

## Programme Completion Review - Top Sheet

<b>Review Date:</b>	<b>August 2015</b>
---------------------	--------------------

<b>Title: United Nations Joint Programme on Gender Equality - Uganda</b>		
<b>Programme Code: 00074789</b>	<b>Start Date: 13/04/2010</b>	<b>End Date: 30/06/2015</b>

### Summary of Programme Performance

Year	2010	2011	2012	2013	2014
Programme Score	<b>C</b>	<b>B</b>	<b>A</b>	<b>A</b>	<b>A</b>
Risk Rating	<b>High</b>	<b>Medium</b>	<b>Medium</b>	<b>Medium</b>	<b>Medium</b>

### Financial Position

Original programme Value	£14.3 million. This budget was reduced to £12,927,611 million in 2011.
Extensions/ amendments	<p><b>Extensions:</b> Time extension allowed until June 2015.</p> <p><b>Amendments:</b> Following the 2012 annual review and an extensive consultation with stakeholders, the programme went through significant changes which led to removal of the economic empowerment component.</p>
Log-frame revisions (with dates)	Revision - 2012
Total programme spend	£ 12,510,471

### Follow up actions required following closure

- DFID will follow up on disposal/transfer of the programme's assets according to the UN asset disposal regulations.
- DFID will obtain financial reports from UNDP and any unspent funds will be returned to DFID by end of January 2016.

## A. Introduction and Context (1 page)

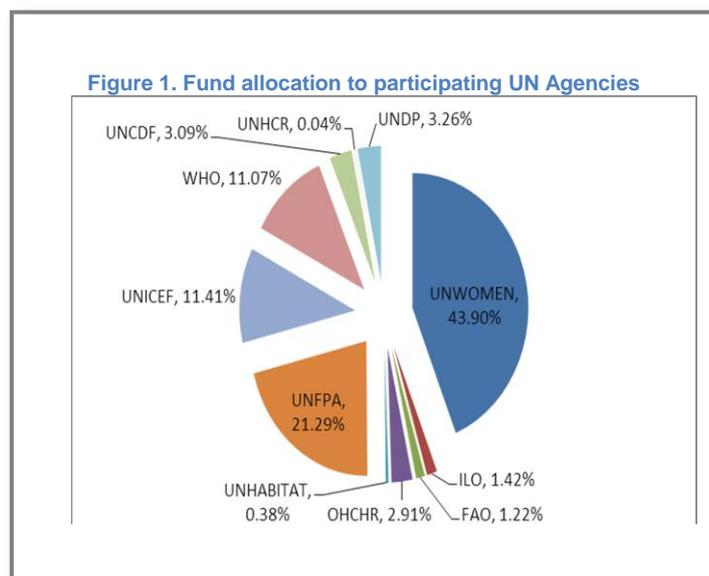
DevTracker Link to Business Case:	Documents for programmes approved before Jan 2011 are not published on development tracker therefore no link to that.
DevTracker Link to Log frame:	<a href="http://iati.dfid.gov.uk/iati_documents/3483583.xls">http://iati.dfid.gov.uk/iati_documents/3483583.xls</a>

### Outline of programme and what it has achieved

DFID funded the five-year United Nations Joint Programme on Gender Equality (UNJPGE) between December 2009-2014. At the start of the programme, planned support amounted to £14,300,000 for 2010-2014. Following a performance review in 2011, the total budget was revised to £12,927,611.

The programme initially had 11 participating UN agencies and this was reduced to 7 in 2013. Four UN agencies (UNFPA, UNICEF, UNWomen, WHO) received 96% of the budget as illustrated in the Figure 1.

The programme was implemented by Government Ministries, Departments and Agencies (MDAs) and Civil Society Organisations (CSOs). The Ministry of Gender, Labour and Social Development (MGLSD) was the main implementing partner of the programme, with an additional focus on seven priority sectors for gender mainstreaming. The participating MDAs included the Ministry of Finance Planning and Economic Development (MoFPED), Ministry of Local Government (MoLG), Ministry of Education and Sports (MoES), the Uganda Bureau of Statistics (UBOS) and the National Planning Authority (NPA). The implementing CSOs included Uganda Women's Network (UWONET), Forum for Women in Democracy (FOWODE), War Child Canada, Action Aid and Mifumi Programme. The programme targeted 10 districts (Gulu, Lira, Moroto, Kwen, Palisa, Masaka, Mbarara, Nebbi, Kumi, Kitgum) - with spill overs to some newly created districts.



The key expected results by 2015 were: (i) Parliamentary Bills benefiting women and girls at their final stage; (ii) 80% school completion rates for girls; (iii) At least 15% of Ugandan women that experience SGBV seeking help from the police; (iv) new Sexual Gender Based Violence (SGBV) survivors' centres established; (v) 5,000 SGBV survivors getting services in DFID-funded SGBV centres; and (vi) 40,000 primary school drop-outs returning to school with support from the Girls' Education Movement.

### Overall achievements

A Programme Completion Review<sup>1</sup>, undertaken by external consultants Coffey International found that on the whole, the programme has achieved its overall purpose and outputs. The programme directly contributed to DFID's operational plans by increasing the number of GBV survivors' centres established, the number of GBV survivors receiving services, and contributing

<sup>1</sup> The review applied a mixed method of research, including review of documents, consultations with stakeholders and beneficiaries and field visits to two GBV response shelters in Lira and Gulu in August 2015.

to the number of primary school dropouts returning to school with support from the Girls' Education Movement (GEM<sup>2</sup>). Some key achievements of the programme include:

- Capacity of MDAs and CSOs strengthened through training, review of policies, strengthening of systems and enhancing coordination on gender issues;
- 5 fully functional SGBV survival shelters in five districts in Uganda were established and are providing coordinated medical, legal, psychosocial and shelter (safe spaces) services for SGBV survivors. The intensive GBV campaigns, advocacy and shelter activities in the five target districts attracted people from other districts in the sub-regions e.g. Lira shelter is serving people from the entire Lango sub region (5 districts) including Pader and Abim; likewise Gulu is providing services to the entire Acholi sub region as well as Nebbi and Zombo;
- Over 3,636 SGBV survivors were directly supported by the programme through a combination of integrated services across the 5 districts;
- Increased awareness by the community and the duty-bearers (police, health workers, Judicial services) on the Domestic Violence Act and related legislation
- Contribution to policy development to enhance girls' education through policy reviews including the national strategy for girls' education, and development of a gender in education strategic plan.
- Increased level of local government commitment to funding and tackling SGBV. For example in Mbarara, the district council committed UGX 2 million and Gulu allocated UGX 10 million for GBV activities in FY 2015/2016. In addition, districts have created GBV taskforces that include all duty service bearers and political leaders.
- 15 CSOs trained in gender and economic policy management (GEPM) and their skills developed in gender responsive monitoring and evaluation with a focus on gender budget analysis.

## **B: PERFORMANCE AND CONCLUSIONS** (1-2 pages)

### **Outcome Assessment**

The intended outcome of the programme was to "enhance gender equality in access to services and opportunities"

The level of awareness, knowledge and change in attitudes surrounding gender equity has improved and government agencies are beginning to make budget allocations for gender equity issues right from district to national level. Furthermore, knowledge and attitudes on the causes and consequences of GBV in the target districts have improved. The programme contributed to the return to school of 20,000 girls who had dropped out. The programme has contributed to policy development and reviews e.g. Gender in Education policy, introduction of Gender Equity Compliance Certificate in MDAs, and inclusion of gender equality in the National Development Plan II (NDP II) among others; thereby strengthening government systems to support and promote gender equality. The capacity building component has enhanced coordination among key stakeholders and created an environment conducive to the implementation of the Domestic Violence Act and other related gender equality laws. Overall, the activities undertaken as part of the five year programme have resulted in the greater availability of services for survivors of GBV – particularly in the ten target districts; and contributed to the improvement in the lives of women and girls in Uganda.

However, whilst some improvements are evident, challenges within the judicial system have caused continued delays in handling cases. For example of the 448 GBV cases instituted in

---

<sup>2</sup> GEM did not achieve its targets and had to be closed after the 2013 annual review.

court between 2012 and 2014, up to 64% (288) of cases are still pending. In addition, there are anecdotal reports of threats to both GBV victims and witnesses, which undermine the delivery of justice to survivors of GBV. This problem is compounded by a lack of both human and financial resources allocated to the judicial institutions to meet the needs of survivors of SGBV at local and national level. More effort will be required to address the systemic challenges that inhibit women's access to justice.

## **Overall Output Score and Description**

The programme's overall score is **A**.

### **Output 1: GoU institutions and systems strengthened to deliver gender policies and programmes that promote and support gender equality and women empowerment:**

#### **Score A (the output met expectation)**

The programme successfully supported CSOs in drafting position papers on the Marriage and Divorce Bill, the Sexual Offences Bill and the Muslim Personal Law Administration Bill. These positions were incorporated in the bills. In addition, capacity building activities to support CSOs and MDAs were completed, e.g. establishment of an e-resource centre as a central repository of district gender profiles and the GBV management information system. The programme however did not meet its target of increasing national budget allocations for gender equality as the level of resource allocation for gender equality has continued to remain minimal.

### **Output 2: Improved access to legal, health, psychological services by SGBV survivors:**

#### **Score A+ (the output exceeded expectation)**

This output exceeded the target set at the start of the programme (i.e. 3247 women were supported with GBV-response services in 2014 compared to 1235 in 2013 representing an average annual increase of 263%)<sup>3</sup>. Five GBV shelters were established and this contributed to the reduction of GBV through multi-dimensional approaches covering legal service provision, health, psychosocial support and temporary shelter for the survivors of GBV.

### **Output 3: Increased school participation, completion and achievement rates of girls in primary education in 10 districts:**

#### **Score C (the output did not meet expectation)**

The programme target of returning 45,000 girls to school was not met, and instead the programme reached 20,000 girls (less than 50% of the target). The target set was ambitious and later revised downwards. However, owing to financial mismanagement, support to GEM (UNICEF's downstream implementing partner) was discontinued in 2013 and no further results were achieved. This notwithstanding, the programme continued policy-related interventions to build evidence on national reforms for gender-sensitive education like integrating Menstrual Hygiene Management (MHM) in schools to reduce absenteeism and drop out by girls.

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

#### **Score A (the output met expectation)**

The programme facilitated direct CSO engagement with government actors like parliament and MDAs which created avenues for access and influence on government planning systems such as gender responsive budgeting. Training programmes strengthened the capacities of central, local government and community based organisations in the targeted districts in reviewing processes and advocating for reforms in budgeting for gender activities. In addition, CSOs with support from UNJPGGE produced position papers on various bills for consideration by parliament (e.g. the Marriage and Divorce Bill).

<sup>3</sup> UNJPGGE Evaluation report, 2015

## Lessons and how these have been shared

Programme lessons were documented and disseminated to participating UN agencies, MDAs and CSOs following each annual review. Some of these lessons have informed the design of DFID Uganda's post-2015 gender equality programme. Key lessons include:

*An effective coordination mechanism is important for the success of a multi-partner programme of this nature:* UNJPGE established an elaborate coordination mechanism which included a steering committee as the policy organ, an administrative agent, programme secretariat, outcome leads and a reference group. However, this elaborate structure was not effective in delivering the programme in a coherent manner. There were challenges of timely implementation, reporting and accountabilities due to variations in implementation timelines and fund absorption capacities by outcome leads and the secretariat. A clearly agreed, established and recognised coordination body was needed from the outset with the mandate to drive the programme forward and ensure that the components were contributing to the overall purpose. One way of doing this could have been through an established programme management unit or a management agent delivering a coherent theory of change.

*Institutional analysis is important for delivery of a complex multi-partner programme:* An in-depth institutional analysis of all the stakeholders that were required to deliver would have been beneficial at the design phase of the programme for better understanding and informing delivery through multiple stakeholders, and the incentives and relationships involved. This learning should inform future programme design including, political economy analysis.

*The GBV-shelter pilot model has proved effective in preventing and responding to violence against women and girls:* The five GBV shelters supporting the medical, legal and psychosocial needs of survivors of both men and women are changing people's lives and were commended by all stakeholders. They are a strong model with the potential to be rolled-out across the country. The need for these shelters is evident in all the districts where they have been established -beneficiaries appreciate the service offered and the staff ethics and commitment. The counselling coupled with the survivor groups restores a sense of hope to the survivors. However, in future programmes, there will be a need to review the management structure, work processes and sustainability issues in the shelters in order to enhance provision of holistic services to GBV survivors. Furthermore, there is a need to increase the up-take and usage of the shelters across the country.

The MGLSD has with support from this programme developed national guidelines for the establishment and operationalisation of GBV shelters. These will be effective in informing the design of similar interventions by CSOs and Districts. This notwithstanding, the challenge of financing the functionality of the shelters is still imminent.

*Sustainability of funding for GBV shelters may not necessarily have to be tagged to resource-constrained local governments:* The involvement of the district is crucial to the efficiency of the referral system and alignment to other government institutions. The review established that each district is at a different level of engagement, with some more engaged than others, and with challenges of funding across all districts. The long-term sustainability of the GBV shelters therefore needs to be addressed; and the level of district stakeholders' buy-in could be strengthened. In the medium term (over the next five years), DFID will work with partners in the districts where GBV shelters have been established to strengthen referral pathways and address systemic challenges in access to justice and health care by survivors of GBV.

*Increased funding for gender equality issues at district level can have a positive effect on strengthening the coordinating role of the GBV taskforce at the district and sub county level as*

well as the GBV referral pathways. In 2013, UN Women tested an approach of allocating about £4M per district Community Development Department (annual allocations from the District Local Government to the department are usually at an average of £500). This was aimed at addressing the gross underfunding of the departments to deliver gender and women's empowerment programmes. The district community development departments mostly utilised the funds to improve their capacity in gender responsive budgeting, gender desegregated data collection; and developing district gender profiles to identify the gender inequalities in the districts with the aim of addressing them through the district annual plans and budgets.

*Policy reform for gender equality still requires innovative approaches:* Institutional change within the Government of Uganda is a slow process, requiring significant time and input from a number of stakeholders. Further work is needed in this area, particularly in ensuring additional budget allocations from the Ministry of Finance, Planning and Economic Development through to the Ministry of Gender, Labour and Social Development, and ensuring that line ministries are practising gender-responsive budgeting. Progress has been made with the police to improve GBV case handling. This provides a useful avenue for further engagement with the judicial system on broader issues of justice for women.

*Related to the above, although new policies and legislation are required in some cases, the GoU largely has appropriate laws and policies, but with persistent gaps in their implementation.* It will therefore be important for future interventions to support respective MDAs to implement the gender-related policies and legislations that are already in place so as to bridge gender equality and equity gaps where they exist.

*A twin track approach involving community and national stakeholders is important for tackling entrenched gender norms:* Building a strong coalition of CSOs and community activists, at local and national level, brings significant voice and cohesion of issues and holds service providers to account for prevention and delivery of interventions to survivors of GBV.

*Specific programme baselines are important for setting realistic milestones:* The next phase of programming should consider a strong monitoring and evaluation component with specific outcome-based baselines and indicators set at the beginning of the programme.

## C: DETAILED OUTPUT SCORING

Output 1: GoU institutions and systems strengthened to deliver gender policies and programmes that promote and support gender equality and women empowerment			
Output number per LF	4	Output Score	A
Risk:	Medium/High	Impact weighting (%):	25%
Risk revised since last AR?	N	Impact weighting % revised since last AR?	N
Indicator(s)	Milestones	Progress	
1.1 Increase in budget allocation in the 7 priority sectors and 10 target districts on specific activities that target to benefit women and girls	Baseline: 0; 2013 10%; 2014: 15% (from base year 2011)	<b>Partially Achieved:</b> <ul style="list-style-type: none"> <li>- MDAs under the joint programme including Ministry of Education, Justice, Law and Order Sector (JLOS), MoH, and MoFPED have committed funds for priority gender issues in their sectors.</li> <li>- Ministry of Education has committed UGX 365 million in the last two financial years. District Councils in Mbarara and Gulu allocated UGX 2 million and UGX 10 million respectively.</li> </ul>	
1.2 % of Uganda Bureau of statistics	Baseline: 0;- 2013: 30%; 2014: 60% of	<b>Achieved:</b> <ul style="list-style-type: none"> <li>- Gender statistics committee was established at</li> </ul>	

reports include gender analysis	UBOS national reports include gender analysis	UBoS to ensure gender mainstreaming in key national statistical processes including the population census. Engagement with UBOS resulted in the creation of a specific unit in charge of gender statistics. As a result, the following have been achieved: UBOS key national reports, including UDHS and UNHS for 2012/13 had a gender analysis; and key national reports (e.g. include the Statistical Abstract 2013) included sex disaggregated data.
1.3 Number of sectors with gender responsive indicators included in the performance evaluation of programme sectors	Gender responsive indicators included in performance evaluation of: Baseline: - 2012: 2 sectors; 2013: 4 sectors; 2014: 7 sectors.	<b>Achieved:</b> - Gender responsive indicators were included in the performance evaluation of 7 sectors: Health, Education, Justice Law and Order Sector and Public Service by National Planning Authority (NPA), water and environment, Agriculture. - Ministry of Education is finalising 2 indicators to be included in EMIS.
1.4 No. of district local governments in 10 priority districts have adequate technical capability to mainstream gender in plans and budgets	Baseline: 0; 2012: 20%; 2013: 50%; 2014: 80% of priority gender issues indicated in LG plans and budgets	<b>Achieved:</b> - The local governments have achieved the required capacity to address gender planning and budgeting issues. 9 out of 10 JPGE districts scored well in the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments (2013); the 2014 Assessment report was not yet ready by the time of the review. - Gender profiles were prepared by 7 districts. These are available on the e-resource centre <a href="http://erc.mglsd.go.ug/index.php/index.php?option=com_content&amp;view=article&amp;id=110">http://erc.mglsd.go.ug/index.php/index.php?option=com_content&amp;view=article&amp;id=110</a>

While this output largely met its planned targets, it is reasonable to attribute some aspects of these gains to other gender equality interventions funded under different arrangements but working directly with the same stakeholders. The low level of funding commitment to gender interventions in MDAs at both the district and national level means that these achievements can easily be reversed. However, the new PFM Act 2015 provides a watershed opportunity for the institutionalisation of the prioritisation of gender and equity issues by MDAs. As part of the PFM Act, and in a bid to ensure that GoU meets its gender equality objectives, every Government institution or sector will be required to present a Certificate of Gender and Equity compliance before its annual plan, budget, policy statement, bill or loans are approved by Parliament. DFID will in its next programme work with MoFPED and MGLSD to support the implementation of this clause of the PFM Act.

### Key Points

- The programme has made a significant contribution to policy development and review thereby strengthening capacity of government institutions to support and promote gender equality.
- Although capacity has been built across MDAs in gender mainstreaming, actual monitoring of performance remains a challenge. Specifically, MGLSD and District Local Governments lack the budgetary resources to implement activities aimed at strengthening gender equality.
- Funds committed for gender equality interventions in government ministries are relatively small and may not be fully realised in some sectors. Most ministries, and in particular MGLSD, are underfunded and therefore cannot effectively support gender equality work at district level. In addition, there is still a challenge of conceptualizing gender and its implications on resource allocation in the various MDAs.

- A gender statistics capacity development programme is in place. It has had a direct effect in strengthening institutional capacity and the development of sectoral profiles. However, actual translation into policy actions through programmes remains a challenge due to funding gaps.

### Recommendations for future programmes

- 1) There is a need to strengthen programme design and implementation strategies and monitoring in order to enhance the linkages between activities and outcomes as well as strengthening synergy between the various project outcomes. A project specific baseline needs to be conducted and realistic targets set.
- 2) There is a need for more capacity building of district, subcounty and community stakeholders in gender equity planning and budgeting.
- 3) There is a need to enhance operationalisation of the Gender and Equity Certificate, by instituting a clear mechanism for monitoring compliance.

Output Title		Output 2: Improved access to legal, health, psychological services by SGBV survivors	
Output number per LF	4	Output Score	A+
Risk:	<i>Medium</i>	Impact weighting (%):	30%
Risk revised since last AR?	<i>N</i>	Impact weighting % revised since last AR?	<i>Y</i>
Indicator(s)	Milestones	Progress	
2.1 Number of SGBV survivors reporting to service centres	Baseline: 0; 2012: 223; 2013: 1,235 Target: 1,482	<b>Exceeded:</b> <ul style="list-style-type: none"> <li>- The number of SGBV survivors receiving services increased from 223 in 2012 to 1,235 in 2013 (553%) and 3,636 in 2015 (1630%).</li> <li>- GBV steering committees were established and operational in the target 5 districts.</li> <li>- Establishment of SGBV referral pathway and increased public education on SGBV in communities.</li> <li>- Training of district technical personnel, police, CDOs, sub county chiefs at district and sub county levels</li> </ul>	
2.2 Number of GBV case disposal rate through the justice system in 5 target districts	Baseline: 3.8%; 2013, 20% increase; Target: 30% case disposal	<b>Achieved:</b> <p>There were challenges of obtaining data directly from the courts. However,</p> <ul style="list-style-type: none"> <li>- Records from Mifumi show that of the 228 cases instituted between 2012 and 2014, 114<sup>4</sup> (50%) were concluded (closed) by 2014.</li> <li>- Overall out of 448 cases instituted in court, 288 (64%) cases are still pending, 21 withdrawn and 11 dismissed during the period 2012-2014.</li> <li>- Records from both Mifumi and Action Aid International Uganda show that up to 1,859 (50%) of cases were resolved through mediation/alternative dispute resolution during the period 2012-2014</li> </ul>	

<sup>4</sup> Court disposal was only reported for Mbarara, Masaka and Moroto. Records from Gulu and Lira did not differentiate between convicts and those on remand and was not included.

2.3 Number of fully functional GBV survival centres	Baseline: 0; 2013: 3; 2014 (Target): 5 GBV survival centres operational	<b>Achieved:</b> <ul style="list-style-type: none"> <li>- A total of 5 GBV centres were established and operational in Lira, Gulu, Moroto, Mbarara and Masaka.</li> <li>- The centres have directly supported 3,694 survivors from a wide catchment area of more than 20 districts.</li> <li>- Number of cases supported in the centres increased from 126 in 2012 to 3,694 in 2015.</li> </ul>
---	---	---

This output exceeded its planned targets, thus underscoring the high demand for GBV response services. The catchment districts supported by the shelters were too large with most shelters serving more than 5 districts thereby stretching shelter resources. While the number of cases reported increased significantly between 2012 and 2014, the actual disposal of cases was slow over the same period due to bottlenecks in the judicial system and challenges of providing legal support to GBV cases.

### Key Points

- The high number (more than 50%) of cases resolved through mediation/alternative dispute resolution signifies the need to scale up capacity development of Local Council Courts as first level courts; as well as traditional/cultural institutions in resolving some GBV cases in order to reduce case backlog in courts. However, mediation may not always favour women survivors of GBV hence the need for a closer follow up of cases resolved through mediation to ensure that the mechanism is not perpetuating violence against women or denying them access to justice.
- There is a need to strengthen GBV prevention work with informal institutions (religious and cultural) to raise awareness on the causes and effects of GBV as well as denouncing negative practices that perpetuate violence and injustice against women and girls in communities.
- The high number of pending cases requires specific engagement with JLOS to establish specific courts or sessions in order to expedite GBV cases.
- Despite the high case load, Counselling services are provided by one counsellor in each of the shelters and capacity for psychosocial support and follow up is limited.
- There are key issues affecting sustainability and scalability of shelter operations. For example in Gulu, while medical referrals are functional, medical follow up is minimal, and capacity for legal support remains challenging as districts have no capacity to support the operations of the shelter.
- The relatively small number of beneficiaries of GBV response services in comparison to the prevalence of GBV in the country underscores the need to strengthen GBV prevention efforts as well as scale up the provision of response services.

### Recommendations for future programmes

- 1) Future GBV interventions should aim at strengthening the referral pathway including building capacities for effective response (to health, legal and psychosocial needs of GBV survivors) and the follow up of GBV survivors at community level.
- 2) The legal component of the programme has remained weak due to the unavailability of dedicated legal personnel (e.g. in Gulu), case backlog and other bottlenecks in JLOS thereby undermining access to justice for beneficiaries. There is a need to strengthen the gaps in the legal follow up of cases to ensure that survivors regain confidence in the judicial system. Establishing a separate court to try SGB violence cases could be an option to explore with JLOS stakeholders.

- 3) There is a need to strengthen awareness raising (public education) for GBV prevention at community level linked to building capacity of informal structures, e.g. Local Council courts, traditional/cultural and religious leaders.
- 4) Design strategies for empowering lower level medical personnel to fill in Police Form 3 (forensic evidence) and consequently appear in court to testify.
- 5) Gender issues are complex and rooted in traditions and cultural systems. There is a need to explore various approaches on how traditional frameworks for justice can complement legal frameworks without undermining the delivery of justice.

<b>Output Title</b>			
<b>Output 3: Increased school participation, completion and achievement rates of girls in primary education in 10 districts</b>			
Output number per LF	3	Output Score	<b>C</b>
Risk:	<i>Medium/High</i>	Impact weighting (%):	20%
Risk revised since last AR?	<b>Y</b>	Impact weighting % revised since last AR?	<b>Y</b>
Indicator(s)	Milestones	Progress	
3.1 Completion rates of girls in primary education in the 10 districts	Baseline: 52%; 2013: 61%; <b>Target 2014: 63%</b>	<b>Not Achieved:</b> average = 62.% Moroto (14%), Kween (117%), Kaboong (6%), Kitgum (51.3%), Gulu (65%), Lira (77%), Nebbi (32%), Masaka (96%), Mbarara (83%), Pallisa (81%). - <i>Source: ESSAPR 2013/2014</i>	
3.2 Transition rates of girls from Primary to Secondary increased in the 10 districts	Baseline: 63%; 2013 84%; <b>Target 2014: 90%</b>	<b>Not Achieved:</b> Transition rates for girls in 2014 stands at 69.3% and this is a national level percentage. This is an improvement in the transition rate from 65.3% in 2013, which is a 4% increase. Progress was made but target was not achieved mainly because of lack of clarity on baseline data and over-ambitious targets set. <i>Source: UNICEF UNJPGGE Annual Progress Report</i>	
3.3 Primary school drop-outs returning to school with support from Girls Education Movement (GEM) cumulative	Baseline: 2,850 (2010); 2012: 10,000 (3000 boys 7,000 girls)  Target Revised to 45,000 <sup>5</sup> (13,500 boys, 31500 girls)	<b>Not achieved:</b> Cumulative number of children returned to school by 2013 was 14,838 (8,471 Girls and 6,364 Boys).	

Overall, this Output did not meet its planned targets due to a range of factors including: poor selection of implementing partners; setting overambitious targets without a clear baseline; and financial mismanagement that resulted in the termination of one of the implementing partners. Nevertheless, policy and research work at national level was successfully carried out with significant contributions to several undertakings aimed at promoting gender equality in the education sector.

## Key Points

<sup>5</sup> Consequent targets after 2012 are not clear we assume 30% boys 70% girls as per milestone 2 in 2012.

- Through the UNJPGE Menstrual Hygiene Management (has become a priority in the Ministry of Education and Sports (MoES) in an effort to reduce school dropout and encourage re-enrolment of girls who have dropped out.
- The lack of project specific baseline data affected monitoring of project progress as well as measuring outputs. There were no programme-specific baseline figures and consequent milestones were measured against achievement after year 1 implementation and this has skewed the overall achievements.

### Recommendations for future programmes

- 1) There is need to set realistic targets and indicators based on authentic programme specific baseline data for effective monitoring.
- 2) Identification and selection of downstream partners should be based on specific comparative advantage in delivering key elements of the project. There should be clear criteria for assessing partner's capacity before engagement.
- 3) Future financial management systems of all implementing partners should be routinely tested (in addition to routine audits) for fraud and other possible financial mismanagement.

Output Title		Output 4: Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies	
Output number per LF	4	Output Score	A
Risk:	Medium/High	Impact weighting (%):	25%
Risk revised since last AR?	N	Impact weighting % revised since last AR?	Y

Indicator(s)	Milestones	Progress
4.1 Coordination among CSOs advocating for GEWE under the JPGE enhanced	Baseline: Low levels of coordination; 2013: 50% of CSO initiatives implemented; Target (2014): 100% of CSO initiatives implemented	<b>Achieved:</b> <ul style="list-style-type: none"> <li>- Working directly with various Government Ministries, Departments and Agencies (MDAs) as well as the parliament has enhanced capacity of CSO actors coordinating advocacy initiatives.</li> <li>- CSOs now better understand how government systems work as a result; there has been progressive increase in openness of the government planning system for CSOs to influence.</li> <li>- Although support for local level CSOs was not expansive, engagement in the districts where activities were implemented created possibilities to strengthen the women's movement.</li> </ul>
4.2 Number of CSOs that have capacity for gender responsive monitoring through budget analysis/audit	Baseline: - 2012: GBR in 4 sectors and 3 districts; 2013: GBR 4 sectors and 3 districts; 2014: GBR in 7 sectors and 10 districts; elected 15 NGOs staff trained in GBR analysis	<b>Achieved:</b> <ul style="list-style-type: none"> <li>- 15 CSOs trained in review and advocating for reformed budgets with a gender lens.</li> <li>- Gender budget reviews conducted in 7 sectors and 10 districts</li> </ul>
4.3 CSO position on the selected gender bills clarified and	Baseline: CSOs produce 3 position	<b>Partially achieved:</b> <ul style="list-style-type: none"> <li>- CSOs produced position papers on</li> </ul>

disseminated	papers on the pending bills (2011)  Target: At least 50% of CSO recommendations included in 3 bills	Marriage and Divorce Bill, Sexual Offences Bill and Muslim Personal Law Administration Bill - CSO recommendations were taken into account in the drafting of the Sexual Offences Bill and position paper on the Muslim Personal Law Administration Bill
--------------	---	--

This Output was largely achieved. The programme enabled CSOs to work directly with MDAs thereby giving them a better understanding of how government systems operate. Although support to local level CSOs could have been stronger, the limited activities implemented created opportunities to work at the grass roots to energise the women's movement.

Furthermore, capacity for gender responsive monitoring has been created and CSOs now monitor budgets with a gender lens. Although CSOs produced position papers on several bills and some of these positions were adopted in the draft bills, the actual passing of these bills has not taken place yet due among others to persistent patriarchal attitudes among legislators.

### Key Points

- A number of bills with key implications on gender-based violence have not been passed. Follow up action needs to be instituted to ensure that they become law.
- Gender Equality and Women's Empowerment should go beyond the commitment to gender responsive budgeting.
- A functional CSOs coalitions exist in 3 districts (Gulu, Nebbi and Palisa) however their capacity to engage local government for more gender responsive practices are still limited and requires further strengthening.

### Recommendations for future programmes

- 1) A number of bills have been initiated but they have not been completed. There is a need to develop strategies for following up the bills to conclusion. Furthermore, a number of policies, guidelines and regulations have been instituted to enhance gender equality by various Ministries. However, there is no clear framework for ensuring implementation.
- 2) A number of laws that should enhance gender equity have been passed but there is lack of knowledge of these laws at district, subcounty and community levels. There is a need to disseminate existing laws e.g. Domestic Violence Act 2010, the Prohibition of Female Genital Mutilation Act, 2010 among others, including translating them into the relevant local languages. Support for the implementation of laws to promote gender equality therefore remains crucial.

### Summary of responses to issues raised in previous annual reviews (where relevant)

The last annual review concluded in April 2014 made a number of recommendations. Key among these were:

- 1) UN Women needs to use the final year of the programme to consolidate gains achieved through the programme and ensure that they will be sustained by the MGLSD and other MDAs beyond the span of the programme.  
Effort has been made to consolidate on the gains to ensure that project partners are able to sustain the benefits of interventions. Key steps taken include: Revision of Local Government performance indicators; introduction of the Gender Equality Compliance Certificate; formation of gender working teams as opposed to gender focal point persons in participating MDAs which has strengthened planning of gender equality issues in the various MDAs.

- 2) Although there has been positive effort to support districts, more technical support is needed. In addition to supporting gender responsive budgeting in the districts, there is need to provide more comprehensive guidance to the districts to undertake better gender analysis and produce more comprehensive gender profiles and allocate some budget commitments for their implementation.

Technical support was given to the 10 districts through various training events. Districts were also supported with funds for gender analyses and development of district profiles.

- 3) There is need to fast track implementation of the remaining programme activities to fit within the remaining programme time.

Efforts were made to fast track implementation of activities; however this was undermined by delays in the disbursement of funds through the UN system where most of the funding was channeled. As a result a no cost extension was requested by UN for completion of 4 specific activities. Although implementation of activities during the no cost extension period was planned to conclude at the end of March 2015, Action Aid did not receive funds for its no cost extension from UNFPA until April 2015.

It is evident that the centres will not be self-sustainable by the end of the programme which is December 2014. It is therefore necessary to consider how DFID can continue to support these centres and work with UNFPA, AAIU and MIFUMI to draw sustainability plans with the district local governments. DFID has subsequently included support for the five GBV shelters in its next five-year gender equality programme.

- 4) It was recommended that UNICEF's partner GEM's role in the UNJPGE should end by December 2014 since GEM activities are recommended for termination. Subsequently, GEM's role was terminated.

- 5) Best practices of formulation of district bye-laws should be documented and scaled up in other districts to encourage girls' education.

DFID will incorporate lessons from Nebbi in its successor gender equality programme.

## D: VALUE FOR MONEY & FINANCIAL PERFORMANCE (1 page)

### Key cost drivers and performance

Table 1: Distribution of costs in US dollars<sup>6</sup> by UN implementing agencies; 2010 - June 2015

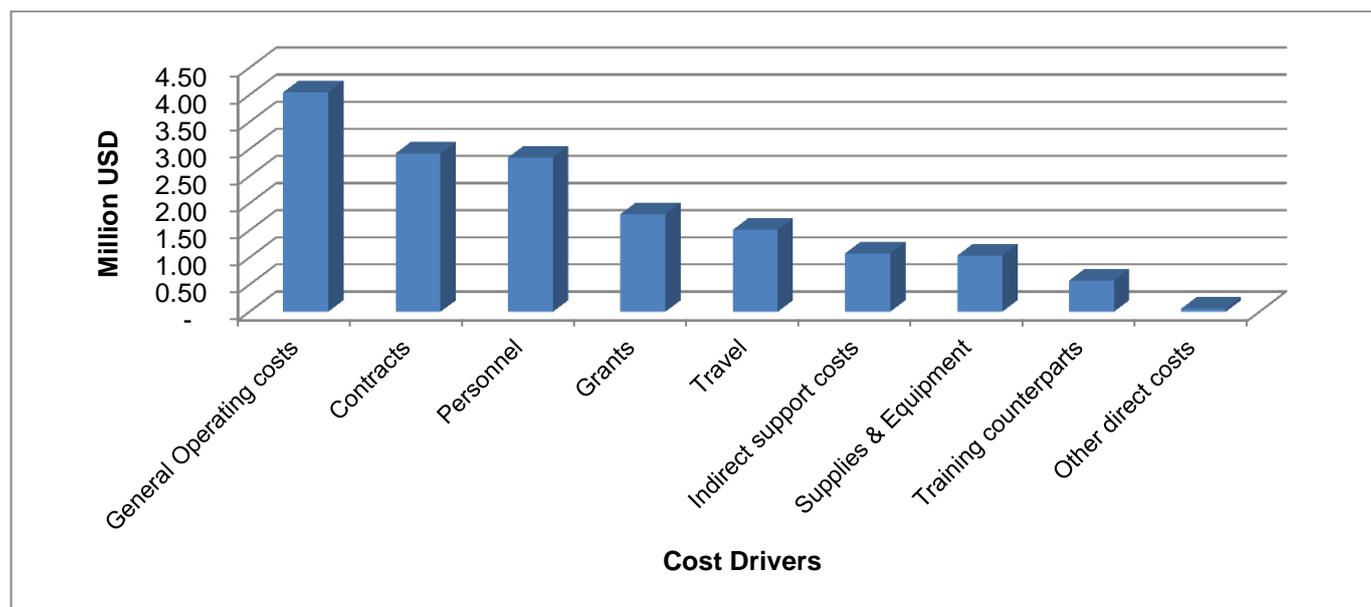
Key UN Agency	Proportion of the budget (US\$)	Respective outputs
<u>UN Women</u> <ul style="list-style-type: none"> <li>• ILO</li> <li>• MoFPED; NPA; UBoS</li> </ul>	8,891,784 (45.2%)	<b>Output 1:</b> GoU institutions and systems strengthened to deliver gender policies and programmes that promote and support gender equality and women empowerment
<u>UNFPA</u> <ul style="list-style-type: none"> <li>• WHO</li> <li>• MFUMI; ActionAid</li> </ul>	6,378,782 (32.4%)	<b>Output 2:</b> Improved access to legal, health, psychological services by SGBV survivors
<u>UNICEF</u> <ul style="list-style-type: none"> <li>• MoES</li> </ul>	1,927,284 (9.8%)	<b>Output 3:</b> Increased school participation, completion and achievement rates of girls in primary education in 10 districts
<u>UNWomen</u> <ul style="list-style-type: none"> <li>• UWONET; CEDOVIP</li> </ul>	321,000 (1.6%) <i>(Cumulative disbursement of UXG 1,017,242,000 to UWONET)</i>	<b>Output 4:</b> Civil society has increased capacity to advocate and demand accountability from government for delivery on gender responsive laws, policies and strategies

<sup>6</sup> VfM analysis used UN currency of operation (US\$) not GBP.

<u>UNDP</u>	643,101 (3.3%)	Costs of Administrative fees (UNDP was the administrative agent) [USD 198,345] Costs of one-off participatory gender audits
<b>Others:</b> UNHCR, OHCHR FAO, UNHABITAT, UNCDF	1,508,374 (7.7%)	Outputs not well aligned
<b>Total (US\$)</b>	<b>19,670,325</b>	

The key cost drivers for both UN Agencies and CSOs are contracts and personnel costs (36%) and operating costs (25%) as presented in the figure 2.

**Figure 2: Key cost drivers based on actual expenditure up to December 2014<sup>7</sup>**



Participating organizations charge 7% indirect costs. Cumulatively, indirect costs amounted to US\$ 1,078,542 as of 31 December 2014. This is in addition to the 1% administrative agent fees.

### **VfM performance compared to the original VfM proposition in the business case**

The programme preceded DFID’s business case guidance (which has a specific section on the programmes vfm). This notwithstanding, an economic appraisal was conducted during the design of the programme. Although the economic appraisal envisaged that the programme would be financially sustainable as a one-off undertaking, the review established that MDAs and Local Governments have made minimal financial contribution to the programme and cannot sustain the achievement of the UNJPGE. The newly passed GoU Public Finance Management Act (2015) will however start to address some of the gender inequalities that persist in access to social services, opportunities and justice. This notwithstanding, overall access will remain low in the short to medium term.

**Effectiveness:** Overall, the programme contributed to its intended outcome to “enhance gender equality in access to services and opportunities.” The programme contributed to the return to school of 20,000 girls who had dropped out. The programme also resulted in the greater availability of services for over greater access to GBV response services by over 5000 beneficiaries.

<sup>7</sup> Costs derived from the UNJPGE 2014 Consolidated Financial Report

However, whilst some improvements are evident, challenges within the judicial system have caused continued delays in handling cases. For example of the 448 GBV cases instituted in court between 2012 and 2014, up to 64% (288) of cases are still pending. This problem is compounded by a lack of both human and financial resources allocated to the judicial institutions to meet the needs of survivors of SGBV at local and national level. More effort will be required to address the systemic challenges that inhibit women's access to justice.

**Economy:** Overall, the direct costs of the GBV shelters operated by CSOs represented a low cost. At the design stage, Gulu, Lira, Masaka, Moroto and Mbarara districts agreed to provide space for the GBV shelters at no cost to ensure economy and efficiency. Action Aid and Mifumi used on average (£40,000 per shelter per year<sup>8</sup>) to deliver integrated GBV response services. The shelters' key cost drivers are mainly: evidence collection from the communities, medical examination, regular case follow up and field based mediation within the communities, maintenance of GBV survivors at the shelter, and associated staff costs. The additional overheads charged by the UNFPA however may have raised the final unit costs of the shelters to more than twice the unit cost. For outcome 2 (GBV response), UNFPA received about USD 3,737,535 by December 2014).

**Efficiency:** In terms of design, UNJPGE used the partnership mechanism of implementation that involved UN agencies, MDAs and CSOs. The UNJPGE allowed DFID to work indirectly with a number of organisations through one lead organisation. The programme was designed carefully so that activities within the same output area reinforced each other. Generally, implementation through civil society organisations appears to have provided better value for money. For example, Action Aid Uganda provided low cost and effective GBV shelter services to over 5,000 survivors who would not otherwise have received legal, medical or counselling services (at a unit cost of £37,700 per shelter per year). UN Agencies also worked with MDAs and CSOs.

The programme also worked through consultants and contractors who took up about 18% of programme costs, coupled with a similar proportion spent on programme staff. Although the programme achieved its overall objectives, better efficiency measures could have driven down the total delivery costs.

### **Assessment of whether the programme represented value for money**

The programme has been on the right track towards enabling implementation of the elimination of all forms of discrimination against women. All partners worked towards ensuring that gender equality was strengthened at the community level and in government institutions.

The low unit costs of the programme by CSOs and the strategically impactful UNJPGE work suggest that the programme represented good value for money. This notwithstanding, UN administrative costs were high due to the multiplicity of participating UN Agencies, with each charging administrative and operational costs. The review established that the large numbers of PUNOs meant high administrative costs as each PUNO charged administrative and operational costs.<sup>9</sup> Consequently it could have been possible to deliver better value for money through a more streamlined approach, including direct funding to CSOs.

### **Quality of financial management during the programme**

The UNJPGE was largely implemented using the UN framework for financial management that lays out the processes for planning and monitoring reviews but does. The UNJPGE

---

<sup>8</sup> Estimation based on average spending per Shelter managed by Action Aid International Uganda in Gulu and Lira under the UNJPGE Programme

<sup>9</sup> UNJPGE Evaluation, 2015

commissioned external audits. The downstream implementing partners (MDAs and CSOs) were audited annually by the Auditor General and independent auditors respectively. UN Women and partners ensured that funds were utilised in the most effective and efficient manner through the use of a detailed work plan, budget and results framework.

Date of last narrative financial report	January – December 2014
Date of last audited annual statement	N/A

## E: RISK (½ page)

### Quality of risk management over the life of the programme

Risk	Probability	Impact	Comment
1. Project Outputs are not met	Medium	High	The risk was not realised: The programme achieved its intended outputs
2. Partners weak at financial management	Low	High	<u>This risk was moderately realised.</u> There were issues with programme implementation and financial management of GEM (Girls Education Movement) and UNICEF was asked to terminate their contract
3. Low Government of Uganda buy-in	Medium	Medium	<u>The risk was not realised.</u> The programme was coordinated by the MGLSD. UNWomen and other implementing agencies worked closely with the Ministry of Gender, Labour and Social Development (MGLSD), Uganda Police Force, health workers and district local governments to implement the programme by providing training and influencing policy and procedures. However, the MGLSD expected more control of planning and implementation of the programme which control was largely vested in PUNOs.
Sustainability of shelters	High	High	<u>This risk was realised.</u> Although the district local governments are committed to supporting the shelters through providing space, no financial support was provided to support operational costs of the shelters. More effort needs to be put into ensuring the involvement and buy-in of the district leadership to ensure that the shelter operations become sustainable, recognising the limited resources at district level.

## F: COMMERCIAL CONSIDERATIONS (½ page)

### Delivery against planned timeframe

The programme was scheduled to have ended in December 2014, but was granted a six-month no-cost extension to complete pending activities and reporting.

### Performance of partnership(s)

DFID Uganda nurtured a good working relationship with all UN agencies, Government (MDAs) and CSOs involved in the implementation of the programme, regularly meeting with them for updates on progress and quality improvement.

### Asset disposal and value obtained by DFID

Assets will be disposed of using the UN asset disposal guidance. UN Women and UNDP have agreed to discuss their proposed approach with DFID once the final asset list is compiled.

### **Evidence and evaluation**

Evidence from programme monitoring was used to inform programme implementation. This included commissioning of studies and research as well as the documentation of good practice. For example, advocacy work by a coalition of CSOs in Nebbi district resulted in the district council passing an ordinance leading to the district recruiting and deploying female teachers in all schools in the district. Advocacy on funding gaps on gender related issues in Government MDAs has resulted in the development of key policies and regulations that enhances budgetary allocation for gender equality issues in MDAs and local governments.

As part of the monitoring process, a mid-term review (commissioned by UN Women) was conducted to evaluate the progress on targets and revisions required to the programme to improve effectiveness and impact. An end of project evaluation (commissioned by UN Women) which was conducted in June 2015 is being used by the UN to inform future gender equality interventions.

The JPGE intended to address the major challenges to Uganda's progress on gender equality, particularly the low level of awareness and patriarchal attitudes, weak coordination, lack of accountability mechanisms, gaps in services and advice for women whose rights are violated and the gender-related barriers to accessing services. The programme was largely implemented without major changes in the original design. However, the component on economic empowerment was discontinued due to weak implementing partnerships.

### **Monitoring progress throughout the programme**

The UNJPGE had an elaborate system for monitoring performance and results. An M&E framework was developed using the existing systems in participating UN organisations. Feedback was received through quarterly reports and joint monitoring visits which served as platforms for peer review of performance and learning. Annual reviews were conducted by DFID to discuss performance of individual partners, providing opportunities for peer review and management decisions were made at various levels with the more strategic decisions made by the steering committee.

## **ACRONYMS & ABBREVIATIONS**

<b>AAU</b>	Action Aid Uganda
<b>CEDAW</b>	Convention on Elimination of all forms of Discrimination Against Women
<b>CSOs</b>	Civil Society Organizations
<b>DFID</b>	United Kingdom Department for International Development
<b>DVA</b>	Domestic Violence Act
<b>FOWODE</b>	Forum for Women in Democracy
<b>GBP</b>	Great Britain Pounds
<b>GBV</b>	Gender Based Violence
<b>GEM</b>	Girl's Education Movement
<b>GEWE</b>	Gender Equality and Women Empowerment
<b>GoU</b>	Government of Uganda
<b>JLOS</b>	Justice, Law and Order Sector
<b>JPGE</b>	Joint Programming on Gender Equality
<b>MDAs</b>	Ministries, Departments and Agencies
<b>MFPEd</b>	Ministry of Finance Planning and Economic Development
<b>MGLSD</b>	Ministry of Gender, Labour and Social Development
<b>MoES</b>	Ministry of Education and Sports
<b>MoLG</b>	Ministry of Local Government
<b>NDP</b>	National Development Plan
<b>NPA</b>	National Planning Authority
<b>OPM</b>	Office of the Prime Minister
<b>PCR</b>	Project Completion Review
<b>PUNOS</b>	Participating United Nations Organizations
<b>SGBV</b>	Sexual Gender Based Violence
<b>UBOS</b>	Uganda Bureau of Statistics
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNJPFGM</b>	United Nations Joint Programme on Female Genital Mutilation
<b>UNJPGBV</b>	United Nations Joint Programme for Gender Based Violence
<b>UWONET</b>	Uganda Women's Network