drawing on country experiences (all Outputs – timeline 2016-2020);
- Facilitate South-South cooperation to support sub-regional and national processes, including through the establishment of a roster of thematic consultants and experts on gender statistics (all Outputs – timeline 2016-2020);
- Produce guidance notes on best practices and lessons learned in gender statistics (all Outputs – timeline 2016-2020);
- Where feasible and subject to available funding, support periodic regional monitoring reports to take stock of progress towards the SDGs targets related to gender equality and women's empowerment (Output 3.1 – biannually, in 2018 and 2020).

5.3

Technical support at the global level and SDG global monitoring

Activities will be implemented through a Global Policy Support Project (GPSP), whose principal objective is to coordinate all activities under the FPI and to link normative and technical work on gender statistics at the global level to the regional and national levels through the provision of high quality policy and programmatic support to countries and regions. To increase the data availability and comparability of Tier II indicators, work at the global level will focus on various areas where data quantity and quality is low, including: (i) a joint programme to improve the quantity, quality and

comparability of violence against women data;²⁴ and (ii) standardizing existing data on unpaid care and domestic work and supporting time-use surveys to enable the monitoring of SDG target 5.4. For Tier III indicators, the GPSP will build on the existing EDGE joint global programme to lead innovations in the development of methodologies and standards for use by countries.

²⁴ Currently under discussion with the UN Statistics Division, UNFPA, UNICEF and WHO.

Through periodic global data compilation and monitoring of all gender-related SDGs targets and indicators, the GPSP will significantly contribute to the overall objective of this FPI, which is to ensure that gender statistics are available, accessible, analysed and used to inform policy-making, advocacy and accountability for delivering on the SDGs and other commitments. Such periodic monitoring will provide the necessary link between intergovernmental processes such as the High Level Political Forum (HLPF), IAEG-SDGs and IAEG-GS and the country and regional projects described above. The GPSP will also contribute to the work of the High Level Group for Partnership, Coordination and Capacity-Building and other actors, including the Global Partnership for Sustainable Development Data, to ensure that gender statistics are mainstreamed in all activities. Activities include:

- Providing technical support to countries by producing templates, guidance notes and methodologies for conducting country level gender statistics assessments (Output 1.1 – timeline 2016-17);
- Sharing existing tools and methodologies with countries and regions related to Tier I and Tier II indicators in the SDGs, including work to improve the production and gender analysis of time-use data (Output 2.1 – timeline 2016-2020);
- Improving the quality and comparability of violence against women prevalence data for SDGs monitoring and build long-term sustainable country capacity to collect data in this area through; (i) advocacy; (ii) statistical capacity-building at the regional and national level to implement prevalence surveys; (iii) increasing the knowledge base of the minimum standards required in data collection

²⁵ In addition to UN Women, various agencies, including UNSD, UNICEF, UNFPA, UNODC and WHO currently work on indicators regarding violence against women and girls. Therefore inter-agency collaboration and coordination in this area is key. Building on ongoing discussions between UN Women, UNSD, UNFPA, UNICEF and WHO, a joint end violence against women global programme is being developed to improve the quality and comparability of prevalence data for SDGs monitoring and to build long-term and sustainable country capacity to collect data in this area.

on violence against women; and (iv) provision of technical and financial support to countries to collect and analyse data on violence against women. This will be achieved through a new joint global programme with UNFPA, UNDP, UNSD and WHO (see Annex III for activities and a tentative budget to be elaborated in a separate programme document jointly developed by the respective agencies) (Output 2.2 – timeline 2016-2020);²⁵

- Supporting methodological innovations in new and emerging areas of measurement – such as poverty from a gender perspective, gender pay gaps, particularly for self-employed workers and women’s representation in decision-making – through an extension of the existing EDGE Joint Global Programme for another five years, in collaboration with UNSD and other relevant partners (see Annex IV for activities and a tentative budget to be elaborated in a separate joint programme document by UN Women and UNSD) (Output 2.3 – timeline 2016-2020);²⁶
- Systematizing and documenting best practices, including in the area of methodological innovations, data use and analysis, through policy briefs and knowledge products (all Outputs – timeline 2016-2020);
- Facilitating user-producer dialogues through regular multi-stakeholder events linking users, producers, policy makers, civil society organizations and academia, including through active contribution and support for the IAEG-GS and the Global Forum on Gender Statistics (Output 3.2 – timeline 2016-2020);
- Developing tools and guidance to strengthen partnerships with key data producers and other actors,

²⁶ Building on the results of the first phase of EDGE, particularly on the work on intra-household differences in asset ownership and entrepreneurship, UN Women, in collaboration with UNSD, is developing plans for an extension of EDGE into new areas of gender statistics that are directly linked to the SDGs targets and indicators. Example of areas that clearly need methodological development, and for which there is a lot of global policy interest, include gender and poverty, gender pay gaps and women in local governments.

including national women's machineries and civil society organizations, to fill data gaps and increase the demand for and use of gender statistics to inform policies (Output 3.2 – timeline 2016-2020);

- Working with partners, including national and regional institutions, to develop gender statistics curricula, organize trainings and share training materials with countries (Output 3.3 – timeline 2016-2020);
- Establishing communities of practice to facilitate knowledge-sharing, improve coordination, support normative advances and contribute to the improvement of gender statistics in all areas (all Outputs – timeline 2016-2020); and
- Conducting global advocacy through strategic partnerships with governments, civil society organizations and academic institutions, including through the organization of high level political events, to ensure that the importance of gender statistics for evidence-based policy-making – and the funding devoted to it – remains high on the political agenda (all Outputs – timeline 2016-2020).

To support SDG monitoring at the global level, activities include the following (see Annex II for activities and a tentative budget to be elaborated in a separate project document):

- Leading or participating in a process to regularly compile the nationally sourced data and compute global and regional estimates for indicators linked to targets 5.2 (eliminating violence against women and girls), 5.4 (unpaid care and domestic work) and 5.a (access to land and resources) (Output 2.2 and 2.3 – timeline 2016-2020);

- Contributing to the quantitative monitoring of several SDGs targets, including by developing methodologies and standards and collecting data for several SDGs indicators, including those related to targets 5.1 (ending all forms of discrimination), 5.5.1 (women's representation in local governments), 5.c. (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) and 11.7 (physical and sexual harassment) (Output 2.3 – timeline 2016-17 for the development of methodologies and standards to be presented to the IAEG-SDGs in 2017 and support for countries to collect the data in 2017-2020);²⁷
- Working with the UNSC's Praia Group on Governance Statistics to support the development of methodological guidelines for the indicators in Goal 16 (Output 2.3 – timeline 2016-17);
- Tracking progress on gender-related SDGs targets and provide evidence of what works through the production of an annual data-oriented summary publication showing progress towards reaching the SDGs targets and a biannual policy-oriented thematic global report on the implementation of the SDGs from a gender perspective (Output 3.1 – timeline annually for the Booklet and biannually starting in 2018 for the SDGs monitoring report);²⁸ and
- Providing free and easy access to SDGs data to a broad constituent of users through a global dashboard that aims to facilitate the dissemination of data and metadata and its analysis. This global dashboard will also link existing global and regional projects to monitor the gender-related SDGs and other relevant initiatives on gender statistics (Output 3.1 – timeline 2016-2020).

²⁷ As of 2 February 2016, this indicator is still classified as 'grey' and is being discussed by the IAEG-SDGs.

²⁸ The first thematic report on "Gender Equality and the Empowerment of Women and Girls in the 2030 Agenda for Sustainable Development: Monitoring progress and setting priorities for accelerating implementation", generously funded by the Federal Republic of Germany, will be published in 2018.

6.

INDICATIVE BUDGETS

The different initiatives highlighted in the previous section provide a broad overview of the kinds of activities that will be undertaken to implement the Gender Statistics FPI. In each case, this work will be elaborated in separate project documents in collaboration with the relevant partners.

At the global level, for example, a tentative indicative budget to cover all activities related to the monitoring of the SDGs is presented in Annex II, while the budget needed to cover activities under the joint global programme on violence against women statistics and the extension of the EDGE programme are presented in Annexes III and IV, respectively. Overall, for the next five years, the total budget is estimated at about US\$9 million for the global monitoring work and US\$5 million each for the violence against women and EDGE joint programmes. This amounts to an average of about US\$3.8 million per annum for the next five years and would cover all global activities, including staffing-related needs.

At the regional level, actual budgets will vary based on capacity and priorities. The Americas and the Caribbean regional office of UN Women has, for

example, developed plans to implement the FPI at an estimated cost of about US\$900,000 for 2016 (see Annex V for more details). In the five other regional offices of UN Women (based in Dakar, Bangkok, Nairobi, Cairo and Istanbul), plans and the associated project documents will be developed starting in 2016 and 2017, and similar budgets should be expected in each region.²⁹

At the country level, UN Women's programme countries will work with the NSOs and other relevant partners at the national level to develop project documents based on their own needs and priorities and will engage directly with government and bilateral and multilateral partners to fund activities. Several countries, including Haiti, Iraq and Uganda, are currently exploring possible partnerships and have begun to develop such plans.

²⁹ The Americas and the Caribbean regional office is in the process of developing a longer-term five-year plan to support gender statistics in the region.

7.

FINANCING AND GOVERNANCE MECHANISMS

7.1

Financing

UN Women, in collaboration with all relevant partners, will invest its own resources into the initiative, particularly to ensure adequate capacity at the regional level. However, given the limited programmable financial resources in this area, in addition to seed funding from core programmable resources, traditional and non-traditional strategies for financing will be explored, including:

- Increase in non-core contributions from donors, some of which currently support the EDGE programme and other gender-related statistics work;
- Explore the possibility of in-kind contributions from its partners, including the secondment of gender statistics experts, qualified staff; etc.
- Strategic use of emerging donors through, for instance, South-South technical cooperation and support;
- Collaboration with UN agencies (e.g. FAO, International Labour Organization (ILO), UNDP, UNFPA, UNICEF, United Nations Office on Drugs and Crime (UNODC) and WHO), World Bank, regional commissions, regional development banks, PARIS21 and existing initiatives such as DATA2X and the

Global Partnership for Sustainable Development Data for greater mainstreaming of a gender perspective into their statistical activities and greater coordination of activities;

- Cost-sharing agreements with national governments, including funding for South-South and triangular cooperation for development;
- Contributions from private foundations, including exploring opportunities through the Global Partnership for Sustainable Development Data; and
- Explore partnerships with the private sector, including for the development of big data projects.

In order to fully reflect the integrated and complementary nature of this proposal, when engaging with different partners, including participating countries, donors and partners agencies, UN Women will present this FPI as a package and will propose its implementation and seek funding for it accordingly. It is also expected that different donors might be interested in funding particular elements of the FPI and/or activities in specific countries that contribute to its ultimate objective.

7.2

Governance mechanism

As highlighted in the previous section, key to the success of the programme is coordination among international agencies and other actors at all

levels, including through joint programming and active knowledge-sharing. A joined-up effort, as envisioned under this initiative, will not only prevent

duplication of efforts but also ensure that support is provided where it is needed, when it is needed and in a cost-effective manner.

To further strengthen coordination and ensure adequate and timely implementation, at each level (i.e. national, regional and global), activities under this FPI will be guided by a Steering Committee. Composed of participating countries, bilateral donors, key agencies collaborating on the implementation of the programme and civil society organisations, the key roles of the Steering Committee are to provide overall strategic guidance and to monitor the timely implementation of activities.

As a coordinating body, the Steering Committee is expected to meet annually, with each meeting presenting an opportunity for the group to review progress on the implementation of the programme; to ensure that the programme is in line with and

complementary to other regional and global initiatives on statistics; and to discuss opportunities to promote the programme more broadly amongst non-participating countries.

To ensure the programme's success and to achieve maximum impact, Steering Committee members are encouraged to promote the FPI through their own work programmes, including through the provision of technical and financial assistance in their project countries, as well as through vigorous advocacy.

As a monitoring body, the Steering Committee will assess the programme's implementation and will oversee a midterm assessment of the programme's implementation to be conducted in 2018. The lessons learnt from this assessment will be incorporated into the revised work plans. In 2020, an independent evaluation will be conducted. This evaluation will also benefit from inputs from Steering Committee members.

8.

UN WOMEN'S EXPERIENCE AND COMPARATIVE ADVANTAGE

As the lead UN agency in the area of gender equality and women's empowerment, UN Women will be able to leverage its universal mandate to link normative and technical advances at the global level to the regional and national levels. UN Women will use its coordination mandate and take advantage of its presence in 89 countries and six regions³⁰ and its wide network of partners, including governments, multilateral agencies and civil society, to bring actors together to ensure effective implementation of this initiative. Its regional presence will allow for a greater cross-fertilization of experiences and complementarity of activities.

In the short time since its foundation in 2011, UN Women has established itself as a credible and respected voice and partner on gender statistics among governments, multilateral organizations and civil society. UN Women has demonstrated the value it can bring through: its collaboration with women's organizations and networks to ensure a standalone SDG on gender equality in the SDGs; its convening role in bringing other UN agencies together to negotiate a robust SDGs framework in which gender issues and indicators are thoroughly mainstreamed; its work on the EDGE global programme, which has led to important innovations in the measurement of asset ownership and entrepreneurship and resulted in the inclusion of a gender-specific land indicator to monitor target 5.a; and its flagship reports, whose quality of statistical presentation and analysis contribute to important policy dialogues and processes, such as the Secretary-General's High Level Panel on women's economic empowerment.

During this time, the global profile of gender statistics and the recognition of the need to fill critical gaps in data coverage have increased exponentially. The requirements for monitoring the SDGs from a gender perspective demand a significant scaling up of this work in order to meet the expectations of Member States and to realize the ambitions set out in the 2030 Agenda.

Concerted and coordinated efforts from all relevant actors will ensure not only that support is targeted to areas where there is a greater need but also that gender data gaps are addressed in an efficient and cost-effective manner. As importantly, the scale of the 2030 Agenda means that creative evidence-based policy solutions that can address multiple targets simultaneously will be needed. This FPI provides the roadmap for this essential work. Investing in it will enable the creation of an integrated evidence base that can inform more effective and targeted decision-making to reach those furthest behind first and make meaningful and lasting changes in the lives of women and girls everywhere.

³⁰ UN Women's regional offices are located in Panama (Americas and the Caribbean), Bangkok (Asia-Pacific), Dakar (West and Central Africa), Nairobi (East and Southern Africa), Cairo (Arab States) and Istanbul (Europe and Central Asia).

ANNEX I:

Theory of change

Goal	<p>Gender statistics are available, accessible, analysed and used to inform policy-making, advocacy and accountability for delivering gender equality and women's empowerment</p> <p><i>Key indicators: Proportion of SDGs 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</i></p>		
Goal aTOC	<p>If (1) A supportive and well-coordinated 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 Platform for Action; and if (3) all users analyse as well as advocate for data to inform policies and 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.</p>		
Outcomes	<p>1. Supportive and well-coordinated policy environment in place to ensure gender-responsive localization and effective monitoring of the SDGs <i>(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 subnational level; Number of countries with statistical policies towards the sustained improvement of gender statistics))</i></p>	<p>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 Platform for Action <i>(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)</i></p>	<p>3. Gender statistics are accessible to all users (including governments, civil society, academia and the private sector) and can be analysed to inform research, advocacy, policies and programmes, and promote accountability <i>(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)</i></p>
Outcomes TOC	<p><i>If (1) the data gaps are identified, and if enabling policy frameworks, backed by required resources, and institutional arrangements are in place; then (2) national statistical 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</i></p>	<p><i>If (1) national statistical systems have the required technical capacity; then (2) quality, comparable, regular and accessible gender statistics will be produced; because (3) national statistical systems will meet international standards</i></p>	<p><i>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 analyse 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</i></p>
Outputs	<p>1.1 An assessment of gender statistics and identification of gaps is conducted at the national level <i>(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/sectoral development agenda and statistical plan; financial and human resources, including national protocols for publishing statistical data; inventory of available data, existing data sources and gaps in gender data production vis-à-vis the national/sectoral policy framework; assessment of cost-recovery policies; and costing of integrating a gender perspective in data collection).</i></p> <p>2.1 Capacity of the NSS strengthened to compile Tier I indicators in the minimum set and SDGs <i>(Based on Outputs 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 accepted and data are regularly collected by most countries).</i></p> <p>3.1. Increased dissemination of data at national, regional and global levels <i>(Development of data-sharing protocols; including working with relevant stakeholders 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).</i></p>		

Outputs	<p>1.2. Enabling legal frameworks, institutional arrangements, adequate resources, and monitoring mechanisms for gender statistics are in place (National statistics laws and policies are established/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) and its implementation is monitored; adequate resources, including specific budgets are dedicated to the production and use of gender statistics; and partnerships with relevant institutions are established).</p> <p>1.3. National plans to localize gender-related SDGs targets and indicators are developed (A participatory national plan is collaboratively developed by the government, civil society and all other players 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 its system of monitoring developed and agreed by all stakeholders).</p>	<p>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).</p> <p>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 the NSS to start producing comparable Tier III indicators—i.e., indicators for which definitions are not internationally accepted and data are not regularly collected by countries).</p>	<p>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 and identify data gaps, including strengthening global, regional and national knowledge sharing networks).</p> <p>3.3. Capacity of civil society, government and other actors to use and analyse gender statistics to inform decision-making is strengthened (Training is regularly provided to data producers to enhance statistical literacy of data users and training of the latter on to the use and analysis of statistical information to translate data into evidence to inform policies and ensure accountability).</p>
Key Assumptions	<p>- 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 the SDGs and translate these globally agreed goals to the national context.</p>		
Risk & Barriers	<p>-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.</p>		
	<p>- 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).</p> <p>- Restricted political freedoms and the 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.</p>		

ANNEX II:

Indicative budget: Monitoring of the SDGs

Main activities ³¹	Budget (5 years) ³²
Methodological work and data compilation to monitor gender-related SDGs targets (e.g., indicators 5.1.1, 5.2.1, 5.2.2, 5.4, 5.a.1, 5.c.1 and 11.7.2)	\$2,200,000
Global dashboard and database for all gender indicators in the SDGs (cost of setting up and maintaining infrastructure)	\$225,000
2018–2019 report: “Gender Equality and the Empowerment of Women and Girls in the 2030 Agenda for Sustainable Development: Monitoring progress and setting priorities for accelerating implementation”	\$1,000,000
Core support facility (staff include a senior statistics adviser, two statisticians and a database manager for 5 years)	\$4,800,000
Evaluation	\$50,000
Programme support cost	\$662,000
Total	\$8,937,000

³¹ The scope of activities that will be undertaken for this work will be elaborated in a separate project document to be developed by UN Women.

³² These estimates are tentative and are based on pro-forma costs of similar activities in the past. They will change once the project document is developed and the actual costs of activities are fully taken into account.

ANNEX III:

Indicative budget: Global programme to improve statistics on violence against women (VAW) (jointly with UNFPA, WHO, UNSD, UNICEF and other potential partners; currently under discussion/planning)

Main activities ³³	Total (4 years) ³⁴
Advocacy work to improve production and periodicity of VAW data to monitor the SDGs	\$150,000
Development and implementation of a strategy to build statistical capacities at the regional and national level to implement VAW prevalence surveys	\$1,400,000
Data collection: support to national studies	\$2,000,000
Core support facility	\$1,100,000
Evaluation	\$30,000
Programme support cost	\$374,400
Total	\$5,054,400

³³ The respective agencies are currently discussing the scope of the joint programme and are in the process of developing a joint programme document.

³⁴ These estimates are tentative and are based on pro-forma costs of similar activities in the past. They will change once the project document is developed and the actual costs of activities are fully taken into account.

ANNEX IV:

Extension of EDGE+ Global Programme (jointly with UNSD)

Main activities	Total (5 years) ³⁵
Methodological work, pilot data collection and in-country advisory services	\$2,500,000
Global and regional workshops and national capacity-building activities	\$200,000
Knowledge management, publications and advocacy	\$100,000
Core support facility	\$1,800,000
Evaluation	\$30,000
Programme support cost	\$370,400
Total	\$5,000,400

³⁵ These estimates are tentative and are based on pro-forma costs of similar activities in the past. They will change once the project document is developed and the actual costs of activities are fully taken into account.

ANNEX V:

Indicative budget: Regional technical support project (e.g., Americas and the Caribbean region in 2016)

Outcome 1	2016 budget	Outcome 2	2016 budget	Outcome 3	2016 budget	Total budget
<i>Regional technical advisor</i>						\$215,000
Regional guidance note, compilation of best practices and lessons learned	\$15,000	Support engagement with broader UN system and actors for coherent approach to SDGS	\$100,000	Annual meeting on gender statistics (Aguascalientes)	\$100,000	\$215,000
At least 2 national processes to assess gender statistics and national legal framework, policies and practices	\$5,000	Training to produce indicators in at least 4 countries	\$100,000	Sub-regional or thematic dialogue and discussion: Meeting on time use surveys experts	\$100,000	\$205,000
Establishment / strengthening of regional, sub-regional, national platforms to promote gender statistics	\$5,000	Technical notes and methodologies (consultancies) for Tier I and Tier II indicators based on needs, capacities & expertise	\$100,000	Sub-regional or thematic dialogue and discussion: Caribbean meeting of gender statistics producers and users	\$50,000	\$155,000
Technical support for at least 2 national gender statistics plans	\$10,000	Technical assistance and support for the development of Tier III indicators	\$25,000	Elaborate brief on gender-responsive SDG learning experiences	\$10,000	\$45,000
<i>Programme support cost</i>						\$66,800
Total	\$35,000	Total	\$325,000	Total	\$260,000	\$901,800

**UN WOMEN IS THE UN ORGANIZATION
DEDICATED TO GENDER EQUALITY
AND THE EMPOWERMENT OF WOMEN. A
GLOBAL CHAMPION FOR WOMEN AND
GIRLS, UN WOMEN WAS ESTABLISHED
TO ACCELERATE PROGRESS ON
MEETING THEIR NEEDS WORLDWIDE.**

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



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