

## Joint Programme Document

### A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number:** PSP2019COS
- 3. Joint programme title:** Strengthening of the National Social Protection Strategy *Puente al Desarrollo* to break the cycle of poverty at the local level with a gender and environmental perspective
- 4. Short title:** *Women: motor for poverty reduction*
- 5. Country and region:** Costa Rica, LAC
- 6. Resident Coordinator (a.i):** Allegra Baiocchi, [allegra.baiocchi@un.org](mailto:allegra.baiocchi@un.org)
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- 9. Short description:**

The Joint Collaborative Programme (JCP) will support the government's vision around improvement of its flagship strategy- "*Estrategia Puente al Desarrollo (EPD)*"- to strengthen the social protection system and accelerate SDG achievement through concrete changes in institutional arrangements and local initiatives in three specific cantons, thus enhancing synergies and coordination between economic, social and environmental national policies.

Focusing on leaving no one behind, it includes a local approach and an institutional one. Targeting women and their families in three of the most excluded cantons, **three local models** will be implemented to effectively reduce women's unemployment, increase productivity and boost poverty reduction at local level, with clear indicators and a monitoring system to ensure results and facilitate replication in other cantons. Interventions will be grounded on **strengthening local participatory approaches for local development** to ensure tailor-made, environmentally sustainable solutions with local ownership through Local Innovative Gender-Sensitive Laboratories. These are people-centred platforms of public and private inter-institutional partnerships, including local and national government, private sector and trade unions, civil society, community-based organizations and women's groups and academia. At the national level, the joint programme will enhance the **EPD Institutional Model**, offering more effective and integrated social protection and economic services for female-headed households and families, through the labour, agriculture and welfare components, and with emphasis on coordination within various institutions in partnership with civil society, academia and private sector.

**10. Keywords:**

Gender equality and women’s empowerment, social protection, nature-based solutions, green jobs, innovation, locally owned solutions.

**11. Overview of budget**

<b>Joint SDG Fund contribution</b>	<b>USD 2,000,000.00</b>
Co-funding 1 UNDP	USD 210,800.00
Co-funding 2 FAO	USD 210,000.00
Co-funding 2 ILO	USD 150,300.00
Co-funding 2 UN Women	USD 120,000.00
<b>TOTAL</b>	<b>USD 2,691,100.00</b>

The Government of Costa Rica will contribute with 4,700,00 USD which will be managed independently by the government and is considered complementary funds for the programme.

**12. Timeframe:**

Start date	End date	Duration (in months)
01.02.2020	31.03.2022	26 months

**13. Gender Marker:**3

**14. Target groups** (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children		X
Girls		X
Youth	X	
Persons with disabilities		X
Older persons		X
Indigenous peoples	X	
Rural workers	X	
Migrants		X
Persons of African Descent (when understood as separate from minorities)	X	

**15. Human Rights Mechanisms related to the Joint Programme**

- Universal Periodic Review (UPR, 2019)
- Committee on the Elimination of Discrimination against Women (CEDAW, 2017)
- Commission on the Status of Women, Economic and Social Council (CSW 63)
- Committee on Economic, Social and Cultural Rights. Concluding observations on the combined fifth periodic reports of Costa Rica (2016).
- Committee on the Elimination of Racial Discrimination (CERD, 2015)

- ILO Committee of Experts: ILO C102 - Social Security (Minimum Standards) Convention, 1952 (No. 102) and ILO R202 - Social Protection Floors Recommendation, 2012 (No. 202).

## 16. PUNO and Partners:

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## B. STRATEGIC FRAMEWORK

### 1. Call for Concept Notes: 1/2019

### 2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

### 3. Overview of the Joint Programme Results

#### 3.1 Outcomes

**Outcome 1:** National institutions responsible for the EPD adopt people-centered, gender- and environmentally-sensitive institutional arrangements to close gaps in the social protection floor and promote women’s economic empowerment.

**Outcome 2:** Women and their households in the selected cantons increase their income-generating opportunities as a direct consequence of the participatory, innovative, gender-sensitive and environmentally-friendly local initiatives promoted by the EPD.

#### 3.2 Outputs

**Output 1.1.** Improved inter-institutional and multi-level coordination mechanisms to implement the EPD components with gender and environmental sustainability perspectives.

**Output 1.2.** Generated tools and capacities in the institutions responsible for the EPD’s components, to incorporate intersectional gender and environmental-sustainability perspectives.

**Output 1.3.** Established an institutional model to improve EPD institutional capacities to promote employability and entrepreneurship to facilitate the just transition to the formal economy, including intersectional gender and environmental-sustainability perspectives.

**Output 2.1.** Women in poverty in the selected cantons have increased access to tailor-made services from local, innovative, gender-sensitive and environmentally-friendly laboratories.

**Output 2.2.** Productive initiatives led by women in the selected cantons have increased access to gender-sensitive and environmentally-friendly financial instruments to sustain their livelihoods.

### 4. SDG Targets directly addressed by the Joint Programme

**4.1 List of targets** 1.2; 1.3; 2.3; 5.1; 8.5; 10.2

**4.2 Expected SDG impact**

The program will implement specific models for the coordinated, integrated and efficient localization of the EPD to break the cycle of poverty that affects women and their families in

three identified cantons (Puntarenas, Buenos Aires and Limón), through capacity building and generation of opportunities for decent work and entrepreneurship linked to nature-based solutions, guaranteeing the social protection floor. This necessarily implies the strengthening of the institutional capacities for coordination and implementation of the EPD both at national and local level, as well as the synergies among economic, social and environmental national policies. The JCP will generate empirical evidence to support decision-making that will reduce discrimination and social exclusion as well as contribute in breaking down the institutional and cultural barriers that women face to achieving economic autonomy, including unpaid work, low incomes, unequal access to land and lack of care services, among other forms of discrimination. Additionally, the project, will directly link to other work supported by the UN around monitoring of the SDGs at the local level and contribute to the wider National SDG Agenda.

## 5. Relevant objective/s from the national SDG framework

### 1. Economic growth goal, National Plan for Development and Public Investment (PNDIP) 2019 – 2022

"Generate inclusive economic growth at the national and regional levels, in harmony with the environment, generating quality jobs, and reducing poverty and inequality", which is associated with five indicators of national goals.

### 2. Strengthen women's economic autonomy through inclusive employment and the use, access and control of income, resources and benefits, reducing distribution inequality of the country's wealth and, considering social co-responsibility of care as an axis of economic empowerment in all the regions and zones, Objective of axis, National Policy for Effective Equality between Women and Men in Costa Rica (PIEG) 2018-2030

Results expected by 2030: More women with quality jobs in all sectors, especially in the highly dynamic sectors of the economy, with universal accessibility and, in which gender gaps are reduced in terms of: income, wages, insurance, maternity, breastfeeding, care and sexual and labor harassment (12); More women have access to and control of land ownership and housing, as well as its human right to water, in all regions and areas (13); Women, in their diversity of conditions, have universal social protection and insurance services (14); More women have access to productive resources, comprehensive financial services, infrastructure, transport and urban planning, technology and innovation, which increases opportunities for mobility, social and business development, in all regions and areas (15); More women have access and skills to use technologies of information and communications (TICs) and data management, for the development of their educational, labor, political and productive activities, in all regions and areas (16); More women have access to technical, technological and scientific education, both public and private, and to advanced research for development sustainable (17); and More women strengthen their skills and abilities for mitigation and adaptation, in case of emergency or in the presence of disasters derived from natural phenomena and climate change (18).

### 3. Multidimensional poverty goal, National Plan for Development and Public Investment (PNDIP) 2019 – 2022

Will be addressed through the *Estrategia Nacional Puente al Desarrollo* (EPD) which seeks to help 22,500 households in multidimensional poverty, through comprehensive interventions that guarantee the joint and sustained progress of programs and projects aimed at improving the different indicators that are part of the index.

### 4. Unemployment goal, National Plan for Development and Public Investment (PNDIP) 2019 – 2022

Reduce the unemployment variable between 0.7 and 1.8 percentage points by 2022. In 2018, the nationwide open unemployment rate stood at 8.3%, representing an increase of 0.4 percentage points. In order to achieve this goal, the Government intends to work on two fundamental axes: increased productivity and inclusion in the labour market of groups whose unemployment indicators exceed the national average, such as women and young people. In the case of women, the unemployment rate is 50% higher than the unemployment rate of men (ECE, II-2019).

## **5. Decarbonization goal, National Plan for Development and Public Investment (PNDIP) 2019 – 2022**

According to this goal, addressing climate change goes hand in hand with policies that encourage the reduction of CO2 emissions in the economy, for which purpose the National Decarbonization Policy was formulated. One of its cross-cutting strategies is to catalyze change through the "strengthening of principles of inclusion, respect for human rights and promotion of gender equality. Costa Rica reiterates that its commitment to protection and respect for human rights must continue to promote gender equality and improve the quality of life of citizens."

## **6. Brief overview of the Theory of Change of the Joint programme**

### **6.1 Summary:**

To effectively contribute to lowering poverty among women and their families, the project will **support the main social protection strategy for reducing multidimensional poverty (EPD)** through strengthening local implementation of its welfare, labour and agriculture components and the social protection floor (guarantee of basic income), using a people-centered, gender-sensitive design to promote women's employment and entrepreneurship linked to nature-based solutions.

Change will be triggered by building capacities for coordination, and improving the design and implementation of programs and processes by including people-centered, gender-sensitive and environmentally sustainable approaches, which will in turn increase the adequacy of supply of transfers and services with regards to needs, and hence the effectiveness of the Labour and Agriculture components of EPD. Also, by designing and implementing innovative and integrated approaches at local level that will improve gender dynamics in the pilot communities, unleash economic opportunities stemming from natural resources management; and hence improve the living conditions of targeted populations, offering lessons learned for future iterations of EPD local design and implementation.

### **6.2 List of main ToC assumptions to be monitored:**

1. The Government has the political will to articulate the five components of the EPD with a gender and environmental perspectives, at national and local level.
2. Capacity of current government to carry out planned reforms and lead institutional change with a strong gender perspective.
3. Extension of care services contributes to reducing the burden of unpaid work affecting disproportionately women.
4. Inter-institutional agreement to consolidate EPD beneficiary's information systems with gender perspective.
5. Political will for EPD to integrate the design of people-centered interventions and organizations are open to promoting dialogue.
6. Costa Rica implements the newly adopted National Decarbonization Plan.



7. The cultural norms on women and girls are in a process of change towards more liberal attitudes.

**7. Trans-boundary and/or regional issues**

N/A

## C. JOINT PROGRAMME DESCRIPTION

### 1. Baseline and Situation Analysis

#### 1.1 Problem statement

Costa Rica is an upper-middle income country with high human development. During the last three decades, per capita income has grown significantly and the country also made a huge investment in social development. Yet paradoxically, income poverty remains stagnant at around 20% of households, while inequality increased from a Gini coefficient of 0.475 in 1981 to 0.511 in 2018<sup>1</sup>. The fruits of economic growth have therefore not reached broad sectors of the historically excluded population, nor has it provided opportunities and options for escaping poverty.

Persistent social exclusion and the weakening of mechanisms generating opportunities and social mobility have triggered discontent in broad sectors of the population. At the same time, public administration has become increasingly complex and there is a perception on the part of both the governed and those who govern that there are too many bottlenecks and regulatory impediments making it impossible to obtain concrete results within reasonable periods of time. Increases in public spending have become unsustainable and led to an increase in taxes, but the fiscal space is still limited.<sup>2</sup>

In addition, Costa Rica is recognized globally as a leader in environmental advances, and just launched its National Decarbonization Plan (NDP), the first ever worldwide. In this context, the country needs to implement a policy design, institutions and development model that ensure environmental sustainability and build greater resilience to buffer the impact of human society on ecosystems and diverse forms of life existing within a territory that is small, but rich in strategic resources such as aquifers, coasts, mountains and tropical forest.

These challenges are compounded by the incomplete realization of human rights of those who are left behind in Costa Rica, namely women, children and adolescents, indigenous peoples, Afro-descendants, people with disabilities, migrants, refugees and the LGBTI population. Gender equality, tolerance and respect for sexual diversity, as well as combatting discrimination, violence, racism and xenophobia, require public policies and more effective institutional responses focused on inclusion of the most excluded and vulnerable, and social programs effectively meeting their specific needs, all for the purpose of leaving no one behind. This programme considers an intersectional gender, intercultural and geographic approach in order to leave no one behind.

To ensure compliance with rights, achieve human development, and crystallize the 2030 Agenda in effective policies, Costa Rica needs to advance in equity and social integration of women. It is necessary to address the gender gaps in the labor market, which are a structural problem. Women in Costa Rica face a triple barrier: insertion (participation in the labor force), selection (access to employment), and valuation (wage gap). But also, there is a long list of challenges and intersecting disadvantages, such as: 1) a high wage gap (27 percent in the private sector and 7 percent in the public sector); 2) 80 percent of households in poverty

<sup>1</sup> <http://inec.cr/documento/enaho-2018-coeficiente-de-gini-por-hogar-y-capita-julio-2010-2018>

<sup>2</sup> This situation could limit the expansion of financing and expansion of social programmes in the future. However, financing for most EDP programs comes from FODESAF, financed mainly from a 5% tax on salaries directed specifically to this fund, which is a stable source of funding.

targeted by the EPD are headed by a woman; 3) low labour participation (52.6 percent participation rate of women versus 75.7 percent of men)<sup>3</sup>; 3) a disproportionate amount of time spent on household chores and unpaid care at home (averaging 25.6 hours per week for men and 74.4 for women)<sup>4</sup> and 4) structural exclusion from financing and land tenure: according to the last Agricultural Census (2014), only 16 percent of producers are women, and of the 93,017 existing farms, only 10,931 are led by women. Only 60.4 percent of women versus 72.9 percent of men have social security coverage (% of the workforce)<sup>5</sup>; the difference of 12.5 percentage points is the highest in Latin America<sup>6</sup>. It is also estimated that 42.5 percent of the population 65 years of age and older does not have a pension or salary. Disaggregated by sex, this percentage is 25.9% for men and 56.9% for women<sup>7</sup>. Other relevant gaps include higher unemployment rates for women (20.8%) than men (12,2%), also reflected in underemployment rates (16,7% for women versus 13.9% for men)<sup>8</sup>.

These gaps, along with high levels of violence against women and girls, femicides and the early pregnancy rates among girls and adolescents in poor communities on the periphery of the country, as well as structural discrimination and significant gaps in access to employment and social security of Afro-descendants and indigenous communities, configure a scenario of exclusionary patterns and intersecting disadvantages stemming from more than one factor. This explains a part of persistent poverty and rooted gender inequalities. It also limits the ability of the social protection system to foster women's economic empowerment and access to decent work opportunities, credit, care, technical education, agricultural technology and ICT, and participation in decision-making.

In this context, Costa Rica has begun considering the need for a new model of sustainable development also ensuring greater equality, in line with the targets set out in Agenda 2030. The JP is coherent with the national aspiration of building a model of sustainable, inclusive, productive and competitive development (ToC, UNDAF, 2018-2022), which also enables closing social, environmental and territorial gaps to obtain rising levels of equality, sustainability and resilience, and strategies to ensure the inclusion of the most socially excluded groups, particularly women. To contribute to this vision, the JP is aligned with localizing national priorities and commitments around the 2030 Agenda, particularly the SDGs related to eradication of poverty, zero hunger, gender equality, decent work and economic growth, reduction of inequalities and responsible consumption and production.

The Alvarado Quesada Government (2018-2022) has decided to expand the strategy for the reduction of extreme poverty, called *Estrategia Puente al Desarrollo* (EPD), articulating 18 institutions to manage non-contributory transfer programs and social welfare services. The lead- the Ministry of Human Development (MHD), also head of the National Institute for Social Welfare (IMAS)- has requested technical assistance from the UN to strengthen the EPD, particularly the new labour and agriculture components, with a focus on human rights, gender equality and environment, aimed at increasing provision of social protection for those falling behind.

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<sup>3</sup> ILO, *Labour Outlook "Women in the world of work: ongoing challenges to effective equality in Latin America and the Caribbean"* (2019), pag. 41

<sup>4</sup> ILO, *Labour Outlook "Women in the world of work: ongoing challenges to effective equality in Latin America and the Caribbean"* (2019), pag. 105

<sup>5</sup> ILO, *Labour Outlook: Present and future of social protection in Latin America and the Caribbean*, (2018) pag. 85

<sup>6</sup> ILO, *Labour Outlook: Present and future of social protection in Latin America and the Caribbean*, (2018) pag. 85

<sup>7</sup> ILO, *Labour Outlook: Present and future of social protection in Latin America and the Caribbean*, (2018) pag. 94

<sup>8</sup> Encuesta Continua de Empleo (ECE) for Feb-Apr 2020, INEC.

Also, to combat the discrimination faced by women, gender-based violence and persistent poverty and its feminization, Costa Rica is implementing several policies and mechanisms, including the Law "Promoting the Social Equality of Women" (No. 7142), the Law "Attention to Women in Poverty" (No. 7769), the National Policy for Effective Equality between Women and Men in Costa Rica 2018-2030 (PIEG) and the "National Social Protection Strategy: Bridge to Development".

The implementation of the PIEG is based on four strategic axes: (i) Culture of Rights for Equality; (ii) Distribution of Time; (iii) Distribution of Wealth and (iv) Distribution of Power. The public actions of these axes are focused on women's employment, health and education, promoting in each action the principle of non-discrimination and effective equality. In this regard, INAMU, as institution responsible for PIEG, implements several actions to enhance women's self-esteem, economic autonomy and empowerment, including their employability and entrepreneurship, as well as the "fund for the promotion of women's productive and organizational activities" (FOMUJER).

The *Estrategia Puente al Desarrollo* (EPD) has been conceived to articulate social protection and promotion policies to eradicate poverty and improve the impacts of public investment in this area, as an effort to reduce the dispersion of institutional services-supply and target people and households in poverty and extreme poverty. The model would thus move from attending demand to one of active search, comprehensive attention, elimination of barriers hampering access to the system, and sustainable exit to an economically autonomous and contributory productive life.

The objective of the EPD is institutional coordination for greater acuity, effectiveness and efficiency in delivering services to individuals and families in situations of poverty and extreme poverty. This will make it easier for people to develop the productive skills and psychosocial capacities needed to achieve economic independence and social promotion in a sustainable way.

Among results in the first phase (2015 to 2017) of the *Puente al Desarrollo* strategy, the portion of families in extreme poverty plunged from almost 91% to 46%<sup>9</sup> by enhancing institutional arrangements to address social assistance and promotion, including capacity development and family plans. This combination of elements facilitated individual and family commitments along with institutional obligations, boosting inclusion and social mobility. The trajectory and evaluations of the strategy indicate a need to move on to a next stage to consolidate its achievements in terms of (i) institutional articulation and (ii) accompaniment of individuals/families as they execute their plans for escaping poverty, in both cases, clearly committed to a perspective of increasing inclusion and social equity.

**Box 1. EPD Welfare component achievements**

- More than 55 thousand families served
- 199,343 approved references
- 18 institutions linked with 26 protocols and 6 priority care guidelines
- IMAS social investment exceeding ₡ 110 billion
- **80% of the families served have female heads.**
- 119,737 minors attended
- 4 evaluations and audits carried out

<sup>9</sup> Red3Red Consultores. (2018). *Evaluación de resultados de la estrategia nacional Puente al Desarrollo en Costa Rica Volumen I*. Informe. San José: Instituto Alemán de Evaluación de la Cooperación al Desarrollo (DEVAL) 15 de enero de 2018

Therefore, the welfare, labor, agricultural and territorial components take on a leading role to develop and deepen capacities, with more effective linkage between labor supply-demand. The aim is to enhance self-management and inter-entrepreneurial value chains, closing geographical gaps and asymmetries, while working toward comprehensive care of vulnerable families with difficulties accessing technical assistance, timely financing and economic insertion.

However, for all the strides made in addressing the objectives of eradicating poverty and hunger, improving health and environmental protection, there is little chance this progress

will be sustainable if most of the ecosystems on which humans depend continue to be degraded. In Costa Rica, climate change, the intensification of monoculture, population growth and the consequent increase in demand for food, water, biomass and energy continue having a serious impact on ecosystem services and functions. In stark contrast to the country's decarbonization efforts, key processes such as urbanization and de-ruralization, natural resource exploitation, pollution, loss and degradation of natural habitats (terrestrial, freshwater, coastal and marine) and their impact on biodiversity are threatening social and economic goals, livelihoods and quality of life.

**Box 2. Impact of Climate Change on Poverty**

Climate change, in particular, presents a discouraging panorama for the poor, as it exacerbates droughts, floods, crop losses, rising sea levels, more frequent and intense storms and widespread species extinction, increasing people's vulnerability and threatening their livelihoods. Populations in coastal and border areas, as well as in dry corridors, are most affected with important losses and damage accumulated over decades (IPCC, 2014).

In this regard, one of the keystones in efforts to eradicate poverty should be the protection of ecosystems and biodiversity, given the services they offer to people living in poverty, and specifically women and children (e.g., food, fresh water, soil protection, disease regulation, flood control, drought mitigation). Both the IPCC 5 WG II Assessment Report<sup>10</sup> and the IPBES Americas Assessment<sup>11</sup> have reaffirmed these approaches in recent years and more and more forcefully, they propose that public and private sector investment conducive to creating environmental assets (biodiversity, land and water) offer solid returns for poverty reduction and for economic growth in favor of the poor, while accelerating SDG achievement.

This link between poverty reduction and ecosystem integrity is recognized in the Organic Law of the Environment No. 7554 and in the policy, "Toward a citizen agenda in public environmental management" (2015), which points to conservation and improvement of natural heritage as the basis for sustainable development and poverty eradication, by improving economic instruments to promote sustainable consumption and production patterns, the internalization of environmental costs and more equitable distribution of benefits

<sup>10</sup> **IPCC, 2014:** Summary for policymakers. In: *Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects. Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change* [Field, C.B., V.R. Barros, D.J. Dokken, K.J. Mach, M.D. Mastrandrea, T.E. Bilir, M. Chatterjee, K.L. Ebi, Y.O. Estrada, R.C. Genova, B. Girma, E.S. Kissel, A.N. Levy, S. MacCracken, P.R. Mastrandrea, and L.L. White (eds.)]. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA, pp. 1-32

<sup>11</sup> **IPBES (2018):** Summary for policymakers of the regional assessment report on biodiversity and ecosystem services for the Americas of the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services. J. Rice, C.S. Seixas, M.E. Zaccagnini, M. Bedoya-Gaitán, N. Valderrama, C.B. Anderson, M.T.K. Arroyo, M. Bustamante, J. Cavender-Bares, A. Diaz-de-Leon, S. Fennessy, J. R. García Márquez, K. García, E.H. Helmer, B. Herrera, B. Klatt, J.P. Omoto, V. Rodríguez Osuna, F.R. Scarano, S. Schill and J. S. Farinaci (eds.). IPBES secretariat, Bonn, Germany. 41 pages

of natural heritage, particularly on behalf of the populations most vulnerable and most dependent on natural resources.

On the other hand, the National Decarbonization Plan (2018/2050) is highly committed to the principle of "leave no one behind". The plan has recognized inclusion and respect for human rights and gender equality in efforts to improve the population's quality of life through boosting modern, digitalized and flexible capacity building to manage evolution toward a decarbonized economy. The plan highlights the importance of labor strategies for "just transition" to a decarbonized economy in key sectors and actions toward the acceptance of new technologies, as well as more resilient cultural and educational modalities.

Given that context and that the Government of Costa Rica has decided to expand the Bridge to Development strategy by adding new dimensions (Community, Agriculture, Labor and Prevention), as well as to move forward the decarbonization plan, placing the focus of both actions on social inclusion and women's empowerment, JP funding is considered critical. It will foster institutional change (evolution) and strengthen the territorial approach in an innovative, out-of-the-box approach wherein rural-urban women and their families will own the solutions. In this regard, the most important gaps the JP will address are:

- The EPD's newly created Labour and Agriculture components are facing important challenges to better coordinate between themselves and with the Welfare component (both at national and local levels). To date, articulation mechanisms between the two new components and with the others have not yet been finalized. Interviews with the main institutional actors of the strategy, both at national and local level, as well as with EPD current beneficiaries also indicated a need to identify bottlenecks, generating capacities to build new solutions, strengthen comprehensive care for families and follow up.
- Added to these difficulties, gender perspective has not been sufficiently integrated in the EPD, particularly in the labor and agriculture components. It has been noted that women face important intersectional exclusions hampering entry into the social protection system (non-contributory social protection system) and subsequently, into the human development process based on their personal empowerment and economic autonomy.
- In addition, there is little or no inter-operativity between the new EPD components, leading to important obstacles for implementation and decision-making capacities, and a complex process for mainstreaming gender and environment data and variables in social protection policy management.
- Another problem identified is the absence of clear institutional guidelines on reinforcing EPD beneficiaries' employability or entrepreneurship capabilities. This must be viewed within the wider framework of a fair transition, encompassing social intervention to secure EPD beneficiaries' labour rights, livelihoods and a fair transit to formalization when economies are shifting to sustainable production.
- On the other hand, in relation to ensuring that women's economic autonomy is sustainable, there is an important gap in moving from non-sustainable traditional productive initiatives reflecting a "business as usual" approach, to green/low-carbon productive initiatives and value chains conceived from the approach of climate change adaptation, tailor-made to the local context and promoting the participation of multiple stakeholders.
- Related to the above, the existing models of associativeness between local and regional producers- such as cooperatives, social enterprises or other forms of social economy design- and private sectors, including "civil society," still show important




resistances or lack of knowledge about how to adopt gender perspective and green/low carbon approaches.

- The existing financial tools related to investment, business management and social development show a very low impact in creating environmental productive assets that contribute to economic growth promoting poverty eradication with gender perspective. Related to the above, there is an important shortage of gender-sensitive and nature-based solutions and mechanisms to improve the economic autonomy of women and their families.

Given these gaps, the JP aims to help reduce poverty among women and their families through (i) strengthening institutional articulation, coordination and institutional capacity building, at both national and local level, in order to improve interventions tailored to the local needs in three cantons with multi-ethnic and multicultural elements; (ii) enhancing synergies and coordination among social, economic and environmental national policies; (iii) improving gender perspective in a crosscutting and systemic way in the EPD's management; (iv) developing environmentally-sustainable agricultural, urban initiatives and green labour opportunities and inclusion; (v) strengthening the capacities of EPD beneficiaries to face violence and discrimination, and promote a holistic approach to sustain their economic empowerment, strengthening their capacities for employability or entrepreneurship; (vi) promoting an innovative method of participation and ownership in the implementation of social programs; (vii) improving financial support and its articulation with training programs and fostering women's empowerment; (viii) improving the EPD by demonstrating that even economic growth for EPD beneficiaries can be achieved through sustainable and low carbon actions; and (ix) generating knowledge that enables replication of the models in other communities.

## 1.2 Target groups

The JCP's target groups are women and their families in three of the most excluded cantons, which were selected considering prioritization criteria based on inequality, poverty and lack of development opportunities as well as the simultaneous implementation of various components of EPD. This permits focusing on those mostly left behind: women and young people born to families in situation of poverty, belonging to minority groups, such as Afro-descendants in Limón and indigenous populations in Buenos Aires. These cantons, together with Puntarenas (Barranca), are among the most excluded in terms of the multidimensional poverty index the country; at the same time, these locations are frequently exposed to climate change shocks (mainly floods). In the case of Buenos Aires, this is a difficult access community where most of the indigenous population of the country is concentrated. All the selected cantons have institutional challenges for service delivery and little progress, over the last decades, in human development, generating overlapping deprivations and disadvantages for its populations.

	 <b>Buenos Aires</b>	 <b>Limón</b>	 <b>Puntarenas (Barranca)</b>			
Local Development Index (IDL) (2017)	49,88	64,76	59,72			
Population Density (inhabitants/ha)	38	10,219	874			
Total Population (inhabitants)	21,063	61,072	30,650			
Households in basic poverty	9,039	16,296	9,382			
Households in extreme poverty	1,985	3,581	1,112			
Population in informal settlements	990	14,379	4,244			
Criminal offenses (total)	917	4,185 (mostly linked to drugs)	636			
Unemployment rate	Women	Men	Women	Men	Women	Men
• 15 – 17 years	1.3%	0.3%	0.4%	0.9%	0.2%	0.9%
• 18 – 25	4.0%	1.3%	4.3%	4.7%	2.0%	5.0%
• 26 – 35	1.0%	2.5%	3.6%	6.0%	1.6%	4.4%
• 36 – 50	0.4%	2.2%	1.0%	4.4%	2.0%	2.6%
• 51 – 64	0.0%	1.4%	0.5%	1.4%	0.3%	1.9%
• + 64	0.2%	0.4%	0.0%	0.2%	0.0%	0.05%
Prioritization of EPD thematic areas	Non-fixed employment, people with per capita income less than the cost of the basic food basket, multidimensional poverty	Unemployment, non-fixed employment, people with per capita income less than the cost of the basic food basket	Unemployment, housing shortage, child malnutrition			

The situation of the prioritized target groups will be addressed by implementing innovative and demonstrative models of intervention to generate sustainable employment and income-generating opportunities. This is very much in line with the implementation of various human rights bodies recommendations and in particular the 2017 CEDAW Observations.

The interventions will be focused on female-headed households, extended families with children, elderly people and persons with disabilities and challenged by adolescent and child pregnancy, school dropouts and lack of opportunities. The proposal integrates a life-cycle approach, with intersectional gender, intercultural and geographic perspective in order to leave no one behind.



## Third State of Women's Human Rights in Costa Rica, INAMU 2019

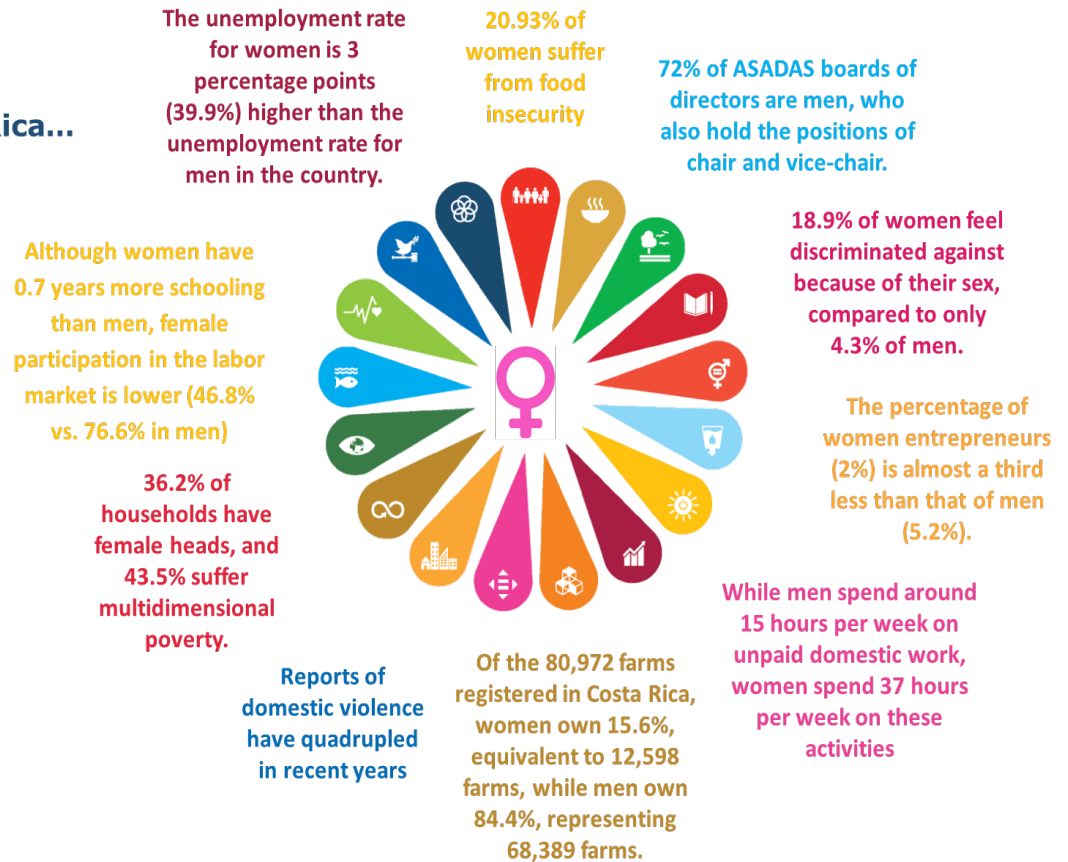
40% say they don't know the human rights of women.	Salary Gap (public sector: 12% less salary than men; in the private sector around 18% less).
31,6% of women and 42,2% of men believe that there is no discrimination against women.	Sexual division of domestic work: women invest 36:01 hours per week; men invest 13:55 hours per week.
40% believe there are men professions.	Important challenges persist in women's political participation
73% consider that by their nature, women are better at listening, caring and helping other people.	Femicides, physical and sexual violence, improper relationships, teenage pregnancy, obstetric violence and harassment are women's persistent problems
For 100 women unable to work due to family and personal obligations, only three men were prevented from working for such reasons.	The number of women without their own income is double that of men.
Only 50% of women manage to find paid employment.	Male unemployment: 9,9% / Female unemployment: 15%

Evidence shows that women suffer exclusion to a larger degree than men, and their economic empowerment has greater effects on the distribution of wealth and generation of opportunities within their families. According to the last Agriculture Census (2014): only 16 percent of producers are women, and of the 93,017 existing farms, only 10,931 are led by women.

Simulation exercises have reaffirmed time and time again the importance of increasing female employment to reduce and eradicate poverty. Addressing and closing structural gaps requires the implementation of people-centered, gender-sensitive public policies that promote and facilitate the co-responsibility of different actors starting from men and women.

JCP proposal seeks to reduce the inequalities between urban and peripheral areas, through interventions tailored to the local needs in three cantons with multi-ethnic and multicultural elements.

## Who is being left behind and why: Women in Costa Rica...



The situation of women and other groups directly and indirectly prioritized by the JCP has been repeatedly addressed by human rights mechanisms. The JCP will support the country to ensure an integrated approach to the 2030 Agenda with a focus on eradicating extreme poverty. This includes gender-sensitive social protection, in line with the agreed conclusions of CSW63<sup>12</sup>, the 2017 CEDAW recommendations<sup>13</sup> and recommendations of the ILO Committee of Experts.

The Committee on Economic, Social and Cultural Rights<sup>14</sup> also recommended to Costa Rica a) take the necessary steps to increase the labour participation rate of women and to eliminate the persistent gender wage gap, by combating vertical and horizontal segregation in employment that results in women occupying lower-paid jobs and facing obstacles to the enjoyment of career opportunities on an equal footing with men; b) Take appropriate measures to promote the equal sharing of roles and responsibilities between men and women in the family and society, including by strengthening the Childcare Network in order to ensure the availability; c) take the necessary measures to ensure that the Presidential Social Council is able to function effectively and has sufficient authority and capacity to coordinate the efforts of the various bodies responsible for implementing social policies in the State party and that

<sup>12</sup> Commission on the Status of Women, Social protection systems, access to public services and sustainable infrastructure for gender equality and the empowerment of women and girls. Agreed conclusions. Sixty-third session 11–22 March 2019

<sup>13</sup> Committee on the Elimination of Discrimination against Women. Concluding observations on the seventh periodic report of Costa Rica. 24 July 2017

<sup>14</sup> Committee on Economic, Social and Cultural Rights. Concluding observations on the combined fifth periodic reports of Costa Rica. 2016.

the State party allocate sufficient financial, human and technical resources for the Council to operate effectively.”, and d) urges to intensify efforts to ensure universal social security coverage and appropriate benefits for all persons, including those from the most disadvantaged and marginalized groups so that they may enjoy a decent standard of living and to redouble its efforts to set a social protection floor that includes basic social security guarantees. The Committee also recommends that the State party review the procedures for the allocation of non-contributory pensions so as to avoid errors and reduce waiting times for beneficiaries who depend on those pensions as their sole source of income. The Committee draws the attention of the State party to its general comment No. 19 (2008) and its statement on social protection floors: an essential element of the right to social security and of the sustainable development goals (2015).

The JCP will also collaborate to furthering implementation of some of the latest 2019 UPR Recommendations, around a) the promotion of gender equality policies and mechanisms, b) realization of women's rights in rural and remote areas, c) elimination of discrimination against women for any reason, including efforts to change social stereotypes that promote discrimination and impede their equal performance in society, d) measures to address the disparity between the wages of men and women, and e) recommendations to integrate gender perspective in all areas of government, including through the application of gender-based analysis when developing legislation, policies and programs. In the same vein, the JP will support Costa Rica's efforts to eliminate structural discrimination, particularly the significant gaps in the Afro-descendant population's access to employment and social security.<sup>15</sup>

Gender mainstreaming in the EPD and targeted actions aim to break down the inequalities between men and women that limit women's empowerment and autonomy. The strengthening of local institutional capacities and building alliances with the private sector and other actors such as women's civil society organizations, academia, local governments and other stakeholders, will be a key factor for the JCP sustainability, along with capacity building for women's employability or entrepreneurship.

The strategy will include integrated approaches to respond to women's needs and interests, reduce intersectional gender inequalities, recognize and value their unpaid care and domestic work, promote employment and decent work, advance equal payment for equal work, strengthen social interventions to prevent violence and discrimination, foster community cohesion and reinforce local resilience to the effects of climate change on different eco-friendly productive activities.

The programme will be using at local level a people-centered design thinking approach, so that EPD interventions are designed around and focused on women and their families, their rights and their context, in alliance with the overall efforts of the National Laboratory of Public Innovation as a space for gender sensitive co-creation.

By strengthening the institutional integration of the EPD's welfare, labour and agriculture components, the JP will guarantee that women and their families have access to integrated basic social services (health, education, transfers, training) for long term.

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<sup>15</sup> CERD/C/CRI/CO/19-22, paragraph 11.

Finally, consultations of EPD beneficiaries, EPD Cogestoras and local institutions in Pérez Zeledón, Limón and Puntarenas<sup>16</sup> during the JP's formulation confirmed the extent of inequalities, disadvantages and challenges that reoccur across the LNOB factors and the prioritized groups, and which are likely blocking progress across the SDGs for these populations.

<b>Main barriers and challenges identified at the local level for the empowerment of women beneficiaries of the EPD</b>		
<b>Women</b>	<b>EPD Co-gestoras</b>	<b>Local Institutions</b>
<ul style="list-style-type: none"> <li>• Need for other sorts of training (in addition to entrepreneurship). Training does not respond to their abilities or interests. It reproduces traditional gender roles.</li> <li>• Scarce knowledge about the services available and the institutional procedures to access them. Institutions ignore also their own offer of services, as do the beneficiaries needs. They are not very flexible.</li> <li>• Along with the trainings, they need support to start ventures: seed capital, knowledge on how to access (local) markets, care options for their children, tools to deal with "machismo" and other "personal" barriers; strengthen their organizations.</li> </ul>	<ul style="list-style-type: none"> <li>• Low capacity for family follow-up</li> <li>• Little training to guide families and scarce knowledge about social and gender issues (violence, drug addiction, etc.)</li> <li>• The EPD methodology does not distinguish between urban and rural areas.</li> <li>• There is no self-care strategy for the EPD co-managers and they indicate heavy work pressure.</li> <li>• There is a disconnect between institutional offering and demand needs.</li> <li>• Training is often disconnected from more comprehensive processes.</li> <li>• Few options for younger people</li> <li>• Absence of the municipalities in the attention processes</li> <li>• To construct solutions, women's attitude is the most</li> </ul>	<ul style="list-style-type: none"> <li>• Low capacities for family follow-up</li> <li>• Weak institutional coordination and articulation</li> <li>• Little information about the work of the "other" institutions</li> <li>• Formal procedures are long. The roadmap with families should be reviewed.</li> <li>• Women's projects are prioritized but services are not adapted to women's needs.</li> <li>• Few staff</li> <li>• Entrepreneurships is important, but other problems must be resolved first: need for women's empowerment approach</li> <li>• Puente al Bienestar support of 2 years is a short time.</li> <li>• Attention process should be considered as a point of reference, rather than a recipe.</li> </ul>

<sup>16</sup> The JP's formulation has included the consultation of women (individuals and representatives of women organizations) who are currently EPD beneficiaries through the *Puente Bienestar* strategy, EPD co-managers and representatives of territorial-level public institutions from Limón, Puntarenas and Pérez Zeledón.

<b>Summary of the groups interviewed at local level</b>				
<b>Place</b>	<b>Institution – organization</b>	<b>Total Women</b>	<b>Total Men</b>	<b>TOTAL</b>
Limón	Limón Deaf Association (ASORLI)	1	1	<b>2</b>
	Community-based women's organizations	13	-	<b>13</b>
	Staff from public institutions (MAG – INDER – IMAS – JAPDEVA)	3	4	<b>6</b>
	EPD Co-gestoras (IMAS)	4	-	<b>4</b>
Pérez Zeledón	Staff from public institutions (IMAS – MAG – INDER – INAMU – INA)	4	3	<b>7</b>
	Group of women	14	-	<b>14</b>
	EPD Co-gestoras (IMAS)	7	2	<b>9</b>
Puntarenas	IMAS Representatives	1	2	<b>3</b>
	Representatives from four shrimp peelers associations	6	2	<b>8</b>
	EPD co-gestoras (IMAS)	3	2	<b>5</b>
<b>TOTAL</b>		<b>56</b>	<b>16</b>	<b>72</b>

<ul style="list-style-type: none"> <li>• Employability and entrepreneurship offering does not fit the local context.</li> <li>• Institutions do not believe in women's projects. "There is no man to back them."</li> <li>• Unequal treatment of men and women among the institutions. Institutions need training in gender and prevention of violence against women.</li> <li>• Little associativeness is a weakness.</li> <li>• Will and interest of women is key, as well as the cultural background</li> </ul>	<p>important factor in the initiatives' sustainability, followed by ability, willingness to make commitments and institutional support.</p> <ul style="list-style-type: none"> <li>• The IMAS "self-consumption" program is very important to guarantee a minimum income floor.</li> <li>• The cultural background of beneficiaries should be an important consideration in accompaniment processes.</li> <li>• Working with (family) men is also necessary.</li> <li>• In the absence of local employment, entrepreneurship should be strengthened.</li> <li>• Limited information to understand the local context (to develop economic solutions)</li> <li>• The care plan must be comprehensive and include drug addiction, violence, work with children, among other issues, to generate a change in the beneficiary population.</li> <li>• Associativeness can be very important.</li> </ul>	<ul style="list-style-type: none"> <li>• Beneficiaries' cultural background is very important to develop tailor-made comprehensive solutions.</li> <li>• Territorial approach is important to guide training and entrepreneurship processes.</li> </ul>
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### 1.3 SDG targets

<b>Selected SDG</b>	<b>Indicators</b>	<b>Baseline data</b>	<b>Extrapolation of trends to 2022</b>
<p><b>1.2.</b> By 2030, reduce at least by half of the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions</p>	<p><b>1.2.1.</b> Proportion of population living below the national poverty line, by sex and age</p>	<p>23% women 21,2% men  20,6% urban 26,2% rural</p>	
<p><b>1.3.</b> Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable</p>	<p><b>1.3.1.</b> Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable</p>	<p>18.70%</p>	<p>20.84%</p>

<p><b>2.3.</b> By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment.</p>	<p><b>2.3.2.</b> Average income of small-scale food producers, by sex and indigenous status</p>	<p>2984€ 5-6 employees 4188€ 6-9 employees</p>	<p>3950€ 2-5 employees 4994€ 6-9 employees</p>
<p><b>5.1.</b> End all forms of discrimination against all women and girls everywhere</p>	<p><b>5.1.1.</b> Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex</p>	<p>Yes</p>	<p>Yes</p>
<p><b>8.5.</b> By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value</p>	<p><b>8.5.2.</b> Unemployment rate, by sex, age and persons with disabilities</p>	<p>9,4% (2017) 15% women 9,9% men</p>	
<p><b>10.2.</b> By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status</p>	<p><b>10.2.1.a.</b> Proportion of people living under 50% of median income, broken down by age, sex and people with disabilities</p>	<p>21.6%</p>	<p>22.3%</p>

The JP seeks to facilitate the strengthening of the institutional strategy addressing three of the country's great challenges in leaving no one behind: breaking the cycle of poverty with a decarbonization focus, and guaranteeing equality of rights and opportunities for women, recognizing the different forms of exclusion and discrimination that affect them. It is necessary to strengthen the intersectionality between these, to reach a catalytic effect for accelerating the 2030 Agenda.

Women's economic empowerment has redistributive effects related with the creation of opportunities for education, livelihoods and basic services for their families, as well as overcoming intergenerational poverty. In addition, environmental protection, nature-based economic solutions and decarbonization represent a real and viable economic opportunity for people.

At the institutional level, the strategy will promote best practices and coordination capacities among the different EPD components to make services more timely, relevant, accessible and efficient for poor women and their families, in a framework of sustainable development. This implies breaking away from a longstanding tradition of fragmented institutional work to

achieve articulated management that responds comprehensively to people’s needs and enhancing coordination among social, economic and environmental national policies.

At the local level, the implementation of innovation labs, specialized technical assistance and support, and access to finance for funding women-led productive initiatives will demonstrate that public policies must be adjusted and applied according to people’s specific needs and capacities.

#### 1.4 Stakeholder mapping

JCP Stakeholder mapping	
Women targeted by the JCP	<ul style="list-style-type: none"> <li>They will be project direct beneficiaries, as well as active partners in the design and implementation of local laboratories for women’s empowerment.</li> </ul>
Public Sector	
National institutions (central government)	<ul style="list-style-type: none"> <li>Ministry of Human Development and the National Institute for Social Welfare (IMAS). Is the leader responsible for coordinating non-contributive social protection programs under the umbrella of the <i>Estrategia Puente al Desarrollo (EPD)</i>.</li> </ul>
	<ul style="list-style-type: none"> <li><i>Puente al Bienestar</i>: Is under the leadership of the Instituto Mixto de Ayuda Social (IMAS). Other institutions involved are: Caja Costarricense del Seguro Social, Consejo Nacional de las Personas Adultas Mayores (CONAPAM), Consejo Nacional de Personas con Discapacidad (CONAPDIS), Fondo Nacional de Becas (FONABE), Instituto sobre Alcoholismo y Farmacodependencia (IAFA), Instituto Nacional de las Mujeres (INAMU), Instituto Nacional de Aprendizaje (INA), Ministerio de Educación Pública (MEP), Ministerio de Vivienda y Asentamientos Humanos (MIVAH), Dirección Nacional de Centros de Educación y Nutrición y de Centros Infantiles de Atención Integral (CEN-CINAI), Ministerio de Trabajo y Seguridad Social, Patronato Nacional de la Infancia (PANI). <i>Puente al Bienestar</i> is responsible of providing integral and interinstitutional attention to families living in extreme poverty and ensure the social protection floor.</li> </ul>
	<ul style="list-style-type: none"> <li><i>Puente al Trabajo</i>: The Ministry of Labour and Social Security (MTSS) is the leader of the labour component of the EPD. Other institutions which are part of this component are: Instituto Nacional de Aprendizaje (INA), Ministerio de Economía Industria y Comercio (MEIC) and Ministerio de Educación Pública. <i>Puente al trabajo</i> is the strategy for promoting employability and entrepreneurship among EPD Beneficiaries.</li> </ul>
	<ul style="list-style-type: none"> <li><i>Puente Agro</i> is under the leadership of the Ministry of Agriculture and Livestock (MAG), and comprises the following institutions: Instituto de Desarrollo Rural (INDER), Consejo Nacional de la Producción (CNP), and the Secretaría Ejecutiva de Planificación Sectorial Agropecuaria (SEPSA). <i>Puente al Agro</i> is the EPD component for enhancing rural family’s livelihood through strengthening agriculture productive capacities.</li> </ul>

	<ul style="list-style-type: none"> <li>Other components of the EPD are <i>Puente a la Comunidad</i> and <i>Puente a la Prevención</i> which provides complementary approaches to the whole EPD strategy. <i>Puente a la Comunidad</i> is in charge of fostering urban development and renovation to build inclusive, secure and resilient communities. <i>Puente a la Prevención</i> is responsible of generating safe environments to prevent violence and promote pacific coexistence. In the framework of the JCP, coordination will be established with those components to strength their capacities to integrate gender and environmentally-friendly perspectives.</li> </ul>
	<ul style="list-style-type: none"> <li>National Women's Institute (INAMU) is the national women´s mechanism to promote and protect women´s rights. This institution has an area for promoting women´s economic autonomy.</li> </ul>
	<ul style="list-style-type: none"> <li>Other institutions that will be involved are: Instituto Costarricense de Turismo (ICT) responsible for promoting and implementing the tourism national strategy, and the Ministerio de Ambiente y Energía (MINAE) leader ministry of the National Decarbonization Plan and natural resources protection.</li> </ul>
Local institutions	<ul style="list-style-type: none"> <li>Municipalities (Limón, Puntarenas and Buenos Aires) managing complementary social services, lead cantonal development, and coordinate the <i>Consejos Cantonales de Coordinación Interinstitucional</i> (CCCI), a mechanism to strength coordination among the local and national institutions and other non-governmental local actors.</li> </ul>
National institutions at the local level	<ul style="list-style-type: none"> <li>EPD and other national institutions responsible of attending beneficiaries through the provision of services. In this regard, is important to point-out that not all EPD institutions have regional presence.</li> </ul>
<b>Academia</b>	
	<ul style="list-style-type: none"> <li>University of Costa Rica (UCR), National Technological University (UTN), Technological Institute of Costa Rica (TEC), National Distance Education University (UNED), and the National University (UNA). There are also some other academic institutions with local or regional presence. All these institutions develop programs and projects aimed at address local or regional challenges.</li> </ul>
<b>Non-governmental organisations</b>	
	<ul style="list-style-type: none"> <li>Different NGOs, such as CEFEMINA, PANIAMOR, Proyecto Caribe, ASORLI, Mesa Nacional Indígena, that works on women's rights, women's economic empowerment, environmental protection, persons with disabilities, children and adolescents' rights, human rights, indigenous people's rights, afro-descendant people rights, among other. Some of them work jointly or in a complementary way with institutional programs. groups, women beneficiaries of the Bridge to Development social protection and promotion program, private companies, mixed groups of producers and Companies of Solidarity Social Economy (EES).</li> </ul>
<b>Private sector</b>	



	<ul style="list-style-type: none"> <li>The JCP will work with the private sector on, at least, three levels: 1) Organizations of employers and companies that can influence the implementation of the EPD (UCCAEP, AED, Regional Business Chambers, Cooperatives, among others). 2) Companies that can be associated with the implementation of the JCP through their corporate social responsibility programs. 3) Companies that are part of value chains linked to the territories, with the capacity to generate employability or entrepreneurship opportunities for women beneficiaries.</li> </ul>
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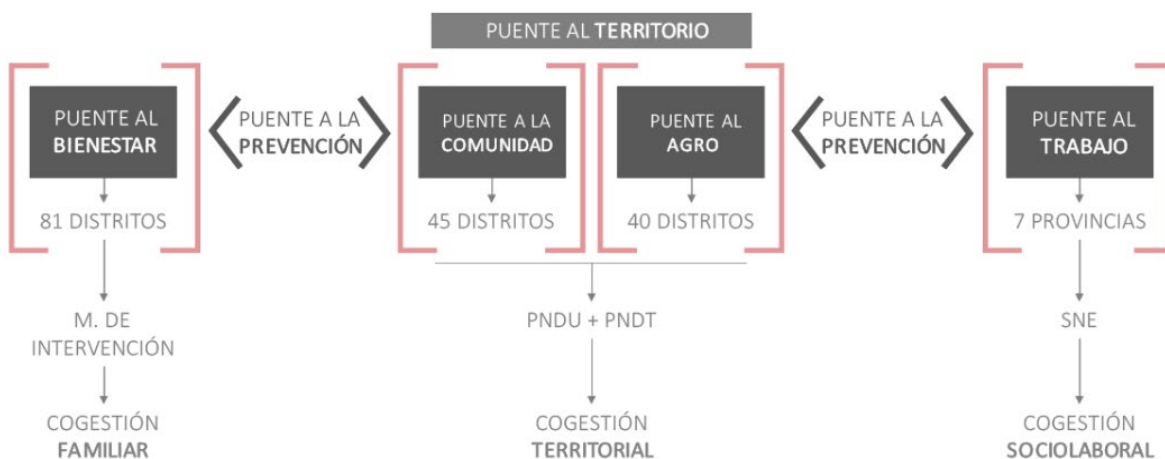
## 2. Programme Strategy

### 2.1. Overall strategy

In recent decades Costa Rica has shown significant progress in the development of a comprehensive social protection system. Nonetheless, the country faces challenges to ensure the SDGs implementation. Despite advances in the fulfilment of human rights, including access to social security, and the consolidation of a strong environmental agenda, the country faces serious gaps, including reduced fiscal space, rising unemployment, gender inequality in the access to social insurance with a fragmented institutional framework with historical challenges to reduce poverty levels and income inequality. The country requires bold efforts to ensure implementation of the 2030 Agenda and national commitments to the Paris Agreement, in line with human rights and gender equality frameworks.

In this framework, the JP is aimed at strengthening the expansion of the *Estrategia Puente al Desarrollo* (EPD), the government's flagship programme to eradicate poverty. The EPD is in the process of implementing its new structure as a result of previous evaluations and the national context. The strategy itself is built on the 2030 Agenda main element of multidimensionality. Only a coordinated inter-institutional approach can achieve the required systemic change.<sup>17</sup>

#### New structure of the *Estrategia Puente al Desarrollo*



<sup>17</sup> The JP was designed broadly considering the results and recommendations of the EPD evaluation (FOSEVAL, <http://foceval.org/wp-content/uploads/2018/04/Informe-final-evaluacion-puente-desarrollo.pdf>)

To contribute to the EPD's strengthening, the JP will support improvement of the inter-institutional and multi-level coordination mechanisms to enhance implementation of the strategy's components, with a focus on the labour, agricultural and welfare. Eighteen public institutions are part of this strategy. For this, the JP will identify institutional bottlenecks that limit access and effectiveness. It will also contribute to design or adapt people-centered procedures to be adopted by the EPD components to strength coordination and close gaps in the social protection floor at the local level.

Efforts will also be directed to accompany the design of institutional modules for monitoring EPD's socio-labour and agricultural plans, with a gender and environmental perspective. It includes an IT inter-institutional articulation reference and counter-reference system to improve coordination among the EPD components to attend women and family's needs.

Additional capacity-building processes would be conducted on the analysis and use of data to monitor the EPD and improve decision making. The JP strategy incorporates the development of a toolkit and a capacity-building process to integrate intersectional gender and environmental-sustainability perspectives in EPD management. For this, the JP will promote participatory solutions to identify and address intersectional gender barriers and environmental sustainability. The methodological design and didactic tools for the implementation of the training program directed to public officials will be supported.

A road map will be designed to improve institutional capacities for the generation of employment and entrepreneurship opportunities encouraging conditions for a just transition to the formalization of the EPD beneficiaries. It will be based on both intersectional gender and environmental-sustainability perspectives, and will incorporate mechanisms of productivity, associativeness, technical training, access to social security and others.

In order to generate innovations to accelerate results, the JP will produce participatory, innovative, gender-sensitive and environmentally-friendly local initiatives to support women and their families to increase their income-generating opportunities through tailor-made interventions. For this, at least three territorial laboratories will be designed and implemented for the generation of economic opportunities through sustainable business models and by promoting associative initiatives. In particular, the JP will concentrate its efforts on concrete actions and practical guidance to the EPD and private sector at the local level to identify and strengthen value-chain investment opportunities linked to sustainable and low-carbon footprint productive activities, to deliver positive returns to women and communities as well as business.

Given the importance of the sustainability of the proposed actions, the JP will contribute technical assistance to the EPD in the design and implementation of a strategy to scale-up the main advances of the model in two other cantons during the second year of JP implementation.

These territorial initiatives also include capacity building for co-managers of the Welfare, Agriculture and Labour components, as well as for other local institutions, to enhance capacities to provide holistic and well-informed family care and follow-up to attend their needs, including prevention and attention of violence against women. The JP will also provide women with assistance and technical support to strengthen and develop life skills, employability and entrepreneurship, which contributes to the National Decarbonization Plan. It includes professional training, support to access local and regional markets, finance education, and other themes.

Finally, the program will support women-led productive initiatives in the selected cantons to increase access to gender-sensitive and environmentally-friendly financial instruments to sustain their livelihoods. To this end, a strategy will also be developed to ensure women's access to public and private financial instruments, including their links to existing training programs, and the development of a directory on the existing offering and access procedures. Likewise, a complementary competitive/catalytic fund will be designed and implemented to provide seed capital for financing women's productive projects. This will also allow generating information to eliminate bottlenecks currently faced by the institutional programs that target this population.

Beyond institutional strengthening, the JCP seeks to innovate through the inclusion and integration of gender perspective in the EPD's design, and articulation of its programmatic offering with an environmental agenda, which the country is promoting. Alongside mechanisms to recognize and transform gender roles within the social protection system, the goal is to identify spaces for climate change adaptation and mitigation mechanisms from a non-contributory program, given that EPD beneficiaries are mostly women with high social vulnerability who will potentially suffer climate shocks.

These experiences will be developed in tandem with national and local institutions so that the JCP contributes to the development of a territorial intervention model for the EPD tailor-made to local needs and the conditions and capacities of women.

The design of the JCP is aligned with the National Development Plan and Public Investment (2018-2022), which aims at "Generate inclusive economic growth at the national and regional levels, in harmony with the environment, generating quality jobs, and reducing poverty and inequality." The JCP seeks to accelerate the achievement of SDGs 1, 2, 5, 8 and 10, and responds to the strategic priorities defined by the UNDAF, mainly related to "strengthening the capacities of public institutions, private organizations and civil society in order to accelerate compliance with the SDGs for sustainable development with equality."

The joint program is closely aligned with the national agenda and the UN is recognized by the Government and social actors as a strategic partner through its contribution to the country's human development. The UNDAF 2018-2022 focuses on accelerating the 2030 Agenda by highlighting the critical importance of multisectoral collaboration among national partners and UN agencies, to respond more effectively and innovatively to national priorities. Through the JCP, the UN will facilitate solutions to problems that a high-middle income country like Costa Rica has not been able to overcome, especially in social protection. By closing exclusion gaps, reducing inequalities and focusing on vulnerable populations in an inter-agency manner, taking advantage of the expertise of each agency, mobilizing international experience and good practices, and acting as a facilitator for inter-agency coordination and social dialogue, the UN will help generate added value for the social protection strategy, with full-fledged gender perspective. Also, implementing sustainable, integral, and innovative gender-sensitive demonstration models will secure EPD expansion and accelerated achievement of the SDGs.

The proposed intervention was designed with the leadership of the government and full support of the President. The national institutions co-leading the JCP are the Ministry of Human Development and Social Inclusion and the National Institute for Social Welfare (IMAS), in collaboration with the Ministry of Labour and Social Security (MTSS), the Ministry of Agriculture and Livestock (MAG) and the National Women's Institute (INAMU). The JCP will be directly integrated into the presidential coordination area of human security. Under the national governance system for the 2030 Agenda - defined in National Decree 40203 - the JCP will constitute a regular agenda item of the SDGs National Consultative Committee in which all signatories of the SDGs National Pact (2016) are participating (the three state

powers, civil society, faith-based organizations, academia, trade unions, municipalities, private sector and social solidarity economy enterprises).

## 2.2 Theory of Change

To effectively contribute to lowering poverty among women and their families, the project will **support the main social protection strategy for reducing multidimensional poverty (EPD)** through strengthening local implementation of its welfare, labour and agriculture components and the social protection floor (guarantee of basic income), using a people-centered, gender-sensitive design to promote women's employment and entrepreneurship linked to nature-based solutions.

Costa Rica's stubborn rates of extreme poverty and multidimensional poverty, particularly in rural areas, and growing levels of inequality, coupled with rooted gender inequalities, and environmental transformations demanded by the urgency of climate change, require integrated and articulated approaches. This is what the *Estrategia Puente al Desarrollo* (EPD) aims at through its five components. Implementing the Government's vision will, however, require higher levels of change tolerance and clear leaderships and political will. This coupled with stronger mechanisms for institutional coordination, as well as innovative approaches, in which integrated strong social protection and agriculture components provide pathways out of poverty in an inclusive and equity-based manner.

The JCP seeks to **reduce poverty among women and their families through their economic empowerment and the promotion of low carbon footprint activities.**

The premises of this joint collaborative programme are that the EPD's ambitious objectives cannot be achieved without 1) integrating gender and environmental perspectives and 2) supporting the coordination of various programmes and institutions in order to provide a holistic support to the most vulnerable, with an emphasis on women. This holistic support must be tailored to local needs and informed by the voices of local actors and the beneficiaries themselves. As international evidence suggests, higher impacts on poverty reduction can be achieved through integrated or coordinated approaches that often combine provision of social protection coverage and productive support.

Traditionally there have been two limitations for the effectiveness of social protection policies. The first has to do with the disconnection between institutions at the national level and institutions at the local level. In this area, the Joint Program seeks to strengthen coordination capacities and multilevel governance. The second limitation has to do with the lack of institutional capacity to adapt the implementation of the policies to the specific needs of each community, considering a life cycle approach, with intersectional gender, intercultural and geographic perspective.

Therefore, the joint programme seeks to achieve its objective through two pathways. The first one understood as a necessary basis for the achievement of the second. Additionally, innovations at the local level (second pathway) will enhance the institutional arrangements at the national level (first pathway).

First, by strengthening the institutional framework and ensuring that national institutions responsible for EPD adopt people-centered, gender- and environmental-sensitive institutional arrangements to close gaps in the social protection floor and promote women's economic empowerment with territorial approach in an integrated manner. This will require improving the design of existing EPD programmes to integrate gender and environmental perspectives;

developing mechanisms and building capacities to better coordinate actions between the institutions in charge of implementing the EPD; and supporting efforts to expand social protection coverage, in particular through the implementation of an institutional articulation model with a gender perspective designed to improve institutional coordination for the generation of employment and entrepreneurship opportunities for women and facilitate a just transition to the formal economy, incorporating mechanisms of productivity, associativity, entrepreneurship, technical training, access to social insurance and others. Change will be triggered by building capacities for coordination and improving the design and implementation of programs and processes by including people-centered, gender-sensitive and environmentally sustainable approaches, which will in turn increase the adequacy of supply of transfers and services with regards to needs, and hence the effectiveness of the Labour and Agriculture components of EPD.

Second, at local level, the aim is for women and their families in the selected cantons to increase their employment and income-generating opportunities as a direct consequence of the participatory, innovative, gender-sensitive and environmentally- friendly local laboratories. The JCP will promote laboratories<sup>18</sup> to develop and test innovative integrated approaches that include gender-sensitive and environmentally-focused social protection and productive strategies. This intervention is based on the theory that currently women face specific barriers that keep them trapped in poverty. These barriers will need to be addressed by providing intensive support, bringing together interinstitutional social protection and productive support. Facilitating identification of empowerment opportunities which are environmentally sustainable and improved in value chains to promote employment and entrepreneurship will be crucial to ensure the sustainability of the intervention. Change will be triggered by designing and implementing innovative and integrated approaches at local level that will improve gender dynamics in the pilot communities, unleash economic opportunities stemming from natural resource management; and hence improve the living conditions of targeted populations, offering lessons learned for future iterations of EPD local design and implementation.

ToC assumptions:

1. The Government has the political will to articulate the five components of the EPD with a gender and environmental perspectives, at national and local level.
2. Capacity of current government to carry out planned reforms and lead institutional change with a strong gender perspective.
3. Extension of care services contributes to reducing the burden of unpaid work affecting disproportionately women.
4. Inter-institutional agreement to consolidate EPD beneficiary's information systems with gender perspective.
5. Political will for EPD to integrate the design of people-centered interventions and organizations are open to promoting dialogue.
6. Costa Rica implements the newly adopted National Decarbonization Plan.
7. The cultural norms on women and girls are in a process of change towards more liberal attitudes.

### 2.3 Expected results and impact

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<sup>18</sup> Laboratories will be designed as spaces to experiment/prototype with new ways of generating public value, revamp the relationship between authorities and people/communities, providing or improving new channels of participation and collaboration, while serving as a support space for innovation in key areas of public administration. Laboratories will leverage current public or private local initiatives.

The overall objective of the joint programme is to reduce poverty among women and their families through their economic empowerment and the promotion of low carbon footprint activities. In this framework, the JCP seeks to support the improvement and expansion of the EPD, strengthen the social protection system and accelerating the achievement of the SDGs.

This will likely happen by generating concrete changes in the institutional mechanisms of the EPD and its implementation at the local level, improving synergies between the economic, social and environmental dimensions, with a gender and intersectional approach.

After the JCP is completed, it will take the form of viable and gender-sensitive employment and entrepreneurship opportunities linked to environmental conservation and/or climate change adaptation for women and their families in situation of poverty, supported and enabled by access to social protection programmes and productive support.

As explained in the theory of change, this overall objective will be achieved through two outcomes:

- Outcome 1 “National institutions responsible for EPD adopt people centered, gender and environmentally sensitive institutional arrangements to close gaps in the social protection floor and promote women’s economic empowerment”.

This outcome will be measured through two indicators. The first indicator is related to the existing institutional barriers that currently impede women’s access to economic opportunities. This will be verified by the adoption of specific measures to reduce the negative impact on women and the availability of the types of social, legal, financial or other services facilitating women’s economic empowerment. The second indicator targets reforms in current EPD’s procedures of in order to strength coordination amongst institutions and close gaps in the social protection floor at a local level, considering intersectional gender and climate change perspectives. These indicators will require willingness to develop and implement reforms by the institutions in charge of implementing the EPD at both the political and the public servants’ level.

- Outcome 2 “Women and their households in the selected cantons increase their income generating opportunities as a direct consequence of the participatory, innovative, gender sensitive and environmentally friendly local initiatives promoted by the EPD”.

This outcome will be measured through two indicators. First, the JCP will measure the number of value chains for women’s economic empowerment opportunities environmentally sustainable, identified and improved. The JCP will work to develop concrete actions and practical guidance with and for the EPD and private sector at the local level, to identify and strengthen sound value-chain employment and entrepreneurship opportunities that deliver positive returns to women and communities as well as sustainable business models, leveraging local existing public and private initiatives. This will depend on the efficiency and effectiveness of institutions in charge of the EPD, the capacity to work beyond institutional boundaries as well as the willingness of the private sector at the local level. Women’s capacity to engage in economic opportunities will also be dependent on the ongoing changes in gender norms, roles and relations - around the role of women and reduced discrimination and violence - as well as the availability of key services to facilitate their economic empowerment, such as care services. Second, successful achievement of this outcome will be measured by the likelihood of replication of the locally-designed gender and environmentally-sensitive approaches, and therefore the number of cantons replicating the approach.

At the end of the JCP, the project is expected to deliver 2 levels of results: at the local level, 3 local models-laboratories implemented and systematized to promote women's employability and entrepreneurship, increase productivity with nature-based solutions and a people centered design, to reduce poverty at the local level, with a monitoring system to guarantee results and facilitate the replica in other territories. At institutional level, an EPD institutional model will be improved, offering more effective and integrated social protection and services for families and households headed by women, through the labour, agriculture and welfare components, with emphasis on the articulation and closing of gender gaps. Considering the high level of commitment of the Government with the JCP, it is expected that project results and approaches will be integrated into the EPD and replication of the models will continue across the EPD territorial priorities. Also, a clear link between agricultural activities, the creation of green jobs, and the promotion of mechanisms of associativity and green jobs, with the National Decarbonization Plan, will be consolidated. This will reinforce the goals of the national government on sustainable green growth and economic recovery.

## **2.4 Financing**

The budget of the JCP requested to the SDG Fund is 2,000,000 USD. In addition, PUNO will provide the JCP with an estimated amount of 691,100 USD in technical assistance and other services, based on the capacities of the offices in Costa Rica and the contribution of the UN regional and global offices. The Government of Costa Rica will be contributing 4,700,000 USD, which will be managed independently by the government and are considered complementary funds for the programme. This ensures that the resources provided by the SDG Fund will have a multiplier impact on all the EPD components.

With the support of the JCP, the Government will be able to make a more efficient use of the resources allocated to the EDP components through the development of new methodologies, tools, capacities and tailor-made local models of intervention, that will lead to increased effectiveness of the EPD to promote institutional effectiveness and women's economic empowerment.

The long-term financial sustainability of efforts is guaranteed by the fact that the EPD is the national strategy that articulates social protection for persons in situation of poverty and funding for most programmes included in EDP comes from FODESAF. Therefore, the JCP has the capacity of improving the use of resources and the effectiveness of an important percentage of targeted social expending in Costa Rica. This objective is integrated in the JCP strategy through improving institutional arrangements, especially interinstitutional coordination, decision making using information systems, and the inclusion of intersectional gender and environmental sustainability perspectives. Additionally, tailor-made local solutions will be constructed with the participation of local populations in innovative laboratories to test a methodology for developing local intervention models in targeted communities. The replicability of this methodology will be tested in the second year of the JCP in two additional cantons with resources provided by the EPD institutions and JCP technical assistance. This will be a crucial test on the possibilities of replicating the model of intervention by the EPD after the completion of the JCP.

The proposal is directly focused on promoting gender equality, which means that 100% of the budget is allocated directly towards accelerating gender equality and women's empowerment. Women are more affected by poverty in Costa Rica due to gender gaps, persistent discrimination and the prevalence of traditional discriminatory gender roles and stereotypes.

There is vast international evidence that justifies that investments in closing gender gaps and promoting the economic empowerment of women are highly profitable. For example, the McKinsey Global Institute in its 2015 study “The Power of Parity” estimates that closing the gender gap by 2025 could increase global GDP by 26%.

According to the World Bank, women reinvest up to 90% of their income into their families and their communities, a much larger percentage than men. Therefore, increasing income generating opportunities for women has the potential to speed up development and the process of overcoming poverty, as well as to improve the quality of life of the entire family. Rural women have an essential role in food security as producers, food providers and contributors to the nutritional security of households. According to a FAO 2011 study, if women had access to the same productive resources than their male counterparts, average yields would increase between 20-30%, and hunger would decrease in 12-17%.

In the case of Costa Rica, the *Programa Estado de la Nación* in its 2018 annual report conducted simulations of the possible impact on poverty rates of increasing employment of women unemployed during the period 2001-2017. The estimation is that poverty rates would be reduced by almost half especially in most recent years. This provides evidence that increasing women’s access to income generating opportunities, including decent work and entrepreneurship, is a strategy that needs to be promoted in Costa Rica to upstart poverty eradication. In Costa Rica, in the presence of moderate economic growth and high levels of social expenditure compared to other Latin American countries, poverty - multidimensional and extreme - has proven to be stagnant for the past 25 years.

## **2.5 Partnerships and stakeholder engagement**

The EPD was conceived in the previous administration as the central strategy for poverty reduction, under the umbrella of the Social Presidential Council. In its first stage (2015-2018), the Strategy contemplated a special component for the priority, preferential, articulated and localized care of families in extreme poverty. The evaluation made in the first phase of the EPD showed positive results and issued recommendations for its sustainability. These underlined the need to maintain and strengthen this strategy, highlighting its strengths: the model articulated offer, integrality of services and institutional co-management.

With the expansion of the EPD, emphasis is placed on incorporating new articulations that allow more integrated service, which extends territorial coverage and provides longer attention. The objective is to maximize chances that the results of family care will be sustainable and break the cycle of poverty. As of 2019, the EPD integrates other components in addition to Welfare: Agro, Labour, Community and Violence Prevention. This represents an articulation challenge, not only due to the addition of new areas and beneficiaries, but also for governance of the EDP. The President of the Republic of Costa Rica confirmed IMAS leadership with an enhanced role of the relevant ministries and institutions involved. This coordination structure is reflected in the JCP governance and institutional leadership model, representing an acceleration tool for the government’s strategy. IMAS will be the lead institution for implementation, alongside the ministries of the Status of Women, Agriculture and Labor participating in the decision-making process, and other relevant ministries and institutions.

In this framework, the UN is recognized by the Government and social actors as a strategic partner in its path towards sustainable development and leaving no one behind. Its 2018-2022 UNDAF focuses on accelerating the 2030 Agenda by highlighting the critical importance of multisectoral collaboration among national partners and UN agencies, the efficiency of the



State institutions and focus on excluded groups, to respond more effectively and innovatively to national priorities. Through the JP, the UN will facilitate solutions to problems that an upper middle-income country like Costa Rica has not been able to overcome, especially in social protection. By closing exclusion gaps, reducing inequalities and focusing on vulnerable populations in an inter-agency manner, taking advantage of the expertise of each agency, mobilizing international experience and good practices, and acting as a facilitator for inter-agency coordination and social dialogue, the UN with a full gender and environmental perspective, will allow the generation of added value to the social protection strategy. Also, by implementing sustainable integral and innovative gender sensitive demonstrative models, the expansion of the EPD and acceleration in the fulfillment of the SDGs will be secured in the long term.

The JP will be integrated in the UNDAF's workplan and in the agenda of the Programme Management Team (PMT) providing regular reports to the Country Team (UNCT). In accordance with the UN reform, the RCO will be responsible for leading efforts to achieve coherent implementation and effective and efficient coordination of the agencies directly or indirectly involved, as well as linking with existing dialogue spaces. In this context, several areas of work have been identified with the following UN agencies:

- UNESCO: One of the main areas of work of the UNESCO Office in Costa Rica is developed around biosphere reserves. These are territories recognized internationally by the Man and the Biosphere Programme (MAB), which aims to establish a scientific basis for the improvement of relationships between people and their environments. Due the geographical location of the Limón and Buenos Aires cantons in some of the gradual zoning of La Amistad Biosphere, the establishment of a strategic working relationship with UNESCO initiatives will look at enhancing the added value of the JP strategy and seek the use of environmental goods and services offered by these territories to combat poverty.
- UNFPA: Intervention is geared towards achieving universal access to sexual and reproductive health care, orienting reproductive health policy to young people, implementing the national gender equality policy, and bolstering measures to prevent and respond to gender-based violence. A strategic alliance will be formulated to take advantage of UNFPA's local work capacities and experience in excluded rural communities, particularly as regards to gender equality, women's and girls' empowerment, and integrated sexual and reproductive health services, particularly for adolescents and the most vulnerable and marginalized women, with focus on child and teenage pregnancy, which is around 14% of all births.
- UNICEF: As part of the strategy for comprehensive early childhood care of the UNICEF Office in Costa Rica, a programme is developed to strengthen models of care and assistance to the National Network of Child Care and Development (REDCUDI), which has allowed defining early childhood care services as one of the national priorities in the National Development Plan 2010-2014. In this area, UNICEF is supporting the professionalization of the new profile of technical personnel operating care services. Since the expansion and strengthening of care networks by the Government is an essential element for the achievement of women's economic autonomy, the JP will develop a strategic partnership with UNICEF programmes to enhance and support knowledge and information sharing on this topic. Specifically, the JP and UNICEF will explore possibilities of collaboration regarding certain activities included in the 2020 Workplan agreed between UNICEF and the Technical Secretariat of the National Child Care and Development Network (STCUDI/REDCUDI).

Also, JP actions are based on a people-centered design approach, so that EPD management is designed and focused on women and their families, their rights and their context. A strategic alliance with the National Laboratory of Public Innovation will be promoted in the development of a co-creative space, based on a gender-sensitive design thinking model.

At the regional level, collaboration with ECLAC, through UNDP broader efforts, will ensure linkage to ongoing initiatives at regional level to enhance social protection effectiveness and employment opportunities in the current context of limited fiscal space and reduced political will. In particular:

- Deliberations of the joint ECLAC Regional Conference on Social Development in Latin America and the Caribbean / UNDP Ministerial Forum for Development in Latin America and the Caribbean constitute a bridge between the global agenda and national policies. The Agenda for Inclusive Social Development proposed at the Third Regional Conference, for instance, supports the implementation of the social dimension of the 2030 Agenda for Sustainable Development, especially in the area of social protection, which is linked to the mandates of the ministries of social development and equivalent entities.
- ECLAC carries out constant monitoring of social protection policies and programmes at the regional level through publications such as the Social Panorama of Latin America and databases such as the Non-contributory social protection programmes in Latin America and the Caribbean database, which facilitate knowledge sharing and the dissemination of statistics, lessons learned and challenges faced by such policies and programmes.

Finally, some of the Joint SDG fund donors are present in the country – EU, Netherlands, Spain, Germany and Switzerland – and the UN has an excellent relationship with them. The UNCT led by the Resident Coordinator convenes, on a regular basis, a development partners group with all embassies and donors present in the country. The RC will be providing regular updates in this forum as well as facilitating more specific meetings for the Joint SDG Fund donors to discuss with the government counterparts in more detail.

Throughout the implementation of the JP, in addition to formal meetings, opportunities will be created for interested donors and potential future donors to visit the locations where the programme is being developed to have a more direct sense of its implementation, challenges and required changes during the course of the program.

Given the particularly polarized and complex country situation, a strong partnership with the donors will ensure leverage in lobbying with the government in case hurdles are encountered affecting the JP itself.

### **3. Programme implementation**

#### **3.1 Governance and implementation arrangements**

Under the leadership and coordination of the Resident Coordinator (RC), UNDP will lead the implementation of the JP. All agencies involved (UNDP, FAO, UN WOMEN and the ILO) will provide high quality technical assistance and implement actions on integrated social protection, gender equality and women's empowerment, and income-generating opportunities with a sustainable, nature-based perspective, as well as communication expertise. A mechanism will be established to ensure linkages and building partnerships with

UNFPA, UNESCO, WHO and UNICEF, based on the connection with their ongoing interventions.

The national institutions co-leading the JCP are the Ministry of Human Development and Social Inclusion and the National Institute for Social Welfare (IMAS), in collaboration with the Ministry of Labour and Social Security, the Ministry of Agriculture and Livestock (MAG) and the National Women's Institute (INAMU), under the aegis of the Ministry of National Planning and Economic Policy (MIDEPLAN). This will be directly integrated under the presidential coordination area for human security. Given the national governance system for the 2030 Agenda – defined in National Decree 40203 – the JCP will be integrated as a regular agenda item of the National Consultative Committee, where all signatories are participating (3 state powers, civil society, faith-based organizations, academia, trade unions, municipalities and private sector).

The JCP will establish the following governance structures: 1. The Country Steering Committee, ensuring the strategic direction of the JCP, will meet ordinarily twice a year, and may convene extraordinary meetings at the request of its members. The Steering Committee will be comprised of high-level representatives of IMAS, MAG, MTSS, INAMU and MIDEPLAN, the RC and PUNO representatives; and 2. The Programme Technical Management Committee, for the regular planning, monitoring and update of the programme, will be comprised of technical liaisons of the Welfare, Agriculture and Labor components of the EPD and participating agencies, and coordinated jointly by the UNDP and IMAS. The Technical Committee will meet every two months and will respond to the Country Steering Committee. There will be one national coordinator which will respond to the Country Steering Committee and be responsible for timely following up and facilitating an adequate technical and financial implementation of the JP, in accordance with the decisions of the Steering Committee and the Programme Technical Management Committee. Each agency will have technical experts to support the relevant inputs for the JP.

To ensure the innovative nature of the JCP, an Innovation Co-creation Space will be convened to link ongoing innovative and design thinking efforts at country level with public and private partnership.

The microgrants fund are a financing tool to leverage initiatives aimed at strengthening entrepreneurship and employability capacities of women in the selected cantons. The fund will be managed by a consensus decision-making of the Programme Technical Committee, through a specific process that will be designed for that purpose. This Committee will make a prior identification of local initiatives with the potential to increase the employability and entrepreneurship capacities of women. The Committee will make a call addressed to these initiatives informing the availability of the fund and the specific application requirements. A call will be opened to present proposals whose preparation can be technically accompanied by the JP. The Committee will have specific meetings to review the proposals and will make a selection of beneficiaries taking into account eligibility criteria that consider the expectation of success of the proposal and that agree on the gender, social protection and nature-based solutions approach. The funds will be allocated by consensus of the members of the Committee and will have a limit of 10,000 USD per initiative.

The JCP will be integrated in the UNDAF's workplan and in the agenda of the Programme Management Team (PMT), providing regular reports to the Country Team (UNCT). In accordance with UN reform, the RCO will be responsible for leading efforts to achieve coherent implementation and effective and efficient coordination of the agencies directly or indirectly involved, as well as linking with existing dialogue spaces.

### 3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based as well as participatory. Efforts will be made for collaborative monitoring in light of the LNOB and the need to create opportunities for engagement of the local community and in general thinking out of the box with different stakeholders. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;
- *Mid-term progress review report* to be submitted halfway through the implementation of Joint Programme<sup>19</sup>; and
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

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<sup>19</sup> This will be the basis for release of funding for the second year of implementation.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After competition of a joint programmes, a final, *independent and gender-responsive*<sup>20</sup> *evaluation* will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### **3.3 Accountability, financial management, and public disclosure**

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channeled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

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<sup>20</sup> How to manage a gender responsive evaluation, Evaluation handbook, UN Women, 2015

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### 3.4 Legal context

Agency name:	Agreement title:	Agreement date:
UNDP	<ul style="list-style-type: none"> <li>• Law 5878, Aprobación del Acuerdo entre el Gobierno de Costa Rica y el Programa de las Naciones Unidas para el Desarrollo</li> <li>• Country Programme Document for Costa Rica (2018-2022)</li> </ul>	January 31, 1976  June 30, 2017
FAO	<ul style="list-style-type: none"> <li>• Acuerdo entre el Gobierno de Costa Rica y la Organización de Naciones Unidas para la Agricultura y Alimentación, para la Designación de un Representante de FAO en Costa Rica y para el establecimiento de una oficina de esa Organización en Costa Rica</li> </ul>	December 5, 1979
ILO	<ul style="list-style-type: none"> <li>• "Acuerdo entre el Gobierno de Costa Rica y la Organización Internacional del Trabajo (OIT), para el Establecimiento de una Oficina de la Organización en San José, suscrito el 9 de mayo de 1969". Acuerdo Ejecutivo número 13-AE, publicado en la Gaceta Oficial el 12 de mayo de 1969.</li> </ul>	May 9, 1969
UN Women	<ul style="list-style-type: none"> <li>• Signature of the United Nations Development Assistance Framework, "Leave No One Behind in Costa Rica", 2018 - 2022.</li> </ul>	March 31, 2017

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contract person (name and email)
<p>Small Grants Programme - UNDP-GEF. Operational Phase 6 (June 2016-June 2020)/Operational Phase 7 (June 2020-June 2023)</p>	<p>Grants provided to aprox. 30 Community-based organizations (CBO) for environmentally focused sustainable development projects in the Jesus María, Barranca, lower Tarcoles river basins and the Montes de Aguacate and Paso Las Lapas Biological Corridors, combatting biodiversity loss, land degradation and climate change.</p>	<p>Specific projects implemented by aprox. 10 women's groups (in OP7) focused on organic horticultural production, stingless bee honey production, rural tourism solid waste revalorization, value chain development. Training and technical assistance provided through MAG, SINAC, INA, UNA for organizational strengthening, technical skills. Forms part of the SGP's overarching Gender Action Plan</p>	<p>UNDP</p>	<p>CADETI, MAG, MINAE</p>	<p>GEF</p>	<p>Charles Dixon, National Coordinator.  <a href="mailto:charles.dixon@undp.org">charles.dixon@undp.org</a></p>
<p>Comprehensive strategy for the recognition, visibility and formalization of women's productive activity in the main value chains of small-</p>	<p>This program provides an overview of working women linked to the fishing value chain, articulating the institutional offer of social protection program and</p>	<p>This program has a special emphasis on Puntarenas, one of the territories intervened within the Joint Project.</p>	<p>ILO</p>	<p>INAMU, Coopesolidar,</p>	<p>Budget: US\$ 45 mil</p>	<p>María Arteta, Especialista de Género y no Discriminación, <a href="mailto:arteta@ilo.org">arteta@ilo.org</a>            Juan Ignacio Castillo, <a href="mailto:castilloj@ilo.org">castilloj@ilo.org</a></p>

scale and artisanal fishing	improving labor insertion strategies.					
Win-Win: Gender Equality Means Good Business	<p>The programme seeks to contribute to women's economic empowerment and leadership for sustainable, inclusive and equitable growth and works in six LAC countries: Brazil, Costa Rica, Jamaica, Argentina, Uruguay, Chile. Expected outcomes are:</p> <ol style="list-style-type: none"> <li>1. Women led business in Europe and LAC increase cooperation to expand opportunities</li> <li>2. Sustainable model of gender sensitive private sector engagement to support SDG achievement developed and adopted</li> </ol>	<p>This programme promotes the strengthening of capacities of women businesses and networks to increase business opportunities and works with private sector companies to promote gender equality. Lessons learned, tools developed, and contacts will be used in the joint programme implementation.</p>	UN Women	ILO, European Union	Budget for Costa Rica: €743,371.05	<p>Raquel Coello raquel.coello@unwomen.org</p> <p>Gabriela Mata <a href="mailto:gabriela.matamarin@unwomen.org">gabriela.matamarin@unwomen.org</a></p>
Support for the interinstitutional strengthening of the governance of the National Food and Nutrition Policy	<ol style="list-style-type: none"> <li>1. It aims to support Costa Rican public institutions to make a comprehensive approach to hunger, malnutrition and food insecurity.</li> <li>2. A letter of commitment was signed between 11</li> </ol>	<p>This Project promotes an integrated approach between different public institutions to assess food security mainly in marginalized populations, by promoting a healthier and sustainable</p>	FAO	MEP, IMAS, Mideplan, Icoder, Ministry of Health, CCSS, Inciensa, Cen-Cinai, MEIC, Micit, Casa	Budget for Costa Rica: \$100,000.00 from FAO Cooperation Program	<p>Sileni Chaves (Sileni.ChavesBrenes@fao.org)</p>



	<p>public institutions and the Presidential House.</p> <p>3. Development of an inter-institutional and intersectoral articulation process for the comprehensive approach to overweight and obesity.</p> <p>4. Strengthening governance with the reorganization of the Secretariat of Food and Nutrition Policy (SEPAN).</p> <p>5. Strengthening of the Ministry of Health in its leading role in food and nutrition.</p>	environment on food consumption.		<p>Presidencia I, MAG, SEPSA and the institutions of the Agricultural and Territorial Rural Development Sector (INTA, CNP, PIMA. Inder, Senasa, SFE, Senara, Incopecsa, ONS, CONAC)</p>		
<p>Technical support for updating the Agro-Environmental Agenda with a view to 2030</p>	<p>The Ministry of Environment and the Ministry of Agriculture will have a defined route map to join efforts on the sustainable management of rural territories and the adoption of good practices for agricultural and environmental production.</p>	<p>The Agro-Environmental Agenda will reinforce the implementation and control of sustainable practices in the AFOLU sector, which is a core principle of the JCP.</p>	FAO	<p>Presidential House Vice Ministry Environmental Management – MINAE Office of Climate Actions- MAG</p>	<p>Budget for Costa Rica: \$50,000.00 from FAO Cooperation Program</p>	<p>Marta Villegas Marta.VillegasMurillo@fao.org</p>
<p>Food systems that favor the implementation of strategies to facilitate physical</p>	<p>1. A dialogue with experts to analyze experiences and create a portfolio of proposals that can</p>	<p>The project support small and medium-sized local governments in the implementation of</p>	FAO	<p>IMAS CNP Municipality of Santa Ana</p>	<p>Budget for Costa Rica: \$60,000.00 from FAO</p>	<p>David Torres Gallardo: torres.gallardo@fao.org</p>

<p>and economic access of healthy foods to vulnerable populations</p>	<p>update institutional programs and generate greater impacts in food security.  2. Economic studies, for the development of a methodology that allows the inclusion of nutritional 3. aspects in the basic basket.  3. Institutional dialogues in structural measures for the generation of healthy food environments, with emphasis on nutrition labeling and television advertising.  4. Food environments in Santa Ana will be analyzed, and the development of a Municipal Strategy to increase physical access will be supported, as well promote municipals exchanges spaces to scale up the results.</p>	<p>policies that tackle restrictions on physical and economic access to healthy and sustainable foods for the most vulnerable populations, based on the broad perspective of the concept of “healthy food system”</p>		<p>Ministry of Health  UCR  Inciensa  Hivos</p>	<p>Cooperation Program</p>	
<p>Execution of the Regional Intersectoral Agenda for Social Protection and Productive Inclusion in two</p>	<p>1. Proposed comprehensive care plan between MAG, MINAE, IMAS, ICT, INDER.  2. Two territorial diagnostics on the</p>	<p>This Project is linked to the JCP because a comprehensive analysis on the social protection agenda of different state institutions in rural</p>	<p>FAO</p>	<p>MINAE  MAG  INDER  IMAS  ICT</p>	<p>Budget for Costa Rica: \$40,000.00 from FAO Cooperation Program</p>	<p>Andrea Padilla:  andrea.padilla@fao.org</p>

<p>territories of Costa Rica</p>	<p>rural development and institutional capacities to facilitate the livelihoods of rural populations. 3. Document with the analysis of the databases of MAG and IMAS on the attention to rural population and a proposal for compatibility.</p>	<p>territories will be developed. The findings of the project will support the definition of recommendations for the EPD.</p>				
<p>Costa Rica: More effective institutional frameworks to improve family farming and food and nutritional security and promote habits of consumption of healthy and nutritious agricultural products.</p>	<p>1. Public institutions of the agricultural sector and the legislative branch have tools to contribute effectively to the achievement of the "Letter of Commitment for the comprehensive approach to overweight and obesity in Costa Rican children and adolescents" 2. The Ministry of the Presidency has a draft policy for the Indigenous Peoples National Policy, prepared within the framework of the inter-institutional coordination process of the United Nations System. 4.</p>	<p>The project is linked to the JCP, as it seeks to generate an improvement in food production systems from Family Farming and mainly in rural territories where poverty is more concentrated. It is also intended that the actions generate public policies that are attended from the rectories of agriculture and rural development, which is a central point in the JCP.</p>	<p>FAO</p>	<p>Parliamentary Front against Hunger and Malnutrition-Costa Rica Chapter. Ministry of Health MAG Sepesa MINAE-DA Vice Ministry of the Presidency of Political Affairs and Citizen Dialogue OCR CNP Costa Rican Family Farming Network</p>	<p>Budget for Costa Rica: \$220,000.00 from the Mexican Agency for International Development Cooperation (Amexcid)</p>	<p>Andrea Padilla: Andrea.Padilla@fao.org</p>

	The institutions of the agricultural and rural sector have an action plan to strengthen the linkage of family farming to public and private markets, with special attention to rural territories					
Policy Dialogue: Situational analysis and perspectives of the agricultural and rural sector	<p>1. The dialogue seeks to create a diagnosis about the situation and prognosis of the agricultural and rural sector.</p> <p>2. From the diagnosis, the dialogue included recommendations for long-term public policy lines that could be used in a development agenda for the sector.</p> <p>3. Finally, a methodological instrument that systematizes the experience of building the previous products that entails the training of Sepsa's collaborators, through the learning technique.</p>	The objective of the Project is to articulate institutions of the agricultural sector and the definition of crucial topics for a state policy, that promotes sustainability and social development in the agricultural production.	FAO	SEPSA-MAG and the institutions of the Agricultural and Territorial Rural Development Sector (INTA, CNP, PIMA. Inder, Senasa, SFE, Senara, Incopesca, ONS, CONAC)	Budget for Costa Rica: \$59,000.00 from FAO Cooperation Program	Marta Villegas Murilo: Marta.VillegasMurillo@fao.org
Mesa Caribe	Institutional initiative led by Vice President Marvin	The JCP will work in the canton of Limón and the Mesa Caribe	Government of Costa Rica	Public and local institution,	Public Budget	Marvin Rodriguez, Vice President of

	Rodríguez to articulate institutional work in the Province of Limón to ensure greater efficiency and better performance.	facilitates a space for articulation with national and local public institutions, the private sector and the target population.		business chambers, NGOs		Costa Rica, Marvin Rodríguez, Comisionado Técnico Consejo Presidencial de ESS, 22079266, marvin.rodriquez.vargas@presidencia.go.cr
Fondo de Fomento de Actividades Productivas (FOMUJER), INAMU	Social and economic empowerment of women entrepreneurs, providing seed capital to women productive initiatives	Possible source of financing for women's productive initiatives	INAMU		Public Budget	Guiselle Fallas Valverde, FOMUJERES, <a href="mailto:qfallasv@inamu.go.cr">qfallasv@inamu.go.cr</a>
Avanzamos Mujeres	Improve the living conditions of women in poverty, through training of labor, technical and decent housing	Link to women's capacity building strategy at the local level	INAMU		Public Budget	Ana Patricia Vargas León, Área de Desarrollo Regional, <a href="mailto:avargasl@inamu.go.cr">avargasl@inamu.go.cr</a>
Fideicomiso del IMAS (FIDEIMAS)	Oriented to financing additional and subsidiary guarantees, through loans with favorable interest rates. It also provides training, technical assistance and monitoring for people or groups that execute productive projects.	Possible source of financing for women's productive initiatives	IMAS		Public Budget	Margarita Fernández Garita, 25240674, <a href="mailto:MFernandez@imas.go.cr">MFernandez@imas.go.cr</a>
Programa Nacional de Empleo (Pronae)	Support in improving the living conditions of the population at risk of	Support in the development of community projects, training and support	MTSS, Dirección Nacional de Empleo	IMAS	Public budget	Marco Solano, Director Nacional de Empleo, MTSS,

	poverty, providing temporary financial assistance.	of groups of people with productive ideas.				<a href="mailto:marcos.solano@mtss.go.cr">marcos.solano@mtss.go.cr</a>
Programa Nacional a la micro y pequeña empresa (Pronamype)	Support in the execution of microcredit components, training and technical assistance for people in poverty in order to facilitate their social mobility.	In the execution of the outcome 2 of the Joint Program, Programype contributes to promoting entrepreneurship, to improve the maintenance of family capital and the generation of employability.	MTSS, Dirección Nacional de Empleo	Organizaciones Intermedias (OI) y Asociaciones de Desarrollo	Public budget	Marco Solano, Director Nacional de Empleo, MTSS, <a href="mailto:marcos.solano@mtss.go.cr">marcos.solano@mtss.go.cr</a>
Programa de Mentorías de Voces Vitales	Economic mentoring to women owners of small and medium enterprises.	Link to women's capacity building strategy at the local level	Voces Vitales (NGO)		Private budget	Alexandra Kissling, <a href="mailto:akissling@vitalnetwork.org">akissling@vitalnetwork.org</a> , 88473709
Proyecto Girasoles	Catalyze gender empowerment, social leadership and socio-productive insertion of adolescent women between 15-21 years of age, residents in contexts characterized by social exclusion and conflict, of the Central Pacific and North Pacific coast of Costa Rica	This project is aimed at strengthening leadership and economic empowerment of women. It can offer a direct contribution to the JP to accompany women's training processes. Indirectly it can provide proven methodologies to strengthen women's capacities	PANIAMOR (NGO)		USAID	Fundación PANIAMOR, Gilda Pacheco, 89225322, <a href="mailto:direccionejecutiva@paniamor.org">direccionejecutiva@paniamor.org</a>

## Annex 2. Overall Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

**Joint SDG Fund Outcome 1:** Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale

Indicators	Targets	
	2020	2021
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope <sup>21</sup>	0	1
1.2: integrated multi-sectoral policies have accelerated SDG progress in terms of scale <sup>22</sup>	0	0

**Joint SDG Fund Output 3:** Integrated policy solutions for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
3.1: # of innovative solutions that were tested <sup>23</sup> (disaggregated by % successful- unsuccessful)	0	3
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	0	1
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	0	1

#### Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>24</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure

<sup>21</sup>Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.

<sup>22</sup>Scale=geographical expansion: local solutions adopted at the regional and national level or a national solution adopted in one or more countries.

<sup>23</sup>Each Joint programme in the Implementation phase will test at least 2 approaches.

<sup>24</sup> Annual survey will provide qualitative information towards this indicator.

- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth
- Joint programme considered the needs of persons with disabilities
  
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

## 2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	Means of Verification	Responsible partner
Outcome 1: National institutions responsible for the EPD adopt people-centered, gender- and environmentally-sensitive institutional arrangements to close gaps in the social protection floor and promote women’s economic empowerment.					
Outcome 1. Indicator 1.1. Number of institutional barriers eliminated to ensure women’s economic empowerment.	0	1 (access to social services)	3 (Access to land, social protection, Access to financial sector)	Protocols, guidelines, EPD programmatic documents	IMAS, MTSS, MAG, INDER, INAMU, MEIC
Outcome 1. Indicator 1.2. Number of procedures adopted by the EPD components to strength coordination and close gaps in the social protection floor at the local level.	0	3 (IMAS at local level/3 cantons)	6 (Agriculture and Labour components)	EPD Institutional Guidelines, Procedures, Programmatic Documents	EPD Institutions
Output 1.1. Improved inter-institutional and multi-level coordination mechanisms to implement the EPD components with gender and environmental sustainability perspectives.					



Output 1.1 indicator 1.1.1. Percentage of targeted public servants that demonstrate improved inter institutional coordination capacities in case management. (disaggregated by sex)	0%	30%	70%	Survey	EPD Agriculture, Labour and Welfare Components
Output 1.1 indicator 1.1.2. Number of information system modules integrated in EPD with gender perspective and environmental considerations to track progress on the family action plans.	0	2	2	SAPEF Reports SINIRUBE Reports	EPD Agriculture, Labour and Welfare Components
Output 1.2. Generated tools and capacities in the institutions responsible for the EPD's components, to incorporate intersectional gender and environmental-sustainability perspectives.					
Output 1.2 indicator 1.2.1. Number of tools adopted with intersectional gender perspective and environmental sustainability perspective.	0	2 designed (one for gender perspective and one for environmental sustainability for the EPD)	2 implemented	Tools designed Programmatic Documents	EPD institutions
Output 1.2 indicator 1.2.2. Percentage of public servants trained integrating the intersectional gender and environmental sustainability tools in the beneficiaries' case management (disaggregated by sex)	0%	30%	70%	Survey	EPD Institutions

Output 1.3. Established an institutional model to improve EPD institutional capacities to promote employability and entrepreneurship to facilitate the just transition to the formal economy, including intersectional gender and environmental-sustainability perspectives.					
Output 1.3. indicator 1.3.1. Number of procedures adapted to target EPD beneficiaries that include intersectional gender and environmental sustainability perspectives.	0	2 (1 for Agriculture and 1 for Labour components)	4 (Additional 1 for Agriculture and 1 for Labour components)	Procedures, Guidelines	
Output 1.3. indicator 1.3.2. Road map designed, based on local intersectional gender and environmental sustainability perspectives.	0	1 (designed in year 1)	1 (implementation promoted in year 2)		
Outcome 2: Women and their households in the selected cantons increase their income-generating opportunities as a direct consequence of the participatory, innovative, gender-sensitive and environmentally-friendly local initiatives promoted by the EPD.					
Outcome 2. Indicator 2.1. Number of value chains for women's economic empowerment opportunities environmentally sustainable, identified and improved.	0	3	3	Project Reports SAPEF Reports (P. Agro and P. Trabajo)	EPD institutions
Outcome 2. Indicator 2.2. Number of additional cantons replicating the models.	0	0	2	Project Reports EPD Institutional Agreements	EPD institutions
Output 2.1. Output 2.1 Women in poverty in the selected cantons have increased access to tailor-made services from local, innovative, gender-sensitive and environmentally-friendly laboratories.					

Output 2.1 indicator 2.1.1. Number of local innovative laboratories for promoting women's economic empowerment with environmental sustainability perspective developed through local participatory process.	0	3	3	Project Reports	EPD institutions (local and national level)
Output 2.1 indicator 2.1.2. Number of women with integral family plan, with at joint action from at least two EPD components (Agriculture, Labour and Welfare components).	0	125	225	Project Reports	EPD institutions (local and national level)
Output 2.1 indicator 2.1.3. Percentage of women targeted that report increased capacities for employability or entrepreneurship.	0%	50%	80% (economic empowerment, violence prevention, finance, business, access to markets, value chain)	Survey Project Reports	EPD institutions (local and national level)
Output 2.2. Productive initiatives led by women in the selected cantons have increased access to gender-sensitive and environmentally-friendly financial instruments to sustain their livelihoods.					
Output 2.2. indicator 2.2.1. Number of gender-sensitive and environmentally-friendly financial mechanisms designed or adapted and compiled.	0	1 (Design of Project Microgrants)	2 (design of mechanism to articulate financial mechanisms)	Project Reports	EPD institutions (local and national level)
Output 2.2 indicator 2.2.2. Number of productive initiatives led by women with increased access to financing.	0	9 (identified/ in implementation)	9 (implemented)	Project Reports Micro Grant Project Document	EPD institutions (local and national level)

### Annex 3. Theory of Change graphic

#### **Reduce poverty among women and their families through their economic empowerment and the promotion of low carbon footprint activities**

Acceleration of the 2030 Agenda, the Paris Agreement, Human Rights and gender equality

Strengthen the EPD implementation institutional mechanisms, at national and local level, with an intersectoral gender and environmental sustainability perspectives

Develop innovative models of intervention, participation and EPD implementation, with an intersectoral gender and environmental sustainability perspectives.

Interventions

**The main social protection strategy to reduce multidimensional poverty "Puente al Desarrollo" strengthens local implementation of its welfare, labour and agriculture components, through a people-centered and gender-sensitive design to promote women's employment and entrepreneurship linked to nature-based solutions:**

<p>1) The EPD adopts institutional changes focused on people, with a gender intersectional and environmental sustainability perspectives to close the gaps in the social protection floor and promote the economic empowerment of women through:</p> <ul style="list-style-type: none"> <li>• Improve the EPD inter-institutional and multi-level coordination mechanisms</li> <li>• Generate tools and institutional capacities to incorporate the intersectional gender and environmental sustainability perspectives.</li> <li>• Establish a model to improve institutional capacities to promote women's employability and entrepreneurship and facilitate a just transition to formal economy</li> </ul>	<p>2) The EPD strengthens its territorial implementation with an innovative and people-centered model that increases women's income generation opportunities, with a gender and environmentally friendly perspective</p> <ul style="list-style-type: none"> <li>• Develop 3 local and innovative laboratories, gender-sensitive and environmentally-friendly aimed at generate solutions for women's in poverty to increase their income with access to "tailored" services</li> <li>• Increase access to gender sensitive financial instruments aimed at developing sustainable environmental solutions for productive initiatives led by women and making their livelihoods sustainable.</li> </ul>
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**ToC Assumptions**

- |   |  |
|---|--|
| <ol style="list-style-type: none"> <li>1. The Government has the political will to articulate the five components of the EPD with a gender and environmental perspectives, at national and local level.</li> <li>2. Capacity of current government to carry out planned reforms and lead institutional change with a strong gender perspective.</li> <li>3. Extension of care services contributes to reducing the burden of unpaid work affecting disproportionately women.</li> </ol> | <ol style="list-style-type: none"> <li>4. Inter-institutional agreement to consolidate EPD beneficiary's information systems with gender perspective.</li> <li>5. Political will for EPD to integrate the design of people-centered interventions and organizations are open to promoting dialogue.</li> <li>6. Costa Rica implements the newly adopted National Decarbonization Plan.</li> <li>7. The cultural norms on women and girls are in a process of change towards more liberal attitudes.</li> </ol> |
|---|--|

Despite the advances in human development and environmental protection, there are still limitations in the social protection system for the articulation of institutions and to address intersectional-exclusions that particularly affect women and their families in extreme poverty situation in rural areas (including border and coastal) preventing the achievement of their economic autonomy.

### Annex 4. Gender marker matrix

The proposal has an explicit focus on gender, which means that 100% of the budget is allocated directly to accelerate gender equality, women's empowerment and ending discrimination.

Indicator		Score	Findings and Explanation	Evidence or Means of Verification
N°	Formulation			
1.1	Context analysis integrate gender analysis	<b>3</b>	This criterion exceeds the requirements because gender analysis is the basis of the proposal. The context analysis integrates a gender analysis across all sectors including underlying causes of gender inequality and discrimination in line with SDG priorities including SDG 5. The analysis shows how the proposal accelerates SDG targets 5.1, 8.5, 1.2, 1.3 among others that promote women's economic autonomy. It uses consistent sex-disaggregated and gender sensitive data and a targeted gender analysis of those furthest behind, in particular women in poverty in selected cantons. The analysis is also based on the Recommendations of the CEDAW Committee for Costa Rica (2017 / C / CRI / CO / 7) for Rural Women (Recommendation 35º) and the PIEG 2018-2030, which evidenced that the proposal includes a substantive analysis of the normative instruments on Women's Human Rights. The analysis is based on the intersectional understanding of gender to address the multiple scenarios and realities of rural women, especially those in poverty. Women beneficiaries of social programmes and CSO were consulted during the definition of this programme to adequately capture their concerns, needs and interests.	Situation analysis List Reports of consultations COS CEDAW (2017/C/CRI/CO/7) PIEG 2018-2030
1.2	Gender Equality mainstreamed in proposed outputs	<b>3</b>	This criterion exceeds the requirements. Gender equality and women's empowerment are visibly mainstreamed across all output areas, which means a strong advance gender equality and the empowerment	Programme strategy Results framework

			of women, with a clear link to the SDGs, including SDG 5. Also, three out of five programme outputs specifically target gender equality.	
1.3	Programme output indicators measure changes on gender equality	<b>3</b>	This criterion exceeds the requirements. 100 percent of the output indicators measure changes in gender equality and women’s empowerment are in line with SDG targets including SDG 5.	Results framework
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	<b>3</b>	This criterion exceeds the requirements because PUNO have consulted with various government agencies (INAMU, MAG, IMAS, INA, MEIC) that have programmes and initiatives directed towards gender equality and will contribute to the proposed programme and seek to increase the effectiveness of their efforts. The National Women’s Machinery, the National Institute of Women (INAMU) has participated in programme consultations, including country analysis, strategic prioritization, implementation, M&E in line with Recommendations of the CEDAW Committee for Costa Rica (2017 / C / CRI / CO / 7) for Rural Women (Recommendation 35º) and the PIEG 2018-2030. The programme contributes to substantively strengthen Government participation and engagement in gender-related SDGs localization and implementation (focused on SDGs 1, 2, 5, 8 and 10) through the strengthening of the EPD and including an intersectional gender perspective in its implementation.	Reports of consultations Situation analysis Programme strategy COS CEDAW (2017/C/CRI/CO/7) PIEG 2018-2030
2.2	PUNO collaborate and engages with women’s/gender equality CSOs	<b>3</b>	This criterion exceeds the requirements. The PUNO have collaborated with at least two GEWE CSO and women’s rights advocates in formulating the project. Four GEWE local CSO were consulted in the process of programme formulation. GEWE CSO participated in project consultations: context analysis, strategic prioritization, implementation, M&E. The programme contributes to substantively strengthen GEWE CSO participation and engagement in gender-related SDGs localization and implementation through the role of national and local CSO supporting	Reports of consultations Situation analysis Programme strategy

			implementation of the programme and providing guidance on how to strengthen the EPD.	
3.1	Programme proposes a gender-responsive budget	<b>3</b>	This criterion exceeds the requirements. 100 percent of the programmable budget goes toward Gender equality.	Programme strategy Results framework
<b>Total scoring</b>		<b>3</b>		

## Annex 5. Communication plan

### **1) Overall narrative of the joint programme**

The 2030 Agenda is the main framework for sustainable development in Costa Rica. Through the signature of a national SDG Pact, state, civil society, private sector, unions, academia and international cooperation have generated synergies and alliances around the Sustainable Development Goals in order to drive and achieve positive impacts on people's quality of life and environmental protection.

The JCP aims at supporting the improvement and expansion of the EPD, to strengthen the social protection system and accelerate the achievement of the SDGs. This objective will be made possible through generating concrete changes in the EPD institutional mechanisms and its implementation at the local level, improving synergies between the economic, social and environmental dimensions, with a gender and intersectional approach.

In this framework, the communication plan will be build taking advance of the UN value added, particularly: a) neutrality and legitimacy arising from international standards and knowledge. This gives the UN system a foundation for building bridges between different actors working on the same problem, and credibility to help articulate efforts permitting the design, implementation and monitoring of public policies aimed at solving the main problems of vulnerable and excluded populations; and b) generation of meeting spaces and innovative partnerships among public and private actors and other partners (academia, international donors and civil society) to promote analysis, the search for solutions, and shared commitment in an atmosphere of democratic participation towards attainment of the SDGS. This comparative advantage is in turn enhanced by the system's longstanding and consistent experience in different contexts and areas of the world.

Those UN added value characteristics will be of sound importance to implement the JCP and particularly to develop the communication plan. At the local level (in some of the most excluded cantons of Puntarenas, Limón, Buenos Aires), messages and communication actions will be articulated around the implementation of the local models / laboratories to promote women's employability and entrepreneurship, the strategic value of nature-based and people-centered solutions to increase productivity, as well as the importance of multisectorial and interinstitutional dialogue to advance the 2030 Agenda and SDGs implementation at the local level. At institutional level, key messages and actions will be focus on the effectiveness of social protection to provide services for families and households headed by women, through



the labour, agro and welfare components, with emphasis on the coordination and closing of gender gaps.

Like many other countries, the development challenges Costa Rica faces (poverty, economic and social inequalities, environmental balance, constraints in the fulfilment of human rights) require the use of communication as key engine to drive sustainable development in respect of human rights. And this in light of an increase use of fake news driven by conservative and anti-rights groups and traditional media focused on polarized politics more than focusing on communication around sustainable development and human rights issues. This demands a major effort in identifying new spaces and innovative messaging especially for the most excluded.

In addition, with the increase role of social networks and digital media in influencing public opinion and information sharing, capacities and actions must be generated to address this new digital communication, through a more dynamic role in social networks and other platforms new generations now turn to for information, entertainment and participation.

The JCP communication plan will be part of the wider UNCT communication strategy around 2030 Agenda, with focus on constructive messaging on the value added of sustainable development, human rights and gender equality agenda as key motors of sustainable development and the changes they can produce on the life of men and women, girls and boys. Using human stories from the beneficiaries and people centred communication strategies will be key in order to highlight the changes the 2030 agenda produces, and the value added of human rights. Anti-human rights and conservative groups are key players in the political scene in Costa Rica and the region and the UN and its partners are often attacked at institutional and at personal level.

In this context of changes, challenges and opportunities, communication for development is critical tool for the JCP and in general for the 2030 Agenda and to enhance the transformative nature of this agenda.

### **Communication Approach**

Development of the communication strategy will have five priority references for its execution:

- Agenda 2030 and human rights legal commitments of Costa Rica.
- National Development and Public Investment Plan (2019-2022)
- Estrategia Puente al Desarrollo (EPD)
- United Nations Development Assistance Framework (2018-2022)

- Communication for Development principles
- Generation of quality information
- Awareness-raising for change
- People centred communication and inclusion of persons with disability
- Strategic partnerships and key champions
- Advocacy and lobbying

## 2) Strategic approach to key audiences

Communication actions will be aimed at the following audiences:

- Beneficiary people and communities
  - Strategy approach
    - Outputs generated through key social networks (communication kit) and everyday life media
    - Activations in communal spaces
    - Communication for development workshop
- Key local productive sectors
  - Strategy approach
    - Follow-up meetings
    - Involvement in communication actions
    - Specialized communication outputs
- Institutional decision makers
  - Strategy approach
    - Presentations on results
    - Infographics
    - Follow-up meetings
- Donors and cooperation agencies
  - Strategy approach
    - Involvement in developing campaigns
    - Progress bulletins
    - Compliance reports
    - Meetings and field visits

### Objectives of strategic communication plan

The priority objective will be to use and facilitate communication to drive and accelerate the main goals and results of the JCP and EPD from a sustainable development and human rights approach. Hence, the initiative will promote the use of communication for change as instrument showing JP contributions to the improvement of people's quality of life through sustainable development as method for replication in order to LEAVE NO ONE BEHIND.

### **Specific objectives:**

- A) Promote, through communication, women’s participation and empowerment, and gender and environmental sustainability perspectives in the productive development of the selected territories.

Objective indicators:

- Number of communication outputs generated
- Positive qualitative evaluation of partners and key audiences by means of questionnaire

- B) Support the generation of communication mechanisms to strengthen technological innovation, chaining, inclusive financial systems and synergies between key stakeholders in local productive development: private sector, civil society, government agencies, academia, beneficiaries, etc.

Objective indicators:

- Execution of a specific strategy on compliance with outputs
- Positive qualitative evaluation by partners and key audiences by means of questionnaire

- C) Promote transparency and accountability regarding progress in programme implementation and resource execution, emphasizing results obtained, impacts and changes generated in beneficiary communities, and possibilities of replicating the initiative.

Objective indicators:

- Number of JP bulletins produced
- Number of implementation reports presented

### **Communication channels**

Given the joint programme’s characteristics and its focalization on key audiences, diverse media will be employed to ensure messages are transmitted.

Main social networks used in Costa Rica:

- Facebook
- WhatsApp

At least 50% of the joint programme’s actions will be developed through these social networks.

- Local media
- Press

- Radio
- TV
  - At least 20% of the messages produced will be channelled through the press, radio and TV.
- Public events and activations
  - At least 30% of activities will be promoted in local events and activations.

### **Main activities**

Development of a communication campaign geared to the generation of outputs promoting women's productive empowerment and with environmental sustainability approach:

Methods and outputs:

- Radio spots
- Videos and flyers for social networks (communication kit)
- Informational spaces and activities

Responsible org/person: PUNO, RCO, Counterparts

Design of a strategy of outputs that focalizes technological innovation, chaining and synergies between key stakeholders:

Methods and outputs:

- Publications in local media
- Outputs for social networks
- Web and/or mobile apps
- Dialogue and communication spaces

Responsible person/org: PUNO, RCO, Counterparts

Production of reports and result reporting, Including the use of life stories for the dissemination of results, lessons learned and good practices:

Methods and outputs:

- Communication bulletin
- Strengthening and maintenance of EPD website
- Infographics on progress and results
- Life stories about impacts and results

Responsible person/org: PUNO, RCO, Counterparts

### **Communication plan key arrangements:**

Once the JCP begins, the Programme Technical Management Committee will prepare, a detailed communication plan, including a timeframe and identification of the main

responsibles for carrying out the proposed objectives and activities of the communication plan. This technical committee will have the support of an ad-hoc working group comprised by the PUNO communications officers. The implementation of the plan will be of direct responsibility of the JCP team.

As deemed necessary, challenges and advances of the communication plan will be communicated in a timely manner to the Steering Committee.

The communication plan will be funded with a budget of 25,000 USD, to cover the cost of the products and communication materials as well as their dissemination, when required. The communication plan will take advantage of the available resources, both technical and financial, of the PUNO and the EPD. Other strategic alliances will be established to expand the scope of the proposed results.

## Annex 6. Learning and Sharing Plan

### 1) Strategic approach to learning and sharing

There are some basic considerations to be made at the base of the learning and sharing plan to better enhance its functionality and effectiveness.

1. The JCP has to be implemented within the framework of UN's principles. The principles of the UN around human rights – **All human beings are born free and equal** in dignity and rights – peace and social justice will guide the process through inclusive, transparent and empowering processes where the beneficiaries – women and men, boys and girls - are active part of the solution, drivers of change and local action. This requires strong participatory and gender sensitive methodology and where the women and their families and the communities are given the opportunity to share feedback and indicate needs.
2. The UN reform is underway and not even reached its first year. Changes in attitudes and behaviors of the UN system and its AFP is slow and not always complete. Nonetheless, the SDG Fund has given a great opportunity for the agencies involved to focus on the theory of change and the required value added of the UN in an Upper MIC and think of themselves as team and not as separated agencies. We must build on this entry point and enhance through it its implementation and follow up.
3. The level of expectations on the countries and UNCTs implementing this first chapter of the SDG Fund as part of the UNDS reform, in terms of producing systemic change and an impact on a long term in the social protection floor, are very high. Therefore, being able to capture lessons learnt, good practices, change in attitudes at national and local level will be very strategic as well.
4. The framework around which the JCP is built requires an interdisciplinary and multidimensional approach for which the learning and sharing plan is critical. These are:
  - i. poverty is stagnant and pervasive impacting at all levels
  - ii. focus on women's and girls' is critical for sustainable development and closing gaps
  - iii. local ownership is a must to ensure sustainability

- iv. climate change adaptation is critical across all aspects of sustainable development
5. The JCP aims at enhancing national efforts in eradicating poverty and strengthening institutional effectiveness and this requires capacity to capture institutional change in very short time frame and enhance its multiplier effect at national and local level.

This requires that the learning and sharing plan must be catalytic and innovative to ensure a real process of learning and knowledge sharing as well as a process of local ownership and transformation.

The tools that will be used are the following

- **Regular feedback and engagement with beneficiaries**, including regular sessions at local level using methodology from quick surveys to interviews. The same local gender sensitive laboratories will have. A learning and sharing component as well institutionalized in this way.
- **Lessons learnt and good practices e-bulletin**
- **Bi-yearly roundtables** with the institutions involved at local level to review progress and identify what is working not working, what is changing and not changing. A “e-community of practice” will be implemented among the EPD public servants of the cantons targeted, in order to validate and exchange tools, protocols and training materials and promote discussions around EPD coordination and other implementation challenges.

## 2) Objectives of learning and sharing

- a) Promote the exchange of information among all stakeholders of the project and participation in building tools, protocols and learnings development, throughout the life of the project.

Objective indicators:

- o Number of Lessons learnt and good practices produced and shared in the bulletins
- o Number of Public servants that report implementation challenges solutions through the bulletin or by yearly roundtables organized by the JCP (questionnaire/survey applied)

- Number of public servants participating in the community of practice
- b) Facilitate the active participation of women beneficiaries of the project, to obtain their regular feedback and engagement with JCP activities, as well as strengthen their peer to peer learning in all cantons where the project will be implemented.  
Objective indicators:
  - Number of women that report the integration of good practices or other learnings into their employability or entrepreneurship capacities obtained through peer to peer activities promoted by the JCP.

**Learning and sharing plan key arrangements:**

Once the JCP begins, the Programme Technical Management Committee will prepare a detailed description, methods and instruments, timeframe and main responsible for carrying out the proposed objectives and activities of the learning and sharing plan. The learning and sharing plan will be funded with a budget of 15,000 USD, to cover the cost of the main activities and products as well as their dissemination, when required. The learning and sharing plan will take advantage of the available resources, both technical and financial, of the PUNO and the EPD. Other strategic alliances will be established to expand the scope of the proposed results. The implementation of the plan will be of direct responsibility of the JCP team.

As with the Communications Plan, any relevant challenges and advances of this instrument will be informed in a timely manner to the Steering Committee.



## Annex 7. Budget and Work Plan

### 7.1 Budget per UNSDG categories

The JCP has a total budget of 2,691,100 USD, of which 2,000,000 USD come from the Joint SDG Fund and 691,100 USD correspond to PUNO contributions (UNDP, FAO, ILO, UN Women). Of the 2,000,000 USD contributed by the Joint SDG Fund, 1,869,159 USD correspond to direct costs, of which: 33% of the funds will be used for "contractual services", understanding that a significant portion of this JCP corresponds to capacity building through trainings charged to this UNDG Budget category. Thirty-one percent (31%) of the resources will be used in the "staff and other personnel" category to provide technical assistance, mainly at the local level in the places where the three local, innovative, gender-sensitive and environmentally-friendly laboratories will be implemented (outcome 2). Fourteen percent (14%) of the JCP budget goes to "Transfers and Grants to Counterparts," given that the JP foresees the creation of a catalytic micro-grant fund for financing women-led productive initiatives led by women, which will serve to generate inputs on how similar funds that already exist in the country can be improved in terms of access for EPD beneficiaries. Eight percent (8%) will be used in the General Operating and other Direct Costs category; 6% in Supplies, Commodities, Materials; 4% in travel and 3% in the Equipment, Vehicles, and Furniture (including Depreciation) category.

UNDG BUDGET CATEGORIES	UNDP		UN Women		ILO		FAO		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	243.800		100.000		141.429		100.000		585.229	
2. Supplies, Commodities, Materials	69.000		15.000		33.000		3.000		120.000	
3. Equipment, Vehicles, and Furniture (including Depreciation)	32.200		5.000		4.714		7.150		49.064	
4. Contractual services	223.560		192.009		136.714		73.000		625.283	
5. Travel	29.440		12.000		14.143		22.000		77.583	
6. Transfers and Grants to Counterparts	138.000		0		0		130.000		268.000	
7. General Operating and other Direct Costs	64.000		30.000		20.000		30.000		144.000	
<b>Total Direct Costs</b>	<b>800.000</b>		<b>354.009</b>		<b>350.000</b>		<b>365.150</b>		<b>1.869.159</b>	
8. Indirect Support Costs (Max. 7%)	56.000		24.781		24.500		25.561		130.841	
<b>TOTAL Costs</b>	<b>856.000</b>	<b>210.800</b>	<b>378.790</b>	<b>120.000</b>	<b>374.500</b>	<b>150.300</b>	<b>390.711</b>	<b>210.000</b>	<b>2.000.000</b>	<b>691.100</b>
<b>1st year</b>	<b>358.664</b>	105.400	<b>224.161</b>	60.000	<b>237.005</b>	85.825	<b>235.400</b>	126.000	<b>1.055.230</b>	377.225
<b>2nd year</b>	<b>497.336</b>	105.400	<b>154.628</b>	60.000	<b>137.495</b>	64.475	<b>155.311</b>	84.000	<b>944.770</b>	313.875

## 7.2 Budget per SDG targets

The programme will implement specific models for the articulated, integrated and efficient localization of the EPD to break the cycle of poverty that affects women and their families in three selected cantons (Buenos Aires, Puntarenas, Limon), through capacity building and generation of opportunities for decent work and entrepreneurship linked to nature-based solutions, guaranteeing the social protection floor. The project will generate empirical evidence to support decision making that will eradicate forms of discrimination and social exclusion and break down the institutional and cultural barriers that women face to achieving economic autonomy, including unpaid work, low incomes, unequal access to land and lack of care services, among other forms of discrimination. Additionally, the project, linking with other UN initiatives, will strengthen institutional registry and monitoring capacities on the progress of the selected SDGs at the local level. Considering the integrated approach of the SDGs, the JCP implementations will further progress in all selected targets to achieve the results proposed by the programme.

4.2 Budget per SDG Targets			
SDG TARGETS	%	USD	
1.2. By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions	17	448.517	
1.3. Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	17	448.517	
2.3. By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment	17	448.517	
5.1. End all forms of discrimination against all women and girls everywhere	17	448.517	
8.3. Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services	17	448.517	
10.2. By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status	17	448.517	
<b>TOTAL</b>	<b>100</b>	<b>2.691.100</b>	

### 7.3 Work plan

- The JCP is based on two major outcomes. The first outcome will strengthen the EPD implementation and institutional mechanisms, at national and local level, from intersectoral gender and environmental sustainability perspectives and is budgeted with an amount of 799,659 USD (29,7%), including PUNO contributions per 245,500 USD. These funds will be used to finance the implementation of 3 outputs through the contract of staff and other personnel; supplies, Commodities, Materials; Equipment, Vehicles, and Furniture; Contractual services; travel. These funds will support JCP strategy to improve the EPD inter-institutional and multi-level coordination mechanisms, generate tools and institutional capacities to incorporate the intersectional gender and environmental sustainability perspectives, and establish a model to improve institutional capacities to promote women's employability and entrepreneurship and facilitate a just transition to formal economy.
- The second outcome will develop innovative models of intervention, participation and EPD implementation, from intersectoral gender and environmental sustainability perspectives, and it is budgeted with 1,364,200 USD (50,69% of total JCP budget) and includes 369,200 USD (27,06%) of PUNO contributions. These funds will be used to strength EPD territorial implementation with an innovative and people-centered model that increases women's income generation opportunities, with a gender and environmentally friendly perspective through the implementation of 3 local and innovative laboratories, gender-sensitive and environmentally-friendly aimed at generate solutions for women's in poverty to increase their income with access to "tailored" services and a strategy to increase access to gender sensitive financial instruments aimed at developing sustainable environmental solutions for productive initiatives led by women and making their livelihoods sustainable.
- Additionally, JCP budget includes an amount of 396,400 USD to cover JCP Coordination, administrative support and general operating and other direct costs 150,00 USD; JP Final Evaluation (2% equivalent to 40,000 USD), monitoring, reporting, communication plan, learning and sharing plan (5% equivalent to 100,000 USD) charged to the SDG Fund. PUNO contributions to this end are 76,400 USD (19,27%).

4.3 Work plan																				
Outcome 1		National institutions responsible for the EPD adopt people-centered, gender- and environmentally-sensitive institutional arrangements to close gaps in the social protection floor and promote women's economic empowerment.																		
Output	Output indicators	Annual target/s		List of activities	Time frame								PLANNED BUDGET			PUND /s involved	Implementing partner/s involved			
		2020	2021		Q 1	Q 2	Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUND Contributions (USD)			Total Cost (USD)		
Output 1.1. Improved inter-institutional and multi-level coordination mechanisms to implement the EPD components with gender and environmental sustainability perspectives.	Output 1.1 indicator 1.1.1. Percentage of targeted public servants that demonstrate improved inter-institutional coordination capacities in case management. (disaggregated by sex)	30%	70%	Trainings and accompaniment for participatory mapping of flows of attention and identification of bottlenecks in suitable inter-institutional articulation of the EPD											Staff and other personnel costs; Supplies, Commodities, Materials; contractual services	266.000	96.265	362.265	UNDP ILO FAO	EPD Agro, Trabajo and Bienestar components (MAS, MTSS, MAG, SINIRUBE)
	Output 1.1 indicator 1.1.2. Number of information system modules integrated in EPD with gender perspective and environmental considerations to track progress on the family action plans.	0	2	Facilitation, support and monitoring of articulation/implementation mechanisms of P. Agro, P. Trabajo and P. Bienestar, including strengthening of institutional technical capacities																
				Technical accompaniment for designing models of interinstitutional articulation and follow-up of the EPD's socio-labor and agro plans, with gender and environmental perspectives																
Output 1.2. Generated tools and capacities in the institutions responsible for the EPD's components, to incorporate intersectional gender and environmental sustainability perspectives.	Output 1.2 indicator 1.2.1. Number of tools adopted with intersectional gender perspective and environmental sustainability perspective.	2 designed (one for gender perspective and one for environmental sustainability for the EPD)	2	Implement participatory construction of solutions, with intersectional analysis, for addressing gender and environmental sustainability barriers that limit the accessibility and effectiveness of EPD programs											Staff and other personnel; contractual services; Supplies, Commodities, Materials; travel	129.009	56.300	185.309	UNDP UN Women FAO	EPD Institutions
	Output 1.2 indicator 1.2.2. Percentage of public servants trained integrating the intersectional gender and environmental sustainability tools in the beneficiaries' case management (disaggregated by sex)	30%	70%	Methodological design and didactic tools for the implementation of a training program for public servants to surmount gender/environmental sustainability barriers, and support to following up on integration of the tools in the management of support to families.																
Output 1.3. Established an institutional model to improve EPD institutional capacities to promote employability and entrepreneurship to facilitate the just transition to the formal economy, including intersectional gender and environmental sustainability perspectives.	Output 1.3. indicator 1.3.1. Number of procedures adopted to target EPD beneficiaries that include intersectional gender and environmental sustainability perspectives.	2 (1 for Agriculture and 1 for Labour components)	4 (Additional 1 for Agriculture and 1 for Labour components)	Implementation of an articulation model with gender perspective, designed to improve institutional capacities for generating women's employability and entrepreneurship and fostering conditions for just transition to the formalization of EPD beneficiaries (incorporating mechanisms of productivity, associativeness, technical training, access to social security and others)											Staff and other personnel; contractual services; Supplies, Commodities, Materials; travel	159.150	92.935	252.085	UN Women ILO	EPD Institutions
	Output 1.3. indicator 1.3.2. Road map designed, based on local intersectional gender and environmental sustainability perspectives.	1 (designed in year 1)	1 (implementation promoted in year 2)																	

Outcome 2				Women and their households in the selected cantons increase their income-generating opportunities as a direct consequence of the participatory, innovative, gender-sensitive and environmentally-friendly local initiatives promoted by the EPD.																					
Output	Output indicators	Annual target/s		List of activities	Time frame								PLANNED BUDGET					Implementing partner/s involved							
		2020	2021		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)	PUNO/s involved								
<b>Output 2.1 Women in poverty in the selected cantons have increased access to tailor-made services from local, innovative, gender-sensitive and environmentally-friendly laboratories.</b>	Output 2.1 indicator 2.1.1. Number of local innovative laboratories for promoting women's economic empowerment with environmental sustainability perspective developed through local participatory process.	3	3	Design and implementation of at least three territorial laboratories for management the socio-labor plans and the generation of economic opportunities through environmentally-sustainable, associative business models, that includes a strategy to scale-up the model in at least two cantons to be selected																Staff and other personnel; Supplies, Commodities, Materials; Equipment, Vehicles, and Furniture; Contractual services; travel	795.000	324.600	1.119.600	UNDP UN Women ILO FAO	EPD Institutions (local and national level), Municipalities, CSO Of Women, National Laboratory of Public Innovation, Private Sector, Academia
	Output 2.1 indicator 2.1.2. Number of women with integral family plan, with at joint action from at least two EPD components (Agriculture, Labour and Welfare components).	125	225	Capacity building for cogestoras (Welfare, Agriculture and Labour components) and local institutions through technical accompaniment for attending and tracking family plans and support to the EPD for the design and implementation of a scalability strategy in at least two cantons to be selected.																					
	Output 2.1 indicator 2.1.3. Percentage of women targeted that report increased capacities for employability or entrepreneurship.	50%	80% (economic empowerment, violence prevention, finance, business, access to markets, value chain)	Technical assistance and accompaniment to women for the strengthening and development of life skills, employability and entrepreneurship.																					
<b>Output 2.2. Productive initiatives led by women in the selected cantons have increased access to gender-sensitive and environmentally-friendly financial instruments to sustain their livelihoods.</b>	Output 2.2. indicator 2.2.1 Number of gender-sensitive and environmentally-friendly financial mechanisms designed or adapted and compiled.	1 (Design of Project Microgrants)	2 (design of mechanism to articulate financial mechanisms)	Strategy to ensure women's accessibility to public and private financial instruments, including tracking and training programs, and guidance on existing offering and accompaniment for compliance with requirements.																Contractual services; Transfers and Grants to Counterparts	200.000	44.600	244.600	UNDP UN Women FAO ILO	EPD Institutions (local and national level), CSO Of Women, National Laboratory of Public Innovation, Private Sector, Academia
	Output 2.2. indicator 2.2.2. Number of productive initiatives led by women with increased access to financing.	9 (identified/ in implementation)	9 (implemented)	Design and implementation of a complementary/catalytic competitive fund for seed capital to finance productive projects of women's groups.																					
<b>Joint programme management</b>				<b>List of activities</b>	<b>Time frame</b>								<b>PLANNED BUDGET</b>					<b>Implementing partner/s involved</b>							
<b>Joint Programme Management</b>				JCP Coordination, administrative support and general operating and other direct costs																Staff and other personnel; Contractual services; Supplies, Commodities, Materials; General operating and other direct costs	320.000	76.400	396.400	UNDP FAO ILO UN Women	
				JP Final Evaluation (2%)																					
				Monitoring, reporting, communication plan, learning and sharing plan (5%)																					
<b>Indirect Support Costs</b>				Indirect Support Costs (7%)																Indirect Support Costs	130.841	0	130.841	UNDP FAO ILO UN Women	

## Annex 8. Risk Management Plan

The JCP is designed on the EPD, a public policy that is already underway but also under an expansion process, which is a priority for the government, as part of the country's efforts to achieve the 2030 Agenda for Sustainable Development. Thus, for the implementation of the JCP, some risks have been identified that might have an effect on effective and sustainable implementation. For this, the JCP will implement a strategy to evaluate, prevent and mitigate the main potential risks, particularly those related to the context, programmatic and institutional matters.

The contextual risks are mainly associated with the country's fiscal situation, reforms linked to public employment, municipal elections, increased insecurity at the local level and the impact of disasters due to natural events or [epidemic outbreaks](#), all with potential impact on interventions, both at the institutional level and at the local level. The reduction of possible impacts on the project implies a strong dialogue during the JCP execution with institutional actors, authorities and public officials, as well as beneficiaries and social sectors related to issues that have an influence on the management of the Program. In general, the materialization of all these risks will involve articulating efforts with public institutions that go beyond IMAS.

Although the fiscal situation is one of the most sensitive components, its potential effect would be visible in a possible reduction in the speed of growth of the budget, including a reduction in the growth of salaries of public officials, a condition that it is not foreseen by the government, who recently adopted a tax reform (2017). [The socio-economic effects of the current global COVID-19 pandemic have placed a strain on Costa Rica's economy, labor market and welfare system, thus deepening inequality, and affecting women in specific and dramatic ways \(greater unemployment, subemployment, greater demand of care and non-remunerated domestic work, increase violence against women\)](#). On the other part, municipal elections will be held at the beginning of the Project (February 2020), so that at first there will be a process of recognition of the institutional actors at the local level, prior to the beginning of local interventions. Finally, the increase in insecurity at the local level will be a permanent risk, taking into account the socio-economic and territorial profile of the intervened cantons, mainly Limón as mentioned above.

As programmatic risks, challenges are identified to implement a new inter-agency coordination approach within PUNO, taking into account the diversity of work themes immersed in the JCP. In order to keep the articulation between the agencies strengthened,

an interagency committee for monitoring will be established, under UNDP leadership and in coordination with the RC.

Finally, as institutional risks, the weakness is identified between the coordination channels at the central and local levels, which can potentially jeopardize the articulation and synergies to speed up the fulfillment of the JCP actions. However, the design of the project assumes to a large extent that institutional connections are weak, and require mechanisms and articulation protocols in the implementation of the EPD. In addition, due the Joint Program will integrate a sound gender perspective in the design of the EPD, it is important to take into account the need to expand the institutional care offer. Although JCP will not address this line of cooperation, IMAS is in the process of expanding and enhancing the institutional care offer, with the support of other partners, including other UN agencies.

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks					
The country's <b>fiscal situation</b> has the potential to limit expansion of the EPD. However, financing for most EDP programs comes from FODESAF, financed mainly from a 5% tax on salaries directed.	High	4	4	The proposal for dialogue with key social actors seeks to strengthen the principle of co-responsibility for development and the need to build an integrated financing framework for sustainable development.	Ministry of Finance and IMAS/Ministry of Human Development
<b>Government-led reforms</b> in public employment can generate social tensions that affect state services and social peace.	Medium	3	3	The dissemination of information, multi-stakeholder dialogue and the construction of agreements with different actors allows the creation of commitments and conditions for the JCP's development at local level.	IMAS/Ministry of Human Development (EPD leader), Ministry of Labour and Social Security (EPD Labour component leader); Ministry of Agriculture (EPD Agro component leader); JCP
The 2022 national elections may slow the institutional response and performance	Medium	3	3	2021 is a pre-electoral year. To counteract any potential delays, the JP will facilitate conditions so	IMAS/Ministry of Human Development (EPD

<p>in the second year implementation</p>				<p>that key institutional agreements or participation mainly take place within Q3, Q4 and the first semester of 2021.</p>	<p>leader), Ministry of Labour and Social Security (EPD Labour component leader); Ministry of Agriculture (EPD Agro component leader); JCP</p>
<p>The <b>2020 municipal elections</b> may generate: 1) tensions between the central government and local governments, affecting the minimum necessary levels of coordination; 2) an impasse in the commitment and involvement of the new local governments with the implementation of the interventions; and 3) the existence of new political balances that could position themselves at the local level and demand less recognition of rights for the most excluded groups.</p>	<p>High</p>	<p>4</p>	<p>4</p>	<p>Strengthening the involvement of other actors at the local level seeks to reduce the impact on the implementation of actions.</p>	<p>IMAS/Ministry of Human Development (EPD leader), Ministry of Labour and Social Security (EPD Labour component leader); Ministry of Agriculture (EPD Agro component leader); JCP</p>
<p>The <b>increase in poverty, inequality and insecurity at the local level</b> weakens the social fabric, erects barriers to associativity and generates distrust of government programmes.</p>	<p>Medium</p>	<p>4</p>	<p>4</p>	<p>The multi-stakeholder dialogue mechanisms proposed can identify local challenges and articulate responses from the institutions in charge. The JCP also seeks to catalyze actions to strengthen social cohesion.</p>	<p>IMAS/Ministry of Human Development (EPD leader), Ministry of Justice and Ministry of Public Security (EPD Prevention component leaders); JCP</p>
<p>Vulnerability due to the global epidemics / outbreak of diseases would have a significant socio-economic impact, affecting public finances and the redefinition</p>	<p>High</p>	<p>5</p>	<p>5</p>	<p>In the COVID-19 context, social vulnerability and inequality has increased and the institutional capacities and resources to address it are limited. The JP's integrated strategy, outcomes</p>	<p>IMAS/Ministry of Human Development (EPD leader), JCP</p>



of priorities, and increasing poverty and inequality, affecting women in dramatic ways.				and outputs can however serve as framework to support priority actions to respond to the crisis, thus reaffirming its potential to enhance interagency collaboration and effectiveness. The JP works with an intersectional gender perspective that permits to enhance solutions for women's particular needs and increased challenges amidst the Covid-19 crisis.	
Vulnerability due to the <b>occurrence of disasters caused by extreme natural phenomena</b> combined with low response capacity and resilience, would affect progress, and can have a significant impact on public finances and the redefinition of priorities.	Medium	3	4	Adequate planning of activities, taking advantage of the close relationship of UN agencies with the National Emergency Commission and other responsible actors, could expand the capacity to foresee and deal with these externalities in a timely manner.	IMAS/Ministry of Human Development (EPD leader), Ministry of Housing (EPD Community component leader); National Emergency Commission; JCP
Programmatic risks					
Challenges for implementing a <b>new interagency coordination</b> approach alongside with a <b>novel combination of JCP thematic areas</b> of work	Medium	2	3	Strong support from RCO and establishment of a JCP interagency committee to monitor project alignment with 2030 Agenda principles (integrality, multidimensionality, LNOB) and UN reform implementation process.	RCO, PUNO
Institutional risks					
<b>Weakness in inter-institutional and intersectoral coordination</b> at the central and local levels jeopardizes articulation and synergies to accelerate compliance with the SDGs and the programme's actions.	Medium	3	4	The aim is to reduce this risk by strengthening the principle that people are at the center in the design of all actions, strengthening their capacities and promoting articulation through spaces of co-creation and dialogue with communities.	IMAS/Ministry of Human Development (EPD leader) and other EPD component leaders, RCO, JCP

<p>The <b>limited recognition and capacities of NGOs, social movements and community-based organizations to generate spaces for articulation with their peers</b> and with it, limited influence on national and local dialogue spaces.</p>	High	3	3	<p>The capacity building proposed through participatory and collaborative work, as well as the recognized added value of the UN System to act as "convener," will reduce this risk and strengthen the capacities of organizations for collaborative work.</p>	JCP and EPD institutions
<p>The <b>lack of access to care services</b> by women limit their possibility of participating in project activities.</p>	Medium	3	4	<p>The JCP will therefore facilitate the articulation of women beneficiaries with the provision of State services in this regard.</p>	JCP, IMAS/Ministry of Human Development (EPD leader), and other care service providers.