

EVALUATION SUMMARY

UGANDA

UN JOINT PROGRAMME ON  
GENDER EQUALITY (UNJPGE)



## MID-TERM EVALUATION

# UN JOINT PROGRAMME ON GENDER EQUALITY (UNJPGE) UGANDA



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## PROJECT SUMMARY

**Country:** Uganda

**Thematic area:** Gender Equality

**Implementing Partners:** UN Agencies, Government Ministries, Departments and Agencies (MDAs), and CSOs.

**Duration of Project:** 2010-2014

**Budget:** USD \$ 16,295,051 is funded by the British Department for International Development (DFID). **Through the Multi-Partner Trust Fund (MPTF) with United Nations Development Programme (UNDP) as the Administrative Agent.**

## I. Background

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

## II. Program Purpose and Goals

VAWG The UN Joint Programme on Gender Equality (UNJPGE) in Uganda seeks to “enhance gender equality in access to services and opportunities”. The programme offers a co-hesive approach by the UN Organizations that seek:

- i. Efficiency savings in administrative costs and reduced duplication of activities in GBV and Security Sector Reform.
- ii. Enhanced capacity for Ministry of Gender, Labour and Social Development (MoGLSD) in its mandate in coordination, policy, and monitoring of gender equality.

iii. A joint programme coordination and management framework.

iv. Public Accountability for implementation of international and regional instruments, i.e., CEDAW, Maputo Protocol, Convention on the Rights of a Child (CRC) and Security Council Resolutions (SCR) 1325 and 1820.

v. Mechanisms for funding and tracking CSO initiatives for gender equality.

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

**Outcome 1:** Strengthened government capacity for gender responsive planning, budgeting, and programme management to directly benefit women and girls.

**Outcome 2:** Improved access to legal, health, and psycho-social services of SGBV survivors.

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

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

**Outcome 5:** UN partners deliver effective, strategic, and efficient support for gender.

## III. Evaluation Objectives and Scope

### Evaluation Purpose:

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

The objectives of the mid-term evaluation were to:  
i. Take stock of current programme achievements, challenges, and opportunities; ii. Verify the continued relevance (alignment with national needs)

and pertinence of the programme as well as the related sustainability of benefits thereof; iii. Assess the programme design, objectives, strategies, and implementation arrangements in light of changes in the program context and the risks therein; iv. Make recommendations on how to improve performance of the programme; v. Identify areas to which implementing partners and programme management should pay specific attention in order to achieve programme results.

#### **Data, Sources, Collection and Analysis Methods:**

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

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

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

#### **Evaluation Methodology:**

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

## **IV. Findings**

### **i. Relevance and strategic fit: Score C**

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

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

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

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

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

The frequent changes of the outcomes and outputs made over the past 3 years were not consistent with a stable environment available in Uganda but rather a volatile and unstable environment. The RBM framework had a number of changes made to the outcomes which were not consistently carried through at output and indicator level. The UNJPGE will need to address consistent changes for alignment of outcome, output, and indicators. Performance measurement is currently a drawback for the programme noted in IPs reporting. 15 respondents closely involved with reporting provided the following assessment of indicators: 60% felt indicators were relevant; 80% felt they were not easy to understand; 70% expressed concern with reliability; 75% were concerned with utility; 60% were concerned with measurability. The evaluation concluded this was influenced by inconsistency within the logical framework and clearly the indicators do not fully serve the needs of

## **ii. Efficiency: Score B**

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

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

Extensive effort was made by the Government MDAs, with appointment of focal persons across the 7 sectors who are leading gender mainstreaming. Establishment of Gender Units in MoES and UBOS; appointment of gender focal persons in MoH and recruitment of national and international gender experts to support selected MDAs. Anecdotal evidence of improved reporting on gender indicators and quick turnaround time in service delivery were reported as a result of training of the gender experts. However, challenges were noted with the need for support from decision makers to assist the technocrats in making changes that have far

reaching impact. The programme leveraged CSO institutional competences, capacities and expertise in the implementation of agency specific projects. Challenges were noted with high demand for services that surpasses the HR capacities of CSOs i.e. NGOs and CBOs operating at community level.

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

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

## **iii. Effectiveness:**

### **Outcome 1-Score B**

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

The programme was effective in Participatory Gender Au-dits of 5 MDAs, i.e., MoGLSD, MoES, MPED, MoGL, JLOS and NPA which led to institutional building to address gaps identified. Capacity was built with PGA certification of 6 facilitators who were instrumental in training the AG's staff, showing the capacity to adopt and roll out gender programming approaches within MDAs.

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

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

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

#### **Outcome 2 -Score A:**

Innovative partnerships in GBV prevention were noted between UNFPA and FBOs who have wider reach to targeted population. While contradictions exist between conservative religious views and human rights, the partnership breaks one of the barriers to realization of rights of women: religious beliefs. Closer monitoring will be needed to measure impact of this approach. Other prevention initiatives include WHO working with MoH with provision of emergency contraception for prevention of unwanted pregnancy resulting from rape.

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

#### **Outcome 3 - Score B:**

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

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

Good practices were noted with the GEM Clubs, an innovative approach by UNICEF that led to return of over 4000 girls to school in target districts. The programme will need to address sustainability of the Clubs that recognize the support at community level. While the programme supported policy development and research that led to re-entry of pregnant girls and mothers into schools, more effort is required to understand the causes of teenage pregnancies to inform prevention strategies that complement the school retention strategies.

#### **Outcome 4 - Score B:**

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

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

#### **iv. Sustainability – Score C**

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

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

#### **v. Coherence – Score B:**

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

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

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

#### **vi. Management & Coordination – Score A:**

The UNJPGE was effective in developing management systems that address overall decision making through the Steering Committee, coordination of operational issues by the Reference Group, and implementation modalities by the Outcome Teams. The Reference Group successfully hosted annual reviews in 2011 and 2012 bringing together key stakeholders to review programme activities, discuss challenges and address priorities for the coming year. In 2012 it organized the first joint monitoring mission to 3 districts which facilitated learning by 31 IPS and donors while addressing value for money through cost sharing and carpooling.

## **V. Lessons**

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

in a 3 month baseline study vs. three years of corrective action.

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

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

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

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

facilitate better management and contribution to the overall picture.

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

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

8. The intensified training of health workers at both national level and district level on clinical management of survivors of rape has contributed to the improved health care. It has also caused a policy consideration of developing service standards and guidelines for delivery of forensic services in health and management of SGBV. This training and supervision has also involved the university departments of Forensic Medicine and Obstetrics and Gynaecology as well as Mulago hospital as a national referral hospital. This initiative provides indicators of sustainability that the programme can leveraged. Lessons on knowledge management have shown it goes beyond information technology, document management, and building information portals. MoGLSD has taken key steps in establishing these and it should translate into value addition through leveraging the improved human capital and strengthened institutional capability to deliver quality public service on gender in Uganda.

## VI. Recommendations

### Recommendation 1 Align Intervention Logic - Reference Group

Address inconsistencies in the intervention logic to enable the changes at Outcome level to be reflected consistently through the logical frame, i.e., outcomes, outputs and indicators level through

revision of the Results Matrix. Engage IPs to leverage knowledge and expertise within the UNJPGE.

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

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

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

**Recommendation 3 Consolidate gains at Outcome level - Administrative Agent**

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

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

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

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

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

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

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

Develop clear action points to expedite operations of the GBV Shelters, reduce barriers to reporting of rape cases, facilitate referral systems at community levels and policy advocacy on the use of PF3 to allow

other professionals such as mid wives to examine cases and address capacity of JLOS institutions.

**Recommendation 6 Consolidate messaging and advocacy – Reference Group**

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

**Recommendation 7 Sustainability Strategies/ Exit Strategies– Reference Group**

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

For further details of key findings under each area, please see the full mid-term evaluation report, available at:

<http://gate.unwomen.org/evaluationadmin/manageevaluation/viewevaluationdetail.html?evalid=4739>

