

MAKING **Joint Gender Programmes** WORK



**Guide for design, implementation,
monitoring and evaluation**

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FOREWORD

While gender equality is a human development goal in its own right, it is also crucial to the achievement of all other development goals. Supporting national capacity development for advancing gender equality and the empowerment of women is central to the UN system's development work towards the achievement of the Millennium Development Goals and other internationally agreed goals. From 2009 to the present, the Millennium Development Goals Achievement Fund (MDG-F) made investments for this purpose, allocating US\$90 million to support thirteen joint country programmes that focused on gender equality and the empowerment of women (MDG-3).

The experience of the MDG Fund makes it clear that, by consolidating funding and technical assistance for gender equality and women's empowerment, joint programmes in these areas foster innovation and secure impact. By facilitating holistic responses to the complex institutional, social and cultural dynamics perpetuating gender inequality, joint gender programmes have helped transform gender relations by changing institutions, legislation, policies, behaviors, attitudes and social norms.

We hope that the publication of this Guide will help the UN system, including UN Country Teams, Gender Theme Groups, UN entities and national stakeholders to improve the development, implementation, and monitoring and evaluation of joint gender programmes. In this Guide we have compiled best practices and lessons learned from recent experiences in this area of programming to support the UN system in addressing gender equality challenges.

The Millennium Development Goals envision a world where all women and men have equal access to the opportunities and resources, freedoms and choices to forge their own life aspirations and destinies. By leveraging the UN's system-wide experience and expertise, this Guide should help renew and strengthen commitment for coordination, advocacy and action on gender equality and women's empowerment.

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1

INTRODUCTION



1.1 Background, purpose and users

First, here are important details about the role of the UN to contextualize what you will find in this Guide. The UN has an intergovernmental mandate to promote gender equality and women's empowerment as an area of human rights. This is based on international agreements on gender equality and women's empowerment in the [Convention of the Elimination of All Forms of Discrimination against Women \(CEDAW\)](#) and the [Beijing Platform for Action](#). These agreements provide the mandates and overall frameworks within which all of the UN's work, including Joint Gender Programmes (JGPs), operates. JGPs are the intersection of joint programmes and programmes that promote gender equality and/or women's empowerment.¹

The overall goal of JGPs should therefore be to support gender equality and women's empowerment. The implications of JGPs for the UN's mandate on gender equality are that achieving greater equality between women and men will require changes at many levels, including: changes in attitudes and relationships; changes in institutions and legal frameworks; changes in economic institutions; and changes in political decision-making structures.

This Guide sets out how to improve the design, implementation and monitoring and evaluation of JGPs. It will also support you in addressing some of the less tangible areas that are often constraints to JGP success, such as power dynamics and the need for coordination, negotiation, leadership, and accountability. It also provides you with a wide range of examples from JGPs that have achieved positive results.

i **HERE IS SOME
BACKGROUND INFORMATION
ABOUT HOW THE GUIDE
WAS DEVELOPED.**

As convener of the MDG-F Gender Equality and Women's Empowerment Window, the UNDP Gender Team coordinates

the MDG-F Gender Equality and Women's Empowerment Knowledge Management Initiative. The Knowledge Management Initiative completed a portfolio analysis of the MDG-F Gender Window. Highlighting the value added of JGPs² and building on findings from the analysis, UNDP has produced this Guide to support you in making your JGP work. Development of the Guide included a desk review summarized in an Inception Report, which set out the work plan and broad outlines for the JGP process. The review focused in particular on the portfolio analysis, MDG-F publications, UNDG reviews, and the interim findings of the Joint JGPs Evaluation³ (see Annex 1 for references). This was followed by interviews with 20 current and past JGP Coordinators, MDG-F staff, the UN Development Operations Coordination Office (UN DOCO), the UN Women Evaluation Office and Coordination Unit. The development and dissemination of the Guide has also been integrated in the workplan of the UNDG Task Team on Gender Equality. A first draft of the Guide was validated at a workshop in Panama in early June 2013, attended by past and present JGP coordinators, UN Regional Offices, and HQ staff from UN Women, UNDP, MDG-F and UNFPA. Comments received during the workshop were incorporated into a final draft that was again circulated for input before finalization.



YOU MIGHT ASK – HOW IS THE GUIDE RELEVANT TO THE CONTEXT I AM WORKING IN?

Country contexts vary widely, as do the nature and scale of JGPs, and we have tried to develop a Guide that is applicable to a wide range of contexts, in particular by drawing on many country examples, as well as larger and smaller JGPs. But please be aware that a short guide such as this cannot take into account all of the specifics of programming nor the different management and coordination structures under which JGPs function. Another point to note is that, while this is a guide to JGPs, some of the information is relevant to all other types of joint programmes. The reason for this is that there are generic issues that all joint programmes face, such as those related to management, design and coordination. However, we have done our best to bring out specific gender equality and women's empowerment elements throughout the Guide.



WHY DID WE DECIDE TO PRODUCE A JGP GUIDE NOW?

Good question, glad you asked!

There are several important reasons:

- **The scale of funding and reach of JGPs.** From 2006 to 2010, funding for JGPs was US\$274 million. Twenty-four UN entities participated in at least one JGP, with UNFPA, UNDP, UNIFEM (now part of UN Women), and UNICEF participating in over 60 JGPs each.
- **No systematic inter-agency guidance on JGPs exists;** however, there is now enough knowledge of what works with JGPs, so it is now time to consolidate this knowledge into practical guidance.⁴
- **JGPs can be significantly strengthened.** A number of reviews dating back to 2001 have shown that JGPs are not always fulfilling their potential.
- **Requests from UN Country Teams (UNCTs), Gender Theme Groups and JGP coordinators for additional support.**



YOU PROBABLY NOW WANT TO KNOW WHO SHOULD USE THE GUIDE.

OK, we'll tell you.

Gender mainstreaming is the responsibility of all UN staff, but levels of engagement differ. We see the main users and uses of the Guide as:

- **Gender Theme Groups.** The whole Guide will be relevant for these theme groups, which are usually the main drivers behind JGPs.
- **Other inter-agency theme groups.** As there is some generic guidance on joint programmes here, other inter-agency theme groups will find Sections 2 and 3 of interest and they can also use the Guide to make their programmes more gender-responsive.
- **Resident Coordinators** may find Section 1.2 on the importance of JGPs, and Section 3.3 on accountability, of particular interest.
- **Resident Coordinator Office staff,** who will likely find the whole Guidance useful, particularly if they are responsible for developing and keeping track of joint programmes.

- **National Women's Machinery** (NWM) and **civil society organizations** (CSOs) involved in JGPs, who may find the whole Guide useful.
- **Ministries of Planning and Finance and other sectoral ministries,** who should find Section 1.2 on the importance of JGPs noteworthy.
- **UN Regional Office staff** responsible for input into JGPs, who can use the Guide to support country-level staff.

1.2 The importance and value of Joint Gender Programmes

Given our experience so far, we now know a lot about why JGPs are important and what they can achieve. Here's a summary from recent analyses (see Annex 1 for sources), which we hope you will find useful in understanding the overall results of JGPs so far and in explaining the advantages of JGPs:

Contributions of JGPs to aid effectiveness:

For support to governments

- You can work with national counterparts to increase focus on how gender equality and women's empowerment can promote national goals and objectives.

- JGPs can increase visibility of gender equality and women's empowerment at the national level, including with Finance and Planning Ministries.
- Your JGP can enhance visibility, credibility and resources for the NWM.

For the UN Country Team (UNCT)

- Your work **can** help create a shared vision and common language about gender equality.
- The JGP can facilitate a more multi-sectoral approach, which can better address the complex challenges of promoting gender equality and women's empowerment and which allows entry points into government ministries that may not have previously put gender equality first.
- Your JGP can help UN agencies define their comparative advantages in their work on gender equality and women's empowerment and create greater equality among UN agencies.
- JGPs can increase capacity for joint high-level advocacy for the advancement of gender equality and women's empowerment and establish dialogue with national partners (i.e., 'strength in numbers').

- Your JGP can help make organizational culture better as part of Delivering as One.

Contributions of JGPs to development results

- Your JGP can improve different important areas, including:
 - equitable control of resources
 - eliminating violence against women
 - building national counterpart capacity
 - improving collection and analysis of sex-disaggregated data
 - gender-responsive budgeting
- JGPs demonstrate how harmonized approaches can boost government and civil society effectiveness and empower rights holders.
- JGPs foster innovations that demonstrate the benefits of gender equality and women's empowerment, which has led to changes in behaviour, attitudes and social norms.

Some of the inspiring achievements of MDG-F JGPs are set out in Box 1 - objectives your JGP could also achieve. In this Guide, we set out the means and strategies that can lead to these kinds of results.



BOX 1: MDG-F gender targeted Joint Programmes


Break New Ground at the national level

13 MDG-F Gender Window programmes – individually and to varying degrees – have globally conceptualized, developed, spearheaded, supported, facilitated, participated or otherwise engaged in some important ‘firsts’. The most critical contributions were in the policy, advocacy, research and service-provision, with particularly notable achievements in the area of gender-based violence. We provide details on many of these JGPs in the Guide examples.



Formulation and implementation of national strategies, plans and laws to combat gender-based violence

- **First-ever national strategy to combat gender-based violence: Occupied Palestinian territory (OPT)** 
- First-ever national action plan for preventing domestic or gender-based violence: Guatemala, Timor-Leste, Viet Nam
- **First-ever law against domestic violence: Timor-Leste** 
- First-ever rollout plan of action for coordinated implementation of existing gender-based violence laws and policies: Namibia

Broad-based civil society and media advocacy

- First-ever large-scale (regional and local) advocacy campaign targeting men and boys: Colombia
- **First-ever social media based advocacy strategy concurrently combating gender-based, racial and ethnic discrimination: Brazil** 

Research and data collection, management and analysis


- First-ever dataset and national study on domestic violence against women: Guatemala, **Viet Nam** 
- First-ever attempts at harmonizing gender-based violence data derived from different sources into national systems with common indicators: Bangladesh, Brazil, Namibia, Viet Nam
- First-ever survey to estimate the social and institutional tolerance with regards to gender-based violence: Colombia
- **First-ever centralized gender-equality monitoring system and database of women in decision-making bodies: OPT** 

Provision of victim services

- **First-ever shelter for victims of domestic violence: Gaza: OPT** 
- First-ever tools to enable women to report incidents of gender-based violence: Bangladesh (mobile phones); Namibia (free reporting hotlines)

1.3 What to remember about the whole JGP process

When designing and implementing a JGP, you should continually remind yourself of certain themes. Because we think these themes are very important, we are including them up-front:

- National ownership and participation are paramount all through the JGP. This may raise all kinds of challenges, such as coordinating a large group of partners and working with ministries that may not be prioritizing gender equality. But, in the long run, it is a clear route to sustainability. To facilitate participation and ownership, make sure all important documents are translated into local languages.
- Take a **human rights-based approach (HRBA)** , which leads to better and more sustainable outcomes by analysing and addressing the inequalities, discriminatory practices and unjust power relations that are often at the heart of development problems and particularly at the heart of gender inequality. This includes supporting the capacity of duty bearers and rights holders to ensure the fulfilment of human rights.
- Working on gender equality and women's empowerment involves technical expertise, but also the

integration of political and cultural perspectives related to, for example, who makes decisions, who controls resources, and the focus of the JGP. We have referred to these political and cultural areas throughout the Guide, but particularly in Section 3 on coordination, negotiation, communication and accountability.

- Ensure that all relevant rights holders are included. Include girls as well as women, as girls are often the group whose rights are most denied. Men and boys also need to be included as appropriate, because this means the focus is on gender equality and because this is good development practice.

1.4 Outline of the Guide

We thought this Guide would be easiest to use if it followed the JGP programme cycle. But we also knew most things in life are linked in one way or another – so, sustainability is linked to capacity assessment, which is linked to visioning, and so on, so the division into programme cycle components is not exact. We have pointed out these inter-linkages and cross-referenced where relevant.

The Guide is organized as follows:

Section 2 covers how to design, plan and implement a JGP. Organizing the information in this way should help you with the 'A to Z' of JGP development.

Section 3 covers success factors such as communication, coordination and accountability that are needed for JGPs to work well.

Each Section includes three parts that walk you through the main steps in creating a successful JGP:



CHALLENGES that JGPs often face



Proposed **SOLUTIONS**



EXAMPLES, linked to the solutions, and useful resources



HYPERLINKS are included throughout.

Annex 1 refers you to sources that we have used and that you can follow up with.

Annex 2 lists the plans and strategies noted in the Guide that can support JGP implementation.

Annex 3 is a generic Terms of Reference (ToR) for JGP management and coordination.

If you are reading this publication as a hard copy, we strongly advise you to surf to www.undp.org/women/. On this website you can download the Guide and easily access all the hyperlinks in the PDF.

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HOW TO DESIGN, PLAN AND IMPLEMENT A JOINT GENDER PROGRAMME



This Section includes 10 Sections from start-up to monitoring and evaluation (M&E) and sustainability. Wherever possible, the less tangible challenges to JGPs are raised; even if it isn't possible to find easy solutions to these challenges, identifying them will help you recognize that these are common problems that you will need to continuously deal with through the programme cycle.

Design, implementation and monitoring and evaluation of JGPs require the development of various plans and strategies. These are discussed below and listed in Annex 2 for easy reference.

Situation analysis will be a primary input for the visioning process and will be directly linked to the JGP design. The situation analysis can be managed by the lead agency and/or Chair of the Gender Theme Group.



2.1 Developing a comprehensive situation analysis



CHALLENGE

How to ensure a comprehensive situation analysis? A clear situational analysis is required to align programmes that are tailored to a country's political, socio-economic and cultural context with relevant national priorities for gender equality. This analysis can consider how much civil society and rights holders have been included in the development of national priorities. A second challenge is to ensure that the analysis is used for design of the JGPs, as its findings may be lost or forgotten during the design brainstorming process.



SOLUTION

Situation analysis will be a primary input for the visioning process (Section 2.2 below) and will be directly linked to the JGP design. The situation analysis can be managed by the lead agency and/or Chair of the Gender Theme Group.


You can take the following steps to produce a comprehensive situational analysis:

1. Develop a good Terms of Reference. A strong ToR is necessary and can include the following areas: comprehensive gender equality background; the capacity to review and synthesize relevant background information; sensitivity to complex cultural and political issues; an understanding of the challenges of developing and implementing a JGP, given multiple stakeholders; appreciation of what can realistically be accomplished, given the national context and the scale of the JGP; and an ability to make complex analysis useful throughout the visioning exercise.

2. Facilitate participation of national and sub-national organizations representing rights holders, in particular those who often have least access to rights, such as women with disabilities and indigenous women.

3. Analysis can include the following:

- a) Millennium Development Goal (MDG) 3 and the gender dimensions of other MDGs;
- b) CEDAW Committee concluding comments and CEDAW Shadow Reports;
- c) Universal Periodic Review (UPR) processes;
- d) national and/or regional gender equality policies and plans;
- e) other national situation analyses of gender equality undertaken by development partners and human rights institutions within the previous 10 years; and
- f) the post-2015 scenario vis-à-vis gender equality and women's empowerment.

4. Review gender-related lessons learned, e.g., evaluations and research. Clarify how the lessons learned inform the JGP concerning new opportunities and challenges and how the information will be used for JGP design and implementation. The **MDG-F mid-term and final evaluations** , and the Joint Evaluation (see footnote 4) all provide useful input on lessons learned.

5. Clarify what data is available and what you can do to fill gaps. Lack of data in some areas, e.g., violence against women or women's employment in the informal sector, may be a problem particular to JGPs. Also, not all data at the national and subnational levels may be disaggregated by sex. You may need to devote additional time and resources to collect and analyze data, e.g. by collaborating with the National Statistics Office or through a survey on an issue that is important to JGP partners.

6. Describe previous collaboration with gender focal points in national/subnational governments, UN, CSOs, and researchers/universities and identify how these previous experiences can be built on or how the JGP can learn from them.


7. Assess institutional capacities at the national and UN levels. Knowing whom you can work with and what their capacities are is critical. For more on this, see Section 2.3.

8. Just as important as good technical quality, the situation analysis needs to be accessible so that its findings can be adapted. It can prioritize the main issues to be covered in the JGP, contextualize them through reviewing current programming, and recommend ways forward.

8. Try to ensure that users own the results of the situation analysis, by, for example engaging partners from time to time on the development of ToR and consulting them to verify information as it is being gathered.



EXAMPLES AND SUPPORT

You may find the **Multi-Stakeholder Joint Programmes on Violence against Women**  a useful example when doing background research for the situation analysis. For these JGPs, each pilot country conducted a baseline assessment to assess:

- the existing initiatives addressing violence against women
- capacities and strengths of stakeholders
- existing data
- challenges
- priorities for action

A copy of the questionnaire used in these assessments can be found [here](#). Findings of these assessments were critical in confirming that issues of violence facing women were endemic and merited a comprehensive response. The assessments identified strategic entry points and connections with existing efforts and determined the comparative advantages of UN agencies, providing the framework to plan for multi-stakeholder joint programming at the national level.

You could look at the [Namibia JGP](#) for support on how to develop your own situation analysis. Grounded in the CCA/UNDAF process, it addressed a number of the steps above. The JGP applied an in-depth gender analysis to focus its design, including political and socio-cultural factors that perpetuate gender inequality – factors you will probably have to consider, too. Gender-specific root problems were identified as strategic programme priorities. The division of labour for UN agencies and partners, based on comparative advantage, was then linked to these priorities. This supported the selection of partners and provided geographic focus, so a similar process in your country – in particular, the process of figuring out comparative advantage – could help with coordination.

You will likely need to assess any existing relevant analysis. As in Step 3 above, the [Brazil JGP](#) drew from a wide array of evidence, including CEDAW, the Convention on Elimination of Racial Discrimination (CERD), and national poverty and MDG studies. Then, as all JGP teams will likely have to do, the Brazil JGP faced the challenge of creating a focused theory of change. To do this, the team analysed priority topics and then incorporated lessons learned from previous UN programmes into the situation analysis in order to clarify strategic approaches, desired outcomes, and ToR for different actors. You could replicate this and build on existing data.

The UNDP Institutional and Context Analysis was developed to support understanding of political and institutional contexts and how they affect programming. If you want information on processes and methods related to situation analysis, go to Chapter 3 of the document hyperlinked here.

Pages 7-8 of the [FAO guide on integrating gender issues into food security and agriculture and rural development programming](#) include a useful checklist on developing situation analyses.

2.2 Developing and articulating a shared vision



CHALLENGE

How to develop a shared vision around gender equality and women's empowerment? A common vision is important because it facilitates appropriate allocation of responsibilities and clear strategies for achieving the vision. When there are more than three or four partners' extra attention is needed to build the vision, set priorities, and plot a clear pathway to results. If the initial strategic planning process is not good, the chances of success are considerably reduced.



SOLUTION

Given the challenges of working on gender equality and women's empowerment, the visioning exercise will be particularly important to establish consensus and the objectives that partners can jointly work towards. Vision clarification means ensuring that partners understand how gender inequalities constrain the achievement of their development mandates and potential contributions and how increased gender equality will improve development effectiveness in their sectors. Developing a shared vision is

not only a technical exercise, but also political – it requires also negotiation and consensus -building.

Developing a theory of change with key stakeholders at the start of the programme is central to visioning and can follow the steps outlined here. The first step can be carried out with all stakeholders, including senior officials wherever possible, while the other steps can be carried out by working groups – although the more engagement there is from senior staff, the better.

Visioning is a broad process of setting the framework for the JGP; Sections 2.5 and 2.6 deal with the processes and technical aspects of design once this broader framework has been set.

1. Visioning and initial planning sessions will take more time and coordination than for single-agency programmes, and maybe even longer for JGPs, given the need to build consensus. So, from the start of the process, factor in enough time for planning and consensus-building. Rule of thumb: estimate how much time you think will be needed, then double that figure! It is likely that at least three months will be needed for consultations. Try and allow adequate time for clarification and agreement on JGP goals/vision and associated planning and allocation of responsibilities.



Developing a theory of change with key stakeholders at the start of the programme is central to visioning and can follow the steps outlined here. The first step can be carried out with all stakeholders, including senior officials wherever possible, while the other steps can be carried out by working groups – although the more engagement there is from senior staff, the better.

2. Be clear about what the UNCT wants to achieve first. It may be useful for the UNCT to decide on what it would like the JGP to focus on, and then open up the discussion with partners. This way, the UN can display a united front and the discussions will more more efficient.

3. Identifying long-term goals. What changes identified in the situation analysis (see Section 2.1) are necessary over the long term? These are usually at the national level and will involve analysis of national-level data. This is the central activity in visioning and there needs to be enough time for this. It may require, for example, a two-day workshop for partners to reach consensus, but this may not be adequate by itself and can be complemented by work with partners before and after the workshop.

4. Participation of all relevant national partners in the dialogue. Because this is a JGP, it will be particularly important to open space for CSOs and government ministries that supports marginalized rights holders such as single female households or women living with HIV/AIDS.

5. Timing should be linked to the national and UNDAF planning cycle, if feasible. Linking to the national planning cycle will help to ensure national ownership and sustainability.

6. Developing outputs, outcomes (medium-term results) and indicators, and identifying risks and assumptions, about which you can read more in Section 2.6 on developing the logframe. Here, it's important to note that most JGPs have so far developed overly ambitious statements about results, so keep things realistic and think about what the JGP can actually achieve. Also, as part of this process, it's important to determine who will do what – for example, what the role of the Gender Theme Group, Lead Agency and other partners will be.


7. Keep good records of the visioning process. By the end of the JGP, the participants in the visioning process may have left the programme, so for continuity and tracking results, the main points of the visioning process can be recorded.




EXAMPLES AND SUPPORT

The [Morocco](#) and [Ethiopia](#) JGPs addressed the steps above and clearly articulated their vision in their situation analyses. This provided clear direction to development partners. The Morocco JGP can provide you with some good lessons for developing and refining a shared vision. The first interesting point, linked to Step 2 above, is that JGP partners were committed to building on existing work. But a

challenge was the large number of partners involved – a situation you may face – meaning that the initial planning stage took nearly a year! However, this paid off with a logical approach, high government buy-in, and multi-sector achievements that could be monitored over the life of the programme. These all started from the shared vision.

The **Ethiopia ‘Leave No Woman Behind’ JGP**  had a smaller set of partners, but still involved multiple sectors and – as identified in Step 4 above – all levels of government. The vision – to empower women, improve sexual and reproductive health and rights, and increase food security – was successfully translated into a coordinated theory of change, which was in turn implemented through sound plans and management structures. Developing a theory of change or roadmap for your JGP will help you move from the vision to programme design and implementation, but it is critical to use an inclusive process that builds coherence and synergy at each level of each initiative so that you can track progress and report on results.

Go [here](#)  for support on how to develop a theory of change.

2.3 Capacity to implement the Joint Gender Programme



CHALLENGE

How to ensure that there is adequate capacity in the UNCT and counterparts?

All in all, ensuring adequate capacity is a major challenge that most JGPs face. JGPs need to conduct thorough analysis of the capacity of UN and national partners to undertake JGPs – particularly because NWMs often need strengthening. MDG-F Gender Window programmes that did not assess absorption capacity were too ambitious, with thinly spread resources and initiatives that failed to build necessary capacity and support.



SOLUTION

You can take various approaches to make sure your JGP has enough capacity. If you follow the steps below, you will have a clear picture of what you have and what technical and organizational capacity you need:

- 1. Get the right people in the right place at the right time.** This may involve some trade-offs, given the multiple skills needed to make a JGP work, including: capacity in gender analysis; experience in advocating with government officials; an under-



JGPs need to conduct thorough analysis of the capacity of UN and national partners to undertake JGPs – particularly because NWMs often need strengthening.

standing of the UN system; monitoring and evaluation (M&E) skills; experience with joint programmes; negotiating skills to support collaboration among UN partners; financial management and reporting skills; and the ability to influence senior decision-makers. As there are few (if any!) people who have all these skills, don't design an impossible-to-achieve ToR, but instead prioritize the skills most needed in your context, focus on these, and plan to build alliances to access other skills. For example, in a situation where consensus-building between the UNCT and government is a priority – but negotiation skills are weak – some thematic expertise may have to come from senior management staff outside the programme team.

2. At the start of the JGP planning process, try to ensure that a solid capacity assessment is carried out

as part of the situation analysis to identify what capacity is needed to make the JGP work as planned. The capacity assessment is best developed and carried out by all partners transparently.

3. Develop a capacity development plan tailored to the JGP needs. All JGP stakeholders need to receive capacity development support on gender-responsive programming priorities, gender transformational programming approaches, and application of Results-Based Management (RBM).

This can include training, mentoring, coaching, on-the-job learning and other forms of capacity development. Both the Gender Scorecard and UN-SWAP include mandatory training on gender equality and women's empowerment as a minimum (see Section 3.3), so the case can be made that, in developing a capacity plan, you are following standards that have already been agreed upon.



EXAMPLES AND SUPPORT

You may be interested in the experience of the Guatemala JGP, where capacity-building and engagement of government officials resulted in a cadre of staff who are committed to gender equality and women's empowerment issues and who have established spaces for negotiation and dialogue among government agencies. Staff are also starting capacity-building in induction processes to ensure continuity and in policy and programme implementation. When working on a capacity development plan for your JGP – Step 3 above – analyse how national staff can take responsibility for policy implementation and advocate for increases in financial resources and budgeting for gender equality and women's empowerment, as happened in Guatemala.

UNDG Resources on capacity development, including a capacity assessment methodology, can be found [here](#).

If you are interested in developing institutional capacity for gender mainstreaming in developing policies, go to this [Road Map](#) (currently only available in Spanish).

IANGWE compiles capacity development initiatives that will give you a sense of what kinds of capacity development programmes are available across the UN system.

2.4. Engaging stakeholders



CHALLENGE

How to ensure all stakeholders engage at appropriate times, including at start up? JGP design processes need to involve government stakeholder and CSOs, including women's groups at the national and grassroots levels. CSOs need to be seen as strategic partners and not only as implementers. The voices of rights holders – including women and their representatives – have so far been only partially reflected in JGP designs.



SOLUTION

The following steps will provide you with a useful starting point to engage different stakeholder groups:

- 1. Engaging with national partners from the start of the JGP is key.** This can be in the form of initial one-on-one meetings to discuss general ideas about the JGP. Resist the temptation to discuss the JGP only among UN agencies. Bringing in more stakeholders is likely to make the process more complex, but early communication with and participation by national partners should lead to improved results and greater national ownership and therefore to sustainability. There is a balance here, as it cannot be assumed that all national partners have the resources to get involved extensively in planning of the JGP. So try to be sensitive to the capacity and ability of national partners to participate.
- 2. The art of engaging stakeholders consists in knowing which stakeholders to engage when.** You may have to use different means, including individual meetings, meetings on particular themes, and workshops, depending on the topic to be discussed and stage of the JGP.
- 3. Senior managers in national partner agencies and the UN need to be involved strategically and at key decision points,**



The voices of rights holders – including women and their representatives – have so far been only partially reflected in JGP designs.

particularly during the visioning stage (when the broad outlines of the JGP are set out – see Section 2.2 above); during regular reviews (e.g. every six months); and when any roadblocks stand in the way of progress (e.g., when coordination needs to be stronger).

4. UNCT gender focal points and technical staff with expertise in data collection, M&E, relevant sectoral issues, financial management, and operations need to be involved throughout.

5. The NWM can be consulted at the very beginning of the JGP and involved as much as possible throughout, depending on capacity. While it's likely that you will work closely with the NWM, other central ministries such as those for finance and planning have proven to be effective JGP partners. You may want to try to engage with the NWM before going to other ministries, but try to ensure that all responsibility for the JGP does not lie with the NWM. Responsibility should be shared across all relevant ministries and sectors in line with the overall JGP design

6. Organizations that work to specifically promote gender equality and women's rights at the national and subnational levels can have an early say in the direction and focus of the JGP. This can include organizations that work to engage men and boys in gender equality.


7. Community/CSO representatives (including men and women) who are opinion leaders can be brought in to the consultations as close to their communities as possible, as they can provide community-level input. This can be, for example, through focus groups. Try to avoid the tendency to keep all discussions in the national capital; unless the priorities of men and women in slums and poor rural communities are heard early on, opportunities to integrate their perspectives into the JGP may be lost.




EXAMPLES AND SUPPORT

For the **Multi-Stakeholder Joint Programmes on Violence against Women**, early stakeholder consultations that included participating in the development of the baseline assessment in each pilot country and in-country workshops ensured political 'buy-in' of multiple stakeholders and helped identify champions and change agents. These exercises also helped identify the distortions in incentives and other likely bottlenecks that may be challenges to successful implementation of your JGP.

If you are looking for guidance on engaging stakeholders, you can turn to MDG-F JGPs that used local-level pilot projects to ensure community voices influenced policy makers. In

Guatemala, pilots empowered local rights holders and increased demand for gender-responsive government support. At the same time, government officials were identified as duty bearers whose engagement was critical to success of the programme vision. The **Timor-Leste JGP**  also engaged rights holders, local government, CSOs and national-level politicians to address the needs of domestic violence survivors. The local experience influenced the national decision makers to approve a law against domestic violence.

One thing you can take from these examples is that the viewpoints of different stakeholders must be effectively communicated. Build communication into your management strategies (see Section 3.2), ensuring there is time for reporting achievements from the field to senior decision makers. Senior officials can also be invited on field visits to witness the impact of pilot initiatives and to meet the people benefiting from improved policy approaches.

A good tool for engaging stakeholders is the **UNDP Handbook on Planning, M&E for Development Results** . Section 2 of this Handbook (pages 25 to 29) is useful for thinking about which stakeholders to include when.

2.5 Design process



CHALLENGE

How to ensure high-quality design and clearly focused JGPs? Building on the visioning process, JGP design needs to establish the groundwork for programmes that are both joint and effective and to transform the vision into results. If this is not done and the design is faulty, there can be a tendency for UN agencies to fall back on working individually rather than jointly.



SOLUTION

You can take the following steps to improve JGP design:

- 1. Use the visioning and situation analysis** as the basis for design and think more about what can be done jointly.
- 2. Decide who is going to participate.** The minimum is all involved UN agencies and their national counterparts, but there is a balance here, as you don't want to have too many stakeholders around the table. The RC, RCO and national counterparts are best placed to decide who will participate at this stage.

Consider the internal and external logic, and the following questions as a reality check: is the JGP operation feasible? Does it make sense internally? Will the outputs lead to the intended outcomes? Are the administrative and programmatic pieces rationally linked? Is the logframe feasible and rational?



3. Clarify which UN agency is going to be the lead/coordinating agency, and develop clear ToRs for this, which will help head off future problems over decision-making.

4. Decide who will make key decisions. This includes an important equity element – that is, whether the design team is gender-balanced and who in the team (men or women) are making decisions or whether these decisions are made jointly.

5. Design the JGP to support results and sustainability. Try developing designs that balance strategic needs, such as legislation or changes in social norms, with basic needs – for example, in women’s control of decision-making, educational, health or economic status. Programmes that have created this balance and also include capacity development and awareness among key stakeholders are demonstrating the most potential for results and sustainability among JGPs so far.

6. Incorporate a multi-sector approach into the design stage, which increases awareness of how gender equality and the empowerment of women is relevant to development effectiveness in different sectors and improves planning to address gender inequalities in a coordinated manner. Central ministries, such as those responsible for finance and planning have successfully worked together

from the design stage in Bangladesh, [Nicaragua](#), [Colombia](#), [Ethiopia](#), and [Morocco](#).

7. Have an initial and open discussion, including with national partners and donors, about the challenges of developing a logframe in a JGP, particularly about the challenges of measuring change as a result of gender-related policy level interventions, the sensitivity of some gender-related work, and the need to negotiate results among numerous partners. Be flexible at this stage and make sure you let partners know you understand their interests and concerns.

8. Discuss funding modalities during the design phase. The funding mechanism chosen will have implications for the levels of JGP coordination. Each type of JGP funding – pooled, pass-through and parallel – has its strengths and weaknesses. Some JGPs have started with parallel funding, because not all funds were available at the start, and then moved to a pooled or pass-through type of funding. Agreeing on a funding arrangement is a consultative process where the interests and limitations of actors are understood and all partners understand the strengths and weaknesses of the different types of funding. Further guidance is available in the [UNDG Guidance Note on Joint Programmes](#).

BOX 2

Ensure that the JGP is at the right scale, although this will likely require trade-offs. Programmes designed with wide geographic scope – such as Bangladesh, which operated in 38 districts – reached many stakeholders, but resources were diluted and stakeholders did not receive a holistic set of services. While awareness-raising can be widespread and activities create a base for future initiatives, the synergistic potential of programmes may be reduced. The **Ethiopia** JGP operated in only two regions (11 districts) and at the national level. Evaluation of the programme found that the rights holders had access, or were exposed, to most of the programme inputs. This created a more pervasive sense of ownership and a deeper base of commitment in a shorter time – albeit in a smaller population group. The message is: there are always trade-offs when deciding on scale, and working in a multi-sectoral fashion and at policy and community levels at once is usually best.

9. Explicitly clarify any technical and human resources that agencies contribute to the JGP. Some may have limited financial capacities, but invest in a JGP differently, e.g., through staffing or office space.

10. Include a resource mobilization strategy, setting out how additional resources are likely to be brought into the JGP.

11. This may sound obvious, but it isn't done enough! Attempt to build on proven models such as in the case of the **MDG-F Colombia programme**, which used a strategic approach previously developed and tested by the Pan American Health Organization (PAHO), and the **Morocco MDG-F programme**, which incorporated gender-responsive budgeting into its programme to end violence against women and girls.

12. And try to get the JGP at the right scale – see Box 2 for examples from Bangladesh and Ethiopia.

Consider the internal and external logic, and the following questions as a reality check: is the JGP operation feasible? Does it make sense internally? Will the outputs lead to the intended outcomes? Are the administrative and programmatic pieces rationally linked? Is the logframe feasible and rational?






EXAMPLES AND SUPPORT

Incorporating the needs of rights holders into programme design, the JGPs in **Ethiopia**, Guatemala, and **Colombia** included pilots at the local level that were designed to consider men and boys as

One of the most complex challenges facing JGPs consists in building inter-linkages – between sectors, programme domains, and development priorities – within the outcomes, outputs and activities of logframes so that synergies are created.

stakeholders – including male politicians and officials, community and religious leaders, and family members. You can also consider such transformational design elements, which are an important step to challenge and change gender power dynamics. The programmes also recognized that lasting social change for gender equality and women's empowerment cannot happen unless men's understanding of gender roles and responsibilities change. This is design for sustainability, as it embeds realistic social change within households and communities where it can be modelled to the younger generation.

Try to pay attention to rights holders who may be missed. The **Ethiopia**  JGP noted that, when targeting female rights holders who are heads of households, there is a risk of missing married women who are even poorer, are HIV-positive, or have a physical disability. The **Vietnam**  JGP noted that women such as domestic workers may fall outside national social protection schemes and that different targeted approaches are required to support them.

UNFPA has developed a **very useful guide for engaging men and boys**  in gender equality and health, including guidance on advocacy, needs assessment, and monitoring and evaluation.

2.6 Developing the logframe and design specifics



CHALLENGE

How to develop good logical frameworks?

The generic challenges to good RBM are increased in JGPs because of the multiple partners who have to agree on results statements and indicators and because many of the gender equality and empowerment of women results the UN hopes to achieve are politically and culturally sensitive or are at the policy level and do not necessarily follow a linear path or fit well in a logframe. Nevertheless, a good logframe can support JGP visioning and design as long as it is well-developed.

Overall, the UN could be stronger at developing gender-specific results statements and indicators and this is reflected in the logframes of JGPs. UN staff are expected to have expertise in RBM, but it can be a challenge even for RBM experts to develop good gender-sensitive results statements and indicators.

One of the most complex challenges facing JGPs consists in building inter-linkages – between sectors, programme domains, and development priorities – within the outcomes, outputs and activities of logframes so that synergies are created. A further challenge consists in trying to

demonstrate results against inexact or mismatched sets of indicators. Overambitious designs, with little connection between outputs through to higher-level results, are also frequent. MDG-F Gender Window programmes that did not assess absorption capacity were overambitious; a number of mid-term evaluations of the MDG-f Programmes identified the need to scale back and focus on fewer areas.



SOLUTION

Here are some steps to help you through the challenges of developing a good logframe for your JGP:

1. Ensure that there is a clear understanding of key terms such as outputs and outcomes. UNDG definitions can be found [here](#). Figure out what the UN can achieve (outputs) and what can only be done with national counterparts (outcomes and impacts); the UN can help develop a policy, but it is primarily up to government to implement it, with the UN's support.

2. Don't be too ambitious. We have seen JGPs that have not met their objectives because these have been set too high. Bringing about changes in gender inequality and women's disempowerment are long-term projects to which the JGP can contribute, but not achieve alone. The logframe needs to

be realistic and evaluable; this requires the development of results statements that can be measured.

3. Try to make sure that there is enough gender equality and women's empowerment and strategic planning support for developing the logframe.

4. Developing results statements is political as well as technical. The JPG results statements will determine what it tries to achieve, so be prepared for negotiation, potential coordination problems, and lots of wordsmithing!

5. Link to any relevant results statements in national planning documents and UNDAF outcomes and indicators related to gender equality and women's empowerment. Take into account, though, that these plans are sometimes outdated.

6. Separate results that are easier to measure, such as improvements in women's mortality rate, from those that are more difficult, such as women's empowerment or the effect of the school curriculum on boys and girls. Because they deal with gender inequalities, some results statements in JGPs are likely to be more difficult to measure. Although they are difficult to measure, they are still key to transforming gender inequalities. Pointing this out will make it easier to establish an appropriate tracking system for these results.

7. Develop gender-specific outputs and outcomes. For a good result statement, gender elements need to be integrated rather than added on. For example, a good outcome is, “Increase ratio of girls’ gross enrolment rates at high school to 50 percent in three years.” This is a good outcome because it is specific about what is to be achieved and it focuses on gender equality. An example where gender is added on (and overall a weak indicator because of lack of focus on gender, specificity and time scales) might be, ‘Empower vulnerable groups including women.’ A better results statement would be, “Twenty-five percent of women in the programme area increase control over resources by 50 percent within three years.” (see point 8 below for an indicator to measure this).

8. Developing gender-specific indicators to measure outcomes and outputs. Gender-specific indicators “have the special function of pointing out how far and in what ways development programs and projects have met their gender objectives and achieved results related to gender equity. Gender-specific indicators measure gender-related changes in society.”⁵ As with results statements, try not to simply add ‘gender’ or ‘women’ to the indicator, but rather make sure it is a good measure of the result. So, for example, indicators to measure

the results statement, “Twenty-five percent of women in the programme area increase control over resources by 50 percent within three years.” could be, “Increase in the percentage of women who share land titles” and “Women’s and men’s perceptions of women’s control over resources.” Where possible, it will be important to link JGP indicators to national M&E systems.

9. Use a mix of quantitative and qualitative indicators. Quantitative indicators are numerical measures of change, such as changes in the numbers of women and men visiting a health clinic. Qualitative indicators are people’s perceptions, such as changes in social status or empowerment. Qualitative indicators such as the numbers of women who think their status has improved can still be quantified. Qualitative indicators are particularly important for JGPs because they can facilitate the inclusion of women’s perceptions, perceptions that are often excluded from RBM and M&E.

10. Try to be specific about which rights holders rights will be supported. The UNCT’s mandate is often to focus on marginalized rights holders and support them in accessing their rights. This can include women and girls with disabilities, indigenous women and girls, rural female-headed households, urban older women and women or girls living with HIV/AIDS.

11. For indicators and baselines, draw on existing national-level data wherever possible. In relation to gender equality, there may be particular areas of data gaps that need to be filled, for example, women's control over resources, or data on women rights holders from particular marginalized groups.

12. Make sure there is a discussion of risks and assumptions, because, particularly at the policy level, the UN can support but cannot take full responsibility.



EXAMPLES AND SUPPORT

The **UNDG RBM Guide** provides general background on developing a logframe and how to construct good results statements, including examples in Annex 1. It is also available as a **Digital Reader**.

Guidance on developing gender-sensitive indicators can be found **here**. Although this document is from 1997, it is the cornerstone of much work on gender-sensitive indicators since then and provides guidance on how to develop a good indicator.

A good guide to gender equality and RBM has been produced by UNIFEM (now part of UN Women). It includes information about how to develop good gender-related results statements and indicators and is available **here**.

If you are in a real hurry and just looking for a one-page diagram on the logframe to follow, go to:

<http://www.acdi-cida.gc.ca/acdi-cida/ACDI-CIDA.nsf/eng/ANN-923155220-RB9>

The likelihood is that results statements and indicators will need to be developed in two main areas, related to policy and capacity development for duty bearers and rights holders. Following are examples of slightly modified outcome, output level results statements and indicators from MDG-F JGPs in **Ethiopia** (example 1) and OPT (example 2). These are examples where the results statements are at the right level of the results chain, are gender-sensitive, and have appropriate indicators. In example 2, quantitative and qualitative indicators are used at the outcome level.

Results, indicators and risks and assumptions: example 1

Outcome	<ul style="list-style-type: none"> Improved access to and demand for quality, gender sensitive and integrated reproductive health care, including HIV/AIDS prevention services at all levels
Indicator	<ul style="list-style-type: none"> Level of utilization of ante-natal and post-natal services HIV/AIDS incidence by sex, age, ethnicity and disability
Output	<ul style="list-style-type: none"> Increased institutional capacity of Ministry of Women's Affairs, Bureau of Women's Affairs and the district Women Affairs offices Strengthened women and girls' right claiming capacity information and services for sexual and reproductive health, HIV/AIDS and addressing GBV
Indicators	<ul style="list-style-type: none"> Number of government staff with capacity to plan, budget and advocate for gender mainstreaming Number of adolescent girls and women with increased knowledge on sexual and reproductive health issues, including HTPs and HIV Knowledge of adolescent girls and women on reproductive health issues (including HTPs and HIV issues) Number of women making use of reproductive health services (e.g. contraceptives, delivery, HIV testing)
Risks and assumptions	<ul style="list-style-type: none"> Commitment from all partners to work together Delay in executing plans and implementing plans Aligned supports to different strategies, policies Collaboration of partners for optimum results Possible delays in fund flow

Results, indicators and risks and assumptions: example 2

Outcome	<ul style="list-style-type: none"> ● Responses to GBV expanded through improved policies, frameworks, protection systems, legal enforcement and health protection and prevention services
Indicator	<ul style="list-style-type: none"> ● National mechanisms are in place to monitor and reduce GBV ● Number of reported GBV survivors receiving basic set of health services within 3 days of incident. ● As a result of (training health-service providers that are providing screening, care and referrals for GBV survivors) ● Comprehensive and appropriate psychosocial support programmes for GBV survivors ● Number of women GBV survivors seeking and accessing refuge and counseling services in Gaza women's shelter ● Number of women GBV survivors satisfied by the quality of the provided services in GS shelter ● Percentage of the targeted population is aware that VAW is wrongful behaviour and a criminal act
Output	<ul style="list-style-type: none"> ● Knowledge and baseline on VAW established to monitor gender equity goals and inform program development
Indicators	<ul style="list-style-type: none"> ● A baseline national family domestic survey including key data about women in senior levels is conducted and disseminated ● The participatory national strategy to combat VAW developed and disseminated to inform public policy; ● Number of action oriented and policy researches produced and disseminated on GBV; ● Qualitative & quantitative analysis of policy papers & report forms produced by governmental bodies on: VAW/GBV ● UN agencies and implementing partners use the locally participatory developed manual on GBV/VAW
Risks and assumptions	<ul style="list-style-type: none"> ● Outcome level only - Capacity and willingness exist within Palestinian Central Bureau of Statistics to integrate a wider approach when surveying violence ● National institutions including PA ministries continue to be committed to combating VAW, are willing to institute policy and practice changes and are willing to share information, utilize international documents as a framework for change (ex: CEDAW, 1325, the Beijing Platform for Action, the MDGs, etc.). ● Monitoring risks: Technical committees do not meet report deadlines ● Assumption: technical committee members have the ability to conduct monitoring activities

2.7 Knowledge management



CHALLENGE

How to ensure that lessons learned from programme implementation are captured, documented and shared?

The implementation of joint gender programmes offers some lessons and good practices that can inform and improve the programme during its implementation, as well as future programming and policies. However, if no specific activity is organized for this purpose, the accumulated knowledge about the programme might get lost. Indeed, programme partners bring a wide range of relevant expertise, but individual knowledge has to be transformed into collective knowledge. In addition, the turnover not only of coordination staff but also of focal points within partner agencies and government that have no systematic processes to capture and share their experiences, may deprive the programme and future programming of institutional knowledge.



SOLUTION

Follow these steps to make sure your JGP will implement successful knowledge management activities:

1. Conduct knowledge needs assessment to start the discussion about the


knowledge management strategy, its outputs and activities. First of all, reach a common understanding among partners on what is Knowledge Management (KM) and how this contributes to the achievement of programme results. At this point, it is crucial to identify the knowledge needs of the partners involved as well as of target groups for communications activities aligned to clearly stated goals: what should the impact of the shared knowledge be?

2. Develop a knowledge management strategy strictly linked to M&E and communication. One objective of the strategy is to build the programme Community of Practice (CoP) and foster stakeholders' abilities to apply innovative approaches and share practices among partners by giving them access to the knowledge that the programme generates. The knowledge management strategy should also be strictly aligned to the programme cycle, enabling a learning environment in each programme phase. The strategy must identify clear **linkages with M&E** and communication activities. Do not forget to allocate a portion of the programme budget for the implementation of the knowledge management strategy.

3. Identify an online tool/platform to share, organize and store the gender expertise and knowledge developed by the programme. Decide on a

collaborative space for the programme CoP to freely exchange information on programme activities, ideally choosing a platform that is already used by at least one partner and that will continue after the project ends. This can be built as an online platform including an M&E system for reporting, a section on knowledge products developed by the programmes, lessons learned and promising practices. Also identify relevant partners who have expertise in joint gender programmes.

4. Promote a learning environment for knowledge sharing and development of lessons learned during and after programme implementation. Identify lessons and develop lessons learned to communicate and give visibility to results. Codify experiences so that lessons learned can improve programming.

Following existing models, agree with programme partners on templates and processes to identify lessons throughout the project cycle, such as **After Action Reviews**  at project milestones. Periodically distribute the form among them and set up mechanisms for joint validation of the lessons collected. The identification and validation of lessons should also be supported by triangulation with other relevant sources, mainly evaluations and monitoring reports. Based on the material collected and consolidated, you may want to develop or commission more in-depth research or case studies.

Organize knowledge-sharing events (workshops and/or webinars) with programme partners and other relevant stakeholders. For instance, workshops adopting a knowledge fair methodology among MDG-F programmes partners have had substantive results in sharing and replicating promising practices.

5. Promote knowledge exchange/peer support with international experiences. Identify and incorporate experiences from other countries (at the global and regional levels) and work together to enhance, evaluate, and articulate the value of joint programming for gender equality. Promote Knowledge Transfer Agreements (KTAs) or peer support missions among joint programmes to facilitate the generation, exchange and application of knowledge regarding joint programming for gender equality among partners within the global community. This will promote joint programmes and improve the sustainability of outcomes.

6. Share during the project implementation phase. In the past, most UN-agencies reported on progress and results after a project or programme was finalized. The advent of social media changed this and enables development organizations to share updates regularly for interested audiences (including donors) and to receive valuable inputs from fellow practitioners and experts *during* the project phase. Start with the identification of

relevant target groups and find out where they convene online, i.e., identify the major online platforms used in your context.

Devote time and resources for regular communications and knowledge-sharing work and make sure to convey messages in the appropriate style: many target audiences should be addressed in plain English and with messages that are important for them.

Do not forget to share the experiences and lessons learned through online platforms, such as UNDP's Gender Net.⁶

7. Develop knowledge products and learning tools reflecting the experiences of the programme based on demand assessments and aligned to the knowledge needs of your target audiences. Knowledge products can help ensure that lessons learned from the JGPs feed into the global knowledge base and inform relevant policy-making processes. All MDG-F joint gender programmes developed knowledge products that were used for capacity development, advocacy and awareness-raising.⁷ To develop successful knowledge products, clearly identify target audiences and specify what these audiences can do with the product, i.e., explain what changes the knowledge product is supposed to make. For every product, develop a dissemination plan with monitoring mechanisms to track the

dissemination and the impact of the knowledge product.




EXAMPLES AND SUPPORT

The MDG-F joint gender programme in Brazil developed a **knowledge management strategy** to (a) systematize and make accessible information and knowledge among UN agencies and national partners; (b) promote knowledge-sharing within the programme and with other MDG-F Gender Window programmes; and (c) consolidate lessons learned and good practices to inform future programming and policies. If you are interested in building a knowledge management strategy, **here** you can see one of many online tools/examples.

Based on the **SIPRO monitoring platform** adopted by UNFPA in Colombia to monitor the country programme, MDG-F joint programmes in Colombia and **Brazil** applied the same tool as an intranet subsection in programmes websites.

As a part of the activities of the knowledge management initiative for the MDG-F the Environment and Climate Change Window, the United Nations Environment Programme (UNEP) developed a **wiki** to collect lessons learned from MDG-F joint programmes from all thematic

windows. Through the wiki, lessons are made available to the general public and can be collaboratively reviewed by programme partners, categorized and therefore made searchable by topics and countries. This system and/or template can be adopted for your purposes, while, for good practices, you may want to use the template developed by the UN Development Group for a collection of **good practices**  to achieve MDGs.

The MDG-F Knowledge Management Initiative for the Gender Window implemented a knowledge transfer initiative focusing on peer support missions among joint programmes (“Best practices in shelter management”, OPT-Morocco; “M&E, KM communications and advocacy strategies”, Brazil-Colombia; “Involving men in the fight against Gender-Based Violence”, Morocco-Colombia).⁸



HOW TO IMPLEMENT A JGP

Now that the JGP is designed and ready to go, there are some key elements that need to be in place for JGP implementation:

2.8 Joint Gender Programme management



CHALLENGE

How to develop and maintain effective and efficient management arrangements? Reviews of JGPs have shown that, not surprisingly, the quality of management affects implementation, monitoring and reporting, as well as national ownership and mutual accountability between the UN, governments and CSOs. One thing is sure: if the JGP doesn't have a well-functioning management system in place, then everyone, particularly the coordination unit, is going to face problems. So avoid headaches by ensuring that your JGP gets the right management system.

On average, MDG-F JGPs had six UN partners and seven government partners, indicating a high level of management complexity, even just to arrange meetings, encourage or solicit consistent and regular representation from programme partners, review information and make decisions. We are talking tens of thousands of emails over three years. The usual challenges to coordination are increased and the need for good management arrangements is even greater.

Key challenges include identifying ways to ensure that a) decision-making can be shared between partners at



One thing is sure: if the JGP doesn't have a well-functioning management system in place, then everyone, particularly the coordination unit, is going to face problems. So avoid headaches by ensuring that your JGP gets the right management system.

each stage of the programme; b) senior decision-makers are engaged and active in supporting the programme; c) information-sharing procedures and reporting protocols are effective, timely and do not overburden national partners; d) dedicated programme staff are located where they can have the most impact; and e) programme staff receive ongoing support from national and UN programme partners.



SOLUTION

You can consider these steps when deciding on a management structure for your JGP:

1. Depending on how coherent the JGP you are involved with is, as well as its size, the following can be established:

a senior policy-level steering committee (including donors, government and CSOs) that meets once a year or every six months to provide overall guidance and political credibility; an operational-level programme coordination committee (including all implementing partners), which can be a subset of the policy-level committee, to provide ongoing guidance; a dedicated coordination unit, which will be the motor driving the JGP on a daily basis; and a lead agency. For smaller JGPs, there may be no policy-level steering committee and the coordination function could be assumed by the lead agency.

2. Gender advisors need to be integrated into all levels of the management structure.

The NWM, CSOs working on gender equality, and the Gender Theme Group or equivalent need to be represented on the senior policy steering committee, and the programme coordination committee can liaise with national partners and UN agencies with expertise in gender equality.

3. Interim findings from the JGP Joint Evaluation identified four types of JGP:

1) close cluster, where there is a common vision and coherence; 2) core cluster, where the vision is agreed in part and there is part coherence; 3) partly scattered, where one agency holds the vision and there is bilateral implementation; and 4) fully scattered, where there is no shared vision and bilateral implementation. For the partly and fully scattered, the coordination unit will be the main driver of good management and attempts to make the JGP more coherent, and the senior steering committee and operational programme committee are likely to function less well. For the close and core cluster JGPs, management arrangements will likely function more easily, and the senior committee will be a central body for ensuring changes at the policy level and sustainability. In other words, recognize what kind of JGP you are working in and try to strengthen the management arrangements, but keep your expectations realistic.

4. Devising management and leadership strategies and roles that are clearly understood by all stakeholders is key to the efficient operation of your JGP. A JGP management plan can be developed and signed by all partners. Contents of the management plan can include: in-kind contributions to staffing; commitments to internal capacity-building for gender equality; roles; reporting relationships; timelines and implementation responsibilities for all UN, government and NGO partners.

5. Central coordination units staffed by coordination officers have played a key role. JGP coordination units need to be fully staffed and funded for the JGP to work well. However, as noted, smaller JGPs may not have adequate funding for a coordination unit.



EXAMPLES AND SUPPORT

A multi-stakeholder JGP on the rights of girls included a three-tiered management and coordination structure in each participating country. The two main management bodies were a) the National Steering Committee and b) the Programme Management Committee. In addition, the UN RCO facilitated coordination and communication between partners. These levels align with the advice in Step 1 above and you could tailor the management structures for your programme

along similar lines. To ensure that the committees functioned effectively, gender specialists were formally involved at all levels in operational and advisory capacities. You may find it useful to note that the JGP developed ToRs for each management group to clarify roles and responsibilities for different aspects of leadership and technical/operational decision-making. You can see from this example that effective management structures have to be holistic so that all parties are clear about their roles and responsibilities.

You can take a look at Annex 3 for generic ToRs for establishing management and coordination arrangements for JGPs, which can be adapted to suit your JGP.

2.9 Monitoring and evaluation



CHALLENGE

How to ensure efficient and effective gender-specific M&E? And now to everyone's favourite moment in the programme cycle, M&E! All guides and manuals will tell you to do better at gender-related M&E, but, like many things in life, saying is easier than doing, particularly for busy offices that have to spend a lot of time implementing. M&E of JGPs offers particular challenges, such as understanding the results achieved by multiple partners and determining attribution for

M&E of JGPs offers particular challenges, such as understanding the results achieved by multiple partners and determining attribution for complex areas like implementation of policy or women's empowerment.

complex areas like implementation of policy or women's empowerment. M&E is a specific technical skill and capacity may be lacking in JGP teams.




SOLUTION

Clearly, saying we need to do better at M&E is not going to help you much! So try following these steps:

- 1. Try to make sure there is adequate technical assistance from M&E specialists** to develop and facilitate simple, standardized reporting on gender equality aspects of activities (sex-disaggregated information on rights holders, adherence to timelines by each partner, identification of barriers to progress). Before developing an M&E system, you could talk to Gender and M&E Theme Groups (and/or focal points) to find out what kind of support they can provide. Also, reach out to national partners and non-JGP personnel to see what they learned from their programmes about M&E – in other words, learn from the experience available in country.
- 2. Determine if there is a minimum set of nationally relevant gender-specific indicators** that can be used to measure change. Disaggregate all key data by sex, age and other important social variables such as race, ethnicity, age and disability. This will also help identify data gaps that may need to be filled.

3. Set up a baseline in a timely manner, preferably starting during the visioning session (see Section 2.2 above). At the very latest, a baseline with measurable indicators needs to be set up within six months of the start of the JGP. On developing indicators and potential lack of data, see Section 2.6.

4. Standardize reporting formats across partner agencies and government ministries, so that collaborating partners are reporting on the same activities and outputs at the same level.

5. Use the [UNEG Guidance for Integrating Human Rights and Gender Equality in Evaluation](#) . While this Guidance focuses on mainstreaming gender elements and human rights into regular evaluations, it provides useful information on ensuring that all evaluations are gender-sensitive, from evaluability assessment to preparing the evaluation terms of reference, implementing the evaluation, disseminating evaluation findings and preparing a management response. Some elements of the UNEG Guidance have also been drawn from in this Section.

6. Evaluation methodologies may use a mixed-methods approach, employing quantitative and qualitative techniques, which is more appropriate to addressing gender equality. For example, focus group discussions with women and men, semi-structured interviews with particular female rights holders, and

evaluation methodologies for people who cannot read or write or who are not usually included in M&E exercises, can be used. The UNEG Guidance noted in Step 5 includes examples of such methodologies.

7. Ensure that the JGP has staff responsible for M&E to alleviate individual agency reporting and to consolidate information and that these staff are in charge of the entire process, with external expertise to support rather than lead the process.

8. Monitoring and evaluation teams need adequate gender equality expertise as well as commitment to the issue. To be effective, the evaluators need technical expertise in gender equality evaluations, including appropriate gender sensitive methodologies, an understanding of gender equality as a rights issue, and clarity about the importance of gender equality.


9. Try to carry out M&E in a participatory fashion, including women and men in JGP targeted communities where possible. This may be time-consuming and increase cost, but will add significantly to the quality of data by allowing greater triangulation, accessing the views of rights holders, and making a statement about the importance of participation at all stages of the JGP cycle. Local CSOs may well have expertise in this kind of M&E.

10. Build the capacity of and provide technical assistance to partners on gender-sensitive M&E where there are gaps. This programmatic activity can be very important, depending on specific-country context!

Monitoring and evaluation requires about 3 percent to 5 percent of the total JGP budget. This might seem to be an area that is easy to cut back, but any short-term savings will be at the expense of longer-term planning, lesson learning and accountability.



EXAMPLES AND SUPPORT

In the case of the MDG-F JGPs, we all can learn from innovative practices. And also, with reference to Step 2 above, you can look to work being done by the UN Statistics Division and an inter-agency UN team. They are developing a **minimum core set of gender indicators**  that are available at the national level through the census, Demographic and Health Surveys and Multiple Indicator Cluster Survey. This will mean that, by the time you are designing your JGP, you can start building a consistent set of monitoring indicators into your programme design – indicators that can be used to track progress even after the programme closes.

Other innovative practices can be seen in the **Namibia** , Vietnam and

Bangladesh JGPs. They collaborated with National Statistics Offices (NSO) to improve data frameworks that would be more sensitive to multi-sector gender equality and women's empowerment programmes and therefore improve baselines and monitoring. They found that gender-sensitive data could be fed back to support sectoral ministries to make policy, planning and implementation more gender-responsive. The Vietnam JGP specifically linked data collection at the NSO to monitoring and evaluation for the prevalence of domestic violence. This supported cross-validation and quality control for M&E results. Similarly, you can learn from the Bangladesh JGP, which used local and national-level consultations to build a dynamic database on violence against women that was then managed by the Bureau of Statistics. In addition, the Colombia and Brazil JGPs used a software system called SiPro to improve monitoring and evaluation of programme results. It will likely be useful to consider the NSO as a key stakeholder in your programme design to improve M&E – you may want to think about planning to build capacity for gender mainstreaming with the NSO, which can pay off with valuable alliances, improved evidence, and more likelihood of sustainability.

The MDG-F conducted **mid-term and final evaluations** of all of its funded JGPs and, in each case, there was a management response. When

implementing an evaluation, make sure there is a management response for each recommendation, with follow-up about every six months.

Generic ToRs for a mid-term evaluation of your JGP can be found in Annex 7 to the **MDG-F Joint Implementation Guidelines**.

2.10 Sustainability



CHALLENGE

How to ensure the benefits of JGPs extend beyond the programme? The reality of many JGPs is that we often don't know whether their results will be sustainable. The fact is that nearly all JGPs need better sustainability strategies, exit plans, and explanations of how activities will be sustained within the national gender equality and women's empowerment effort to solve the sustainability issue. The three-year time frame under which many JGPs operate may be too short to see meaningful change in outcomes and results in reducing gender inequalities.



SOLUTION

You can follow these steps to help ensure sustainability:

- 1. Although there is a danger of the JGP sinking under the weight of too many**

plans, developing a sustainability plan for a transition to national ownership at the end of the programme cycle is key. Ideally, this plan would be developed at the design phase of the JGP. The plan can define what sustainability means for your JGP, which will depend on the kinds of outputs and outcomes planned. For example, a JGP focusing on policy development would also focus on partner capacity to implement that policy, with UN support, after the JGP ended. A JGP focusing on gender equality and women's empowerment at the community level might also focus on whether changes in cultural norms are likely to be sustained, for example. The sustainability plan can determine shared responsibilities and demonstrate who will be responsible for sustaining progress on gender equality after the programme ends.

2. Capacity-building of national partners (see Section 2.3) will help support sustainability – without this, sustainability is less likely. About two thirds of the way through the JGP is a good time to reassess capacity and determine whether there are gaps in capacity of national partners that threaten sustainability. National ownership is crucial for any kind of sustainability strategy!

3. Two types of inputs are needed for sustainability – continuing finance, and organizational capacity. There are examples of JGPs where governments have provided financial resources,

such as in Guatemala. Organizational capacity, in particular in the NWM and CSOs working on gender issues, needs to be built to the extent that they can take the JGP work forward.

4. Build political will for gender equality and women's empowerment among national counterparts and donors and strengthen the ability of CSOs to monitor progress and advocate for continuity.

5. Good communication strategies and support of the local media will also enhance sustainability by building momentum behind JGP initiatives.




EXAMPLES AND SUPPORT

Despite challenges, many JGP designs and implementation mechanisms contain the elements that will support sustainability. If you consider sustainability in your programme vision and at the design stage, you will automatically begin to build a more holistic and logical approach to partnerships, long-term funding and buy-in from national partners. These issues are all built into the step-by-step approach above and you can also learn from some specific JGP examples. The DaO programme in Rwanda has had very good success in building national ownership for the Isange One Stop Centre, serving women and girls who are victims of violence. From the start,





The fact is that nearly all JGPs need better sustainability strategies, exit plans, and explanations of how activities will be sustained within the national gender equality and women's empowerment effort to solve the sustainability issue.

the programme involved a range of key stakeholders, including the police, the health system, senior government officials, the justice system and politicians. The programme has built capacity at the national level for management and operations of all sub-initiatives and a proactive communication strategy has ensured that donors and government are committed to providing financial support for continued operation of the centre – so much so that the initiative has been expanded and other centres established.

The **Colombia JGP**  has addressed sustainability by working closely with specific communities and with government partners to integrate those goals into better services, policies, laws and government structures. The capacity of institutions and social organizations has been developed to address key issues related to gender-based violence as well as ethnic and economic exclusion. Supporting communities, rights holders and local officials to articulate their needs and advocate with the national government has built sustainability on the demand side. Supplementing all this are the knowledge products and baseline information that have been created through the JGP – this will support future initiatives to replicate good practice and provide continuing support to all stakeholders.

When considering your sustainability and exit plan, you want to consider two priorities: 1) national ownership of gender equality as a development goal and 2) capacity to address gender as a development issue. The following links talk about these issues from a development partner perspective and will give you some ideas of how to plan for sustainability right from the start of your JGP.

This **OECD reference**  presents a series of case studies examining the experience of mainstreaming gender into sector-wide programmes in education, health and agriculture to attempt to promote sustainability.

This **OECD Guide**  provides details on building national capacity for sustainability.



3

KEY SUCCESS FACTORS



This Section focuses on some of the less tangible areas in ensuring successful JGPs – coordination, negotiation, communication and accountability. These are all areas that have been identified as key to getting JGPs right and each has its own challenges and ways forward.

Because many people have strong opinions about gender equality and because JGPs are trying to change the causes of gender inequality and disempowerment of women, establishing consensus may prove even more challenging than in other JGPs.

3.1 Coordination, consensus-building and negotiation



CHALLENGE

How to make coordination work?

Coordination brings up multiple challenges for JGPs. Because of the focus on gender equality and women's empowerment, agencies may demonstrate differing levels of commitment and have connections with different national counterparts that themselves have different capacities.

Because many people have strong opinions about gender equality and because JGPs are trying to change the causes of gender inequality and disempowerment of women, establishing consensus may prove even more challenging than in other JGPs. Because of the many organizations and people involved and the low level of resources generally allocated to work on gender equality and women's empowerment, there are also likely to be conflicts over access to and control over resources. Gender Theme Groups and gender focal points need to be empowered, so consensus-building also has to take into account agency hierarchies.



SOLUTION

Here are some step-by-step ideas about how you can deal with these difficult challenges:

- 1.** The main organizational way to achieve good coordination in larger JGPs is to have a **strong, well-resourced dedicated coordination function in place** with staff who have expertise in gender equality, but are also trained in conflict management and/or negotiation. The presence of an empowered central coordinating function, where regular meetings are hosted and agencies are called to report on performance, has maximized accountability in some JGPs and improved coordination in others. As noted, though, for smaller JGPs, the lead agency may also have to play the lead role in coordination.
- 2.** Analysis has shown that, depending on context, about four UN agencies is a good number to be involved in a JGP, so hard decisions usually have to be made early on about who is included. If that decision is made, the potential for a good programming improves. It may be useful to think of four as a core number of agencies, with others being involved.
- 3.** Establish good UNCT coordination mechanisms and then set up coordination structures with national partners, ensuring that the NWM and CSOs

working with rights holders are included. Locating the programme coordination structures or JGP staff within national ministries will work in some cases – it all depends on the national context.

4. In cases where tension within the UNCT has escalated, **there may be a need to rebuild confidence and team spirit.** Build common ground at the technical level, then engage higher levels of decision-making. Facilitation may also help. Conflicts over resources, thorny cultural issues around gender equality and women’s empowerment, or credit for success won’t be resolved unless there is action to resolve them. Many people are adverse to dealing with conflicts, but these won’t go away unless they are dealt with.

5. **Negotiation skills are required to ensure successful consensus-building.** UN staff working on JGPs need to have the skills to persuade their managers and national counterparts about the importance of gender and the importance of working together on the JGP. If those skills are not present, try to build them through capacity development. It is useful to make clear to all partners that a well-implemented JGP results in a win-win situation, where everyone can benefit.

6. **Be clear in the programme document about which body will decide on resource allocation.** It may at times be better

to have the UNCT decide on the allocation of funds following joint external consultations. This depends on the size of the JGP, the number of partners involved, political sensitivities, funding arrangements agreed to (parallel, pass-through, pooled) and, hence the level of flexibility to re-allocate funds when necessary. Administratively speaking, it is important that the signed Project Document contains a paragraph stating that involved agencies can exchange financial resources among themselves. That may save you a lot of time and headaches in future.



EXAMPLES AND SUPPORT

For ideas on successful coordination that started early in the JGP and embraced the points above, you can look at the example from [Colombia](#), where the design emphasis was on bringing together government and social organizations to create holistic development initiatives that responded to national priorities. The management structures, financing and senior buy-in based on these priorities were then very solid. From there, you can see the strong connections among leadership, design and effective coordination. These factors are very interdependent and, if they are undermined, getting back on track may require some

In some cases, JGPs have managed to improve existing communication lines or to establish new ones between UN agencies and government ministries. In others, there is limited communication between UN agencies and key national planning/finance ministries, and a continued tendency to work bilaterally and with previous partners.



targeted analysis and negotiation. In countries like [Morocco](#) and [Ethiopia](#) and Colombia, UN Agencies also had a core component of staff that was constant throughout the life of the JGP; this made a big difference to coordination, as there was enough institutional memory and sense of a 'team' to maintain the coherence of programmes. If you find staff turnover is an issue, it may be helpful to carry out team-building and engage new people more intensively and make some field trips to build common ground and clarify common interests.

Please see Annex 3 for generic ToRs for establishing management and coordination arrangements for JGPs, which can be adapted to suit your JGP.

Various ToRs, including for National Steering Committees, Programme Management Committees, the Programme Management Team and/or Programme Manager/coordinator, can be found in the Annexes to the [MDG-F Joint Implementation Guidelines](#).

3.2 Communication among JGP partners



CHALLENGE

How to ensure good communication?

Communication among JGP partners, linked closely to coordination, is central to the success of JGPs, because it is a

way to keep multiple partners on the same track. There are two types of communication: among JGP partners, and about the JGP to a wider audience. In some cases, JGPs have managed to improve existing communication lines or to establish new ones between UN agencies and government ministries. In others, there is limited communication between UN agencies and key national planning/finance ministries, and a continued tendency to work bilaterally and with previous partners. Communicating more broadly about gender equality and women's empowerment offers particular challenges because of the complexity of causes leading to gender inequality and, in particular, where cultural contexts are not supportive of these goals.



SOLUTION

In JGPs, as in life, communication is one of our most important friends! Here are a few ways to support good communication (mainly in JGPs, but you can try some in other venues as well if you want to!).

1. **Keep the lines of communication among JGP partners open** through regular in-person discussions. Much gets lost over email and there is no substitute for face-to-face meetings. Listen and understand what the issues really are and find a common ground. Remember to always build transparent, trustful relations as a key factor in developing quality communications.

2. A communication strategy can be put in place to share information on successes and constraints.

As part of this strategy, all communications need to include a gender analysis. The strategy can also include dissemination approaches to reach, and receive feedback from, stakeholders at the national and sub-national levels.

3. For external communications about the JGP, know your audience and how they like to consume information.

Be sensitive to cultural norms, but don't be afraid to challenge them, particularly where the mandate set out in CEDAW is not being met. Remember that CEDAW may be your best communication tool, because almost all countries have signed it.

4. Include a range of communications tailored to different audiences, and

remember that it's a competitive knowledge marketplace out there! Because gender is a controversial issue, all communications need to be based on systematic analysis, or the findings may be challenged; short briefing notes and messages through social media can always be drawn from this analysis.



EXAMPLES AND SUPPORT

Positive effects of JGPs include increased communication between government ministries,

at decentralized levels, and between government departments and women's CSO groups.

The **Brazil** and **Colombia** JGPs used targeted communications strategies to build awareness of gender equality and women's empowerment issues.

The Colombia JGP developed an Educational Communication Strategy that addressed the needs of different audiences, resulting in the creation of an inter-institutional communication committee and nationwide communication programme on ending violence against women. The engagement of the media resulted in 800 news items, publications and interviews! Brazil used the Colombia model to create educational and advocacy campaigns on institutional tolerance and fighting racial discrimination, including weekly Facebook and Twitter messages – reaching over 100,000 people with its messages. The Brazil JGP website tracked 1.5 million 'hits' or users with 300,000 pages printed! You can see from these examples that communications strategies can take a variety of forms, harnessing powerful outreach potential to raise awareness and change attitudes. And, as Brazil did, you can plan your sustainability strategies to ensure communications initiatives will be managed by other organizations after the programme ends.

Senior managers in the UN and national partners can be supported to show leadership, particularly by defining clearly where they should lead and the resources and capacity needed by their staff.

3.3 Accountability



CHALLENGE

How to ensure accountability for JGP results? One of the weak points of JGPs can be that no agency is accountable for the whole programme, with targets set by agency, not by partners as a whole. In some cases, JGP coordinators have successfully advocated for responsibility for different parties, but often this role is not welcomed by agencies. Leadership could be stronger, with some programmes showing only partial, limited or unclear intended management and leadership strategies. Accountability also needs to be strengthened.



SOLUTION

Senior managers in the UN and national partners can be supported to show leadership, particularly by defining clearly where they should lead and the resources and capacity needed by their staff. It may be useful to separate accountability, which is related to formal performance assessment, from responsibility, which is more related to the cultural functioning of an organization. For example, the Scorecards covered below outline formal UN accountability mechanisms related to gender equality. But there are also grey areas, such as the level of focus of senior managers on JGPs, which will have to be negotiated

on an ongoing basis and for which persuasion may be the best method.

Here are a few steps you can use to strengthen accountability:

- 1. Request the RC to speak at high-level and public events** related to the JGP. This public endorsement and profile may be as important as any other accountability mechanism. You could consider organizing an annual event, asking the RC to open this, and invite key partners and inform the public, as has been done successfully in some JGPs.
- 2. Request a regular 30-minute meeting every month with the RC** to brief her/him on the JGP. And/or request that the JGP be a standing item at UNCT meetings, which are often monthly.
- 3. Identify which inter-agency platforms are most useful to bring messages** across and influence senior managers. There is usually a team of deputy heads of agency (programmes) that may be at times more important to influence than the UNCT Heads of Agency meeting. Engage the chairs and participate in the meetings. Involve the Resident Coordinator's Office in meetings and communications.
- 4. Consistently provide feedback to Heads of Agencies** from Gender Theme Group members, and particularly communicate and agree on key points that need endorsement prior to UNCT Heads of Agency meetings. You could also

provide the Heads of Agency meeting with a substantive written brief every month. Where possible, don't hesitate to reach out to the Head of the leading agency for help in these matters.

5. Negotiate so that the JPG Coordinator can present JGP successes and challenges to the UNCT Heads of Agency meeting at least once a year, but preferably twice a year.

6. Remind partners within and outside the UN that accountability is ultimately to rights holders, particularly women rights holders who can be excluded from development results. People may get distracted by agency mandates, etc., but the bottom line is that the JGP needs to have a clear purpose of supporting rights.


7. Pooled funding sources among UN agencies is a way to support mutual accountability.

8. Strong M&E is an effective accountability mechanism. Senior management can be accountable through M&E for clearly identified programme milestones, with reporting requirements to management bodies and UN Regional Offices



EXAMPLES AND SUPPORT

The responsibilities of different parties, including the Lead Agency

and Technical Ministries, can be found in Annexes to the **MDG-F Joint Implementation Guidelines** .

Box 3 (next page) sets out performance norms that can be developed so that all partners are aware of their responsibilities.

Follow the UN system accountability frameworks for gender equality and women's empowerment. These days, senior UN managers are generally supportive of gender mainstreaming, but need to understand clearly what this means for their programming and to have resources and capacity to meet gender equality and women's empowerment mandates. There are two UN system-wide accountability functions relevant to JPGs that establish clearly what gender mainstreaming means and what senior managers should be accountable for.

In 2006, the Chief Executives Board for Coordination (CEB – the highest UN decision-making body) endorsed a System-wide Policy on Gender Equality and the Empowerment of Women (CEB/2006/2) to increase synergy and capacity in the UN's work on gender equality and women's empowerment. There have been two sets of performance standards developed in response to the CEB policy that all UN agencies are expected to meet.

BOX 3: Performance norms to support accountability

To provide guidance for operationalizing a management structure, consider using performance norms such as the following, which were developed for the Kenya JGP. A responsible party – e.g., Core Management Group, Agency Head, Lead Agency – can be allocated for each norm. Below norms for planning and implementation have been provided, but norms can also be developed for reporting and coordination.


Planning:

- Develop an annual coordination plan to include management of JP, Steering Committee, relationships with partners, resource mobilization, performance norms, etc.
- Review and identify focal points within own agency and ensure formal appointment, inclusion with Performance Appraisal, etc.
- Regular review of own agency programme to identify opportunities to support evidence-based gender equality and women's empowerment
- Participation in Annual Review of Results; feedback within own Agency
- Ensure consistency of JGP Annual Work Plan (AWP) results with UNDAF/UNCT results

Implementation:

- Carry out activities as set out in AWP; report on activities conducted to own Agency and Output Team
- Meet partners regularly to coordinate implementation
- Coordinate implementation of activities within Output Team and with partners
- Intervene as necessary to resolve impediments, address constraints in implementation

The UN System-wide Action Plan (UN-SWAP) is an implementation plan on gender mainstreaming for the CEB policy, mainly at the HQ level, that includes 15 common-system Performance Indicators that all UN agencies should meet or exceed. Areas of the UN-SWAP relevant for JGPs are:

- All UN staff should have adequate capacity to mainstream gender, and be assessed on this in their performance review.
- All key data should be disaggregated by sex.
- Programme quality control systems should fully integrate gender analysis.
- Agencies should introduce incentives for excellent work on gender equality, such as the **UNDP Gender Seal** .
- Meets the UNEG gender-related norms and standards

Details on the UN-SWAP can be found at: <http://www.unwomen.org/2012/04/un-women-welcomes-a-landmark-action-plan-to-measure-gender-equality-across-the-un-system/> .

The second accountability mechanism is the UNCT Performance Indicators for Gender Equality and the Empowerment of Women (Gender Scorecard),⁹ developed by the UNDG Task Force on Gender, with a focus on

assessing gender mainstreaming at the UNCT level. One Performance Indicator in the Gender Scorecard is clear about what is expected of JGPs:

- Key national gender equality and women's empowerment priorities are being addressed through a Joint Programme on gender equality and through mainstreaming gender equality into other Joint Programmes.

There are also specific Performance Indicators on UN staff capacity that the UNCT is required to meet:

- Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and women's empowerment
- Regular review of capacity of UNCT to undertake gender mainstreaming (e.g., once every two or three years)
- Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this)
- Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming)



4

ANNEXES AND ENDNOTES



ANNEX 1 Resources and bibliography

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ANNEX 2 JGP Plans and Analyses that can be developed

- situational analysis
- capacity analysis
- theory of change analysis
- management plan
- sustainability plan
- staffing plan
- capacity-building plan
- communication strategy
- M&E plan

ANNEX 3 Terms of Reference for management and coordination arrangements

Purpose

To ensure that the programme on is on track and results are delivered, it is vital to identify in-country coordination and management mechanisms that delineate roles and responsibilities of participating agencies in the initiative. These ToRs have been drafted with this purpose in mind.

The programme will be implemented by the participating UN Agencies in cooperation with participating national and international partners, with the CO in each country assuming the role of the lead implementing and managing agency. The UN Resident Coordinator's (UNRC) office will facilitate the collaboration among and between participating UN Organizations (UNOs) and other multi-stakeholders (government and civil society partners) that are involved in implementing the programme.

National Steering Committee¹⁰ (NSC)

The implementation of the programme will be under the overall guidance and oversight management of a National Steering Committee (NSC) composed¹¹ of a *member from each participating agency and shall meet at least semi-annually*.¹² The NSC will make decisions by consensus. Decisions on programme documents, including revisions and on Annual Work plans and Budgets, will be taken only upon completion of a review by the Programme Management Committee (PMC) (*see below for roles and responsibilities of the PMC*). Specific responsibilities of the NSC include:

- 1) Reviewing and adopting these terms of reference and rules of procedures of the NSC and/or modifying them as necessary
- 2) Approving the in-country Programme Document before commencement of implementation of programme activities

- 3) Approving the strategic directions for the implementation of the programme within the operational framework authorized by the Steering Committee
- 4) Approving the documented arrangements for management and coordination
- 5) Approving the annual work plans and budgets as well as making the necessary adjustments to attain anticipated outcomes
- 6) Suggesting corrective action to emerging strategic and implementation problems
- 7) Creating synergies and seeking agreement on similar programmes and projects by other donors
- 8) Approving the communication and public information plans prepared by the Steering Committee

The programme will rely on the UNRC to exercise leadership and provide ongoing oversight that the programme is on track, that promised results are being delivered, and that participating organizations are meeting their obligations. The Resident Coordinator will exercise his or her authority over the programme by being entrusted with leadership of the overall programme design and ongoing programmatic oversight of the programme's activities and by chairing the semi-annual NSC meetings. On receipt of consolidated country-level reports, the Resident Coordinator will provide an overall assessment of the programme's progress and results. He/she will also facilitate ongoing monitoring and evaluation of programme-supported activities in conformity with UN standards and any guidance provided by the in-country Programme Secretariat or Steering Committee.

Programme Management Committee (PMC)

The Programme Management Committee (PMC) will be established by the NSC to provide technical and operational support to the Programme and to be composed of the focal points from the participating UN agencies, the lead government agencies and such

other agencies that are involved in the in-country programme's implementation. The PMC will be chaired by the UNRC or his/her representative and will *normally meet quarterly*.¹³ The NSC will oversee that the PMC:

- 1) Appoints a Programme Manager or equivalent thereof
- 2) Manages programme resources to achieve the outcomes and outputs defined in the programme
- 3) Aligns funded activities with the Strategic Framework of the overall initiative and/or approved strategic priorities
- 4) Establishes programme baselines to enable sound monitoring and evaluation
- 5) Establishes programme implementation modalities to ensure a cohesive, uniform and standardized approach to delivery of outputs
- 6) Establishes adequate reporting mechanisms in the programme
- 7) Integrates work plans, budgets, reports and other programme-related documents and ensures that budget overlaps or gaps are addressed
- 8) Provides technical and substantive leadership regarding the activities envisaged in the Annual Work Plan and provides technical advice to the NSC
- 9) Establishes the communication and public information plans
- 10) Makes recommendations on reallocation and budget revisions to the NSC
- 11) Addresses emerging management and implementation problems
- 12) Identifies emerging lessons learned

Endnotes

- ¹ "A joint programme is a set of activities with a commonly agreed work plan and budget that is implemented by government and/or other partners with the support of two or more UN agencies. Joint programming is the way in which the UN operates at country level, whereas a joint programme involves two or more UN agencies working together toward a particular well defined outcome, for example in health or education." http://www.undg.org/archive_docs/5829-Joint_Programmes_-_Frequently_Asked_Questions.pdf
- ² UNDP. 2013. "The Added Value of Joint Gender Programmes. Findings and recommendations to the wider community of UN agencies engaging in joint programming." New York. This Guide also builds on a number of other recent analyses, which can be found in the bibliography in Annex 1.
- ³ The Joint Evaluation of Joint Gender Programmes was done to provide information about the added value of JGPs in promoting gender equality and women's empowerment through improved UN system coherence and efficiency by using joint design and implementation processes. It included a desk review of 24 JGPs and five case studies. This Guidance has drawn on completed and draft products of the Joint Evaluation.
- ⁴ During the inception phase of the Guide, there was a review of existing guidance within and outside the UN to find out the need and value added of new guidance on JGPs. Available guidance ranges from single agency guidance related to gender to inter-agency guidance on joint programmes not specifically related to gender. Nevertheless, there is no systematic inter-agency guidance related to JGPs.
- ⁵ CIDA (1995) *Handbook to Gender-Sensitive Indicators*. [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/\\$file/WID-HAND-E.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/$file/WID-HAND-E.pdf)
- ⁶ If you want to join the UNDP Gender Net Teamworks space, visit undp.unteamworks.org and contact the UNDP Gender Team (BDP).
- ⁷ The MDG-F will soon make available most of knowledge products developed by the programmes in a form of an online library (see www.mdgfund.org).
- ⁸ OPT-Morocco: Peer exchange mission of professionals working with the Hayat Center, the first ever shelter for women in the Gaza Strip, to Fez, Morocco, for a workshop conducted with the Batha Center for the Empowerment of Women. Colombia-Brazil: The peer support missions allowed the Brazilian programme to replicate the Colombian communication strategy and to develop a study on institutional tolerance of GBV following the Colombian example. The study served as an input for the Brazilian communication/advocacy strategy on innovative aspects to fight against racial discrimination. Moreover, the Brazilian programme adapted from Colombia the software for monitoring and evaluation of programme results (SIPRO). For more information on KTAs, contact UNDP BDP Gender Team.
- ⁹ <http://www.undg.org/index.cfm?P=222>
- ¹⁰ There should only be one NSC in each country.
- ¹¹ NGOs, civil society and other organizations will be invited to participate in NSC meetings based on the involvement of the organization(s) in projects financed or to be financed by the programme.
- ¹² Additional meetings based on the requirement of the programme may be convened exceptionally. For emergency issues, the NSC may conduct its business electronically. The agenda and supporting documentation will be prepared and disseminated by the UNRC office.
- ¹³ Experts can be invited as observers to PMC meetings when needed.



