March 29, 2013

UN
WOMEN

UN JOINT PROGRAMME ON GENDER EQUALITY (UNJPGE) -UGANDA

MID TERM EVALUATION REPORT

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Acronyms

CEDAW	Convention for Elimination of Discrimination Against Women
CBOs	Community Based Organizations
CoU	Church of Uganda
CSOs	Civil Society Organizations
CSW	Commission on the Status of Women
DFID	Department forInternational Development
DVA	Domestic and Violence Act
EM	Evaluation Matrix
FAWE	Forum for African Women Educationalists
FBOs	Faith Based Organizations
FDGs	Focus Group Discussions
FGM	Female Genital Mutilation
FOWODE	Forum for Women In Democracy
GBV	Gender Based Violence
GEM	Girls Education Movement
GEPMI	Gender and Economic Policy Management Initiative
GWED-G	Gulu Women's Economic Development & Globalization
GRB	Gender Responsive Budgeting
GoU	Government of Uganda
IP	Implementing Partner
JLOS	Justice Law and Order Sector
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MDAs	(Government) Ministries, Departments and Agencies
MFPED	Ministry of Finance, Planning and Economic Development
MoGLSD	Ministry of Gender, Labour and Social Development
MoH	Ministry of Health
MoLG	Ministry of Local Government
MoJCA	Ministry of Justice and Constitutional Affairs
MoES	Ministry of Education and Sports
MSC	Most Significant Change
MPTF	Multi-Partner Trust Fund
MTE	Mid Term Evaluation
MWE	Ministry of Water and Environment
NPA	National Planning Authority
NDP	National Development Plan
NGO	Non-Governmental Organization
PF3	Police Form 3
PUNO	Participating United Nations Organizations
HRBA	Human Rights Based Approach
RBM	Results Based Management
RM	Results Matrix

SGBV	Sexual and Gender Based Violence
ToC	Theory of Change
ToR	Terms of Reference
UBOS	Uganda Bureau of Statistics
ULRC	Uganda Law Reform Commission
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFEM	United Nations Development Fund for Women
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNJPGE	United Nations Joint Programme on Gender Equality
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
UWONET	Uganda Women Network
WHO	World Health Organization

Consulting Team

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Acknowledgements

1. Executive Summary

1.1 The report provides an independent assessment of the UN Joint Programme on Gender Equality (UNJPGE). The programme brings together eight (8) participating UN Agencies, Government Ministries, Departments and Agencies (MDAs), and CSOs. The 5 year joint programme (2010-2014) is implemented in ten districts in Uganda, namely,Gulu, Lira, Nebbi, Masaka, Mbarara, Pallisa, Moroto, Kween, Kaabong, and Kitgum. The total budget of £12,927,611 pounds sterling/ USD $ 16,295,051is funded by the British Department for International Development (DFID) through the Multi-Partner Trust Fund (MPTF) with United Nations Development Programme (UNDP) as the Administrative Agent.

1.2 The MTEresponds to evaluation questions of relevance and strategic fit, validity of design, efficiency, effectiveness, sustainability, coherence, management and coordination in line with the PUNO terms of reference.

1.3 The evaluation methodology was informed by UNEG principles ensuring inclusion of all categories of stakeholders including UN Agencies, Government MDAs, CSOs, Donors and Communities. Participatory methods were employed with stakeholder engagement forums at the Inception Meeting where participants took part in the stakeholder mapping and approval of the methodology and tools to be used and, secondly, at the Validation Meeting that drewparticipants from PUNO and IPs who contributed significantly to triangulation of findings given the lack of memory of the programme design processes as a result of staff changes.

1.4 Mixed methods were used in data analysis with systems approaches used to understand the design, objectives and strategies and Theory of Change (ToC) was used to understand causal links in the results chain.

1.5 A scoring criteria was used to rate performance against each evaluation criteria and, in cases of efficiency and effectiveness, against key themes within the criteria with an aggregate allocated for the overall criteria as follows:

A	Very strong with negligible weaknesses
B	Strong with minor weaknesses
C	Strong with major weaknesses
D	Fair with major weaknesses
E	Marginal with serious deficiencies

Summary of Findings

Relevance and Strategic Fit

Score C

1.6 The evaluation noted the programme is relevant to the needs of women and girls.Its priorities are closely aligned to the national priorities of the National Development Plan (NDP) and Uganda Gender Policy, international priorities CEDAW, 1325 and 1820, and UNDAF.

1.7 The partnerships with Government, CSOs and UN Agencies brought wide cross sections of skills and expertise, relevant to the programme priorities.

1.8 Challenges were noted with the Intervention Logic which poses risk to measurement of impact at the end of the programme. At the outset the UNJPGE was designed against the backdrop of UNDAF, leveraging the information generated by the development process. No baseline study was conducted for the programme which instead leveraged the agency specific baseline studies, vulnerability assessments and situational assessments. Without a UNJPGE specific baseline study, reliance on secondary data limited availability of baseline data based on programme variable of inclusive of sex and geographic in the 10 districts which affected subsequent tracking and reporting.

1.9 While analysis of the ToC revealed overlaps with related UN Joint Programmes on FGM and GBV, the programme does not provide those linkages clearly in the documentation nor does it leverage the synergies between the 3.

1.10 Given the geographic outlook, the programme failed to assess the situation of women and girls at district level or to identify the most vulnerable districts of the 100 in Uganda. Instead, design was based on locations where UN Agencies and IPs had operations complementing efforts already on the ground. Although the situational assessment identified the main gender problems in the country, there was no analysis to understand the determinants of gender related problems which significantly limited the advocacy strategies and prevention initiatives across the programme given its focus on the human rights of women.

1.11 The frequent changes of the outcomes and outputs made over the past 3 years were not consistent with well conceived results framework nor a stable programming environment but rather a strategy more prevalent in volatile and unstable environment. The RBM framework had a number of changes made to the outcomes which were not consistently carried through at output and indicator level. The UNJPGE will need to address consistent changes for alignment of outcome, output, and indicators. Performance measurement is currently a drawback for the programme noted in IPs reporting. 15 respondents closely involved with reporting provided the following assessment of indicators: 60% felt indicators were relevant; 80% felt they were not easy to understand; 70% expressed concern with reliability; 75% were concerned with utility; 60% were concerned with measurability. The evaluation concluded this was influenced by inconsistency within the logical framework and clearly the indicators do not fully serve the needs of the IPs.

Efficiency

Score B:

Individual scores were allocated for the 3 themes discussed under efficiency as follows;

1.12 **Human Resources score A** - PUNOs and IPs were efficient in the provision of human resources to lead the initiatives. With the transition from UNIFEM to UN Women, the Coordinating Agency implemented turnaround strategy that provided full staff complement with skills in programme, finance, M&E and an Interim RR able to provide leadership to the UNJPGE.UNFPA recruited a Gender expert as the focal person for UNJPGE, and other participating UN Agencies committed human resources as either Outcome Leads or Participants to each of the Outcome areas.

1.13 Extensive effort was made by the Government MDAs, with appointment of focal persons across the 7 sectors[1] who are leading gender mainstreaming. Establishment of Gender Units in MoES and UBOS; appointment of gender focal persons in MoH and

recruitment of national and international gender experts to support selected MDAs. Anecdotal evidence of improved reporting on gender indicators and quick turnaround time in service delivery were reported as a result of training of the gender experts.However, challenges were noted with the need for support from decision makers toassist the technocrats in making changes that have far reaching impact.The programme leveraged CSO institutional competences, capacities and expertise in the implementation of agency specific projects. Challenges were noted with high demand for GBV services that surpasses the HR capacities of CSOs i.e. NGOs and CBOs operating at community level.

1.14 **Financial Management score C** - The UNJPGE exhibited strong performance operating within budget as of January 2013 budget and expenditure analysis. The programme faces major weaknesses, most of them historical, that need to be addressed to reduce credibility risk. These include timely transfer of funds to IPs, biannual disbursement plan that acknowledges the individual utilization rates of each agency and rewards IPs that are compliant with the 75% disbursement requirement, and systems that consolidate gains at outcome level through funds redistribution within the same outcome area in cases of low utilization of funds by IPs to promote realization of outcome goals

1.15 **Constraints affecting efficiency** A score was provided for each risk given performance by PUNO and IPs addressing the following risks, i.e.,*Political* risks score C, limited evidence of coordinated advocacy to address messaging of shortcomings at policy implementation level; *Bureaucracy*risks score C, limited evidence of PUNO strategies in addressing slow transfer processes within UN and Government systems that lead to delays;*Operational*risks score B, evidence of PUNO taking steps to address reporting deadlines and reporting quality standards, even though more effort is required to promote result based reporting and *Social*risks score B, evidence of UNJPGE addressing cultural barriers, attitudes of decision making through training and gender awareness raising.

Effectiveness

Outcome 1-Score B

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[1]Education, Health, Local Government, Public Service, JLOS, Agriculture and Water, and Environment

1.16   MoGLSD capacities were enhanced through support from OHCHR which resulted in up to date CEDAW reporting and participation of government delegates in the 56th and 57th CSW meetings. However the planned multi-sectoral frameworks for monitoring and reporting of national, regional, and international commitments will need to be established to ensure sustainability.

1.17   The programme was effective in Participatory Gender Audits of seven (7) MDAs, i.e., MoGLSD, MoES, MFPED, MoLG, UBOS, JLOS and NPA which led to institutional building to address gaps identified.

1.18   Key steps were in development of GRB capacities with Gender Equality Assessments in 7 sectors with the outputs to be used for dialogue with MFPED on GRB. The evaluation noted efforts by legislatures to revoke the value added tax in favour of women and the Budget Call Circular by MFPED re-enforcing compliance with GRB Strategy. While these were small steps, they provided evidence of GRB prioritization by policy makers and the UNJPGE will need to continue advocacy for commitment to be followed through with implementation.

1.19   UNJPGE successfully supported the piloting of the Local Economic Development Post-Graduate Diploma Course at Makerere University offered to local government staff to build capacity. An indicator for sustainability was noted with handover of the course to Makerere and plans to scale up to the public. It was noted government would need to commit its resources to fund staff in district offices to take the course.

1.20   While UBOS plays a critical role in providing gender statistics, its effectiveness can be enhanced with elevation of the one person Gender Unit under the Director's office to influence decision making within the office. UBOS will also need to address the issue of human resource needs to support the unit.

Outcome 2 -Score A:

1.21   Innovative partnerships in GBV prevention were noted between UNFPA and FBOs who have wider reach to targeted population. While contradictions exist between conservative religious views and human rights, the partnership breaks one of the barriers to realization of rights of women: religious beliefs. Closer monitoring will be needed to measure the impact of this approach.Other

prevention initiatives include WHO working with MoH in provision of emergency contraception for prevention of unwanted pregnancy resulting from rape.

1.22   The programme was effective in offering an integrated approach that links legal, health, safety and psychosocial services. Various stakeholders led to the provision of services including i) WHO and MoH providing forensic equipment and supplies which has contributed to linkages between pathology and forensic medicine in handling SGBV; ii) UNFPA working with MIFUMI and Actionaid in the establishment of 4 centres that provide legal, psychosocial and medical services in Masaka, Mbarara, Lira and Moroto and iii) War Child Canada in the provision of free legal aid services to SBGV survivors. While challenges were noted with the referral chain between the service providers, i.e. capacity limitations of the justice, health, and police institutions in collecting evidence, prosecution of rape cases, and delays in provision of safety shelters, the programme initiatives addressed critical areas in the service delivery with close collaboration between the Outcome 2 IPs. The second phase will require replication and roll out of the good practices from this outcome to other areas under the programme.

Outcome 3 - Score B:

1.23   Government commitment was noted through establishment of structures such as the Gender Unit in MoES. Good practices were noted with a monitoring of Education initiatives performed by a Taskforce led by MoES that consisted of relevant line ministries, CSOs, and UNICEF.

1.24   UNICEF was effective in creating better school environment through construction of drainable pit latrine that are cost effective and allow reuse of the same pit after drainage, washroom for girls that enabled girls to bath in a safe place and supplies of sanitary products made from local material for sustainability.

1.25   Good practices were noted with the GEM Clubs, an innovative approach by UNICEF that led to return of over 4000 girls to school in target districts. The programme will need to address sustainability of the Clubs that recognize the support at community level.

While the programme supported policy development and research that led to re-entry of pregnant girls and mothers into schools, more effort is required to understand the causes of teenage pregnancies to inform prevention strategies that complement the school retention strategies.

Outcome 4 - Score B:

1.26   Respondents indicated the UNJPGE created space for political dialogue and tabling of Gender Responsive Budgeting (GRB) and GEWE issues to the government's agenda. Secondly, it offered a platform for joint advocacy by CSOs on the crosscutting issues of GEWE through GRB. Best practices were noted with FOWODE through its gender analysis of the annual budgets to understand its impact on women and men, girls and boys.

1.27   While the UNJPGE has contributed to increased capacity in gender budget analysis, there is need for joint advocacy strategies that support pre-budget advocacy with clear messaging on priority areas to complement the post-budget analysis conducted by FOWODE.

Sustainability

Score C:

1.28   While there are elements of sustainability within some of the UNJPGE initiatives, i.e., Makerere Course handover and roll out to the public; institution building and information management systems in MoGLSD; community level integrated approaches to GBV Actionaid, MIFUMI and War Child Canada, youth led GEM Club UNICEF with district level support and community ownership. There was however no evidence of a comprehensive sustainability strategy for UNJPGE nor effort to bring stakeholders together in the development of one at mid term.

1.29   The evaluation noted changes in policies and practices within some IPs with the use of gender programming approaches and tools promoted by the UNJPGE such as Gender Responsive Budgeting, Participatory Gender Audits, and Gender Mainstreaming notably within MDAs. At CSOs level,

increased networking, linkages, and collaboration were observed.

Coherence

Score B

1.30   Coherence was assessed at the level of management coordination structures of UNJPGE as follows; the evaluation noted high coherence at Steering Committee level, moderate coherence at Reference Group and Outcome levels, given the challenging technical issues they have to agree on. Overall synergy levels were satisfactory among the PUNO and IPs.

1.31   Evidence of common understanding and inter-linkages were noted at government level with collaboration between MOH and MoGLSD on policy development; MoGLSD and multiple MDAs inter-relationships on the coordination of gender mainstreaming and GRB implementation; and at CSO level multi-stakeholder engagement at country level with legal, health, and psychosocial service providers.

1.32   Compliance of UNJPGE with gender programming, human rights and Right Based Approaches was noted as follows: **Gender programming** compliance is high with extensive use of gender programming approaches such as gender statistics, Gender Responsive Budgeting, Gender Equality Assessment, and ParticipatoryGender Audits. **Human rights** compliance given the focus on access to services, the programme was stronger on provision than prevention and protection with the need to elaborate linkages with other UNJPs that have extensive prevention components and enhance protection of SBGV vulnerable survivors through the safety centres in the 10 districts. **Result Based Management**compliance although high with use of tools in planning, reporting and monitoring, could be enhanced by clarification of terms and training to develop a culture of results based reporting.

Management and Coordination

Score A

1.33   The UNJPGE was effective in developing various management coordination mechanisms that address overall decision making and technical programmatic issues through the Steering Committee, CMT, coordination of operational issues by the Reference Group, and outcome coordination Teams. The

Reference Group successfully hosted annual reviews in 2011 and 2012 bringing together key stakeholders to review programme activities, discuss challenges and address priorities for the coming year. In 2012 it organized the first joint monitoring mission to 3 districts, which facilitated learning by 31 IPS and donors while addressing value for money through cost sharing and car pooling.

Lessons

1.34   Investment of time in a comprehensive baseline study can be cost effective in the long run, rather than a programme spending many resources to correct gaps in project design. The programme could have avoided the risks posed by the design through investing at the outset of the programme in a 3 month baseline study vs. three years of corrective action.

1.35   Communication of national programme goals can help in distribution of resources, build blocks in inter government and CSO relations, and guide implementation with better understanding of the overall picture and each individual agency's contribution to it. It is for this reason that national governments share their strategies with the nation - for all to understand what is at stake.

1.36   The mandates, powers, and authorities of the PUNO may be an obstacle for genuine realisation of outcome 5. Many lessons were offered by the numerous UNJPs implemented by UN Agencies worldwide. Success comes when individuals in coordinating roles are able to navigate the politics of individual agencies to effectively deliver the goals of ONE UN. Uganda, with 8 UNJPs, offers many lessons for the UNJPGE Coordinating Team in their achievement of Outcome 5.

1.37   The UNJPGE remained a high level programme focussed towards Kampala stakeholders. There is need to strengthen institutions in the districts through resourcing of local government institutions and institutional capacity building of CBOs. Success stories and lessons in coordination at community levels should be shared to support the role of those coordination agencies that support provision of services to GBV survivors especially on referral systems and centralized data collection to improve programme efficiencies at community level. More forums were needed to engage and capture voices of beneficiaries of the programme.

1.38   Programme visibility plays out differently at national and district levels. At national level, the programme participants engaged in the various activities and management structures can speak to the over-arching goal and outcome; the same could not be said for the district level participants. There is lack of understanding of the goals and outcomes of the national UNJPGE. The programme is compromised by lack of visibility at all levels of operation. The programme strategy of integration is commendable; however, the programme could have avoided the information gaps by sharing the goals of the programme to enable all programme participants to have common understanding in order to facilitate better management and contribution to the overall picture.

1.39   Pilot projects and small scale interventions meant to benefit the whole country tend to remain confined to the target areas due to lack of planning for scale up. The UNJPGE implemented in 10 out of over 100 districts can facilitate the roll out of lessons and good practices from its initiatives to the rest of the country. This can only be done where IPs recognise the potential for replication and documentation of those initiatives that can be scaled up or replicated outside of the 10 districts.

1.40   The multiple stakeholder approach to SGBV creates numerous channels for survivors to access services and creates user-friendly spaces for women and children, men and boys who face human rights violations. The UNJPGE can contribute to central data collection and management through coordinated approach to reporting given the limitations in the central data collection system.

1.41   The intensified training of health workers at both national level and district level on clinical management of survivors of rape has contributed to the improved health care. It has also caused a policy consideration of developing service standards and guidelines for delivery of forensic services in health and management of SGBV cases. This training and supervision has also involved the university departments of Forensic Medicine and Obstetrics and Gynaecology as well as Mulago hospital as a national referral hospital. This initiative provides indicators of sustainability that the programme can leverage. Lessons on knowledge management have shown it goes beyond information technology, document management, and building information

portals. MoGLSD has taken key steps in establishing these and it should translate into value addition through leveraging the improved human capital and strengthened institutional capability to deliver quality public service on gender in Uganda.

Recommendations

The following recommendations are made to the UNJPGE stakeholders:

Recommendation 1 Align Intervention Logic - Reference Group

Address inconsistencies in the intervention logic to enable the changes at Outcome level to be reflected consistently through the logical frame, i.e., outcomes, outputs and indicators level through revision of the Results Matrix. Engage IPs to leverage knowledge and expertise within the UNJPGE.

Provide training on RBM to improve results based reporting and move away from activity based reporting.

Recommendation 2 Elevate Gender Unit in UBOS to Director's Office – UN Women Outcome 1 Lead

Support positioning of UBOS within the Director's Office for effective decision making and action on gender statistic needs Introduce an internship programme for statistics university students to support UBOS Gender Unit as well as expose the students to gender statistics to build a resource team of young advocates

Recommendation 3 Consolidate gains at Outcome level - Administrative Agent

Revise the blanket biannual rate caveat of 75% utilization rate for all partners to reward the top performers with disbursement according to plan.

In the case of low fund utilization, initiate systems that allow funds to be redirected to partners that operate and contribute to the same Outcome to consolidate gains and realization of outcome goals.

Continue efforts to address delays in disbursements and reporting to improve efficiencies.

Recommendation 4 Improve effectiveness of central and district government systems - Reference Group

Continue engagement of decision makers in key institutions and training on gender mainstreaming to support the technocrats who are working in the institutions to bring change on gender.

Address resourcing and capacity needs of local government institutions through creating linkages between UNJPGE initiatives at central and district levels and leverage other UNJPGEs with resources targeted at local government.

Recommendation 5 Improve efficiencies in SGBV service provision – UNFPA Outcome 2 Lead

Develop clear action points to expedite operations of the GBV Shelters, reduce barriers to reporting of rape cases, facilitate referral systems at community levels and policy advocacy on the use of PF3 to allow other professionals such as mid wives to examine cases and address capacity of JLOS institutions.

Recommendation 6 Consolidate messaging and advocacy – Reference Group

Develop a UNJPGE communication strategy to guide messaging on over-arching goals of the UNJPGE and their contribution to the overall picture for all stakeholders at central and district level, guide GRB advocacy, donor communication for funding of components that have resulted from UNJPGE but lack funding, e.g. gender audit findings, and to raise awareness for potential future initiatives beyond the funding period.

Recommendation 7 Sustainability Strategies/ Exit Strategies– Reference Group

Develop the overarching UNJPGE sustainability guidelines to support IPs in development of individual agency exit plans and sustainability strategies providing adequate time for resourcing and integration into agency plans before the end of the UNJPGE.

2. Background and Programme Description

The UN Joint Programme on Gender Equality (UNJPGE) in Uganda seeks to "enhance gender equality in access to services and opportunities". The programme is implemented in ten districts (Gulu, Lira, Nebbi, Masaka, Mbarara, Pallisa, Moroto, Kween, Kaabong, and Kitgum) over a 5 year period (2009-2014) with the participation of twelve (12) UN Organizations at inception and reduced to [2] eight (8) at mid-term; various Government line ministries and institutions; and national civil society organizations (CSOs). The total budget of £12,927,611 pounds sterling /USD $ 16,295,051is funded by the British Department for International Development (DFID) through the Multi-Partner Trust Fund (MPTF) with United Nations Development Programme (UNDP) as the Administrative Agent. The programme offers a cohesive approach by the UN Organizations that seek:

(i)   Efficiency savings in administrative costs and reduced duplication of activities in GBV and Security Sector Reform.
(ii) Enhanced capacity for Ministry of Gender, Labour and Social Development (MGLSD) in its mandate in coordination, policy, and monitoring of gender equality.
(iii) A joint programme coordination and management framework.
(iv) Public Accountability for implementation of international and regional instruments, i.e., CEDAW, Maputo Protocol, Convention on the Rights of a Child (CRC) and Security Council Resolutions (SCR) 1325 and 1820.
(v)   Mechanisms for funding and tracking CSO initiatives for gender equality.

The UNJPGE addresses significant gaps in gender equality and women's empowerment in Uganda, in alignment with the National Development Plan (NDP) and the Uganda Gender Policy[3]. The programme also reinforces the goals of the United Nations Development Assistance Framework (UNDAF 2010-2014). The UNJPGE contributes to 5 outcomes as of the time of the mid-term evaluation (MTE):

- Outcome 1: Strengthened government capacity for gender responsive planning, budgeting, and programme management to directly benefit women and girls.
- Outcome 2: Improved access to legal, health, and psychosocial services of SGBV survivors.
- Outcome 3: Increased school participation, completion, and achievement rates of girls in primary education.
- Outcome 4: Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies, and strategies.
- Outcome 5: UN partners deliver effective, strategic, and efficient support for gender.

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[2] ILO, UNCDF, UN Women, UNICEF, UNDP, UNFPA, OHCHR and WHO

[3] Annual (2012) Review of the UN Joint Programme on Gender Equality – Uganda, commissioned by DFID Uganda

2.1 Purpose of the Mid-TermEvaluation

The mid-term evaluation was commissioned by UN Women Uganda, in their capacity as the UNJPGECoordinating Agency and on behalf of the Steering Committee. It assessed progress towards achievement of outputs and outcomes at mid-term. The over-arching aim was to assess relevance of the programme and its ability to deliver intended results. The evaluation addressed questions of relevance and strategic fit, validity of design, efficiency, effectiveness, and sustainability. Assessment of coherence, management, and coordination was made to understand how well the Participating UN Organizations (PUNOs) are working in support of development partners. The findings provide necessary management and institutional measures for corrective action in the course of delivery for the remaining two years of the UNJPGE. The evaluation aimed at identifying factors that contributed to success or failure of programme implementation and good practices from which to draw lessons for replication by the programme participants identified as Government of Uganda (GoU) line ministries and institutions, CSOs, PUNOs, donors, and other stakeholders.

2.2 Objectives

The objectives of the mid-term evaluation were to:

(i)   Take stock of current programme achievements, challenges, and opportunities.
(ii) Verify the continued relevance (alignment with national needs) and pertinence of the programme as well as the related sustainability of benefits thereof.
(iii) Assess the programme design, objectives, strategies, and implementation arrangements in light of changes in the program context and the risks therein.
(iv) Make recommendations on how to improve performance of the programme.
(v)   Identify areas to which implementing partners and programme management should pay specific attention in order to achieve programme results.

3. Methodology and Review Process

3.1 Approaches

The evaluation upheld human rights and gender equality approaches in line with the UNEG principles ensuring inclusion of various categories of stakeholders, i.e., UNAgencies, CSOs, Government, donors and beneficiaries where appropriate. Participatory methods were employed through engagement of stakeholders in the stakeholder mapping at the Inception meeting held in Kampala on January 8, 2013 and the Validation meeting on March 1, 2013. Participation at both meetings included IP representatives from Government, UN Agencies, and CSOs. Fair power relations were acknowledged with non-participation of UN Women staff in stakeholder interviews.

The evaluation used **mixed methods** that allowed comprehensive evidence through the use of both qualitative and quantitative research methods. Theory led **deductive approach,** i.e., Theory of Change was used to understand the assumptions behind the outcomes of the programme as of mid-term given the various changes to the outcomes. **System based approaches** were used to understand the design, objectives, strategies, and implementation arrangements that support achievement of the UNJPGE outcomes.

Reliability was ensured through use of data gathering tools with open ended questions structured around the evaluation criteria defined in the terms of reference. A debrief/validation meeting was held with Programme participants in Kampala on March 1, 2013 where confirmation of programme history and gaps were addressed by participants.

The evaluation upheld **evaluation ethics** respecting participants' right to confidentiality, avoidance of harm especially in respect to vulnerability, gender, age, and ethnicity. Translation was available into local languages to ensure participants were comfortable to contribute.

3.2 Data Collection

The Consulting Team reviewed programme documents inclusive of the Joint Programme Plan, the UNJPGE Results Matrix, Donor Annual Reviews for 2010 and 2011, PUNOs and IPs quarterly and annual reports, UNJPGE AWPs, financial reports, and MOUs. The output of the detailed document review was the UNJPGE Inception Report that outlined the evaluation framework including the methodology, evaluation matrix, questions, and sampling. Semi-structured interviews were held in Kampala with PUNO head of agencies, UNJPGE focal persons, IPs including CSOs, i.e., Women's Organizations, Church Organizations, International and National NGOs and CBOs **and Government** line ministries and institutions. Field trips were undertaken at district level in Gulu and Masaka where semi-structured interviews were conducted with District Officials, CBOs and NGOs involved in programme implementation.

Visits were made to legal aid, counselling and psychological facilities in Masaka and Gulu operated by MIFUMI and GWED-G respectively to understand the clients, services offered, and eligibility to the facilities,

Table 1: Sampled Stakeholders

Type of stakeholder involved in the evaluation		*sampled units interviewed
UNDP		2
UNWomen		7
UNICEF		1
UNFPA		5
UNCDF		1
WHO		1
OHCHR		2
Ministry of Gender, Labour and Social Development*1		10
Ministry of Education and Sports*2		4
Ministry of Health		1
Ministry of Local Government		1
National Planning Authority		4
Uganda Bureau of statistics (UBOS)		2
CSOs	UWONET	2
	FOWODE	1

MIFUMI	2
Action Aid	9
Church of Uganda (CoU)	4
Uganda Catholic Secretariat	1
GWED- G	1
Donors - DFID	2

*1- Includes District Community Development Officer In-Charge Gender interviewed in MasakaDistrict and Gulu District Gender Officer

*2- Includes District Education Officer interviewed in Masaka District

1. Sampling

Stakeholder mapping was conducted with participation of the UNJPGE Coordinating Team. The evaluation used purposive sampling in identification of primary project participants noted as **management structures**, i.e.,UNCT, Steering Committee, Reference Group; **coordination structures**, i.e., UNJPGE Coordination Agencies -UN Women and UNDP, the Administrative Agent; DFID, the programme donor; and Project beneficiaries, i.e., communities, women, men, girls and boys.

Field trips were informed by stakeholder mapping at outcome level through identification of the lead UN Agency, IPs, and location. Refer to Table 1 below.

Table 2 Outcome Sampling

Theme	UN Agency	IPs (Population)	Sample	Location
Outcome 1	UN Women	MoGLSD, NPA, FOWODE,UWONET,MFPED, UBOS	MoGLSD	Kampala, Pallisa, Gulu
			NPA	
			MFPED	
			UWONET	Kampala
			FOWODE	Kampala
	UNCDF	MoLG		
	UNDP	MoGLSD	MoGLSD	Kampala
			UNDP	
	UNFPA	UBOS	UBOS	
Outcome 2	UNFPA	CoU, SDA, Orthodox, Born Again, Catholic, UMSC, UWONET working with(MIFUMI & Action Aid), CDFU, MoGLSD	UWONET	Kampala
			MIFUMI	Kampala, Mbarara, Masaka

			UNFPA	
			Action Aid	Lira
			UMSC	Mbarara
			CoU	Mbarara, Masaka
	WHO	MOH	MOH	Kampala, Gulu
	OHCHR	JLOS	JLOS	Kampala
	UNICEF	MOES	MOES	Kampala, Masaka, Lira
Outcome 3	UNICEF	MOES, FAWE,	MOES	Kampala
			UNICEF (GEM)	Gulu
			FAWE	Kampala
Outcome 4	UN Women	FOWODE, UWONET	UWONET	Kampala
			FOWODE	Kampala
	UNCDF	MOLG, UWONET	UWONET	Kampala
			UNCDF	
Outcome 5	UN Women			
	UNDP		CD	
	UNCT		RC	

3.3. Data Analysis

The evaluation used mixed methods - both qualitative and quantitative research methods to analyze the data. Qualitative data was categorised at outcome level with analysis of trends in outcomes and outputs and progress at mid-term in realization of each outcome.

Quantitative methods were used to analyze the data with tabulations and frequencies to supplement the qualitative data. Triangulation was used to confirm validity of data; reliability was ensured through use of standard data collection tools.

A scoring criteria was used to rate the performance against each criteria as follows;

Table 2 Score Criteria

Score	Rating
A	Very strong with negligible weaknesses
B	Strong with minor weaknesses
C	Strong with major weaknesses
D	Fair with major weaknesses
E	Marginal with serious deficiencies

Validation of evaluation findings was undertaken through a stakeholders' debrief meeting held in Kampala on March 1, 2013and feedback was integrated in the final report.

3.4. Limitations

I. The field missions conducted in the second week of January provided challenges with availability of respondents due to the festive season. The mitigation strategy for this was flexibility in the work plan to accommodate periods when programme participants were available for the evaluation.

II. Closure of schools due to festive season vacation provided a challenge in the inclusion of young people (girls and boys) who are beneficiaries of the programme.

III. Limitations in regard to number of respondents with full programme history (institutional memory) due to staff attrition across the UN Agencies.

4. Evaluation Findings

4.1. Relevance and Strategic Fit

The UNJPGE was designed on the heels of the 2010-2014 UNDAF[4] which was aligned to the National Development Plan. UNDAF influenced the design of the UNJPGE with prioritization of the north due to post conflict era; the UNJPGE therefore focussed on other provinces, i.e., Westernand Central with 10 districts selected out of over 100 national districts. Initiatives were designed to complement ongoing work by UN Agencies and IPs. Selection of districts was based on participating agency baseline data, situational assessment and/or vulnerability assessment.

Several Joint Programmes were operated under UNDAF with close linkages to the UN Joint Programme on Gender Based Violence (UNJPGBV) and the UN Joint Programme on female genital mutilation (UNJPFGM), which respectively aim to (i) strengthen the capacity of the GBV actors to provide services in medical, psychosocial, security and justice in the protection of women and children from GBV and (ii) leverage social dynamics towards abandonment within selected communities that practice FGM. While the situational assessment had acknowledged the Uganda Gender Policy (1997) and its facilitation of Uganda's gender mainstreaming programmes in all sectors of the economy through The Poverty Eradication Action Plan (PEAP) and Sector Wide Approaches (SWAps), it had also identified gaps in implementation and meeting gender indicators. The UNJPGE was therefore relevant in addressing the gaps.

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[4]The UNDAF priorities were noted as;

UNDAF Outcome 1: Capacity of selected Government Institutions and the Civil Society improved to bring about good governance and realization of human rights that lead to reducing geographic, socio-economic and demographic disparities in attainment of Millennium Declaration and Goals by 2014.

UNDAF Outcome 2: Vulnerable segments of the population increasingly benefit from sustainable livelihoods and, in particular, improved agricultural systems and employment opportunities to cope with the population dynamics, increasing economic disparities, economic impact of HIV&AIDS, environment shocks and recovery challenges by 2014.

UNDAF Outcome 3: Vulnerable populations in Uganda, especially in the north, of Uganda increasingly benefit from sustainable and quality social services by 2014.

At international level, the UNJPGE is aligned to international priorities of CEDAW and UN Security Council Resolutions (UNSCR) 1325 and 1820 with programme initiatives designed to meet government compliance in reporting on progress made. The selection of stakeholders facilitated participation of Government Ministries & Institutions, CSOs and UN Agencies bringing together broad cross sections of skills and expertise and organizational expertise and competences relevant to the programme priorities.

Overall, respondents confirmed the relevance of the programme and strategic fit to the national and international priorities of gender equality and women's empowerment with the UNJPGE addressing national priorities through 4 thematic sectors of government: capacity, primary education, GBV and GRB at the time of the MTE. It was noted that while the priority areas had changed since inception phase with discontinuation of two thematic areas, livelihood and governance, these issues were covered under UNDAF and had in fact reduced duplication of effort.

4.2. Validity of Design

4.2.1. Intervention Logic Analysis

The theory of change model[5] was used to analyse the desired change and the steps taken over the past 2 years of implementation. Analysis was made of the ex-anteand mid–term conditions and how the programme activities had facilitated or inhibited change. The overarching goal of the UNJPGE, noted as "Enhanced Gender Equality in Access to Services and Opportunities", wasunderstood to drive initiatives that addressed shortcomings in service delivery in the identified outcome areas.

4.2.2. Outcomes

The programme was based on an initial 6 outcome logic framework informed by the 2009 situational assessment.[6]It was noted that a number of changes had been made over the programme implementation period. Tracking of documents used over the period provided the changes undertaken (refer to Annex 1): Changes were noted as follows:

    (i)   Termination of 3 outcomes on Livelihoods, Governance, and Gender and Micro Economic Policies referred as Outcomes 1,3, and 5 respectively in the original design documentation;

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[5]A theory of change takes a wide view of a desired change, carefully probing the assumptions behind each step in what may be a long and complex process. Articulating a theory of change often entails thinking through all the steps along a path toward a desired change, identifying the preconditions that will enable (and possibly inhibit) each step, listing the activities that will produce those conditions, and explaining why those activities are likely to work.- Learning for Sustainability

[6]Outcome 1: Central (selected sectors) local government have strategies, systems and staff capacities to increase women's access to sustainable livelihood and gainful employment

Outcome 2: Effective policies and strategies to reduce GBV and increase women's access to justice developed at all levels and advocacy strategies for implementation at both national and local level being implemented

Outcome 3: Policies, systems, and strategies developed for citizens' active participation in policies and decision making and accountability processes, including Parliament, political parties, local government, and community organizations that impact the advancement of gender equality

Outcome 4: Strategies, plans, and capacities to reduce gender gaps in selected MDGs related progress developed by relevant government institutions and CSOs
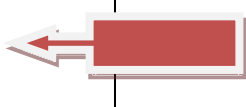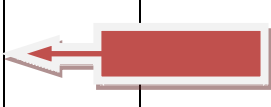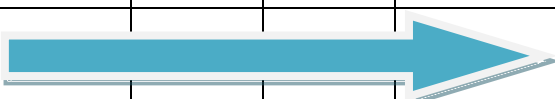
Outcome 5: National Gender machinery and key stakeholders have systems, plans, budgets and human resources in place to effectively coordinate, implement and monitor Gender and Macro Economic Policies

Outcome 6: The UN System in Uganda provides comprehensive, coherent, and effective support to gender responsive programming in the country within joint programming framework

(ii) Adoption of 2 new thematic areas, GRB and Primary Education, referred as Outcome 1 and 3 in 2011;
(iii) Wordsmithing and syntax of the 5 outcomes aimed at improving clarity.

Table 3 below provides a summary of the changes and analysis of impact of the changes at outcome level.

Table 3 Summary of Changes at Outcome Level

Outcome	Year 0 – 2009 (Design Phase)	Year 1 - 2010	Year 2- 2011	Year 3-2012 (MTE)	Analysis of change
Outcome 1					- Termination of livelihoods and gainful employment thematic initiatives and adoption of GRB thematic focus. - Stakeholder focus remained government and its institutional capacity. - The changes had impact on inputs, activities and outcomes with GRB initiatives introduced in 2011. Impact of changes high
Outcome 2					- Wordsmithingof GBV thematic wording to improve focus on service delivery. - Overall impact of changes low, led toaccelerated impact.
Outcome 3					- Discontinuous change with termination of citizen active participation (governance) and adoption of new outcome Primary education. - Change in stakeholders from parliamentarians and politicians to UNICEF and MoES. - Impact high on inputs and outcomes, yet positive in terms of new thematic focus and selection of high performing agencies under Outcome 3.
Outcome 4					- Wordsmithingof outcome to improve focus on CSOs advocacy. - Low impact on inputs and outputs.
Outcome 5					- Outcome terminated. - Low impact on planned inputs, outputs, activities and outcomes due to non performance, Funds redirected to agencies with higher capacity to utilize funds.
Outcome 6					- Wordsmithingof outcome to improve focus on UN System. - Low impact on inputs and outcomes.

Key

| Terminated | | Ongoing |
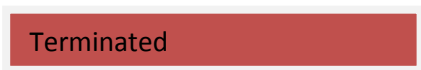
The evaluation noted change management had not been addressed in the risk assessment for the programme nor were there clear expectations on how to addressit. The changes affected the inputs, activities, outputs and outcomes of the results chain which pose a risk to impact measurement of the UNJPGE initiatives.

While programme adaptation is good practice in development, high levels of change characterised by the programme are normally associated with environments that are complex and unstable either politically or economically. In Uganda, the justification provided for the change was responsiveness to the evolving social context and normative framework, i.e., reducing overlaps with UNDAF with phase out of livelihoods and governance thematic areas and the focus on GBV "service delivery", i.e., provision complementing the prevention initiatives under the UNJPGBV.For the evaluation, the high level of change pointed to two factors (i) inadequately defined pre-operational conditions due to lack of detailed baseline study that would have informed the design of the joint programme and (ii) limitation with the use of conventional log frame based approaches that assume change is linear and controlled by the programme.

At mid-term, the UNJPGE is encouraged to define the pathways of change and anchor them in a solid theoretical frame. Approaches like Theory of Change (ToC), Outcome Mapping (OM), and Outcome Harvesting (OH) have all earned their merit in development thinking and can support the programme managers in managing change. While ToC address cause and effect and provides logical pathways and linkages in complex initiatives, Outcome Mapping is anchored in the belief that change is non linear and not controllable, as exhibited by the programme to date. What is imperative is for the programme to understand the implications of the approaches and measurability of contribution vs. attribution of the programme given the interconnections of relationships and systems within the UNJPGE.

4.2.3. Theory of Change as of December 2012

Figure 1 Theory of Change

UNJPGE Theory of Change

UNJPGE MTE March 1, 2013
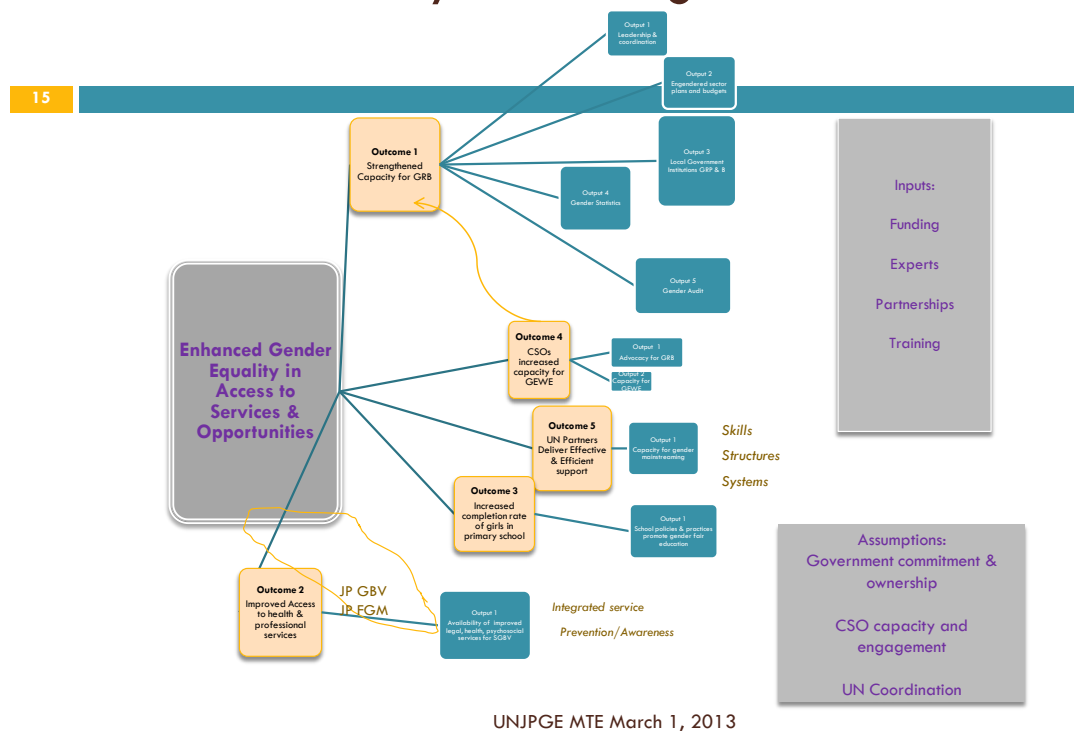
The ToC Model (Figure 1 above) was mapped using the current outcomes as at the time of the evaluation.

Outcome 1: Strengthened government capacity for gender responsive planning, budgeting, and programme management to directly benefit women and girls. Inputs were noted as institutional assessments through gender audits, training of staff, and technical support to government institutions. The evaluation noted linkages between 2 outcomes with the focus on Gender Responsive Budget, Outcomes 1 and 4. The UNJPGE will need to manage synergies between the 2 outcome areas and collaboration of the IPs in planning and implementation.

Mapping of *Outcome 2: Improved access to legal, health, and psychosocial services of SGBV survivors* revealed overlaps with 2 other UN Joint Programmes, the UNJPGBV and UNJPFGM. While the outcome has one outputit was concluded the output was not sufficiently robust to cover the activities in place which included prevention initiatives with Faith Based Organizations (FBOs) as well as protection of women under the safety shelters. The UNJPGE will need to address the comprehensiveness of this outcome through robust outputs that reflect the reality.

Outcome 3: Increased school participation, completion, and achievement rates of girls in primary education.
Inputs for this outcome included construction material for sanitation, training on sanitation for girls, provision of sanitary products and club formation. The outcome area has a single output, i.e., enhanced school policies, practices that promote gender fair education. It was concluded the output does not fully align with all the activities under implementation.

Outcome 4: Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies, and strategies has 2 outputs that address capacity of CSOs to GRB through gender budgets, audits/analysis,and capacity of CSOs to lobby and advocate for Gender Equality and Women's

Empowerment. Inputs include coalition and coordination of CSOs, skills building on GRB monitoring and relationship building. It was noted while the programme had discontinued the economic empowerment thematic component, outcome 4 continued to focus on GEWE; there was need for revision at output level to have alignment with the changes at outcome level.

Outcome 5: UN partners deliver effective, strategic, and efficient support for gender. Inputs included technical support, human resources, systems and financial resources.The outcome had one output"UN agency capacities on gender mainstreaming enhanced"which did not fully address the dimension of capacity of the UN Agencies.

4.2.4. Results Matrix

UNJPGE uses the results based management framework for planning, monitoring, and reporting. Monitoring of the programme is guided by the Results Matrix (RM) whose purpose is to allow UNJPGE participants to routinely monitor its gender equality programme, manage its resources and periodically report on progress towards achievement of the goal "Enhanced Gender Equality in Access to Services and Opportunities". The RM includes indicators with baseline and target values against which performance is measured. It was noted that the RM was a cause of concern for programme participants. 15 participantsresponded to the question on results matrix and the responses from participants were categorised as follows;

Figure 2 Results Matrix Response

Indicators – Respondents views

14

☐ 60% indicators are relevant to goals

☐ 80% not easy to understand

☐ 70% not reliable

☐ 75% concerned with utility

☐ 60% concerned with measurability
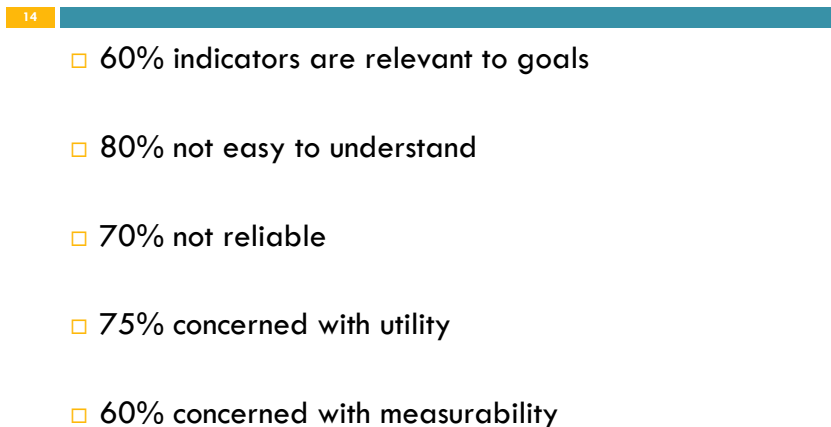
UNJPGE MTE March 1, 2013

It was noted targets for the index for each indicator had a baseline dated 2006 -2009; in some cases baseline data was not available. The most recent data was not always available, with targets for 4 year projections from 2011 – 2014. While targets are not expected to explain why situations have changed, they do progressively link the different levels of measurement with programme outcomes analyzed in relation to changes at programme output level. It was noted the indicators did not always correspond with the logical framework and, in some cases, outcome level indicators were not well aligned with the output level indicators nor did they show realistic progression over the years. There also seemed to be misunderstanding about the sphere of control and sphere of influence of the

programme and to what extent the UNJPGE can control priorities such as budget allocation, given the milestones under Indicators 1.1 and I.3.1 in relation to the scope of the programme.[7]

Based on the analysis, the Results Matrix needs revision to represent the causal links between activities, outputs and outcomes. This will realign the logical frame and inform revision necessary for the results matrix.

Evaluation score – C Strong with numerous weaknesses

5. Efficiency

5.1. Human Resources
Capacity of UN Agencies

Uganda implements 7 Joint Programmes[8] under the ONE UN framework, it was noted accountability for the UNJPGE lies within the two coordinating agencies, i.e., UNDP and UN Women and not UNCT. While UNDP's capacity as the administrative agent had been effective, UN Women had gone through the transition from UNIFEM to UN Women during the UNJPGE implementation period. At mid-term it was noted UN Women made progress in addressing the Human Resource issues that the agency had faced since inception of the UNJPGE. The nature of contracts offered to staff was short term resulting in high attrition. This impacted on the coordination role of the agency without a substantive Resident Representative (RR) who could represent at high levels with the Minister of Gender and UNCT, provide guidance on planning, monitoring and ability to respond to IPs technical needs for the UNJPGE. Over the past year, UN Women recruited a substantive International Programme Coordinator and a Programme Specialist who lead and support the programme. The agency has also increased its staff complement and skills with a Country M&E Manager and UNJPGE M&E Officer, a Finance Officer, and a UNV with background in Economics. The team has been responding to historic challenges in terms of delays in submission of plans, address quality of reports through systems that support (i) timely submissions of plans and reports and (ii) introduction of result oriented reporting. Respondents indicated challenges with indicators defined in the Results Matrix; to improve efficiency in reporting, it is recommended that UN Women further review with the IPs. It was noted UN Women has the skills to lead this exercise internally through the Country M&E Manager.

Other UN Agencies appointed focal persons to lead their outcome areas and UNFPA recruited a Gender Focal Person to increase its capacity to lead Outcome 2 and implementation of GBV, working closely with the Gender Team Leader.

Overall, UN Agencies were found to be effective in addressing capacity needs of the UNJPGE.

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[7] Indicator 1.1 An increase in budget allocation in seven sectors and the 10 target districts on specific strategies/activities that address the needs of women and girls; baseline zero, 2011 -, 2012 increase in budget allocation for priority sectors; 2013 at least 3% increase in budget allocation for priority gender issues in priority sectors; 2014 at least 5% increase....

Indicator 1.3.1 Number of district local government (10 priority districts) which have adequate technical capacity to mainstream gender in plans and budgets; baseline zero, 2011 local government trained on GBR planning and monitoring; 2012 20% priority gender issues indicated in LG plans and budget of 10 districts; 2013 50%...; 2014 80%

[8] Population, HIV/AIDS, Gender Equality, Peace Building, Female Genital Mutilation, Gender Based Violence and Early Recovery

Capacity of Government

The programme contributed human resources to the government institutions with gender focal persons appointed to guide planning across the seven ministries (MoES, MoH, MoLG, MoPS, MoJCA, MAAIF, and MWE).[9]Technical experts were recruited to the Ministry of Gender (MoGLSD), National Planning Authority (NPA), and the Uganda Bureau of Statistics (UBOS). In other institutions participating in the programme, at least one person was dedicated to the implementation of the UNJPGE, while institutions such as MoES established a Gender Unit and MoH with 3 focal persons. These additional resources have enhanced capacity among institutionsto integrate gender into various sectors of service delivery.Challenges experienced included lack of power by the technocrats to influence institutional change where decision making was the domain of senior officials who were not,in some cases,gender sensitive. While the UNJPGE was formalized through the Gender and Economic Policy Management Initiative (GEPMI) in 2012 with endorsement of the Permanent Secretaries, there is need for mentoring to ensure the technocrats who are in place receive the required political support for decisions that can yield far reaching impact.

Capacity of CSOs

At CSOs level, overall accountability falls with the Head of Agency with one individual selected as the focal person for UNJPGE implementation.CSOs have relevant skills, experience and competence for the outcome areaswith CSOs like Action Aid Uganda (AAU), MIFUMI and FOWODE playing key roles in terms of contributing to outcome goals. The programme was able to leverage the institutional competences and HR skills within the participating CSOs. While competences were noted among CSOs, constraints were reported at operational levels in the districts where numbers of skilled HR were limitedin the face of demand for services from the communities serviced.

Evaluation score – A very strong with negligible weaknesses

5.2. Financial Resources

The evaluation assessed resource allocation for the programme over the implementation period. The UNJPGE has a budget of £12,927,611 / USD $ 16,295,051 for the 5 year period. Budget allocation over the programme period was projected as follows (refer to Table 4).

Outcome level funds allocation was guided by priority of the outcomes with 72% of the resources devoted to Outcome 1 and 2 initiatives given the scale and scope of the stakeholders and initiatives under implementation (refer to Figure 3 below).

Table 4 Budget Allocations 2011-2014

Year	Budget £
By December 2009	2,000,000
By June 2011	3,389,114
By April 2013	2,427,469
By April 2014	2,176,761

Amendment No 1[10]

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[10] Amendment No 1 – Standard Administrative Arrangement between the Government of Great Britain and Northern Ireland represented by the DFID and UNDP 2011

Figure 3 UNJPGE Outcome Level

Funds Allocation 2011-2014
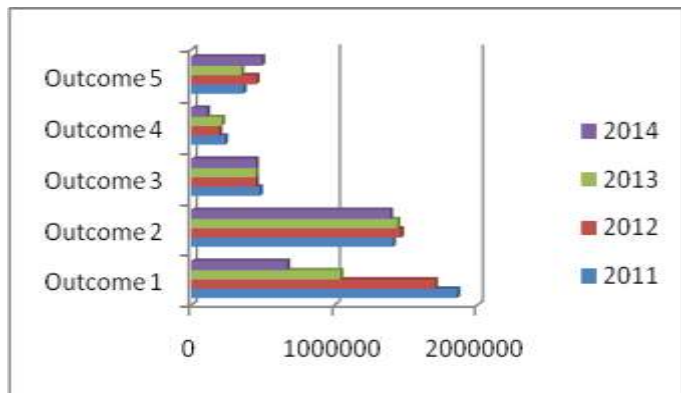
A number of challenges were expressed by respondents which pose risk to financial management:

(i) Under expenditure by IPs due to delays in disbursement, limited staff dedicated to implementation affecting capacity to spend: *"The Joint programme has experienced delays in disbursements from its start. As a result, when funds eventually come, programme activities are hastily implemented with work overload for staff. This, potentially, compromises programme quality."* Respondent, Mid-Term Evaluation of UNJPGE in Uganda.

(ii) A caveat that biannual disbursements are effected at 75% usage rate for the whole programme when each outcome and each agency had different utilization rates. This requirement negatively impacts on IPs that are compliant with the benchmark. There was no provision for redirection

Evaluation score - C strong with numerous weaknesses

of funds within the outcome or across outcomes to agencies that have capacity for fund utilization.

(iii) Historically outcome discontinuation was linked to low performance by IPs, the programme is recommended to identify belowpar performance and redirect funds to those agencies with capacity to spend within the same outcome. At this stage of programme implementation, consolidation of outcome areas is essential to achieve greater impact.

While the above have historically affected operations, analysis of budget and expenditure as of December 2012 indicated a positive picture of expenditure according to plan.

Figure 4 Budget Expenditure Analysis 2012

5.3. Human Rights &Gender Equality Constraints

The evaluation assessed constraints that affected efficiencies of PUNO and IPs in addressing human rights and gender capacity. Reported constraints were related to political, bureaucratic, operational and social factors across PUNOs and IPs. Feedback from evaluation participants was categorized as follows:
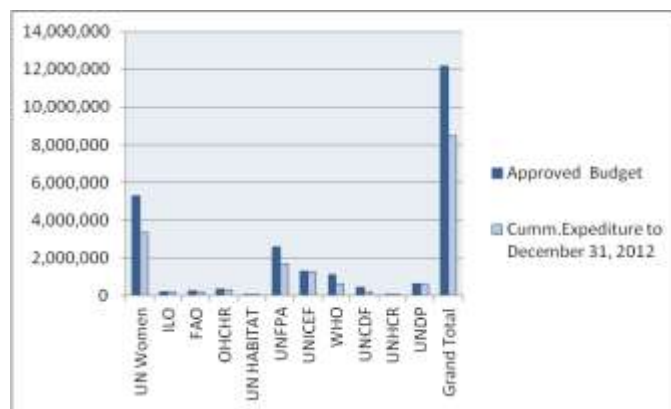
Table 5 Risk Assessment

Constraint/Risk	Score	Analysis
Political	C	Evidence of UNJPGE policy initiatives; however, lack of coordinated joint advocacy strategy to address limitations at policy level that include government implementation of HRGE policies and legislation and decision making on verbal commitments in terms of GRB.
Bureaucracy	C	Limited evidence of UN Agencies addressing challenges faced includes UN Agencies and Government bureaucracy that resulted in funds transfer delays. Government IPs started implementation in August 2011 due to lengthy procedures of signing LOAs and late disbursement of funds.
Operational	B	Evidence of PUNOs addressing planning, reporting deadlines and reporting quality standards. Lack of visibility of UNJPGE at district level compounded by lack of knowledge of overarching goals and outcomes by district level stakeholders.
Social	B	Evidence of UNJPGE addressing cultural barriers, attitudes of decision makers in government institutions through training.

6. Effectiveness

Outcome 1: Strengthened Government Capacity for Gender Responsive Planning, Budgeting and Programme management to directly benefit women and girls.

The outcome seeks to strengthen the capacity of gender responsive planning and implementation, targeting the meso level institutional capacity with UN Women as the Lead Agency.

The programme addresses the capacity of the government Ministries, Departments and Agencies (MDA) through leadership of (MoGLSD) and four areas: (i) leadership and coordination, (ii) plans, budget, and implementation in seven sectors, (iii) local government capacity in gender planning and budgeting, and (iv) collection, analysis, and use of statistics.

Leadership and Coordination: OHCHR worked with MoGLSD and supported CEDAW Reporting to the Committee on the Elimination of Discrimination against Women. The GoU had a history of non-reporting with 7 reports not submitted due to challenges with prioritization, resourcing, and capacity. Outputs included (i) mid-term review of CEDAW that identified limitations in reporting, (ii) 11 meetings held with MoGLSDthatraised understanding of accountabilities and provided technical support in the coordination of reporting of 2 recommendations by the GoU,

i.e., (a) 12 on Law Reform (b) 32 on girls education, and (iii) established linkages with police in the implementation of CEDAW, SCR 1820 and 1325 and the Goma Declaration.As a result of the UNJPGE effort, MoGLSD supported travel of government delegation to the 56th and 57th CSW meetings and the reporting. While the milestone for 2012 was met, i.e., CEDAW reporting, there was little evidence of the multi-sectoral framework for monitoring and reporting of future national, regional and international commitments to ensure sustainability.

Participatory Gender Audits (PGAs) were conducted for seven (7) MDAs inclusive of MoGLSD, MoES, UBOS, MFPED, MoLG, JLOS and NPA. The gender audits provided baseline indicators on gender planning, budgeting, skills/capacity of the MDAs which resulted into increased support through recruitment of international and local gender experts and development of Participatory Gender Audit skills within MDAs through training of 20 government officers and certification of 6 PGA Facilitators who subsequently led training of 30 staff in the Auditor General's Office. The evaluation noted the effectiveness of skills building on PGA and the intermediate outcome of institutionalization of the PGA.

Plans and Budget Implementation:

The overall objective of UNJPGE supported GRB interventions is to achieve gender-balanced national and district budgets that address the needs of women and men, girls and boys equitably. [11]Progress was noted as follows: i) Gender equality assessments in the 7 sectors which will inform dialogue on GRB between Finance Ministry and respective sector working groups, ii) GRB curriculum developed through collaborative effort of MFPED, MoGLSD, Makerere University (School of Gender and Women Studies), Uganda Institute and National Curriculum Centre which will provide standards in training.

While at MDA institutional level, the programme has contributed to institutional building on GRB, at policy level focus on GRB has resulted in i) the Budget Call Circular for 2012/2013 that reinforced the national GRB strategy reflected with increases in two UNJPGE priority sectors, i.e., education and water, ii) action taken by parliament to ensure GRB implementation through allocation of funds to MoH capacity building, maternal health and family planning services and iii) lobbying by MPs to revoke the value added tax on water, to the greater benefit of women.

The evaluation noted ownership and leadership of MoGLSD was evident through coordination of MDAs, i.e., MFPED on GRB curriculum, NPA on sector specific GR indicators, MoJCA training on GRB legislation, MoPS drafting and roll out of guidelines for HRM gender mainstreaming, GDD compilation of staff in the MDAs, MoLG revision of gender mainstreaming indicators for assessment of annual LGS performance.

While budget allocations to the seven sectors and district level still had a long way to go, it was noted there was alignment between GoU and UNJPGE priorities of value for money, improved quality of social services with focus on education and water, strengthening of the public sector management and efficient service delivery.The second phase of implementation will need continued effort to translate government political commitment into real time budget allocations at both national and district levels.

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[11]Priority areas of GRB are to:

i.   influence government spending to address gender needs;

ii.   make more visible the contribution of women to the national economy and to make their needs central in budget debates;

iii.   build expertise in reading and analysing budgets among Members of Parliament (MPs), district legislators, government planners involved in the budget process and among researchers, NGOs/CBOs and the media; and

iv.   make the government more accountable to citizens and the budget process more transparent.

Local Government Capacity in Gender Planning and Budgeting: At local government level, the programme offered gender capacity building courses at Makerere University targeting staff in the departments of Community Development and District Commercial Office in the 10 districts and at central government level. The initiative contributed to skills building with anecdotal evidence in improved service delivery of technical support and response to requests from other line ministries and real time evidence of improved gender indicator reporting at district level. Challenges identified included(i) low number of participants per district due to limited funding for the programme and (ii) coverage of training programme which benefitted only 10 districts out of the over 100 districts in the country. To address the funding gaps, there was willingness by the government for District Offices to use their own resources, i.e., "the Capacity Building Grants" to support the initiatives. Plans were to make the course prerequisite for Gender Development Officer Position at district level.The evaluation noted benefits accrued to both women and men who held the targeted positions. However, the milestone of 20% priority gender issues indicated in plans and budget for 10 districts was not evident for 2012. The programme will need to clarify tracking of the targets/milestones.

One of the goals of the UNJPGE was to build capacity of local government where operations were largely constrained by resource limitations. However the evaluation noted the focus of the UNJPGE had been targeted at central governments with limited initiatives targeted at district level. While participants at the validation meeting confirmed the programme priority was central government, there was need to support district offices with resource mobilization and leverage other UNJPs with operations at district level to support the capacity of local government.

Collection, Analysis and Use of Statistics: The UNJPGE, through its partnership with UBOS, implementsa gender statistics initiative that collects and analyses disaggregated data for national planning. Outputs included (i) a Gender Strategy developed to guide mainstreaming, (ii) establishment of a gender statistics subcommittee, and (iii) review of the Ugandan National Household Questionnaire to integrate gender data. Challenges noted from respondents included limited HR and financial resources, attitude of Statisticians who lacked gender training, no definition of gender statistics to guide advocacy work, and a one person Gender Unit run by a junior Project Officer who requires management support to influence decisions within the office. The UNJPGE will need buy-in from the Director and other senior UBOS officials with the recommendation to elevate the one person Gender Unit to Director's Office. Project participants will need to be innovative and use local resources such as Statistics University students as interns to support programme implementation.It was confirmed at the Validation Meeting that UBOS contributed to Outcome 1 even though it worked with UNFPA on other initiatives.

Table 6 Outcome 1 Progress Summary

Partners	Examples of progress towards outcomes	Source
Lead Agency – UN Women **IPs -** **UN Agencies**: UNCDF, UNFPA **Government**:MoGLSD,	(+) Gender focal person appointed in all government ministries and trained to support UNJPGE initiatives (+) Technical Gender Experts availed to Ministry of Gender (MoGLSD), National Planning Authority (NPA), and Uganda Bureau of Statistics (UBOS), to support government technocrats in integrating gender into service delivery. (+) E-Resource Centre established, provides repository of gender	Interviews with UN Women, UNCDF, MoGLSD, UBOS,FOWODE& Document Review

MFPED, MoLG, NPA, UBOS **NGOs**- FOWODE	statistics and information to support knowledge management in MoGLSD, i.e., reports, policies, research, plans, and inventory of gender experts. Uganda Women Magazine published bi-annually on March 8th International Women's Day and October 9th Independence Day captures the voices of policy makers and beneficiaries – women and girls. (+) Gender Capacity building course established and running in Makerere University Kampala (MUK) – aimed at training central and local government officials. Graduates from the course already serving in the MoGLSD, other government departments, and target districts.	

Evaluation score –B strong with minor weaknesses

Outcome 2: Improved Access to Legal, Health, and Psychosocial Services by SGBV Survivors

The outcome sought to enhance GBV advocacy and service delivery through an integrated approach that provides linkages between legal, health, and psychosocial services with UNFPA as lead agency. Assessment was made of how the programme addresses the human rights based approach through its initiatives.

Prevention is addressed through a number of initiatives including an innovative partnership between UNFPA and a number of FBOs, including Christian and Muslim. The partnership provides a forum for discussion with institutions that are conservative and yet have strong influence on the UNJPGE target population. Good practices were noted with CoU having passed an inventive resolution committing to mobilize communities against beliefs and norms that increase risk of maternal health; break the silence on GBV violence; promote HIV prevention among young couples; promote sexual reproductive health education.[12]Initiatives target both women and men within the religious institutions.

The Uganda Catholic Secretariat partnership aimed to reach 40% of Christians within the country who are Catholics. While the partnership faces an obvious dilemma reconciling human rights and Christian values within the Catholic Church, e.g., recognition and appreciation of birth control and rights of women, the programme offers an opportunity to influence practices and beliefs. The programme had the following outputs: rapid assessment survey, dissemination of findings to stakeholders, orientation of leaders, and formation of male groups and referral forums. Key steps were taken by the initiative to introduce the issue; the next phase will need to support effective programming to have impact.

Other prevention initiatives include WHO working with MoH Regional hospitals involved in the programme. To address prevention the Post Exposure Prophylaxis under the Prevention of HIV Policy is addressed with respect to survivors of rape where the MoH supplies health units with emergency contraception for prevention of unwanted pregnancy resulting from rape. Overall, there is need by the programme to strengthen the linkages between prevention and other programme components.

Provision of services to address human rights of women is undertaken through an integrated approach that links legal, health, and psychosocial service providers.At policy level, collaboration was noted between the Ministry of Health (MoH) and MoGLSD in policy development and implementation on SBGV. The partnership between WHO and MoH led to the procurement and provision of forensic equipment and supplies which has contributed to linkages between pathology and forensic medical work in handling SGBV for the MoH. The equipment included assault kits colonoscopies, monitors and microscopes. WHO also supported production of training material and supervision guidelines for health workers, training of 250 health workers in clinical management and survivors of rape while MoH was supported to develop service standards for forensic services in health.

Commitment by the MoH was noted with human resources, i.e., 3 staff dedicated to SBGV. Challenges in implementation were noted as insufficient resources to strengthen both prevention and service provision and limited resourcing available for MoH in building SGBV investigating skills, medical personnel for testing of survivors, implementation of new policies by medical professionals and late delivery of supplies that delayed testing.

UNFPA works with MIFUMI and Actionaid who operate at community level. Progress towards achievements was noted as) training of health workers in five districts (Gulu, Mbarara, Lira, Moroto and Masaka), ii) establishment of four (4) centres that provided legal, psychosocial services, and iii) medical services and mobilization of village health teams in Masaka and Mbarara to support health access and provision. Legal aid services are provided by War Child Canada in Northern Uganda with provision of free legal aid services to SGBV survivors. Reach of their work is provided below:

50,000 community members reached through 12 public service announcements. Information provided on free legal aid services with toll free numbers used to encourage reporting and information provided on the legal aid clinics in Gulu, Kitgum and Pader town. War Child, Canada Quarter 2 Report 2012.

Figure 5: MIFUMI Shelter Mbarara

MIFUMI is a national NGO whose mandate is to protect women and children experiencing domestic violence. Statistics showed 93% reported cases were on women with an age range of 18-45. Implementation of the multi-sectoral approach to GBV is evidenced by efforts to establish referral pathway inclusive of the police, the state attorney and magistrate; the regional hospital, CSOs and DLG. While shelters structures were under renovation a number of steps were taken to ensure the rights of women were upheld through:

i) Identification of relatives or people in their social network to seek consent and willingness to provide accommodation to the survivor.
ii) Collaborate with police and LCs to ensure that the survivors are safe in the process of resettlement and after resettlement.
iii) Network with LCs to involve the community in the safety of the survivor and to pass on the awareness that GBV is bad and is against the Law.

After the resettlements, follow up visits are made to ensure the survivors are re integrated into their communities
MIFUMI Mbarara Shelter Status 2012

The evaluation noted the Safety Centre Model was designed to **protect** women and children who are at risk of SGBV through provision of temporary shelter refer to Figure 5. Progress was made with the drafting of the Guidelines and Procedures for the operation of shelters in Uganda by MoGLSD and the IPs in Outcome 2. The guidelines provide minimum operating standards for establishment and management of GBV shelters to benefit all districts in Uganda. It was noted there were delays in establishment of shelters in the 5 districts under the UNJPGE due to identification of partners, location, and facilities to meet requirements for the services.

The programme was effective in the use of a range of methods and channels such as the media, community dialogues, and methods inclusive of partnering with religious groups and village health teams to bring about change. At community level good practices were noted with linkages between UWONET working with GWED-G, a Gulu based CBO that receives support in the form of advocacy material, strategies, and funding for specific activities for its community GBV work.

Implementation has been supported by the drafting and adoption of Domestic and Violence Act (DVA), FGM Act and Trafficking in Persons Act, while the Sexual Offenses Bill is still being reviewed by MoJCA and ULRC, there was still need for effortsto address the use of the Penal Codeunder the Domestic Violence Act and revision of Police Form 3 (PF3) to allow other medical professionals such as mid-wives to examine survivors.

The evaluation noted challenges in data collection at district level due to limited capacity of police, health institutions, and District Offices. With no centralized reporting systems, agencies and hospitals collected data for their own use. Monitoring and reporting on GBV indicators is affected by limited baseline data for each district of operation and uncoordinated case handling and referral. Challenges with reporting were noted as levy for medical examination which discouraged survivors from reporting to the police or medical institutions sometimes reporting to NGOs and CBOs; requirement for medical examination by doctors resulted in delays and loss of evidence which affected confidence in the system.

Table 7 Outcome 2 Progress Summary

Partners	Examples of progress towards outcomes	Source
Lead Agency: UNFPA IPs UN Agencies: OHCHR, WHO Government:MoH, JLOS NGOs: UWONET,Action Aid, War Child Canada and MIFUMI, FBOs	(+) Regional Referral Hospital equipped with assault kits, colonoscopies and monitors to improve diagnostics of survivors of rape. (+) IEC material for health workers and communities procured and distributed to 5 districts (+) 4 centres established partially functional, providing legal, psychosocial, and medical (+)Forensic labs in 5 districts (Gulu, Lira, Masaka, Mbarara, and Moroto) supplied with equipment and training of lab technicians for response to SGBV (+) 250 H/W trained in hospitals in 5 districts (+)Legal aid service provided to GBV survivors by 2 agencies, MIFUMI and Action Aid (+) Village health team mobilised to support integrated health services for SGBV (+) FBOs provided with training guidelines and communication material for GBV and reproductive health awareness	Interviews with UNFPA, WHO, MoH, UWONET, Action Aid, MIFUMI Catholic Document Review

	(-) Data collection and management not coordinated at district level, resulting in under reporting and poor tracking systems	

Evaluation score - A very strong with negligible weakness

Outcome 3: Increased Completion Rates of Girls in Primary Education

The outcome offers strategic partnerships between UNICEF as the lead agency working with its traditional development partners, MoES and FAWE. Government ownership was demonstrated through establishment of the Gender Unit in 2012 whose outputs included the Gender Monitoring Tool which established baselines in key educational areas and enables tracking of key indicators using a Gender Training Manual. Monitoring is done by the ministry coordination structure which is fully integrated into the ministry with participation of Ministry of Education and Sports, FAWE and UNICEF.

UNICEF implemented the Girls Education Movement (GEM) Club aninnovative approach to encouragegirls' retention in schools which supported girls in their social and educational life refer to case Figure 6. UNICEF also supportsgender related WASH activities with outputs of (i)drainable pit latrine construction for boys and girls in 9 schools, (ii) washrooms for girls which enabled the girls at least one bath a day in a safe environment, and (iii) sanitation and hygiene management for girls,including sanitary products made from local material to ensure sustainability.At policy level, the programme supported the drafting of the Menstrual Hygiene Management Reader, planned for dissemination in 2013 andreview of the National Strategy for Girls Education to be finalized in 2013

Figure 6 GEM Club

The Masaka GEM Club was aligned with district girls' education priorities.
The club supported schools in the districts with monitoring attendance and income generating projects to meet club member basic needs. Chapter members were trained and received bicycles for club activities
Challenges were noted as lack of funding for the club coordination role, inadequate funding for the GEM Club monitoring.

The programme was designed to address specific the gaps in service provisions that promote girls to stay in school. There is limited evidence on linkages with prevention models. While the PUNO and IPs are contributing to retention of girls in schools, there is need for linkages of the UNJPGE with other programmes making the effort to understand the cause of teenage pregnancies in Uganda to inform advocacyon prevention. The programme can also leverage effort under Outcome 2 on violence against children in schools even though it is acknowledged violence in schools goes beyond GBV.

Table 8 Outcome 5 Progress

Partners	Examples of progress towards outcomes	Source
Lead Agency: UNICEF **IPs** **Government**: MoES **NGOs** - FAWE	(+)Gender Monitoring tool established baseline in specific education areas (+) Gender Training Manual (+)FAWE Uganda study on Pregnancies in Primary and Secondary Schools led to advocacy Concept Paper on re-entry of pregnant girls and child mothers to school (+) 4000 girls brought back to school as result of GEM Clubs encouraging girls to stay in school (+) WASH related activities (construction of pit latrines and training in menstruation management, sanitation and hygiene in schools)	Interviews with UNICEF,MOES& District Education Office in Masaka

Evaluation score – A very strong with negligible weaknesses

Outcome 4: Civil Society has Increased Capacity to Advocate and Demand Accountability from Government for GEWE

The outcome is focussed on demanding government accountability to GE CSOs implementing GE initiatives.

Respondents indicated that the UNJPGE created space for political dialogue and tabling of GRB and GEWE issues before government refer to case Figure 7. Secondly, it offered a platform for joint advocacy by CSOs on the crosscutting issues of GEWE. The programme leveraged capacity of FOWODE on budget analysis and audits to understand the impact on women and men, girls and boys. Its evidence based advocacy was targeted at the sectors of agriculture, health, and education with evidence of improved mainstreaming of gender in their SWAps and annual Budget Framework Papers (BFPs).

> **Figure 7 CSO Advocacy**
>
> UWONET organized the National Women's Week from 5th-7th Oct 2012 under the theme: "United Women Can". This brought together women to discuss topical issues on governance and democratization including UNJPGE CSOs. Women with outstanding contribution towards empowerment of women were recognized. The event created a forum for coordination of women's advocacy and called for strategies and innovations for taking forward the women's movement the next 50 years.

Respondents indicated, "While there were a few champions of the GRB in government who advocated for policy change, there was limited action taken over the 3 years to support implementation". Challenges for CSOs were noted as (i) timely access to government budget information, (ii) ex-post budgetanalysis which is retrospective and does not influence government decision-making, and (iii) limited government systems and structures for promotion of GRB implementation. The CSOs and PUNOs in Outcome 4 will need to work closely with government to ensure its commitment translates to action through leveraging the relationships in Outcome 1.

To be effective, IPs will need to be proactive with pre-budget advocacy to influence budget allocations.

Table 9 Outcome 4 Progress Summary

Partners	Examples of progress towards outcomes	Source
Lead: UN Women IPs **UN Agencies**: UNCDF, UNDP **NGOs**: UWONET, FOWODE	(+) Monitoring of GRB by CSOs through annual budget analysis and audits. However, retrospective analysis has failed to influence government allocations. (+) Increased capacity of GRB and budget analysis to determine impact on their constituencies. (+)Training on gender budget analysis provided to local government level staff inthe districts of Pallisa and Masaka.	Interviews with UN Women, UNCDF and UWONET; FOWODE& Document Review

Evaluation score – B strong with minor weaknesses

7. Sustainability

Sustainability Strategy

Although there were elements of sustainability within the UNJPGE, there was no evidence of a comprehensive sustainability strategy at mid-term. Examples were noted with Makerere University partnership. At mid–point, the university was set to adopt the Local Economic Development Post-Graduate Diploma Course and offer it as part of its on-going courses to the public. To ensure the goals of the programme are met, the government's commitment to use its own resources for staff training will need to be followed through to ensure continued training given staff attrition.The UNJPGE contributed HR to the government institutions, i.e., MoGLSD, NPA and UBOS and focal gender persons in the seven sectors (of Education, Health, Local Government, Public Service, JLOS, Agriculture and Water and Environment) and a Gender Unit in MoES. The staff gained skills based on the on-going capacity building on gender mainstreaming and gender responsive budgeting skills which should be maintained in the next phase in response to staff changes. To address sustainability, MoGLSD will need to institutionalize the training to address frequent staff changes and continuity. Sustainability will be ensured where knowledge management systems within government support the trained individuals and encourage them to identify areas where they can make a difference and propose changes and improvement in government operations and systems.

The implementation of models like the Safety Centres Model and Integrated Approach to service delivery provides relationships and linkages between service providers that can be continued beyond the UNJPGE program period. Increased capacity of institutions through skills building and institutional strengthening provides opportunities to attract funding for potential future programmes. The introduction of youth clubs in the form of GEM with district level support and ownership was important for sustainability. Resourcing of the clubs with local resources will need to be addressed for continuity of activities beyond UNJPGE funding period.

By partnering with CSOs, the joint programme was able to leverage gender expertise available among them. IPs, such as Uganda Women Network (UWONET) and Forum for Women in Democracy (FOWODE), have long-standing

experience in addressing gender issues. Good practices were noted in the linkages between UWONET and CBOs where support was provided in terms of advocacy material, messaging on key issues, and technical and financial support in addressing gender issues in their communities. While funding may be limited, the relationship can be continued beyond the programme period. The programme facilitated coordination and networking of CSOs under umbrella organizations like UWONET that has the coordination mandate. This ensures continuity of such activities beyond the programme implementation period.

Stakeholders Involvement in Sustainability Strategy

At the time of MTE there was little evidence of collective stakeholder engagement in the development of sustainability strategy. Coordinated approaches will be needed to addressthis in the next phase.

Degrees IPs are changing policies and practices on gender

Assessment was made to what degree partners were changing policies and practices on GE. Government level policy changes and gender responsive practices contributed by the UNJPGE were noted with (i) use of gender programming tools and approaches such as GRB, PGA, GM evident within the MDAs; ii) increased level of linkage, collaboration and networking within the UNJPGE IPs and their implementation networks and replication of multi-stakeholder approach at community level.

Evaluation score C strong with numerous weaknesses

8. Coherence

The evaluation assessed coherence in terms of the degree to which the partners are working towards the same results with common understanding of inter-relations at 3 levels of the coordination structures.

Uganda has a total of 7 joint programmes (UNJPs) with two or more UN Agencies collaborating on the planning and implementation between 11 resident and 9 non-resident UN Agencies. Effort was made by the UN Agencies for greater collaboration between the 3 UNJPs that were closely related, i.e., Gender Equality, GBV, and FGM where the same UN Agencies participated and the target group is largely women and girls. To address duplication, a common Joint Steering Committee was established to oversee the work of all 3 UNJPs. Response to the question on coherence was asked for the 3 management structures of the UNJPGE which were rated as follows:

Table 10 Coherence Analysis

Structure	Rating
Steering Committee	H
Reference Group	M
Outcome Level	M

Higher synergy was noted at the decision-making level with moderate coherence at the Reference Group and Outcome Levels given the degree of technical issues they address. Overall there is evidence of synergy between PUNOs and IPs.

Common understanding of the inter-relationships

Inter-relationships were noted at outcome level with examples drawn from Outcome 2 where collaboration between MoH and MoGLSD took place on policy development and policy planning for SGBV. Government level MoGLSD coordinated multiple inter-MDA relationships that facilitated realization of planned UNJPGE activities. The two UN agencies UNFPA and WHO worked together on operational standards for SGBV shelters with responsibilities as follows: i) WHO covering forensic medicine and improvement of laboratories, ii) UNFPA covering further training of medical personal on SGBV issues and iii) WHO and UNFPA led meetings that brought together different actors.

At CSO level, MIFUMI and Action Aid demonstrated high capacity in engagement of multi-stakeholders in addressing GBV inclusive of the police Child and Family Protection Unit (CFPU), Health Centres, L3 Courts, District Education Office (DEO) and District Health Office (DHO).

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Attention to gender, human rights based approaches and RBM

Based on feedback and evidence from the analysis, attention to gender, RBA and RBM were noted as follows:

Table 11Approaches Compliance

Approach	Overall assessment	Recommendation
Gender	Evident in situational assessment, use of gender disaggregated, gender programming approaches as GRB, PGA, gender equality assessments, gender analysis, and gender statistics.	The programme should promote skills building, measurement and reporting on the gender approaches and tools.
HRBA	Focus of the UNJPGE was to address access to services; therefore, the majority of effort is directed towards provision. Elements of prevention were noted in Outcome 2 and 3, protection in Outcome 2 and promotion in Outcome 1 and 4.	Clear linkages need to be drawn between prevention initiatives and provision and protection services on SGBV.
RBM	UNJPGE uses RBM in planning, monitoring and reporting templates. Challenges were noted with RBM skills amongst the users given the quality of reports which are activity based and not results based.	Need for clarification of RBM terms and training to improve reporting.

Evaluation score B strong with minor weaknesses

9. Management and Coordination

The UNJPGE was expected to present a joint framework and reduce transaction costs for UN Agencies, Government and CSOs in line with Outcome 5: UN Partners Deliver Effective, Strategic and Efficient Support for Gender. The coordination fell under two agencies: UN Women, given their mandate on gender and UNDP, as the Administrative Agent.

A number of respondents (40%) indicated the challenge in defining what joint programming meant for the UNJPGE due to lack of implementation guidelines.The evaluation identified the joint activities under theUNJPGE based on document review.These joint activities include:(i) coordination mechanism, (ii) planning and reviews, and(iii) monitoring and cost efficiencies in operations.

Assessment of the 3 functions was made below:

Coordination Mechanisms
(i)   *The Steering Committee*: consisted of representatives of PUNO, Government and CSOs chaired by the Government, UN and CSO representatives. The Steering Committee meets twice a year and provides strategic oversight for the programme.
(ii) *Reference Group*: was made up of the technocrats who met quarterly to discuss programme implementation strategies.
(iii) *Outcome Teams:* the operational teamsmet quarterly to plan and review implementation.

Overall assessment of the coordination teams was positive and seen as contributing to delivery of service.

Planning and Reviews
Good practices were noted with annual retreats organized for the UNJPGE programme participants. The 2012 retreat brought together key programme participants including government institutions, i.e.,NPA, MoGLSD, MFPED, UBOS, MOH, Civil Society organizations and UN agencies, UNFPA, UNICEF, WHO, OHCHR, UNDP, FAO, ILO and UN Women. While the 3 day event provided rich information, discussion and reflection on programme outputs, it was important for the forums to develop concise action points to be addressed in the coming year with a clear workplan, deliverables, and responsibilities.

Joint Monitoring

The UNJPGE was effective in conducting the first joint monitoring trip in 2012 to 3 selected districts: Masaka, Lira and Morotowith 31 participants drawn from the 3 UNJPs inclusive of MoGLSD, MoH, MoES, UN Women, UNFPA, UNICEF, OHCHR, UNDP, ILO, FAO, and the Norwegian Embassy. The objective of the joint monitoring was documented as "*to gain experience on what is happening at field level in terms of progress in the AWP 2012, establish the connections, the linkages, provide feedback, hold implementing partners accountable and speak to beneficiaries on whether the programme has yielded any positive results in their lives*"[13].The objective was met with

positive feedback from the mission participants. It was noted the programme supported active learning by participants through participation in programme learning activities and addressed value for money through cost sharing and car pooling.

Evaluation score - A very strong with negligible weaknesses

5   Conclusion

The evaluation addressed questions of relevance and strategic fit, validity of design, efficiency, effectiveness, and sustainability, within the UNJPGE management, and coordination and sustainability. The following conclusions were drawn:

Relevance and Strategic Fit

Designed on the heels of the 2010-2014 UNDAF, the programme leveraged the UNDAF development process, its priorities closely aligned to the national priorities ofthe National Development Plan (NDP) and Uganda Gender Policy and the international priorities CEDAW, 1325 and 1820. Moving forward, the UNJPGE stands to inform the next UNDAF in terms of gender priorities in the country based on lessons learned from the UNJPGE

The programme strategically engaged Government MDAs, UN Agencies and CSOs each bringing key institutional expertise, mandates and resources that facilitated ownership of multiple national stakeholders.

Challenges with the intervention logic go back to the design process. At midterm there is need to engage in collective effort that provides corrective action and facilitate ownership of tools, approaches, strategies in use by IPs. It is recommended that the Reference Group lead such a process to ensure relevance of the intervention logic through alignment of outcome, output, and indicators. Performance measurement can be enhanced by a Results Matrix that serves the needs of the IPs.

Efficiency

While key steps were taken to improve efficiency by PUNOs service delivery, the programme will need to address credibility risk through strategies that facilitate timely funds transfer and biannual disbursement plan that acknowledges the individual utilization rates of each agency and systems that consolidate gains at outcome level.

The UNJPGE management structures facilitated forums for monitoring and decision making. Various forums were provided for review and monitoring of the UNJPGE. The Annual Retreats were good opportunities to reflect and share lessons and should be improved with identification of priorities for inclusion in the workplan. The first monitoring mission provided learning and sharing forums for programme participants.

Effectiveness

Outcome 1: The programme was effective in building the capacity of government institutions through contribution of critical gender skills, i.e., gender mainstreaming, GRB and CEDAW reporting. Systems were in place to support knowledge management through an E-Source Library for the benefit of the entire government MDAs. Buy-in will be required from decision makers to support the technocrats implementing the projects.

PGAs and gender equality agreements have contributed to identification of institutional gaps and development of action plans. Support will be required to finance those action points that fall beyond the funding of UNJPGE. On the other hand, the gender equality assessments provide a basis for dialogue with Ministry of Finance on GRB. Ultimately, the goal of GRB of increasing budgeting to the seven sectors will require concerted effort over the next phase. The programme was effective in the introduction of partnership with UBOS in the collection and analysis of data. Support will also be required in positing of the one person gender unit to leverage the support of the Director and the agency will need to consider use of alternate resources such as university students in support of this critical component of the programme

Outcome 2: While the UNJPGE offers comprehensive response framework; the UNJPGE will need to expedite the provision of shelters which have continued to lag behind schedule. Functional referral systems will need to be effected at community level to improve GBV referral and management. The programme will benefit from centralized data collection of GBV indicators to support reporting and tracking of rape and violations of women and girls. Currently, this is not in place with uncoordinated agency data collection systems. Linkages will also need to be drawn with prevention initiatives and cohesive communication messages supported with an advocacy strategy.

Outcome 3: Good practices were noted with the GEM Club which has led to return of over 4000 girls to school. Sustainability of the clubs will need to be addressed given the district level support and ownership of communities. More effort is required to understand the cause of teenage pregnancies in support of school retention strategies.

Outcome 4: The UNJPGE contributed to coordination and networking of CSOs on national gender priorities. More effort will be required for pro-budget initiatives that influence budget allocation to complement the post-budget analysis and audits conducted in the past.

Sustainability

Commitment and ownership by government as the main development partner was noted with contribution of human resources and time to the programme initiatives. In the first phase, the government did not provide financial contribution to the programme; the next phase will need to start discussions on how the government will address continuity of initiatives at the end of the programme.

Although service delivery and operational structures have been established and initiated at district level, UNJPGE remained a high level programme focussed towardsnationalstakeholders.There isneed to strengthen institutions in the districts through resourcing of local government institutions and institutional building of CBOs. Success stories and lessons in coordination at community levels should be shared to support the role of those coordination agencies that service GBV survivors especially on referral systems and centralized data collection to improve programme efficiencies at community level. More forums are needed to engage and capture voices of beneficiaries of the programme.

Management and Coordination

The management and coordination structures of the JPGE were effective and efficient in the strategic role of programme direction and management with high levels of coherence noted. The second phase will require the same level of collaboration to realize the results of the UNJPGE.

6   Lessons

Investment of time in a comprehensive baseline study can be cost effective in the long run, rather than a programme spending many resources to correct gaps in project design. The programme could have avoided the risks posed by the design by through investing at the outset of the programme in a 3 month baseline study vs. three years of corrective action.

Communication of national programme goals can help in distribution of resources, build blocks in inter government and CSO relations, and guide implementation with better understanding of the overall picture and each individual agency's contribution to it. It is for this reason that national governments share their strategies with the nation - for all to understand what is at stake.

The mandates, powers, and authorities of the PUNO may be an obstacle for genuine realisation of outcome 5. Many lessons were offered by the numerous UNJPs implemented by UN Agencies worldwide. Success comes when individuals in coordinating roles are able to navigate the politics of individual agencies to effectively deliver the goals of ONE UN. Uganda, with 7 UNJPs, offers many lessons for the UNJPGE Coordinating Team in their achievement of Outcome 5.

UNJPGE remained a high level programme focussed towards Kampala stakeholders. There was need to strengthen institutions in the districts through resourcing of local government institutions and institutional building of CBOs. Success stories and lessons in coordination at community levels should be shared to support the role of those coordination agencies that service GBV survivors especially on referral systems and centralized data collection to improve programme efficiencies at community level. More forums were needed to engage and capture voices of beneficiaries of the programme.

Programme visibility plays out differently at national and district levels. At national level, the programme participants engaged in the various activities and management structures can speak to the over-arching goal and outcome; the same could not be said for the district level participants. There is lack of understanding of the goals and outcomes of the national UNJPGE. The programme is compromised by lack of visibility at all levels of operation. The programme strategy of integration is commendable; however, the programme could have avoided the information gaps by sharing the goals of the programme to enable all programme participants to have common understanding in order to facilitate better management and contribution to the overall picture.

Pilot projects and small scale interventions meant to benefit the whole country tend to remain confined to the target areas due to lack of planning for scale up. The UNJPGE implemented in 10 out of 100 districts can facilitate the roll out of lessons and good practices from its initiatives to the rest of the country. This can only be done where IPs recognise the potential for replication and documentation of those initiatives that can be scaled up or replicated outside of the 10 districts.

The multiple stakeholder approach to SGBV creates numerous channels for survivors to access services and creates user-friendly spaces for women and children, men and boys who face GBV. The UNJPGE can contribute to central data collection and management through coordinated approach to reporting given the limitations in the central data collection.

The intensified training of health workers at both national level and district level on clinical management of survivors of rape has contributed to the improved health care. It has also caused a policy consideration of developing service

standards and guidelines for delivery of forensic services in health and management of SGBV. This training and supervision has also involved the university departments of Forensic Medicine and Obstetrics and Gynaecology as well as Mulago hospital as a national referral hospital. This initiative provides indicators of sustainability that the programme can leveraged.

Lessons on knowledge management have shown it goes beyond information technology, document management, and building information portals. MoGLSD has taken key steps in establishing these and it should translate into value addition through leveraging the improved human capital and strengthened institutional capability to deliver quality public service on gender in Uganda.

7   Recommendations

The following recommendations are made to the UNJPGE stakeholders:

Recommendation 1 Align Intervention Logic - Reference Group

Address inconsistencies in the intervention logic to enable the changes at Outcome level to be reflected consistently through the logical frame, i.e., outcomes, outputs and indicators level through revision of the Results Matrix. Engage IPs to leverage knowledge and expertise within the UNJPGE.

Provide training on RBM to improve results based reporting and move away from activity based reporting.

Recommendation 2 Elevate Gender Unit in UBOs to Director's Office – UN Women Outcome 1 Lead

Support positioning of UBOS within the Director's Office for effective decision making and action on gender statistics. Introduce an internship programme for statistics university students to support UBOS Gender Unit as well as expose the students to gender statistics to build a resource team of young advocates.

Recommendation 3 Consolidate gains at Outcome level - Administrative Agent

Revise the blanket biannual rate caveat of 75% utilization rate for all partners to reward the top performers with disbursement according to plan.

In the case of low fund utilization, initiate systems that allow funds to be redirected to partners that operate and contribute to the same Outcome to consolidate gains and realization of outcome goals.

Continue efforts to address delays in disbursements and reporting to improve efficiencies.

Recommendation 4 Improve effectiveness of central and district government systems - Reference Group

Continue engagement of decision makers in key institutions and training on gender mainstreaming to support the technocrats who are working in the institutions to bring change on gender.

Address resourcing and capacity needs of local government institutions through creating linkages between UNJPGE initiatives at central and district levels and leverage other UNJPGEs with resources targeted at local government.

Recommendation 5 Improve efficiencies in SBV service provision – UNFPA Outcome 2 Lead

Develop clear action points to expedite operations of the GBV Shelters, reduce the barriers that hinder reporting of GBV and rape cases, facilitate referral systems at community levels and policy advocacy on the use of PF3 to allow other professionals such as mid wives to examine cases and address capacity of JLOS institutions.

Recommendation 6 Consolidate messaging and advocacy – Reference Group

Develop a UNJPGE communication strategy to guide messaging on over-arching goals of the UNJPGE and their contribution to the overall picture for all stakeholders at central and district level, guide GRB advocacy, donor communication for funding of components that have resulted from UNJPGE but lack funding, e.g. gender audit findings, and to raise awareness for potential future initiatives beyond the funding period.

Recommendation 7 Sustainability Strategies/ Exit Strategies– Reference Group

Develop the overarching UNJPGE sustainability guidelines to support IPs in development of individual agency exit plans and sustainability strategies providing adequate time for resourcing and integration into agency plans before the end of the UNJPGE.

8   Annexes

Annex 1Outcome Analysis

Original Outcomes based on ProDoc 2009	2010 programme review outcome	2011 programme review	Revised outcomes on work-plan May 2012	
Outcome 1				
Central(selected sectors) local government have strategies, systems and staff capacities to increase women's access to sustainable livelihood and gainful employment	Central and local governments have strategies, systems and staff capabilities to increase women's access to sustainable livelihoods and gainful employment	Strengthened government capacity for gender responsive planning; budgeting and programme management to directly benefit women and girls	Strengthened government capacity for gender responsive planning; budgeting and programme management to directly benefit women and girls	
Outcome 2				
Effective policies and strategies to reduce GBV and increase women's access to justice developed at all levels and advocacy strategies for implementation at both national and local level being implemented	Effective policies and strategies to reduce gender-based violence and increase women's access to justice developed at all levels, and advocacy strategies for their implementation at both national and local level being implemented	Improved access to legal, health, and psychosocial services of SGBV survivors	Improved access to legal, health, and psychosocial services of SGBV survivors	
Outcome 3				
Policies, systems and strategies developed for citizens' active participation in policies and decision making and accountability processes, including Parliament, political parties, local government and community organizations that impact the advancement of gender equality	Policies, systems and strategies developed for citizens' active participation in politics and decision-making and accountability processes, including Parliament, political parties, local government and community organizations that impact the advancement of gender equality	*Discontinued*		
	New outcome introduced	Increased school participation, completion and achievement rates of girls in primary education	Increased school participation, completion and achievement rates of girls in primary education	
Outcome 4				
Strategies, plans and capacities to reduce gender gaps in selected MDGs related progress developed by relevant government institutions and CSOs	Priority Gender gaps in selected MDG related programmes addressed by relevant government institutions and CSOs	Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies	Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies	
Outcome 5				

National Gender machinery and key stakeholders have systems, plans, budgets and human resources in place to effectively coordinate, implement and monitor Gender and Macro Economic Policies	National Gender machinery and key stakeholders have systems, plans, budgets and human resources in place to effectively coordinate, implement and monitor Gender and Macro Economic Policies	*Discontinued*	
Outcome 6			
The UN System in Uganda provides comprehensive coherent and effective support to gender responsive programming in the country within joint programming framework	The UN system in Uganda provides strategic, comprehensive, coherent and effective support to gender responsive programming in the country within a joint programming framework	UN partners deliver effective, strategic and efficient support for gender	

Annex 2 Evaluation Matrix

Evaluation Criteria: 1. Relevance and Strategic Fit				
Specific Criteria	Evaluation Question	Indicator	Collection Method	Data Source
1.1 Alignment with national needs and priorities	Is the programme addressing the needs identified in the baseline in the country? To what extent is the programme contributing to national priorities identified in the design stage? What new needs have emerged and how has the programme responded to them?	Gender sensitive baseline indicators Degree of alignment with national priorities Degree of alignment with international gender and HR priorities Degree of responsiveness to emerging issues	Document review, literature search Key informant interviews	Concept note, Prodoc, National Gender Policy, National Development Plan and other national policies. UN Agencies, Government, CSOs and DFID
1.2 Stakeholder Ownership	Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment? How relevant are the UNJPGE Outcomes and Goal to the partners? Are stakeholders taking ownership of the project concept and design? How has GoU demonstrated its commitment as the main development partner? How do the implementation partners demonstrate ownership? To what extent are project beneficiaries women and men, and sub-groups within them, involved in the programme design?	Level of stakeholder engagement Partner selection criteria Degree of synergy/fit between partners' mandate and programme goals Degree of Government/CSO resources focussed on the programme Degree of partner ability to attract funding from other donors Degree of community engagement and ownership	Document Review Key informant interviews Focus Group Discussion	Prodoc, Annual Plans and Reports Government & CSOs Programme beneficiaries, communities, women and men

Evaluation criteria: 2. Validity of Design				
Specific criteria	Evaluation question	Indicator	Collection method	Data Source
2.1 Alignment with UNDAF	Was the UNJPGE or UNDAF programme design informed by gender analysis?	Use of gender and human rights approaches, analysis and strategies	Document review Key informant Interviews	Concept note Prodoc, Annual Plans and Reports PUNOs
2.2 Intervention logic	How relevant are the	Degree of congruence	Document review	M & E Framework,

	programme outputs and outcomes in relation to the baseline? Is the intervention logic coherent and realistic? To what extent is there causal relationship between planned outcomes and impact? How do the programme outcomes contribute to the development goal? To what extent are indicators, tracking, means of verification and reporting appropriateness?	between baseline and outputs Degree & use of gender disaggregated data Degree of reporting and tracking of indicators Quality of reporting	Analysis of the logic frame, Theory of change analysis Key informant interviews	Annual reports and reviews UNJPGEGE Logic Frame PUNO

Evaluation criteria: 3. Efficiency

Specific Criteria	Evaluation question	Indicator	Collection method	Data Source
3.1 Resource adequacy	Have resources been used efficiently? Have activities supporting the strategy been cost-effective? Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the UNJPGE?	Expenditure within budget Cost saving measures Work plan management No cost extensions % of budget allocated to human rights Number of staff dedicated to the programme Degree of expertise and technical support	Document review Key informant interviews	Annual budgets, Financial reports, Audit Reports, PONU Annual Work Plans and Budgets UNW, Administrative Agent, PUNO, DFID Government, CSOs
3.2 Implementation challenges	Are there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender Equality efficiently during implementation? What level of effort is made to overcome these challenges?	Risk assessment Resolution of implementation challenges	Document review Key Informant Interviews	Minutes of Steering Committee, Monitoring Reports, Annual Reports DFID, PUNO, Government & CSOs

Evaluation Criteria: 4. Effectiveness

Specific Criteria	Evaluation question	Indicator	Collection method	Data Source
4.1 Progress towards outcomes *(to be assed for each of the 4 outcomes)*	Is the programme making sufficient progress towards its planned outcomes What outputs have been achieved? Have the quantity and quality	Degree of government capacity in planning for gender Level of access to services for GBV survivors	Document review Interviews, FDGs	Quarterly, Annual Reports; Annual Reviews PUNO, Implementing Agencies government,

	of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women? Is the programme likely to achieve its planned outcomes upon completion? What risks could potentially undermine the achievement of planned outcomes and how are they addressed?	Degree of retention of girls in school Level of empowerment of women to demand engendered policy/services		CSOs, beneficiaries
4.2 UN partners delivery	How effectively are UN agencies working together? What are the strengths and weaknesses of the existing UNJPGEarrangement, (Governance, leadership, strategy, structure, staffing, program work, funding, quality concerns, horizontal coordination)? What are the existing capacities (strengths) and concerns (weaknesses) related to the UNJPGE implementation? What are the capacities needed for the UNJPGE to be a good mechanism?	Degree of collaboration Economies of scale Reduction in duplication Level of joint programming	Document Review Key informant Interviews	PUNO Annual Review Reports PUNO, DFID, Government and CSOs

Evaluation Criteria: 5. Sustainability				
Specific Criteria	Evaluation question	Indicator	Collection method	Data Source
5.1 Sustainability strategy	Does the programme have asustainability strategy? How does the programme address national/local ownership? What is the capacity of development partners to support positive changes in human rights and gender equality after the end of the intervention? What steps have PUNO taken to develop and/or enhance the operating capacities of national partners during the first phase of implementation? To what extent have the stakeholders addressed sustainability beyond funding period?	Level of sustainability of input resources by partners Level of capacity of partners for uptake of programme activities Level of institutional building, skills, systems and strategies Percentage funding increase	Document Review Key informant interviews Financial analysis	Steering Committee minutes PUNO and partner plans PUNO and Government and CSOs

		Degree of resource contribution	Documentary Review Key informant interviews	Prodoc, MOU, Annual progress reports; Review Reports by Donor (DFID)
	Are partners able to attract new resources from diversified sources (e.g. traditional and non traditional donors & contributors) at national and international level?			
5.2 Changes at partner level	To what degree are partners changing their policies or practices to improve human rights and genderequalityfulfilment (e.g. new services, greater responsiveness, resource re-allocation, improved quality, etc.)?	Degree of influence of UNJPGE principles and approaches New human rights and gender offerings by partner, i.e., strategies, policies, etc. Degree of replication of good practices Human rights and gender skills	Document Review Key informant interviews	Government, CSOs Annual reports, PUNO Annual Reviews Government, CSOs, PUNO

Evaluation criteria: 6. Coherence				
Specific Criteria	Evaluation question	Indicator	Collection method	Data Source
6.1 Common agenda	To what degree are partners working towards the same results with a common understanding of the interrelationship between interventions? To what extent has the Joint Programme enhanced collaboration between the UN Agencies, government and CSOs? To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?	Degree of synergy and collaboration by partners and PUNO Networking and referrals Degree of communication (new or increased) New or increased platforms for dialogue with other government line ministries or departments, beyond the traditional MOGLSD Degree of application of gender approaches, analysis, tools and systems	Document Review Key informant Interviews	Steering Committee minutes, Quarterly, Annual Reports UNDAF, UNCT, UNRC Annual Reports, Individual agency reports, Prodoc; MOU Annual progress reports; Annual Reviews by donor (DFID) PONU, Government, CSOs and DFID

Evaluation Criteria: 7 Management and Coordination				
Specific Criteria	Evaluation question	Indicator	Collection method	Data Source
7.1 PUNO Coordination	How well are responsibilities delineated and implemented in a complementary fashion? How well have the coordination functions been fulfilled? Are management and implementation capacities	Level of coordination among PUNO and partners Degree of expertise on human rights and gender Degree of linkages with other UNJPGEs	Document Review Key informant Interviews	Annual Reports, PUNO Reviews, Reports to UNCT UN Women, PUNOs, UNDP as Admin Agent, UNCT

	(coordination, participating UN agencies, IPs) adequate? How has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?			
	How has the UNJPGE managed differences in methodology and approaches in PUNO (e.g. prioritization of areas and populations, methodology for community mobilization, modality of delivery of technical assistance)			
7.2 Programme monitoring	How effectively does the programme management monitor programme performance and results? Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined? Is relevant information and data systematically being collected and collated? Is information being regularly analysed to feed into management decisions?	Degree of joint monitoring of activities Quality of indicators Frequency of data collection and reporting Quality of reporting	Document review

Key Informant Interviews | M&E Framework, Monitoring Reports by joint PUNO

M&E Reference Group, UNWomen M&E Officer, PUNO and DFID |

Annex 3 Evaluation Questions

The evaluation questions were clustered into 4 priorities in the matrix of evaluation questions to elicit response on the following:

Design including evaluation criteria relevance and strategic fit; secondly, relevance of design

Results including efficiency and effectiveness of the joint programme

Sustainability focuses on sustainability of programme beyond funding

Synergy includes coherence, management, and coordination

Matrix of Evaluation Questions

Design		
	Question	*Criteria*
1.	Is the programme addressing the needs identified in the baseline?	Relevance 1.1
2.	To what extent is the programme contributing to national priorities identified in the design stage?	Relevance 1.1
3.	What new needs have emerged and how has the programme responded to them?	Relevance 1.1
4.	Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities, and commitment?	Relevance 1.2
5.	How relevant are the UNJPGE Outcomes and Goals to the partners? To what extent are stakeholders taking ownership of the project concept and design?	Relevance 1.2
6.	How has GoU demonstrated its commitment as the main development partner? How do the implementation partners demonstrate ownership? To what extent were projectbeneficiaries women and men, and sub-groups within them, involved in the design of the programme?	Relevance 1.2; 5.1
7.	Was the UNJPGE or UNDAF programme design informed by gender analysis?	Validity of design 2.1
8.	How relevant are the programme outputs and outcomes in relation to the baseline? Is the intervention logic coherent and realistic? To what extent is there causal relationship between planned outcomes and impact? How do the programme outcomes contribute to the development goal? To what extent are indicators, tracking, means of verification and reporting appropriate?	Validity of design 2.2
Results		
	Question	*Criteria*
1.	Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring, and evaluation of the UNJPGE?	Efficiency 3.1
2.	To what extent have resources been used efficiently? Have activities supporting the strategy been cost-effective? To what extent have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?	Efficiency 3.1
3.	What constraints (e.g. political, practical, and bureaucratic) exist to addressing human rights and gender equality efficiently during implementation? What level of effort is made to	Efficiency 3.2

	overcome these challenges?	
4.	Is the programme making sufficient progress towards its planned outcomes? Are PUNO and IPs implementing activities according to plan? What outputs have been achieved?	Effectiveness 4.1
5.	Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to women and men, girls and boys?	Effectiveness 4.1
6.	Is the programme likely to achieve its planned outcomes upon completion? What risks could potentially undermine the achievement of planned outcomes and how were they addressed?	Effectiveness 4.1
7.	To what extent are UN agencies working effectively together? What are the strengths and weaknesses of the existing UNJPGE arrangement, i.e., Governance, leadership, strategy, structure, staffing, program work, funding, quality concerns, horizontal coordination?	Effectiveness 4.2
8.	What are the existing capacities (strengths) and concerns (weaknesses) related to the UNJPGE implementation? What are the capacities needed for the UNJPGE to be a good mechanism?	Effectiveness 4.2
9.	What innovative / good practices in programming have been introduced by UNJPGE?	Effectiveness 4.2

Sustainability

	Question	Criteria
1.	To what extent have the stakeholders addressed sustainability beyond funding period? Does the programme have a sustainability strategy?	Sustainability 5.1
2.	How does the programme address national/local ownership?	Sustainability 5.1; Relevance 1.2
3.	What is the capacity of development partners to support positive changes in human rights and gender equality beyond the end of the intervention?	Sustainability 5.1
4.	What steps were taken to develop and/or enhance the operating capacities of development partners of the UNJPGE?	Sustainability 5.1
5.	Are partners able to attract new resources from diversified sources (e.g. traditional and non traditional donors and contributors) at national and international level?	Sustainability 5.1
6.	To what degree are partners changing their policies or practices to improve human rights and gender equality fulfilment (e.g. new services, greater responsiveness, resource re-allocation, improved quality, etc.)?	Sustainability 5.2

Synergy

	Question	Criteria
1.	To what degree are partners working towards the same results with a common understanding of the interrelationship between interventions?	Coherence 6.1
2.	To what extent has the Joint Programme enhanced collaboration between the UN Agencies,	Coherence 6.1

	government and CSOs?	
3.	To what extent are approaches such as attention to gender, human rights based approach to programming, and results based management understood and pursued in a coherent fashion?	Coherence 6.1
4.	Are management and implementation capacities (coordination, participating UN agencies, IPs) adequate?	Management and Coordination 7.1
5.	How well have the coordination functions been fulfilled? How well are responsibilities delineated and implemented in a complementary fashion? What is the value addition of each participating UN Agency? Does the UNJPGE leverage expertise of the PUNO?	Management and Coordination 7.1
6.	How does the UNJPGE manage PUNO differences in methodology and approach (e.g. prioritization of areas and populations, methodology for community mobilization, modality of delivery of technical assistance)?	Management and Coordination 7.1
7.	How has the programme leveraged other Joint Programmes to increase its effectiveness and impact?	Management and Coordination 7.1
8.	How effectively does the programme management monitor programme performance and results?	Management and Coordination 7.2
9.	To what extent have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined? Is relevant information and data systematically being collected and collated? Is information being regularly analysed to feed into management decisions?	Management and Coordination 7.2
10.	What lessons can be shared to improve implementation in the next phase?	Other

Annex 4Documents Reviewed

Document Type	Document Title	Status
Project documents (including concept note, project plans, work plans,	JPGE PRODOC – Joint Programme Plan	√
	Joint Programming On Gender Equality Results Matrix	√
	Joint Programming On Gender Equality Work Plans (2012)	√
Monitoring and Evaluation reports quarterly and annual reports, field monitoring reports and previous evaluation reports)	Annual Review JPGE 2010 DFID	
	Consolidated Annual Report on Activities Implemented under the UN Joint Programme "Gender Equality" (UN JP On Gender Equality). Report of the Administrative Agent for the period 1 January - 31 December 2011	√
	Annual Review of the UN Joint Programme on Gender Equality 2011 DFID	√
	Report of the 2011 Retreat of the Gender Reference Group 2011	√
	Samples of 2011 Annual Reports from PUNOs and partners	√
	Samples of Quarterly Reports (Q1,Q2,Q3,Q4) from PUNOs and partners	√
Financials (budget, financial reports)	JPGE Workplan and Budget 2011-2014 Financial Report for the period ending December 2010 Financial Report for the period ending December 2011 Financial Annual Progress Report I Jan – 31 December 2011	√
Donor Agreements	Standard Administrative Agreement between DFID, Government of UK of Ireland and Northern Ireland and UNDP	√
	Amendment No 1 to the Standard Administrative Agreement	√
Studies, research	Participatory Gender Audit UNDP	√
Advocacy and Communications material	Guidelines for Establishment and Management of GBV Shelters in Uganda COU Resolution on Gender Based Violence, HIV Prevention, Family Planning and Reproductive Health by the House of Bishops on the 5th November 2012 A Guide Book for Pastoral Agents on Sexual Reproductive Health HIV/AIDS and Gender Based Violence for Catholic Communities	-

Annex 5List of Person Interviewed

Name & Title	Organization
Lebogang Motlana, Country Director	UNDP
Enock Mugabi, Gender Focal Point	UNDP
Ester Cherop, National Program Officer	UNFPA
Jutta Marjanen,UNJPGEOfficer M&E	UNFPA
Cecile Campaore, Deputy Rep	UNFPA
Florence Apuri Auma, Team Leader Gender	UNFPA
Evelyn Letiyo, Technical Specialist GBV	UNFPA
Judy Kamanyi, Consultant	UN Women
Apolo Kyeyune, M&E Officer	UN Women
Paulina Chiwangu, Resident Representative	UN Women
Thaddeus Sserukeera,UNJPGE M&E Officer	UN Women
Agnes Kisembo, National Programme Specialist UNJPGE	UN Women
Sandra Huesser, Gender & Economic Programme Officer	UN Women
Brian Mwinamura, Finance Officer	UN Women
Rosemary Ruganda, Education Specialist	UNICEF
Biriyai Theophilus, Deputy Resident Representative	OHCHR
Roberta Traveri, Human Rights Officer - UNJPGE Focal Point	OHCHR
Among Irene, Social Development Adviser	DFID
Agnes Ndamata, Programme Manager	DFID
Jennifer Bukokhe, National Programme Officer	UNCDF
Sylvia Tereka, Executive Board Member	NPA
Judith Mutabazi, Sectoral Policy &Planning Officer	NPA
Kareem Buyana, National Gender Expert	NPA
Sarah Nahalamba, Senior Gender &Social Devt Officer	NPA
Rose Mary Nalwadda, Consultant	UBOS
Stella Nassolo, Gender Officer	UBOS
Margaret Kasiko, Gender Technical Advisor	MoES
Harriet Ajilong, Gender Desk Officer	MoES
Rita Kyeyune, Deputy Gender Desk Officer	MoES
Rita Aciro, Executive Director	UWONET
Betty Kasiko, Director Programmes	UWONET

Julius Mukunda, Senior Programme Director	FOWODE
Joseph Adweka, Programme Officer/ Acting Provincial Health Coordinator	CoU
Juliet Kapito, Data Statistician	CoU
Sarah Kasule, Provincial Mothers Union Worker	CoU
Charity Kiconco, Accounts Assistant	CoU
Nickson Goral, Partnership Funding and Sponsorship Director	AAUI
Hellen Malinga Apila, National Coordinator, Women Rights and Gender Equality	AAUI
Irene Kharono, Director Programmes	AAUI
Harriet Gimbo, Programme Development Manager	AAUI
Paul Ojuman, Policy Manager	AAUI
Yuda Rwakogo, Grants Coordinator	AAUI
Hellen Alobo, Project Officer Women Protection centers	AAUI
Peace Lamono, Legal Office, Women Protection Centre	AAUI
Chizgani Nganzi, Project Coordinator, Women Protection Centre	AAUI
Judith Nakalembe, Coordinator	MIFUMI, Masaka District
Catherine Babirye, Social Worker	MIFUMI, Masaka District
Lillian Musisi, District Community Development Officer – In-Charge Gender	Masaka District
Akumo Christine Okot Gender Officer	Gulu District Office
Peter Douglas Okello Speaker of Parliament	Gulu District Office
Pamela Judith Angwedi Director	GWED- G
Jacqueline Makiwah	Uganda Catholic Secretariat
Hadija Namuddu	MoGLSD
Adjaratou Fatou Ndiaye, Gender Advisor	MoGLSD
Kenneth Ayebazibwe, E-Resource Manager	MoGLSD
Innocent Tushabe	MoGLSD
Josephine Chandira	MoGLSD
Brian Masimbi, Statistician	MoGLSD
Noel Mosimbi	MoGLSD

Jane Ekapu, Principal Gender Officer	MoGLSD

Annex 6 Inception Meeting Participants January 8, 2013

Name	Designation	Agency/Inst.	Telephone	E-mail
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Innocent Tushabe	Programme Officer	MoGSLD	0752724040	innotusha@yahoo.com
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Evelyn Letiyo	Tech. Specialist	UNFPA	0772866778	letiyo@unfpa.org

Annex 7List of Participants Debriefing/Validation Meeting March 1, 2013

	Names	Position	Originations	Contact	E-mail
1	Elisabet Fish	Coordination Specialist	UNRCO		Elisabet.fish@one.un.org
2	Rose Nalwadda	Consultant	UBOS	0772490132	rnalwadda@gmail.com
3	Adji Fatou Ndiaye	Gender Advisor,	MGLSD/UN Women	0783202606	

4	Irene Among	Social Development Advisor	DFID	0772700063	I-Among@dfid.gov.uk
5	Buyana Kareem	National Programme Officer	NPA	0752314006	kbuyana@npa.org
6	Malusi Nsinga	Programme Assistant	UNCDF	0772420280	
7	Evelyn Letiyo	Technical Specialist	UNFPA	0772866778	letiyo@unfpa.org
8	Florence Apuri Auma	SNPO	UNFPA	0772641050	awma@unfpa.org
9	Irene Kharono	Director Programmes	Action Aid Uganda	0772513586	
10	Alex Rodriguez	Chief Economist	UNDP	0772419770	
11	Jotham Mubangizi	Coordinator JUPSA	UNAIDS	0772412770	mubangizi@unaids.org
12	Janet Jackson	Country Representative	UNFPA	0772221039	Jackson@unfpa.org
13	Ahunna E Onochie	UN Resident Coordinator	UN	0716005105	
14	Chizgani Nganzi	Project Coordinator	Action Aid	0783749388	Chizgani.Nganzi@actionaid.org
15	Birgit Gerstenberg	OIC	OHCHR	0772775781	bgerstenberg@ohchr.org
16	Betty Kasiko	Director of programmes	UWONET	0759330004	bettyk@uwonet.or.ug
17	Dreeni Geer	Country Director	WCC	0772010691	Dreeni @warchild.ca
18	Jane Ekapu	Principal Gender Officer	MGLSD	0753359220	janeekapu@mglsd.og.ug
19	Dr Sentumbwe	FHP	WHO	0772473600	Sentumbwe@who.int
20	Kisembo Agnes	National Programme Specialist	UN Women	0772972683	Agnes.kisembo@unwomen.org
21	Brian Mwinamura	Finance Officer	UN Women	0772411558	
22	Nassolo Stella	Coordinator	UBOS	0782882321	Nassolo.stella@gmail.com
23	Nakalembe Juliet	Coordinator	MIFUMI	0777574280	Judithnakalembe@yahoo.com
24	Solomy Awiidi	Programme Manger	MIFUMI	0782467593	solomyawiidi@mifumi.org
25	Ssemambo Taddewo	UNV	UN Women	0701574415	ssemambode@gmail.com
26	Marianna Garofalo	UNV	UNFPA		
27	Ayebazibwe Kenneth	Programme Officer	MGLSD	0774185458	kayebazibwe@mglsd.org
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29	Judy Kamanyi	Consultant	UN Women	0712803848	Judy.kamanyi@gmail.com
30	Enock Mugabi	Consultant	UNDP		
32	Silvia Pasti	Chief Child Protection	UNICEF		
33	Ali Forder	Deputy Head	DFID, Kampala	0772700047	forder@dfid.gov.uk
34	Paulina Chiwangu	Coordinator	UN JPGE		

UN JOINT PROGRAMME ON GENDER EQUALITY
Supported by UKaid from the Department for International Development

Programme Title: THE UNITED NATIONS JOINT PROGRAMME ON GENDER EQUALITY (UNJPGE) 2010-2014 – UGANDA

Duty Station: Kampala, Uganda

Application Deadline: 3rd October 2011
Type of Contract: Individual Contract

Post Level: International Consultant/ National Consultant

Languages Required: English

Starting Date: 22nd October 2012
(Date when the selected candidate is expected to start)

Typology of the consultancy: International (with National)

Duration of Initial Contract: 25 days over a 2 month period

Expected Duration of Assignment: 25 days over a 2 month period

I.   Description of the Programme

The United Nations Joint Programme on Gender Equality in Uganda (UN) is a five- year programme (2010-2014) coordinated by the UN Entity for Gender Equality and Women's Empowerment (UN Women), involving ten UN Agencies, six Government Ministries, Departments and Agencies (MDAs) and two national CSO networks advocating for gender equality and women's empowerment. The purpose of the UNJPGE is to address the national priorities for gender equality as outlined in the Uganda Gender Policy and its corresponding National Action Plan. The **goal** of the UNJPGE is to *'enhance gender equality in access to services and opportunities.'*
The programme is aligned and contributes to the National Development Plan and the Millennium Development Goals targets.

The UNJPGE outcome areas are also aligned to the UN Development Assistance Framework (UNDAF) 2010 -2014, and contribute to specific UNDAF Outcomes. The programme is expected to contribute to the realisation of five key outcomes:

Outcome 1 *focuses on the strengthened government capacity for gender responsive planning, budgeting andprogramme management to directly benefit women and girls.* It targets the capacity of Ministry of Gender, Labourand Social Development (MoGLSD) to effectively coordinate the gender-related initiatives in the country, in close collaboration with the key government MDAs in the accountability sector.

Outcome 2aims at enhanced at improved access to legal, health, and psychosocial services of SGBV survivorsseeks to

deliverprotection and legal redress for survivors of sexual and gender-based violence in Uganda, through the implementation of an integrated model of services and appropriate spaces for women and children who encounter this type of violence. The integrated model includes a number of legal, psycho-social and health services.

Outcome 3 *aims at increased school participation, completion and achievement rates of girls in primary education*.It includes the dissemination of the Gender and Education Policy in all the regions in Uganda, the construction of in numerous sanitary facilities in schools, and the return of boys and girls to school, through the empowering peer mechanism of the Girl's Education Movement (GEM) clubs.

Outcome 4 *focuses on civil society's capacity to advocate and demand accountability from government for deliveryon gender responsive laws, policies and strategies*.

Outcome 5 *aims at getting UN partners deliver effective, strategic and efficient support for gender-responsivegovernance*.

The programme is implemented in ten target districts and is funded by the Department for International Development (DFID) in agreement with Government of Uganda, and participating UN agencies through the Multi-Donor Trust Fund (MDTF) and with United Nations Development Programme (UNDP), as the Administrative Agent.

II.   Purpose and Scope of the evaluation

After two and half years of implementation, it is a requirement to conduct a mid-term review of the UNJPGE in order to assess its progress against outputs, management and coordination aspects to establish necessary follow up measures for implementation in the remaining period - 2012-2014. The over-arching aim is to assure that the program is still relevant and is on course to deliver on its intended results.

Objectives
The main objectives of the proposed review are to:
(i)   Take stock of current programme achievements, challenges and opportunities;
(ii)   Verify the continued relevance (alignment with national needs) and pertinence of the programme as well as the related sustainability of benefits thereof;
(iii)Assess the programme design, objectives, strategies and implementation arrangements in light of changes in the program context and the risks therein;
(iv)   Make recommendations on how to improve performance of the programme, and
(v)   Identify areas which implementing partners and program management should pay specific attention to in order to achieve programme results.

Scope of the evaluation
The evaluation will specifically include:
•   UN participating organizations.
•   Main partners of UN participating organizations
•   Specific sites for the evaluation will be further worked out by the respective UN agencies during the actual planning of the evaluation process.

Clients:
The clients of the evaluation and main audience of the report are:
•   Relevant staff in target ministries, local government and targeted government institutions, and participating CSOs.
•   Relevant staff in participating UN-agencies.
•   UN Women
•   Technical units and head of Units in the participating UN-agencies.
•   UN-agency Headquarters
•   Development partners

The outcome of the evaluation will be used for two purposes:
•   To address challenges faced in implementing the programme and develop appropriate management, operational and institutional responses to improve delivery on results over the remaining programming period.
•   The lessons learnt and good practices will be shared with GoU stakeholders, UN partners, and relevant staff in participating UN agencies, UN Women and other relevant stakeholders to be replicated in similar ongoing or future GEWE -related programmes.

III. Key Evaluation Questions / analytical Framework:

The specific review questions and relevant evaluation instruments will be determined during the inception stage. The following questions shall guide the inquiry under the different aspects of the analytical framework.

Relevance and strategic fit:
- Is the programme addressing the relevant needs in the country? Have new, more relevant needs emerged that the programme should address?
- Are the stakeholders taking ownership of the programme concept?
- To what extent is the programme contributing to the national priorities stipulated in key documentation?

Validity of the design:
- How the programme is aligned to the UNDAF and was a gender analysis conducted during the UNDAF or the development of the UNJPGE. If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the UNJPGE design?
- Are the planned programme outputs and results relevant and realistic for the situation on the ground? Do they need to be adapted to specific (local, sectoral etc.) needs or conditions?
- Is the intervention logic coherent and realistic? What needs to be adjusted? (refer to the programme Results Matrix)
  - Do results causally link to the intended outputs (immediate outcomes) that link to broader impact(development goal)?
  - What are the main strategic components of the programme? How do they contribute and logically link to the planned outcomes? How well do they link to each other?
  - Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment?
- How appropriate and useful are the indicators described in the programme document in assessing the programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are the means of verification for the indicators appropriate?

Efficiency:
- Have resources been used efficiently? Have activities supporting the strategy been cost-effective?
- Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?
- Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the UNJPGE?
- Are there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort is made to overcome these challenges?

Effectiveness:
- Is the programme making sufficient progress towards its planned outputs? Will the programme be likely to achieve its planned results upon completion?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
- How has the UNJPGE enhanced ownership and contributed to the development of national capacity?
- Are UN agencies working together more effectively?

Sustainability:
- Does the intervention design include an appropriate sustainability and sustainability strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention?
- To what extent are stakeholders involved in the preparation of the sustainability strategy?
- To what degree are partners changing their policies or practices to improve human rights and gender equality fulfilment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?

Coherence:
- To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions?
- To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?

Management and Coordination:
- How well are responsibilities delineated and implemented in a complementary fashion?
- How well have the coordination functions been fulfilled?
- Are management and implementation capacities (coordination, participating UN agencies, IPs) adequate?
- How effectively does the programme management monitor programme performance and results?
  - Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
  - Is relevant information and data systematically being collected and collated?
  - Is information being regularly analysed to feed into management decisions?
- How (if at all) has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?

Accordingly, the following analytical framework is suggested for the final report:

1. Title page (1 page)
2. Table of Contents (1 page)
3. Executive Summary (2 pages)
4. Acronyms (1 page)
5. Background and Programme Description (1-2 pages)
6. Purpose of the review (1 page)
7. Methodology and review process (1 page)
8. Findings, Analysis, Conclusions, and Recommendations (no more than 15 pages). *This section's contentshould be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated*
9. Lessons learned (1-2 pages)
10. Annexes: including the terms of reference, evaluation workplan and any other relevant documents.

IV. Methodological approach

The evaluation methodology will be developed by the Evaluation Team and presented for approval to the Evaluation Steering Committee. The methodology should use a combination of quantitative and qualitative research methods that are appropriate to address the main evaluation questions. These methods should be applied with respect of human rights and gender equality principles and facilitate the engagement of key stakeholders. Measures will be taken to ensure data quality, validity and credibility of both primary and secondary data gathered and used in the evaluation.

The evaluation will be carried following UN Evaluation Group (UNEG) Norms and Standards (see http://www.uneval.org/),UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in theUN system, see Annex to this TOR. In line with Norms and Standards a management response will be prepared for this evaluation as practical means to enhance the use of evaluation findings and follow-up to the evaluation recommendations. The management response will identify who is responsible, what are the action points and the deadlines.

The consultants are expected to:

(i) Present and discuss an Inception Report with the Evaluation Steering Committee. This report should include, but not limited to:
- Interpretation of the Terms of Reference
- Detailed Work Plan Schedule – Detailed Data Collection Methodology Data Collection Tools –

(ii) Conduct desk review - collect and analyze:
- UNJPGE programme document;
- Data submitted by UN agencies and implementing partners;
- Participating UN Organization's programme annual work plans, reports, studies and other pertinent documents;
- Progress against the UNJPGE outputs and outcomes and indicators;
- 2010 and 2011 UNJPGE Annual Review Reports and other related documents.

(iii) Conduct participatory processes in the review:
- Meet with members of the Joint Steering Committee, GRG members, other programme staff to solicit input and feedback into the review;

- Conduct field visits to validate reported results in the 2010 and 2011 UNJPGE annual review reports;
- Conduct Agency and outcome/based meetings with UN agencies, outcome leads and partners at Kampala and field levels to clarify on the evaluation focus of each results area and validate findings and interpretations.

(iv)   Involve senior management of the UNJPGE:
- Discuss findings with the RC during the review process;
- Present and discuss findings with the Joint Steering Committee.

(v)   Document best practices/success stories from participating UN agencies and implementing partners on how the programme activities are contributing to increased and improved gender equality in access to services and opportunities.

Documents that will be shared with the evaluators
- UNJPGE programme document
- UNDAF 2010-2014
- UNJPGE results Matrix
- UNJPGE Performance Monitoring Framework
- Joint Monitoring reports
- 2010 and 2011 UNJPGE Annual Review Reports and other related documents.
- Programme work plans
- Progress reports (and presentations on progress and achievements)
- Interim reports
- Publications and promotional materials
- Reports on specific activities
- Documents related to programme achievements

V.   Main Outputs of the Evaluation
The evaluators will be expected to deliver:

1. Inception report that includes a detailed evaluation design outlining key questions, data collection and analysis methods – this framework should be developed in a participatory manner- (the evaluator and the evaluation committee will work closely) before commencement of the actual review
2. A draft report for review by Participating UN Agencies and main partners
3. A second draft report incorporating comments made on the first draft.
4. Power point presentation for dissemination purpose
5. To further promote learning and the exchange of experiences, a dissemination strategy will be developed for sharing lessons learnt and good practices from this review with UN partners, GoU stakeholders, relevant staff in participating UN-agencies, UN Women and other relevant stakeholders.
6. One or two success stories to be included in the UN Resident Coordinator's Annual Report 2012 as separate Annexes to the final report according to a given format.
7. Observations Report that documents the review process so that the process can be improved in the succeeding UNJPGE reviews.
8. As annexes to the final report:
    i.   Terms of Reference.
    ii.   Updated and/or revised Results Matrix.
    iii.   List of documents reviewed.
    iv.   List of UN agencies, implementing partners and staff consulted.

VI.   Management Arrangements, work plan and time frame
In line with UN Evaluation Group Norms and Standards, an Evaluation Steering Committee will be constituted to serve as sounding board and consultative body to ensure the active involvement of stakeholders. The evaluation committee will help to:
- Provide a more balanced picture of views and perceptions regarding the progress of the UNUNJPGE.
- Make the evaluation more relevant through influencing not only the way the evaluation process is designed and implemented, but also the possible consequences and utilization of the evaluation.

- Prompt primary users of the evaluation and other stakeholders into action during and after the evaluation.

Each participating Agency will appoint an evaluation focal person. The evaluators will thus be able to ask for any support and reports directly to the evaluation focal persons of the programme.

The Evaluation committee will serve as the primary contact with the evaluation team. The Committee will consist of members from the Gender Reference Group (GRG), the UNJPGEGE coordinator, UN WOMEN M&E Officer and UN Women Regional Evaluation Specialist. The Committee will assist key aspects of the evaluation process such as drafting and finalising ToR, selecting evaluators, review of preliminary report, establishing dissemination plan and implementation of recommendation strategy. It will also provide a technical guidance throughout the evaluation process and facilitate the evaluators' engagement with relevant stakeholders. The Committee will also coordinate the primary data collection.

Prior to the evaluation, the Committee will discuss with the evaluators the TORs and criteria for a good quality evaluation as outlined in the international norms, standards and guidelines quoted above. Upon the completion of the review, the Committee will meet the evaluators to discuss whether the agreed upon criteria have been fulfilled. The Committee will give approval for the final evaluation report.

The evaluation coordinating agency, UN Women in consultation with the RC will provide the necessary guidance on the process and in reviewing the draft report.

The review will be done in 25 working days in November/December 2012.

Accountabilities
UN WOMEN will be accountable for coordination of stakeholders' involved, organizing field-visits, focus groups, providing translator/interpreter and other logistical issues.

VII. Evaluation team
This assignment will be done by a team of two people: one international consultant and one national consultant.

Core values / guiding principles:
The evaluators will adhere to the following core values and guiding principles:
- Integrity: Demonstrating consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the UN Code of Conduct.
- Cultural Sensitivity/Valuing diversity: Demonstrating an appreciation of the multicultural nature of the organization and the diversity of its staff. Demonstrating an international outlook, appreciating differences in values and learning from cultural diversity.

Specific competencies:
- Ability and experience in leading Evaluations.
- Knowledge of issues concerning governance, women's rights and gender equality.
- Specific knowledge in the area of democratic governance, economic empowerment, GBV and/or gender mainstreaming.
- Excellent facilitation and communication skills and the ability to conduct and document.
- Experience with focus group discussions and key informant interviews.
- Ability to deal with multi-stakeholder groups.
- Ability to write focused evaluation reports.
- Wide experience in quantitative and qualitative data collection methods.
- Willingness and ability to travel to the different project sites in the country.
- Ability to work in a team.
- Fluent in English
- Ability to manage and supervise the evaluation team and ensure timely submission of quality evaluation reports within deadline.

Required Background and Experience

International consultant	National consultant
- Advanced Degree in Social Sciences,	- Advanced Degree in Social Sciences,

Development Studies or other relevant field and with formal research skills.	Development Studies or other relevant field and with formal research skills.
• At least 7 years experience in conducting evaluations <u>as team leader</u>	• At least 5 years experience in conducting evaluations
• High proficiency in English • Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports • <u>Experience in leading complex evaluations</u> e.g. of UN Joint Programs, Delivering as One etc.	• Fluent in English • Familiarity with the UN joint programming, UN agencies, mandates, programmes and activities. • Solid knowledge of the UN system including the UN agencies and policy frameworks in Uganda.
• Experience working in Uganda and Knowledge of Uganda political and social culture, policies/laws and programmes is an asset.	

VIII. Applying for the consultancy

Applicants are required to submit an expression of interest to undertake the assignment/consultancy and include the following:

- Cover letter stating why you want to do this work, your capacity and experience and available start date.
- It should also indicate whether you apply for the International or National consultancy
- Detailed CV (UN Women P11)- this can be down- loaded from the UNWOMEN website

Applications with the above details should be sending to caspar.merkle@unwomen.org; jane.oteba@unwomen.org and apolo.kyeyune@unwomen.org

Applications must be sent by 3rd October 2012

ANNEX: ETHICAL CODE OF CONDUCT FOR THE EVALUATION

It is expected that the evaluators will respect the Ethical Code of Conduct of the UN Evaluation Group (UNEG). These are:

• **Independence**: Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.

• **Impartiality**: Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.

• **Conflict of Interest**: Evaluators are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.

• **Honesty and Integrity**: Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

• **Competence**: Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.

• **Accountability**: Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.

• **Obligations to Participants**: Evaluators shall respect and protect the rights and welfare of humansubjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.

• **Confidentiality**: Evaluators shall respect people's right to provide information in confidence and makeparticipants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.

• **Avoidance of Harm**: Evaluators shall act to minimize risks and harms to, and burdens on, thoseparticipating in the evaluation, without compromising the integrity of the evaluation findings.

• **Accuracy, Completeness and Reliability**: Evaluators have an obligation to ensure that evaluationreports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.

• **Transparency**: Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, thecriteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

• **Omissions and wrongdoing**: Where evaluators find evidence of wrong-doing or unethical conduct, theyare obliged to report it to the proper oversight authority.