

Final Evaluation of the
United Nations Joint Programme
for Gender Equality in
UGANDA

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Acronyms

AAIU	Action Aid International Uganda
CAO	Chief Administration Officer
CEDAW	Convention on Elimination of all forms of Discrimination Against Women
CSOs	Civil Society Organisations
DCDO	District Community Development Officer
DDP	District Development Plan
DFID	United Kingdom Department for International Development
DLG	District Local Government
EMIS	Education Management Information System
EOC	Equal Opportunities Commission
FGD	Focus Group Discussion
FORWODE	Forum for Women in Democracy
GBP	British Pound
GBS	Girls Back to School
GBV	Gender Based Violence
GDD	Gender Disaggregated Data
GEB	Gender Equity Budgeting
GEM	Girl's Education Movement
GEWE	Gender Equality and Women Empowerment
GFP	Gender Focal Person
GM	Gender Mainstreaming
GoU	Government of Uganda
GRB	Gender Responsive Budgeting
GRBP	Gender Responsive Budgeting and Planning
ILO	International Labor Organization
IP	Implementing Partner
JLOS	Justice, Law and Order Sector
JP	Joint Programme
JPGE	Joint Programming on Gender Equality
JSC	Joint Steering Committee
LG	Local Government
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MGD	Millennium Development Goals
MGLSD	Ministry of Gender, Labour and Social Development
MHM	Menstrual and Hygiene Management
MoFPED	Ministry of Finance Planning and Economic Development

MoES	Ministry of Education and Sports
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MSC	Most Significant Change Method
NDP	National Development Plan
NPA	National Planning Authority
NSDS	National Service Delivery Survey
OECD-DAC	Organisation for Economic Cooperation and Development - Development Assistance Committee
OHCHR	Office of the High Commissioner for Human Rights
OPM	Office of the Prime Minister
PGA	Participatory Gender Audits
PMT	Project Management Team
PRDP	Peace, Recovery and Development Plan
PUNOS	Participating United Nations Organisations
RC	Resident Coordinator
SAA	Standard Administrative Arrangements
SGBV	Sexual Gender Based Violence
ToR	Terms of Reference
UBOS	Uganda Bureau of Statistics
UDHS	Uganda Demographic Household Survey
UN	United Nations
UNCT	United Nations Country Team
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNEG	United Nations Evaluation Group
UNHS	Uganda National Household Survey
UNICEF	United Nations Children's Fund
UNJPFGM	United Nations Joint Programme on Female Genital Mutilation
UNJPGBV	United Nations Joint Programme for Gender Based Violence
UNJPGE	United Nations Joint Programme for Gender Equality
UNFPA	United Nations Population Fund
UWONET	Uganda Women's Network
VFMA	Value for Money Assessment
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

Executive Summary

Background

Description of the programme

The United Nations Joint Programme for Gender Equality (UNJPGE, the Programme) was a five-year programme (2010-2014) funded through a GBP12,927,611 grant from the Department for International Development (DFID), under UK Aid.¹ Eight United Nations (UN) agencies participated in the Programme, known as Participating UN Agencies (PUNOs).² The UNJPGE was implemented at the national and district levels. Ten districts received programme interventions including: Gulu, Lira, Nebbi, Masaka, Mbarara, Pallisa, Moroto, Kween, Kaabong, and Kitgum.

The Programme intended to achieve gender equality in the access to, and use of, services and opportunities in Uganda by delivering on five outcomes. **Outcome 1** sought to strengthen government capacity for gender-responsive planning, budgeting and programme management, while **Outcome 2** aimed to improve access to legal, health and psychosocial services by Sexual Gender Based Violence (SGBV) survivors. **Outcome 3** targeted an increase school participation, completion and achievement rates of girls in primary education. **Outcome 4** was focused on increasing the capacity of Civil Society Organisations (CSOs) to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies. Lastly, **Outcome 5** was to result in UN partners delivering effective, strategic and efficient support for gender-responsive governance. **Outcomes 1 to 4** were funded through the DFID committed funds, while **Outcome 5** was financed by PUNOs.

1 The programme received a one year no cost extension up to 31 December 2015.

2 International Labor Organization (ILO), United Nations Capital Development Fund (UNCDF), UN Women, United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), Office of the High Commission for Human Rights (OHCHR) and the World Health Organization (WHO).



Context of the Programme

Uganda has a strong commitment to gender equality enshrined in its national constitution, laws, and in several international and regional protocols and declarations to which the country is a signatory. To deliver these commitments, Uganda established a gender National Machinery, led by the Ministry of Gender, Labour and Social Development (MGLSD) in 1989. Its mandate has been to spearhead the national agenda, and establish mechanisms for gender-mainstreaming at different levels of national and subnational government. Under the MGLSD, the National Gender Policy was developed in 1997, and updated in 2007. Over the years, gender mainstreaming has become recognised as a legitimate concern for government. A number of policies have been enacted to domesticate these commitments and to generally address gender inequalities in Uganda.

The greater recognition of gender saw marked progress in areas such as political representation, access to education and health, as well as in the general visibility of the gender equality and women's empowerment (GEWE) question. For instance, there is increased women's participation in political leadership – in 2012 women made up 35% of members of Parliament and 48% of local councillors. Uganda has nearly attained gender parity in primary school enrollment rates with the gap first closed in 2012, and girls now overtaking boys. Despite these achievements, challenges continued to exist in primary school completion rates and performance between girls and boys; and the gap in enrolment rates between girls and boys has been higher at secondary and tertiary levels. Uganda also had one of the highest rates of Gender Based Violence (GBV) in the world with 56% women and 55% men aged between 15-49 years having experienced violence since the age of 15. Generally, the capacity of government to fully operationalise the gender equality commitments in its laws and policies has remained rather constrained. It is against this background that the United Nations Joint Programme on Gender Equality (UNJPGE) was conceived and funded to try and address some of these persistent gaps.

Purpose of the Evaluation

This report presents findings for the end of programme evaluation of the UNJPGE in Uganda. The evaluation was commissioned by UN agencies participating in the UNJPGE to take stock of the Programme's achievements, and provide recommendations and lessons that should be incorporated into a similar programme in the future. The main audiences of the evaluation include: all UN agencies in Uganda, the Ugandan Ministries, Agencies and non-governmental organisations that participated in the Programme, local authorities in the ten target districts, and the academia (University of Makerere, and the Uganda Management Institute).

The evaluation findings shall be used to guide the design and planning of a new UN joint programme on gender in Uganda. The evaluation results also provide useful lessons and recommendations for the design and implementation of joint programmes in general.



Evaluation objectives and scope

The purpose of the evaluation will be to evaluate the Joint Programme's design, operations, administration, and outcomes in order to identify lessons and good practices that can improve future Joint Programming on Gender Equality and women's empowerment in Uganda. Specifically the evaluation answered the following main questions:

- To what extent have the objectives of the Joint Programme been consistent with the evolving needs and priorities of the beneficiaries, partners and stakeholders?
- How economically were resources/inputs (funds, expertise, time, etc.) converted to results?
- To what extent were the Joint Programme's objectives achieved, or are expected/likely to be achieved?
- What is the likelihood of a continuation of benefits from the UNJPGE after the intervention is complete or the probability of continued long-term benefits?
- What were the positive and negative, primary and secondary long-term effects produced by the Joint Programme, directly or indirectly, intended or unintended?
- How well was the Programme conceived and what effect did this have on its potential to achieve the postulated results?

It is important to note that the evaluation did not conduct an economic assessment of value for money, but was limited to a qualitative assessment of this aspect: adequacy of inputs, quality of outputs, timeliness in delivery, and quality of management. Secondly, the assessment of impact was limited because some activities were still ongoing at the time of the evaluation. Human rights and gender equality were a key focus of the evaluation. In this regard, the evaluation sought to identify how the Programme, in design and implementation, mainstreamed a human rights approach.

Evaluation Methodology

The evaluation was inclusive and facilitated the involvement of different stakeholder groups. It used an equity-focused and rights-based approach which promotes three main principles: the accountability of duty bearers, the participation of right holders, and equity/non-discrimination. This approach followed the guidelines provided in the United Nations Evaluation Group (UNEG) guidance documents: *Integrating Human Rights and Gender Equality in Evaluation: Towards UNEG Guidance*; and guidelines and methodologies developed by the Independent Evaluation Office to mainstream gender equality and human rights perspectives in evaluation.

The evaluation was mainly qualitative, comprising key informant interviews and focus group discussions. Key activities included the following:

1. document review;
2. consultations at national level using key informant interviews and group discussions – over 40 people were consulted; and



3. consultations at district level using a variety of methods such as observations, in-depth individual interviews (to develop most significant change stories), as well as key informant and group interviews.

Three districts were selected for the evaluation: Moroto, Pallisa and Masaka. To determine these three districts, geographical location, coverage of a cross-section of activities, and logistical considerations were used as sampling criteria.

An Evaluation Reference Group, established for the end of programme evaluation, reviewed outputs from the process. A stakeholder validation meeting was held, attended by the cross-section of implementers of the UNJPGE, to validate the results from the evaluation.

Evaluation Findings

The findings of the evaluation are organised according to the key themes of analysis: relevance, efficiency, validity of design, management and coordination, effectiveness, impact sustainability and joint programming. For each evaluation criterion, a four point rating scale was used for performance scoring as follows:

A – Very good

B – Good

C – Satisfactory with some changes required

D – Serious deficiencies with significant changes to the Programme required.

Relevance (SCORE – B)

In this evaluation, relevance measured the extent to which the objectives of the UNJPGE were consistent with the evolving needs and priorities of the beneficiaries, partners, and other key stakeholders.

The programme objectives were aligned to the national development planning framework, comprising the National Development Plan 2010-2015 (hereafter referred to as NDP I), Uganda United Nations Development Assistance Framework (UNDAF) 2010-2015, and the National Gender Policy 2007. The programme was also strongly aligned to international and regional commitments made by Uganda on gender. The highly consultative programme design process and inclusive planning and implementation approaches enhanced ownership of the Programme. Largely, beneficiaries appreciated the support provided under the different outcome areas as meeting their needs. The programme was also flexible in order to address emerging needs, thus contributing to its appeal among Ministries, Departments and Agencies (MDAs) and continued relevance. Joint programming, as an implementation modality, was well appreciated by implementing partners. A majority of stakeholders would like the approach to continue as it reduces transaction costs, elevates gender in government and the country in general, and enables stakeholders to think strategically about gender.

However, there were several weaknesses that undermined programme wide relevance including:



1. the non-mainstreaming of human rights based approaches in design;
2. an inadequate focus on the underlying causes of mainly girls dropping out of school, and to a limited extent GBV, limiting the Programme from meeting needs required to achieve the outcomes; and
3. the narrow focus of outcome 4 interventions on gender responsive planning, budgeting, programme management, laws, and policies precluded support for the capacity of Civil Society Organisations (CSOs) to hold local governments to account for service delivery. This was a critical support function required to achieve the goal.

Validity of design (Score – C)

Under validity of the design, the evaluation addressed the following issues:

1. programme design;
2. programme intervention logic;
3. programme results and targets;
4. programme strategic components;
5. appropriateness of indicators;
6. attention to gender and human rights;
7. partnerships for the UNJPGE; and
8. duplication, coherence and synergies.

Many of the issues identified by the evaluation are well known to implementers. Significant changes were made in 2010 and 2011. However, further revisions in 2012 could not lead to significant changes as the Programme had only two years remaining for implementation. Therefore, it was too late to make the necessary changes to the Programme logic.

Programme design (Score – B): The design of the Programme was based on past lessons in gender mainstreaming in Ugandan MDAs. The programme used existing studies to inform intervention areas. Indications from the evaluation are that these may not have been sufficient to define the problem and underlying causes and inform design of the interventions.

Intervention logic (Score – C): As one stakeholder put it, *“we struggled with the logic of the Programme throughout implementation”*. The programme had multiple outcomes which were not clearly linked. The main planning tool, the results framework, did not provide a logical link between outcomes, but rather a linear logic within an outcome. This posed challenges for implementers to understand and link the different outcomes to achieve the desired goal. The results framework should have been preceded by alternative logic models that clearly provide a programme-wide logic.

Programme results and targets (Score – C): The quality of results statements varied between outcome areas but largely, would have required refining to facilitate programming. Results statements needed to be specific on geographic coverage (which district and how many communities) and the number of targeted individuals/schools/institutions. As with results, quality of targets (whether they are achievable) varied between outcomes – a contributing factor was the quality of information available to determine them given the lack of a programme-wide baseline.



Strategic components (Score – B): The strategic components of the Programme were ideal to meet the means of achieving the goal. The ‘upstream’ and ‘downstream’ focus of the Programme allowed the national policy level work to be informed by evidence from the bottom, and for reforms to be supported by building accountability systems. Balancing these two strategic streams was weak, with support heavily skewed to national level interventions. The nature of the Programme required integration of outcomes, yet, integration remained limited throughout the implementation period.

Appropriateness of indicators (Score – C): Indicators developed for the Programme were largely appropriate but there were challenges. Factors that needed to have been addressed included:

1. indicators to measure capacity needed to properly define the capacity being developed;
2. indicators were set at national and district levels yet the Programme coverage did not lend itself to such influence, posing a risk of under-valuing contribution or overstating it; and
3. data sources for indicators were surveys that the Programme had no control over and whose data collection cycles do not necessarily overlap with the Programme life cycle.

Attention to gender and human rights (Score – B/C): Gender Equality and Women Empowerment (GEWE) was the key theme of the Programme, though the human rights based approach was intermittently integrated. On a positive note, male involvement which is often a missing link in gender interventions, was included in the Programme.

Partnerships in the UNJPGE (Score – B): The evaluation found the selected MDAs as key to enhanced government-wide gender mainstreaming. The main CSO partners were largely appropriate for the mandate in terms of capacity and strategic location in the gender sector, with the exception of Girls Education Movement (GEM) which had to be suspended in 2014. Each selected PUNO brought a comparative advantage to the Programme. However, the number needed to be balanced with resources as half of the PUNOs played peripheral roles.

Duplication coherence and synergies (Score – B): The inclusive planning processes which involved all implementing partners with the UNJPGE, allowed for duplication to be minimised and opportunities for synergy identified. A number of collaborations between UNJPGE PUNOs and other implementing partners were evident in the Programme especially with regards to national policy, legal and programmatic changes. Integration of the Programme at the local level remained limited.

Efficiency (Score – B)

Efficiency measured how resources/inputs (funds, expertise, time, etc.) were economically converted to results.

Measures used to ensure efficient use of resources (Score – B): Several measures were used. This included an elaborate and inclusive coordination structure, the independent reviews by DFID and the Joint Monitoring Visits. These systems enabled the UNJPGE to remove duplication and inefficient interventions, provide platforms for peer-to-peer learning and review for programme improvement.

Cost efficiency could have been improved by:



1. reducing administrative expenses which were high as a result the huge number of PUNOs involved (each PUNO took 7% for administration);
2. addressing GEM issues sooner than 2014 (which did not perform as was expected); and
3. removing the additional layer of administrative expenses caused by the split in roles between UN Women and UNDP. Had the costs been shared administrative expenses could have been reduced.

Timeliness in delivery (Score – C): Timely delivery was a consistent challenge throughout the Programme due to delays in disbursements to PUNO country offices from the headquarters of some PUNOs, delays in finalisation of annual work plans due to the slow pace of inclusive processes, slow government processes for funds release and procurement. By end of 2011 some PUNOs were still utilising 2010 funds. Improvements coincided with the establishment of a staffed separate coordination office for the Programme in 2012. Measures adopted to increase the delivery rate included assisting government ministries with the procurement of consultants and materials, revision of the disbursement system to allow good performers to receive their annual tranches separately rather than wait for the average 75% delivery rate for all partners as previously, and closer monitoring to anticipate delays in implementation.

However, some persistent challenges with regards to finalisation and approval of work plans remained.

Support from the organisational structures of the coordinating agency (UN Women) and the administrative agency (UNDP) (Score – B): UN Women demonstrated flexibility in managing the Programme (supported by flexibility of the funding) – recruiting staff in a separate coordination office to coordinate the Programme, allocating senior programme staff to provide technical support to the Programme, and supporting emerging requirements from government. This flexibility helped the new and growing institution meet the demands of this complex programme. However, there were concerns raised by stakeholders:

1. entry points for the Programmes should have been higher than directors (Permanent Secretaries, Ministers) to increase the pace of reforms by opening up institutional blockages. This requires support for the senior management of UN Women and PUNOs to continuously and actively engage with government counterparts on the progress of the activities;
2. the balance between coordination and implementation could not always be maintained resulting in coordination responsibilities for UN Women being negatively affected; and
3. the transition phase from UNIFEM to UN Women (between 2010 and 2011) could have been managed better given the split roles of UNDP and UN Women. A stopgap measure in the first two years of the Programme could have been adopted with the UNDP taking a more active role while UN Women's capacity was strengthened and stabilised.

Management and Coordination (Score B)

The roles and responsibilities of UN Women and UNDP were clearly stated in the Memorandum of Understanding (MoU) and Operational guidelines of the UNJPGE. These were clearly understood by stakeholders. Outcome leads roles were clearly stated in the Terms of Reference (ToR) which were shared with them. Nonetheless, the lack of a performance measurement framework and resource allocation for their role undermined



the full operationalisation of this structure. The evaluation found that having a CSO lead an outcome introduces challenges because they often lack the necessary clout to coordinate and oversee UN agencies and their relationship with government.

An elaborate system for monitoring and evaluation (M&E) was established for the UNJPGE which included independent reviews, joint monitoring visits, quarterly and annual reports, partner annual reviews, and the steering committee meetings. Several decisions and key strategic changes were made with information from this system (e.g. support to local government, cancellation of the GEM contract, and strengthening of GBV shelters among other decisions). This notwithstanding, there were opportunities for improving M&E. Partner visits to verify results and provide on-site technical support would have been required in addition to the joint monitoring visits to districts. Enhanced oversight on data collection and analysis could have improved results documentation especially in outcome 2 and 3 – an issue also noted by DFID annual reviews.

Other Joint Programmes on Gender-Based Violence (UNJPGVBV) and on Female Genital Mutilation (UNFGM) were also included in the steering committee providing opportunities to identify duplication and opportunities for synergy. While duplication was reduced synergies were minimal.

Effectiveness (Score – B)

The assessment of effectiveness determined the extent to which the Joint Programme's objectives were, at the time of the evaluation, or are expected/likely to be achieved in the future.

At the time of the evaluation the Programme had achieved multiple results but many of these were still emerging. This is partly a consequence of the nature of gender interventions which address social norms and normalised institutional behaviours and practices. Secondly, and the major contributor to the slow achievement of results, were the delays experienced during implementation. Hence in some cases it is important to consider the potential of these early results and how they can inform future programming.

Outcome 1, Strengthened government capacity for gender-responsive planning, budgeting and programme management (Score – B): Results in this area are several and have a long term perspective, although the totality of the process and results does not demonstrate enduring strengthened coordination capacity.

The UNJPGE enabled MGLSD to better operationalise its role as a central node for government GM efforts. As a result MGLSD has had more influence on other sectors to establish a framework for enhanced coordination on GEWE. Key result areas related to the influence on the major government coordinating units for finance, data and information management, public service, planning, the overall government coordination functions of the Office of the Prime Minister as well as local government.

Outcome 2, Improved access to legal, health and psychosocial services by SGBV survivors – (Score – A): The integrated response at a local level has had a demonstrative effect on what is required to address the needs of survivors in terms of access to justice, health, and



psychosocial services. The success of this outcome relates to the fact that it is 'survivor needs and rights' oriented and is structured around the actual needs cycle and chain of actors.

There remained issues of scalability of the service delivery model by government because of the cost of delivering the interventions.

Outcome 3, increased school participation, completion and achievement rates of girls in primary education (Score – B): Results for this outcome are concentrated on national reforms for gender-sensitive education. By using local interventions to build evidence to influence reforms, outcome 3 demonstrated the potential to achieve results at scale with limited input.

In very specific ways, the UNJPGE has elevated the issue of Menstrual and Hygiene Management (MHM) to the policy level. As a result MHM has become a priority in the Ministry of Education and Sports (MoES).

Outcomes 4, CSOs have increased capacity to advocate and demand accountability from government for delivery of gender-responsive laws, policies and strategies (Score – B): The programme encouraged CSOs to directly engage with relevant government actors (namely parliament and MDAs). It increased the openness of the government planning system to the influence of CSOs. Through the Programme, CSOs have produced position papers on various bills still to be approved by parliament (e.g. the Marriage and Divorce Bill). The idea of national CSOs enhancing capacity for other CSOs could pay broader dividends in terms of expanding the network of CSO actors, especially in the area of Gender Responsive Budgeting and Planning (GRPB). Support for local level CSOs was not expansive, but in the districts where activities were implemented, it created possibilities for downward flow to energise the women's movement.

Outcome 5, UN partners deliver effective, strategic and efficient support for gender-responsive governance (Score – B): The UNJPGE enabled PUNOs to think about GEWE in a comprehensive manner and provided opportunities for PUNOs to work with new partners, thus creating synergies (e.g. the World Health Organization (WHO) had never worked directly with MGLSD, yet health is one of the critical areas in terms of gender disparity in the country). The programme made it relatively easier to work with government as one (one voice, and the use of comparative advantages). The process of implementation through a steering committee and peer monitoring enabled peer learning between joint programmes and UN agencies.

Impact (Score – B)

Based on the focus of the Programme, the evaluation concentrated on two categories for impact: institutional behaviour change; and changes in the lives of women and girls in targeted districts.

Overall, the UNJPGE influenced a strategic shift in thinking about gender which had been narrowed down to "equal numbers of men and women". This is demonstrated by internally initiated reforms undertaken by MDAs aimed at greater gender-responsiveness.



Girls participating in GEM clubs expressed greater empowerment and confidence than previously. GBV survivors received the services they needed and were reintegrated back in society. Survivors spoken to during the evaluation felt the Programme had made them more secure from repeat GBV.

Sustainability (Score - B)

There are differences in sustainability across outcomes. Most **Outcome 1** results (policy and operational reforms) are sustainable but will require additional support to build the necessary capacity for implementation. The service delivery model for **Outcome 2** (using safe shelters) is not sustainable beyond development partner support as they are too expensive for government to take over and scale-up. Current support from local governments has been minimal and in-kind. **Outcome 3** results related to MHM have been incorporated into ministry policies and operational guidelines for schools thus providing means for the initiatives to be supported by government. Additional support is still required to assist the MoES operationalise this framework through monitoring (e.g. inclusion of MHM indicators in the Education Management Information System (EMIS)). Some **Outcome 4** results show sustainable possibilities, especially if additional CSOs are able to competently engage in GEWE advocacy at national and local levels.

Joint programming (Score – B)

Joint planning, implementation and review resulted in involved stakeholders taking ownership of the Programme. This sense of ownership generated a strong commitment to the achievement of results even beyond the results framework. For some UN agencies a renewed focus on gender was created through the learning experience, while for others new relationships were nurtured (e.g. WHO and the MGSLD). The UNJPGE also enabled UN agencies to share resources and knowledge which enhanced the quality of interventions (e.g. Participatory Gender Audit Toolkit from the International Labor Organization (ILO)). The “jointedness” of the Programme raised the momentum and priority of gender in MDAs, as an opportunity to arrest perennial problem of gender evaporation.

The ability of the UNJPGE to not only bring together UN agencies under the pool fund but also include other joint programmes on gender (UNJPGBV and UNJPFGM), allowed the UN agencies to speak with one voice which helped influence policy and programmatic changes.

To take full advantage of this “jointness”, operational flexibility among PUNOs is required. Yet in many cases PUNOs remained enveloped in their mandates. Performance accountability and the question of how to hold each other accountable for results was problematic. There was inadequate guidance on how to deal with these issues from the UNEG guidelines on joint programmes and no country precedence to learn from. A separate UN platform to discuss performance was required within the United Nations Country Team (UNCT) structure. Visibility and communication in the Programme was weak. Strong visibility and communication was required to:



1. demonstrate the added value of the joint programmes; and
2. demonstrate results and lessons being learnt to sharpen this new approach. The number of PUNOs was too many for the Programme to be effectively managed within the resources available for it.

Conclusion – Score B

Overall, the UNJPGE scores a B. Despite a multitude of challenges, the Programme managed to achieve results that have the potential for delivering more gender-responsive government programmes. However, these results need to be consolidated by: a) building capacity for implementation; and b) accountability and oversight for performance. Without this support the risk for reversal of gains is very high. The momentum on gender created within government needs to be utilised to facilitate changes that are still required to advance the gender agenda.

Lessons Learnt

Mainstreaming gender responsive planning, budgeting and service delivery in government

- a. Entry points in government are important as they have the effect of accelerating reform. This should go beyond invitations to coordination meetings, but should include their involvement in the planning, implementation and review of the performance of activities at the ministry level.
- b. Mainstreaming gender and Gender Responsive Budgeting (GRB) in government requires a dual and balanced focus on national and local levels especially in a decentralised governance structure such as that in Uganda.
- c. Leadership of the MGLSD is critical for the process. Great care need to be taken to avoid risks of weakening the ministry as the overall leader of the national machinery.

Establishing a multi-sectoral approach to providing GBV services to survivors

- a. One of the key lessons from the joint programme with regards to GBV is that GBV directly deals with and shapes human life. Therefore support needs to take this into consideration and answer the following:
 - i. How do we meet all the short-term needs of the survivor in a way that does not reinforce the implications of the experience of GBV (helplessness, insecurity, despair, and rejection)?
 - ii. How do we reintegrate the survivor in society and support their long-term needs to avoid repeated abuse?



- b. Approaches adopted by the UNJPGE show GBV needs to be supported in a multi-sectoral approach while addressing the 'demand' and 'supply' side of GBV: on the one hand comprehensive services are provided for the survivor (including health, justice, and social services) and on the other, efforts are directed at addressing causes of GBV.
- c. Results of the evaluation show that the capacity of the government to take-over and sustain any approach adopted for GBV needs to be considered. There is need for ways to test the feasibility of approaches being adopted for long-term sustainability. This is important even in a process that involves government in the planning.

Girls' Education

- a. The work on girls' education provides a model of investments in gender which involves small investments with high multiplier effects. It demonstrated how evidence from the ground can be used to influence sector policy and programmes for scale-up of gender responsive education.
- b. The drive to improve school attendance and completion rates among girls needs to be supported by addressing the major drivers of girls dropping out of school.

Engagement of government by CSOs on GEWE commitments

- a. CSOs are key to advancing the GEWE agenda due to their relatively flexible nature and reach. The UNJPGE enhanced the relevance of participating CSOs, especially in relation to the inroads made into government processes.
- b. The focus on CSO capacity-building at local and national levels has the potential to build a critical mass for the women's movement. However, local CSOs need to know what to expect from the national CSOs so as to make the relationship more predictable as well as equitable.

The UN delivering as one on gender

- a. The UNJPGE has demonstrated that pooled funding is the most effective way for implementing joint programming for UN agencies.
- b. In order for joint programmes to take full advantage of opportunities for value-addition in inter-agency work and other value-adding cooperation, there is need for flexibility among the PUNOs.
- c. UN agencies are independent entities and operate at the same level, making performance accountability by one agency to another problematic. The challenges the UNJPGE faced in this regard give prominence to the need for PUNOs in a joint programme to agree to a commonly agreed mutual accountability framework at the outset.
- d. In addition to the performance framework, it is important for PUNOs to develop and agree on implementation guidelines for the Programme from the outset to clarify procedures and expectations.



- e. Having outcome leads is important to simplify coordination and monitoring. However, the UNJPGE shows that if there is no commonly agreed and adequately resourced performance framework for the coordination function, an outcome leads role becomes unattainable.
- f. The lack of a fully staffed coordinating secretariat in the designated coordinating agency undermines coordination and implementation of the joint programme. In a multi-sectoral joint programme, integration, technical support and implementation oversight are required. These demands can be overpowering for current organisational structures in PUNOs. Therefore the support of a separate secretariat within the designated coordinating agency is needed.
- g. Delays in disbursement are inherent in the operational systems of some UN agencies and need to be taken into consideration during selection of PUNOs for the joint programme, and agreements on delivery and work plans agreed to from the outset.
- h. The implementation structures for the Programme promoted participation by PUNOs, MDAs and CSOs in planning and review. This process enabled implementers and reform targets to own the Programme. Ownership ensures that the reform agenda is successful and contributes immensely to the success of the Programme.

Other lessons

- a. Human rights based approaches need to be included in the design of the Programme to facilitate consistent implementation across the Programme.
- b. Decisions on thematic focus and interventions need to take into consideration: i) the underlying causes of gender inequality, and women's disempowerment; and ii) areas where investments can have the highest multiplier effects given the limited funding for the gender sector.
- c. Conducting a programme specific baseline is important to verify interventions, and the assumptions underpinning them.

Recommendations

Based on the findings of the evaluation, recommendations have been organised around two key areas:

1. Designing the future joint programme on gender equality.
2. Designing and implementing joint programmes in general.

Designing the future joint programme on gender equality

- a. Engage all stakeholders early in the design of the Programme and ensure design is informed by a robust understanding of the problem and underlying causes.
- b. Select few and relevant PUNOs for the joint programme.
- c. Select thematic areas that provide the best value for money.



- d. Geographic scope should not be too wide so as to undermine depth of support.
- e. Human rights based approaches should be mainstreamed in the design.

Designing and implementing joint programmes

- a. **There are gaps in the United Nations Development Group (UNDG) guidance note that need to be considered at a national level:** The gaps in the UNDG guidance note on joint programmes relate to performance accountability. A mutual accountability framework needs to be agreed on by all PUNOs as part of the design process of a joint programme.
- b. Support for the full operationalisation of the outcome lead role is required if it is to be a meaningful structure.
- c. Role of the UNCT structure in oversight of joint programmes needs to be strengthened.
- d. **Visibility and communication needs to be strong** in a joint programme to demonstrate added value for joint programmes, and showcase the results achieved.



This report presents the key output of the evaluation of the United Nations Joint Programme on Gender Equality in Uganda (UNJPGE, the Programme). The evaluation team included: Ngonidzaishe Marimo (Team Leader and International Evaluation Specialist), Josephine Ahikire (Gender Expert), and Munhamo Chisvo (Quality Control).

According to the Terms of Reference (ToR), the purpose of the evaluation was to:

“evaluate the Joint Program design, operations, administration, and outcomes in order to identify lessons and good practices that can improve future Joint Programming on Gender Equality and Women’s empowerment in Uganda.”

1.1 Programme Description

The UNJPGE was a five-year programme (2010-2014) funded through a GBP12,927,611 grant from the Department for International Development (DFID), under UK Aid. At the Inception Phase, in 2010, the Programme had eleven (11) participating UN organisations (PUNOs) but as a result of strategic modifications in 2011, the Programme remained with only eight (8) PUNOs³ working with government line ministries and agencies and national civil society organisations. The programme sought 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. Through this programme UN agencies aimed to deliver the following objectives using a cohesive approach:

1. efficiency savings in reduced administration costs/reduced duplication of activities;
2. effectiveness in policy guidance, coordination and monitoring on gender commitments including instituting mechanisms for coordination and monitoring of grassroots level/behaviour change interventions to tackle attitudes to gender equality including gender based violence (GBV);
3. a management and monitoring framework for UN joint programming for gender in Uganda;
4. public accountability for key gender equality commitments with regards to the implementation of recommendations made in the Concluding Comments of the CEDAW Committee on Uganda’s CEDAW Report and Security Council Resolutions 1325 and 1820; and
5. a clear mechanism for the funding of civil society initiatives under the UN Joint Programming on Gender and tracking of resources for gender equality within the joint programme on gender.

3 ILO, UNCDF, UN Women, UNICEF, UNDP, UNFPA, OHCHR and WHO.



2 UNJPGE in Uganda / End of Programme Evaluation

At the design stage, the UNJPGE had six outcomes which were later reduced to five in the second year based on experience in the first year (see Annex 3). The changes included reshaping outcomes, changing the purpose, and dropping livelihoods and economic empowerment. All these aimed to improve the logic of the Programme. The result of this process was the determination of five outcomes which provided the frame for the evaluation:

- **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 by Sexual Gender Based Violence (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; and
- **Outcome 5:** UN partners deliver effective, strategic and efficient support for gender responsive governance.

A total of ten outputs were expected from the Programme as presented in Table 1. Each outcome had several partners (see Table 1). As an example, Outcome 1 had five PUNOs – United Nations Population Fund (UNFPA), United Nations Capital Development Fund (UNCDF), United Nations Development Programme (UNDP), International Labor Organization (ILO), Office of the High Commissioner for Human Rights (OHCHR) – Ministries, Departments, and Agencies (MDAs) in seven sectors, the Ministry of Gender Livelihoods and Social Development (MGS LD), and two academic and professional development institutions (Makerere University and Uganda Management Institute).

An outcome lead was selected for each outcome with UN Women leading outcome 1, UNFPA on outcome 2, United Nations Children's Fund (UNICEF) on outcome 3, Uganda Women's Network (UWONET) on outcome 4, and UN Women on outcome 5.



Table 1: Outcomes, outputs and partners of the UNJPGE

Goal: Enhanced gender equality in access to services and opportunities		
Outcomes	Outputs	Partners
Outcome 1: Strengthened government capacity for gender responsive planning; budgeting and programme management to directly benefit women and girls	<p>Output 1.1: MGLSD has enhanced capacity to provide strategic leadership and coordination for gender mainstreaming across government.</p> <p>Output 1.2: Priority issues to promote GEWE identified and addressed in sectoral plans, budgets and programme implementation in seven (7) sectors.</p> <p>Output 1.3: Local government institutions have strengthened capacity in gender responsive planning and budgeting in the 10 districts.</p> <p>Output 1.4: National statistical systems collect, analyse and disseminate reliable and up-to-date gender-disaggregated data (GDD).</p>	<p>Outcome Lead: UN Women and MGLSD</p> <p>PUNOs: UNFPA, UNCDF, UNDP, ILO, OHCHR</p> <p>MDAs: (1) Public Sector Management which includes Ministry of Local Government, Ministry of Public Service, Office of the Prime Minister; (2) The Accountability sector, which includes Ministry of Finance, Planning and Economic Development, Uganda Bureau of Statistics, National Planning Authority and the Investment Authority; (3) Health; (4) Education; (5) JLOS; (6) Agriculture; (7) Water and Environment</p> <p>Academic: Makerere University, Uganda Management Institute</p>
Outcome 2: Improved access to legal, health and psychosocial services by SGBV survivors	Output 2.1: Availability of improved legal, health and psychosocial services for SGBV survivors	<p>Outcome lead: UNFPA</p> <p>PUNOs: UNFPA, WHO, OHCHR, UN Women, UNICEF</p> <p>MDAs: MGLSD, Ministry of Justice, JLOS, Ministry of Health</p> <p>CSOs: MIFUMI, Action Aid, War Child Canada, NCC, Church of Uganda Catholic Secretariat, Uganda Muslim Supreme Council, Born Again Faith</p>
Outcome 3: Increased school participation, completion and achievement rates of girls in primary education	Output 3.1: Enhanced school policies and practices promote gender-fair education	<p>Outcome lead: UNICEF</p> <p>PUNOs: None</p> <p>MDAs: Ministry of Education</p> <p>CSOs: GEM Uganda Chapter</p>

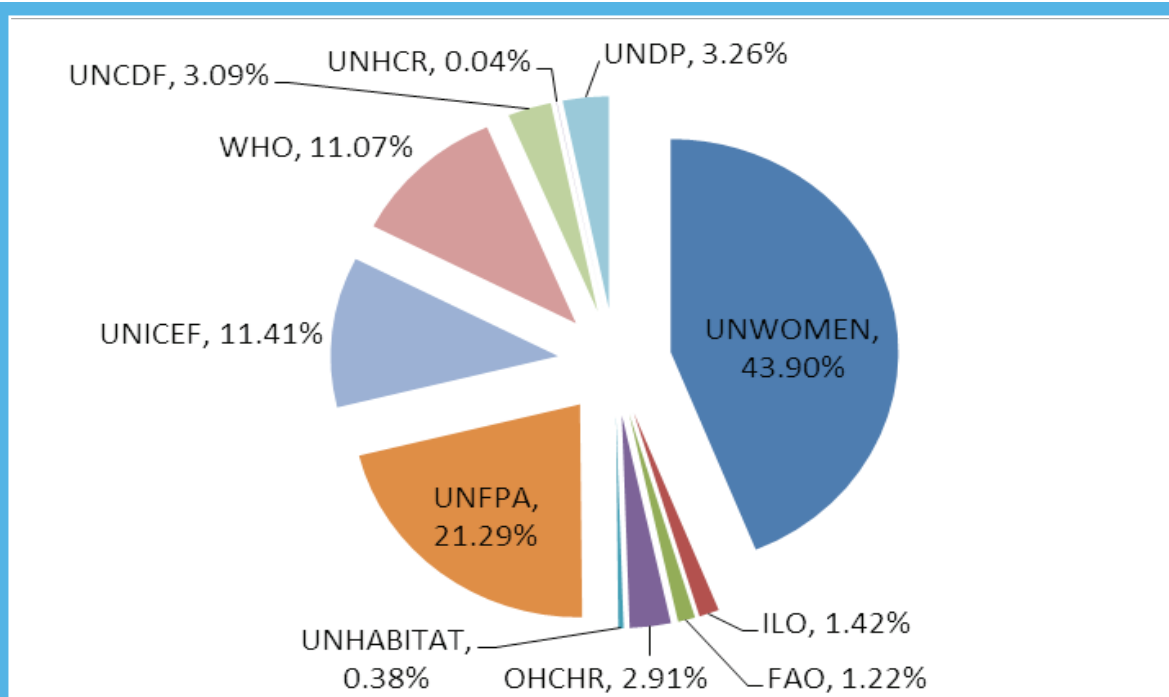


Goal: Enhanced gender equality in access to services and opportunities		
Outcomes	Outputs	Partners
Outcome 4: Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies	Output 4.1: Civil society has increased capacity for gender-responsive monitoring through gender budget audits / analysis. Output 4.2: CSOs have capacity to lobby/ advocate on GEWE	Outcome Lead: UWONET PUNOs: ILO MDAs: MGLSD CSOs: FOWODE
Outcome 5: UN partners deliver effective, strategic and efficient support for gender responsive governance	Output 5.1: UN agency capacities on gender mainstreaming enhanced Output 5.2: Strengthened capacity of the UN System in Uganda to deliver-as-one for gender equality and women's empowerment	Outcome Lead: UN Women PUNOs: All PUNOs in the UNJPGE

1.1.1 Funding for the UNJPGE

By 31 December 2014, a total of GBP12,927,611 had been disbursed to the PUNOs. Figure 1 shows distribution of these disbursements. The major recipients from the joint programme were UN Women, UNFPA, UNICEF and WHO receiving a total of 87.7% of the disbursements.

Figure 1: Distribution of disbursements in the UNJPGE



1.2 Gender equality and women's empowerment in Uganda

The Ugandan government has a strong commitment to gender equality. The constitution, revised in 1995, was a landmark turning point for women in Uganda as it recognised the equality of men and women and made provisions for ensuring that women participate in decision making at all levels through affirmative action. Uganda has also agreed to a wide range of international and regional laws and instruments, including the *Convention on the Elimination of All Forms of Discrimination Against Women* (CEDAW 1979), *The Beijing Declaration and Platform of Action*, (1995), UNSCR 1325 (2000) and the *Goma Declaration*; UNSCR 1820 (2000), the *Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa*; and the *Solemn Declaration of the African Union on Equality between Men and Women in Africa* (which condemns rape and other forms of sexual violence) (2008); and the *Declaration on Violence Against Women* (DEVAW 1993). Recent changes in the legal framework to support women's empowerment and realisation of their rights demonstrates this commitment of the Ugandan government:

- The *Domestic Violence Act* of 2010 and the domestic violence regulations to support the Act developed in 2011.
- The anti-Female Genital Mutilation Act of 2010.
- The anti-human trafficking law of 2009.

Operationalisation of these laws still remains a challenge, mainly due to a lack of government capacity to implement them fully. Other significant legal provisions to enhance the protection of women's rights are yet to be passed in parliament including the Marriage and Divorce Bill which has been a source of contention for more than thirty years. Parliament has consistently resisted passing the Bill, which has the potential to fundamentally reform power relations between husbands and wives.

The changes brought about by the increasing recognition and acceptance of the equality of women has seen a rise in the number of women in positions of leadership and decision making. It has also enhanced the social status of and access to services by women. The number of women in Uganda's parliament increased to 35% in 2012, from 18% in 2000. Like most other African countries, Uganda is set to meet the Millennium Development Goals (MDG) target for gender parity for girls and boys in primary education, with the gap first closed in 2012 and girls now overtaking boys.⁴ However, gender gaps grow significantly at the secondary and tertiary levels. Ugandan boys and girls enroll in secondary school at lower rates than in other African countries – except at the tertiary level, where Ugandan boys enroll at four times the rate of Ugandan girls, and at twice the rate of boys in other African countries. The Ministry of Finance Planning and Economic Development's (MoFPED) 2013 MDG report notes that positive trends in secondary and tertiary levels have 'slowed'. The proportion of births attended by a skilled health worker have increased from 46% in 2006 to 58% in 2011 but still remain far short of the MDG target of 100%. The maternal mortality rate has stagnated at 438 per 100,000 births and Uganda is unlikely to meet the MDG target of 131 per 100,000 births.

However, women and girls are still more vulnerable than men and boys in similar age groups to HIV and AIDS. For example, prevalence rates among females aged 20-24 years rose from 6.3% in 2004 to 7.1% in 2011. Male prevalence rates in the same age group and year rose from 2.4% to 2.8%.⁵

⁴ MFPEP, 2013. *Millennium Development Goals Report for Uganda 2013: Special Theme: Drivers of MDG Progress in Uganda and Implications for the Post – 2015 Development Agenda*.

⁵ MFPEP, 2013. *Millennium Development Goals Report for Uganda 2013: Special Theme: Drivers of MDG Progress in Uganda and Implications for the Post – 2015 Development Agenda*.



According to figures from the Uganda Demographic Health Survey (UDHS) 2011, GBV prevalence in Uganda is among the worst in the world, with 56% women and 55% men aged between 15-49 years having experienced violence since the age of 15. Violence against women from their spouses was reported by 37% of the women who experienced violence, compared to 26% of the men who reported the same. Teachers ranked highly as perpetrators of violence towards children at 57%, followed by stepmothers or mothers at 24% and stepfathers at 21%. 29% of women experienced sexual violence at least once in their lifetime, and 9% of men had experienced sexual violence. 55% of women who reported sexual violence named the perpetrators as their spouses, and 38% of men reported the same.

Uganda established a gender National Machinery, currently the Ministry of Gender, Labour and Social Development (MGLSD) in 1989. Its mandate is to spearhead the national agenda, and establish mechanisms for gender mainstreaming at different levels of national and sub-national government. Under the MGLSD, the National Gender Policy was developed in 1997, and updated in 2007. The policy has provided guidance for nationwide gender mainstreaming across key sector Ministries through various programmes over the years. As a form of affirmative action, the *Local Government Act 1997* mandates one-third women's representation at various local government structures at lower levels, providing impetus for strengthening women's participation in decision-making across the country.

It is against this background that the UNJPGE was conceived and funded to endeavour to address some of these persistent gaps.



2.1 Purpose of the Evaluation

The UNJPGE implementation guidelines required the conduct of an end of programme evaluation. Its purpose was to evaluate the Joint Programme's design, operations, administration, and outcomes in order to take stock of the Programme's achievements and provide recommendations and lessons that should be incorporated into a similar programme in the future. The main audiences of the evaluation include all UN agencies in Uganda, the Ugandan Ministries and Agencies and non-governmental organisations that participated in the Programme, local authorities in the ten target districts, and the academia (University of Makerere, and the Uganda Management Institute). Other audiences include:

- UNCT and its structures (Programme Management Team and M&E group);
- UN-agency headquarters; and
- development partners, and particularly the main donor (DFID).

The evaluation findings shall be used to guide the design and planning of a new UN joint programme on gender in Uganda. The evaluation results also provide useful lessons and recommendations for the design and implementation of joint programmes in general. Furthermore, the findings will be used to sharpen ongoing UNJPGE activities by the academia (diplomats at Makerere University and Uganda Management Institute), UNFPA (on GBV interventions), and UN Women for work on developing a coordination mechanism for gender in Uganda.

2.2 Evaluation objectives and scope

The evaluation was organised according to the standard Organisation for Economic Cooperation and Development - Development Assistance Committee (OECD-DAC) evaluation criteria of relevance, efficiency, effectiveness, impact, and sustainability. To fully cover the information requirements of stakeholders for the evaluation, and respond to UN Women evaluation guidelines, additional criteria were included: validity of design, joint programming and management and coordination. The broad questions answered by the evaluation were as follows:

- To what extent have the objectives of the Joint Programme been consistent with the evolving needs and priorities of the beneficiaries, partners, and stakeholders?
- How economically were resources/inputs (funds, expertise, time, etc.) converted to results?
- To what extent were the Joint Programme's objectives achieved, or are expected/likely to be achieved?
- What is the likelihood of a continuation of benefits from the UNJPGE after the intervention is



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completed or the probability of continued long-term benefits?

- What were the positive and negative, primary and secondary long-term effects produced by the Joint Programme, directly or indirectly, intended or unintended?
- How well was the program conceived and what effect did this have on its potential to achieve the postulated results?
- How has the “jointness” of the Programme contributed to the efficiency, effectiveness of programme implementation, and management and achievement of results? If so, how?

It is important to note that the evaluation did not conduct an economic assessment of value for money, rather it was limited to a qualitative assessment of this aspect: adequacy of inputs, quality of outputs, timeliness in delivery, and quality of management. Secondly, the assessment of impact was limited because some activities were ongoing at the time of the evaluation. Human rights and gender equality were a key focus of the evaluation. In this regard, the evaluation sought to identify how the Programme, in its design and implementation, mainstreamed a human rights approach (covered under the validity of design criterion).

The ToR and detailed questions that guided the evaluation are presented in Annexes 1 and 1.1. An evaluation framework was developed to provide guidance on collecting information and analysing findings from the evaluation, presented in Annex 2.



The evaluation was inclusive, with stakeholders participating in the design and validation of findings. The reference group instituted to provide guidance and approve evaluation products was the main instrument for stakeholder participation in the evaluation process. It employed an equity focused and rights-based approach which promotes three main principles: the accountability of duty bearers, the participation of right holders, and equity/non-discrimination. The list of stakeholders (see Annex 5) to inform the evaluation reflected these principles. This approach followed the guidelines provided in the UNEG guidance documents: *Integrating Human Rights and Gender Equality in Evaluation: Towards UNEG Guidance*; and guidelines and methodologies developed by the Independent Evaluation Office to mainstream gender equality and human rights perspectives in evaluation.

This section presents a summary of the methodology. For further details the reader is encouraged to also review the Inception Report.

3.1 Sampling

3.1.1 Consultations at national level

Over 40 interviews were conducted (see Annex 5) during national consultations over a one and a half week period in the following categories (see Annex 5 for details on specific UN agencies, MDAs and CSOs):

- UN agencies
- Ministries and Agencies
- CSOs

Selection of participants from these groups was purposive based on their participation in and knowledge of the UNJPGE.

3.1.2 Districts visited

To facilitate the sampling of districts to visit, a review of programme activity reports was conducted to identify the activities implemented in each district. This analysis was used to identify districts that provided a cross-section of activities implemented at a local level in the 10 target districts through UNJPGE financing. Six districts were identified as providing the requisite cross-section: Gulu, Lira, Kitgum, Kaabong, Pallisa, and Masaka.

Given the time that was available (5 days) for district level consultations, the evaluation team could visit a total of three districts. To determine these three districts, geographical location, coverage of cross-section of activities and logistical considerations were used as sampling criteria. Districts selected and visited were Masaka, Pallisa and Moroto. Masaka was especially selected for two



reasons: proximity to Kampala and the presence of a fully operational pilot safe shelter for survivors of SGBV. It also covers Central Uganda. Pallisa was selected because of the cross-section of activities and its coverage of eastern Uganda. Moroto on the other hand represents the North East region and provides a cross-section of all activities implemented under the JPGE at a district level. The combination of these three districts therefore provides the evaluation with a full spectrum of activities implemented under the UNJPGE and judgments on effectiveness in remote and accessible areas, and in different regions.

In order to understand the relevance, effectiveness and impact of the project from the perspective of primary beneficiaries (rights holders), the consulting team conducted Focus Group Discussions (FGDs) with groups of women and girls who have been involved with the Programme. In Moroto and Masaka, interviews were conducted with women GBV survivors as well. Selection of participants was based on participation in the Programme. The selection of participants was facilitated by the CSO implementing partners in the case for GBV survivors, and the school authorities for participant of the Girls Education Movement (GEM) clubs.

In addition to rights holders, the evaluators also spoke to duty bearers at a community level (community leaders) and staff from local authorities, police and justice institutions in the three districts. A list of interviewees at this level is provided in Annex 5. These groups were purposively selected based on knowledge of the Programme activities.

In terms of sample sizes:

- a. six FGDs were conducted in the three districts: two of each for GBV survivors, GEM club members, and women in the community; and
- b. a total of 26 key informant interviews were conducted at a district level.

3.2 Data collection methods

The evaluation was mainly qualitative, comprising key informant interviews. FGDs and workshops were used to explore issues encapsulated in the evaluation framework. Key activities included the following:

1. documentary review;
2. consultations at the national level using key informant interviews and group discussions; and
3. consultations at a district level using a variety of methods: observations, in-depth individual interviews (to develop most significant change stories), and key informant and group interviews (see Annex 5 for people consulted, Annex 6 for documents reviewed, and Annex 7 for tools used for the evaluation).

The process for the development of tools was participatory and involved review by the reference group and requested revisions were incorporated by the evaluation team. This included tailoring the tools to different stakeholders of the Programme.



3.3 Data analysis

All data from the field visits was collated, triangulated and verified before conclusions were made. For the qualitative data, thematic analysis was undertaken using MS Excel. This distils trends in the qualitative data based on different themes of analysis.

3.4 Description of scoring criteria

The evaluation uses a scoring framework for performance against the evaluation criteria. For each evaluation criterion a four point rating scale was used to assess performance as follows:

A – Very good. The programme performed well according to the criterion and no changes were required.

B – Good. The programme performed well according to the criterion but some changes were required.

C – Satisfactory with some changes required. The programme required significant changes to perform on the evaluation criterion. Without the changes performance would be negatively affected.

D – Serious deficiencies with significant changes to the Programme required. The programme did not perform on the criterion and required significant changes early to ensure the Programme performed as expected

3.5 Review and validation process

An Evaluation Reference Group comprising representatives of the main stakeholders of the UNJPGE was constituted. The Evaluation Reference Group was responsible for reviewing all outputs (Inception and Draft Report) and providing advice on the design of the evaluation.

3.6 Stakeholder participation

Primary stakeholders of the UNJPGE (UN agencies, MDAs, CSOs, and academia) participated in the evaluation in various ways as:

- reviewers of the evaluation design;
- respondents during the consultations;
- reviewers for the draft evaluation report; and
- participants in the national validation workshop.

3.7 Ethical considerations

GBV is a sensitive issue and research in this area poses unique methodological and ethical challenges, including issues relating to safety, confidentiality and negative psychological impacts. The evaluation was based on the following ethical standards:

- informed consent;
- confidentiality; and
- care not to reinforce negative effects of GBV.



3.8 Limitations

Not all stakeholders were interviewed during the country visit stage. However, the evaluation team managed to speak to over 90% of the stakeholders involved in the Programme. This number provides a sufficient representation of the views of stakeholders.

Only three districts out of 10 were visited. The number may be inadequate to provide a representation of the Programme area. To address this, the district selection process ensured they covered all interventions implemented at a district level as well providing regional representation.



This section presents the findings of the evaluation organised around the following topics:

- a. Relevance;
- b. Validity of design;
- c. Efficiency;
- d. Management and coordination;
- e. Effectiveness;
- f. Impact sustainability; and
- g. Joint Programming.

4.1 Relevance

The UNJPGE was designed through a two-stage consultative process involving UN partners, government ministries (mainly the MGLSD) and CSOs (represented by UWONET). The first stage was the pre-planning phase, while the second involved the inception of the Programme when stakeholders identified in phase 1 were included in the planning. The programme was designed to align with the National Gender Policy, the Uganda National Development Plan (NDP I) and the Uganda United Nations Development Assistance Framework.

Several alterations were made to the Programme's interventions, outcomes and goals as presented in Annex 3. This resulted in a new results matrix for the Programme which forms the basis of this evaluation.

4.1.1 Strengths

The UNJPGE was aligned to the national GEWE aspirations as espoused in the National Gender Policy. The linkage between outcome areas of the UNJPGE and national development priorities, coupled with a highly consultative process, enhanced the relevance of the Programme.

The Programme outputs also made a significant contribution to shaping national priorities for gender. This included the establishment of a framework for more effective gender mainstreaming:

1. in the seven target sectors through development and agreement on sector gender performance indicators;
2. through enactment of the revised *Public Finance Management Act* which brings the Gender



- Equity Certificate⁶ into law;
3. through National GBV guidelines that promote integrated service delivery and set performance standards; and
 4. By developing a framework for gender responsive education.⁷

In addition to consultations, the Programme was built on lessons learnt from past efforts aimed at mainstreaming gender in government and public service delivery in Uganda. A UNIFEM East and Horn of Africa Regional Office background report provided the main lessons for the Programme⁸ e.g. building the capacity of main coordinating agencies to support gender mainstreaming in sectors.

Inclusive approaches adopted during the Programme's formative stages, subsequent revisions during the first year, and implementation structures created broad ownership of the Programme among PUNOs and implementing partners (MDAs and CSOs). This ownership was reflected in the number of stakeholders taking up Programme initiatives or contributing their own resources to facilitate the interventions (see Box 1).

Box 1: Ownership of programme initiatives

Some local governments visited for the evaluation (Moroto and Masaka) were providing space for safe shelters under the GBV programme. At the time of the evaluation JLOS was in the process of assimilating the Justice for Children Coordinators promoted under the Programme with a budget for the position having been set aside. Ministry of Education was scaling up Water, Sanitation and Hygiene (WASH), menstruation and hygiene management including policy on handling sexual violence in schools.

Implementing partners such as MoFPED are now taking up initiatives of the Programme and funding them using own resources such as the implementation plan for the gender policy. Similarly, there are preliminary actions regarding gender responsive budgeting and planning. FOWODE has continued to hand hold 20 CSOs of the 45 trained under the Programme using their own resources.

The flexibility of the Programme also strengthened its appeal among partners, in the process enhancing ownership of Programme outputs and other results. Flexibility also enabled the Programme to address emerging issues with regards to GEWE e.g. gender mainstreaming in the NDP II and Uganda United Nations Development Assistance Framework (UNDAF) 2016-2020, gender mainstreaming of the Health Sector Development Plan 2016-2020, and revision of the Peace Recovery and Development Plan (PRDP) for Northern Uganda.

4.1.1.1 Relevance of joint programme approach

The Joint Programme, as an implementation modality, was well appreciated by implementing partners. The majority of stakeholders would like the approach to continue. It reduced the number of UN agencies government counterparts were working with on gender mainstreaming. This unlocked time for implementing partners as a result of reduced reporting requirements and streamlined work plans which enabled them to improve efficiency in their mandates. Furthermore, the UNJPGE facilitated reduction in the fragmentation of actions in the gender sector by allowing for a more strategic focus and implementation of a commonly agreed agenda for GEWE in the country. This had several spin-off effects.

⁶ The Gender Equity Certificate makes it mandatory for MDAs and local governments to develop gender responsive budgets. Without the gender equity certificate, MDAs can face sanctions that include reduced vote allocations.

⁷ See details in section on Effectiveness.

⁸ UNIFEM, 2010. *Gender Mainstreaming in Uganda: Experiences, Lessons Learned and Perspectives For the Future* by UNIFEM.



First, the ability of UN partners, CSOs and MDAs to agree on a common GEWE agenda increased the importance and legitimacy of GEWE concerns in central and local government structures. This allowed the Programme to influence wide reaching policy and other structural changes in government. Secondly, it enabled the creation of relationships that have far reaching implications beyond the life of the Programme. For example, the relationship between MGLSD and WHO was non-existent prior to the Programme and has the potential to influence gender mainstreaming in WHO work with the Ministry of Health in Uganda beyond the life of the Programme. At the time of the evaluation, gains were made in this regard with gender mainstreaming of the Health Sector Development Work Plan for 2016-2020.

4.1.1.1 Appreciation of support

The support provided by the Programme was largely well appreciated by beneficiaries. MDAs and local government staff interviewed expressed strong feelings that support addressed the capacity needs of institutions at national and district levels. Capacity development for MDAs was preceded by Participatory Gender Audits (PGAs) conducted in the seven priority sectors of the UNJPGE. Results of the PGAs were used to determine capacity needs and priorities for gendering the sectors. Support for capacity development was in turn aligned to these needs and priorities. For the Ministry of Finance, the absence of a gender policy was identified as a gap in achieving gender mainstreaming in the ministry. Support was provided through the Programme to develop this policy, whose implementation plan was being developed at the time of evaluation.

Survivors of GBV also noted the support was what they needed and were fully satisfied with the benefits, although gaps remained (discussed in the following section). The ability of the Programme to facilitate the integration of services from different service providers for the benefit of GBV survivors was appropriate and aligned to the goal of the Programme, and the needs of GBV survivors. Local CSOs particularly appreciated the injection of the rights based approach into the training and overall engagement with national CSOs.

The Programme implementation approach was informed by UNDG guidelines for joint programmes.

4.1.2 Weaknesses

The realisation of women's rights was one of the aims of the Programme. The evaluation asked two questions related to mainstreaming human rights based approaches:

1. How have the Programme objectives addressed the identified rights and needs of women and girls in national and regional contexts? How much has the Programme contributed towards shaping women's rights priorities?
2. What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?

Rights based approaches were not explicit in the design of the Programme, however tenets of this approach were a feature in implementation and are extrapolated in Table 2 below.



Table 2: Addressing human rights in the UNJPGGE

Human rights based approach components	UNJPGGE
Strengthening duty bearers capacity to respect protect and fulfil rights	<p>The work on legislation such as the Marriage and Divorce Bill.</p> <p>Working with the OHCHR in identifying international rights frameworks that the government of Uganda needed to respect, protect and fulfil. This also included work on the Multi-sectoral framework for observing human rights approach and monitoring.</p> <p>Support for CEDAW reporting and development of an Implementation Plan.</p>
Strengthening capacity of morale duty bearers support rights holders claim rights	<p>By having government and CSOs as part of the coordination structures of the Programme ensured easier access to relevant MDAs and holding MDAs to account for performance and facilitated discussions on changes required in government policies.</p> <p>Building capacity of CSOs to engage government on policy and legal reforms.</p>

Since mainstreaming human rights was not explicitly considered in the design of the Programme, it was not incorporated into partner activities. This posed the greatest barrier to mainstreaming human rights across all outcomes. Legal reforms take time to complete and require a political process, some of which had not occurred by the time of the evaluation.

Incorporating human rights in design and implementation is important because:

1. promoting GEWE lends itself to fulfilling the rights of women. This requires a process to ensure this end is realised – one that ensures duty bearers are able to fulfil their obligations and rights holders are able to demand them; and
2. given the purpose of the Programme which aimed to support equal opportunities and service delivery, adopting a rights based approach would have organised the Programme around a central focus on building the capacity of rights holders to hold state parties accountable for service delivery at the standards demonstrated by the Programme.

In general, outcome 1 interventions and approaches were appropriate to meet the objectives of the Programme and the needs of the benefiting institutions. There were some concerns raised about the relevance of the course at Makerere University. These concerns were not widespread, but require a tracer assessment on the usefulness of the training as well the incorporation of the Ministry of Local Government concerns on the course to better understand its relevance in the current format and content.

External technical assistants provided to different MDAs under the Programme were appreciated and met the needs of beneficiaries. However, there were outlier cases such as the technical assistants provided to the Uganda Bureau of Statistics (UBOS) between 2011 and 2012. According to UBOS, this support did not meet their capacity development needs. This was rectified by the Programme in 2013 with support shifting from UNFPA to UN Women.

Under outcome 3, the UNJPGGE aimed to return girls to school and ensured they remained in school.⁹

⁹ At the time the programme was designed Uganda had achieved near parity in primary enrollment but more boys than girls completed primary school. Thus the programme was aiming to address low girls primary school completion rates.



According to discussions with girls and other key informants during the evaluation, girls in the Programme areas face numerous challenges which keep them out of school, as summarised in Box 2. The challenges are the same throughout all districts but differ in terms of magnitude. While the challenges were not ranked during the interviews, the interviews indicate that these are interlinked with the greatest being poverty and cultural beliefs and norms.¹⁰ The challenges also emanate from three sources: school, the home and the community.

Box 2: Underlying causes for girls enrolling and staying in school

The following were identified as underlying factors for girls not enrolling in and dropping out of school:

- a. Poverty resulting in a lack of resources to purchase school materials, as a consequence of which boys are preferred more than girls to be educated.
- b. Lack of money to purchase sanitary pads result in girls preferring not to go to school during menstruation and some dropping out. The absence of sanitation facilities responsive to girls' needs are also a contributing factor.
- c. Parents prefer to keep girls at home for household chores and marriage. Marriage is a source of income (livestock). Thus early marriage is an issue.
- d. Lack of prioritisation of education by parents.
- e. Early pregnancies due to lack of sexual and reproductive health knowledge.
- f. Sexual harassment.
- g. Labour requirements in agriculture especially for rice growing households.

Through its interventions the Programme aimed to address three key challenges for girls including:

1. Lack of financial resources by identifying girls out of school and enrolling them in boarding schools and supplying necessary materials e.g. mattresses required for the boarding school.
2. Lack of sanitary wear by influencing policy changes with regards to MHM in schools and providing separate girls and boys sanitation facilities in schools.
3. Lack of knowledge on life skills and sexual and reproductive health through the GEM clubs.

The Programme aimed to address school based challenges that girls face in attending and staying in the education system. However, it did not address home or community based challenges. Given that these challenges are interlinked, addressing one does not lead to a sustainable change: an approach that recognised the multi-dimensional nature of these causes would have been more appropriate. For example, interviews with children who participated in the GEM clubs appreciated the empowering experience of the GEM clubs but were unhappy that it did not meet all their needs in order to keep them in school.¹¹

“The child to child advocacy ratio embedded in the GEM concept is very effective. This term we rescued 5 girls who had dropped out of school. It is very effective as a problem-solving and bottom-up approach.”

- Male Head Teacher | Green Valley Kasaye Public School, Masaka

¹⁰ These cultural beliefs and norms result in the lack of prioritisation of education and for girls' in particular.

¹¹ One school visited in Moroto could not confirm whether girls brought back to school remained in school because there was no system for tracking the girls that would have been brought back to school under the programme.



The GEM as a concept was found to be appropriate to address some of the challenges girls faced in enrolling, staying and performing in school. However, the selection of the partner for GEM may have undermined efficacy of the concept. The criterion for selecting the partner was their prior experience in managing the GEM methodology in Uganda under UNICEF guidance. Enrolling them into the UNJPGE was seen as another platform for enhancing their capacity. However, their lack of capacity was demonstrated in performance which was inconsistent across districts with the furthest districts (e.g. Moroto) receiving less attention in terms of management and oversight. As GEM did not have the required capacity, despite having noble intentions, a better strategy could have been adopted which involved twinning GEM with an established CSO in the sector.

Interventions in outcome 4 were aimed at supporting the results of outcome 1: policy and legal reforms, and enhanced gender responsive planning, budgeting, and implementation. The support provided was largely relevant as it sought not only to build the capacity of national level CSOs, but also that of local level organisations. This ensured that advocacy was informed from the bottom. However, there were missed opportunities to support the building of a women's movement at the local level, around service delivery in the areas being promoted by the Programme to support outcomes 2 and 3.

4.2 Validity of design

Under validity of the design, the evaluation addressed the following issues guided by the evaluation questions:

1. Programme design
2. Programme intervention logic
3. Programme results and targets
4. Programme strategic components
5. Appropriateness of indicators
6. Attention to gender and human rights
7. Partnerships for the UNJPGE
8. Duplication, coherence and synergies

Many of the design issues identified by the evaluation and discussed in sections that follow, were well known to Programme implementers. Attempts were made to understand and refine the Programme logic. Significant changes were made in 2010 and 2011. However, further revisions in 2012 could not induce significant changes as the Programme had only two years remaining for implementation. Therefore, it was too late to make the necessary changes to the Programme logic.

4.2.1 Programme design

The design of the UNJPGE was guided by the Uganda development framework¹² studies on lessons learnt in gender mainstreaming in Uganda's government, and other studies that shed light on the situation of women. This collection of research informed decision-making on Programme outcomes, but was inadequate to inform planners of the underlying causes of gender inequality in Uganda in order to determine specific interventions and approaches to address these underlying causes and contribute to the goal of the Programme. Examples include interventions in outcome 2, outcome 3 and outcome 4. Interventions in outcome 2 and 3, though addressing the needs of women, needed

¹² Gender Policy, UNDAF, and NDP I.



to be better aligned to specific realities of women and girls' experiences in the target districts. This is particularly important to address the underlying causes of girls' lack of access to education and to services for GBV. Those in outcome 4 needed to be aligned to the goal of the Programme and to directly complement results in outcome 1, with specific attention drawn to the capacity of local CSOs to demand better service delivery from local governments in the areas promoted by the Programme.

4.2.2 Programme intervention logic

The main planning tool was the results framework. Results frameworks are ideal in that they provide clarity on the hierarchical results to be achieved by a particular programme. However, in a multiple outcome programme such as the UNJPGE, logic approaches may have been more appropriate. This would enable a better understanding of the logic between the different outcome areas and the goal. For example, the results framework does not clearly elaborate on how the different outputs link to each other causally towards the goal. Thus, the results framework needed to be preceded by alternative logic models that clearly provide a programme-wide logic such as a theory of changes or results chains. This would enhance understanding of the coherence of the Programme and how this can be translated to implementation.

4.2.3 Programme results and targets

The quality of planned programme results varied between outcome areas. Results statements (especially outputs) needed to be specific on geographic coverage (which district and how many communities) and the number of targeted individuals/institutions/schools. This was not always the case across all outputs, which had several implications for planning and implementation.

Firstly, it is important to understand the scale (geographic coverage) and depth (number of beneficiaries). This helps determine whether the anticipated outputs will be of a sufficient scale and depth to achieve the intended outcomes vis-à-vis the available resources. Programmatic approaches that provide the best value for money will then be established. Secondly, in a Programme where the outcome areas are interlinked and therefore their integration is paramount for success, understanding the geographic coverage (specific districts and communities) for the different outputs is important to determine where synergies should be promoted and where gaps exist.

Targets for the Programme were determined based on studies existing at the time of design: existing sector databases (e.g. EMIS), assessments specifically conducted at the design stage,¹³ or from donor demands (e.g. number of out of school girls brought back to school). As with the quality of results, the quality of targets (based on whether they are achievable) varied across outputs and outcomes – a contributing factor was the quality of information available to determine them given the lack of a programme-wide baseline. For example, the target for reaching girls out of school has been revised three times over the course of the Programme as it proved difficult to reach the intended 100,000 girls out of school in the target districts. Determining the target for disposal rate was another challenge because:

1. the information was not consistently collected at the data points; and
2. access to information was problematic (therefore it was difficult to determine the baseline and whether the target would be achievable).

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UNIFEM, 2010. *Gender Mainstreaming in Uganda: Experiences, Lessons Learned and Perspectives For the Future* By UNIFEM.

The Programme also sought to achieve an increase in budget allocation in the seven sectors and in the 10 target districts by 5% on specific strategies/activities that address the needs of women and girls. First, there were policy and legal changes required to facilitate this increase. These require a political process which can only be influenced over a period of time. The same analysis applies for results under outcome 1, where it was envisaged that at least one bill would be passed into law in 2012. For example, the Marriage and Divorce Bill which the UNJPGE had supported has been suspended after it became too contentious.

4.2.4 Strategic components

The Programme is implemented through four outcomes with an 'upstream' and 'downstream' level focus. The theory of change for the UNJPGE was mapped using the Programme results framework and is presented in Annex 3. It presents a complex non-linear intervention logic for the UNJPGE. Through mapping the theory of change, it becomes clear that the results are interlinked. Outcomes 2 and 3 were inextricably linked and represented intermediate outcomes of outputs 1.2 and 1.3 (see Table 1 for a list of outcomes and corresponding outputs). The failure to achieve, mainly outcome 1, affects the attainment of outcomes 2 and 3. In turn, a failure of outcome 4 undermines achievement under outcomes 1 and 3. Thus, an integrated response was required to achieve the outcomes. In this view, the Programme strategic components were well thought out.

Gaps emerge when individual components are analysed against their relationship with the goal of the Programme. For example, outcome 4 aimed to build the capacity of CSOs to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies. This was supporting part of outcome 1. However, to fully support gender equality in service delivery (the goal of the Programme), outcome 4 also needed to support outcomes 2 and 3 through building local CSO capacity to hold local government institutions to account for service delivery in the areas of GBV and education. This would also contribute to sustainable service delivery.

While the Programme had an upstream and downstream focus, there were challenges in balancing resource allocation. Greater investment was made in upstream activities under outcomes 1 and 4. Approximately 80% of the funding was allocated to these activities. This was partly due to donor priorities which lay in addressing national level capacity.

4.2.5 Appropriateness of indicators

Indicators developed for the Programme were largely appropriate for the results the Programme intended to achieve. However, there were several challenges which will need to be addressed in a future programme of this nature. First, the indicators used to measure capacity can be problematic if capacity itself is not properly defined. Many of the indicators suffered from this problem. The Programme needed to be specific with respect to the types of capacities being built which would translate into the indicators. A possible consequence of the lack of a programme specific baseline, was that the indicators selected measured results at a district or national level, whereas the scale of the Programme did not lend itself to improving indicators at either one (indicators related to health, access to justice, education etc.). In education, support was localised to a few schools in a district (e.g. sanitation coverage was in 13 out of 14,000 schools). Similarly, the reach of safe shelters was not district wide. Due to the lack of a baseline programme, implementers had to select data sources from pre-existing literature or databases with the additional challenge of dealing with different levels of analysis. This had the effect of undervaluing the achievements of the Programme.



Another challenge was that the data sources used for some of the indicators were surveys which the Programme had no control over. As a result, there was a risk that this data would be unavailable at the end of the Programme to measure its effectiveness as their collection cycles did not overlap with the Programme cycle (e.g. UDHS, National Service Delivery Survey (NSDS)). Other indicators, such as case completion rates, were not measurable due to a lack of access to and availability of data.

4.2.6 Attention to gender and human rights

Gender was a fundamental theme. Encouraging the participation of men¹⁴ was an important inclusion in the Programme. Male members of the community were joining GBV survivor support groups and engaging with messages on the prevention of GBV. Traditional leaders, who are male in most cases, were actively engaged as well.

As a consequence of its design, attention to human rights across the entire Programme was limited.

4.2.7 Partnerships in the UNJPGE

The UNJPGE had 8 PUNOs and 17 partners (12 MDAs and 5 CSOs). The selection of MDAs to be included in the Programme was informed by the results of the UNIFEM study¹⁵ on experiences and lessons in gender mainstreaming, which recommended the support of key coordinating MDAs for different sectors of government to ensure the effective coordination of gender mainstreaming across government. The evaluation found these partnerships were ideal for achieving enhanced government capacity for the implementation of GRPB and programme management, as they were the key sector coordinating agencies.

The CSOs selected were also appropriate for the mandate in terms of capacity and strategic location in the gender sector. UWONET, as the umbrella organisation for women focused CSOs in Uganda, was a suitable partner as its involvement would also strengthen its coordination capacity for CSOs' engagement with government. The Forum for Women in Democracy (FOWODE) possessed key skills and knowledge in gender budgeting and was well respected by government and other CSOs in the area. MIFUMI had been implementing integrated services for GBV survivors prior to the Programme and had both the experience and capacity to implement the safe shelters/integrated service centers promoted by UNJPGE. The only challenge was with GEM, as discussed earlier.

While CSOs for the UNJPGE were largely appropriate, there is a need in future joint programmes for participating UN agencies to agree on a selection criteria for CSO partners (including calls for proposals) to ensure all partners have the required capacity and standing to implement the Programme.

Each PUNO was selected for a specific comparative advantage. However, because of the large number of PUNOs, some played a peripheral in the Programme (e.g. ILO, UNCDF, and OHCHR).

4.2.8 Duplication, coherence and synergies

Given the number of partners involved in the Programme, 25 (8 PUNOs and 17 implementing partners), the risk for duplication was high. On the other hand, the breadth of participation provided important opportunities to develop synergies, and share knowledge and lessons.

The planning processes adopted by implementers to a large degree offset the challenges engendered by the insufficient amount of information available for implementation. Deficiencies in

¹⁴ Male involvement in gender equality and women's empowerment programmes is important as they are the key drivers of gender inequality especially in patriarchal societies such as in the target areas of the programme.

¹⁵ UNIFEM, 2010. *Gender Mainstreaming in Uganda: Experiences, Lessons Learned and Perspectives For the Future* By UNIFEM.



the quality of planning instruments obviated the formulation of a coherent programme. There were three levels of planning to accommodate coherence, synergy, and the avoidance of duplication. First, there were outcome meetings which were followed by annual planning meetings where activities for the different partners were discussed and agreed on, taking into consideration duplication and opportunities for synergy. The steering committee meetings were also used as platforms to identify areas of duplication and synergy, especially with other joint programmes on gender that were being implemented concurrently with the UNJPGE (UNJPGBV and the UNJPFGM). Notable synergies included work on the National GBV guidelines, support for the preparation and presentation of the Uganda CEDAW report, which included a collaboration between several UN agencies and CSOs participating in the Programme. The comparative advantage of WHO in the procurement of medical equipment for health facilities was utilised by UNFPA under outcome 2 to support the delivery of health services for GBV survivors by health workers. The ILO's PGAs toolkit and training opportunities were also utilised by the Programme partners (e.g. the training on gender in Turin attended by government officials). The PGAs were central in planning and delivering capacity development and facilitating gender reforms in the targeted sectors.

While there were many synergies and collaborations at the national level, integration of outcomes at the local level remained weak throughout the Programme. Several contributing factors can be identified. First, not all outcomes were implemented in all the districts, creating challenges for district level integration. Second, the absence of a district level UNJPGE partners' forum meant opportunities for integration could not be properly identified and utilised at the local level. It was difficult to determine these nuanced collaborations at the annual planning meetings because of the time available against the issues to be discussed.

4.3 Efficiency

4.3.1 Measures taken during planning and implementation to ensure that resources are efficiently used

Several measures were applied under the Programme to ensure resources were used efficiently. Coordination structures, which included outcome coordination committees, gender reference group for outcome leads, and the steering committee, contributed to the efficient use of resources by:

- a. removing duplication;
- b. providing platforms for programme wide learning, sharing and improvement; and
- c. facilitating peer accountability and performance review.

Independent annual reviews conducted by DFID also contributed significantly to programme efficiency. The recommendations of the annual reviews resulted in non-efficient activities being dropped or scaled down (e.g. economic empowerment, and GEM respectively).

Joint monitoring visits by PUNOs provided a platform for learning and peer review, while regular reporting ensured tracking of optimal use of resources.

Procurement of technical assistance, equipment and materials was conducted by public tender, ensuring the most cost efficient suppliers were selected.



4.3.2 Timeliness in delivery

Timely implementation was a challenge throughout the Programme period. The root cause for the delays was the time lag required for country offices of PUNOs to receive disbursements from their corresponding headquarters. This caused a perpetual cycle of delays in implementation. First, the Standard Administrative Arrangements (SAA) states that funds would only be disbursed if the Programme achieved an average delivery rate of 80%. Delivery rates for 2010 ranged between 11%-80%, while in 2011 average delivery rate was 47%.¹⁶ The 80% delivery rate, for 2010, required to trigger a subsequent tranche was only achieved in June 2011. This in turn meant delays in reporting and planning for the second year which consequently delayed disbursements for the year 2011. By the end of 2011, the delivery rate was just above half the required minimum rate. As a result of these delays in disbursements, some PUNOs were still delivering on year one funding by the end of 2011. The cycle continued annually but improved in 2012 with the recruitment of a fully operational secretariat for the Programme. By the end of 2014, the time lag in implementation had been drastically reduced. Secondly, bureaucratic processes in government such as procurement also contributed to delays in implementation. Lastly, annual plans took a long time to be approved which postponed funds requests.

Attempts were made to resolve these bottlenecks. From a planning perspective, annual work planning took into consideration carryover activities. The secretariat made use of bilateral meetings and the steering committee to understand these impasses and enforce an increased speed in delivery rates respectively. The secretariat was restructured to establish focal points of contact for PUNOs and partners, ensuring that closer attention was paid to partners and challenges in delivery rates were anticipated early.

According to the 2011 Annual Progress report, some PUNOs (UN Women, UNFPA and UNCDF) adopted alternative measures to offset the delays in transfers to partners by disbursing around 70% of funds to national partners upfront against a clear and formally agreed annual work plan. This reduced transaction costs and the time lag between transfers, thus improving the speed of implementation. Efforts were made to facilitate procurement on behalf of government agencies especially for consultants to accelerate delivery speeds.

In late 2013 into 2014, a decision was made to change the 80% programme wide delivery rate for disbursement to reward the performers. This system was operational at the time of the evaluation.

One of the major challenges for the Programme was the absence of a clear framework and procedure for handling poorly performing PUNOs, which has been partly rectified by the 2014 decision to reward performers. For non-performers, discussions would be held to determine solutions. Implementers have found this process of negotiating non-performance time consuming and impacted negatively on the speed of delivery.

4.3.3 Opportunities for improving cost efficiency

All interviewed stakeholders agreed that the Programme had too many PUNOs. Although each brought comparative advantages, they also created a burden of management and coordination which required a sizeable office and with it, higher management costs. Of the seven PUNOs only three (UNICEF, UNFPA and UN Women) played a significant role in the Programme. The three agencies received about 75% of the total funding. The majority played peripheral roles.

¹⁶ UNDP, 2012. *Consolidated Annual Report on Activities Implemented under the UN Joint Programme "Gender Equality"* (UNJP on Gender Equality). Report of the Administrative Agent for the period 1 January - 31 December 2011.



The large numbers of PUNOs meant high administration costs as each PUNO deducts 7% for administration. The split role of administrative agent and coordinating agent also added another layer of costs as UNDP would receive 1% of disbursements from the donor for administration expenses.

Issues relating to GEM could have been rectified sooner than 2014. To its credit, UNICEF had instituted a due diligence process on the organisation in 2012. The due diligence identified a number of weaknesses in the organisation including fragile accounting systems. Recommendations were made on how these shortcomings could be improved which included a suspension from funding in 2013 by UNICEF until all outstanding issues were addressed. However, little progress was made and eventually led to GEM's removal in 2014. The delay in making the necessary changes could have affected the quality of activities and thus, cost efficiency.

It was clear from the evaluation that the establishment of a fully-fledged secretariat improved Programme management, as evidenced by the increased pace of implementation and support for partners. Other measures that reduced costs include cost-sharing during joint monitoring visits and the contribution of staff time by some PUNOs and government partners.

4.3.4 Support from UN Women's (as coordinating agency) and UNDP's (as administrative agency) organisational structure, managerial and coordination mechanisms to effectively deliver the Programme

DFID and UN Women demonstrated flexibility in the management of the Programme: establishing an unplanned fully-fledged office, recruiting an unplanned M&E Officer to support the UNJPGE in M&E, and supporting emerging requirements from government counterparts. Despite having the secretariat for the Programme, a fluid relationship was maintained between the UN Women main office and the secretariat which provided additional support. Implementing partners appreciated the separate coordination unit and the guidance and support provided to them during implementation and reporting.

There were concerns raised by government partners that the entry point for interventions should be at the Permanent Secretary (PS) level rather than through directors or staff. Government partners highlighted this as a weakness in the Programme approach which will need to be addressed in future. Promoting Programme ownership at these levels quickens the pace for institutional reform and creates more opportunities for the Programme to inspire change. This requires the support of UN Women senior management to actively engage with government counterparts at the level of PS and ministers.

Another worry raised by stakeholders was the balance between implementation and coordination for the secretariat, which at times would negatively affect their coordination role. It seems there was a need from a programme design perspective to have envisaged the dual roles of UN Women in the Programme (coordination and implementation) and prepared the resources required to effectively perform these roles.

The transition from UNIFEM to UN Women negatively affected Programme implementation, particularly in the early years (2010-2011) due to inadequate capacity and high staff turn-over. This transition process could have been better managed given the split roles between UNDP and UN Women on administration and coordination. A stopgap measure in the first two years of



the Programme could have been adopted which would have entailed UNDP undertaking a more involved role while UN Women's capacity was strengthened and stabilised.

UNDP's role was trimmed down to receiving and submitting requests, making disbursements to PUNOs, and producing programme financial reports. This was different from what is outlined in the MoU (see section 5.4.1). However, this role was performed well as requests for funding (when received from UN Women) and disbursements to PUNOs were made in a timely manner throughout the Programme period. Operationalisation of the MoU needed to be discussed. Cost sharing on management and coordination could have been an option for the two agencies to reduce the overhead burden.

4.4 Management and Coordination

4.4.1 Clarity in management and coordination roles

To facilitate implementation of the UNJPGE, a MoU was signed between 11 PUNOs in 2009. Under the MoU, UNDP was delegated as the Administrative Authority for the Programme where it was responsible for:

1. the conclusion of agreements/MoUs with PUNOs and SAAs with donors;
2. receipt and administration of donor contributions on behalf of the PUNOs;
3. administration of a Joint Programme (JP) account in accordance with applicable regulations, rules, directives and procedures;
4. disbursement of funds to PUNOs as instructed by the coordination and management mechanisms such as the Joint Steering Committee (JSC);
5. reporting to the coordination and management mechanisms such as the JSC, PUNOs and donors on the sources and uses of donor contributions received; and
6. the consolidation of periodic reports (both narrative and financial) based on submissions from the PUNOs for onward submission to the JSC for review and approval, and thereafter to DFID.

While UNDP bore these responsibilities, in reality their role was more streamlined and shared with UN Women during implementation. UNDP was designated the administrative agency while UN Women was the coordination agency. UNDP's role was reduced to the submission of financial requests, disbursements, and the submission of annual Programme narratives and financial reports to the donor.

The majority of stakeholders interviewed during the evaluation considered that the roles of the different agencies (UNDP and UN Women) coordination agencies were clear. The coordination structures were clearly understood by partners.

UN Women had the overall Programme coordination responsibility. For each outcome, a lead was designated as presented in Table 3. These leads included government, UN agencies and CSOs. Responsibilities for outcome leads were guided by ToRs that stipulated their role in the following terms:

- Identifying bottlenecks in the implementation of the activities, and proffer remedies.
- Establishing baselines and continuously monitoring progress.
- Reviewing progress on the achievement of results of the outcome, as per the Results Matrix.
- Analysing data collected on the established outputs, and suggesting strategies to address gaps in data collection.



- Discussing the implementing partners' fund absorption capacity, and identifying strategic ways to re-allocate unspent funds, with a view to achieving concrete results, as per the JP results matrix.
- Undertake monitoring activities.
- Compiling reports for submission to the Reference Group for consideration and action.

Table 3: Outcome leads

Outcome	Lead
1	UN Women
2	UNFPA
3	UNICEF
4	UWONET

Despite a clear delineation between roles, two outcome leads highlighted that coordination roles were unclear in practice, and that there was a need to unpack coordination. A major reason for this was the lack of resource allocation and performance measurement framework for this role vis-à-vis the expected responsibilities for outcome leads. Coordination became more complex if the outcome lead was not directly funding the institutions they were to monitor and coordinate. This compelled one outcome lead to say, "We didn't have control over those in our outcome". Another outcome lead highlighted their role was reduced to merely organising meetings for partners. Thus, it would have been useful to define a performance framework for coordination for the outcome leads. Resource allocation for coordination would have supported this effort and held outcome leads accountable for performance on outcome coordination.

Another concern transpired under outcome 4 where a CSO was to coordinate government and PUNOs. Given the relationship between government and CSOs, and the limited clout of a CSO to coordinate UN agencies, it was always going to be difficult for UWONET to take on its outcome lead role fully.

Performance management and accountability among PUNOs was a challenge throughout the Programme (though some inroads were made in 2014). This could have been managed through two measures. First, there was need from the outset, particularly at the signing of the MoU, to agree on operational guidelines (localising the UNDG guidelines for joint programmes), incentives and sanctions for under-performance under mutual accountability principles. Secondly, there was need for a UN agencies management platform to discuss joint programmes and provide a UN oversight role. The PMT would have been ideal in this regard reporting to the UNCT through the Resident Coordinator (RC), for policy and strategic decisions.

4.4.2 Implementation of coordination functions

The division of responsibilities between UNDP and UN Women posed challenges for Programme coordination during the transition from UNIFEM to UN Women. Gaps in coordination were attributable to an inadequate capacity in UN Women (between 2010 and 2012) and staff turnover among those overseeing the Programme slowed implementation in the first two years of the Programme. As one PUNO put it, "Stability of leadership for the Programme and within UN Women also affected



implementation as it undermined continuity of relationships and vision of the Programme”.

The split roles between UN Women and UNDP may also have contributed to the problem of holding PUNOs to account for delivery. In 2012, some PUNOs were still yet to fully utilise year one funding. Without the purse to hold PUNOs to account, UN Women’s capacity to compel delivery was constrained. In 2014 a framework for handling poorly performing PUNOs was finally agreed upon, where those that do not meet the minimum delivery are excluded from subsequent year funding.

Improved coordination and management coincided with increased capacity in UN Women in Uganda and a fully staffed separate coordination office in 2012. The majority of stakeholders recognised the improvement in management and coordination. Delivery rates increased due to closer management of partners. UN Women staff provided technical support to partners, although views on the quality and adequacy of this support varied between partners.

Due to the demands in staffing by the scale of the UNJPGE, especially the need to improve M&E, UN Women hired an M&E officer under the UN volunteer programme to improve Programme management. Senior staff members from the UN Women country office were also allocated to provide strategic and operational assistance to the Programme.

Annual review and planning meetings were held consistently. Outcome coordination meetings were held when required, however some stakeholders would have required these to be more frequent.

Coordination and programme management has remained flexible in approach, supported by flexible funding from the donor. This has allowed Programme managers to identify and fulfil emerging needs e.g. the need to increase Programme visibility and communications.

Nonetheless, there were opportunities for improving coordination further e.g. operational guidelines, and an independent oversight UN structure to oversee mutual accountability for PUNOs. Operational guidelines were finally developed in 2013 providing some clarity in roles, responsibilities and procedures. However, they remained unclear on how to integrate activities at both national and local levels apart from the planning meetings.

Coordination of the Programme at local levels, to take advantage of synergies, could have been conducted better. Each partner approached their work individually without interaction with other partners in the same district. This represented missed opportunities for integration and strengthening the support provided through the UNJPGE. As one partner in outcome 2 said, “We could have taken advantage of outcome 4 to strengthen CSO involvement in our interventions”.

4.4.3 Monitoring of programme performance and results

The UNJPGE had an elaborate system for monitoring performance and results. An M&E framework was developed to aid the measurement of results. M&E was vested in PUNOs using their pre-existing systems. Processes for monitoring results included:

- a. Independent annual reviews conducted by DFID. The annual reviews contributed to performance monitoring by providing an independent opinion on the Programme. Several changes were made on the basis of recommendations made through annual reviews including the replacement of economic empowerment with GBV, and refining the goal and outcomes to enhance the intervention logic.
- b. Joint monitoring visits which served as platforms for peer-review of performance and lesson



learning.

- c. Quarterly reports – partners were required to submit quarterly reports of performance against targets (inputs and outputs). These were consolidated by the secretariat and shared with the JSC for decision making.
- d. Annual review meetings were conducted to discuss the performance of individual partners, providing opportunities for peer-review.
- e. Management decisions are made at various levels with more strategic decisions made by the steering committee.
- f. Information from joint monitoring visits and quarterly reports are used in meetings.
- g. A mid-term review was conducted to evaluate the progress on targets and revisions required to improve Programme effectiveness and impact.

Several decisions undertaken and key strategic changes made to the Programme were based on monitoring information e.g. support to local governments for gender coordination and the cancellation of GEM contract due to a failure to deliver, and strengthening of the GBV shelters among other decisions.

While M&E was vested in PUNOs, there were outcomes which were not led by a UN agency e.g. outcome 3. There was a need for the coordinating agency to consider M&E support for this outcome, including on the ground support with technical assistance in addition to the quarterly and annual reports. Furthermore, visits to other PUNO partners and activities by the coordinating agency would have been important to ensure coherence in implementation, and verification of results. For example, issues relating to GEM would have been identified earlier and appropriate strategies to improve its effectiveness discussed. Subsequent DFID annual reviews (in 2012 and 2013) identified that the GEM had inadequate capacity to meet the scale of the Programme. The 2013 annual review noted that it appeared UNICEF was not playing a sufficiently strong capacity building/support role in relation to GEM to shore up its capacity.

Limited oversight in monitoring, data collection and analysis by the coordinating agency produced challenges in the documentation of results, especially under outcomes 2 and 3 (the results of GEM and the Back to School Campaign). The 2013 Independent Annual Review also supports this finding and notes that, “In general tracking and reporting of results (especially quantitative indicators) has been weak and needs to be improved as part of the M&E efforts of the Programme.”

4.4.4 Transparency and inclusiveness of planning and coordination processes

Planning and review under the UNJPGGE was undertaken jointly. This enhanced transparency and accountability, and was well appreciated by stakeholders. However, about 43% of those interviewed (including UN agencies, CSOs and MDAs) raised concerns about clarity in resource allocation and the rationale behind dropping certain components.

“The gender programme changed into a GBV programme. There was lack of appreciation of the socio economic aspects of GEWE.”

Implementing Partner

“Sometimes we would be told to revise our budget without clear explanation on the reasons for the budget revisions.”

PUNO

“We are not aware of the reasons for the removal of economic empowerment from the Programme. The reasons were not made clear to us.”

PUNO



These sentiments are very important as joint programmes are based on ownership and participation. Sentiments of transparency in resource allocation have the effect of negating gains made on ownership by facilitating disengagement by participants in the Programme. Formal and documented means of communicating changes, shared by all stakeholders, would have helped resolve these issues.

4.4.5 Gains made in efficiency

Several gains in efficiency were made as a result of improved coordination and management. Several changes, highlighted earlier, occurred to improve Programme effectiveness. Secondly, improved coordination and management increased the pace of implementation from two years behind schedule for some partners to being back on track by 2014. In 2013 implementation guidelines were developed in a bid to improve coordination and implementation, and to provide a clear framework for operationalising the Joint Programme.

4.4.6 Coordination and collaboration with other Joint Programmes (UNJPGBV & UNJPFGM) to increase its effectiveness and impact

Collaboration between the joint gender programmes occurred in various ways:

1. Participation in the UNJPGE JSC – enabling peer-review of progress.
2. Support for the development of the National GBV guidelines.
3. Support to Uganda for CEDAW mid-term review reporting.

Nonetheless, integration of activities between the three joint programmes remained weak due to several impediments including:

1. sharing of district level work and identifying opportunities for economies of scale;
2. differences in activities, results and geographical focus; and
3. difference in life spans.

4.5 Effectiveness

The evaluation UNJPGE's effectiveness took into account two major factors. One is that the measurement of GEWE outputs and outcomes must be put into perspective: GEWE initiatives are dealing with social norms and entrenched behaviour at national or local levels. They are dealing with institutionalised practices and normalised conduct. Second and partly related to the above is that due to critical delays in implementation, most of the results are still emerging. Hence in some cases it is useful to consider the potential of these early results and how they can inform future programming. In other words, institutional change requires more time than often accorded and this, in some cases, prematurely halts the inventive by-products of such interventions. On the whole, the Programme realised its intended outputs and outcomes to a great extent. The success of the Programme was anchored to the following factors:

1. relatively strong partnership with and within government;
2. greater ownership in the development and implementation of the Programme by implementing partners and beneficiaries; and
3. a comprehensive peer monitoring framework for implementing partners.

4.5.1 Outcome 1: Strengthened government capacity for gender responsive planning, budgeting and programme management

Outcome 1 was principally about strengthening government capacity, to create a chain of action that would lead to greater institutionalisation of gender responsiveness in GPB processes. Several



results have been secured in this area and share a long-term perspective, although the totality of the process and results does not demonstrate enduring strengthened coordination capacity.

4.5.1.1 Achievement of Output 1.1: MGLSD Capacity to provide Strategic Leadership for gender mainstreaming across government departments

The MGLSD as the national machinery for GM was central to UNJPGE programming. The UNJPGE enabled MGLSD to better operationalise its role as a central node for government GM efforts. As a result, MGLSD has been able to influence other sectors to establish a framework for enhanced coordination on GEWE such as through committees and the bi-annual gender forum.

In particular, the following are critical areas of success:

- PGAs conducted in MDAs.
- The Auditor General has institutionalised gender mainstreaming as a parameter for Value for Money Assessment (VFMA).
- MDAs developed gender SAAs for the seven target sectors.
- An e-Resource Centre as the National Depository for data and information on gender and women to support knowledge management in MGLSD.
- Guidelines for the establishment of GBV shelters have been developed and are being operationalised.

4.5.1.2 Achievement of Output 1.2: government capacity for gender responsive planning and budgeting

As a result of the UNJPGE there is increased potential for GRP. In the specific case of the NDP II as the country's overall development planning framework, the UNJPGE created opportunities for greater input by MGLSD, other MDAs, as well as civil society. In this regard, the targeted engagement with key coordinating agencies within government i.e. MoFPED for the budget, National Planning Authority (NPA) for Planning, Ministry of Public Service (MoPS) for human resource aspects, UBOS for information management, and the Office of the Prime Minister (OPM) for M&E. Critical results in this area include the following:

- A clause on gender compliance was added to the *Public Finance and Management Act 2015* which empowers the MoFPED in consultation with the Equal Opportunities Commission (EOC) to issue a certificate of compliance to sectors certifying that the budget framework paper is gender and equity responsive.
- Gender mainstreaming guidelines have been developed to ensure compliance by all MDAs.
- A multi-sectoral framework for monitoring and reporting on national, regional and international instruments for promoting GEWE and human rights.
- National Gender Planning Guidelines have been developed and the NPA in collaboration with MGLSD will ensure compliance from sectors and local governments (LGs).
- Gender Equity Budgeting (GEB) curriculum has been developed and Gender and Economic Policy Management training has been introduced (to be offered at the Civil Service College).
- Training of Members of Parliament in GRPB.



Overall there is greater skills enhancement, institutional strengthening and ownership to the point that these and other gains are largely attributable to the sectors as opposed to MGLSD. Nonetheless, these conditions are still yet to translate into sustained improvements in gender responsive budgeting within MDAs.

4.5.1.3 Achievement of Output 1.3: Local government capacity in gender responsive planning and budgeting in 10 districts

LGs constitute the actual points of service delivery to the people and any GEWE inroads at this level have greater potential to have an impact on women and girls. Taking a broad view, the annual assessment parameter for LGs has upgraded the GEWE indicators to reflect outcomes beyond process. To upgrade the knowledge capacity of LG actors, a Post-Graduate Diploma in gender and local economic development was instituted. Sixteen districts have participated thus far in the course with a total of 61 graduates. GRPB is slowly taking root as a desirable institutional practice in LGs. For example in Pallisa District, a district gender profile has been compiled and this is supposed to inform the five year District Development Plan (DDP). Budget allocation to Community Development in the same district increased from 1.4% of the budget in 2011/12 to 1.7% in the 2014/15 district budget.¹⁷ Perhaps the most significant achievement at the local government level is that the UNJPGE increased the power of the GEWE question. The District Community Development Officer (DCDO) of Pallisa District indicated that the Programme had activated and increased the relevance of the Community Development Department: “We are now beyond the level of dealing merely with software issues”. Statements such as that made by the Chief Administration Officer (CAO) Pallisa, “women constitute half of the population and they are mothers to the other fraction”, are indicative of the potential increase in dialogue on GEWE. However, the actual UNJPGE input into local governments was relatively small, and occurred too late in the Programme implementation process.

“Before the shelter was initiated, people would go to police without reference. In most cases survivors would pursue the cases themselves and in most times would not get justice. Now there is more coordinated response to GBV.”

DCDO, Masaka

The MGLSD is the central node of the country’s national machinery for GEWE. Whereas the intention of the UNJPGE was to enhance its capacity, it could have unintentionally weakened it through the manner in which the partners engaged with it and MDAs. GEWE initiatives and stakeholders hold an interest in having a strong MGLSD. A strong MGLSD translates into a commitment to GEWE at high levels and provides an anchor within the government process. Hence GEWE implementation initiatives must establish creative ways of increasing the relevance of MGLSD without necessarily making it a physical coordinating unit for each and every action. Lessons could be drawn from countries such as Namibia where a strong National Machinery has translated into a high level commitment to GEWE.

17 Pallisa District Local Government Gender Profiling For Financial Years 2013-2014.



4.5.1.4 Achievement of Output 1.4: National Statistical system capacity to collect, analyse and disseminate gender disaggregated data (GDD)

Engagement with UBOS has had a direct effect by way of strengthening its institutional capacity, through the creation of a specific unit in charge of gender statistics. A gender strategy has been developed to guide the mainstreaming of gender in the national Statistical System. Specifically the following has been achieved:

- A gender statistics capacity development programme is in place.
- At least 30% of UBOS key national reports, including UDHS and the Uganda National Household Survey (UNHS) for 2012/13 had a gender analysis.
- Three key national reports (including the Statistical Abstract 2013) produce sex disaggregated data.

4.5.2 Outcome 2: Improved access to legal, health and psychosocial services by SGBV survivors

The UNJPGE has directly helped 6,174 GBV survivors access integrated services over three years (2012-2014). The UNJPGE has demonstrated the potential of a highly integrated response model to GBV at a local level, in terms of what is required to address survivors' needs including access to justice, health and psychosocial services. The success of this outcome relates to the fact that it is survivor needs and rights oriented and is structured around the actual needs cycle and chain of actors. The establishment of the district steering committees on GBV and the existence of shelters have raised the bar on GBV as a significant development issue.

Shelters in particular have rendered GBV visible. "We have appreciated that GBV is a bigger problem than we originally thought", said the Masaka Deputy CAO. The GBV response is significant in the way it has created a space for survivors to vent, as well as in terms of what it stands for. Housing shelters provided by the local government structure has great potential for ownership and institutionalisation of the GBV response mechanism. The creation of survivor support groups in communities and greater involvement of men at this level has increased the possibilities for an effective response to GBV as well as for GBV prevention in the long term.

However, the success of the GBV response is also its major challenge (see Box 3).



Box 3: GBV Response in Focus: The GBV Shelter in Masaka - success begets challenge

A functional GBV shelter: assess the cases, provide psychosocial support and medical care, engage and work with police, provide legal aid and representation in court, and follow up in communities. We transport them, transport their witnesses. We have a good relationship with the court. All these “hand-held” services are free. We ensure security and safety for child survivors. We have resettled 125 children. Some don’t have the option of going back home, we keep them here temporarily for a maximum of 2 weeks. Extreme cases stay here for months. For example, there was a case of a 14 year old who stabbed her father to death. This girl was often defiled by the father, who had also defiled her sisters and had had children with them. The father was abusing the daughters in the presence of their mother. We kept them for some time; we actually brought the whole family.



We have worked a lot with public institutions - police, the courts and the local government. We have built a team of advocates and the groups are strong at community level. They can caution leaders, they have no fear and are empowered to fight for the survivors. In schools children are able to identify cases, the senior women teachers also follow up cases identified by the children.

We have a 24-hour toll free help line. One just needs a phone, SIM card and full battery and here we are able to interact with people who may not find it easy to come to the centre. The challenge is the elastic nature of the needs involved in this response and the sticky issue of sustainability. Funding for GBV responses would require a relatively long-term perspective and stakeholders doubt government capacity to run the shelters.

Shelter in Numbers:

- Medical Support: 190
- Shelter: 125
- Disposal rate in court: 29 out of 49
- Psychosocial Support: 842
- Referrals received from other structures: police, 320
- Trainings: 14 (327 (228 F (70%), 98 M (30%))
- Community awareness: 29 community awareness activities (1,954 persons have been sensitised, 64% were women).
- Awareness to school children: 424 (328 F, 106 M) school going children were sensitised. 6 school clubs in place.
- Community based survivor support: 3 Survivor Support Groups (with males and females on board).
- Radio Programmes: 18 talk shows, 720 spot advertisements.
- Community outreach/dialogues: 3739 (1927 F, 1812 M).

To support integrated responses, several achievements were secured under this outcome and are as follows:

- Strengthened coordination and integrated SGBV responses especially in the districts with fully functioning shelters. For the first time in Uganda, an outstandingly stronger referral pathway is in place in the districts of Masaka, Mbarara, Moroto, Gulu, and Lira. For example, in Masaka Moroto and Mbarara, the Programme strengthened coordination among critical stakeholders in SGBV service provision through the establishment of GBV Stakeholder Forums. These forums are led by District Local Governments (DLG) which organise regular meetings to share information related to SGBV prevention and appropriate responses. These impacts radiate well beyond the borders of particular districts, for example Mbarara may end up serving survivors



up to the border to Rwanda. Masaka has radiated to the greater Masaka and is not limited to the statutory Masaka DLG. The provision of physical facilities for shelters by the local governments, however inadequate, is a good pointer towards integrative and sustainable perspectives on GBV.

- To facilitate better coordination of GBV service delivery, GBV steering committees were established comprising the health, education, police, justice, social welfare, and CSOs sectors. These GBV steering committees were functional during the visits made by the evaluation team. In Moroto the GBV steering committees have aided the completion of GBV cases in courts by serving as a platform to discuss cases and measures to speed up hearings.
- A Ministry of Health directive was issued to all referral and district hospitals to provide GBV services to survivors as part of comprehensive medical care. The health sector had 101 facilities offering integrated reproductive health and GBV services.
- Training of health workers on sexual and gender based violence case management and associated HIV related care. Speaking to the Masaka hospital, it was clear the UNJPGE has enabled hospital staff to identify the special treatment needs of GBV survivors as opposed to offering generic management.
- Establishment of the GBV section in law enforcement which has resulted in the deployment of a GBV desk officer in all police stations.
- Incorporation of the justice for children coordinators supported by the Programme into the Justice Law and Order Sector (JLOS) implementation structure.

4.5.3 Outcome 3: Increased school participation, completion and achievement rates of girls in primary education

Inputs for this outcome were on WASH, which included the construction of latrines, training on sanitation for girls, and club formation. WASH constituted a small component since it covered only 2% of the whole country, with 10 blocks of pit latrines in each of the four districts covered. The larger impact was in terms of the ownership taken by the Ministry of Education and Sports (MoES) through the creation of a gender unit. The resulting policy work has created further opportunities to be leveraged for the whole country. At the national level, the UNJPGE intervention has elevated MHM to the policy level. As a result, MHM has become priority of the ministry – responsive menstrual hygiene is being promoted from the highest echelons of the MoES. The policy work has specifically involved: review of policies such as the National Strategy for girls education, the gender and education policy, and the need to develop a policy on teenage pregnancy and re-entry of girls in school. GEM clubs as a form of child to child advocacy, though the weakest link in the implementation process, showed itself to be an effective way to promote girl's empowerment. In terms of the Girls Back to School (GBS) campaign, 20,000 girls were brought back to school although it is unclear how many actually remained in school.



4.5.4 Outcome 4: Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies

4.5.4.1 Achievement of output 4.1 civil society and advocacy around GRB

The Programme expanded opportunities for CSOs to directly engage with relevant government actors –e.g. parliament, NPA, and MGLSD. A case in point is the NDP II process where the framework drawn from UNJPGE enabled direct inputs on gender responsiveness. It also enabled direct work with women parliamentarians on GRB which increased the politician's capacity and level of appreciation for the assistance. In other words the Programme increased the relative openness of the government planning system, thus allowing women's organisations such as FOWODE and UWONET to have a meaningful input into government planning processes, though with limited influence on national budget allocations.

4.5.4.2 Achievement of Output 4.2: Civil Society coordination to demand accountability and increase CSO capacity at local level

The greatest potential of this outcome area lies around strengthening and energising the women's movement and creating a critical mass that is able to demand accountability at national and local levels. The Programme constructed opportunities to work downwards to energise the women's movement at a local level. For example UWONET facilitated the creation of a women's network in Pallisa and enabled one of the CSOs – Woman of Purpose – to inject a rights perspective into their work which was primarily philanthropic. As a result Women of Purpose initiated sensitisation around the Marriage and Divorce Bill and the *Domestic Violence Act 2010* (see Box 4). However the actions in this area were few and far in between and their ability to create a lasting impact is highly constrained.

Box 4: Success Story - Woman of Purpose and Women's economic justice in Kameke sub-county

One couple had a plan to cultivate rice and send their son to university, and build a house with iron sheets (from grass thatches). The woman harvested the rice, dried it and readied it for threshing. The man took the rice to a store without telling the wife, with a motive of quickly disposing of it. The wife reported to the Community Resource Assistant who went to the store where the man had taken the rice, asked questions while he was recording, and they reported the matter to the police. The Community Resource Assistant accompanied the woman to her home and asked the husband why he wanted to sell the rice, the man got a *panga* and chased them while he insisted that he never wanted to sell the rice. We asked him to understand the purpose of education and that the wife worked more than he did. Their matters were sorted and the family sent their son to university. The man later came to our office to say sorry.

4.5.5 Outcome 5: UN partners deliver effective, strategic and efficient support for gender-responsive governance

The UNJPGE enabled PUNOs to think about GEWE in a comprehensive manner and provided opportunities for PUNOs to work with new partners to create synergies e.g. WHO had never worked directly with MGLSD, yet health is one of the critical areas in terms of gender disparities in the



country. The Programme also made it relatively easier to work with government as one (one voice, use of comparative advantages). The process of implementation through a steering committee and the institution of peer monitoring encouraged peer learning between joint programmes and UN agencies

4.5.6 Success factors

- The “jointness” of the Programme furnished opportunities to leverage engagement with government, for example the work on the Gender Equity Certificate, and the incorporation of gender in the National Development Plan II (2016-2020).
- The clout created for GEWE. The UNJPGE came at a point where “gender evaporation” was becoming the norm rather than the exception. With direct funding, UNJPGE created an opportunity to undertake activities to address gender evaporation.
- Involvement and working with government and the MGLSD ensured ownership of reforms, thereby increasing the pace of these reforms.

4.5.7 Barriers to success

- The “jointness” was not clearly unpacked at the implementation level. PUNOS maintained their mandates.
- The Programme was more upstream, yet its goal of having an impact on women and girls would have required more investment at the local government level. This was a missed opportunity.
- The design question facilitated a situation where there are numerous results (some still emerging) and yet the totality of the result is severely limited. This constrains the potential for continuity and the up-scaling of the many successes registered across the five outcome areas.
- Gaps in timely responses to implementation challenges led to a suspension of innovative approaches such as the GEM initiative. The concept of GEM should have been redeemed and refashioned early in the process.
- Differential implementation at the district level. Not all outcome areas were operationalised in each of the 10 districts.

4.5.8 Extent to which capacities of duty-bearers and rights-holders were strengthened

The capacities of duty bearers have been strengthened, be they in planning and budgeting, or service delivery. Service delivery is particularly important in constructing a GBV response. Police, district officials and health workers have improved service delivery for GBV survivors (courts to a lesser extent). However, there was little investment in rights holders to help them demand accountability. There were also efforts to raise awareness among the public on gender issues through working with the media, a component managed by ILO. These efforts have the potential of widening the scale of awareness on GBV, education, and women’s empowerment.



4.6 Impact

Based on the focus areas of the Programme, this evaluation considered two categories for impact: institutional behaviour changes with regards to gender; and individual and community changes in people's lives and behaviour.

4.6.1 Institutional change

As one stakeholder put it, "the Joint Programme blew the lid off gender in Uganda". The strategic shift in thinking about gender and the commitments to fulfilling reforms to enhance the gender responsiveness of individual MDAs and their programmes, demonstrate changing attitudes and behaviours towards gender mainstreaming. This is demonstrated through several examples:

- a. The Auditor-General has institutionalised gender mainstreaming as a parameter for VFMA;
- b. MoFPED developed a Gender Policy and was in the process of developing an implementation from own resources.
- c. Senior staff in MoES have made policy statements and sent out circulars on MHM and guidelines for gender responsive WASH facilities. This embodies a high-level commitment to gender responsive education in the education sector.
- d. Stronger gender indicators for LG national assessment, thus creating an opportunity for wider and long-term impacts.
- e. Establishment of gender units in several MDAs: UBOS, MoES, MoFPED, NPA and others.

4.6.2 Individual and community level

Children who participated in GEM clubs and interviewed for this evaluation were clear in what the GEM had brought to their lives:

"We did dramas and dance groups to tell the community about the importance of girl child education."

"We were shy at first but it has helped us to be confident as girls and to know that we can achieve great things in life."

Child interviewed from a GEM club

This empowering experience is perhaps the greatest achievement of GEM. Girls who previously had no hope of making it in life and with no confidence, were now viewing life differently and seeing new opportunities.

Support for GBV survivors had profound results in the lives of girls and women. The ability of the Programme to offer integrated services helped meet survivor needs, and as a result, managed to inspire positive changes in women's lives. In focus group discussions held in Masaka and Moroto, there were numerous testimonies from women in survivor support groups which shed light on how the Programme had changed their lives. One woman in Moroto narrated how the Programme had helped her to rejoin her family after she had been rejected because she had reported the abuse. She felt more secure and revealed the abuse had not reoccurred because they all knew the consequences of GBV.



Participation in survivor support groups and star circles were empowering women to stand up to violence. For many women the survivor support groups in the community have become the first line for reporting GBV and referrals, as the police are not trusted. During the evaluation visit to Moroto, two teenage girls at the safe shelter had experienced attempted forced and arranged marriages by their parents. Survivor support groups in their areas helped these girls to escape and seek safe shelter.

As one focus group added, “survivor support groups are becoming well respected and sometimes feared in communities because of our link to MIFUMI [the implementing partner for the UNJPGE]”. This shows the potential for graduating these groups from psychosocial support groups to subject interest groups that provide community based GBV prevention, and act as a forum for rights holders to group together and demand better service delivery for GBV survivors.

Men were also getting involved in GBV awareness and responses, demonstrating the wide reaching effects of this support at a community level.

4.7 Sustainability

The UNJPGE produced myriad results across the five outcome areas, but there are differentials in terms of sustainability. In relation to outcome one, policy engagement and institutional capacity development (e.g. on the Gender Equity Certificate, National GBV guidelines, national statistics and discussions on including gender on performance measurement for Gender Focal Persons(GFPs)) have a high likelihood for sustainability once firmly institutionalised within the government planning and implementation cycles. Specifically, the GRB initiative will require capacity for implementation among all MDAs and LGs, as well as CSOs. The e-resource is likely to continue so long as strategies for dissemination and updating resources are put in place. The capacity building course on Gender and Local Economic Development at the School of Women and Gender Studies is sustainable since some local governments have funded staff from their budgets. The questions of self-financing and course upgrades to increase its relevance to Gender and Local Economic Development course imperatives need to be addressed.

Without doubt, the institutionalisation of gender responsiveness will depend on how these initiatives are further supported to a higher level of articulation within government structures with clear accountability mechanisms. The evaluation noted that support measures are still required for implementation (including wide spread capacity development), if the gains are to be sustainable.

Initiatives around outcome 2 on GBV are paradoxically the most innovative in terms of the coordinated response and relative demonstration of ownership by local governments and the Ministry of Health, yet with very low potential for sustainability. Understandably results are still at infancy especially when account is taken of the sheer complexity of GBV, coupled with the perennial challenges associated with service delivery from the police and backlogs in justice pathways, which tend to blur the gains of this otherwise very innovative intervention. Furthermore, the current shelter model will require refashioning and long term investment. In its current form it could be too expensive for government to scale-up. The rights approach articulation is just taking root and the capacity of rights holders is still too weak to support accountability for service delivery and protection.

In the area of girl child education (outcome 3), the policy work on MHM, re-entry of pregnant girls into school and the National Strategy of Girls Education, is encrypted with the potential to have a country wide impact. It can be sustainable if the path to implementation is well addressed within the sector.



The WASH intervention especially in relation to construction is on a very small scale and could only be meaningful if modelled to enable rights holders to demand accountability. The GEM concept, particularly with its focus on child to child advocacy, could be remodelled with a long term perspective and in a cost effective manner.

The CSO aspect (outcome 4) strengthened the connection between national CSOs and local women's collectives, in addition to expanding the space for direct engagement in key national moments such as the NDP II process. UWONET's piloting of district level networks and FOWODE's commitment to hand holding 20 of the 45 trained national CSOs, are all pointers towards sustainability. Further serious investment into this aspect has the potential to build the movement, thereby expanding the critical mass for Uganda's women's movement at all levels.

Differentials in the levels of sustainability potentials across outcome areas can be understood from a perspective which recognises that UNJPGGE had strength and significance in terms of a wide intervention spectrum and a relatively big number of stakeholders – government, CSOs, LGs, PUNOS and the community. On a different view, these assets are also weaknesses as many activities were more or less jumpstarted, without clear logic linkages. On the whole, the Programme did not have a well-articulated sustainability framework or exit strategy and this had the effect of undermining potentials for continuity.

Many of the emerging results of UNJPGGE have been incorporated into the new UNDAF 2016-2020 through a process of enhancing the UN-Uganda government cooperation framework. For example, the UNDAF 2016-2020 has a pillar on GBV which incorporates initiatives under UNJPGGE including safe shelters and support for building service provider capacity using a multi-sectoral approach.

At the time of the evaluation there were discussions about formulating a new joint programme on gender equality which will support and consolidate the UNJPGGE findings among other emerging priorities.

4.8 Joint Programming

Joint programmes are a modality for implementing 'as one' and directly respond to the need for UN efforts to reduce duplication, provide coherent results aligned to national development frameworks, and the UNDAF. By mobilising jointly, UN agencies also leverage the comparative advantages of different participating agencies to create synergies that improve the quality and effectiveness of support.

4.8.1 Strengths

According to one respondent:

"the joint programme brought back gender on the agenda, not just in terms of equal numbers of women and men in positions as had become the norm, focusing on ways to empower women and girls and introducing measures for meaningful gender equality in the development process."

Joint planning, implementation and reviewing process fostered a sense of ownership over Programme initiatives and results among UN agencies, MDAs, and CSOs. Through ownership, a strong commitment on achieving results, even beyond the results framework of the Programme, was achieved among MDAs. For some UN agencies, it commanded a renewed focus on gender and some introspection on gender priorities: as one PUNO said, "it brought us out of our cocoon". In WHO, for example, resources are not largely mobilised for gender. Under the Africa budget, gender is given a small allocation of USD300,000. As a result of UNJPGGE and delays in disbursement caused by this limited funding (because of the authorisation channels), discussions have attempted



to determine ceiling allocations and speed up disbursements.

Joint planning and review among PUNOs in the UNJPGE and other UN-led joint programmes on gender (JPGBV and JPFGM) also helped reduce duplication in the gender sector. These platforms also created working relationships between the three programmes on gender which enhanced their collective capacity to influence government. For example, the three joint programmes collectively advocated for the inclusion of GBV modules in the UDHS. The JPGBV and UNJPGE partners worked together on the revision of 'Police Form 3' which provides evidence from GBV survivors to improve conviction rates.

Knowledge sharing and learning among PUNOs facilitated by UNJPGE provided added value to programme implementation and management e.g. ILO's sharing of the PGA tool kit, advice on engaging local governments and the Ministry of Local Government by UNCDF among others. For other PUNOs, the UNJPGE provided a learning platform on gender, helping to influence UN-wide gender mainstreaming.

The ability of UN agencies to speak with one voice on policy and programmatic issues enhanced the UNJPGE's capacity to influence change. Good examples of this include the collaboration on the National Guidelines for GBV, inclusion of gender indicators in seven sectors, gender mainstreaming of the NDP II (2016-2020) and the Health Sector Development Work Plan (2016-2020).

4.8.2 Weaknesses

While there was strong collaboration at the national level, engagement with local government at the district level was not concerted. Programme visibility evaporated at this level.

Joint programmes require flexibility among PUNOs if comparative advantages are to be leveraged fully. There was a concern among the majority of interviewed stakeholders that UN agencies kept within their mandates. This stifled inter-agency collaboration and failed to take full advantage of "jointness". Flexibility has to be mutually beneficial such that it strengthens Programme implementation and providing opportunities for the UN agency to influence actions within its own mandate.

Joint programmes are guided by UNDG guidelines for joint programmes. While the guidelines provided sufficient guidance for planning and other procedural needs, they remained unclear on how to handle performance accountability among PUNOs. This lack of global guidance manifested in the difficulties UNJPGE faced with respect to peer accountability. There is therefore a need for a global guiding performance accountability framework for PUNOs in a joint programme. Bearing in mind a single 'one size fits all' framework is not possible given specific country contexts and that the accountability needs to be mutually agreed, a country specific accountability framework needs to be agreed by all PUNOs with clear incentives and sanctions for performance and non-performance.

Joint planning processes take time, and this needed to be considered during life cycle planning of the UNJPGE. A three to four year programme may not be sufficient for a joint programme – five years is more ideal). For example, it took four to five months to have an annual work plan signed off and another three to four months for actual implementation to take place. Under normal annual implementation cycles, this would leave only three months for implementation.



Visibility and communication in the Programme was weak. It is critical for joint programmes as a nouveau approach to demonstrate its added value and lessons, not only within the UN but among partners and government counterparts for resource mobilisation and sustainability.

The UNJPGE engaged many PUNOs, a reflection of its multi-sectoral approach. However, the number of partners may have been too many for the Programme to be effective in all interventions. Some PUNOs only played marginal roles with very small budgets. This affects engagement on the Programme as it may not be receiving the prioritisation required. This in turn affects implementation and the achievement of results. At the time of the evaluation, the UNDG guidelines for joint programmes had set the maximum number of PUNOs in a joint programme to four to avoid these dilemmas.



5 Conclusion and Recommendations

5.1 Conclusion

Using the scoring criteria for performance, Table 4 presents the scores for the different evaluation categories. For each evaluation criterion a four point rating scale was used to assess performance as follows:

A – Very good
B – Good
C – Satisfactory with some changes required
D – Serious deficiencies with significant changes to the Programme required.

Table 4: Performance of the UNJPGE

Criterion	Score	Details
Relevance	B	The programme objectives were aligned to the national development framework. It met stakeholders' needs for capacity and other reforms but encountered several challenges including: (1) non-mainstreaming human rights based approaches in design; (2) inadequate focus on the underlying causes of mainly girls dropping out of school and to a limited extent GBV, thus limiting the Programme from meeting needs required to achieve the outcomes; and (3) the narrow focus of outcome 4 interventions on gender responsive planning, budgeting, programme management, laws, and policies precluded support for building the capacity of CSOs to hold local governments accountable for service delivery – yet this was a critical support function required to achieve the goal.
Efficiency	B/C	Measures were instigated to improve Programme cost efficiency including platforms for joint planning and review. The UN Women country office provided support to enhance the quality of Programme implementation and coordination. Persistent challenges in timely delivery throughout the life of the Programme, high administration costs (due to the many partners involved), and delays in dropping or reforming non-performing partners all contributed to undermine the efficiency of the Programme.
Effectiveness	B	The programme achieved results across all outcomes. However, many of them were still emerging and require further support to consolidate them.



Criterion	Score	Details
Impact	B	There was evidence of institutional behavioural change towards gender. There were examples of initiatives to reform policies and programmes to ensure they are gender-responsive, instigated by MDAs themselves as a result of the momentum created on gender. Individual lives of women and girls were changed. Girls in GEM clubs were more empowered and confident than before the Programme. GBV survivors felt more secure than before and their contact with services was funded by the Programme. However, impact was limited as results were still emerging.
Sustainability	B	There are differentials in sustainability across outcomes. Most outcome 1 results (policy and operational reforms) are sustainable in themselves, but will require additional support to build the necessary capacity for implementation. Opportunities exist for Programme initiatives to be consolidated. The UNDAF 2016-2020 incorporates many UNJPGE initiatives (e.g. GBV, gender-responsive planning, and budgeting and programme management). The NDP II 2016-2020 was also gender mainstreamed though funding from UNJPGE, creating possibilities for further investments.
Validity of Design	C	<p>Strengths: The Programme design and objectives were precise. Its strategic focus provided a well-rounded programme which accommodated the multi-pronged approaches required to address gender inequality effectively. Partnerships were largely appropriate. Duplication avoidance, coherence, and synergies were facilitated by the joint planning and implementation structures.</p> <p>Weaknesses: The intervention logic across outcomes was not well designed. Implementers experienced challenges with the intervention logic. Human rights approaches, a key to GEWE actions, were not mainstreamed in the design. Results were not clearly formulated. This in turn negatively affected the determination of indicators and setting of targets. As a result programme performance was difficult to measure against targets.</p>
Management and Coordination	B	<p>Coordination roles were clear. Coordination platforms ensured duplication was removed and processes for peer review and learning were effective. An elaborate monitoring and evaluation system was instituted. Attempts were made to coordinate with other joint programmes on gender.</p> <p>Challenges arose in implementing the M&E system mainly in the areas of oversight, coordination and support. Outcome leads role was reduced to organising meetings as the role was not resourced.</p>
Joint Programming	B	<p>“Jointness” resulted in ownership of the Programme which spurred the achievement of results. Sharing of resources and knowledge was facilitated by the joint programme thus enhancing implementation efficacy. UN agencies were able to speak with one voice on policy and programmatic reforms required in government.</p> <p>However, complete “jointness” requires a flexibility which was undermined by PUNOs, in some cases, remaining within their mandate. Visibility and communication needed to be strengthened to promote the joint programming modality. A separate UN platform was required to enforce mutual accountability on performance.</p>



Overall, the UNJPGE scores a B. Despite numerous challenges, the Programme managed to achieve results which have the potential for delivering more gender responsive government programmes. However, these results needed to be consolidated by building capacity for implementation, as well as accountability and oversight for performance. Without this support the risk for reversal of gains is very high. The momentum created on gender within government needs to be utilised to facilitate reforms that remain to be implemented to advance the gender agenda.

5.2 Recommendations

Based on the findings of the evaluation, recommendations have been organised around two key areas:

- a. Designing the future joint programme on gender equality; and
- b. Designing and implementing joint programmes in general.

5.2.1 Designing the future joint programme on gender equality

A. Engage all stakeholders early in the design of the Programme

There were concerns among some MDAs that they were involved late in the Programme design. It is important for a future programme to build ownership from the outset by engaging stakeholders early in its design. This engagement should facilitate meaningful involvement and leadership from the MGSLD. It is recommended that UN Women should facilitate the establishment of a technical steering committee for the design of the new programme which includes key MDAs, MGSLD, PUNOs and CSO representatives. The committee should be co-chaired by UN Women and MGSLD. A smaller design team (not more than four persons) comprising a selection of UN Women and MGSLD staff should be responsible for leading the design and reporting to the technical steering committee.

B. Select few and relevant PUNOs for the joint programme

The UNJPGE had too many partners with some taking peripheral roles. It is important that UN Women in consultation with MGSLD defines the support areas for the next joint programme based on recommendation C. From these support areas a maximum of four UN agencies should be selected to participate in the Programme based on a clear rationale for their involvement and a vision for how their comparative advantages will be utilised in the Programme.

C. Select thematic areas that provide the best value for money

The evaluation has shown that given the limited funding in the gender sector, the selection of thematic areas and interventions needs to be based on the following criteria:

1. alignment to the NDP II (2015/16-2019/20), UNDAF (2016-2020) and Uganda's GEWE commitments;
2. contributing towards filling the gap in funding for gender within UN agencies;
3. interventions that provide the highest multiplier effects with regard to scale-up and sustainability, that meet the needs of women, and address the underlying causes of gender inequality and disempowerment.

It is also important that the Programme builds on the results of the UNJPGE to consolidate and



sustain them as many were still emerging. Without this support there is a risk for reversal of gains.

To determine the gap in funding it would be prudent for UN Women to examine the possibility of conducting a gender resource gap analysis among UN agencies which will involve:

1. determining what UN agencies are doing and resources allocated with regards to gender; and
2. the gaps which exist in resources and thematic areas. Such an assessment will require willingness and transparency from UN agencies and the participation of the RC's office.

Finally, interventions should be informed by a situation analysis that clearly defines the problem and how the different interventions will address it.

D. Geographic scope should not be too wide to undermine depth of support

Working in ten districts, the UNJPGGE was too thinly spread out in context of the available resources. This affected integration and the depth of investment in target districts. By focusing on high multiplier effect interventions, it is possible for the new programme to influence scale-up by demonstrating the efficacy and cost efficiency of initiatives implemented in a few districts. Thus the argument for wide geographic coverage can at least be ameliorated. UN Women should facilitate a process that allows for the determination of these districts. It is advisable that the selection process should consider districts that were under the UNJPGGE to build on the momentum created therein, and deepen its reach and impact.

E. Human rights based approaches should be mainstreamed in the design

Human rights should be incorporated into the design of the next UNJPGGE from the outset, as omission of this important element would pose challenges during implementation. However, fortifying women's rights was still the end result of the Programme: it is impossible to separate GEWE work from achieving and securing the rights of women. This needs to be recognised by UN Women and MGSLD in a new programme.

5.2.2 Designing and implementing joint programmes

A. Follow UNDG guidance note on joint programmes

The UNDG guidance note on joint programmes produced in 2014 provides solutions for many of the challenges encountered in implementing the UNJPGGE and should be followed when designing joint programmes.

B. There are gaps in the UNDG guidance note that need to be considered at a national level

The gaps in the UNDG guidance note on joint programmes relate to performance accountability. A mutual accountability framework needs to be agreed on by all PUNOs as part of the joint programme design process.

A. Support for the full operationalisation of the outcome lead role

Outcome leads are important to simplify coordination and monitoring in a complex programme. Yet in most cases this role is not clearly defined with regards to performance and the resources



necessary to operationalise it. It is recommended that joint programmes address this issue through mutual discussions on resource allocation and cost-sharing options.

A. Role of the UNCT structure in oversight

The need for a separate UN agencies platform to discuss joint programmes was apparent in the UNJPGE. Thematic convergence groups are possible but this role would be better suited for a UNCT structure, and possibly the PMT which would report to the UNCT because of policy and UN-wide strategic implications.

A. Visibility and communication needs to be strong

Joint programmes have a critical need for visibility and communication. First, to demonstrate how the UN system is helping support government objectives stated in the national development framework; second, in order to publicise the added value of the modality so as to mobilise UN-wide support for the modality. Finally, demonstrating effectiveness and added value aids resource mobilisation for the modality.

5.3 Lessons Learnt

Many lessons can be distilled from the UNJPGE implementation. The lessons have been organised around the following:

1. mainstreaming gender responsive planning, budgeting and service delivery in government;
2. establishing a multi-sectoral approach to providing GBV services to survivors;
3. girls education;
4. engagement of government by CSOs on GEWE commitments; and
5. the UN delivering as one on gender.

There are other learnings which do not necessarily fit into the five categories above, but should be considered for future programmes of this nature.

5.3.1 Mainstreaming gender responsive planning, budgeting and service delivery in government

- A. Entry points in government are important as they have the effect of speeding up reforms. This should go beyond invitation to coordination meetings to include their involvement in planning, implementation and review of performance of activities at the ministry level. This will ensure reforms are supported from the highest levels in the ministries. This approach calls for a greater involvement and flexibility in UN organisational structures for senior level staff (country representatives and their deputies) to engage with MDAs executive leadership (that is ministers and permanent secretaries). This approach should also recognise the importance of building momentum at the lower levels of the ministry to ensure the programme is supported across the government ministry or agency.
- B. Mainstreaming gender and GRB in government requires a dual and balanced focus on national and local levels, especially in a decentralised governance structure such as that in Uganda. The national level provides the policy framework, while local governments as the service centre, operationalise it. In working with local governments, stronger involvement and leadership from the MoLG is needed to take advantage of opportunities for influencing changes at this level.



- C. Leadership of the Ministry of Gender is critical for the process. In building the gender capacity within different MDAs, great care needs to be taken to avoid weakening the ministry as the overall leader of the national machinery. The adopted approach has to increase the relevance of the Ministry of Gender within the MDAs so its overall position is not diminished. This entails partners involving the MGSLD in the building of capacity for gender mainstreaming in MDAs. This ensures the results in MDAs are also linked to the Ministry of Gender, which increases its relevance and in turn strengthens its ability to coordinate the gender machinery. Furthermore, initiatives should be owned and spearheaded by the highest levels in the Ministry of Gender to ensure the necessary support is provided for initiatives. This approach may need to be supported by an assessment of the organisational structure of the Ministry of Gender to examine how it can effectively and sustainably play this role. A workable but context-specific framework that provides flexibility in working with MDAs and concurrently time strengthens the capacity of the Ministry of Gender, needs to be agreed to.

5.3.2 Establishing a multi-sectoral approach to providing GBV services to survivors

- A. One of the key lessons from the Joint Programme with regards to GBV is that GBV directly deals with and shapes human life. Therefore support must be shaped by taking this into consideration and answering the following:
- i. How do we meet all the short term needs of the survivor in a way that does not reinforce the implications of the experience of GBV (helplessness, insecurity, despair, and rejection)?
 - ii. How do we reintegrate the survivor in society and support their long term needs to avoid repeated abuse?
- B. Approaches adopted by the UNJPGE show GBV needs to be addressed via a multi-sectoral approach which tackles both the 'demand' and 'supply' side of GBV. On the one hand this means providing comprehensive services for the survivor (including health, justice, and social services) and on the other, ensuring efforts are directed at addressing the causes of GBV. This requires an in-depth understanding of the needs of survivors and the underlying causes of GBV, and a strong UN-government-CSO partnership for delivery.
- C. Results of the evaluation show that the capacity of the government to take-over and sustain any approach adopted for GBV needs to be considered. Measures to test the feasibility of adopting these approaches in terms of long term sustainability could entail having government lead the pilots in partnership with specialist CSOs (for technical support and guidance) with the UN as interlocutor.
- D. Furthermore, the capacity of public service providers to meet an increased demand from GBV survivors needs to be considered. Ways of developing and sustaining capacity should be developed. Policy initiatives that are needed to foster this can be led by the UN.

5.3.3 Girls Education

- A. The work on education provides a model for investments in gender: **small investments with high multiplier effects**. It demonstrated how evidence from the ground can be used to influence sector policy and programmes for scale-up of gender responsive education. This is important



because the resources available for gender work are minimal and therefore identification of interventions that provide the best value for money (in results and scale) or 'gender niche' need to be identified.

- B. In light of these funding constraints within the gender sector, and the extent to which resources were thinly spread out in the UNJPGE, it may be imprudent to invest in sectors where other UN agencies already provide significant investments. For example, support could be offered to ensure programmes of other UN agencies are gender responsive. In the education sector for example, support could have been provided to UNICEF to conduct gender audits of its education portfolio and defining ways that UNICEF could promote gender responsive education as this is at the heart of UNICEF's work.
- C. Support to improve school attendance and completion rates among girls was important. It was clear, as with GBV interventions, initiatives to bring children back to school need to address the major drivers behind girls dropping out of school.

5.3.4 Engagement of government by CSOs on GEWE commitments

- A. CSOs are key to advancing the GEWE agenda due to their relatively flexible nature, and reach and role in building the capacity of rights holders. The UNJPGE enhanced the relevance of participating CSOs, especially in relation to the inroads made into government processes. The focus on building capacity of smaller CSOs at local and national levels has the potential to build a critical mass for the women's movement. However, there is need to substantively include CSOs in planning, and designing them into the resource allocation framework, so as to match inputs with expected outputs and outcomes.
- B. Local CSOs need to know what to expect from the national CSOs in order to make the relationship more predictable as well as equitable.

5.3.5 The UN delivering as one on gender

- A. The UNJPGE has demonstrated that pooled funding is the most effective way for implementing joint programming for UN agencies. With the absence of a common budget and performance framework, it is difficult to foster inter-agency collaborations and integration of activities needed in a joint programme. This is clearly reflected in the challenges faced by the three joint programmes on gender (UNJPGE, UNJPGBV, and UNJPFGM) which operated parallel to each other in most cases during the evaluation period because funding was not pooled. One gender programme for all agencies with pooled funding is a more appropriate approach to pursue and meets the ideals of joint programming.
- B. In order for joint programmes to take full advantage of opportunities for value addition in inter-agency work and other forms of cooperation, there is a need for flexibility among the PUNOs. This requires some flexibility to move out of 'business as usual' or 'confinement to mandates' style to ensure delivery takes full advantage of "jointness".
- C. UN agencies are independent entities and operate at the same level, making performance accountability by one agency to another problematic. The challenges UNJPGE faced in this regard give prominence to the need for PUNOs in a joint programme to agree to a commonly agreed mutual accountability framework at the outset. Having this agreement alone is not enough, as demonstrated by a lengthy process of performance enforcement undertaken by



the PUNOs in the UNJPGE. There is need for a separate UN agencies platform to oversee the performance of joint programmes because failure in one joint programme has a direct influence on development partners' trust on using this approach.

- D. In addition to the performance framework, it is important for the PUNOs to develop and agree on implementation guidelines for the Programme from the outset to clarify procedures and expectations.
- E. Having outcome leads is important to simplify coordination and monitoring. However, the UNJPGE shows that if there is no commonly agreed and adequately resourced performance framework for the coordination function, an outcome leads' role becomes unattainable. Secondly, the UNJPGE laid bare the question of which institutions should be outcome leads especially for a programme that involves government and CSOs. UN agencies should play the interlocutor between government and CSOs in joint programmes, and hence take lead of all outcomes. CSOs, unless impossible, should not be made outcome leads. This is because they often lack the clout necessary to coordinate government and PUNOs.
- F. The lack of a fully staffed coordinating secretariat in the designated coordinating agency undermines coordination and implementation of the Joint Programme, especially given UNJPGE's wide scale and multi-faceted nature. In a multi-sectoral joint programme, integration, technical support and implementation oversight are required. These demands can be overpowering for current organisational structures in PUNOs. Therefore the support of a separate secretariat within the designated coordinating agency is essential. This secretariat would need support from the PUNO technical staff during implementation. The UNJPGE has shown that as a minimum, the secretariat requires senior level staff that can offer expert opinion in the following roles and positions:
 - i. Coordinator
 - ii. Monitoring and Evaluation Specialist
 - iii. Monitoring and Evaluation Assistant
 - iv. Visibility, Communication and Advocacy Specialist
 - v. Finance Officer
- A. Management of the UNJPGE has shown that in order to offer the technical expert support required by partners for different themes, a fluid operational structure has to be developed between the secretariat and the country office (which presumably should have technical experts in the themes of the Programme supported by a country budget). This approach enables the secretariat to focus on its core business of coordination and implementation oversight.
- B. Delays in disbursement are inherent in the operational systems of some UN agencies and need to be taken into consideration during selection of PUNOs for the joint programme, and when agreements on delivery and work plans are made at the outset.
- C. The implementation structures for the Programme promoted participation by PUNOs, MDAs and CSOs in planning and review. This process enabled implementers and reform targets to own the Programme. Ownership ensures the reform agenda is successful and contributed immensely to the success of this Programme.



5.3.6 Other lessons

- A. Human rights based approaches need to be included in the design of the Programme to facilitate consistent implementation. The adoption of a human rights approach guarantees that mechanisms for sustainably supporting the fulfilment of rights by duty bearers are put in place.
- B. Decisions on thematic focus and interventions need to take consideration of:
 - i. the underlying causes of gender inequality, and women's disempowerment; and
 - ii. areas where investments can have the highest multiplier effects given the limited funding for the gender sector.
- A. Conducting a programme specific baseline is important to verify interventions and the assumptions underpinning them.



Annex 1: Terms of Reference

Terms of Reference for End of Programme Evaluation

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

I. Description of the Programme

The United Nations Joint Programme on Gender Equality in Uganda (UNJPGE) is a five-year programme (2010 - 2014) coordinated by the UN Entity for Gender Equality and Women's Empowerment (UN Women), involving Eight 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 support Government of Uganda address the national gender priorities to enhance gender equality and women's empowerment line with 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 JPGE outcome areas are also aligned to the UN Development Assistance Framework (UNDAF) 2010-2014, and contributes to specific UNDAF Outcomes. The programme is expected to contribute to the realisation of five key outcomes as follows:

1. **Outcome 1** focuses on strengthening government capacity for gender responsive planning, budgeting and programme management to directly benefit women and girls. It targets the capacity of Ministry of Gender, Labor and Social Development (MGLSD) to effectively coordinate gender-related initiatives in the country, in close collaboration with other key government MDAs in the accountability sector.
2. **Outcome 2** aims at improving access to justice, health and psychosocial services for SGBV (GBV) advocacy and integrated service delivery, and seeks to offer protection 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 to raise awareness for women and children who encounter this type of violence. The integrated model includes a number of legal, psycho-social and health services.
3. **Outcome 3** aims at increasing 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 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.



4. **Outcome 4** focuses on strengthening civil society capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies.
5. **Outcome 5** aims at getting UN partners to deliver effective, strategic and efficient support for gender-responsive governance.

The programme is implemented in ten (10) target districts of Kaabong, Moroto, Kween, Pallisa, Nebbi, Gulu, Kitgum, Lira, Masaka, Mbarara, 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. UN Women is the coordinating agency for the joint programme.

II. Purpose and Scope of the evaluation

As specified in the UNJPGE implementation guidelines, it is a requirement to conduct an end of programme evaluation of the UNJPGE. The purpose of the evaluation will be to evaluate the Joint Program design, operations, administration, and outcomes in order to identify lessons and good practices that can improve future Joint Programming on Gender Equality and Women's empowerment in Uganda.

Objectives

The main objectives of the proposed review are to:

- i. Take stock of the 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. Identify key lessons and make recommendations on how to improve joint programming on Gender Equality and women's empowerment in Uganda. The evaluation will be a tool for deepening knowledge and understanding of the assumptions, risks, options and limits of development programming and cooperation around GEWE in Uganda.

Scope of the evaluation

The evaluation will specifically include:

- Participating UN Organisations (PUNOs).
- Main Implementing Partners (Government, NGOs, CSOs) of UN participating organisations
- Target beneficiary communities/groups under the Programme
- 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, Departments and Agencies.
- Participating CSOs
- Target beneficiary communities/groups
- Relevant staff in participating UN-agencies.
- UNCT and its structures (PMT and M&E group)
- UN Women
- Technical units and head of Units in the participating UN-agencies.
- UN-agency Headquarters
- Development partners, and particularly the main donor(DFID)

III. Evaluation Use

Aligned with United Nations Evaluation Group (UNEG) Norms and Standards, this evaluation has an explicit focus on utility. The Government of Uganda, Donors and the UN will be the primary users of this evaluation. A synthesised knowledge product drawing upon lessons learned about the process and management of the joint program will provide recommendations for effective design, planning, management, monitoring and evaluation for future joint programming/programmes on GEWE in Uganda. Lessons learned and information relating to the outcomes of the Joint Program and its impact will provide input into the priority areas of focus for future Joint Programming in these areas. This knowledge product will be shared with key stakeholders, donors and partners. The development of this document will be done by the evaluation team, in close collaboration with the Evaluation Management Team and the Resident Coordinator. 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 evaluation results will be shared broadly with all stakeholders involved in the Programme to inform future initiatives. It will specifically be posted on the online UNWOMEN 'Global Accountability and Tracking of Evaluation Use - GATE System'.

IV. Key Evaluation Questions / Analytical Framework:

The specific review questions and relevant evaluation instruments will be determined during the inception stage and in close consultation with the Evaluation Reference Group. The following questions shall guide the inquiry under the different aspects of the analytical framework.

1. Relevance: To what extent have the objectives of the Joint Program been consistent with the evolving needs and priorities of the beneficiaries, partners, and stakeholders?
2. Efficiency: How economically were resources / inputs (funds, expertise, time, etc.) converted to results?
3. Effectiveness: To what extent were the Joint Program's objectives achieved, or are expected / likely to be achieved? The basis for this inquiry will be the JP results framework



4. Sustainability: What is the likelihood of a continuation of benefits from the UNJPGE after the intervention is completed or the probability of continued long-term benefits?
5. Impact: What were the Positive and negative, primary and secondary long-term effects produced by the Joint Program, directly or indirectly, intended or unintended? (The evaluation will not be able to fully assess the Joint Program's impact, as some activities are still ongoing; however it will address the following questions with the results and evidence that is available to date)
6. Validity of the design: How well was the program conceived and what effect this had on its potential to achieve the postulated results?
7. How well were the Management and Coordination functions and what was their impact on the implementation and achievement of results?

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)
1. Acronyms (1 page)
2. Background and Programme Description (1-2 pages)
3. Purpose of the review (1 page)
4. Methodology and review process (1 page)
5. Findings, Analysis, Conclusions, and Recommendations (no more than 20 pages). *This section's content should be organised around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated*
6. Lessons learned (if applicable, 1-2 pages)
7. Annexes: including the terms of reference, evaluation matrix, work plan, data collection instruments and any other relevant documents.

V. Methodological approach

The evaluation methodology will be developed by the Evaluation Team and presented for approval to the Evaluation management team. 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 to 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.unwomen.org/about-us/accountability/evaluation/>), UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the UN 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 evaluation should draw on and serve to complement the previously conducted and on-going Joint Program evaluations in Uganda (i.e. JP GBV, and the Mid-Term review of the UNJPGE).

The consultants are expected to:

- i. Present and discuss an Inception Report** to the Evaluation Management Team. 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 a desk review** which will focus on an in-depth context analysis of the Joint Programme, and also answer some questions of relevance. The documents include all those listed in the next section of this ToR.
- iii. Conduct Key Informant Interviews:** Key informants are individuals who are knowledgeable or experienced in a specific areas or aspects of the Joint Programme. For the purposes of this evaluation the key informants could range from Steering and Technical Committee members, key staff of participating agencies and Ministries, key civil society partners, implementing partners, and representatives of the beneficiary groups. Depending on the nature of information required, available time and resources, the evaluating team will conduct semi-structured individual or group interviews. This methodology will be useful for triangulating information and interviewing a broad range of stakeholders.
- iv. Conduct Focus Groups / Consultation Workshops:** Focus group discussions can gather in-depth qualitative information from a group of participants with a similar background/role in the Joint Program – for example, civil society partners, community leaders, program participants / beneficiaries, etc. The discussion will be facilitated and guided by a list of topics/questions developed by the evaluating team. The team will also identify focus groups based on the areas of evaluative inquiry.
- v. Conduct Field and site visits:** A selection criteria will be developed in consultation with the evaluation team, the Joint Program management unit as well as national leadership

VI. Documents that will be shared with the evaluators

- UNJPGE programme documents, MoUs, SAAs.
- UNDAF 2010-2014
- UNJPGE results Matrix
- UNJPGE Mid-Term Review Report
- 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
- The relevant national documents (e.g. Uganda Gender Policy, National Development Plan, etc.)

VII. Main Outputs of the Evaluation

The evaluation team will be expected to deliver:

1. An Inception report that includes a detailed evaluation design outlining key questions, data collection and analysis methods, data collection tools/protocols, list of key informant/agencies; review of evaluation questions, performance criteria, issues to be studied; Description of theory of change/intervention logic; Work plans for all members of the evaluation team with clear timelines and responsibilities; Evaluation matrix (with at least evaluation questions, indicators, methods of data collection, data sources, evaluation criteria). This framework should be developed in a participatory manner- (the evaluator and the Evaluation Management Task Force will work closely) before commencement of the actual review.
2. Data collection instruments/tools that will inform a systematic and structured approach to information gathering and analysis.
3. A draft report for review by the Steering Committee, Participating UN Agencies and main partners
4. A second draft report incorporating comments made on the first draft.
5. Power point presentation for dissemination purpose
6. A synthesised knowledge product drawing upon lessons learned about the process and management of the joint program
7. 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 including beneficiary communities.
8. One or two success stories to be included in the UN Resident Coordinator's Annual Report 2013 as separate Annexes to the final report according to a given format.
9. Observations Report that documents the review process so that the process can be improved in the succeeding Joint Programme reviews.
10. As annexes to the final report:
 - a. Terms of Reference.
 - b. Updated and/or revised UNJPGE Results Matrix.
 - c. List of documents reviewed.
 - d. Data collection tools used
 - e. List of UN agencies, implementing partners, staff and other stakeholders consulted.



VIII. Management Arrangements, work plan and time frame

In line with UN Evaluation Group Norms and Standards, an Evaluation Management Task force will be constituted to serve as a sounding board and consultative body to ensure the active involvement of stakeholders. The evaluation Management Task force will help to:

- Provide a more balanced picture of views and perceptions regarding the progress of the JPGE.
- Make the evaluation more relevant through influencing not only the way the evaluation process is designed and implemented, but also the possible consequences and utilisation 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 Management task force will serve as the primary contact with the evaluation team. The Task force will consist of beneficiaries, M&E specialists from Select UN agencies, Government, and CSO. The Task Force will assist key aspects of the evaluation process such as drafting ToR, making inputs in 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 Task Force will also coordinate the primary data collection. Prior to the evaluation, the Task Force 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 Task Force will meet the evaluators to discuss whether the agreed upon criteria have been fulfilled. The Task Force 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 30 working days during December 2014 - January 2015.

Accountabilities

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



Annex 1.1: Key Evaluation Questions/Analytical Framework

The following questions shall guide the inquiry under the different aspects of the analytical framework.

Relevance: *The extent to which the objectives of the Joint Program are consistent with the evolving needs and priorities of the beneficiaries, partners, and stakeholders.*

1. How has the Programme addressed the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future?
2. How have the stakeholders taken ownership of the Programme concept?
3. How do the partners, target groups and beneficiaries consider that the Programme achieved its goal in contributing gender equality towards enabling women access services and opportunities
4. To what extent has the Programme contributed to the national priorities stipulated in key documentation (National Gender Policy, National Development Plan)?
5. How have the Programme objectives addressed identified rights and needs of women and girls in national and regional contexts? How much has the Programme contributed to shaping women's rights priorities?
6. To what extent has gender been institutionalised and coordination capacity developed?
7. What rights does the program advance under CEDAW, the Millennium Development Goals and other international commitments? How has the program contributed towards the achievement of MDG3 in Uganda?

Efficiency: *A measure of how economically resources / inputs (funds, expertise, time, etc.) were converted to results.*

1. What measures have been taken during planning and implementation to ensure that resources are efficiently used?
2. Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed?
3. Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?
4. Were resources (financial, time, people) sufficiently allocated to integrate human rights and gender equality in the design, implementation, monitoring and review of the JP?
5. Have UN Women's (as coordinating agency) and UNDP's (as administrative agency) organisational structure, managerial and coordination mechanisms effectively supported the delivery of the Programme?
6. Have UNDP (as administrative agent) organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the Programme
7. What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?

Effectiveness: *The extent to which the Joint Program's objectives were achieved, or are expected / likely to be achieved. The basis for this inquiry will be the JP results framework*



1. What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved?
2. What are the reasons for the achievement or non-achievement?
3. To what extent have beneficiaries been satisfied with the results?
4. Does the program have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges?
5. To what extent have the capacities of duty-bearers and rights-holders been strengthened?

Sustainability: *The likelihood of a continuation of benefits from a development intervention after the intervention is completed or the probability of continued long-term benefits.*

1. What is the likelihood that the benefits from the program will be maintained for a reasonably long period of time if the program were to cease?
2. Is the program supported by national/local institutions? Do these institutions, including Government and Civil Society, demonstrate ownership, leadership commitment and technical capacity to continue to work with the program or replicate it?
3. Do partners have the financial capacity to maintain the benefits from the program? What might be needed to support partners to maintain these benefits?
4. 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.)?
5. Based on the findings of the evaluation and demand from the beneficiaries and national institutions, which components of the program should be carried over into a future phase, and are there any recommendations for their improvement?

Impact: *Positive and negative, primary and secondary long-term effects produced by the Joint Program, directly or indirectly, intended or unintended. (The evaluation will not be able to fully assess the Joint Program's impact, as some activities are still ongoing; however it will address the following questions with the results and evidence that is available to date)*

1. What are the intended and unintended, positive and negative, long term effects of the program, particularly on different groups of women and on their socioeconomic conditions?
2. To what extent can the changes that have occurred as a result of the program be identified and measured?
3. What is the evidence that the program enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?

Validity of the design: *How well the program was conceived and what effect this had on its potential to achieve the postulated results.*

1. Was a gender analysis conducted during the UNDAF or the development of the Programme? If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the Programme design?
2. Were the planned programme outputs and results relevant and realistic for the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
3. Is the intervention logic coherent and realistic? What needs to be adjusted? (refer to the Programme Results Matrix)



4. Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)?
5. 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?
6. Who are the partners of the Programme? How strategic are partners in terms of mandate, influence, capacities and commitment?
7. 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?
8. 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?
9. To what extent were the issues of duplication, coherence and synergy addressed among the IPs?

Management and Coordination:

1. How well were the responsibilities delineated and implemented in a complementary fashion?
2. How well have the coordination functions been fulfilled?
3. Have the management and implementation capacities (coordination, participating UN agencies, IPs) been adequate?
4. How effectively has the Programme management (UNJPGE Coordination Structures) monitored programme performance and results?
5. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
6. Has the relevant UN Joint Program information and data systematically being collected and collated?
7. Has information been regularly analysed to feed into management decisions?
8. How (if at all) has the Programme made strategic use of coordination and collaboration with other Joint Programmes (UNJPGBV & UNJPFGM) to increase its effectiveness and impact?

The Joint Programme as a vehicle for the UN Agencies to deliver as one:

You need to capture the aspect of “jointness” – how has this contributed/influenced the efficiency, effectiveness, impact and sustainability of the Programme. This is a major aspect that many donors want to look into. It has always been difficult for the UN to show the value of having joint programmes or delivering as one as opposed to agency specific programmes. Maybe this can be an opportunity to somehow measure this and provide concrete examples.

1. How has the “jointness” of the Programme contributed to the efficiency of programme implementation and management? if so, how? Please provide examples to illustrate this point - We need to look at duplication of and possible gaps in interventions, if any.
2. How has the “jointness” of the Programme contributed to its effectiveness? If so, how. Provide examples
3. How has the jointness of the Programme affected/shaped the impact at both individual and institutional levels? Has the fact that there are several agencies involved in the Programme made a difference? If so, how? Please provide examples.



Annex 2: Evaluation Framework

Evaluation criterion	Detailed questions/Issues	Indicators	Methods and sources
Relevance	How has the Programme addressed the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future?	Programme outcomes are linked to gender priorities in the country reflected in national policy and planning documents (CEDAW recommendations and implementation plan, Gender Policy, NDP 2010-2014).	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>NDP 2010-2014, UNDAF, 2010-2014, Uganda Gender Policy, Project proposal, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>)
	How have the stakeholders taken ownership of the Programme concept?	Stakeholders demonstrate understanding of the issues; possibly mainstreamed it in their own programming strategy;	Key informant interviews (<i>PUNOs, MDAs, CSOs</i>)
	To what extent has the Programme contributed to the national priorities stipulated in key documentation (National Gender Policy, National Development Plan)?	All JPGE outcomes are aligned to NDP-2010-2014 Gender Policy and UNDAF 2010-2015 by contributing to results/goals in these documents.	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>NDP 2010-2014, UNDAF, 2010-2014, Uganda Gender Policy, Project proposal, DFID annual reviews, UNJPGE Annual Progress reports</i>)
	To what extent are the objectives and approaches consistent with regional agreements/commitments on gender equality and women's empowerment that Uganda is party to?	Number of regional commitments Uganda is party with regards to gender equality aligned with the JPGE by contributing to specific strategies enshrined in the international and regional GEWE commitments to which Uganda is party	Key informant interviews (<i>PUNOs, MGLSD, MoFED</i>) Literature review (<i>Uganda Gender Policy, UNJPGE Project proposal, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>)
	Do primary beneficiaries (women, girls, and institutional beneficiaries) feel that the JPGE activities are addressing their needs with regards to women's empowerment and gender equality?	UNJPGE addresses the needs of women and girls with regards to women's empowerment and gender equality (equality in access to services, e.g. education, health; access to services for GBV survivors) UNJPGE interventions addresses the capacity needs of MDAs and CSOs to deliver on gender equality and women's empowerment (equality in access to services, e.g. education, health; access to services for GBV survivors.)	Key informant interviews (<i>PUNOs, MDAs, CSOs, DFID</i>) Literature review (<i>Activity reports, UNJPGE Project proposal, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>) FGDs with women and girls in selected districts Group discussion with women focused CSOs under UWONET.
	How relevant has: i) the geographical focus; ii) the choice of regional and local priority areas; and iii) sectoral priority areas been? How were these determined	UNJPGE fills major gaps in support in the geographical areas of focus The process of determining the areas of focus was needs based	Key informant interviews (<i>PUNOs, MDAs, CSOs, DFID</i>) Literature review (<i>UNJPGE Project proposal, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>)
	To what extent was the JPGE a relevant instrument in delivering "as one" on gender?	UNJPGE facilitated the Delivering as ONE on gender equality and women's empowerment through one results framework, coordination and management of GEWE across the UNCT	Key informant interviews (<i>PUNOs, MDAs, CSOs, DFID</i>) Literature review (<i>UNJPGE Project proposal, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>)
	To what extent did the JPGE in design and implementation adopt the human rights based approach? How have the Programme objectives addressed identified rights and needs of women and girls in national and regional contexts? How much has the Programme contributed to shaping women's rights priorities?	Evidence of principles of human rights approach: UNJPGE contributes to the development of the capacities of "duty-bearers" to meet their obligations and/or of "rights-holders" to claim their rights; Dialogue with government is based on human rights Programme aim is to contribute to attainment of human rights	Key informant interviews (<i>PUNOs, MDAs, CSOs, DFID</i>) Literature review (<i>UNJPGE Project proposal, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>)

Evaluation criterion	Detailed questions/Issues	Indicators	Methods and sources
Efficiency	Were resources (financial, time, people) sufficiently allocated to integrate human rights and gender equality in the design, implementation, monitoring and review of the JP?	PUNOs and IPs demonstrate adequate capacity (adequate numbers of staff, adequate skills and knowledge among staff, financial and administrative capacity)	Key informant interviews (PUNOs, MDAs, CSOs, DFID) Literature review (DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report)
	Have UN Women's (as coordinating agency) and UNDP's (as administrative agency) organisational structure, managerial and coordination mechanisms effectively supported the delivery of the Programme?	Opinions of stakeholders on UN WOMEN coordination capacity (technical support, M&E, linking agencies) Opinions of implementing partners on the capacity of UNDP as administrative agent (timely disbursement and reporting)	Key informant interviews (PUNOs, MDAs, CSOs, DFID) Literature review (DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report)
	What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?	Perceptions of Implementing partners on human rights and gender equality programming (knowledge of, adequacy of funding for, and coherence in human rights and gender equality programming)	Key informant interviews (PUNOs, MDAs, CSOs, DFID)
	How satisfied are stakeholders, partners and beneficiaries with the quality of support from PUNOs?	Positive perceptions on the quality of interventions	Key informant interviews (MDAs, CSOs, DFID) Literature review (DFID annual reviews and Mid-term review report)
	Were monitoring, reporting and oversight systems in place adequate and used to inform implementation of the JPGE? Were these well understood by implementers	Monitoring, reporting and oversight mechanisms are inclusive and standardised Examples of decision made as a result of monitoring information Monitoring and reporting systems understood and implemented consistently by partners Existence of monitoring tools; and that they are used for tracking and reporting progress (e.g. PMF, log frame; report templates; data collection tools by service providers, etc.)	Key informant interviews (PUNOs, MDAs, CSOs, DFID) Literature review (DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report)
	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	Stakeholder understanding of gender, human rights based approach to programming and results based management Consistent application of RBM and gender, human rights based approaches to programming	Key informant interviews (PUNOs, MDAs, CSOs, DFID) Literature review (DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report)
	Were targets realistic and indicators measurable in a cost efficient manner?	Indicators meet SMART ¹ Criteria The specified targets are rational in comparison to the context, baseline values, and the investment made and time allocated	Literature review (UJPGE Results Framework and Proposal document, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report) Key informant interviews (PUNOs and IPs)
	Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed?	Activities are implemented as per schedule and on planned budget	Literature review (UJPGE Annual work and Budgets, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report) Key informant interviews (UNWOMEN, UNDP, MGLSD)
	What measures have been taken during planning and implementation to ensure that resources are efficiently used?	Evidence of: Joint implementation Cost sharing Economies of scale	Literature review (UJPGE Results Framework and Proposal document, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report) Key informant interviews (PUNOs and IPs)
	Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?	UNJPGE interventions are least cost and comparable to other JPGE in similar context	Literature review (review of other JPGEs in similar context, review of costs of interventions) Key informant interviews (PUNOs, CSOs, MGLD, DFID)

Evaluation criterion	Detailed questions/Issues	Indicators	Methods and sources
Effectiveness	To what extent did the Programme meet its intended outputs?	Output targets of the UNJPGE are met	Literature (<i>annual reports, bi- and annual retreat reports, joint monitoring visits reports, statistical databases (MGLSD, UBOS, MoE)</i>)
	To what extent did the Programme meet its outcomes?	Outcome targets of the UNJPGE are met	Key informant interviews with PUNOs, IPs, institutional beneficiaries (<i>schools, JLOS (DCC), LG, other MDAs</i>)
	What were the success factors or factors for failure?	Success factors Factors for failure	FGDs with women and girls in selected communities
	What challenges were experienced in the implementation of the Programme?	Challenges experienced (<i>general and specific to outcomes</i>)	
	To what extent have the capacities of duty-bearers and rights-holders been strengthened?	Evidence that duty bearers (MDAs) are better able to protect women's rights Evidence that rights holders (Women, women focused CSOs) are able to claim their rights from duty bearers (MDAs)	Key informant interviews (<i>PUNOs, MDAs, CSOs, DFID</i>) Literature review (<i>DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>) FGDs with women and girls in selected communities
Sustainability	What mechanisms were put in place to ensure sustainability?	Mechanisms put in place in to ensure sustainability	Literature (<i>UNJPGE Proposal Document, UNJPGE annual reports, bi- and annual retreat reports, joint monitoring visits reports, statistical databases (MGLSD, UBOS, MoFED)</i>)
	Do partners have sufficient capacity (human resources and financial) to continue with initiatives?	Evidence of adequate numbers of staff with the right technical capacity Evidence of financial capacity to sustain interventions (including alternative sources of funding)	Key informant interviews with PUNOs, IPs, CSOs institutional beneficiaries (<i>schools, JLOS (DCC), LG, other MDAs</i>)
	Are there adequate supportive measures (legal, policy and institutional framework) to sustain capacity and other initiatives?	Supportive policy and legal framework at national and local level	FGDs with women and girls in selected communities
	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.)?	Evidence of new services, greater responsiveness, resource reallocation and improved quality by partners of the UNJPGE	
	What is the likelihood that the benefits from the program will be maintained for a reasonably long period of time if the program were to cease?	Opinions of stakeholders on the likelihood of sustainability	
	To what extent are interventions and results owned by IPs and stakeholders? What is the willingness among stakeholders to takeover interventions after UNJPGE support?	Stakeholders willing to take-over interventions and continue with initiatives	
Impact	What were the Positive and negative, primary and secondary long-term effects produced by the Joint Program, directly or indirectly, intended or unintended?	Beneficiary views on impact of the UNJPGE (positive and negative)	Key informant interviews with PUNOs, IPs, institutional beneficiaries (<i>schools, JLOS (DCC), LG, other MDAs</i>) FGDs with women, girls in target communities
	What is the evidence that the program enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?	Examples of rights holders claiming their rights from duty bearers Examples of duty bearers protecting the rights of women	Key informant interviews with PUNOs, IPs, institutional beneficiaries (<i>schools, JLOS (DCC), LG, other MDAs</i>) FGDs with women, girls in target communities

Evaluation criterion	Detailed questions/Issues	Indicators	Methods and sources
Management and Coordination	Were there clear management and coordination roles and mechanisms for the JPGE? Were these understood by PUNOs and other implementing partners?	Clear management and Coordination roles PUNOs and IPs demonstrate common understanding of these mechanisms	Literature (<i>UNJPGE Proposal Document, UNJPGE annual reports, bi- and annual retreat reports, joint monitoring visits reports</i>)
	How well have the coordination functions been fulfilled?	Opinions of stakeholders on UN WOMEN coordination capacity (technical support, M&E, linking agencies)	Key informant interviews (<i>PUNOs, CSOs, MGLD, DFID</i>)
	How effectively has the Programme management (UNJPGE Coordination Structures) monitored programme performance and results?	Evidence of a robust M&E system (SMART indicators, clear means of verification, clear structures for data flow, clear frequency of data collection)	
	Has the relevant UN Joint Program information and data systematically being collected and collated?	Evidence of programme information and data data systematically being collected and collated (systematic data flow and	
	Has information been regularly analysed to feed into management decisions?	Monitoring information is consistently used in decision making	
	How (if at all) has the Programme made strategic use of coordination and collaboration with other Joint Programmes (UNJPGBV & UNJPFGM) to increase its effectiveness and impact?	Examples of collaboration between the UNJPGE and UNJPGBV & UNJPFGM	
	How transparent inclusive were planning and coordination processes?	PUNOs and IPs view planning and coordination process as inclusive and transparent	
	What gains have been had in efficiency?	Evidence of timeliness in delivery Evidence of coordinated activities	
Validity of the design	Was a gender analysis conducted during the UNDAF or the development of the Programme? If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the Programme design?	Evidence of gender analysis Opinions of stakeholders on the quality of gender analysis conducted to inform programme design	
	Were the planned programme outputs and results relevant and realistic for the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?	Alignment of outputs and outcomes to women's, CSOs' and MDAs needs to claim and protect women's rights	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>NDP 2010-2014, UNDAF, 2010-2014, Uganda Gender Policy, Project proposal, DFID annual reviews, UNJPGE Annual Progress reports and Mid-term review report</i>)
	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?	Evidence results matrix was preceded by a theory of change/logic model for the Programme design	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>UNJPGE Proposal document</i>)
	Who are the partners of the Programme? How strategic are partners in terms of mandate, influence, capacities and commitment?	Process for determining partners Opinions on relevance of partners	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>UNJPGE Proposal document</i>)
	Is the theory of change underpinning the results framework valid and accurate?	Theory change is based on a sound assumptions clear causal linkage	Literature (<i>UNJPGE Proposal Document, UNJPGE annual reports, bi- and annual retreat reports, joint monitoring visits reports, statistical databases (MGLSD, UBOS, MoFED)</i>)
	Is there sufficient integration of outcomes in design and implementation?	Outcome areas are sufficiently integrated in design and implementation	Key informant interviews with PUNOs, IPs, institutional beneficiaries (<i>schools, JLOS (DCC), LG, other MDAs</i>)

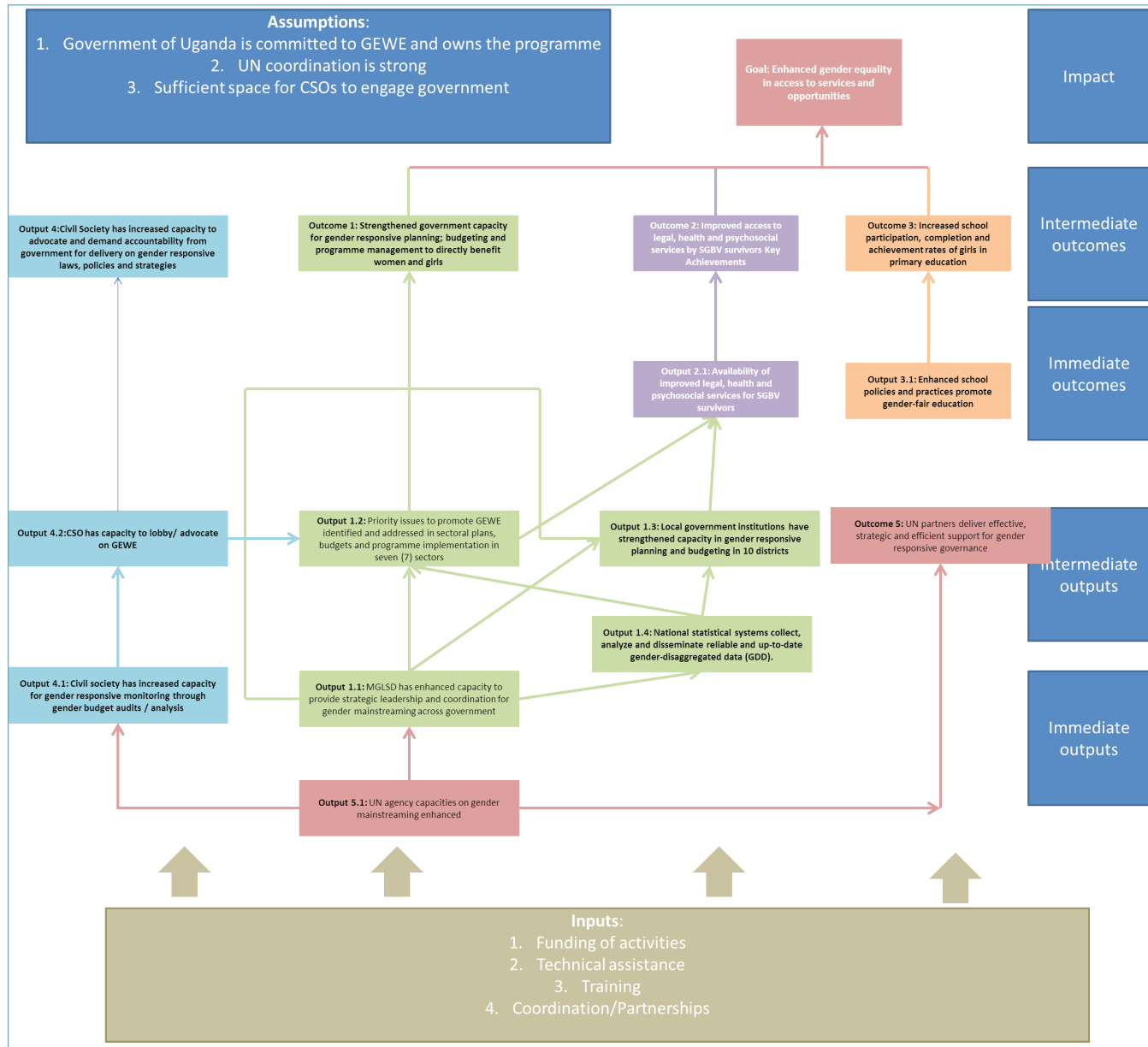
Evaluation criterion	Detailed questions/Issues	Indicators	Methods and sources
Joint Programming	How has the jointness of the Programme affected/shaped the impact at both individual and institutional levels? Has the fact that there are several agencies involved in the Programme made a difference? If so, how? Please provide examples	Evidence of: bringing together their comparative strengths sharpening strategic intervention strengthening strategic leadership developing synergies among United Nations agencies simplifying resource flows promoting coherence in support joint resource mobilisation harvesting economies of scale in provision of services maximising use of funds in support of agency operations	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>NDP 2010-2014, UNDAF, 2010-2014, Uganda Gender Policy, Project proposal, DFID annual reviews, UNJPGGE Annual Progress reports and Mid-term review report</i>)
	How has the "jointness" of the Programme contributed to the efficiency of programme implementation and management? If so, how? Please provide examples to illustrate this point - We need to look at duplication of and possible gaps in interventions, if any.	Evidence of: reduced duplication; reduced fragmentation; reduced competition for funds; and enhanced capacity for strategic approaches.	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>NDP 2010-2014, UNDAF, 2010-2014, Uganda Gender Policy, Project proposal, DFID annual reviews, UNJPGGE Annual Progress reports and Mid-term review report</i>)
	How has the "jointness" of the Programme contributed to its effectiveness? If so, how. Provide examples	Evidence of: Enhanced ownership Effectiveness of UN agencies	Key informant interviews (<i>PUNOs, MGLSD, NPA, OPM, MoFED, DFID</i>) Literature review (<i>NDP 2010-2014, UNDAF, 2010-2014, Uganda Gender Policy, Project proposal, DFID annual reviews, UNJPGGE Annual Progress reports and Mid-term review report</i>)

Annex 3: Changes in Outcomes

Original outcomes	2010/2011 programme review outcome	Current outcome
Outcome 1		
Central(selected sectors) local government have strategies, systems and staff capacities to increase women's access to sustainable livelihood 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	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 organisations that impact the advancement of gender equality Discontinued (2011 to current)	Increased school participation, completion and achievement rates of girls in primary Education (New Outcome 3, 2011)	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 (Re-worded since 2011)
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	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	UN partners deliver effective, strategic and efficient support for gender (Re-worded since 2011)	UN partners deliver effective, strategic and efficient support for gender (Currently Outcome 5)

Source: Adapted from Chikoore, C. and Opolot, S. 2012. *Mid Term Evaluation Report: United Nations Joint Programme for Gender Equality in Uganda.*

Annex 4: Theory of Change



Annex 5: List of People Met

National level

No.	Name	Position	Organisation
1	Dr. Olive Sentumbwe	Population & Health Officer	WHO
2	Ms. Dreeni Geer	Executive Director	WCC
3	Betty Lyamuremye	Gender Officer	UWOPA
4	Ms. Ritah Aciro	Executive Director	UWONET
5	Paulina Chiwangu	Programme Manager	UNWOMEN
6	Kareem Buyana	Gender Advisor	UNWOMEN
7	Sserukeera Thaddeus	M&E Office UNJPGE	UNWOMEN
8	Ms. Sudha Murali	Child Protection Officer	UNICEF
9	Ms. Rosemary Rwanyange Rugamba	Education Specialist	UNICEF
10	Mr. John Bosco Kuimuli – Sempala	WASH Specialist	UNICEF
11	Ms. Evelyn Letiyo	Technical Specialist - Gender	UNFPA
12	Nakku Sarah	Programme Analyst – HIV, Health and Development	UNDP
13	Ms. Norah Madaya	Director Statistics Coordination	UBOS
14	Ms. Assumpta Tibamwenda Ikiriza	Technical Adviser	MOLG
15	Joel Mundua	Development Economist	MOLG
17	Ms. Margaret Kasiko	Gender Advisor	MoES
18	Ms. Ritah Akankwasa	Programme	MIFUMI
19	Ms. Elizabeth Kyasimiire	Commissioner Women & Social Affairs	MGLSD
20	Ms. Margaret Kakande	Head Budget Monitoring	MFED
21	Grace Rwomushana	National Project Coordinator	ILO
22	Ms. Stella Nassolo	UBOS	Gender Statistics
23	Mr. Julius Mukunda	Senior Programme Director	FOWODE
24	Irene Among	Social Development Advisor	DFID



Resident Representatives for UN Agencies and Development Partner

Name and Position	Organisation
Hoddan Adou Country Representative	UNWOMEN
Anna Mutavati Deputy Country Representative	UNWOMEN
Ms. Esperance Fundira Country Representative	UNFPA
Alexio Musindo Country Director	ILO
Mr. Alhaji M. Jallow Country Representative	FAO

District Interviews

No.	Name	Organisation	Position
1	Mr. Lutaaya Joseph	Masaka District Local Government	District Education Officer
2.	Ms. Lillian Musisi	Masaka District Local Government	District Community Development Officer
3	Mr. Seremba Hood	Masaka District Local Government	Deputy CAO
4	Kirabo Sandra(child)	MIFUMI	Survivor
5	Nalunkuma Cathy(child)	MIFUMI	Survivor
6	Ms. Nakayaga	MIFUMI	Care taker
7	Ms. Kamakunne Shalifa	MIFUMI	Care taker
8	Ms.Gloria Nakamya	MIFUMI	Programs Coordinator
9	Natuhwera Donam	Masaka Central Police Station-Child and Family Protection Unit	Police officer
10	David Baxter Bakibinga	Masaka District	Resident Senior State Attorney
11	Patrick Ekomera-	Masaka Referral Hospital	Administrator
12	James Okurut-	Pallisa District Local Government	Secretary Finance Planning and Administration and community Based Services
13	Okuma John Francis	Pallisa District Local Government	District Education Officer



14	Mr. Mbooge Issa	Pallisa District Local Government	CAO Pallisa District
15	Mukesi Robert	Pallisa District Local Government	District Planner
16	Wamire Dawson	Pallisa District Local Government	District Community Development Officer
17	Oneill Emmanuel	Women of Purpose	Programs officer
18	Jane Opolot Juliet Nabende Inyalio Peter Obuge Tabitha Omauk Emmanuel Moses Okiria Ephraim Opolot	Women of Purpose	
19	Irigei	Teso Cultural Union	Former Ikirigi (Prime Minister)-Iteso Cultural Union and Current Member of the Council



Annex 6: List of documents Reviewed

Category	Documents
National Policy Framework	Uganda Gender Policy National Development Plan (2010-2014)
UN Operating Frameworks	UNDAF 2010-2015 UNEG (2011) Integrating Human Rights and Gender Equality in Evaluation -- Towards UNEG Guidance, Global Evaluation Reports Assessment And Analysis System (GERAAS) www.unwomen.org/~media/.../evaluation-geraasmethodology-en.pdf
Independent Reviews	DFID Annual Programme Review Reports (2010, 2011, 2012, 2013, 2014) Mid-term Review Report (2012)
Programme Operational Documents	Annual Narrative and Financial Progress Reports of the UNJPGE, 2010, 2011, 2012, 2013, 2014 Bi- and annual Retreat Meeting reports Joint Monitoring Reports UNJPGE annual Work Plans and Budgets UNJPGE Implementation Guidelines
Programme design documents	UNJPGE Proposal document UNJPGE Results Framework Standard Administrative Agreement between DFID, Government of UK of Ireland and Northern Ireland and UNDP Amendment No 1 to the Standard Administrative Agreement
Research and other operational outputs	Participatory Gender Audits Reports Guidelines for Establishment and Management of GBV Shelters in Uganda Position papers by CSOs legislation of interest to the UNJPGE
Statistical resources	Uganda Demographic Health Survey Joint Health Sector Annual Review Joint Education Sector Annual Review Joint JLOS Annual Review Report Status of Men and Women report Uganda



Annex 7: Tools

Annex 7.1: Key informant Guide Implementers: UNWOMEN

Relevance

1. How has the Programme addressed the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future?
2. To what extent has the Programme contributed to the national priorities stipulated in key documentation (National Gender Policy, National Development Plan)?
3. What process was undertaken to identify rights and needs of women and girls in national and regional contexts? How have the Programme objectives addressed identified rights and needs of women and girls in national and regional contexts?
4. How much has the Programme contributed to shaping women's rights priorities?
5. Have there been changes to the Programme since inception? What were the reasons behind the changes?
6. How have the stakeholders taken ownership of the Programme concept?

Efficiency

1. What measures have been taken during planning and implementation to ensure that resources are efficiently used?
2. Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed?
3. Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?
4. Were resources (financial, time, people) sufficiently allocated to integrate human rights and gender equality in the design, implementation, monitoring and review of the JP?
5. Have UNDP's (as administrative agency) organisational structure, managerial and coordination mechanisms effectively supported the delivery of the Programme?
6. What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?
7. Does the program have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges? **Give examples.**
8. Was a baseline conducted and how was this used in setting the results framework or PMF?



Effectiveness

1. To what extent has gender been institutionalised and coordination capacity developed in Uganda?
2. What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved? **(Probe for the five outcomes: government capacity, multi-sectoral GBV services, girls education, civil society capacity, UN coordination in gender)**
3. What are the reasons for the achievement or non-achievement?
4. To what extent have beneficiaries been satisfied with the results?
5. To what extent have the capacities of duty-bearers and rights-holders been strengthened?

Sustainability

1. What is the likelihood that the benefits from the program will be maintained for a reasonably long period of time if the program were to cease?
2. Is the program supported by national/local institutions? Do these institutions, including Government and Civil Society, demonstrate ownership, leadership commitment and technical capacity to continue to work with the program or replicate it?
3. Do partners have the financial capacity to maintain the benefits from the program? What might be needed to support partners to maintain these benefits?
4. 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.)?
5. Based on your experience with the Programme which components of the program should be carried over into a future phase, and are there any recommendations for their improvement?

Impact

1. What benefits have you seen in different groups of women and their socio-economic conditions? Were there unintended benefits?
2. What are the negative benefits of the Programme?
3. To what extent can the changes that have occurred as a result of the program be identified and measured?
4. What examples are there to show the program enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?

Validity of Design

1. Was a gender analysis conducted during the UNDAF or the development of the Programme? If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the Programme design?
2. Were the planned programme outputs and results relevant and realistic for the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
3. Is the intervention logic coherent and realistic? What needs to be adjusted? (refer to the Programme Results Matrix)
4. Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)?



5. 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?
6. Who are the partners of the Programme? How strategic are partners in terms of mandate, influence, capacities and commitment?
7. 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?
8. 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?
9. To what extent were the issues of duplication, coherence and synergy addressed among the IPs?

Management and Coordination

1. How well were the responsibilities delineated and implemented in a complementary fashion?
2. How well have the coordination functions been fulfilled? Are there any challenges you have faced?
3. Have the management and implementation capacities (participating UN agencies, IPs) been adequate?
4. How effectively has the Programme management (UNJPGE Coordination Structures) monitored programme performance and results?
5. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
6. Has the relevant UN Joint Program information and data systematically being collected and collated?
7. Has information been regularly analysed to feed into management decisions?
8. How (if at all) has the Programme made strategic use of coordination and collaboration with other Joint Programmes (UNJPGBV & UNJPFGM) to increase its effectiveness and impact?

Joint Programming

1. Was the UNJPGE a relevant approach to facilitate the principles of DaO? Why?
2. What results have been achieved? **(Examples: more effective engagement with government on GEWE commitments due to reduced fragmentation and duplication of support)**
3. What have been the weaknesses? How can these be addressed in a future joint programme?
4. How has the "jointness" of the Programme contributed to its effectiveness? If so, how. Provide examples.
5. Has the "jointness" of the Programme contributed to the efficiency of programme implementation and management? if so, how **(Examples: Improved coherence in gender**



mainstreaming, reduced transaction costs for implementers, economies of scale in provision of services, use of comparative strengths of UN agencies to improve effectiveness)?

Lessons Learnt and Recommendations

1. What are the key lessons you have learned in implementing the UNJGPE (Mainstreaming gender in government, establishing a multi-sectoral approach to providing GBV services to survivors, engagement of government by CSOs on GEWE commitments, UN delivering as one on Gender, and Mainstreaming gender in government and GRB)?
2. If you were to implement another UNJPGE what are the key changes you would make? Why?



Annex 7.2: Key informant Guide: PUNOs (excluding UNWOMEN)

General

1. What was your organisation's role/specific interventions in the UNJPGE? When did you start this role/interventions?

Relevance

1. How have your activities addressed the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future within your area of expertise/sector?
2. To what extent have the activities you have been implementing under the UJPGE contributed to the national priorities stipulated in key documentation (National Gender Policy, National Development Plan)?
3. What process was undertaken to identify rights and needs of women and girls in national and regional contexts that you are currently addressing? Do the activities and intended results fully address these rights and needs?
4. How much have your activities contributed to shaping women's rights priorities in Uganda?
5. Have there been any changes to the Programme or your planned activities and results over the course of the Programme? What were the changes and the reasons?
6. How have stakeholders taken ownership of the Programme concept? **(CSOs and government)**

Validity of Design

1. Were the planned programme outputs and results relevant and realistic for the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
2. Is the intervention logic coherent and realistic? What needs to be adjusted? **(refer to the Programme Results Matrix for specific PUNO)**
3. Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)?
4. 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?
5. 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?
6. Who are your partners? How strategic are partners in terms of mandate, influence, capacities and commitment?



7. 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?
8. To what extent were the issues of duplication, coherence and synergy addressed among the IPs?

Efficiency

1. What measures did you take during planning and implementation to ensure that resources are efficiently used?
2. Were programme funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed? Did they have any effect on effectiveness?
3. Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity? How/Why?
4. Have UN Women's (as coordinating agency) and UNDP's (as administrative agency) organisational structure, managerial and coordination mechanisms effectively supported the delivery of the Programme?
5. What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?
6. Does the program have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges? **Give examples.**
7. Was a baseline conducted and how was this used in setting the results framework or PMF?

Management and Coordination

1. How well were the responsibilities in JPGE delineated and implemented in a complementary fashion?
2. How effectively has the Programme management (UNJPGGE Coordination Structures) monitored programme performance and results?
3. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
4. Has the relevant UN Joint Program information and data systematically being collected and collated?
5. Has information been regularly analysed to feed into management decisions?
6. How (if at all) has the Programme made strategic use of coordination and collaboration with other Joint Programmes (UNJPGGBV & UNJPFGM) to increase its effectiveness and impact?

Effectiveness

1. To what extent have your activities led to institutionalisation of gender and increasing coordination capacity of gender in Uganda? **(This question will be directed to PUNOS involved in GRB, Outcome 3, and Outcome 1)**



2. What progress has been made towards achievement of the expected outcomes and expected results with your activities/outcomes allocated under the JPGE? What results were achieved? **(Probe for the five outcomes relevant to each PUNO: government capacity, multi-sectoral GBV services, girls education, civil society capacity, UN coordination in gender) – Use background literature to probe results.**
3. What are the reasons for the achievement or non-achievement?
4. To what extent have beneficiaries been satisfied with the results?
5. To what extent have the capacities of duty-bearers and rights-holders been strengthened?

Impact

1. What benefits have you seen in different groups of women and their socio-economic conditions as a result of your work under the JPGE? Were there unintended benefits?
2. Have there been any negative benefits from your interventions?
3. To what extent can the changes that have occurred as a result of your work under the JPGE be identified and measured?
4. What examples are there to show the program enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?

Sustainability

1. What is the likelihood that the benefits from the program will be maintained for a reasonably long period of time if the program were to cease?
2. Is the program supported by national/local institutions? Do these institutions, including Government and Civil Society, demonstrate ownership, leadership commitment and technical capacity to continue to work with the program or replicate it?
3. Do partners have the financial capacity to maintain the benefits from the program? What might be needed to support partners to maintain these benefits?
4. 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.)?
5. Based on your experience with the Programme which components of the program should be carried over into a future phase, and are there any recommendations for their improvement?

Joint Programming

1. Was the UNJPGE a relevant approach to facilitate the principles of DaO? Why?
2. What results have been achieved? **(Examples: more effective engagement with government on GEWE commitments due to reduced fragmentation and duplication of support)**
3. What have been the weaknesses? How can these be addressed in a future joint programme?
4. How has the “jointness” of the Programme contributed to its effectiveness? If so, how. Provide examples



5. Has the “jointness” of the Programme contributed to the efficiency of programme implementation and management? if so, how (**Examples: Improved coherence in gender mainstreaming, reduced transaction costs for implementers, economies of scale in provision of services, use of comparative strengths of UN agencies to improve effectiveness**)?

Lessons Learnt and Recommendations

1. What are the key lessons you have learned in implementing the UNJGPE (Mainstreaming gender in government, establishing a multi-sectoral approach to providing GBV services to survivors, engagement of government by CSOs on GEWE commitments, UN delivering as one on Gender, and Mainstreaming gender in government and GRB)?
2. If you were to implement another UNJPGE what are the key changes you would make? Why?



Annex 7.3: Resident Coordinator

Relevance

1. How has the Programme addressed the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future?
2. To what extent has the Programme contributed to the national priorities stipulated in key documentation (National Gender Policy, National Development Plan)?
3. How have the stakeholders taken ownership of the Programme concept (**UN agencies, CSOs and government**)?
4. What process was undertaken to identify rights and needs of women and girls in national and regional contexts? How have the Programme objectives addressed identified rights and needs of women and girls in national and regional contexts?
5. How much has the Programme contributed to shaping women's rights priorities?

Validity of Design

1. Was a gender analysis conducted during the UNDAF or the development of the Programme? If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the Programme design?
2. Were the planned programme outputs and results relevant and realistic for the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
3. Is the intervention logic coherent and realistic? What needs to be adjusted? (refer to the Programme Results Matrix)
4. Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)?
5. 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?
6. Who are the partners of the Programme? How strategic are partners in terms of mandate, influence, capacities and commitment?
7. 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?
8. 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?
9. To what extent were the issues of duplication, coherence and synergy addressed among the IPs?



Joint Programming

1. Was the UNJPGE a relevant approach to facilitate the principles of DaO? Why?
2. What results have been achieved? **(Examples: more effective engagement with government on GEWE commitments due to reduced fragmentation and duplication of support)**
 1. What have been the weaknesses? How can these be addressed in a future joint programme?
 2. How has the “jointness” of the Programme contributed to its effectiveness? If so, how. Provide examples
 3. Has the “jointness” of the Programme contributed to the efficiency of programme implementation and management? if so, how **(Examples: Improved coherence in gender mainstreaming, reduced transaction costs for implementers, economies of scale in provision of services, use of comparative strengths of UN agencies to improve effectiveness)?**

Efficiency

1. What measures have been taken during planning and implementation to ensure that resources are efficiently used?
2. Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed?
3. Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?
4. Were resources (financial, time, people) sufficiently allocated to integrate human rights and gender equality in the design, implementation, monitoring and review of the JP?
5. Have UNDP's (as administrative agency) organisational structure, managerial and coordination mechanisms effectively supported the delivery of the Programme?
6. What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?
7. Does the program have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges? **Give examples.**
8. Was a baseline conducted and how was this used in setting the results framework or PMF?

Management and Coordination

1. How well were the responsibilities in JPGE delineated and implemented in a complementary fashion?
2. How effectively has the Programme management (UNJPGE Coordination Structures) monitored programme performance and results?
3. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
4. Has the relevant UN Joint Program information and data systematically being collected and collated?



5. Has information been regularly analysed to feed into management decisions?
6. How (if at all) has the Programme made strategic use of coordination and collaboration with other Joint Programmes (UNJPGBV & UNJPFGM) to increase its effectiveness and impact?

Effectiveness

1. Did the UNJPGE improve the interaction between government of Uganda and UN agencies on GEWE? In what ways? What about CSOs and Government of Uganda? What lessons were learnt in this regard?
2. In summary what would you say are the key achievements of the UNJPGE 2010-2014?
Probe: For you what have been the key achievements in your sector (**if not mentioned**)?
3. When you look at the successes, what were the reasons behind these successes? For the failures, what are the reasons?
4. What challenges were experienced in the achievement of results for the Programme?

Lessons Learnt and Recommendations

1. What are the key lessons you have learned in implementing the UNJGPE (Mainstreaming gender in government, establishing a multi-sectoral approach to providing GBV services to survivors, engagement of government by CSOs on GEWE commitments, UN delivering as one on Gender, and Mainstreaming gender in government and GRB)?
2. If you were to implement another UNJPGE what are the key changes you would make? Why?



Annex 7.4: CSO Implementing Partners

General

1. What was your organisation's role/specific interventions in the UNJPGE? When did you start this role/interventions?

Relevance

1. How have your activities addressed the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future within your area of expertise/sector?
2. To what extent have the activities you are have been implementing under the UJPGE contributed to the national priorities stipulated in key documentation (National Gender Policy, National Development Plan)?
3. What process was undertaken to identify rights and needs of women and girls in national and regional contexts that you are currently addressing? Do the activities and intended results fully address these rights and needs?
4. How much have your activities contributed to shaping women's rights priorities in Uganda?
5. Have there been any changes to the Programme or your planned activities and results over the course of the Programme? What were the changes and the reasons?

Validity of Design

1. Were the planned project outputs and results relevant and realistic for the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
2. Is the intervention logic for your intervention coherent and realistic? What needs to be adjusted? (**refer to the Programme Results Matrix for specific CSO**)
3. Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)? Is the results chain clear?
4. How appropriate and useful are the indicators described in your project document in assessing the project's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful in measuring results of these kinds of activities? Are the means of verification for the indicators appropriate?
5. How appropriate are activities for the desired results?
6. How are you working with public institutions to deliver your activities and results? Are there challenges you have experienced in this regard?
7. To what extent do you follow approaches such as human rights based approach to programming and results based management? Are you experiencing challenges in fully integrating these principles?

Efficiency

1. What measures did you take during planning and implementation to ensure that resources are efficiently used?



2. Were project funds and activities delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed? Did they have any effect on effectiveness?
3. Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity? How/Why?
4. Have (**funding PUNO**) organisational structure, managerial and coordination mechanisms effectively supported the delivery of the Programme?
5. What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?
6. Does the project have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges? **Give examples.**
7. Was a baseline conducted and how was this used in setting the results framework or PMF?

Management and Coordination

1. How well were the responsibilities in JPGE delineated and implemented in a complementary fashion?
2. How effectively has the Programme management (UNJPGE Coordination Structures) monitored programme performance and results?
3. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
4. Has information been regularly analysed to feed into management decisions for your project activities?
5. To what extent have you collaborated with other programme such as the UNJPGBV and UNJPFGM)? (**Relevant if there is awareness within the CSO of these programmes**)

Effectiveness

1. What progress has been made towards achievement of the expected outcomes and expected results with your activities/outcomes allocated under the JPGE? What results were achieved? (**Probe for the five outcomes relevant to each PUNO: government capacity, multi-sectoral GBV services, girls education, civil society capacity, UN coordination in gender**) – **Use background literature to probe results for the particular CSO.**
2. What are the reasons for the achievement or non-achievement?
3. To what extent have beneficiaries been satisfied with the results?
4. To what extent have the capacities of duty-bearers and rights-holders been strengthened?

Impact

1. What benefits have you seen in different groups of women and their socio-economic conditions as a result of your work under the JPGE? Were there unintended benefits?
2. Have there been any negative benefits from your interventions?
3. To what extent can the changes that have occurred as a result of your work under the JPGE be identified and measured?
4. What examples are there to show the program enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?



Sustainability

1. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time if the project were to cease?
2. Is the program supported by national/local institutions? Do these institutions, demonstrate ownership, leadership commitment and technical capacity to continue to work with the program or replicate it? **What are the examples?**
3. Do partners have the financial capacity to maintain the benefits from the program? What might be needed to support partners to maintain these benefits?
4. 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.)?
5. Based on your experience with the Programme which components of the program should be carried over into a future phase, and are there any recommendations for their improvement?

Lessons Learnt and Recommendations

1. What are the key lessons you have learned in implementing the UNJGPE (Mainstreaming gender in government, establishing a multi-sectoral approach to providing GBV services to survivors, engagement of government by CSOs on GEWE commitments, UN delivering as one on Gender, and Mainstreaming gender in government and GRB)?
2. If you were to implement another UNJPGE what are the key changes you would make? Why?



Annex 7.5: Group discussion/Key informant Guide: Women Focused CSOs

General

1. What are the general gaps for women focused CSOs in Uganda? What are the top priority desired changes with regards to GEWE would CSOs want fulfilled?
2. Do you think the UNJPGE did enough to close these gaps? What has remained?
 1. What has been your role in the UNJPGE?
 2. When compared to before 2010 and now, when you look at women focused CSOs what changes do you see? What has been the cause of these changes?
1. What support have CSOs received under the UNJPGE?
2. **For district level:** CSOs (Are there structures in place for coordinating GEWE activities in this district?)
3. What are the major challenges facing women with regards to GEWE in Uganda/in this district (for district level CSOs)?

Relevance

1. Do you feel the UNJPGE has been a worthwhile programme? In what ways?
2. Do you think the UNJPGE has helped coordinate UN agencies work on gender mainstreaming in sectors and the gender sector stakeholders in particular? **Provide evidence.**
3. What would you have liked to see more in the UNJPGE? Why?
4. Did you receive any support under the JPGE? Was a capacity/needs assessment conducted to determine the type of support you should receive?

Effectiveness

1. What have been the key achievements of the UNJPGE?
2. How organised are women focused CSOs? How does this compare with 2010? What could be the cause? What have been the achievements of improved coordination among CSOs?
3. Do you think CSOs have adequate capacity to advocate for GEWE, monitor government and hold it accountable on GEWE commitments (*particularly in including gender responsive policies/laws, planning and budgeting, JLOS and health as key sectors*) at both national and district levels? **What are the examples to demonstrate this?**

Impact

1. What benefits have you seen in different groups of women and their socio-economic conditions as a result of your work under the JPGE? Were there unintended benefits?
2. Have there been any negative benefits from your interventions?
3. To what extent can the changes that have occurred as a result of your work under the JPGE be identified and measured?
4. What examples are there to show the program enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?



Sustainability

1. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time if the project were to cease?
2. Is the program supported by national/local institutions? Do these institutions, demonstrate ownership, leadership commitment and technical capacity to continue to work with the program or replicate it? **What are the examples?**
3. Do partners have the financial capacity to maintain the benefits from the program? What might be needed to support partners to maintain these benefits?
4. 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.)?
5. Based on your experience with the Programme which components of the program should be carried over into a future phase, and are there any recommendations for their improvement?

Lessons Learnt and Recommendations

1. What are the key lessons you have learned in implementing the UNJGPE (Mainstreaming gender in government, establishing a multi-sectoral approach to providing GBV services to survivors, engagement of government by CSOs on GEWE commitments, UN delivering as one on Gender, and Mainstreaming gender in government and GRB)?
2. If you were to implement another UNJPGE what are the key changes you would make? Why?



Annex 7.6: Key Informant Guide: Donors (DFID)

Relevance

1. To what extent was the JPGE a relevant instrument for facilitating enhanced gender equality in access to services and opportunities in Uganda? **Probe examples, linkage with other Joint programmes**
2. To what extent did the JPGE address the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future within your area of expertise/sector?
3. What process was undertaken to identify rights and needs of women and girls in national and regional contexts that the UN JPG was addressing? Do the activities and intended results fully address these rights and needs?
4. How much has the UN JPGE contributed to shaping women's rights priorities in Uganda?
5. Have there been any changes to the Programme and results over the course of the four years? What were the changes and the reasons?
6. How have the stakeholders taken ownership of the Programme (**UN agencies, CSOs and government**) concept?

Validity of Design

1. Were the planned project outputs and results relevant and realistic for the situation on the ground? Did they need to be adapted to specific (local, sectoral etc.) needs or conditions?
2. Is the intervention logic for the JPGE coherent and realistic? What needed to be adjusted? (**refer to the Programme Results Matrix for specific CSO**)
3. Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)? Is the results chain clear?
4. How appropriate and useful were the indicators in assessing the Programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they have been modified to be more useful in measuring results of these kinds of activities? Are the means of verification for the indicators appropriate?
5. How appropriate were activities for the desired results?

Efficiency (including management and coordination)

1. Do you feel the PUNOs and other implementing partners have adequate capacity to implement the planned activities? Why? (**probe for challenges in implementation**)
2. How satisfied are you with quality of coordination and management of the Programme? **Evidence. Please give examples of support.**
3. Do you think the monitoring systems put in place for the Programme were adequate?
4. Are these monitoring systems being used to inform programme implementation? **Please provide examples.**
5. Do you think the targets were realistic and indicators measurable in a cost efficient manner? **Provide evidence.**



6. Were there any cost saving measures adopted by the Programme? Were these successful?

Please provide examples.

7. Were the least cost and most effective intervention used to achieve the JPGE outcomes when compared to best practice in other similar contexts?

Effectiveness

1. In summary what would you say are the key achievements of the Programme, 2010-2014?

Probe: For you what have been the key achievements in your sector (**if not mentioned**)?

Impact

1. What institutional reforms have been observed as a result of UNJPGE interventions?
2. Are there key examples of equity or parity in access to services to which the UNJPGE has contributed to?
3. Are there any negative results?

Sustainability

1. In your opinion do you think the interventions are sustainable in the short, medium and long term? If not what needs to be done?
2. Are there adequate supportive measures (legal and policy framework) to sustain capacity and other initiatives supported by the UNJPGE? **Provide Evidence**

Lessons Learnt and Recommendations

1. What are the key lessons you have learned in implementing the UNJPGE (Mainstreaming gender in government, establishing a multi-sectoral approach to providing GBV services to survivors, engagement of government by CSOs on GEWE commitments, UN delivering as one on Gender, and Mainstreaming gender in government and GRB)?
2. If you were to implement another UNJPGE what are the key changes you would make? Why?



Annex 7.7: Key informant interview Guide: Government (excluding MGLSD)

General

1. What support have you received from the JPGE/MGLSD in the past four years (2010-2014)?
2. When was this support provided?
3. What challenges were you facing with regards to mainstreaming gender?

Relevance

1. Was there analysis of your needs before any of this support? **Evidence.**
2. Did the support meet the needs that were identified from this process?
3. From your knowledge do you see the

Efficiency

1. Were you satisfied with the support? What were you satisfied with? **Probe quality, adequacy and relevance.**
2. Was it delivered at the time agreed? What were the reasons for the delays if any?
3. After the support did you receive any further visit by the funder to see how effectively you were utilising the skills gained? Were these useful? **Provide examples.**

Effectiveness

1. Do you feel you have adequate capacity to develop and implement gender responsive plans, and budgets? **Provide evidence.**
2. Through support from the MGLSD have you instituted any institutional changes to support better gender responsiveness in your planning, budgeting and service delivery?
3. With regards to GEWE, in the past three years have you seen improved coordination, monitoring and support through stronger leadership from MGLSD with regards to gender mainstreaming in your sector/ministry/institution?
4. What mechanisms or structures have been introduced to better coordinate gender mainstreaming across government? Have these been effective? **Provide examples.**
5. Is there good supply of gender statistics to help you in your planning and budgeting? What are the challenges?
6. What challenges do you face in pursuing improved gender mainstreaming in your plans and budgets?

Impact

1. Through support from the MGLSD have you instituted any institutional changes to support better gender responsiveness in your planning, budgeting and service delivery?
2. Are there any negative results as a result of the support you received from UNJPGE/MGLSD?



Sustainability

1. Will the capacity you have received continue in the long term? What are the threats and opportunities for sustainability?
2. What institutional mechanisms have you put in place to sustain the interventions and results?

Management and Coordination

1. Have the management and implementation capacities (participating UN agencies, IPs) been adequate?
2. How effectively has the Programme management (UNJPGE Coordination Structures) monitored programme performance and results?

Lessons Learnt

1. What lessons have you learnt in pursuing gender mainstreaming that will be important for future programmes of this nature (**Guide:**For education/GEM, how best to return girls to school; For GBV services – how to best provide and sustain services of a multi-sectoral nature; gender budgeting at national and local levels)

Recommendations

1. What recommendations would you make for a future programme aimed at enhancing gender mainstreaming?



Annex 7.8: Key Informant Guide: MGLSD

Relevance

1. How has the Programme addressed the relevant gender priorities in the country? Have new, more relevant priorities emerged that the Programme should address in future?
2. To what extent has the Programme contributed to the national priorities stipulated in key documentation (National Gender Policy, National Development Plan)?
3. What process was undertaken to identify rights and needs of women and girls in national and regional contexts? How have the Programme objectives addressed identified rights and needs of women and girls in national and regional contexts?
4. How much has the Programme contributed to shaping women's rights priorities?
5. Have these been changes to the Programme since inception? What were the reasons behind the changes?

Efficiency

1. What measures have been taken during planning and implementation to ensure that resources are efficiently used?
2. Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed?
3. Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?
4. Were resources (financial, time, people) sufficiently allocated to integrate human rights and gender equality in the design, implementation, monitoring and review of the JP?
5. Have UNDP's (as administrative agency) organisational structure, managerial and coordination mechanisms effectively supported the delivery of the Programme?
6. What were the constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?
7. Does the program have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges? **Give examples.**
8. Was a baseline conducted and how was this used in setting the results framework or PMF?

Effectiveness

1. To what extent has gender been institutionalised and coordination capacity developed in Uganda?
2. What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved? **(Probe for the five outcomes: government capacity, multi-sectoral GBV services, girls education, civil society capacity, UN coordination in gender)**



3. What are the reasons for the achievement or non-achievement?
4. To what extent have beneficiaries been satisfied with the results?
5. To what extent have the capacities of duty-bearers and rights-holders been strengthened?

Sustainability

1. What is the likelihood that the benefits from the program will be maintained for a reasonably long period of time if the program were to cease?
2. Is the program supported by national/local institutions? Do these institutions, including Government and Civil Society, demonstrate ownership, leadership commitment and technical capacity to continue to work with the program or replicate it?
3. Do partners have the financial capacity to maintain the benefits from the program? What might be needed to support partners to maintain these benefits?
4. 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.)?
5. Based on your experience with the Programme which components of the program should be carried over into a future phase, and are there any recommendations for their improvement?

Impact

1. What benefits have you seen in different groups of women and their socio-economic conditions? Were there unintended benefits?
2. What are the negative benefits of the Programme?
3. To what extent can the changes that have occurred as a result of the program be identified and measured?
4. What examples are there to show the program enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?

Validity of Design

1. Was a gender analysis conducted during the UNDAF or the development of the Programme? If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the Programme design?

Management and Coordination

1. How well were the responsibilities delineated and implemented in a complementary fashion?
2. How well have the coordination functions been fulfilled? Are there any challenges you have faced?
3. Have the management and implementation capacities (participating UN agencies, IPs) been adequate?
4. How effectively has the Programme management (UNJPGE Coordination Structures) monitored programme performance and results?
5. Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
6. Has the relevant UN Joint Program information and data systematically being collected and collated?



7. Has information been regularly analysed to feed into management decisions?
8. How (if at all) has the Programme made strategic use of coordination and collaboration with other Joint Programmes (UNJPGBV & UNJPFGM) to increase its effectiveness and impact?

Lessons Learnt and Recommendations

1. What are the key lessons you have learned in implementing the UNJGPE (Mainstreaming gender in government, establishing a multi-sectoral approach to providing GBV services to survivors, engagement of government by CSOs on GEWE commitments, UN delivering as one on Gender, and Mainstreaming gender in government and GRB)?
2. If you were to implement another UNJPGE what are the key changes you would make? Why?



Annex 7.9: Key Informant Guide: District Level

General

1. What support have you received to enhance gender responsive planning, analysis and budgeting, and *girls education* (only for ministry of education)?
2. When was this support provided?
3. What are the problems facing women in this district with regards (education, services to SGBV survivors)
4. Are there structures for coordinating gender mainstreaming in your district? Are they functional? **Probe how often they meet, and some examples of what has been achieved by the coordination structures.**

Relevance

1. Was there analysis of your needs before any of this support? **Evidence (please note whether the responded was available before the Programme commenced).**
2. Did the support meet the needs that were identified from this process?

Efficiency

1. Were you satisfied with the support? What were you satisfied with? **Probe quality, adequacy and relevance.**
2. Was it delivered at the time agreed? What were the reasons for the delays if any?
3. Over the past year how many times were you visited by (implementing partner) with regards UNJPGE activities? Were visits useful? **Provide examples.**

Effectiveness

1. Have you noted any changes with regards access to services by SGBV survivors in the past three years? Why? Are there services more readily available than others?
2. Have you seen any changes with regards: retention, achievement rates and school participation by girls in primary school?
3. Over the past three years have you seen more engagement by women focused CSOs in district planning, budgeting and analysis? Why? **Provide examples of engagement.**
4. With regards to GEWE, do you see more contact with the MGLSD over the past three years? Which areas? **Provide examples.**
5. Through support from the MGLSD have instituted any institutional changes to support better gender responsiveness in your planning, and budgeting processes?

Impact

1. Are there any changes you have instituted to support GEWE in your institution's planning and budgeting processes? **Probe gender responsive planning and budgeting; mainstreaming gender in monitoring results.**



Sustainability

1. Do you think any of the changes you have noted earlier will be sustained in the long term? Why?

Lessons Learnt

1. What lessons have you learnt over the past three years in advancing GEWE (**Guide:** For education/GEM, how best to return girls to school; For GBV services – how to best provide and sustain services of a multi-sectoral nature; gender and planning at local levels)?

Recommendations

1. What recommendations would put forward to enhance GEWE in this district especially with relation to parity in access to services and accessibility to GBV services by survivors?



Annex 7.10: Focus Group Discussion/In-depth Interview guide: Survivors of GBV

1. Have you received any support as a survivor of GBV? What help and from whom?
2. If you have visited the Safe shelter: did you find the staff helpful? Were you happy with services? What did you receive? Overall were you happy with your experience at the safe shelter?
3. Would you recommend a friend/relative in your community to the institution if they fall on similar circumstances?
4. What about the police: did you go to the police with your case? How were you treated? Would you recommend someone? Overall were you happy with your experience with the police?
5. What about at the courts? Did you go to the courts? How were you treated with court staff? Overall were you happy with your experience at court?
6. During your visit to the court, police or safe shelter were you referred to any institution? What was your experience with these referrals?
7. What else do you think you could have been helped with that you did not receive?
8. In the future what changes should be made at the safe shelter; police and courts?



Annex 7.11: Focus Group Discussion/In-depth Interview guide: GEM members

1. What problems do girls face in enrolling and attending school? Are they the same as in the past? Are there any differences?
2. What assistance have you received from the GEM clubs? What has it changed in your school life?
3. Are you happy with GEM clubs?
4. Are there any advantages that have been brought about by the new toilets and hand washing facilities at your school?
5. How do you compare the performance of girls and boys in school? Has this changed when compared to 2010? Why?

