

Annual Review of the UN Joint Programme on Gender Equality - Uganda

prepared for the Department for International Development,
Uganda

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Acronyms & Abbreviations

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEDOVIP	Centre for Domestic Violence and Prevention
CNA	Capacity Needs Assessment
CSO	Civil Society Organisation
DAO	District Administrative Officer
DFID	Department for International Development –United Kingdom
FBO	Faith Based Organisation
FGM	Female Genital Mutilation
FPC	First Parliamentary Council
FOWODE	Forum for Women in Democracy
GAD	Gender and Development
GEM	Girl Education Movement
GEWE	Gender Equality and Women Empowerment
GFP	Gender Focal Points
GOU	Government of Uganda
GRB	Gender Responsive Budgeting
ILO	International Labour Organization
JP	Joint Programme
JPGE	Joint Programme for Gender Equality
LG	Local Government
MDA	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDTF	Multi Donor Trust Fund
MFPED	Ministry of Finance, Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MoES	Ministry of Education
MoJCA	Ministry of Justice and Constitutional Affairs
MoPS	Ministry of Public Service
MOU	Memorandum of Understanding
MTR	Mid Term Review
MUK	Makerere University
NAP	National Action Plan
NCDC	National Curriculum Development Centre
NDP	National Development Plan
NGO	Non-Governmental Organization
NGT	National Gender Team
NPA	National Planning Authority
NRC	Norwegian Refugee Committee
OHCHR	Office of the High Commissioner for Human Rights
PEAP	Poverty Eradication Action Plan
PGA	Participatory Gender Audit
RC	Resident Coordinator
RCO	Resident Coordinator's Office
SCR	Security Council Resolution
SGBV	Sexual and Gender Based Violence
TA	Technical Assistance
UBOS	Uganda Bureau of Statistics
UDHS	Uganda Demographic and Health Survey
UGP	Uganda Gender Policy
ULRC	Uganda Law Reform Commission
UMI	Uganda Management Institute
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNGEI	United Nations Girls Education Initiative
UNIFEM	United Nations Development Fund for Women
UWONET	Uganda Women's Network
UWOPA	Uganda Women Parliamentary Association



Executive Summary

Background

1. The United Nations Joint Programme on Gender Equality was approved in December 2009 and is fully funded by DFID. The programme commenced with 11 Participating UN Agencies, of whom seven are active in the 2011 work programme, and both Government and Civil Society implementing partners. The main implementing partners are Ministry of Gender Labour and Social Development; Ministry of Finance Planning and Economic Development; National Planning Authority; and Uganda Bureau of Statistics. Other government partners include Ministry of Education and Sport; Ministry of Health; Ministry of Agriculture; Ministry of Local Government; Ministry of Public Service, Ministry of Water and Environment; the Justice, Law and Order sector and the Office of the Prime Minister. From civil society the main partners are Uganda Women's Network and Forum for Women in Democracy.
2. The 2011 Annual Review was conducted from January 16th to 27th 2012 by two independent consultants commissioned by DFID. The main purpose of the review was to assess the progress of the programme since the 2010 review and to measure the achievement of outputs/outcomes against performance indicators and targets as indicated in the Programme Results Matrix and DFID logical framework. The review is based on document review and interviews with key stakeholders and informants.

Progress in 2011

3. The overall conclusion from the review is that considerable progress has been made in 2011, particularly given the delay in transfer of funds (due to 2010 spending challenges). Overall, the programme looks to be on track, taking end of March as the close of the 2011 work plan period, though significant activity in the first quarter of 2012 is planned and required. There is justification for continued DFID funding based on what has been achieved and on the potential benefits for women, men, boys and girls when some of the programme results materialise, especially the Gender Based Violence component. Already there is clear evidence of increased MGLSD visibility and leadership on gender mainstreaming; of girl's retention in school and of more gender sensitive local education; early evidence of institutionalisation of GRB capacity in government ministries, departments and agencies and in civil society organisations and the beginnings of strengthened local capacity for gender analysis and planning. Attention is needed to address the bottlenecks contributing to slow pace of implementation on the GBV and Statistics components, which fall well short of the 2011 milestones and whose implementation cannot (and should not) be rushed in the few months to end of March 2012.
4. Progress has been better in some outcomes and outputs than in others. The following summary uses the traffic light colours in bullets to give a snapshot picture of progress. Note this is not an indicator of effectiveness, but of projected implementation¹. Taking the end of March as the time when escalated 2011 work plans are expected to have been implemented, evidence suggests that the following will be achieved:
 - *Output 1.1 MGLSD Leadership and Coordination* – significant increased visibility, leadership and progress in implementation. Two of the agreed December milestones have been achieved, another is likely for end March, while the remaining two will be a challenge to achieve in this time scale, primarily due to late recruitment of the international TA (recruited and currently arranging visa but unlikely to be able to implement proposed work plan by end March 2012)
 - *Output 1.2 on Gender Responsive Planning and Budgeting* despite a slow start, due in part to changes to the GoU budget system, is progressing well since the engagement of international TA to support MFPEd. Now that new appointments (1 national, 1 international) have been

¹ These colours are for illustrative purposes only. They are based on the reviews estimate of expected progress to end of March 2012. The three broad categories included are: Green – performing well and on track to deliver; Amber – performing well in some areas but some cause to doubt that results will be delivered in the time frame; Red – significantly off-track in terms of delivery



made, conditions are good to escalate training and other follow up to the Participatory Gender Audit at the National Planning Authority. While it will require accelerated effort, it is likely that this outputs revised 2011 milestones can be substantially achieved by end of March 2012.

- *Output 1.3 on Gender Equitable Planning at Local Levels* has progressed well in relation to graduates of and new intake to the Diploma course in GAD at Makerere; but delays occurred in training of national and district teams due to revision of the gender indicators for assessment of local governments.
- *Output 1.4 on Gender Responsive Statistical System* was seriously delayed due to issues of transfer of funds and agreement on work plans with UBOS. This output needs serious attention and possible a review with UBOS on how best to achieve the expected results in the context of a very busy time but with two staff now on board to support and help build capacity
- *Output 2.1 on Enhanced GBV advocacy and service delivery* is significantly behind schedule due to a variety of factors but including disbursement delays (WHO and OHCHR); and much time spent on conceptualising and reaching agreement on a Safety Centre model (not disputing the desire for sustainability); Community mobilisation and sensitisation through CSOs has progressed well, though the late finalisation of the 10 joint programme focus districts has implications going forward (which have not be properly assessed)
- *Output 3.1 on enhanced school practices for gender-fair education* did not suffer from delays due to the relative simplicity of the partnership set up and UNICEF's ability to release own funds and reverse this on disbursement. However, the late finalisation of districts has impact on results given that most of the final list of districts did not receive JPGE inputs during 2010 and most of 2011.
- *Output 4.1 on civil society capacity for GRB and analysis; and Output 4.2 on capacity to advocate on Gender Equality and Women's Empowerment* were both delayed by protracted negotiation on work plans, which did not enable release of funds. Progress in the last quarter of 2011 and escalated progress in Qtr 1 2012 is expected to see these outputs on track for end March.

Challenges and Lessons from 2011 Experience

5. Decisions taken and changes made as a result of the 2010 Annual Review have produced **a more focused programme** with increased clarity on the intended results and changes and increased ownership of the programme's Results Matrix than was the case heretofore. Some ambiguity remains about what will happen to elements of the programme no longer funded by DFID, with the Reference Group indicating at the December retreat that funds would be sought for the discontinued Livelihoods component. Though no plans were advanced for this, the review would advise caution against complicating a programme which is already challenging to implement. There is evidence of increased **ownership of the programme** in 2011 and increased autonomy for national partners through, for example, adoption of letters of agreement and annual work plans rather than individual activity strand planning and budgeting, as a modality for releasing funds; and by strengthening of the Steering Committee and Reference Group through inclusion of additional Ugandan partners.
6. An analysis of **spend by outcome areas and for other key areas** i.e. coordination, administration and technical assistance indicates that there is a high risk that spending targets will not be met to enable release of next round of anticipated funds in April 2012. There are clear systemic bottlenecks and gaps in this programme which need to be properly assessed and addressed, including **timeliness and flexibility of funding mechanisms and procedures** of individual UN agencies to manage for results; and the **adequacy of human resources** which individual UN agencies provide to the UNJPGE. Other bottlenecks in implementation cited were protracted negotiations over work plans and delays in recruitment of technical assistance. Elections in the early part of 2011 were also indicated as having impacted on implementation from the 2010 budget, with knock-on effects on the timing of 2011 funds release and work plan implementation.
7. The **legacy of the original programme design** still exists. Such design challenges include:
 - a. the launching of programme implementation through existing UN partnerships for 11 UN agencies (where the norm for such programmes is 3-4), resulting in 54 significant activities in the 2011 work plan, some of which operate like discreet projects and



- others of which are so similar to other interventions of the UN agencies that there is a high risk of duplication and significant programme attribution challenges.
- b. initiation of the programme in locations where UN agencies had existing partnerships but which, in many cases, are no longer part of the JPGE priority districts (which were finally agreed in August 2011).
 - c. Since implementation of the 2010 annual review recommendations, the UNJPGE has four outcomes plus one on UN delivery (of which only the coordination component is funded). This could usefully be collapsed into three outcomes if the role of civil society was articulated in each of the other three outcome areas, rather than as a stand-alone fourth outcome. At present the full involvement of civil society in the programme is not captured by the one outcome (4 on Civil Society Capacity) and there is no clear strategy or articulation of the role of civil society in the overall programme, something which government and civil society partners find lacking at present.
8. While coordination has improved in 2011, this programme appears to be administered rather than managed. The current **programme systems, culture, resources and focus on collecting, monitoring and reporting on results**, and using this within strategic committees and management to drive the programme towards results, are not adequate. There is scope for more engagement and oversight by the Steering Committee (it met only once in 2011); and the proposed outcome based meetings for 2012 should help the Reference Group to apply peer support and peer pressure to navigate blockages and hold-ups. But the latter is still a technical group and the former is unlikely to be able to provide sustained programme management. The coordination budget is currently under spent and there are delays in recruiting substantive staff in posts. The Performance Measurement Framework is incomplete and a culture of monitoring against indicators has not yet been embedded in the programme. These are the most urgent challenges for the JPGE to address in 2012 and there is need for significantly increased staffing and strengthened systems to help make these changes and to provide the direction needed to the programme.
 9. The retreat of December 2011 marked **a shift towards outcome planning and review**, rather than the predominant activity focus which characterised Reference Group deliberations prior to this. Coordination has also improved. There is need for more regular indicative **financial tracking and reporting on budget against output** and for this to be factored into oversight and decision making by the Reference Group and Steering Committee. There is no evidence of financial updates in quarterly reports or in the agenda/minutes or papers for the Reference Group or Steering Committee, though it is understood that such data are informally collected by the Coordinator on a quarterly basis. The official annual financial reporting by the Administrative Agent (UNDP) is not sufficient to support managing for results.
 10. Despite individuals being able to highlight some good practices and provide examples of **Value for Money**, this is not being systematically tracked in the programme, beyond general principles of efficiency applied through Government and UN procedures etc. Likewise, there is need for better investigation of the consequences and necessary remedial actions to address instances of poor value for money (e.g. late disbursements and the potential effect on quality of results from the 'rush to implement'; and the implications of changing districts of focus). There is need for a small set of value for money indicators to be systematically tracked and reported on with sharing of good practice to inform others, but the programme will need support in doing this. Likewise a more dynamic and sustained approach to identification and **mitigation of risk** is needed. It is understood that this is being considered as part of the proposed 2012 outcome level meetings of the Reference Group, something needed and to be encouraged.
 11. Another observation on 2011 progress is the need to escalate the pace at which activities are **reaching district level** and the need to connect more the work taking place at the centre with work at district and local levels, and particularly where efforts are beginning to reach and benefit citizens.



Summary of Main Recommendations and Responsibility for Undertaking

1. The **UN Resident Coordinator and UNCT (in negotiation with DFID where relevant)** to assess and consider with a view to addressing:
 - a. implementation bottlenecks arising from disbursement of programme funds through some UN agencies;
 - b. Programme under spend and slow implementation;
 - c. Human resource constraints within UN agencies which impact on UNJPGE implementation and results (with consideration of programme support for staffing where results in critical areas are off track, such as work with Uganda Bureau of Statistics and Gender Based Violence)
 - d. Identification and sharing of good practices which support 'jointness' and results in some UN agencies within this and other Joint Programmes
2. **The Steering Committee, Reference Group and Coordinating Agency** to collectively strengthen the culture, systems, monitoring, reporting, staffing and other resources to ensure active programme management for results:
 - a. *The Steering Committee* to more pro-actively guide the programme by increasing oversight and accountability for performance based management of JPGE e.g. holding the programme to account on delivery rates and management of risk and ensuring that coordination and management milestones are reached;
 - b. *The Reference Group* to instigate the planned Outcome Meetings and to use these to maximise synergies across different outputs, streamline mandate areas and utilise comparative advantage and to strengthen peer support and peer pressure towards achieving planned results;
 - c. *The Coordinating Agency* to support the above by e.g. developing a clear and costed plan of action for coordination and management and ensuring that the necessary staffing and technical capacity to deliver is on board (NB using the Coordination budget); by providing synthesised headline reports and indicative financial reporting to the committees to support evidence-based decision making; by focusing attention (using short term support if necessary) on finalisation of a manageable Performance Measurement Framework and systems for tracking progress by indicators and milestones (e.g. with delegated responsibility within outcome areas); and for development of a small set of short practical strategies and guidelines for key elements of the programme e.g. focus on programme results to update original prodoc; approach to capacity building and the role of civil society within JPGE; options and procedures to address off-track results.
 - d. *All parties, with the Coordinating Agency to initiate* proposals, to prepare for the scheduled Medium Term and Final Evaluations by setting dates, drafting of TOR and of a roadmap and preparation to ensure a solid evidence base to support robust evaluations (possibly using the research lines within the JPGE to generate evidence and track qualitative changes and benefits to women and girls, which are not adequately captured by current monitoring indicators).
3. **The Steering Committee, with DFID, the Coordinating Agency and Administrative Agency** to maintain annual disbursement of funds as per agreement in support of programme based planning and national autonomy and ownership, but institute quarterly indicative financial accounting and reporting to complement current reporting and to enable effective budget and results tracking by agencies and Steering Committee and strengthened accountability to DFID and to stakeholders.
4. **DFID should provide guidance to the JPGE on requirements in terms of tracking and achieving Value for Money** and should consider the timing of annual reviews to align with the programme implementation cycle and further revisions to the DFID logical model to harmonise with the JPGE results matrix.



1. Introduction and Background

1.1 The UN Joint Programme on Gender Equality

The UN Joint Programme on Gender Equality (UNJPGE) is a five year programme (2010-2014) that has been supported by DFID since 2010. The programme goal **is enhanced gender equality in access to services and opportunities**. The UNJGE was developed to meet the need for addressing significant gaps in Gender Equality and Women's Empowerment in Uganda, in alignment with the National Development Plan (NDP) and the Uganda Gender Policy. The programme also reinforced the goals of the United Nations Development Assistance Framework (UNDAF 2010-2014). The UNJPGE is in line with DFID's Strategic Vision for Girls and Women and DFID's Operational Plan for Uganda, which prioritizes girls and women by supporting their access to direct assets through skills training; delaying first pregnancy; getting girls through secondary school; and preventing violence against girls and women.²

DFID signed off on the programme with the UNDP Multi-Donor Trust Fund (MDTF) in December 2009, as a pass-through mechanism with the latter as the Administrative Agent³. At the start of the programme, DFID support amounted to UK Pounds 14,900,000 (US \$ 24,767,313) for 2010-2014. The first year was designed as an interim period with an interim work plan within which a comprehensive full programme would be designed to cover the remaining 4 years⁴. Specific benchmarks to be implemented in the interim period were also agreed between DFID and the UN. The benchmarks were to be reviewed after one year and, based on the outcomes, a decision would be made by DFID to confirm or withdraw support for the remaining four years. During 2011, the programme total budget has been revised to UK Pounds, 12,927,611 (US\$ 17151051), following adjustments and reprioritisation of the programme design⁵.

The programme initially had 11⁶ participating UN agencies in the interim period and year one, and in year two, the number of UN Agencies directly receiving funds in 2011 was reduced to 7. Four UN agencies⁷ receive 96% of the budget while three receive about 5% of the budget for 2011-2014. The Ministry of Gender, Labour and Social Development (MGLSD), the ministry with the central mandate on Gender Equality and Women's Empowerment (GEWE), is the main implementing partner of the programme, with a focus on the seven priority sector ministries for gender mainstreaming, The participating government ministries and agencies include Ministry of Finance Planning and Economic Development (MFPED), Ministry of Local Government (MoLG), Ministry of Education and Sports (MoES), the Uganda Bureau of Statistics (UBOS) and the National Planning Authority (NPA). Civil Society organisations and CSO networks working on GEWE are also programme partners.

Currently, the programme has four Outcomes for programme delivery of results and one outcome focused on strengthening coordination and capacity building within the UN. At the time of its development, the programme goals included strengthening the UN agenda for delivering as one, and enhancing the effectiveness and co-ordination of programming for gender equality by the UN System. The emphasis has since been removed, and DFID reprioritised investment into results for Outcomes 1-4, with contribution to UN coordination and capacity building budget under Outcome 5.

The following table (1) provides a summary comparison of the DFID logframe and the UNJPGE results matrix for the programme, as at December 2011. Though differences are evident, the read-across from one matrix to the other is clear, with the use of indicators by DFID in place of outputs by UNJPGE. Both matrices use the same set of annual milestones and activity schedules, derived from the UNJPGE revised results matrix of December 2011.

² DFID Uganda Operational Plan: Annex 2, Girls and Women

³ UNDP, November 2009: Standard Administrative Arrangement for United Nations Joint Programming using Pass-Through Funds Management. UN Joint Programming on Gender Equality – SAA November 2009

⁴ UNJPGE Annual Review Report 2010

⁵ DFID retained 87% of the budget allocation to the UNJPGE

⁶ Agencies initially participating and receiving funds included FAO, ILO, OHCHR, UNAIDS, UNCDF, UNDP, UNICEF, UNFPA, , UNHCR, UN Habitat. WFP initially participated with own funds.

⁷ UN Women, UNFPA, UNICEF, WHO



Table 1: DFID Log frame and UNJPGE Results Matrix

	DFID Log frame in 2011	UNJPGE Results Matrix in 2011
Goal	Women and girls socially and economically empowered ⁸	
DFID Purpose/ UNJPGE Goal	Enhanced gender equality in access to services and opportunities	Enhanced gender equality in access to services and opportunities <i>(UNJPGE Goal similar to DFID purpose)</i>
Outcome 1/ DFID output 1	Government institutions and systems strengthened to deliver gender policies and programmes that promote and support gender equality and women's empowerment	Strengthened government capacity for gender responsive planning; budgeting and programme management to directly benefit women and girls
Outcome 2 DFID Output 2	Civil Society organisations demanding accountability from government for gender equality and equitable service delivery <i>(Related to UNJPGE Outcome 4)</i>	Improved access to legal, health and psychosocial services of SGBV survivors <i>(Related to DFID Output 2 – this does not appear at output level, but is reflected in indicators for DFID)</i>
Outcome 3 DFID Output 3	Increased school participation and completion of girls in primary education in 10 districts (Moroto, Kapchorwa, Kaabong, Kitgum, Gulu, Nebbi, Masaka, Mbarara, Pallisa, Kyenjojo)	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. <i>(Related to DFID Output 2)</i>
Outcome 5	<i>Not in the DFID 2011 logframe, though programme coordination is funded</i>	UN partners deliver effective, strategic and efficient support for gender.

1.2 Annual review 2011

The 2011 Annual Review of the UN Joint Programme on Gender Equality (UNJPGE) was commissioned by DFID and undertaken in January 2012 by two independent consultants, over two weeks in country. The main objective of the review was to *'measure the achievement of outputs/outcomes against performance indicators and targets as indicated in the logframe ... and to assess the progress of the programme since the last review that took place in January 2010'* (see Annex 1 for terms of reference).

The approach included extensive interviews with key programme partners and informants across Government of Uganda, Civil Society and UN Agencies (see List of People Met, Annex 2), including initial briefing and final feedback sessions with the Technical Reference Group for UNJPGE and DFID. Documentary or other evidence was sourced for all results claimed. This included extensive reading and scanning of a range of material in final or draft form (terms of reference, concept notes, reports, minutes of meetings, correspondence, letters of agreement, work plans etc) (See Document List Annex 3). Every effort was made to triangulate information provided through use of different sources – informants and documentary evidence - and in validation through feedback sessions. It was hoped to undertake a field visit – and one was proposed to visit the site of a Gender Based Violence Safety Centre, based in Lira district. However, as no activity had yet taken place at this site through the UNJPGE, this was cancelled and it did not prove possible to find an alternative field site where beneficiaries might be interviewed about programme activities and results⁹.

⁸ This is a long term goal; direct support to economic empowerment was discontinued in 2011 following the 2010 Annual Review which highlighted a need to focus the programme on a clearer and more manageable set of outcomes

⁹ The possibility of visiting Girls Education Movement schools and clubs was suggested but a decision taken not to include this as it was the focus of a Joint Monitoring Visit by the UNJPGE Technical Reference Group in September 2011





2. Results and Progress 2011

This section provides an assessment of progress in 2011 based on agreed milestones from the April 2011 results matrix, but also taking into account the revised matrix developed by the Reference Group during the December 2011 retreat (not yet finalised or approved by the Steering Committee). The annual review did not undertake a detailed activity assessment (54 activities in the April 2011 Programme Results Matrix) but focused on progress towards results (outputs and milestones). This is reflected here in reporting by outputs. An overview on progress within each Outcome area is also provided.

It is worth pointing out as a preamble to reporting on results, that this annual review took place in January 2012, and release of 2011 funds by DFID took place in July 2011 (delayed due to 2010 under-spend). Thus implementation against the 2011 work plan was not at the end of its cycle at the time of this review. The programme's 2011 work plan is to end of first quarter of 2012.

2.1 Outcome 1

Strengthened government capacity for gender responsive planning; budgeting and programme management to directly benefit women and girls

Outcome 1 reflects the strategic nature of this programme and its intention to strengthen the framework for effecting change in gender equality planning and results in Uganda. It has the largest share of budget by outcome (49% for 2011)¹⁰; the greatest number of outputs (4); and more than half of 2011 work plan activities (31 or 57.4%). The main implementing partners for Outcome 1 are MGLSD; MFPED; NPA; and UBOS; with involvement also of MoLG; Uganda Women Parliamentary Association (UWOPA); Uganda Law Reform Commission (ULRC); Uganda Management Institute (UMI); and Makerere University (MUK). The UN Lead Agencies by output are UN Women for Output 1.1 and 1.2; UNCDF for Output 1.3 and UNFPA for Output 1.4 with involvement of OHCHR in Outputs 1.1 and 1.2.

Outcome 1 has two results indicators, each with one milestone for 2011. These are:

- **Indicator 1:** *Percentage of recommendations/ actions emerging from 2010 Concluding Observations of CEDAW implemented.* The milestone for 2011 was an updated National Action Plan for implementation and monitoring of this. The intention is to include the Maputo Protocol; SCR 1325, 1820 and the Goma Declaration along with CEDAW in the plan of action and monitoring framework. This milestone was not reached, due to delays in contracting the necessary support, funds initially channelled through UNW, rather than OHCHR, meaning that funds were not released to OHCHR headquarters until November 2011. A consultant to support this process was selected by MGLSD and OHCHR and work had commenced in January (a draft inception report was seen by the review team). Both MGLSD and OHCHR believe that this work can be completed by end March 2012 and all expressed a sense of urgency about this.
- **Indicator 2:** *Percentage increase in budget allocation for priority gender issues in the 7 priority sectors;* for which the 2011 milestone agreed in April was a review of Budget Framework Papers (BFP) of 7 priority sectors to establish a baseline of budget gaps on gender. This was not reached, partially due to GoU moving to Output based budgeting and the need to take account of this; but also due to reconsideration of how best to achieve the outcome. Changes in strategy and approach were proposed by the International consultant during her November Inception visit (see also Output 1.2), towards a more focused mentoring approach. There was a very promising response from sectors to a series of workshops in January 2012. She queried the appropriateness of this indicator in the context of a mainstreaming approach, as it appears to favour distinct budget allocations to 'priority gender issues'. The UNJPG Reference Group retreat in December has identified milestones for this indicator from 2012 onwards. Given comments of the International TA, there is need to clarify, as part of finalising the Performance Measurement Framework, if this outcome indicator is to be retained or amended (recommended).

¹⁰ Based on share of budget available for 2011 i.e. including 2011 funds and under spent from 2010 budget – figures provided by UNW



Tracking change in outcome level indicators through 2011 milestones does not provide a sufficient assessment of the progress made towards this outcome in 2011, as outcome level change takes time to happen. It needs to be complemented by assessment of progress towards outputs 1.1-1.4 (below). In 2012 it would be useful to monitor and track how these critical but high level changes are reaching and directly benefiting women and girls at community level – something which will not be measured by the current indicators (December 2011 draft). This is something which the Performance Monitoring Framework for the programme, still under development, could address as it will be important to have indicators and means of verification which capture these changes at outcome level (see 3.6).

Output 1.1 MGLSD Leadership and Coordination

MGLSD has enhanced capacity to provide strategic leadership and coordination for gender mainstreaming across government

There has been significant progress in this output in 2011. MGLSD has organised internally to deliver on this output and activities. The Permanent Secretary (PS) is taking an active role in oversight on progress and absorptive efficiency, with a particular focus on the UNJPGE in one management meeting each month. Other Ministries, Departments and Agencies (MDAs) and civil society organisations attest to the higher profile of MGLSD, the visibility and leadership shown and to a growing sense of confidence in the capacity of MGLSD to deliver. They provided illustrations of MGLSD communicating better, supporting more on gender equality (GE) and demanding more e.g. reports. MGLSD in turn is finding sectors more responsive and proactive e.g. increase in number of requests for support on GE to PS and Director, and initiatives taken by MDAs, such as that of the Ministry of Public Service developing guidelines on Gender Mainstreaming in Human Resource Management. There was high attendance of MDAs in MGLSD’s focus group for partners during the participatory gender audit. MGLSD has initiated technical meetings of MDAs implementing the UNJPGE, with the first meeting held in August 2011. Minutes indicate that this provided a good forum for advance identification of opportunities for MGLSD and the UNJPGE to influence upcoming events and also helped identify potential overlaps. Those attending showed concern for effectiveness and sustainability of initiatives and made practical suggestions for improvements. As this was a recent initiative and there was only one meeting, it was not possible to track what progress was made on these.

While challenges still exist, and this outcome and output are likely to be under spent by end March 2012 (Figure 1), none the less records of work done and evidence from stakeholders indicate that the UNJPGE has enabled MGLSD to go much further in delivering on its mandate in 2011 than the previous year, and to be even more in the driving seat for programme changes in 2012. The pace however needs to pick up. Table 2 provides an overview of progress against the three indicators and five 2011 milestones identified for Output 1.1 in the Results Matrix.

Table 2 Output 1.1 MGLSD Leadership and Coordination Summary Progress 2011

Indicators	2011 Milestones	2011 Results	Comment on Variation
Indicator 1 Percentage of priority sectors implementing GAD plans and GRB	1. <i>A clear framework for coordination, accountability and responsiveness to gender mainstreaming developed</i>	Not yet in place, but First GoU Coordination for MDAs held in August. MGLSD Participatory Gender Audit finalised in August; problems diagnosed and strategies explored for leadership and coordination. District Capacity Needs Assessments done in 6 regions providing bottom-up information on the support people most needed as well as a baseline on current status; District GAPs developed with women counsellors and other district	Due to funding delays, leading to delays in selecting TA support, this is not expected to be achieved until March 2011, though many of the elements are in place through the MGLSD PGA etc. The Technical Advisor to the Ministry is expected in post shortly (currently securing visa). Next step is development and implementation of a capacity building plan for all MGLSD directorates.



	<p>2. <i>Gender Focal Points (GFP) appointed and trained for 7 priority sectors</i></p>	<p>stakeholders (10 priority districts). 23 new or reconfirmed GFPs have been appointed for all priority sectors. They have revised terms of reference; are at more senior level and their ToRs have been approved by Ministry of Public Service & MDAs. The gender network i.e. the National Gender Resource Team has been re-established.</p>	<p>Training of the GFPs will take place in 1st Qtr 2012</p>
<p>Indicator 2 Number of gender indicators included in the performance evaluation of programme sectors and individual officers (April 2011) replaced by Number of sectors with gender responsive indicators included in the performance evaluation of programme sectors, annual sector plans and the evaluation of individual officers (Dec 2011)</p>	<p>3 (a) <i>Internal assessment generated by PGA (April 2011) replaced by 3 (b) MGLSD internal assessment generated by PGA (Dec 2011)</i></p> <p>4 (a) <i>Guidelines or technical papers for GAD planning, implementation and reporting developed (April 2011) replaced by 4 (b) Proposal outline available and shared with MoPS for discussion</i></p>	<p>MGLSD Internal Assessment by Participatory Gender Audit (PGA) conducted and report finalized in Mid November. A detailed diagnosis of MGLSD's coordination capacity, both internal and external, is available and currently being addressed as a key priority within the Ministry. <i>Milestone on guidelines not met.</i></p> <p>A proposal outline for a gender-responsive appraisal of government officials' performance was developed and shared with the Ministry of Public Service who have agreed to discuss piloting inclusion of gender equality as a performance measurement for government officials.</p>	<p>The findings and recommendations will inform the development of a staff and institutional capacity building plan, expected to be completed in Qtr 1 but as the International TA to lead this process is not yet in place this may be too ambitious.</p> <p>Work on Guidelines and technical papers is in the 1st Qtr work plan</p> <p>The revised milestone (Dec 2011) was identified in retrospect and, while reached, leaves a lot more work to be done towards the output</p>
<p>Indicator 3 Number of policy recommendations from sectors, LGs, CSOs taken up by MGLSD for national policy making (April 2011) replaced by <i>MGLSD complies with requirements to report, monitor & coordinate the implementation of all CEDAW recs. and key obligations under national, regional & international Human Rights instruments, on time</i></p>	<p>5 (a) <i>Gender audit reports of key sectors and selected governments (April) replaced by 5 (b) Establish a multi-sectoral framework for monitoring and reporting on national, regional and international commitments on GEWE (CEDAW, Maputo Protocol & NAP for SCR 1325 & 1820 and Goma Dec) (Dec 2011)</i></p>	<p>This milestone was moved to 1.2 (below)</p> <p>This milestone has not yet been reached. A consultant to support the process has been recruited by MGLSD & OHCHR; an inception visit was undertaken and the report provides a plan for the work to be undertaken</p>	<p>Delays relate to confusion on who should take the lead in this work (MGLSD or OHCHR) and funds to support this being incorrectly directed with knock-on effect on TA recruitment. These issues were resolved. There is a work plan to undertake this work in 1st Qtr 2012</p>



Output 1.2: Sector plans, budgets and programmes

Priority Issues to promote GEWE identified and addressed in legislation, sector plans, budgets and programme implementation in 7 sectors¹¹

This output is spearheaded by the Ministry of Finance, Planning and Economic Development (MFPED) and the National Planning Authority (NPA), supported by the UNJPGE to develop government capacity for Gender Equality Budgeting (GEB) in government¹². The Output involved key actors in government especially the MGLSD, UBOS, Makerere University and FOWODE. For a summary of progress in this output area see Table 3.

The initial approach adopted was to develop capacity of the sector working groups in GRB, starting with a capacity needs assessment (CNA). The decision to start with a CNA was later reversed after an Output Based budgeting system was introduced by government. This necessitated building the capacity of sector staff to use the Output Based Template (OBT). The implication was that the CNA was not needed anymore, and that the GEB approach would have to be amended to take account of the new budget approach. New GEB guidelines were developed and integrated in the new government software, and attached to the Government Budget Call Circular 2012-13. A contributing factor to embedding these changes in the new software, was that the MFPED opted for a targeted and specific capacity building approach that included procuring a top class international consultant. This is now helping to propel the output forward, despite a slow start. There was an unexpectedly high turn-out and interest from upper levels within MDAs for a series of short workshops for budget staff and line ministries, tailored to specific sectors. Up to 30 people attended each workshop. The intention is to provide focused support and mentoring to sector working groups and MFPED budget staff, rather than common training for all, in order to promote adoption of GEB within sectors.

The Curriculum was developed by the National Curriculum Development Centre (NCDC) with participation of government officials, FOWODE on behalf of CSOs, and Makerere University Kampala. The same curriculum has been used by FOWODE to train the CSO trainers (Outcome 3), and will also be used by training institutions. It is expected that this will help to achieve a more integrated and harmonised approach to gender equality budgeting in the county. Training for the various sectors in new harmonised curriculum for GRB has been developed, and is expected to be around 90% rolled out by end of March 2012.

Plans for a Participatory Gender Audit of MFPED, which will support work in this output area, are underway with training of key staff in Turin happening during the annual review. The NPA underwent a PGA, with intense participation of members of the Board and reported improvement in staff attitudes to and awareness of gender dimensions within work areas. A national expert on gender, supported by UNJPGE, joined NPA during the review and an international consultant has been in place since October 2011. This is expected to escalate capacity building within NPA and in sectors, including work on gender sensitive indicators. These activities were significantly delayed by procurement challenges and debate on strategy in terms of balance of use of PGA technical team and consultants in capacity building.

Thus far, much of the capacity building and training planned for this output was recently launched or is planned for the first Quarter of 2012. It will be important to collect and report on evidence of the effectiveness of this training, both in the short term through performance/feedback questionnaires and in the medium term through documenting evidence of capacity built and contribution to better decision making and responsiveness on gender equality and women's empowerment.

Table 3: Output 1.2 Gender Responsive Planning & Budgeting in Sectors - Progress 2011

Indicator	2011 Milestone	2011 Results	Variation
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¹¹ Priority sectors are Justice Law and Order Sector (JLOS), Agriculture, Health, Education, Energy, Water and Sanitation and Local Government but also emphasis on Finance/Planning and Economic Sector. Legislation was included in this output in December 2011

¹² Gender Equity Budgeting is the term used to describe the Uganda approach to Gender Responsive Budgeting, it allows for attention to other equity dimensions such as age, location and disability as well as gender



<p><i>% of Execution of sector plans and budgets addressing priority Gender Issues</i></p> <p>replaced in Dec 2011 by <i>% of priority gender issues identified, being addressed and implemented in sector plans and budgets</i></p>	<p>GRB Unit set up in MFPED</p> <p>Guidelines for gender assessment of sector and Local Government budgets developed</p>	<p>The team is not yet in place. MFPED has developed TORs and published the vacancies for budget desk officers who will form the GRB 'Team', to oversee the development of gender budgeting for the 7 priority sectors.</p> <p>The budget tool (OBT) was revised so as to include a gender-related form, based on the key priority areas listed in the Uganda Gender Policy. This is incorporated in the 2012-13 Budget Call Circular, requiring all sectors to comply</p>	<p>Decision for Capacity Needs Assessment reversed to accommodate OBT, and new and more relevant approach taken.</p> <p>Delays created by need to accommodate new OBT. Expect to conclude 90% by March 2012</p>
<p>Included in December 2011 <i>No of key staff in 7 priority sectors trained in GRB</i></p>	<p>Harmonised curriculum for GRB developed</p>	<p>The Gender Equity Budgeting Curriculum for Uganda has been developed, setting a new and more coordinated approach to GEB in the country.</p>	
<p>Included in December 2011 <i>Number of Draft Bills in which 50% of recommendations that increase the level of compliance with Human Rights standards (CEDAW, NAP on UNSCR 1325, 1820, Goma Declaration, Maputo Protocol are integrated</i></p>	<p>Capacity Building of ULRC, FPC and MoJCA on Integrating Gender Analysis and human rights into legislative drafting and the development of practical tools and resources to implement this</p>	<p>Milestone not achieved, but national consultant to support this work is identified and was being contracted at the time of the annual review. Expect to complete the work by March 2012.</p>	<p>Delayed due to late release of funds to OHCHR and some confusion about who should lead on this output – MGLSD or OHCHR</p>

Output 1.3 Local Government

Local Government Institutions have strengthened capacity in gender responsive planning and budgeting in 10 districts

This output aims at building a critical mass of government staff with sufficient capacity to address gender inequality issues in Local Government. The output is spearheaded by UNCDF in collaboration with the MGLSD, Makerere University School of Gender and Women's Studies, and the Ministry of Local Government. A key element is a Diploma on Gender and Development practice for whom the target group is Local Government Staff at district level, including Community Development Officers, District Planners and other relevant staff. The MGLSD is working with the Ministry of Public Service Commission to bond the course graduates so that they do not leave their positions for an agreed period of time. The course has had a big response from the Local Government, hence, MGLSD has written to all District Administrative Officers (DAO) to encourage them to sponsor their staff for the training. Direct sponsorship of participants by LGs is one of the expected sustainability strategies of the course. A second strategy is that the course has been institutionalised in MUK and will continue to run with privately sponsored participants.

Work on training and mentoring of Local Government Assessment Teams is scheduled for first quarter of 2012. The 2011 focus by MoLG and UNCDF was on assessment and refinement of the current gender indicators for the national assessment of LGs. These were found to be too process



oriented and have been revised with support from MGLSD and the National Gender Team. A summary of progress in this output is provided in Table 4.

Table 4: Output 1.3 Gender Equitable Planning at Local Level Summary of Progress 2011

Indicator	2011 Milestone	2011 Results	Variation
<p><i>% of execution of LG plans and budgets addressing priority Gender Issues</i></p> <p>Replaced in Dec '11 by 'Percentage of LG at district and county level having plans and budget addressing gender issues'</p>	<p>Local Government assessment teams trained in gender-sensitive monitoring/auditing, gender responsive planning and GRB</p>	<p>30 staff from 15 LGS and 3 privately sponsored people completed Diploma on gender in local government at MUK in 2011 (from 2010 budget). New intake from 2011 budget (20 sponsored and increase in private) will complete in 2012.</p> <p>Training and mentoring of LG Assessment Teams (national and district) was delayed until assessment and revision of the gender indicators was conducted.</p>	<p>The Diploma on GAD practice builds on the 2010 workplan, with most activities implemented in 2011, including finalisation of 5 training modules, developed in partnership with ILO, Turin.</p> <p>Training of the national and district assessment teams is planned for 2012</p>

Output 1.4 National Statistical Systems and Gender Disaggregated Data

National Statistical Systems collect, analyse and disseminate reliable and up-to-date gender disaggregated data (GDD)

Progress on this output was stalled in 2011, due primarily to delays in disbursement of funds to UBOS. The UBOS end of year report on the programme highlights the lack of funds as a major constraint on programme implementation. See Table 5 for a summary of progress in this Output. A Senior Gender Statistician was recruited, with support from UN Women, in August 2011 followed by an International Technical Advisor in December, both of whom are now in UBOS. The recruitment and reporting of technical advisors has not been matched with funds disbursement to UBOS. The implication is that one national staff for 4 months and 1 international staff member for at least a month have been present without substantial progress on programme outputs. They are currently assessing training needs and working on the curriculum for GDD training, though no draft products from this work were available for the review (as these had not yet been shared internally).

Some constraining factors leading to non-disbursement of funds to UBOS, indicated by UNFPA, are due to

- Changes in the new accounting systems introduced globally. These do not allow distribution of financial resources at the end of the year, which is when funds became available (i.e. cannot disburse during end of year accounting period).
- The UBOS work plan was not part of the approved partners for UNFPA when the 2011 work plans were approved in 2010. This affected UBOS's accommodation into the UNFPA work plan in 2011.
- UNFPA has had staffing (human resource) challenges, an issue also pointed out by its national partners as affecting UNFPA¹³ delivery.

Table 5: Output 1.4 Gender Responsive Statistical System Summary of Progress 2011

¹³ UNFPA indicate that the human resource challenges were compounded by high demand in Outcome 2 area start-up activities, the removal of the original TA budget line, and the fact that efforts to secure additional human resources through the programme budget were not successful



Indicator	2011 Milestone	2011 Results	Variation
% of UBOS Survey reports that indicate Gender Analysis	UBOS Staff and 7 Sectors trained on Gender Statistics	No results yet. Technical assistance in place and assessing training needs	No funding realised by UNFPA for programme implementation. FACE Form was submitted by UBOS in Oct 2011.
No. of districts with gender profiles used in local planning	Baseline established	Established that baseline is zero	
Availability of Gender Disaggregated Data on Time Use.	Training of data gathering tool using time-use survey	No results yet	Postponed to 2012, due to non receipt of funds by UBOS in 2011

2.2 Outcome 2 Sexual & Gender Based Violence Services

Outcome 2 Enhanced GBV advocacy and service delivery (wording at April 2011); subsequently changed to Improved access to legal, health and psychosocial services of SGBV survivors (wording as at Dec 2011)

Outcome 2 is intended to directly address gender based violence and its consequences. Investment was increased following the 2010 Annual Review, including funds to provide five rather than the original two Safety Centres. It has the second largest share of budget by outcome (22% for 2011)¹⁴; a single output and almost one fifth of work plan activities (10 or 18.5%). The main implementing partners for Outcome 2 are the Justice Law and Order Sector (JLOS), through its Secretariat; Ministry of Health (MoH); and several CSOs including Norwegian Refugee Committee, ARC Consortium, Action Aid, International Refugee Committee and others. UN Agencies for Outcome 2 are UNFPA (Lead), WHO, UN Women and OHCHR.

Outcome 2 has two results indicators, each with one milestone for 2011. These are:

- **Indicator 1:** *Number of survivors reporting to access services of GBV multi-sectoral centres* (Dec 2011) revised from *Percentage increase in women accessing services of the GBV centres* (April 2011). The milestone for 2011 was *CSO community advocacy strategy on GBV in at least five districts*. While no report on CSO community advocacy strategy on GBV was available for Outcome 2, oral reports from a range of CSOs and FBOs and reports such as the consolidated report on 16 Days of Activism attest to considerable activity on the ground and to use of a range of channels e.g. media, religious and Village Health Teams to bring about change. This work was funded by UNFPA, including from the 20% carry-over of 2010 funds and due to long standing partnerships, enabling this activity throughout the year. While the testimonies and case studies of partners interviewed during the review and the products they showed to the team; allude to real progress, there is a monitoring gap in terms of capturing the effects of all of this activity. Of concern is the fact that of the eight districts involved during 2011, only one (Moroto) is on the finalised list of 10 districts for the JPGE. This will have significant implications in terms of programme results, which do not appear to have been adequately assessed by the programme (see also Section 2.6 on Value for Money).
- **Indicator 2:** *Percentage of GBV case disposal rate through the justice system in five target districts* for which the 2011 milestones were 'Core team of medical staff trained for new forensic laboratories'; and *Forensic Laboratory strengthened in Kampala* (both milestones moved up from output level in Dec 2011).¹⁵ Thirty four trainers (but not yet at district level) have been oriented on forensic medicine and sexual violence by Makerere University, Health Sciences; the Victorian Institute of Forensic Medicine and the Australian Police.

¹⁴ Based on share of budget available for 2011 i.e. including 2011 funds and under spend from 2010 – figures provided by UNW

¹⁵ These milestones do not reflect outcome level changes – are more appropriate at output level



Progress towards Outcome 2 milestones has overall been slow, something reflected also at output level (see below). Late commencement of implementation, due to delays within individual UN agencies headquarters' transfer of funds; and human resource constraints in key Outcome 2 UN agencies has contributed to this. WHO used other resources to allow them to proceed with testing of Guides produced in December 2010 for training and supervision of health workers on management of SGBV survivors/victims, but work on equipping of forensic laboratories is significantly behind. As per the Reference Group deliberations, the milestones from 2012 onwards are based on a phased approach, which will provide a minimum standard for all the five laboratories in 2012, with an annual upscale to 2014, rather than complete the setting up of one laboratory at a time.

Output 2.1 SGBV Services

Improved access to GBV services from JLOS and health institutions by women, children and communities (wording as of April 2011); changed to Availability of improved legal, health and psychosocial services for SGBV survivors (wording as of Dec 2011)

Progress has been slow in relation to this output, with varying levels of activity in different strands (See Table 6 for overview of progress on Output 2.1). Insufficient human resources/technical assistance to support this output was highlighted as a major constraint by all stakeholders.

- Civil society and faith based organisation activities are being implemented e.g. A Rapid Assessment of GBV and Rights in the Muslim Community in Uganda, in three districts Kampala, Yumbe and Mubende¹⁶. According to UNFPA, 6,826 Village Health Team members were mapped and trained to support community mobilisation and dialogue on maternal health and GBV; and 1450 have been oriented on conducting community dialogue using radio and listenership groups. The Church of Uganda has produced a ground breaking resolution and initiated an innovative SMS message forum to ensure dissemination of key messages on maternal health, adolescent sexual and reproductive health, HIV&AIDS and family planning and how these interrelate with GBV. The report on 16 Days of Activism shows that a wide range of stakeholders were engaged and active.
- To build consensus for a sustainable Safety Centre model, study tours have been undertaken to three countries (Rwanda, South Africa and Sierra Leone). Some forensic training has been undertaken. There has been significant investment of time and personnel in negotiating partnership agreements and brokering collaborative working arrangements between NGOs that had not previously worked together (Action Aid, Mifumi and UWONET). A field visits to Nebbi Centre was organised by UNFPA for MoH and MGLSD.
- Equipping and training staff of Forensic Laboratories is a key element in addressing SGBV, but progress with plans has been very slow. Contributory factors are bureaucratic delays in transfer of funds through WHO; staff constraints in WHO and failure of the laboratory equipping tendering process to produce appropriate technical bids at an acceptable price.
- Work on the legislative and policy framework for witness protection was included in this outcome area in December 2011, with milestones. Delay in funds reaching OHCHR has hampered progress. Nonetheless the JLOS task force to develop witness protection guidelines has been established and progress has been made on a gender responsive and HR compliant Witness Protection Bill.

This output is likely to be significantly under spent by end March 2012 (see Figure 1). There needs to be significant escalation in implementation with respect to both Safety Centres and Laboratories. It is of concern that this fact and the underlying contributory factors did not receive more critical attention e.g. by the Steering Committee at its October 2011 meeting.

¹⁶ The study indicates that these districts were purposively selected to fit within the 7th GOU/UNFPA country programme district thrust



Table 6: Output 2.1 SGBV Services Summary of Progress 2011

Indicator	2011 Milestone	2011 Results	Variation
Number of integrated systems of GBV Safety/Rainbow Centres functional	CSOs negotiate with government for establishment of CSO-led GBV 'rainbow centres' in government facilities (April 2011) replaced by Rainbow safety centre model agreed on by Dec 2011 and One integrated 'Rainbow Centre' fully functional in Gulu (the specific location was removed in Dec 2011)	Milestone not achieved. A concept note was jointly developed by UNFPA and WHO on the GBV Rescue/ Recovery and Safety Center adapting an IRC model in five of the ten priority districts. Consultative meetings with the five focus districts with NGO partners was undertaken and Study tour for 21 participants for Rwanda, South Africa and Sierra Leone (reports provided)	Final agreement on a sustainable model has not yet been achieved. A meeting is scheduled for Feb 1 st to discuss the proposed model (Concept Note with proposed Model was reviewed). Efforts are underway to ensure that the model will be supported by Government and civil society. The safety centres are now planned for 5 districts (Gulu, Lira, Mbarara, Moroto and Masaka). This output will be significantly under spent by end March 2012, even with escalated implementation.
Percentage of GBV disposal rate through the justice system in Kampala and in the 10 target districts (April 2011) replaced by No of women and children reporting and accessing services at the Rainbow Centre (Dec 2011)	One new Forensic Laboratory operational in Gulu	No work on Forensic Labs has commenced. Tendering for equipping of the Forensic Labs was unsuccessful (bids too high and requirements misunderstood). WHO is now exploring international/neighbouring country tendering	The plan from 2012 onwards is based on a phased approach, with a minimum standard for all the 5 labs to be achieved in 2012 and an annual upscale to 2014. Also held-up by bureaucratic delays in transfer of funds from WHO headquarters.
Percentage of medical staff trained in SGBV management in 10 districts (added Dec 2011)	In clinical management of SGBV survivors according to laid down (?) standard guidelines (added Dec 2011)	No district training undertaken yet. Plans are extensive requiring sensitisation of stakeholders, selection and training of health workers; training in South Africa and at MUK for forensic nurses, and procurement of equipment, materials etc.	Funding delays and human resource constraints in WHO mean that progress is well behind and, even with escalated implementation, will not reach milestones by March 2012.
JLOS programme to offer independent psychological and physical protection begins implementation (added Dec 2011, not In the April version)	50% of recommendations integrated into the draft witness protection bill. JLOS task force established to develop witness protection guidelines in relation to transitional justice	The ULRC indicate that 'almost all of the recommendations have been integrated into the draft bill' – though not verified as not yet released. The Task Force is established	Due to delays in the release of funds' (OCHCR 2011 report) much of the 2011 work plan will be implemented in 2012. OHCHR used own funds to support the August workshop, but not an arrangement that can be repeated or relied on.



2.3 Outcome 3 Gender-fair Education

Increased school participation, completion and achievement rates of girls in primary education

Outcome 3 is intended to address constraints to access, retention and completion of primary school by girls. It received 10% of the 2011 budget (equal to 8% of the total funds available for 2011, when carry-over from 2010 is factored in). It has a single output and almost one tenth of work plan activities (9.3%). The main implementing partners are the Ministry of Education and Science and the Girls Education Movement (an NGO) with UNICEF as the lead (and only) UN agency and schools participating at the beneficiary level.

This outcome addresses practical issues that affect retention and completion in schools through community mobilization around girls' education, research on pregnancy in schools, capacity building and roll out of the Girls Education Movement (GEM) clubs. The output supports the development of gender-responsive water and sanitation facilities, and development of local materials for menstruation management in primary schools and the roll out of the Gender in Education Policy.

The Outcome has two indicators and milestones as follows:

- Indicator 1: Completion rates (changed from net enrolment) of girls in primary education in the 10 districts. The milestone established in December 2011 is 55% in 10 districts.
- Indicator 2: Transition rates of girls from Primary to Secondary increased. The milestone was 78% in 10 districts.

Final and annual targets for these indicators were adjusted in December, based on the finalised list of UNJPGE priority districts, since the average baseline for these districts (selected based on need) was much lower than the national average. In effect the baseline for this Outcome was reset as of August 2011, when the priority districts were agreed.

Output 3.1: Enhanced School Policies and practices that promote gender fair education

For a summary of progress in this output see Table 7. Strengthening the capacity of GEM is one of the main modalities towards achieving this output. The Girls Education Movement established a secretariat in 2011 for the first time since its launch in 2002. GEM reached 32 schools in 10 new districts they had not worked in before. The programme supported establishment of 314 GEM clubs in the 10 districts to promote education retention and completion in primary school through messages on sexual maturation and menstrual hygiene management. GEM also strengthened its work in 22 districts where it was already engaged, with support from UNJPGE and established a report desk for violence against children.

Another education based NGO, Forum for Women Educationists (FAWE) in Uganda completed a Study on pregnancy in primary and secondary schools, whose findings are used to influence the Re-entry of pregnant girls and Child mothers in schools, for which a Concept Note is being developed by MoES. UNICEF supported the construction of 2 blocks of 5 stance pit latrines per school. Twenty (20) hand washing facilities were set in 10 schools in Mubende district and school health clubs in the 10 schools were trained on sanitation and hygiene promotion, to encourage use of latrines, benefiting 5,000 children. Campaigns on hand washing with soap have been carried out in the targeted schools, targeting both pupils and teachers.

The output is on track in terms of implementation with high possibility of full completion by March 2012. A contributing factor to the implementation rate is the flexibility within UNICEF which enables them to release funds to the partners early in the year and reverse the funds when JPGE funds are secured. Hence, implementation is not greatly affected by delay. However, out of the 10 (+ 1) new districts covered by GEM¹⁷ with support from JPGE, only 1 district, Kween, was among the agreed priority districts for JPGE. Mubende district, a focus for water and sanitation support in 2011, is not

¹⁷ New districts supported by UNJPGE through GEM in 2011 included: Mubende, Agago, Alebtong, Kanungu, Lamor, Otuke, Ntoroko, Oyam, Kyegegwa, Nwoya and Keen.



one of the finalised priority districts. How work in non-prioritised districts will be captured in assessment of results is a challenge that the programme has not adequately assessed or addressed.

Table 7: Output 3.1 Gender-fair Education Summary of Progress 2011

Indicator	2011 Milestone	2011 Results	Variation
<i>% district schools with gender policies and mechanisms including a policy on Violence against Children in School</i>	Establish baseline on gender policies and mechanisms	On track. Gender policy was distributed to 66 districts in North, East and Central districts of Uganda and will target national outreach. GEM supported 1,762 girls and 1,182 boys to return to school in 22 districts in Uganda in 2011 through the GEM clubs and established.	To be decided after baseline study in 2012
<i>% schools with WASH education facilities for hygiene management for boys and girls (April '11) replaced by 'Pupil Stance ratio for all 10 districts' in December '11 Results Matrix</i>		5000 children in 10 schools in Mubende district (prior to final agreement on districts) benefited from sanitation and hygiene promotion, construction of pit latrines and hand washing facilities.	Mubende is not one of the finalised priority districts for UNJPGE, so will not count towards targets

2.4 Outcome 4 Civil Society

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

Outcome 4 is focused on ensuring that civil society, on behalf of citizens, increases effectiveness in advocating for and demanding accountability from government on gender responsive laws, policies and strategies. This outcome received 5% of the 2011 budget (equal to 6% of the total funds available for 2011, when carry-over from 2010 is factored in). It has two outputs (one added in December 2011), and constitutes almost 15 percent of UNJPGE 2011 work plan activities. The main implementing partners are the Forum for Women in Democracy (FOWODE) and the Uganda Women's Network (UWONET) with UN Women as the lead UN agency, and involvement also of UNCDF.

Indicator 1: Percentage of recommendations of CSO legislative position papers taken up by sector agencies and local governments. Milestone: Position papers produced by CSOs on the pending bills (Wording for April). Milestone revised to "CSO recommendation on the annual conduct of budget forum with seven key sectors and ten districts approved" (Wording for December 2011 Results Matrix). No progress to report.

Indicator 2: (added in December 2011 Results Matrix) Recommendations of CSO legislative position papers - Marriage and Divorce Bill, Qaddisi Bill, Sexual Offences Bill integrated in the legislative bills: Milestone: (added in December 2011 Results Matrix) Three position papers produced by CSOs on the pending bills. Terms of reference for development of Position Papers to support the CSO advocacy strategy have been developed and the papers will be produced in the first quarter of 2012, along with a strategy.

A second output was added during the December 2011 retreat i.e. Output 4.2 - CSO has capacity to advocate/ Lobby on GEWE (see further below).



Output 4.1: Gender Budget Audits

Civil society has increased capacity for gender responsive monitoring through gender budget audits¹⁸

Output 4.1 has two GRB components, one spearheaded by UN Women in partnership with FOWODE. The output will build civil society capacity in gender budget audits at national and district level, develop policy briefs for strategic advocacy with government ministries and departments and parliament and facilitate regional and international exchange and learning on gender budgeting.

The second component on GRB is spearheaded by UNCDF, which is intended to work through Local Government and in partnership with Uganda Management Institute (UMI). A key element is support to five national NGOs to undertake GRB training at UMI. The NGOs are then expected to train women's groups and CBOs from target districts to participate in planning and monitoring of budget processes. There is a lack of clarity about UNCDF's role in relation to GRB at LG level, relative to the overarching mandate of MFPED; and questions about the mandate of local government to train civil society groups. Table 8 provides a summary of progress in this output.

Table 8: Output 4.1 Gender Budget Audits Overview on Progress

Indicator	2011 Milestone	2011 Results	Variation
<p><i>Number of CSOs Conducting Gender Budget Reviews of Sectors and Districts</i></p> <p>Altered Wording for December 2011: <i>Number of CSOs conducting gender budget analysis nationally and at district level.</i> (Alternative wording: <i>CSO has capacity for GR monitoring through budget analysis / audit</i>)</p>	<p>1. CSOs Trained and certified in GRB as a resource pool for training and budget reviews</p>	<p>A study tour exposed members to best practice on GRB in Rwanda.</p> <p>Advocacy talk points developed on issues for debate targeting parliamentarians on priority issues of GEWE in the budget tool</p> <p>Synergies developed with MFPED outputs to develop and use harmonised/Standardised GRB Curriculum.</p>	<p>Training postponed pending completion of GRB training materials update by FOWODE, including incorporation of Government Output Budget Tool. Training is now scheduled for first Quarter 2012</p>
	<p><i>Women CBOs in 5 districts trained in GR Planning and Budgeting</i></p>	<p>No progress to report in 2011</p>	<p>Delayed by negotiations with MoLG. FOWODE & MFPED conducted a similar exercise with CSOs, however no evidence of synergies built in planning on this milestone between FOWODE and UNCDF, though indicated by UNW that efforts were made for 2012 work plan.</p>
<p><i>% recommendations taken up by Sectors and Local Governments</i> (indicator dropped in December 2011 Results Matrix)</p>	<p><i>CSO recommendation on annual conduct of budget forum with 7 sectors and 10 districts</i> (Indicator dropped in Dec '11)</p>	<p>Nothing to report</p>	<p>Milestone impacted by late disbursement of funds</p>

¹⁸ December 2011 RM Wording: Civil society has increased capacity for gender responsive monitoring through gender budget audits / analysis.



Output 4.2. CSO has capacity to advocate/Lobby on GEWE

(Added in Dec 2011 Results Matrix)

Output 4.2 was added during the December retreat to reflect the full Outcome 4. Output 4.2 is “CSOs have capacity to Lobby/advocate on Gender Equality and Women Empowerment (GEWE)”. The 2011 Milestone provided was “CSO capacity and information in GEWE ascertained”.

During 2011, progress on Output 4.2 was mainly of a preparatory nature. UWONET developed consultancy TORs for assessment of four CSOs’ capacity to advocate on gender in relation to the pending Bills (Marriage and Divorce Bill; Sexual Offences Bill and the Qaddi’s Bill). The CSOs include FIDA Uganda and 3 district based organisations. Due to funding delays, work started in December 2011 and will be finalised by March 2012. Some parliamentarians participated in a Gender Budgeting regional learning of UN Women held in Rwanda.

The output also aims to strengthen effective networking and coordination of CSOs participating in the UN Joint Programme on Gender, through UWONET with the support of UN Women.

Another component of the output is spearheaded by ILO, targeting the media and schools of journalism and influencing editorial policy for gender-balanced presentation and reporting (carry over from 2010 work plan and budget).

Table 9: Output 4.2 CSO has capacity to advocate/Lobby on GEWE

Indicator	2011 Milestone	2011 Results	Variation
<i>Level of coordination among CSOs / Capacity of CSOs in advocating for GEWE:</i> ¹⁹ (added in December Results Matrix)	<i>CSO Capacity and information on GEWE ascertained</i> (added in December Results Matrix)	TOR and UWONET procurement of consultant for capacity assessment of 4 organisations (FIDA U, and 3 in Gulu, Nebbi & Pallisa relative to gender bill advocacy. IEC materials completed, including a poster on “Myths and Facts on Marriage and Divorce Bill”	Implementation of activities on track for March 2012
		Terms of reference developed and consultant recruited, started in January. Focusing on training within one Media House i.e. New Vision	ILO reports that on track for March 2012 completion.

The UNJPGE has made progress in bringing civil society closer to the programme, than was the case in 2010. There is now increased UN flexibility in funding CSOs with identified comparative advantage. However, many partners interviewed from civil society, UN and Government mentioned a lack of clarity still evident about the role of CSOs in the entire programme and the effect this has in terms of less than optimal involvement of a key player. Much of 2011 was dominated by negotiation on annual CSO work plans and milestones, mostly between individual CSOs and the lead UN agency. CSOs have a cross-cutting role to play in the programme, beyond Outcome 4, which is mainly focused on women’s organisations. Outcomes 2 and 3 have a number of CSOs and FBOs participating in the programme, whose role has not been clearly defined. Likewise, there is a move by the programme to involve media organisations as part of the wider CSOs under Output 4.2. There is currently no strategy to guide the engagement of CSOs in the JPGE, something needed in recognition of the critical role that civil society plays in pursuit of this programme’s goal and results.

2.5 Overall Outcome Progress

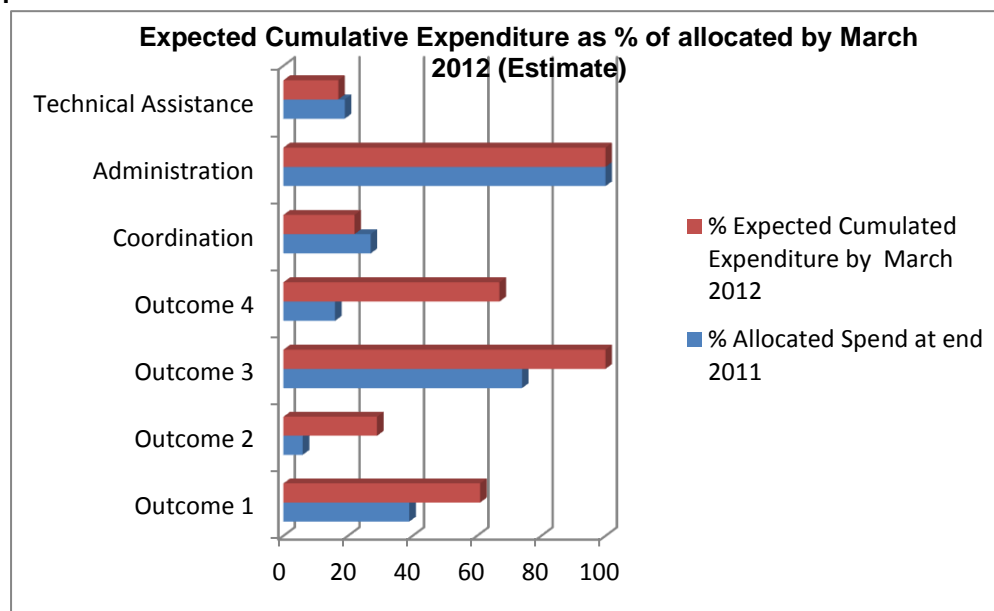
Progress is faster in some areas than in others, with some outputs on track to reach milestones by end March 2012, though none have been able to do so by end December 2011, given that 2011 funds were released in July 2011. The following bar chart provides an overview of spend by the 4

¹⁹ Phrased as “Low level of coordination among CSOs / Low capacity of CSOs in advocating for GEWE” in December 2011 Results Matrix (presumably a typing error)



outcome areas and for other key areas i.e. coordination, administration and technical assistance, based on figures to December 2011 and estimates to end March 2012, provided by UN Women. Another feature of 2011 progress is the need to escalate the pace at which activities are reaching district level and the need to connect more the work taking place at the centre with work at district and local levels, and particularly where efforts are beginning to reach and benefit citizens. Elections in the early part of 2011 was also indicated by many informants as having impacted on implementation from the 2010 budget, with knock-on effects on the timing of 2011 funds release and work plan implementation.

Figure 1



2.6 Value for Money

There is a general understanding of value for money and of its importance by partners in the UNJPGGE. Examples were provided within specific programme areas, such as:

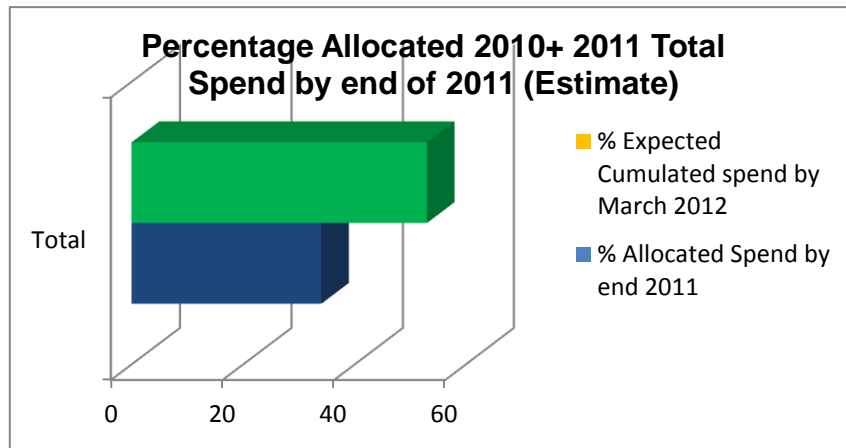
- following GoU and UN competitive procurement procedures (all);
- opting for a technical assistance model that allows for a top quality international consultant for prioritised tasks over intermittent defined periods, generating quality outputs for less than the cost of full-time technical assistance from a less experienced person (MFPED);
- using concept notes to think through and plan interventions carefully before initiating them (MGLSD);
- promoting partnerships to reduce duplication (UNFPA); and
- planning and complying with annual and quarterly work plans linked to budgets (All).

However there is no common definition or understanding of value for money across the programme. Nor are indicators for economy, efficiency or cost-effectiveness being systematically tracked and documented or relevant assumptions checked and reported on e.g. expected synergies from UN agency collaboration. A case in point which illustrates room for greater attention to VfM, is identification in August 2011 of the finalised list of 10 districts for JPGE. This differs by 5 from the draft list being implemented from February 2011. In addition, before any districts were identified, this programme was being implemented where UN agencies already had existing relationships. It is argued by some within the JPGE that this late change will have minimal impact on programme efficiency, effectiveness and impact, as interventions at district level were not significant pre August 2011. However, this is not uniform for all output areas and one would expect a careful assessment of these implications output by output to validate if this is in fact the case and to document and address potential inefficiencies and redress potential negative impact on results. Without documenting and tracking selected VfM indicators and assessing and reporting issues such as district changes, it will be difficult for future evaluation (mid-term and final) to reach conclusions on programme value for money and effectiveness in terms of results. Also, it will mean that management decisions are not optimally informed. Observations follow on a number of issues pertinent to value for money.



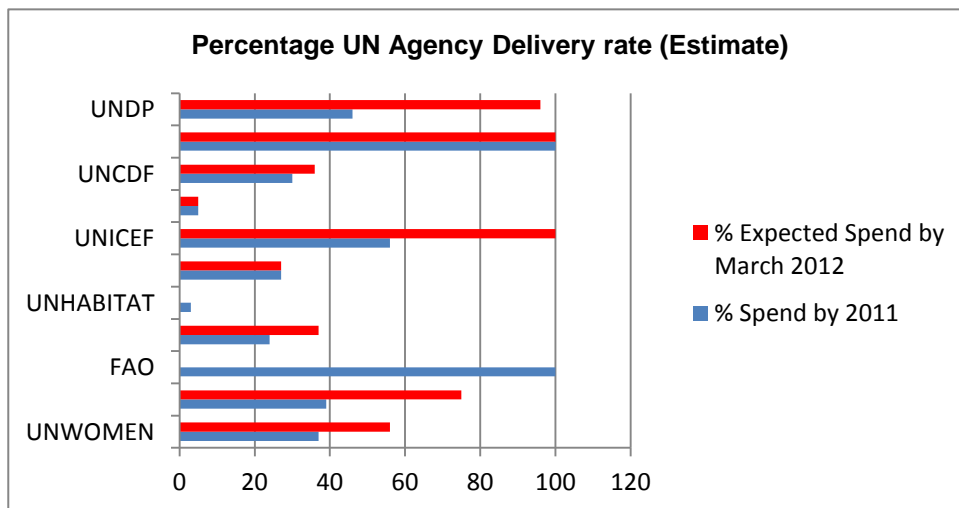
Allocative efficiency: The Permanent Secretary MGLSD requires monthly reports on JPGE progress; including on allocative efficiency i.e. spend against plan. This is a good practice worth adopting across the programme. Delays in release of funds in 2011 were due to the failure of a number of UN agencies to reach the requisite 85% spend (subsequently reduced to 70%) in 2010 to enable DFID to release the next tranche of programme funds. All agencies and Ugandan implementing partners were impacted as a result, though some UN agencies procedures allowed them to temporarily move funds from other areas, while others felt unable to do so. Budget 2011 spending has not caught up with plan, due to funding delays and is unlikely to be spent by the March 2012 deadline, based on assessment at end of January 2012.

Figure 2



The following bar chart demonstrates the position by UN agency for December 2011 and projections for end March 2012 which is the target for spending 2011 budget²⁰.

Figure 3



Managerial efficiency – the budget for programme coordination²¹ is significantly under spent, with only approximately one third of the available budget (2011+underpsent from 2010) spent at the end of 2011 (see Figure3 above). This is partially but not only due to hold-ups in recruitment of staff for the

²⁰ In response to the draft report, some agencies (OHCHR and UNFPA) reported that they expected a higher rate of spend by March 2012 (in the region of 70% each). Such apparent discrepancies need to be resolved with the Coordinating Agency, who provided the data at the request of the Review Team (but emphasised that these were not official)

²¹ This covers staff, JPGE logistics and Planning Review and Monitoring



position of Coordinator and National Officer. These savings do not constitute value for money in a programme as complex as this which requires a high level of efficiency in coordination as well as strategic programme management. UNW needs to urgently review this under-spend and propose to the Technical Reference Group and the Steering Committee if and how these funds can be better utilised for efficient programme management (e.g. additional support for monitoring and financial reporting); or be transferred to other budget lines e.g. towards development and implementation of an evaluation plan which would generate useful evidence on progress; to augment routine monitoring, rather than rely on the current one-off end of programme evaluation with a (modest) budget in 2014.

Technical efficiency: Implicit in programme design is an expectation of efficiency gains by UN agencies working together. Certainly the programme has benefited from the long standing relationships with a range of stakeholders that UN agencies brought to the table, but there is not any systematic tracking of evidence on efficiencies based on synergies of joint work. Some Ugandan partners are aware that they are interacting with individual UN agencies within a joint programme e.g. MGLSD has seen improvements in ways of engaging collectively with the UN, but many others indicate that it is 'business as usual' and not feasible to separate this from other work with individual agencies. Checking on assumptions and learning from experience in order to maximise improvements ought to be an essential element for a programme built on 'jointness'.

The UNJPGE does not have a heavy reliance on technical assistance, either long-term or short-term. Implementation is by and large through government MDAs and CSOs, with support from core staff of UN agencies. Decisions on if and what kind of technical assistance is required are based on the conduct of needs assessments and dialogue with implementing partners. Based on this a decision is taken about long or short term TA from either the national or international pool of expertise. This is sensible, though the delays encountered in recruitment do impact negatively on results and there may be scope for greater use of this modality to meet significant human resource gaps. See Table 10 for current status.

There is an example of securing top class short term International TA and of the positive impact of this on receptivity of partners and on results (see 1.2 on GRB); of TA being used to provide a good base for strategic planning (e.g. for CEDAW framework); and of the benefits of top-class PGA trainers in generating institutional buy-in for audits (e.g. NPA). However there are inefficiencies also such as the recruitment of full time national TA for UBOS in September 2011; but no implementation funds transferred to UBOS by year end (see 1.4)²². Another example is the initial approach to training of trainers to support Participatory Gender Audits, which involved training of Government and UN Staff, to discover belatedly that these people would not be released to support 'pro bono' PGAs in other institutions. While there was some benefit to their training to their own agencies, subsequently a different approach (using local and international consultants) was utilised for building a pool of PGA trainers. Delay in recruitment of TAs has held up implementation of key elements of the programme. Only approximately 17% of the available budget for 2011 is likely to be spent by end of March 2012. This situation warrants urgent attention to ensure that the programme progresses to plan; that recruitment bottle-necks are resolved systematically, rather than on an ad hoc basis, and that necessary expertise is sourced for the programme, with reallocation of resources not required.

Table 10: UNJPGE Technical Assistance 2011

Institution	TA	Status at end January 2012
UBOS	1 Long Term National	Recruited August/September
	1 Short term international	Commenced December 2011
MGLSD	1 Long Term International	Recruited, securing visa
	Provision for other TA needs	To be determined based on Capacity Building Plan
NPA	1 Long Term International UNV	Commenced October 2011
	1 Long Term National	Commenced January 2012
MFPED	1 Short term International	Providing agreed strategic inputs
	Provision for other TA needs	To be determined as the work currently underway is reviewed

²² Recruitment was undertaken by UNW, while the lead agency for implementation of work with UBOS (1.4) is UNFPA



DFID defines value for money as ‘*The optimal use of resources to achieve the intended outcomes*’²³ and it is a requirement to know ‘*what is being achieved, at what cost, with each intervention, across all sectors and delivery partners.*’ To respond to this within the UNJPGGE will require more explicit attention to, for example, identifying and tracking scale of spend and likely/actual scale of benefits of core interventions (such as training, studies, audits, long term and short term technical assistance) and monitoring any deviations (internal); and being able to compare these with similar interventions of other joint programmes and/or single agency programmes (external comparator). DFID Uganda is clarifying its own VfM requirements and could usefully discuss with UNJPGGE, the kinds of evidence which it would find most useful; or possibly organise a workshop on VfM for all Joint Programmes. Without such an intervention it is likely that information to support a value for money assessment during mid-term or end of programme evaluation will not be available and that the programme will have missed opportunities to optimise benefits, due to lack of systematic measures to address value for money.

2.7 Implementation of 2010 Annual Review Recommendations

Recommendations arising out of DFID annual review 2010 were largely integrated in the programme in 2011, while some others are still in progress (see details in Annex 4). Negotiations between the UN and DFID were finalised and key issues agreed in April 2011²⁴. DFID continued support to the programme with reduced funding, after withdrawing funding for a Livelihoods component which was judged to have serious design challenges and of support to a Women’s Political Participation component which DFID felt could be better placed within another programme²⁵. The recommendation to re-design Outcome 3 on Economic Empowerment to address priority gaps identified by the programme context analysis resulted in a decision by DFID to suspend funding for the outcome. However, DFID increased support for the Education component and increased funding for GBV Safety Centres (Rainbow Centres) from two to five. Progress in the latter area has been slow as discussed under results. A programme Results Matrix to incorporate these changes was developed in April 2011, and later revised and refocused in December 2011.

In line with recommendations, the programme has been more flexible in its inclusion of Civil Society partners, especially those with comparative advantage in areas addressed by the Joint Programme. Uganda Women’s Network has been supported to increase its coordination capacity for women’s organisations to demand for accountability, while Forum for Women on Democracy (FOWODE) is supported to strengthen CSO capacity for Gender Responsive Budgeting. UNFPA is also working with several Civil Society organisations on GBV advocacy including Faith Based Organisations from Christian and Born Again Churches and Muslim Organisations. The review recommended moving the programme towards a tripartite partnership between the UN, Government and Civil Society organisations. However, stakeholders point to a lack of clarity within the programme about the role of Civil Society; and the recommended strategy on CSO involvement has not yet been developed.

The number of UN agencies was reduced from 11 (2010) to 7 in 2011, with four agencies playing a central role in the programme. The programme still does not have implementation guidelines to facilitate the programme to make decisions which favour results²⁶. For example, there is no written guidance on movement of funds across budget lines. Likewise, there is no guidance on what to do if some agencies or partners do not implement the programme and hold resources. Four agencies (UN Women, UNFPA, UNICEF, and WHO) have a collective over about 95%, while three agencies (OHCHR, UNCDF and ILO) have about 5% of the total budget for 4 years. Some budget allocations are difficult to rationalise given the micro-allocations for agencies. For example, an allocation of US\$10,000 to ILO for Year 2 of the programme does not make administrative sense.

²³ DFID Uganda Value for Money Note September 2011

²⁴ UNRCO, DFID support to the UN Joint Programme on Gender Equality: Letter of 13th April 2011, and DFID letter of 10th February 2011

²⁵ Democratic Governance Facility – Deepening Democracy Programme component

²⁶ There is a procedure whereby requests for movement of funds are put to the Reference Group and subsequently a recommendation is made to the Steering Committee. However, there is no clear guidance on the basis on which this should be triggered; what the criteria are etc.



Recommendations to increase Steering Committee Governance oversight and to strengthen programme coordination are under implementation, but there is scope for much more progress. Coordination of the programme by UN Women has improved in 2011, according to all partners, with better information flow and regular Reference Group engagement and meetings. The Reference Group has been expanded to include representatives from 7 priority Sectors and 3 CSOs, and is moving towards thematic based coordination by thematic lead agencies. MGLSD has established a national partners' coordination forum. The Steering Committee was expanded to include wider government representation from MFPED, UBOS and NPA. The Steering Committee has been combined with 2 other UN joint programmes (JP on Female Genital Mutilation, and JP on GBV). While the SC was able to make decisions critical to the future direction of the programme, they met only once in 2011.

The Reference Group members reported that lack of clarity on what was to happen about elements of the original programme no longer funded by DFID; and whether and by what route they would be addressed within the UNJPGE, has been unsettling during 2011. However, despite some describing the process of change in 2011 as 'traumatic', the justification for changes were understood and accepted by most, and the overall view was that the revised programme was more focused and more manageable. There remains a debate within the UNJPGE about what should be done about the unfunded elements of the programme, in particular the livelihoods element. The Retreat of December appears to give Reference Group endorsement to fund raising efforts for '*the unfunded parts*' but the draft report from that does not provide any plan or direction for this. The review team would caution against adding anything further to this programme, when increased efforts are needed to keep implementation of the existing elements on track.



3. Programme Context and Systems for Achieving Results

This section contains observations, based on evidence gleaned on the situation at end of 2011, on the conduciveness of the joint programme environment and the systems it has in place for achieving results – both strengths and weaknesses. It explores many of the issues underlying progress on results as reported in Section 2 and provides further evidence on which to base conclusions and recommendations.

3.1 Structures and their functioning

The UNJPGE is guided by the mechanisms put in place at the outset i.e. a national Steering Committee (SC) with representation from government, UN agencies, civil society and the donor (DFID) expected to meet twice per year; and a technical Reference Group (RG) with assigned technical personnel from these key agencies, expected to meet 4 times per year;

For 2011, the **Steering Committee** met once, and this meeting was a combined one with two other related Joint Programmes i.e. on GBV and Female Genital Mutilation. The Steering Committee was also expanded in 2011 to include more government partners, represented by senior level management staff. The fact that only one SC meeting was held in 2011 was explained by the requirement to develop a combined set of terms of reference for amalgamating the three programme steering committees. The minutes of this one meeting (October 2011); and discussions with individual SC members, would suggest that the SC is not being adequately utilised to provide high level strategic oversight on the JPGE and that there is need to increase their focus on JPGE accountability for absorption rate, risk anticipation and its management; achieving value for money; and implementation rates. The SC needs to be provided with clear synthesis information to guide deliberations e.g. similar to the bar charts in this report. Their terms of reference require submission of periodic programmatic and financial reports, but these documents are essentially detailed and there is need to provide sharper and more focused syntheses to accompany an agenda which reflects their high-level decision-making role. Meeting only once in 2011 was not helpful, twice is minimal, and given the challenges that management of this large programme is facing, meeting quarterly is something that might be considered. This was found by the UNDG to be the optimal number of SC meetings for joint programmes²⁷. However, we stress that meetings should not be for detailed work that can be adequately overseen by the technical RG, but for strategic oversight, holding partners to account and bringing creativity and flexibility to resolving bottlenecks hindering implementation and results.

To promote increased participation in and coordination of the JPGE, the technical **Reference Group** (RG) was expanded in 2011 to include representatives of the 7 priority sectors and 3 Civil Society Organisations. Four meetings were held in 2011, with the final meeting being a retreat for 2011 review and 2012 forward planning. These meetings were co-chaired by MGLSD (the Commissioner for Gender) and UN-W (JPGE Coordinator). Minutes of these meetings and a draft report on the retreat were reviewed. Briefing and de-briefing meetings were held with the RG at the beginning and end of this Annual Review and individual members were also met during ministry and agency meetings. Based on these interviews and review of minutes and reports, it is clear that the RG has engaged substantially in programme implementation issues during the year, including revisions to the Results Matrix, finalising work plans and budgets. Representation is good as is attendance by many of the key accountability agencies, though less so by line ministries. One interesting observation from discussions with RG members in general and with the UNHCR member of the team, is the scope for positively supporting and influencing JPGE by strategically engaging with others – see Box 1.

²⁷ See Annex 5 on lessons from UNDG review of Joint Programmes in 2006, which found that 4 meetings per year was optimal for SCs



Box 1: Strategic Influencing

Though UNHCR is not funded through this programme, they have actively engaged in the Reference Group and with other agencies, to ensure that attention is paid to issues of importance to refugees and internally displaced people. The person attending the Reference Group meetings has been very active and has also received encouragement from her agency to do so in order to maximise networking opportunities created through UNJPGE. Through the process, their interest groups are likely to benefit from UNJPGE outputs such as those on Safety Centres, Forensic Laboratories and the Girls Education Movement.

The review team endorses the decision of the Reference Group to hold additional Outcome-based technical meetings during 2012. These can provide the forum for reviewing monitoring data on individual and mutual performance based indicators. This would allow for more focused attention to issues of implementation and for increased peer pressure and peer support towards achieving relevant outputs and progress towards specific outcomes. It could also free-up the combined technical RG meetings for more programme oversight, rather than immersion in detailed activity planning and reporting. Discussion is underway about the timing and frequency of these additional Outcome meetings. It is our view that monthly is too often but bi-monthly is a more realistic option; with perhaps an additional hour prior to the full technical RG meetings for outcome based meetings and consolidation of messages for the RG.

It appears that the **UN Gender Team**, which was active in the planning and initial stages of the UNJPGE, has now effectively been subsumed in the JPGE structures, and does not otherwise meet. This was not the intention of the joint programme design, and there must certainly be wider issues on GEWE across all UN programmes for a UNGT to address.

The Review Team was not able to meet with the office of the UN Resident Coordinator during this review but we propose that, working through the SC, **the UNRC and the UN Country Team**, perhaps utilising the UNDAF annual review process or other mechanisms, discusses and addresses some of the systemic bottlenecks impacting on UNJPGE implementation and results (see Conclusions and Recommendations).

3.2 Planning and Finance

3.2.1 Planning

The programme Results Matrix (RM) was re-designed to incorporate decisions which ensued from the 2010 Annual Review. This was agreed in April 2011 with milestones for the year, and provided the basis for agency work plans. However, further refinements were made over the year and consolidated during the December 2011 retreat, a draft of which was available during the annual review (not yet approved by the SC). DFID's programme log frame was also refined at that stage.

The JPGE retreat in December 2011, for which a draft report was reviewed, appears to be a significant marker in moving from activity focused to results focused planning and review. Members of the RG were unanimous in highlighting the value and clarity of this retreat in helping to engage at the outcome rather than activity level. The approach was maximal focused group work, based on outcome areas, rather than presentations or plenary discussion on programme activities. The UNJPGE needs to build on this experience through its planned Outcome-based meetings in 2012, while also raising the perspective of the full RG meetings from activities to results and key programme milestones. This will create further pressure on lead Government and UN agencies and the Coordinating Agency to help support this results-based management (RBM) approach through provision of synthesis information on key issues for the agenda, but this is an essential part of their role and necessary for achievement of results. Discussion with partners and review of documents generated some interesting insights into different agencies perspective on results. One respondent from a UN agency highlighted that there is some resistance to moving towards results due to the pressures on time and human resources generated within the agency from 'regular institutional activities'. These very real constraints need to be challenged as, without a results focus, the programme is likely to replicate activities and expand its scope without understanding its purpose. It is



crucial to inject a results focus and equip JPGE stakeholders to understand their individual and institutional roles in achieving them.

The use of annual work plans to release funds to national partners such as MGLSD, rather than activity based planning and budgeting was a positive feature of 2011 and is helping to build national partner autonomy and ownership of the programme. Release of funds annually by DFID has facilitated more programme-based approaches by national partners. Annual planning for the year, with a perspective also on the rolling three year plan to completion in 2014, needs to guide the work of the RG and outcome groups, irrespective of the frequency of fund release. DFID and a number of UN agencies, e.g. UNFPA are making changes to their financing procedures at present. This review is concerned that these changes should not negatively impact on the embryonic programme and results planning and budgeting within the UNJPGE programme, and that programme implementation is not hampered by procedures which increase rather than address current bottlenecks. Our concern is that more frequent fund release will lead to regression to activity based planning and budgeting; and multiply the current bureaucracy around transfer of funds, which happens once a year at the moment but which already appears to create delays in implementation, particularly for some agencies (see below).

Delays in receipt of funds within individual UN agency systems has impacted on 2011 planning and means that many of the original work plan activities are now scheduled for 2012 (with a target to escalate as quickly as possible by end March 2012. Delays in release of funds, according to one UN agency report has 'real impact on state led processes and progress on issues affecting the lives of women, men, boys and girls' ... and 'damages the relationship with state partner institutions'. Of concern also, to the review team, is the rush to implementation in first quarter of 2012, and the potential impact of this on programme quality. These issues are further discussed in the next sub-section.

3.2.2 Budget and Finance

The previous section on Value for Money (2.6) provides information on overall programme spend; on outcomes and other significant areas; and on UN agency delivery rates. While spend for 2011 indicates improved implementation rates for 2011 over 2010, it is clear that problems persist in some outcome and output areas and thus for the programme as whole in reaching its targets. Of concern to the annual review is that the quarterly and half yearly reports do not contain any review of the budget. It is understood that the Administrative Agency (UNDP) is only required by the programme agreements to report annually in retrospect; but regular tracking of spend is critical for this programme given the delays and bottlenecks that persist. The fact that UNW now has a finance officer in post, facilitated the Coordinator to generate the kinds of financial information requested during this annual review; information which, we believe, is imperative to guide decision-making by the RG and SC. Such data, presented in simple table or bar chart format needs to be generated regularly to draw attention to areas of need in terms of spend and thus progress. More timely reporting back, including on finances, to the Coordinator by lead UN agencies and Ugandan partners (where required to report) would facilitate generation of these indicative figures for decision making. The finance information provided for the year through the Administrative Agency may help satisfy accountability to the donor, but accountability to citizens and programme effectiveness will be better supported by more regular financial reporting, possibly quarterly, even if these are indicative figures.

Table 11 provides information on funds transfer, something which according to interviews and review of quarterly and annual reports was a bottle neck for some agencies in 2011. There is a gap for some between transfer of funds by DFID through the Multi-Donor Trust Fund and its availability in Uganda for programme implementation. Further delays in implementation appear to have arisen in finalisation of annual work plans with partners. Some agencies have flexibility (and funds from other sources) to allow implementation to start e.g. UNICEF where output progress is on track; others don't have this, with the most extreme problem relates to UBOS where implementation had not started at the time of the annual review in late January. This information needs to be presented (possibly in synthesis Quarterly Reports) to the SC and UNRC/UNCT in order for them to help resolve delays, where possible; and to suggest and approve innovative solutions where necessary to progress implementation. Also of concern is the limited flexibility which exists to allow budget changes towards strengthened results. Apart from a few examples of changes endorsed by the SC meeting of October



2011, there is little evidence of applying a performance-based approach in budgeting. Such delays severely hamper the agency and programme ability to achieve results.

Table 11: 2011 fund disbursement and start of implementation

UN Agency	2011 Funds released by DFID in July 2011 (2011 budget + 20% 2010 budget)		
	Received at Agency Headquarters	Received in UN Agency Uganda/Regional Office	Start of Implementation
Lead Agency Outcome 1: UN Women	August 2011	August 2011	August 2011 in MGLSD, MFPED and NPA
Lead Agency Outcome 2: UNFPA	23 August 2011	29 August 2011	Implementation started in July with funds reversed for some elements e.g. existing CSO partners but not for UBOS, where funds were not received at time of Annual Review Jan 2012
Lead Agency Outcome 3: UNICEF		August 2011	Implementation started earlier and funds were reversed
Lead Agency Outcome 4: UN Women	August 2011	August 2011	With FOWODE in August 2011, but not in UWONET until November, on agreement of 2011 six month work plan
WHO	Unclear	Significant hold up in Geneva due to bureaucratic procedures	Limited elements e.g. ToT forensic training implemented earlier with fund reversal but substantial hold up to e.g. the Forensic Lab equipping tendering process
UNCDF	1 st tranche in 2 nd quarter of 2010 2 nd tranche in 3 rd quarter 2011	Available in 3 rd quarter 2010 Available in 3 rd Quarter 2011	Started developing the Modules for the Post Graduate Diploma in Gender and LED with Makerere University in 4 th Quarter 2010
OHCHR	1 st tranche 22 Aug '11 2 nd tranche 2 nd Nov '11 (transferred in error to UNW)	October 2011 November 2011	Started work with JLOS in Output 2.1 in August Output 1.1 work with MGLSD delayed due to late receipt of funds by OHCHR HQ
UNDP		20% balance from Budget 2010 received in Aug '11	
ILO		End October	November/December 2011
FAO			
UN Habitat	2010 budget	2010 budget	Preparation started in 2010, no implementation in 2011

Source: UNJPGGE Progress and Annual Reports; individual UN Agency reports; interviews and information provided by UN agency representatives on Reference Group

3.3. Coordination

Responsibility for coordination rests with UN Women as the coordinating agency. Despite the upheaval of changing coordinator mid-year²⁸, all parties were clear that this function operated much better in 2011 than was the case in 2010 and indicated that communication was more regular and

²⁸ The replacement is a temporary one, awaiting filling of substantive post



timely. Letters of agreement were signed with national institutions to facilitate transfer of funds. In some cases these also included a transfer of funds for national TA recruitment e.g. to NPA. Some felt that, while consultation was done on work plans and related budgets, there was not sufficient discussion on substantive changes in the budget, following implementation of post 2010 review changes. It is recognised that many budget changes and adjustments were made in 2011, some at the request of DFID, and that this could have left some agencies feeling that specific mandates may not have been adequately addressed (something expressed to the review team by 3 different UN agencies). Having written guidelines covering changes (which will always be a feature of a results-managed programme) might help address these concerns and provide the necessary transparency and clarity that a large multi-stakeholder joint programme requires.

There is a significant under-spend in take up of the budget for Coordination (covering Staff; JPGE logistics; and Planning, Review and Monitoring (including 2010 UN PGAs). Figure 1 shows that this stood at 27% by end December 2011 and is expected to be only 22% by end March 2012. The issue of shortage of personnel to support this role, and delays in recruitment of both a substantive International Coordinator and a National Officer, has exercised parties during 2011. Despite expressed concern and reassurances of efforts to speed up recruitment e.g. letter from UN Women to DFID April 2011, interviews for the substantive post of Coordinator are 'soon' to be held, but no date was available. Local recruitment did not produce a national officer to the expected standards. Given the demands of this programme, it is important that interim measures are urgently looked at to provide short term support for priority coordination tasks, until posts are filled. Likewise, creative ways to utilise the budget available for other items under coordination which will help improved implementation, should be a priority in coming months. It is encouraging to see that the UN Women 2012 work plan includes allocation of responsibilities for JPGE activities to different members of staff such as Project Officers for GBV and JLOS activities, who are currently in post, as well as two posts to be filled i.e. Gender Advisor and International UNV. However, this is unlikely to be sufficient to meet coordination (and implementation) demands as anticipated when the staff budget for this function was developed.

3.4 UN Capacity

It is evident that there is considerable variation in the extent to which different UN Agencies have invested in the UNJPGE, and the human resource pool from which they can do so. This annual review report is not casting aspersions on the work ethic or ability of any UN Agency individuals working with UNJPGE. However, it is clear from progress achieved and the views expressed by partners and staff of agencies themselves that they are seriously challenged in some parts of the programme. A case in point is UNFPA, which has adopted an approach of utilising UNFPA staff time to implement the JP, also integrated within overall UNFPA country programming. UNFPA is a high profile and active agency in Uganda and the lack of a full time dedicated staff member for implementation and follow up on JP results has put a strain on available human resources. As a result, their JP output areas are falling behind and several partners indicated that they believe they are 'overwhelmed'.

Some other UN agencies also indicate that find it difficult to combine this work with other agency mandates and pressures. The picture on UN agency contribution to UNJPGE needs to be much clearer and the Annual Review team sought information from agencies on this. Table 12 represents an initial attempt at compiling the human resource inputs to the JP. Despite guidance on requirements²⁹, it is possible that different interpretations were applied, and the information must therefore be used with caution. But this information is a critical element for attention of the SC and of the UNRC/UNCT and worthwhile for the Coordinating Agency to further validate the information. It may be necessary to

²⁹ Requirements for Table on Human Resources:

- a) Provide the title of individuals within your agency who support this programme – this is not only about specific personnel recruited or funded through UNJPGE but to include core agency staff – see for example UN Women which includes both
- b) Provide the actual time allocated in the calendar year 2011 by each individual to work on the UNJPGE (if you do not routinely report on this, an estimate, as accurate as possible, will be required) –percentage time provision from UN Women was provided as an example. Agencies were asked not to include estimates for 2012.



'think outside the box' to resolve some of these bottlenecks but, without quantifying and addressing the scale of this challenge, progress towards results will be constrained.

Table 12: Human Resource Allocations to UNJPGE by participating UN Agencies

UN Agency	Human Resource Allocation to UNJPGE in 2011	
	Title	Percentage time 2011 in practice
Coordinating Agency & Lead Agency Outcome 1: UN Women	1 JPGE Coordinator 1 Country Program Manager 1 M&E Officer 1 Finance Officer 1 Administrative Assistant	100% 25% 30% from October (up to 50% planned) 10% from November 10%
Lead Agency Outcome 2: UNFPA	Team Leader on Gender 3 Programme Officers	60% gender team leader 1 Programme associate gender 50% 1 Programme officer adolescent health 10% Overall 1.5% person time 60% at senior level and 40% medium management level with support from the operations team.
Lead Agency Outcome 3: UNICEF	3 staff (please provide titles) Education Specialist Education Officer School WASH Specialist	Part time (please provide % of time) 10%
Lead Agency Outcome 4: UN Women	1 JP coordinator 1 M&E 1 Finance Officer 1 Procurement Officer 1 Country Manager	100% 20% from September 2011 10% from October 2011 20% 25%
UNCDF	1 National Programme Officer	20%
OHCHR	1 Gender Officer	30%
WHO		25%
UNDP	1 Programme staff 1 Accounts staff	? 50%
ILO	1 National Project Coordinator	50%
FAO		
UN Habitat		

Source: Individual UN agencies

3.5 Risk Management

The Risks identified in the initial programme memorandum relate to commitment and capacity. They also reflect the intention at design stage for DFID to fund capacity strengthening of UN Agencies to effectively contribute to the JPGE, something which was removed following 2010 Annual Review. The December 2011 Retreat identified expected actions and results in terms of strengthened UN capacities on (i) gender mainstreaming and (ii) to deliver as one for GEWE. Reaching these milestones will have an impact on programme results and will need attention and oversight from UNRC and UNCT to ensure that the expected milestones are reached and the necessary human and financial resources are identified to support this.

The UNJPGE Annual Report for 2010 does not provide an assessment of risk identification or of its management, something which is needed for effective programme management. Over and above monitoring of risks identified from the outset (static) it is recommended that the JPGE incorporate a more systematic and dynamic identification of risks as they arise (or can be anticipated) within the programme. For example it is clear that:

- The capacity of some UN agencies to spend is a significant constraint and the consequence of a 'rush to implement' when funds do become available to implementing partners may compromise results and programme quality



- There are concerns about potential overlaps and possible contradictions within and between similar programmes – many parties raised this particularly in relation to GBV and GRB.
- There is a risk to programme results from the shifting position on districts of engagement
- There is a risk to future robust JP evaluation and achievement and articulation of results from the underdeveloped results monitoring and tracking systems currently in place
- Another risk highlighted during the review arises from the potential overlapping mandates of partners (including between UN agencies and MDAs) and the need for transparent and value-driven assessment of comparative advantage in the implementation of activities.

Such risks need to be identified and assessed and measures taken to mitigate them. It would be appropriate to include an item on (dynamic) risk assessment in RG and (proposed) Outcome/Output meetings and to report on this to the SC. Table 13 assesses the current relevance of risks identified in the original programme document and comments on the need for changes to mitigate such risks (as per ToR for the Annual Review). However, we suggest that ongoing identification and assessment of risk becomes a feature of programme management.

Table 13: Risk Assessment based on risks identified in Original Programme Memorandum

Risk	Probability	Impact	Comment
Weak leadership and inadequate recognition of and commitment to the JP by UNRC and UNCT	Low/ Medium	High	This risk remains. The fact that JPGE results are included in UNDAF is positive. There is evidence of UNRC engagement during the changes to programme following 2010 Annual Review. However, one Steering Committee meeting in 2011 is low in terms of providing coherent strategic direction to the UNJPGE and there is need for more evidence of active engagement of UNRC and UNCT in resolving bottlenecks
Constraints on the UN system, participating organisations working together, communicating effectively and delivering on commitments	Medium	High	There is evidence from 2011 of increased effectiveness in working together, compared with 2010. While issues have arisen, these have largely been resolved. Continuing with the shift in late 2011 (especially at the Dec retreat) towards more focus on shared results and less on stand-alone activities, through planned outcome focused meetings will help mitigate this risk.
MGLSD unable to exercise national leadership in relation to JP	Medium	Medium	Clear indicators of MGLSD increased national leadership in 2011 (Chairing Technical RG and institution of MDAs meetings). Follow-up on the PGA analysis; work on a capacity strengthening plan; and the on the CEDAW framework will strengthen further.
Strongly patriarchal attitudes provoke “male backlash” towards gender equality	Medium	Medium	Original assessment was that ‘Ugandan Constitution, international commitments and gender policy underline principle of gender equality in Ugandan public life’. Despite the positive national framework, the work of this JP such as monitoring implementation; influencing budgets; strengthening CS advocacy; addressing GBV and providing recourse to citizens are essential and will help minimise and manage this risk.
UN agencies and GoU lack capacity to implement JP effectively	Low	High	There is evidence of capacity constraints in 2011. The removal of DFID funding to elements of UN agency capacity strengthening has impacted on this. Bottle necks in funding and recruitment delays compound this. There UNCT needs to review the actual human resources provided to the JPGE relative to the results each agency is expected to contribute to – it is lacking in some agencies. Less than 20% of budget available for TA to GoU in 2011 was utilised, despite acknowledgement of capacity gaps. There is need for attention to capacity strengthening (including TA) strategy for JPGE.



3.6 Monitoring, reporting and evaluation

A draft **Performance Monitoring Framework (PMF)** was developed at the December 2011 retreat, alongside the revised Results Matrix, and an assessment of baseline information was also made. This needs much more work to be finalised and even more work for it to be operationalised as a tool for programme monitoring and performance measurement. It is critical that it become a manageable tool and not an aspirational framework which exists only as a document. Monitoring at indicator level has not been systematic to date, and this framework should help rectify this. The newly recruited UN Women M&E Officer has provided support during the four months that he has been in office. However he has been acting officer in charge during January and has also been heavily occupied in refining the country strategy and office plan and handling M&E of all programmes, which has hindered time available to make progress on the draft produced at the retreat. Promised information for completion of baselines needs to be inserted where available and a date and source inserted for data not yet available. If data cannot be made available then a substitute or proxy indicator for tracking that change may be needed. Follow up by the Reference Group scheduled for end February needs to assign lead responsibility to MAD/CSOs and UN Agencies for tracking and reporting on each indicator and for ensuring that baselines are in place.

There are some gaps needing attention in the current draft PMF. For example:

- there are no indicators to measure quality or impact of change on specific target groups (needed particularly at outcome level where there is an expectation of 'direct benefits for women and girls');
- nor are there any indicators to track cost-effectiveness or value for money such as in quality of training, benefits from Participatory Gender Audits or efficiencies produced through UN agency synergies and the 'jointness' of the UNJPGE;
- Indicators are needed to track institutionalisation and sustainability within Ugandan institutions, systems, budgets and processes;

The UNJPGE rightly prioritises indicators to be tracked through GoU M&E systems (e.g. Education MIS) and processes (e.g. Household census). In completing the PMF however, there is need to identify where additional, especially qualitative information, will be needed. It might be possible to meet these needs through the research and study element of this programme, for which there is some provision under each Outcome area.

Initiation of a **Joint Monitoring process**, whereby members of the RG³⁰ visited the GEM programme in September 2011 and observed and interviewed stakeholders at school and district level, was endorsed by all, including by GEM staff, who indicated that they had learnt through interaction with the JPGE team. However, the exercise was apparently very time-consuming to organise and see through. A report on this monitoring visit by UNICEF and UN Women shows that the team explored many issues with a range of stakeholders, including visits to homes. The report provides information against a set of 25 questions about the operations of the GEM clubs, but it was not clear from JPGE reports what if any action would ensue from this. Two Joint Monitoring visits are scheduled in the 2012 calendar. At the feedback meeting with the RG, it was suggested by a member that such visits are best organised through existing GoU or civil society monitoring channels, rather than in parallel processes. Equally important is the need for clarity on what is to be monitored, by whom and how e.g. a standard monitoring protocol for all monitoring team members with some questions specific to the intervention being visited (as applied with GEM), but with attention also to such cross-programme considerations as efficiency, effectiveness, relevance, sustainability and impact on women, men, boys and girls. Equally important is ensuring that information collected is then used for measurement of performance and is shared and acted on within the relevant output area and across the programme. It is encouraging that the RG has scheduled a meeting for end of February to develop a comprehensive tool for monitoring the JP and to form the monitoring teams for 2012. Monitoring is an expensive process in terms of human and financial resources and it is imperative that systems and tools are geared to get the most from this to guide decision making and facilitate reporting on results.

³⁰ Representatives from UNICEF (including the Deputy Representative); UN Women; DFID, the Ministry of Education and the Girls' Education Movement (GEM) representatives visited four schools in Kyenjojo district over 3 days in September



While a **mid-term evaluation by the UNJPGGE** is scheduled and budgeted for in 2012 and an end of **programme evaluation** in 2014, there is not yet a plan for these evaluations. Rather than wait for a 'big bang' summative evaluation in 2014, which might be constrained in its usefulness by lack of data, the JPGE could usefully prepare an evaluation plan which will help generate timely information for improvement along the way as well as set the scene for a useful evaluation at the end of the programme. Significant challenges to evaluation will be:

1. The high risk of duplication and double reporting within the programme, given the similarity in work done through other interventions by UN agencies and other development partner supported and government own programmes. This will make attribution or even robust contribution challenging to analyse and will require very careful reporting to allow for proper analysis of results achieved or contributed to by this programme
2. The effect on programme results and impact due to initial investment in areas where existing UN agency partnerships existed; followed by a draft set of 10 districts in February 2011 and a different (5 similar, 5 changed) final set of focus districts in August 2011. The impact of these changes on results and how these shifts will be factored into reporting on results needs to be assessed.
3. Need for data to be shared at the appropriate levels to inform decision making and resource allocation in real time – and for tracking of these processes.

3.7 Concluding Comments on Programme Management and Coordination

There has been significant improvement in autonomy and ownership of the JPGE by national partners during 2011, including strengthening of the SC and RG by additional Ugandan agency members and introduction of letters of agreement and annual work plans for key partners rather than item by item activity based planning. The retreat of December 2011 marked a shift towards outcome planning and review, rather than the predominant activity focus which characterised RG planning prior to this. Coordination has also improved. However there are clear bottlenecks and gaps in this programme which need to be properly assessed and addressed, including pass through funding mechanisms and procedures by individual UN agencies; and the adequacy of human resources which individual UN agencies provide to the UNJPGGE. There is need for more regular financial tracking and reporting on budget against output implementation to the RG and SC, accepting that this information may be indicative only and that it is the Administrative Agent that provides the formal annual financial report and accountability. Aligning this reporting with quarterly progress report, which the RG and SC currently receive would seem to be the optimal approach.

But the most critical item to be addressed in the UNJPGGE is programme management. Notwithstanding the allocation of roles between the Steering Committee, the Reference Group and the Coordinating Agency, and the TORs defining these, it is not sufficiently clear where daily responsibility and delegation of authority for JP management resides. It is the Review Team's view that the programme is currently being administered rather than managed. The SC has a role in strategic oversight but is scheduled to meet only twice per year (and met once combined with other Joint Programmes in 2011), so cannot provide the sustained programme management needed, even if it increases attention to issues of oversight and accountability within its mandate. The technical RG can increase the extent to which it applies peer support and peer pressure to navigate outcome related blockages and hold ups, but this is a technical body and does not have authority to require changes from individual agencies and does not have the resources for day-to-day management. Experience from other Joint Programmes suggests that the coordination mechanisms need to involve 'senior personnel with significant decision-making responsibility', something that is not a feature of the UNJPGGE coordination mechanisms³¹. This lacuna in key aspects of programme management is the most critical issue for attention in 2012.

³¹ UNEG (2006) Joint Programmes Review – see Annex 5.



4. Overall Conclusions

4.1 Progress towards results

Considerable progress has been made in 2011, particularly given the delay in transfer of funds (due to 2010 spending challenges), which meant that implementation of 2011 plans for many national partners and processes was only six months at the time of this review. Overall, the programme looks to be on track, taking end of March as the close of the 2011 work plan period. There is justification for continued DFID funding based on what has been achieved and on the potential benefits for women, men, boys and girls when some of the programme results materialise, especially the GBV component. Already there is clear evidence of increased MGLSD visibility and leadership on gender mainstreaming; of girl's retention in school and of more gender sensitive local education; early evidence of institutionalisation of GRB capacity in MDAs and CSOs and the beginnings of strengthened local capacity for gender analysis and planning. Urgent attention is needed to address the slow pace of implementation on the GBV and Statistics components, as they fall well short of the 2011 milestones and their implementation cannot be rushed in the few months to end of March 2012.

Decisions taken and changes made as a result of the 2010 Annual Review have produced a more focused programme with increased clarity on the intended results and changes and increased ownership of the programme's Results Matrix than was the case heretofore. There is also increased ownership of the programme and autonomy for national partners through adoption of letters of agreement and annual work plans as a modality for releasing funds, rather than individual activity strand planning and budgeting.

Progress has been better in some outcomes and outputs than in others. The following summary uses the traffic light colours in bullets to give a snapshot picture of progress. Note this is not an indicator of effectiveness, but of projected implementation³². Taking the end of March as the time when escalated 2011 work plans are expected to have been implemented, evidence suggests that the following will be achieved:

- *Output 1.1 MGLSD Leadership and Coordination* – significant increased visibility, leadership and progress in implementation. Two of the agreed December milestones have been achieved, another is likely for end March, while the remaining two will be a challenge to achieve in this time scale, primarily due to late recruitment of the international TA (recruited and currently arranging visa but unlikely to be able to implement proposed work plan by end March 2012)
- *Output 1.2 on Gender Responsive Planning and Budgeting* despite a slow start, due in part to changes to the GoU budget system, is progressing well since the engagement of international TA to support MFPED. Now that new appointments (1 national, 1 international) have been made at NPA, conditions are good to escalate training and other follow up to the Participatory Gender Audit. While it will require accelerated effort, it is possible that the revised 2011 milestones for this Output can be substantially achieved by end of March 2012.
- *Output 1.3 on Gender Equitable Planning at Local Levels* has progressed well in relation to graduates of and new intake to the Diploma course in GAD at Makerere; but delays occurred in training of national and district teams due to revision of the gender indicators for assessment of local governments.
- *Output 1.4 on Gender Responsive Statistical System* was seriously delayed due to issues of transfer of funds and agreement on work plans with UBOS. This output needs serious attention and possible a review with UBOS on how best to achieve the expected results in the context of a very busy time but with two staff now on board to support and help build capacity
- *Output 2.1 on Enhanced GBV advocacy and service delivery* is significantly behind schedule due to a variety of factors but including disbursement delays (WHO and OHCHR); and much time spent on conceptualising and reaching agreement on a Safety Centre model (not disputing the desire for sustainability); Community mobilisation and sensitisation through

³² These colours are for illustrative purposes only. They are based on the reviews estimate of expected progress to end of March 2012. The three broad categories included are: Green – performing well and on track to deliver; Amber – performing well in some areas but some cause to doubt that results will be delivered in the time frame; Red – significantly off-track in terms of delivery



CSOs has progressed well, though the late finalisation of the 10 JPGE focus districts has implications going forward (which have not been properly assessed)

- *Output 3.1 on enhanced school practices for gender-fair education* did not suffer from delays due to the relative simplicity of the partnership set up and UNICEF's ability to release own funds and reverse this on disbursement. However, the late finalisation of districts has impact on results given that most of the final list of districts did not receive JPGE inputs during 2010 and most of 2011.
- *Output 4.1 on civil society capacity for GRB and analysis; and Output 4.2 on capacity to advocate on Gender Equality and Women's Empowerment* were both delayed by protracted negotiation on work plans, which did not enable release of funds. Progress in the last quarter of 2011 and escalated progress in Qtr 1 2012 is expected to see these outputs on track for end March.

4.2 Lessons and Challenges from 2011 experience

Fundamental design challenges exist but there is little appetite for further fundamental change, following significant revisions in 2011 arising from the 2010 Annual Review. The fact of initially having 11 UN agencies in the programme (now scaled down to 4 lead agencies plus 3 others) created high demands on coordination and management. But even more so the development of the programme from these agencies mandates and existing partnerships has produced a programme with 54 significant activity strands in 2011, many of them projects in their own right. This has not supported the emergence of sufficient awareness and urgency within the UN that the JPGE modality is meant to be different and not more of the same. This is now becoming clearer but needs to be addressed further.

The UNJPGE has now got five outcomes, which could usefully be **collapsed into three development outcomes, plus the one on UN agency delivery**, if the role of civil society organisations was articulated in each of the other three outcomes, rather than as a stand-alone. It is entirely possible to continue to reflect the human rights underpinning of the programme in terms of clarifying and strengthening capacities of duty bearers and rights holders (civil society as representatives of) within such an arrangement. Clear articulation of the role of civil society in the programme and a strategy for their involvement is something which government and civil society partners find lacking at present, and which they point out is clearer and more mutually beneficial in some other programmes. However development of a strategy should not be seen as written exercise and a reason to delay implementation. There may be an opportunity to learn from other agencies approaches³³.

Despite individuals being able to highlight some good practices and provide examples of **Value for Money**, this is not being systematically tracked in the JPGE nor are instances of poor value for money (e.g. late disbursements and the potential effect on quality of results from the 'rush to implement') adequately investigated with identification of the consequences and remedial actions. There is need for identification of a small set of value for money indicators to be systematically tracked and reported on with sharing of good practice to inform others, but the programme will need support in doing this. Likewise a more dynamic and sustained approach to identification and mitigation of risk is needed.

There has been significant improvement in **autonomy and ownership** of the JPGE by national partners during 2011, including strengthening of the SC and RG by additional Ugandan agency members and introduction of letters of agreement and annual work plans for key partners rather than item by item activity based planning. The retreat of December 2011 marked a shift towards outcome planning and review, rather than the predominant activity focus which characterised RG planning prior to this. Coordination has also improved.

However there are clear **systemic bottlenecks** and gaps in this programme which need to be properly assessed and addressed, including timeliness and flexibility to support results of funding mechanisms and procedures by individual UN agencies; and the adequacy of human resources which individual UN agencies provide to the UNJPGE. There is need for more regular financial tracking and reporting on budget against output implementation to the RG and SC, to complement the

³³ For example, the Joint Programme on GBV between GoU and Irish Aid was cited by MGLSD and CSOs as having an approach to CSO involvement that is working well.



annual financial accountability reporting by the Administrative Agent, and to support results and evidence based decision-making.

The JPGE does not have sufficient **clear strategies or implementation guidelines** to provide consistent guidance and a systematic approach across all elements of the programme. Programme decisions need to be guided by a set of agreed principles and to be consistent, clear and transparent. Key areas identified by the review where the absence of strategy is negatively impacting on the programme include the role and involvement of civil society in the programme; the approach to sustainable capacity development (including role of TA within this); and guidelines to inform results focused implementation and decision making e.g. what to do in the event that progress is stymied in one area.

But the most critical area to be addressed in the UNJPGE is **programme management**. Notwithstanding the allocation of roles between the Steering Committee, the Reference Group and the Coordinating Agency, and the TORs defining these, it is not sufficiently clear where daily responsibility and delegation of authority for JP management resides. It is the Review Team's view that the programme is currently being administered rather than managed. The SC has a role in strategic oversight but is scheduled to meet only twice per year (and met once combined with other Joint Programmes in 2011), so cannot provide the sustained programme management needed, even if it increases attention to issues of oversight and accountability within its mandate. The technical RG can increase the extent to which it applies peer support and peer pressure to navigate outcome related blockages and hold ups, but this is a technical body and does not have authority to require changes from individual agencies and does not have the resources for day-to-day management. Experience from other Joint Programmes suggests that the coordination mechanisms need to involve 'senior personnel with significant decision-making responsibility', something that is not a feature of the UNJPGE coordination mechanisms but which could be looked at by the SC in 2012.



5. Recommendations

This section provides recommendations arising from the review aimed at strengthening the JPGE focus on results and addressing challenges and lessons identified from experience in 2011. These recommendations do not constitute major programme changes (unlike the 2010 Annual Review) but they point to significant underpinning systemic and programme management issues which need attention, if results are to be realised as planned. The draft recommendations were discussed with stakeholders during the review and were commented on in the draft report. Table 14 provides a summary of next steps and indicates prime responsibility for taking forward recommendations.

Recommendation 1: That the UN Resident Coordinator, the UNCT and the Coordinating Agency spearhead the discussion to devise ways of addressing systemic challenges, which are common among some UN agencies, especially:

- i. Overcoming bottlenecks in procedures for disbursement of funds from their Headquarters to Country Offices, which impact the pace of UNJPGE implementation
- ii. Programme under spend and slow implementation rate, which is related to (i) , above
- iii. Human resource constraints within agencies which result in slow implementation

Likewise, agencies not largely affected by the above bottlenecks should provide positive lessons for the programme. Some current practices which may offer temporary solutions include:

- iv. Some Agencies went ahead to implement the activities and reversed the funds after the disbursement for UNJPGE in country, and this could be encouraged³⁴.
- v. Discussion and approval of partner work plans before the implementation year, including developing a provisional rolling work plan covering the programme duration.
- vi. Institutionalise internal Joint Participatory Annual Review and Planning Retreats for Reference Group and partners at the end of the year to agree on work plan for the following year.

Recommendation 2: That the Steering Committee more pro-actively assist the programme by increasing oversight to strengthen performance based and strategic management, especially:

- i. Tracking and holding the programme to account on delivery rate
- ii. Active monitoring of the programme's attention to risks
- iii. Ensuring that the programme has a clear plan of action for Coordination and Management with key milestones reported to the Steering Committee in a manner which supports quick understanding and decision making (e.g. synthesised headline reports with visual representation of key facts)
- iv. Oversee the production of short, practical programme strategies and guidelines to guide programme implementation in key areas such as the role of civil society and approach to capacity building.

Recommendation 3: That the Coordinating/Lead Agency (UN Women) develops a clear plan of action for Coordination and Management, in consultation with the Reference Group paying attention to the following recommendations:

- i. Develop Strategy on Role of CSOs in consultation with all stakeholders
- ii. Develop and define approach to Capacity Building integrating various forms used, knowledge transfer mechanisms and sustainability strategy. UN Women should convene all Technical Assistance to orient them and agree on a common Approach.
- iii. Clarify coordination mechanism by UN Agencies aimed at maximising synergies across different outputs, and streamlining mandate areas between UN agencies and national partners to ensure that partners work in areas of their comparative advantage.
- iv. Develop Guidelines for implementation of the JPGE with clear guidance on decision making on key issues currently undefined: a) Rationale for Allocation of funds b) Movement of funds within and between budget lines, c) Failure to deliver by Agencies/Partners
- v. UN Women, in consultation with the SC to a) consider transfer of additional funds to Evaluation (currently less than 1%) – with an Evaluation work plan over time rather than

³⁴ Agencies which reported this included UNICEF, OCHCR (for a very specific task), and UNFPA (for work with long standing partners i.e. FBOs and NGOs)



one budget for 2014 to enable tracking of qualitative changes and benefits to women and girls, which are not captured by current monitoring indicators. b) Embark on preparations for the MTR , including i) collection of data, ii) look at design challenges and how they could be addressed after the MTR ii) look at evidence base for future evaluation.

Recommendation 4: Maintain annual disbursement of funds but revise the current arrangement to institute quarterly indicative financial accounting and reporting to enable effective budget tracking by agencies and Steering Committee and complement the annual reporting by Administrative Agent, which is not enough for results-based programming.

Recommendation 5: Given the demands of this programme and the serious challenges to programme management identified in the review, recommend that UNW dedicated staffing for UNJPGE be increased to provide more comprehensive support, focused on results delivery and tracking. The Coordination budget needs to be fully utilised. Key tasks needing further support include

- i. Development and implementation of a workable Performance Measurement Framework and system (which will require completion of baseline information and attention to areas flagged in this report such as identifying indicators to measure and track Value for Money and 'Jointness');
- ii. Development of implementation guidelines and a risk management strategy which will address (amongst other things) procedures to follow when some areas/agencies are not performing as expected.

Recommendation 6: Outcome 2 on GBV has major components of the programme that will affect the overall delivery of the JP if the human resource challenges are not addressed. Output 1.4 on Gender Responsive Statistics is also falling behind. Both areas are led by UNFPA who have serious human resource constraints. The review recommends that part of the programme coordination budget (still underutilised) supports UNFPA recruitment of staff to spearhead the achievement of these important results.

DFID

Recommendation 7: That DFID revise its programme Logframe with the aim of harmonising it with the JPGE Results Matrix and to more accurately reflect the cross-cutting role of civil society in other outcome areas and the significant role of government agencies (e.g. forensic laboratories) which are under one output on civil society in the current logframe.

Recommendation 8: DFID should reconsider the timing of Annual Reviews to align them to the programme implementation year (currently to first Quarter of year).

Recommendation 9: DFID to consider securing guidance for UNJPGE (and possibly other Joint Programmes) on what is required in terms of planning for and tracking value for money

Recommendation 10: DFID should negotiate with the UN to ensure that all recommendations are addressed in a timely manner



Table 14: Recommended Next Steps (Summary)

RECOMMENDATION	ISSUES TO ADDRESS	ACTOR (WHO?)
R.1. Address Systemic Challenges	<ol style="list-style-type: none"> 1) Bottlenecks in UN Procedures 2) Late disbursement of funds 3) Under-spent funds 4) Human Resource Constraints 	RC/UNCT through SC with DFID to negotiate with UN on timely resolution
R.2. Increase/strengthen Steering Committee oversight	<ol style="list-style-type: none"> 1) Programme Accountability on delivery rate 2) Monitoring of attention to risks 3) Clear Coordination and Management plan 4) Reporting on key milestones 5) Development of programme strategies 	Steering Committee Reference Group Coordinating Agency
R.3. UN Women Coordination & Management Plan	<ol style="list-style-type: none"> 1) Strategy on Role of CSOs in consultation with all stakeholders 2) Define approach to Capacity Building showing knowledge transfer mechanisms and sustainability strategy. 3) Train/orient TAs on Capacity building approach (above). 4) Streamline Mandate areas & comparative advantage for UN Agencies & National Partners 5) Clarify Guidelines for implementation of the JPGE on key challenge areas 6) Start preparations for MTE and Evaluation (budget allocation, tracking benefits, data & evidence collection) 	UN Women to lead, with support of Reference Group
R.4. Budget Tracking by Agencies, RG & Steering Committee	<ol style="list-style-type: none"> 1) Maintain annual disbursements and complement annual financial reporting with quarterly indicative financial reports to SC 	UN Women SC & RG in consultation with DFID
R5 Increase JPGE dedicated staffing at UN Women	<ol style="list-style-type: none"> 1) Assess and propose to RG & SC how the coordination budget can be fully utilised through additional staff to UNJPGE at UN Women to meet critical programme management needs 	UN Women, RG and SC in consultation with DFID
R.6. Address HR challenges for Outcome 2 on GBV and Output 1.4 on Statistics	<ol style="list-style-type: none"> 1) Recruit Staff to coordinate outcome 2 outputs at UNFPA 2) Re-allocate part of Coordination Budget to staff costs for Outcome 2 	UN Women and UNFPA in consultation with DFID
R. 7. Revise the DFID UNJPGE Logframe	<ol style="list-style-type: none"> 1) Harmonise DFID Log frame with JPGE Results Matrix. 	DFID
R. 8. Align Annual Reviews	<ol style="list-style-type: none"> 1) Time DFID Annual Review towards (or at) the end of Annual Workplan Period 	DFID
R. 9. Tracking Value for Money	<ol style="list-style-type: none"> 1) Clarify DFID expectations and provide guidance on meeting requirements for achieving and tracking Value for Money within the JPGE 	DFID
R10 Timely implementation of recommendations	<ol style="list-style-type: none"> 1) DFID to negotiate with the UN on timely implementation of annual review recommendations 	DFID with UN



Annex 1. Terms of Reference

Annual Review of the UN Joint Programme on Gender

Objective

To measure the achievement of outputs/outcomes against performance indicators and targets as indicated in the logframe. The review will also assess the progress of the programme since the last review that took place in January 2010.

The Recipient

The recipient of the services is DFID Uganda. The report will be shared with UN Women and the UN Joint programme on Gender Reference Group.

Scope of work

The review will assess the relevance of UN Joint Programme on gender and the progress made so far since its implementation in light of the following:

- Assess the extent to which the proposed activities in the UNJP are achieving the intended purpose and outputs as reflected in the DFID log frame of the programme.
- Assess the progress made by the UNJP in its 2nd year of implementation; by reviewing the performance of programme implementing partners in delivering against intended outputs of the programme.
- Assess and score the progress made to date in delivering programme outputs, and progress made towards achieving the log-frame Outcome (Purpose).
- Make recommendations for strengthening likely impact and value for money of the programme. Provide scope if any for changes that should be made to programme priorities as indicated in the UNJP results matrix to ensure that outputs and purpose will be achieved.
- Identify the key strengths and weaknesses of the programme implementation approach, methodology and systems i.e. assess the institutional arrangements for UNJP implementation - what is working well, what is not working and what needs to change or be improved to deliver programme outputs and purpose.
- Assess the extent to which UNJP is providing or is likely to provide value for money and present recommendations to enhance Value for money of the programme.
- Assess the extent to which the UNJP is contributing to increase capacity of the UN partners to deliver effective, strategic and efficient support for gender-responsive governance in Uganda.
- Assess the risks indicated in the programme document and indicate whether they are still relevant and what changes, if any, need to be made.
- Submit a narrative report and complete the annual review template and ensure that any scorings included in the format are strongly justified with reference to the narrative report.

Methodology

The review team will consist of one Ugandan and one international consultant. The consultants will:

- Review background material including the last annual review report and other available documentation including Project Memorandum, Submissions, log-frame, relevant annexes, UN Joint programme progress reports.
- Hold a preliminary meeting with DFID and UN Women to ensure that expectations from the review are well managed.
- Meet with key stakeholders and key informants and;
 - Have an initial briefing / discussion with key programme partners (UN Women, UN implementation partners, Ministry of Gender, Labour and Social Development, National Planning Authority, Ministry of Finance, Planning and Economic Development, Ministry of Local Government, Civil Society Networks.
 - Conduct individual interviews with partners and other key informants and stakeholders as stated above.
 - Field visit to Lira district - legal aid project and safety centre



- Discussion of preliminary findings with DFID and implementing partners.
- Complete a narrative report, annual review template and 2 case studies.

Reporting

The consultants will prepare and submit the following outputs:

- a) Initial meeting with DFID and UN Women on 16 January 2012
- b) Initial briefing/meeting with key stakeholders on 17 January 2012
- c) A presentation of preliminary findings to DFID Uganda by 25 January 2012
- d) Feedback to UN Joint Programme and the UNJPGE Reference group 26 January 2012
- e) Submission of a draft narrative report and completed annual review template by 30 January 2012.
- f) Comments received on narrative report by 6 February 2012
- g) A final narrative report and annual review template submitted by 10 February 2012.
- h) Two case studies by 10 February 2012 – the case studies will be targeted for publishing on Women's day in March 2012.

Timeframe

The assignment will be completed within 15 working days. The review will commence on 9 January 2012 and end on 10 February 2012. The dates of the deliverables are indicated above.

DFID Coordination

The consultants will work closely with the Programme Manager and the Social Development Adviser.

Background

Improving the position of girls and women is a top priority for DFID. In Uganda, the National Development Plan emphasises the need for gender equality to foster socio-economic growth. Affirmative action has increased women's representation in government and Uganda has reached near gender parity in primary school enrolment. Yet huge gender inequalities persist. Women and girls have limited choice in reproductive health reflected in high rates of teenage pregnancy, a huge unmet need for contraception and one of the highest fertility rates in the world. Maternal mortality is extremely high at 435 per 100,000 live births (2006). High incidence and widespread tolerance of gender based violence (GBV) reinforce women's subordinate status. Up to 68% of Uganda women have experienced violence of some kind; yet there are few supportive services. Only 5% of GBV survivors have ever reported the case to police.

The UN Joint programme seeks to address some of the inequalities indicated above. DFID is contributing £12.9 million towards a five year UN Joint Programme coordinated through UN Women.

An annual review was carried out in January 2010. It brought out a number of good initiatives that the UN Joint Programme was undertaking that would ensure good value for money, impact and results. It also revealed other areas that needed to be re-defined/refocused. As a result, it was agreed that DFID funding would focus on; strengthening government capacity for gender responsive planning, budgeting and programme management to directly benefit women and girls; supporting Gender Based Violence advocacy and service delivery; increased school participation, completion and achievement rates of girls in primary education, and increasing civil society's capacity to advocate and demand accountability from government for delivery of gender-responsive laws, policies and budgets

The Project Goal is to increase access by women and girls in Uganda to economic opportunities, basic services and decision making. The focus of the programme is to strengthen the capacity of government on gender mainstreaming, getting girls through primary school and preventing violence against girls and women.

DFID Uganda - December 2011



Annex 2. List of people met

DFID Uganda

Jane Rinoul, Head of Office
Kate Wedgewood, Deputy Head of Office
Rachel Waterhouse, Social Development Advisor
Pius Ochara, Conflict
Jyote Shamkar Tewari, Health
Agnes Ndamata, Programme Manager,
Lydia Nandawula, DFID

Consultative Meetings Government

Sanyu Jane Mpagi, Director, Gender and Community Development, MGLSD
Elizabeth Kyasimire, Commission, Gender and Community Development
Maggie Mabweijano Kyomukama, AC/GWA, MGLSD
Susan Muwanga, SWIDO/MGLSD
Noel Komunda, M&E Officer, MGLSD
Turinawe Cresecnt, SGO/MGLSD
Garofaco Mariana, UNV/MGLSD
Magara Cornelius, PWIDO, MGLSD
Betty Kyaddondo, Head, Population Secretarat
Nakimuli Eva, NPO/Population Seretariat.
Peace Neema Badaru, , NPA Gender
Judith Mutabazi, Sectoral Planning Officer, NPA
Grace Gulere, UBOS
Nassolo Stella, Gender Statistician, UBOS

Consultative Meetings UN Agencies

Dr. Olive Sentumbwe-Mugisa, Family Health and Population Advisor, WHO
Enock Mugabi, Gender Specialist, UNDP
Grace Rwomushana, National Project Coordinator, ILO
Jenifer Bukokhe,, National Program Officer, UNCDF
JB Kimuli-Sempala, UNICEF Uganda
Rosaria Kunda, UNICEF Education Officer
Rosemary R. Rwanyange, Education Specialist, UNICEF
Maria Anne Mangeni, UNHCR
Peter Wegulo, UH Habitat
Fiona Shanahan, OHCHR
Brenda Malinga, Senior National Program Officer (Gender), UNFPA
Miranda Tabifor, Team Leader for Gender, UNFPA

UN Women

Carolina Ferracini, Coordinator, UNJPGE
Apollo Kyeyune, M&E

Meeting for UNJPGE Reference Group: 17th January

Apollo Kyeyune, UN Women
Betty Kasiko, UWONET
Carolina Marques Ferracini, UN Women
Elizabeth Kyasimire, Commissioner, MGLSD
Esther Nabwire, FOWODE
Fiona Shanahana, OHCHR
Josephine Wanjiru, NPA
Margaret Kakande, MFPED
Maria Mangeni, UNHCR
Marianna Garofalo, MGLSD



Miranda Tabifor, UNFPA
Peter Wegulo, UN Habitat
Rosemary R. Rwanyange, UNICEF
Stella, Nassolo, UBOS

Civil Society Organisations

Julius Mukunda, FOWODE
Esther Nabwire, FOWODE
Betty Kasiko, UWONET
Rita Aciro, Coordinator, Uganda Women's Network
Nankunda Allen, ED, CDFU
Matselotse David, Church of Uganda
Helen Maliya Apin, Action Aid Uganda
Zaituna Ziraba, Project Manager, UMSC

Feedback Session, Reference Group Friday 27th 2012

Jane Ekapu, Principal Gender Officer, MGLSD
Patricia Munabi, FOWODE
Betty Kasiko, UWONET
Rosemary R. Rwanyange, UNICEF
Marianna Garofalo, MGLSD
Noel Kowunda, MGLSD
Miranda Tabifor, UNFPA
Apolo Kyeyune, UN Women
Carolina Marques Ferracini, UN Women
Elizabeth Kyasimire, Commissioner, MGLSD
Buyana Kareem, TA at NPA
Stella, Nassolo, UBOS
Rose Nawalda, TA at UBOS
Enock Mugabi, UNDP
Grace Rwomushana, ILO



Annex 3. List of Documents

UNJP Core Documents

- UNJPGE Annual Report Reporting Period 12th April – 31st December 2010
- UNJPGE (2009) Programme Document
- UNJPGE (Dec 2009) Standard Memorandum of Understanding for UNJPGE using Pass-Through Fund Management
- UNJPGE (Nov 2009) Standard Administrative Arrangement for UNJPGE using Pass-Through Fund Management

UN Women as Coordinating Agency

- Minutes of the Joint Steering Committee (October 2011)
- Minutes of the Gender Reference Group meetings (March, June and September 2011)
- Unrevised report of the Gender Reference Group Retreat (December 2011)
- UNJPGE 2010 Annual Report
- 2011 Progress reports for Q1, Q2 (Mid-Year) and Q3
- UNDAF Review 2011 Draft reporting matrix on outcomes (selected)
- Results matrix as per Dec 2011 retreat deliberations
- Draft Performance Monitoring Framework and calendar (December 2011)
- Work plan and Budget 2011-2014, including the 2010 activities still on-going
- Sample of TOR for monthly coordination meetings by outcome (sample is Outcome 1)
- Concept note for the newly adopted Joint Steering Committee
- Work plans of UN Women's partners (MGLSD, NPA, MFPED, FOWODE, UWONET)
- Draft 2011 Annual Narrative Reports for WHO, OHCHR, MGLSD (others ...)

Joint Programme Products

- Inception report for GRB consultancy (Budlender, 2011)
- Engendered call circular and gender guidelines 2012-2013
- Harmonized GRB training manual for CSOs, November 2011 (FOWODE)
- Brief for Uganda's Agriculture Sector, 2011 (FOWODE)
- Gender and Health Policy Brief for Uganda, 2011 (FOWODE)
- Gender Policy Brief for Uganda's Education Sector, 2011 (FOWODE)
- Gender Budget Audit of Education, Health and Agriculture Sectors, FY 2011/12 (FOWODE)
- Report of the Gender Audits for MGLSD (and NPA)
- Revised indicators for the national assessment of local governments' performance (as for latest version MoLG)
- Concept note for the protection centre in Lira
- Concept note for Protection Centres in Mbarara and Karamoja
- MGLSD-OHCHR production on Outcome 1 (CEDAW) – terms of reference and Inception Report
- Uganda Muslim Supreme Council Population Program (Oct 2011) A Rapid Assessment of GBV and Rights Situation in the Muslim Community in Uganda
- UWONET-produced TORs on its deliverables
- MFPED, Dec 2011. Progress report July-November, UNJP GE.
- Gender and Equity Budgeting Curriculum, Uganda, November 2011. By MFPED, MGLSD, School of Gender and Women's Studies, Makerere University Kampala, Uganda Bureau of Statistics and FOWODE.
- NPA (June 2011) Report of the Gender Audit Training Seminar, Turin
- NPA Participatory Gender Audit Report 24 – 28th November 2011

MGLSD

- Field report (draft, undated) on capacity needs assessment of Local Government Community Development Officers and MDAs (10 districts and 7 MDAs)
- Concept Note (undated) to 'Strengthen Capacities of Community Development Officers in 10 Target Districts on implementing gender responsive budgeting
- Concept Note (undated) on the Women Magazine to be produced by MGLSD



- Loose Minute (13/01/12) on Requisitioning to facilitate a working meeting to discuss the development of a web-based resource centre and a database on gender and women in Uganda
- Concept note (December 2011) for Establishment of a GEWE central database and a web-based resource centre
- Concept note (undated) on Capacity Building Workshop on Gender Mainstreaming
- Concept note (undated) on Development of a Gender-oriented Research Agenda and commissioning researches to inform policy and programming
- Terms of Reference (undated) for developing a gender oriented research agenda
- Report on consultations with Women Councilors in the LGs

Other GoU

- MoH (December 2010) Management of SGBV Survivors/Victims Follow up Supervision Tool for SGBV Service Standards Facility & Provider Assessment Tool 1st Edition
- MoH (December 2010) Training of Health Workers on Management of SGBV Survivors/Victims Trainer's s Guide 1st Edition
- MoH (December 2010) Training of Health Workers on Management of SGBV Trainee Manual 1st Edition
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DFID

- Project Memorandum (July 2009) Multilateral Effectiveness for Gender Equality
 - o Annex 2 Social and Institutional Analysis (July 2009)
- Submission and approval of Project Memorandum (July 2009)
- Economic Appraisal of the UN Joint Programme on Gender Equality (February 2011)
- DFID Revised Logical Framework December 2011 Joint Programme on Gender Equality,
- Official Communication Documents/Letters on UNJPGE
- DFID Uganda Operational Plan: Annex 2, Girls and Women
- DFID HIV/AIDS Prevention Programme Annual Review Report 2011
- DFID UN Joint Programme on Gender Equality Annual Review 2010
- DFID Uganda (Sept 2011) Value for Money Note - Draft



Annex 4: Progress and Process on implementation of recommendations from the 2010 Annual Review

	Recommendation	Result	Comment
1	Funding Options for DFID Continued Support	<ul style="list-style-type: none"> DFID Continued support with reduced funding 	Funding for Livelihoods component was withdrawn. Funding for political participation of women was re-allocated to another programme (the Democratic Governance Facility)
2	Recommendation to Refine the M& E matrix for Outcomes 1, 2, and 4 to explicitly indicate specific areas of influence and expected results	<ul style="list-style-type: none"> Outcome 1: increased its focus on strengthening capacity for government institutions to ensure gender equity in government resource allocation through support of MGLSD. New Results Matrix developed for April 2011 and revised (refocused) in December 2011 	<p>Stronger focus on:</p> <ul style="list-style-type: none"> Gender Equity budgeting for 7 priority Sectors(MoF) Focused gender planning & monitoring in 7 sectors (NPA) Influencing LGS plans & budgets and capacity for gender mainstreaming (MoGLSD, MoLG) Focus on strengthening gender statistics in national planning(UBOS) New Results Matrix improved programme focus and understanding BUT: Still need to sharpen attention to demonstrate how the programme will create change for “women & girls” for non-service focused outputs such as PGAs, GEB.
3.	Recommendation to Redefine CSOs partnership for Outcome 2 and understanding of CSO role.	<ul style="list-style-type: none"> Re-planned as Outcome 4 focused on CSOs’ demanding for accountability from government. UN increased flexibility and has brought in CSOs with comparative advantage in programme areas. 	<ul style="list-style-type: none"> UWONET and FOWODE are the main actors in 2011. Some work planned for the -Media institutions to address portrayal of women. CSOs partnerships developed with other UN Agencies. BUT: Lack of clarity of roles of CSOs still evident & no strategy for CSO involvement.
4	Recommendation to Re-design Outcome 3 on Economic Empowerment to address priority gaps identified by the programme context analysis.	<ul style="list-style-type: none"> DFID funding for the Livelihood outcome was withdrawn with some additional funds re-allocated to other outcomes in relation in Education and increase in GBV Safety Centres from 2 to 5. 	<ul style="list-style-type: none"> UNCT decision was to retain Outcome on livelihoods and not reflect it in DFID supported logframe. Reference Group team formed to fundraise for Livelihoods outcome. BUT: risk to programme focus needs to be borne in mind
5	Recommendations for Effect Delivering as one on Outcome 4 i) Cut back UN Agencies to 3-4 to take lead on the Outcomes. Others can work with the lead on their specifics ii) Minimise individual agency approach to national partners	<ul style="list-style-type: none"> Changed to Outcome 5 focused on UN related areas for delivering as one, to be funded outside the JP (minimal cost item, mostly requiring UN agencies time and collaboration). Some reduction from 11 Agencies to 7 UN Agencies directly receiving programme funds. Reduced to 4 agencies with bigger budget responsibilities- UN Women, UNFPA, UNICEF, and WHO (over 95% collectively). Three agencies -OHCHR, UNCDF and ILO have about 5% of the JP collectively. 	<ul style="list-style-type: none"> Goals for continued streamlining of UN delivering as one are important for the strategic management and health of the UNJPGE and should be encouraged. BUT: Some Budget allocations difficult to rationalise given the micro- allocations for agencies e.g. ILO \$10,000 in Year 2 BUT: Some agencies still less coordinated in working with same Partners. Partners still have multiple Work Plans for different agencies, justified by the Coordinating Agency to ensure that



		<ul style="list-style-type: none"> Improvement in streamlining approach to national partners e.g. UNFPA & UN Women approach to MGLSD coordinated. 	<p>accountability for funds stays with the recipient agency. However, reducing burden on implementing partners through consolidation is a worthwhile aid effectiveness principle.</p>
6	Recommendation to make Agreements based on Annual action plans with partners and monitor implementation	<ul style="list-style-type: none"> UN Women supported partners are implementing annual and 6 month work plans: e.g. MGLSD, NPA, CSOs Programme support on agreed annual work plans and annual releases of funds increased pace of implementation and addressed implementation bottlenecks experienced in 2010. 	<ul style="list-style-type: none"> Encourage agencies to negotiate longer term work plans. BUT: A few agencies still supporting partners on an activity by activity basis, especially where clear mandates exist for National partners.
7	Recommendation to increase Steering Committee Governance oversight and strengthen Coordination	<ul style="list-style-type: none"> Reference Group has been more engaged in refining the programme focus. Reference Group expanded to include representatives from 7 priority Sectors and 3 CSOs. Moving towards thematic based coordination. MGLSD has established coordinating national partners coordinating meetings for UNJPGE. Steering Committee expanded to include wider government representation – MFPED, UBOS and NPA. Steering Committee has been combined with 2 other UN JPs- JP on FGM, and JP on GBV. SC was able to make decisions on direction of the programme. Un-clarity on process for generating agenda for SC 	<ul style="list-style-type: none"> National Partner representation has been increased in the Reference Group³⁵. Some not yet engaged: BUT: Joint Steering Committee composed of JPs with wide coverage, hence the agenda has to be focused on critical issues for the SC to be effective. Gaps still exist for programme accountability on critical issues e.g. Funds absorption, Results, implementation pace & timely delivery. Scope for presenting shorter, more strategic documentation for consideration by Steering Committee (work plans and progress reports can be tabled but short papers highlighting key issues and significant trends should be the main focus)
8	Recommendation for development of Operational modalities/guidelines for the programme	<ul style="list-style-type: none"> Guidelines mainly follow individual agency guidelines and collective guidelines for JP not developed. 	<ul style="list-style-type: none"> Challenges exist for defining relationships, processes for decision making and guidance on critical issues. e.g. Not clear what happens when Agencies cannot absorb funds or hold back disbursements for the entire JP, movement of funds across budget lines etc.
9	Recommendation to Develop a joint monitoring plan	<ul style="list-style-type: none"> Joint monitoring work plan was developed Joint monitoring visit organised for Education. 	<ul style="list-style-type: none"> The joint Monitoring Visits are appreciated by partners and participants as key learning experiences. BUT: Need to strengthen data capture and documentation of results.

³⁵ Reference Group now includes MFPED, UBOS, NPA, MoES.



Annex 5. Note on International experience with UN Joint Programmes on Gender

Some lessons from UNDG Joint Programmes Review 2006

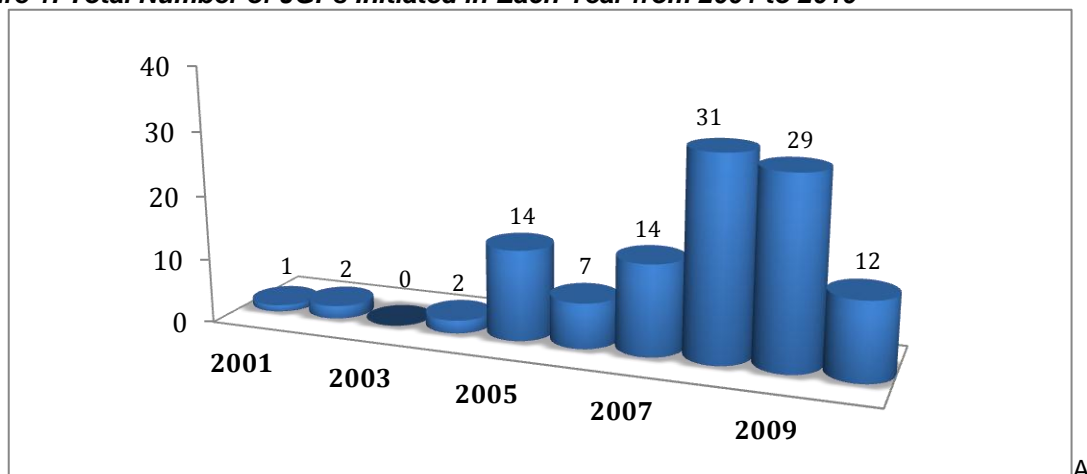
Problems highlighted: tendency within UN agencies to view this as one more programme, rather than treating it as a new modality, requiring much less UN-Centric approaches and a different kind of programme rather than standard project approach.

Lessons on what helps: Regular Steering Committee meetings, which included government implementing agencies, were found to support increased implementation rates (e.g. Eritrea); and quarterly in frequency was deemed to be optimal. Joint Programme Coordination mechanisms should involve senior personnel with significant decision-making responsibility.

Some statistics from UN Women Portfolio Analysis of UN Joint Gender Programmes 2011

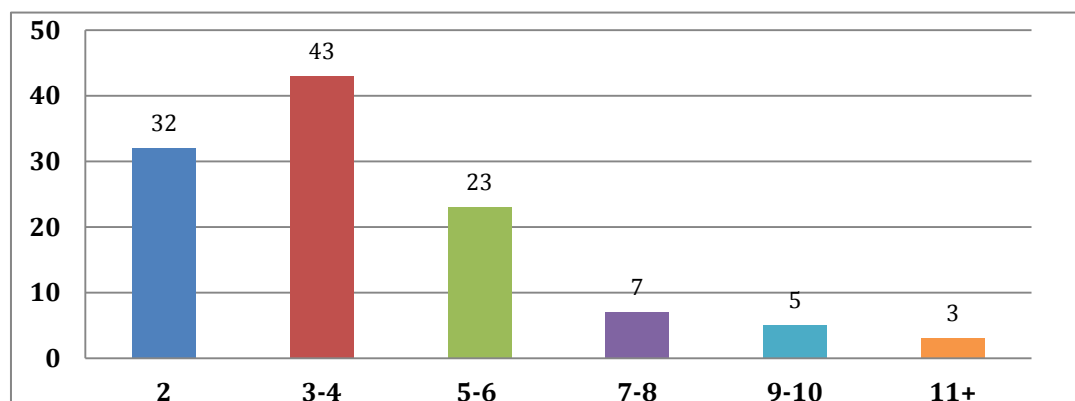
A portfolio analysis of UN Joint Gender Programmes (JGP) was undertaken in 2011 in preparation for an evaluation in 2012. This assessment is of the evidence base to support evaluation, and does not identify lessons from experience. The data indicate that the peak in design of such programmes was 2008 and 2009.

Figure 1: Total Number of JGPs Initiated in Each Year from 2001 to 2010



The data also reveal that 38 per cent of the JGPs from 2001 to 2010 have three or four partners. The second most common size is two partners, which make up 28 per cent of the JGPs. There are nine JGPs that have nine or more partners – three of which have 11 or more (Kenya, Vietnam, Uganda), indicating that the Uganda UNJPGE is unusual in its number of participating UN agencies.

Figure 2: Number of Participating Agencies in JGPs 2001-2010



Annex 6. Case study suggestions

The terms of reference requested development of two case studies. However it was agreed with DFID that the stage of implementation in the JPGE does not currently allow for a case study demonstrating change/benefits for women and girls. The recommendation of the Review Team is to track progress around the third quarter of 2012 in the following areas:

- 1) Outcome Three GEM component, using their monitoring information to demonstrate positive trends and changes; and
- 2) Output 1.2 on Gender Responsive Budgeting (after the next budget) to check that/if the changes in reporting requirements on gender equality in the Budget Call Circular, and particularly to the software, provide evidence of any changes.

