

# Mid-term Evaluation Report

Joint Programme on Gender Equality and Women's Empowerment

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## Contents

1. Executive Summary.....	4
2. Background and Programme Description.....	13
3. Purpose of Evaluation.....	21
4. Evaluation Methodology.....	21
5. Evaluation Findings.....	24
6. Sustainability.....	38
7. Conclusions.....	45
8. Recommendations.....	45
9. Lessons.....	47
10. Annexes:.....	49

## Acronyms

ADB	African Development Bank
AIDS	Acquired Immune-Deficiency Syndrome
AusAID	Australia Agency for International Development
AWP	Annual Work Plans
CMT	Core Management Team
CIDA	Canadian International Development Agency
CSOs	Civil Society Organizations
DaO	Delivery as One
DFID	Department for International Development
FEMNET	African Women's Development and Communication Network
FGM	Female Genital Mutilation
FIDA	Federation of Women Lawyers Kenya
GBV	Gender Based Violence
GoK	Government of Kenya
ILO	International Labour Organization
IOM	International Organization for Migration
JP	Joint Programme
JP GEWE	Joint Programme on Gender Equity and Women Empowerment
KESPA	Kenya Private Sector Alliance
M&E	Monitoring and Evaluation
MoGCSD	Ministry Of Gender Children and Social Development
MoH	Ministry Of Health
MoPDN	Ministry of State for Planning, National Development and Vision 2030
MYWO	Maendeleo Ya Wanawake Organization
NCGD	National Commission on Gender and Development (now NGEC)
NGEC	National Gender and Equality Commission
PUNO	Participating UN Organization
RBM	Results Based Management
RC	Resident Coordinator
SIDA	Swedish Development Agency
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNAIDS	United Nations Joint Programme on HIV/Aids
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Education Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN HABITAT	United Nations Human Settlement Organization
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UN ODC	United Nations Office on Drugs and Crime
UNPWG	United Nations Programme Working Group on Gender
UN RC	United Nations Resident Coordinator
UNRC	United Nations Resident Coordinators Office
WEF	Women Enterprise Fund
WHO	World Health Organization

# 1. Executive Summary

## Background

The mid-term evaluation provides an independent assessment of the processes and outputs of the GoK and UN “**Joint Programme on Gender Equality and Women’s Empowerment.**” The joint programme was a watershed in enhancing UN coherence and cohesion in Kenya that brought together 3 line ministries and 14 UN agencies under one program framework. It underscores the strategic priorities of the government of Kenya, the United Nations Development Assistance Framework (UNDAF 2008-2013) and the UN’s commitment to “Delivering as One” (DaO) conceptual framework .

Kenya has an HDI of 143 out of 187; female populations of 51% of a total of 40.5million, 29% face multi-dimensional poverty which is largely feminized due to limited opportunities for women in economic and political arena. The joint programme sought to support government initiatives with 5 outputs areas; gender mainstreaming, gender based violence, gender and governance, economic empowerment through UN Coordination and “Delivering as One.”

## Methodology

The Consultants carried out document review that included the program situational assessment, strategy, project documents, financials, M&E tools and reports, communication and resource mobilization material. The output of the document review was an Inception Report that provided the

evaluation framework inclusive of the approach to the evaluation. Evaluation questions were designed by the Consultants to cover the scope of relevance; effectiveness, efficiency, coherence, sustainability and; management and coordination.

The Consultants used a variety of survey modes; in person surveys with individuals or small groups of staff ranging from 2-3 from the same agency. The method had high response and was good at getting in-depth on topics. Other modes included telephone and Skype that were fast in terms of administration, were moderate in the provision of in-depth information on topics, yet had a high candid response rate and carried higher burden on informants.

Analysis of the programme sought to understand the activities and how the outputs relate to the specific program input. The evaluation assessed the services provided, beneficiaries and the problems that existed in delivery and how they were resolved. Although the program was at mid term, analysis looked for anecdotal evidence of contribution to the overarching goal.

Qualitative tools were employed to analyze data and quantitative data analysis was employed to interpret various sets of data that were numerical in nature. Gross tabulations and percentage proportions were employed to complement qualitative analysis. Conclusions were drawn based on primary and secondary sources with triangulation of evidence with key stakeholders.

## **Findings**

### ***Relevance of objectives***

The programme demonstrated links to national, regional and international strategies, policies and frameworks. The overall program intent was relevant in harmonizing the operations of the UN system in the support to the GoK effort on gender equality and women's empowerment. The resultant programme framework content of the JP GEWE was considered a reflection of the national priorities and needs. The objectives address the concept of DaO initiative introducing an endogenous model of "Delivery as One" of One Leader, One Programme, One Office, and One Budget. The JP also addresses the strategic priorities of the Kenya UNDAF, emphasizing cooperation of UN Agencies on defined national gender needs and priorities. In both respects, the objectives were relevant in addressing the UN initiatives of DaO and UNDAF. The programme is also relevant to the international priorities of Aid Effectiveness and MDGs.

### ***Relevance of approaches***

Good programming practices were observed by the evaluation in the use of country gender analysis, gender mapping and a coherent conceptual framework with clear outcomes and inputs, activities and performance indicators based on RBM programming standards. Good feedback system was noted and ability to learn from previous successes and failures on joint programmes. The programme however made limited use of disaggregated data at all levels of the programme. The limitation in articulating for example tribes, geographic areas and age

most affected by FGMs reduced the joint programme's ability to track changes in the lives of women and girls. Although the programme addresses the needs of women, there is limited mention of adolescent girls who are the target of FGM. The lack of focus takes away attention from specific strategies targeted at this vulnerable group.

### ***Relevance of stakeholders***

Good practices were noted in multiple stakeholder inclusion starting with the UN system and the level of coalescing around the joint programme. The JP was relevant in the inclusion of the traditional development partners of the UN, i.e., government line ministries and CSOs within the governance structure and as recipients building ownership of the programme. Under the DaO initiative, the role of the UN system is to strengthen the national capacities of its traditional partners and part of this calls for dialogue between these two national key actors. The UN is therefore required to play a facilitation role in bridging the relationship between the government and CSOs through meaningful engagement on national gender issues. Other development actors engaged with the programme included, donors and the private sector.

### ***Relevance to emerging issues***

The JP is relevant in addressing the gender priorities in the country evidenced by Outputs 1-4 that mirror the national priorities on gender mainstreaming, GBV, economic empowerment and governance. Prioritization of economic empowerment has given prominence to economic empowerment in support of the WEF, a flagship in the

government initiative within Vision 2030. The 2010 Constitution has further enhanced its significance to the areas of equal representation in the electoral system and equality in employment opportunities. The programme will need to be flexible to respond to risks posed to women. As the country heads towards the 2012 presidential elections, there is need for preparedness to respond to pre and post election gender based violence.

## **Effectiveness**

### *UNCT*

The programme was effective in placing the management structure higher up within the UN system. By reporting to the highest office, the programme was able to influence cooperation of UN agencies. The JP underscores the accountability of the UN Resident Coordinator to UN coordinated efforts and this strategic support was noted in the programme. Opportunities exist to leverage his support in fundraising and in communication with the government in line with the aid effectiveness principles.

The UNCT received frequent reporting on performance enabling monitoring by the HOAs. However, the evaluation noted moderate coherence at this level on strategic issues of accountability for fundraising for the One UN Fund, common understanding on the future of gender program beyond the JP, mandate of the UN-Women within the coordination role in relation to implementation of their own programs, authority on individual agency in relation to delivery of coordinated initiative. Discussion at this management structure will need to be pitched at a higher level to address strategic issues of the joint programme.

While overall cohesion on the significance of the programme is high, effective messaging was hampered by lack of a communication strategy leading to information gaps. A well defined strategy addressing information needs of both internal and external stakeholders is required urgently to close the current information gaps. The JP can leverage expertise with the UN system in designing a comprehensive strategy that addresses information needs of internal and as well as external stakeholders.

### *UNPWG and Output Teams*

The UNPWG has benefitted from a Coordinator who is dedicated to the programme with successful results in the development of a coherent conceptual framework with clear outcomes, activities, inputs and performance indicators; support systems in the organization of meetings, development of harmonized RBM planning and reporting tools, development of M&E system and mechanisms. The UNPWG was effective in integrating lessons from other national and external joint programs. The programme was effective at creating synergies at this level with a well functioning and cohesive team.

The UN capacity for program implementation is dependent upon the UNPWG's ability to coordinate, monitor achievement of results and provide forums for information sharing and collective planning. Roles are clearly delineated based on agency mandates. Effectiveness of the UNPWG can be enhanced through peer performance reviews for the Output Leads and support provided in coordination skills for the Output leads.

Best practices were noted with coordination of 16 Days of Activism, centralization of communication with CSOs through the JP GEWE National Coordinator's Office

resulting in effectiveness in response and support to partners. Good practices were also noted in the inclusion of non-traditional partners in Output 4 in an effort to build national capacity on economic empowerment.

The evaluators noted that the Core Management Team's role has in the first half of the programme been taken on by the UNPWG to ensure enhanced coherence and understanding between UN participating organizations on the Joint Programme. The role of the CMT will need to be clarified and understood as necessary in the second half of the period of the programme. The additional work load this may imply also needs to be considered

Harmonized planning tools for the JP provide best practice for the programme. Yet they pose a challenge for the UNPWG leads due to the use of dual tools in planning and reporting for the same activities at organizational level and at joint programme level. Harmonization of the planning and reporting tools needs to cut across the vertical and horizontal accountabilities where applicable. Alternative solutions need to be identified to take the pressure off the UNPWG team during planning and reporting with support in terms of prioritization of work and placement of interns during the busy planning and reporting periods.

A challenge is posed by the diverse business models and tools within the UN system and how the lack of harmonization at delivery level continues to hamper effective partner implementation (see case study MYWO below). The UN needs to make concerted effort to ensure harmonized systems within the UN are not an end in itself but translate into reduced transaction

cost for its development partners which in essence underscore the joint programme.

The design of the programme was effective in bringing together the diverse gender initiatives under one conceptual framework. Subsequently, the programme will need to progress to the next level, moving beyond the coordinated individual programs to joint delivery of service to partners "joint programme" to reduce duplication of effort and maximize effort. Just as the JP has benefitted from dedicated individuals, UNPWG would benefit from Output Leads who are dedicated to gender at agency level as the JP moves to improved coordination of UN support to government and CSOs.

The role of the UN is regarded as supporting the institutional capacity of its traditional development partners government and CSOs; and empowering local populations to transform social and cultural barriers to gender equality. The JP therefore has the added responsibility of institutional strengthening of the line ministries and women's organizations. The program design lacks that overarching comprehensive support to implementing partners with fragmented activities that are sometimes implemented parallel to partner activities creating an image of an implementer vs. a facilitator of development. With the scope of the pledged resources to this initiative, the programme will benefit from concentrated investments in limited areas, in support of targeted partners to realize impact. Evidently the primary partner MoGCSD faces limited financial, physical and human resources and could benefit from concentrated investment in fewer areas that can enhance the capacity of the line ministry.

The programme has been effective in multi-stakeholder engagement which should be

leveraged to facilitate dialogue between coordinated government and coordinated women's organizations on gender priorities in Kenya. The engagement of women's organizations at national level is compromised by the absence of a cohesive women's umbrella body with credibility to represent all women's interests. The joint programme can play this role to enhance the relevance of women's organizations on national gender issues. The evaluation noted bilateral donor engagement in key discussion forums and inclusiveness of the private sector, especially those companies involved with economic empowerment of women. The Economic Empowerment Output Level team provides good practices in engagement of the private sector in the gender programme. However it is noted the engagement of relevant government institutions involved in economic empowerment, i.e. WEF and Ministry of Labour need to be enhanced at governance level to provide a voice to this important stakeholder on programme management and delivery.

## **Efficiency**

JP serves as a flagship for UN-Women in terms of good operating standards in coordination. UN-Women was efficient as the focal point for communication at multiple levels; UNCT frequent reporting on progress, UNPWG monitoring of workplan, and as focal point for engagement with external stakeholders. The evaluation noted high commitment and ownership of the joint programme within UN-Women. Clarification of its role in coordination and implementation would support the staff who contributes to UN-Women coordination at various levels.

Good practices were noted in the use of RBM in planning and M&E framework. The results matrix is elaborate with

comprehensive outcomes, outputs, inputs and SMART indicators. However it was noted some of indicators were not ambitious in meeting international standards but rather inclined to national standards e.g. achieving 30% female representation in decision making positions. The UN needs to continue pushing the envelope in meeting global standards of gender parity in their programme. The Theory of Change (ToC) analysis revealed the long term outcome / impact of the programme to be realizing gender equality and women's empowerment. Of the three intermediate outcomes two of the ToC outcomes are well provided in the logic frame i.e. harmonized joint programme and strengthened coordination capacity of UN agencies. The third outcome of the ToC, coordinated service delivery to development partners is not included in the logic model therefore missing the progress markers of UN work on the partners.

Of concern is the high budget deficit that the programme continues to face. Responsibilities for fundraising were not well understood. Accountabilities need to be clarified between UNCT and the role of UN-Women. There is a window of opportunity to convert donor interest into funding through understanding of donor expectations of the programme. JP will need to manage bilateral donors' expectation in terms of UN system ability to operate effectively as a cohesive team, post measurable results and meaningful engagement of women's organizations in the JP.

In line with the aid effectiveness principles, the JP should lead to reduction in transaction cost for implementing partners. The UN will need to make concerted effort in this respect as at midterm there is no evidence that the current initiatives will lead to reduction in transaction cost due to the



diverse UN business models. A case study of MYWO reflects the cost to development partners with staff burnout, turnover and inability to attract top talent due to limited administrative support in the individual UN agency budgets to strengthen the institutional capacity of partners.

## **Sustainability**

Good practices in programming calls for ownership of the initiative and this JP has achieved with a conceptual framework that is embedded in the national gender priorities. Indication of commitment by beneficiaries is evident with GoK and CSOs investing their own resources in gender initiatives, evidence of sustainability of activities in the final phase of the programme. Replication of coordinated approach to gender is noted with the inter-governmental linkages of the line ministries working on gender.

Sustainability of results is dependent on continued availability of human, physical and financial resources to the coordination structure. Sustainability can be hampered by individual agency lack of accountability, lack of commitment to coordination mechanisms. Various levels of support were noted based on individual agency vested interest. The future of the gender programme will need to be addressed through a transition strategy that provides direction on human, financial and physical resources after the 5 year term is essential.

The evaluation found the joint programme has the opportunity to document lessons and contribute to the future of joint programmes within the UN system, contribute to the gender discourse with Kenya, and promote coordination and harmonization among local institutions.

## **Conclusions**

An overall assessment of the programme indicates progress on planned activities. Challenges were noted, with recommendations provided below to improve implementation in the third phase of the joint programme.

## **Recommendations**

The following recommendations are made to the UN Agencies in Kenya in light of the findings:

### **Recommendation 1: Accountabilities for Strategic Issues Elevated to UNCT**

- (i) UNCT needs to take ownership of strategic issues of joint programme, manage risk and develop strategies that are binding to all Participating UN Organizations at senior level.
- (ii) Assign business development and resource mobilization function of JP GEWE under the RCO to leverage credibility of his office with donors.
- (iii) Participating UN Organizations to revise their local fundraising strategies to prioritize JP GEWE and reduce competition or conflict of interest for local funds between own agency activities and JP GEWE activities.
- (iv) Develop binding norms for defaulting agencies with specified timelines for contribution to the One UN Fund for Gender. It is important that agencies understand that goodwill exhibited with JP sign off carries responsibility to resource the initiative. Lack of accountability should result in names of defaulting agencies struck off the list of participating agencies.
- (v) Utilize JP GEWE lessons to support the development of gender priorities for the next Medium Term Plan

### **Recommendation 2: Strengthened Role of Governance Structure**

- i) Hold at least 2 meetings a year to enhance effectiveness of the Steering Committee
- ii) Clarify the role of the Steering Committee in resource mobilization vis-à-vis the management function of the UNCT and UN-Women.
- iii) Support high level advocacy on JP-GEWE with government, donors and other stakeholders; and leverage existing media relationships for PR.

### **Recommendation 3: Strengthened Delivery Capacity of the UNPWG**

- i) Develop guidelines, toolkits and other material to support gender analysis, gender mapping and systematic use of disaggregated data by development partners
- ii) Broaden GBV to include (i) adolescent girls as a vulnerable group under GBV, (ii) develop specific strategies to address their unique needs.
- iii) Expand scope of stakeholders on GBV to include men who support gender activities.
- iv) Revise results matrix and include an outcome on delivery of coordinated service to development partners.
- v) Strengthen coordination capacity of output lead agencies
- vi) Develop indicators to track aid effectiveness at partner level
- vii) Output Leads to develop schedule of meetings and abide by it for regular information sharing with their teams
- viii) Rollout harmonized JP GEWE planning and reporting tools to partners to improve efficiency.
- ix) Expedite recruitment of a communications specialist to lead development of harmonized strategy

- x) Identify UN Agencies with skills in communication and seek support in development and roll out of a comprehensive communication strategy.

### **Recommendation 4: Strengthened Coordination Capacity of UN-Women**

- i) Clarify UN-Women position on coordination and implementation for communication to staff and UNCT to guide discussion on financial risk, resource mobilization/allocation and accountabilities.
- ii) Utilize JP GEWE lessons to support discussion on gender priorities in the next UNDAF to enhance the coordination role of UN-Women
- iii) Continuously assess financial risk in local resource mobilization for own agency activities in favor of “One fund for GEWE” and inform UNCT for decision making.

### **Recommendation 5: Strengthened Delivery Capacity of CSOs**

- i) UNPWG to support coordination of women’s organizations into a harmonized national structure to enhance their ability to engage government and deliver as a cohesive structure.
- ii) Capacity of CSOs to deliver services to their constituents to be enhanced through adequate resourcing of gender programs and corresponding administrative expenses. Dialogue is encouraged between UNPWG and CSOs.
- iii) MYWO to pretest harmonized planning, monitoring and reporting tools over a planning and reporting cycle and provide feedback to UNPWG on areas of improvement.
- iv) UNPWG to continue support to strengthen capacity of women organizations to deliver on economic empowerment.

- v) Women's organization to continue advocating for government passing of GBV related bills, with support from the UNPWG

### **Recommendation 6: Strengthened Delivery Capacity of CSOs**

- i. UNPWG to support coordination of women's organizations into a harmonized national structure to enhance their ability to engage government and deliver as a cohesive structure.
- ii. Capacity of CSOs to deliver services to their constituents to be enhanced through adequate resourcing of gender programs and corresponding administrative expenses. Dialogue is encouraged between UNPWG and CSOs.
- iii. MYWO to pretest harmonized planning, monitoring and reporting tools over a planning and reporting cycle and provide feedback to UNPWG on areas of improvement.
- iv. UNPWG to continue support to strengthen capacity of women organizations to deliver on economic empowerment.
- v. Women's organization to continue advocating for government passing of GBV related bills, with support from the UNPWG

### **Recommendation 7: Donor Commitment for the JP GEWE**

- i) Leverage existing donor structures e.g. High Level Donor Group for financial support through meetings with JP GEWE Steering Committee co-chairs.
- ii) Proactively keep donors informed on JP GEWE progress through targeted mail, newsletters and e-mail updates.
- iii) Steering Committee co-chairs to arrange half year high level meetings with donors to discuss strategic partnerships,

concerns and opportunities for funding of the JP GEWE.

- iv) Continue to engage donors in JP GEWE events and consultative meetings to maintain level of interest.

### **Recommendation 8 : Support Government Ownership of Gender**

- i) Ministry of Finance to lead discussion with the UN on government expectation on aid effectiveness related to the JP GEWE and the centralization of aid delivery, reporting and communication in line with the Paris Declaration.
- ii) Ministry of Planning to build capacity in systematic use of disaggregated data for JP GEWE stakeholders.
- iii) Government line ministries to work closely with UNPWG to focus investments on core activities that will have an impact on operations of the line ministries.
- iv) GoK to facilitate discussion with CSOs, a key stakeholder in the national gender machinery with support of UNPWG to address gender parity at national level
- v) GoK should continue to establish gender sensitive policies and coordination mechanisms with support of the UN to turn policies into action
- vi) Government institutions engaged in economic empowerment to be included in the Steering Committee to enable their concerns to be heard at governance level.

## Lessons

- i. A culture of accountability is essential within the UN as it seeks ways of improving its effectiveness at country level. Self initiated DaO initiatives will only succeed where there are checks and balances internally for joint resource mobilization.
- ii. Consultation of donors at the programme design phase allows for alignment of programme to donor priorities creating a pathway to successful resource mobilization.
- iii. Successful coordination and harmonization of UN agencies should be replicated within UN development partners, Government and CSOs to strengthen their service delivery to communities.
- iv. Recruitment of a JP Coordinator and key staff (M&E and Communications) that work closely with appointed individual agency focal persons is essential for realization of outcomes in joint programmes.
- v. Effective coordination requires relevant skills in negotiation, leading meeting and project management at all levels. Output leads to be chosen according to skills in this area.
- vi. Formulation of transition strategies with clear human, financial and physical resources after the end of the programme need to be addressed in the project design stage for clarity to all stakeholders and provide time for planning, execution and integration of activities.
- vii. Planning for joint programmes should look beyond the historic 3-5 years to provide adequate time for realization of the intended outcomes of reducing transaction and overhead cost for the UN system and national development partners.
- viii. Joint programmes require responsive structures and controls to monitor operational, financial, development and reputational risk regularly and elevation to decision making structures.
- ix. Design of joint gender programmes that have limited scope has to take into consideration the implication on activities that are not funded by the programme. Detailed risk assessment should be conducted at individual agency level and collectively in order to inform appropriate strategy development.

## 2. Background and Programme Description

### 2.1.Context of the Programme

The Government of Kenya (GoK) - UN Joint Programme on Gender Equality and Women's Empowerment (JP GEWE) represents an important landmark in enhancing the UN's coherence and cohesiveness in Kenya. It brings together 14 UN agencies under one program framework, underscores the strategic priorities of Kenya United Nations Development Assistance Framework (UNDAF 2008-2013) and the UN's commitment to "Delivering as One" (DaO) conceptual framework. DaO was borne out of the need for the UN coherence, effectiveness and relevance to national priorities of developing countries. The framework called for establishment of UNCTs with the four ones; *One Leader, One Programme, One Budgetary Framework*, and, where appropriate, *One Office*—in order to bring about real progress towards the MDGs and other Internationally Agreed Development Goals<sup>1</sup>. In Kenya this gave way to an endogenous UN joint program in pursuit of coherence, effectiveness and relevance to the national priorities of Kenya. The legal reform that has been taking place in Kenya provided a framework for the programme to address gender inequality and violence against women.

The reform consisted of the following provisions:

- I. **Vision 2030 and its Medium Term Plan (2008-2012)**, government commitment to mainstreaming gender into all its policies, plans and budgets; 30% women representation at all levels of public service.
- II. **National Policy on Gender and Development and Action Plan (2008-2012)**, promoted equal access to economic, legal and social opportunities.
- III. **MoGCSD Strategic Plan (2008-2012)** provided for legislative and policy framework for gender equality, access, protection and participation of women.
- IV. **NCGD Strategic Plan (2008-2012)**, gender equality in economic empowerment, political appointments, social services, natural resources and protection from GVB.
- V. **National Framework towards Response and Protection from GBV**, enhanced community involvement, support systems services, legislative and policy reform and institutional strengthening.

This was against the backdrop of a gender inequality index of 0.627 stemming from traditional and cultural practices that deny equality of women. The cultural practices feed into the legal and regulatory framework that institutionalizes gender disparities further compounding inequalities for women in economic, social and political arenas.

### Socio-Political and Institutional Factors

Kenya's commitment to gender is evident in its legislative framework that highlights gender equality and the advancement of women in socio-economic development. A number of government institutions are mandated with achievement of the national goals on gender equality. The national institution with

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<sup>1</sup> 1872\_UNEG Report LR(2)

the mandate for gender legal and institutional framework is the **Ministry of Gender Children and Social Development (MoGCSD)**. Established in 2008, it merged children services, gender and social development under one ministry with the mandate to address child rights, women's rights, community and social development. All priorities are highly underserved due to limited budget and understaffing. The programme focused on women's rights, working with the **Gender and Social Development** department which has the following mandate, Policies on Gender and Social Development, Gender Mainstreaming into National Development and Women's Enterprise Development Fund

Although the situational analysis reveals high incidences of child rights violations, mostly FGM, there seems to be no involvement of the children services in the gender programme. Budget allocation to MoGCSD remained low for the scope of services that need to be addressed.

In a country with an HDI of 143 out of 187, a female population of 51% of a total of 40.5 million, 29% face multi-dimensional poverty which is largely feminized due to limited opportunities for women in economic and political arenas.

## Human Rights and Gender Equality Factors

The Kenyan government is signatory to the international instruments that guide women's rights, CEDAW, CRC and the regional African Charter on Human and People's Rights. The government of Kenya has been committed to CEDAW reporting and shadow reporting by civil society demanded accountability to address legal and policy implementation in gender equality factors and violence against women. The reports acknowledged the gaps that still existed in the constitutional and legal framework for women. The statistics confirmed underrepresentation of women in governance and decision making positions with women occupying 16% of the top tier government positions while the majority, 74%, occupied the low ranking government jobs. Statistics in the private sector reflected similar inequalities. These inequalities were addressed through affirmative action. Kenya's National Policy on Gender and Development recommended the promotion of equality between men and women in the public sector; President Kibaki's Executive Decree of October 2006 stipulated that all appointments to public positions should comprise 30% women. The Political Parties Act (2007) provided legal framework for the equal participation of both men and women in the formation and management of political parties and gave equal voting rights at all levels within political parties. The 2010 Constitution sought to address these gaps and has provided a stronger legal platform for the JP GEWE to address under representation of women in politics and public institutions through affirmative measures. Nonetheless, gender inequality in Kenya persists, with women and girls facing the burden of unequal treatment in society. The foundation for systemic gender inequality is found in the restrictive cultural setting whose practices were translated into polarizing legislation, coupled with poorly resourced institutions with limited funds and human resources to redress the gender gaps.

The national framework is guided by the Millennium Development Goals on elimination of gender disparity and UN Resolution 1325 that affirms the importance of women's equal and full participation as active agents in peace building and security.

## 2.2. Programme Description

### ***Program purpose and goals***

The UN established the Joint Programme on Gender Equality and Economic Empowerment in support of the government's efforts. The various legal and policy reforms of the GoK provided an opportunity for the UN agencies to collaborate with individual ministries in the realization of gender equality and economic empowerment in 5 outcome areas:

- i. Outcome 1: Gender mainstreaming
- ii. Outcome 2: Gender based violence
- iii. Outcome 3: Gender and governance
- iv. Outcome 4: Economic empowerment
- v. Outcome 5: UN Coordination and “Delivering as One”

The intended recipients of the programme were the Government of Kenya (GoK), the traditional development partner of the UN, and women’s organizations that provided direct services to women and girls facing inequalities and violence in their everyday lives.

The design consisted of a three phased programme delivered over 5 years:

**Phase 1 Inception/Design and Coordination Phase;** covered the period 2009, included setting up structures, mapping of UN initiatives and capacities, consensus on coordination and management arrangements; and a collaborative inception plan.

**Phase 2 Moving towards Joint UN Support;** covered the period 2010-2011 that fostered UN collaboration and coherence with development and implementation of the planning tools, annual workplans for 2010 and 2011, monitoring and evaluation framework.

**Phase 3 UN Joint Support;** covered the last two years of the programme, 2012 and 2013, the joint planning, execution, monitoring and evaluation.

### ***Programme management structure***

The management structure fell in line with the recommended Delivering as One approach;

*One Leader* in the form of the **Resident Coordinator** with overall accountability of the JP GEWE.

*One Programme* managed by the **UNCT** with the advice of the UN-Women ensured harmonization and accountabilities of the priorities.

*One office* provided by the **UN-Women** as the coordinating agency and chair of **UNPWG** with the responsibility to coordinate resource mobilization, delivery and lessons for the JP. The JP Coordinator worked closely with Output Leads assigned to 4 different organizations, well placed due to their mandates, to provide leadership in the areas of gender i.e. UN-Women – Gender Mainstreaming, UNDP - Gender and Governance, UNFPA - Gender Based Violence and ILO Economic Empowerment.

An **Administrative Agent** i.e. UNDP manages the one fund for GEWE

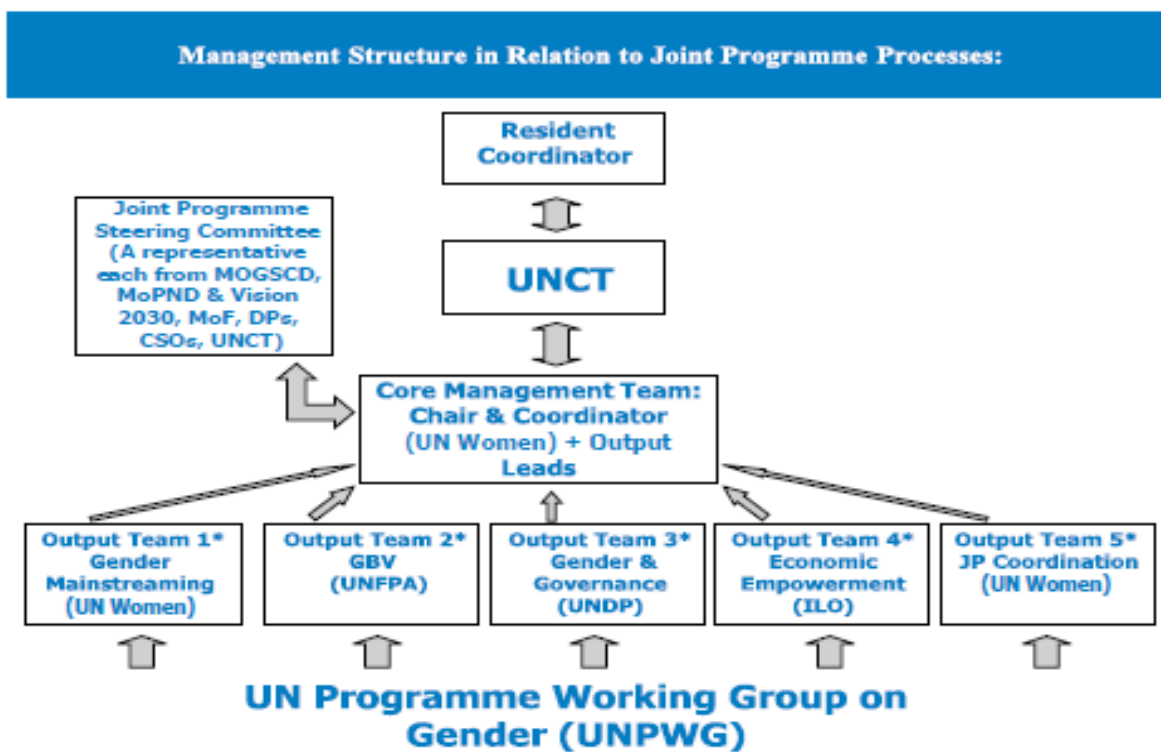
To facilitate national ownership and leadership, the governance structure i.e. the **Steering Committee** responsible for policy, strategy and delivery is co-chaired by government through the PS of MoGSCD and the UN through the RC. It is composed of government ministries of MoGSCD, MOPND and Vision 2030, MOF, DPs; 2 CSOs i.e. Maendeleo ya Wanawake (MYWO), FEMNET, KEPSA and UNCT.

### ***Stakeholders, their roles and contributions***

Other stakeholders included;

- i. **Government ministries and government institutions;** Ministry of Trade, Ministry of Labour MoHEST, MOE, MoH, MOJNCCA (NALEAP); NCGD; SoA Taskforce, FIDA, KEWOPA, MOH, MoPH&S; Ministry of State for Immigration and Registration of Persons, local government administration; MYWO, CDN, Regional Centre for Security, Stability and Peace in Africa (RECESSPA); National Steering Committee on Peace-building and Conflict Management (NSC) , Ministry of Provincial Administration and Internal Security, Office of the President are engaged in consultative meetings and as implementers of UN funded programmes
- ii. **CSO's;** KEWOPA ; FIDA; LRC; Women Entrepreneurs Associations. (WEAS); KIE KIRDI, FKE, FEWA SACCO, OWIT KAWBO, WAADI are implementing partners of the UN agencies and are involved in consultative meetings and workshops.
- iii. **Private sector institutions;** WEF, Equity Bank
- iv. **Bilateral Agencies;** SIDA, Danish Embassy, GTZ, Royal Netherlands Embassy, World Bank, Embassy of Finland and Norwegian Embassy are targeted for funding of the programme and engaged in consultative meetings and dialogue
- v. **UN Agencies;** ILO, IOM, UNOCHA, UNAIDS, UNEP, UNFPA, UN-HABITAT, WHO, UNESCO, UNICEF, UNODC, UNDP, UNIDO, UNIFEM are engaged in programme planning, implementation and delivery and policy and implementation levels

UN Women is the UN Coordinating Agency for the Joint Programme and has led the joint programmes development and coordination since 2009. The management structure of the Joint Programme is depicted as follows.



\*Stakeholder participation includes GoK (all relevant Ministries), DP's, CSO's and all UN participating agencies. The Core Management Team is accountable for ensuring broad participation at this level.



The UN Programme Working Group on Gender (UNPWG) consists of officially appointed technical staff from Participating UN Organizations (PUNO's). The UNPWG is chaired by UN Women. This team is charged with the overall development and coordination of the Joint Programme and provides feedback and advice to the UNCT and Heads of Agencies on programme implementation. Representatives of this team also sit on relevant national (coordination) platforms and provide technical advice to national partners on GEWE. The UNPWG is further divided into Output Teams, each lead by a Participating UN Organization based on, inter alia, its mandate, comparative advantage and scope of work in the country. The Output Teams are responsible for the development, implementation, monitoring and evaluation of the Joint Programme within a specific output area. The Core Management Team (CMT) provides overall direction to the Joint Programme and advises UNCT accordingly. The Core Management Team is chaired by UN Women.

To facilitate national ownership and leadership, the governance structure i.e. the Steering Committee responsible for policy, strategy and delivery is co-chaired by government through the PS of MoGCSD and the UN Resident Coordinator. It is composed of government ministries of MoGCSD, MOPND and Vision 2030, MOF, DPs; 2 CSOs i.e. Maendeleo ya Wanawake (MYWO), FEMNET, KEPSA and UNCT.

The United Nations Country Team (UNCT), consists of all Head of Participating Organizations in Kenya. The UNCT is Chaired by the UN Resident and Humanitarian Coordinator, who is ultimately responsible for the implementation of the Joint Programme.

UN Women has set up a Joint Programme Coordination Unit within its offices. The Unit is lead by a Joint Programme Coordinator and has an M&E and Compliance Analyst in place. A gap was ascertained in filling the Communications Analyst position, which has been supported part time by the Resident Coordinators Office as a stop gap measure. The Joint Programme Coordinator reports directly the Head of UN Women and is also responsible to Heads of Participating UN Organizations. The Joint Programme Coordinator chairs and coordinates the UNPWG and the CMT. The JP Unit is a UN unit for GEWE, though based within UN Women as per the latter's mandate.

## Budget

The current funding arrangements for the JP GEWE are as follows:

- i. Parallel funding: The budget components of each participating UN organization are consolidated into the Joint Programme budget. Each UN organization accounts for the income received to fund its programme components in accordance with its financial regulations and rules. Expenditures are then reported to the Coordinating Agency through the Output Team leader, as per the monitoring tools applied under the programme.
- ii. Pass-through funding: for the additional donor funding supporting the Joint Programme locally.

The JP has a total budget of USD\$56.5 million. The UN Agencies through parallel funding, i.e., “core and noncore” were to raise an estimated budget of \$28.5 million over the 5 year period. The balance of \$28.1 million was to be raised through “pass through funding,” i.e., additional resources, raised through local, regional and global fundraising

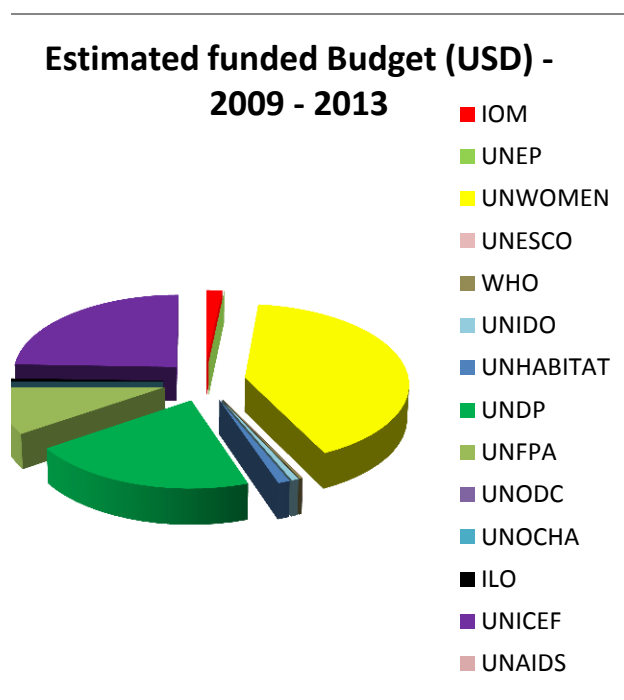


Figure 1: Estimated Funded Budget

As of December 2011, the JP had raised the following budget:

Table 1: 2009-2011 Budget

Year	Budget	Parallel Funding	Additional funding
2009	1,906,809	1,364,987	
2010	4,479,920	3,325,729	
2011	14,366,355	9,246,688	2.3million

The first 3 years of the JP were funded by UN Agencies. A contract was signed with Norwegian Embassy in December 2011 to fund \$2.3million over the next 3 years.

## The Programme's Theory of Change

The Theory of Change (ToC)<sup>2</sup> model was used for this mid-term evaluation to understand the causal links between the measurable outcomes and the process to achieve them. Given the complexity of the programme aligned to national gender policies and frameworks, UN DaO and UNDAF principles, the evaluation needed to “unpack<sup>3</sup>” the intervention.

The long term outcome/impact of the JP was understood to be “**The Realization of Gender Equality and Empowerment of Women**” in line with UNDAF Outcome 1.1.3. The ToC outlines how the impact will be achieved based on an analysis of the logic frame.

### Outcome 1: Harmonized comprehensive gender equality programme

Three (3) output areas were identified under Outcome 1; one conceptual framework based on DaO and UNDAF; a harmonized process in the design of the programme based on baseline studies; gender mapping and sign off by UN and government to the programme. Inputs at this level included partnerships, resources and meetings at the high level of UNCT and government levels and UN-Women. The JP GEWE was designed to leverage UN member initiatives through a comprehensive joint programme that provides inter-agency links between UN gender programs, Output 1 under the ToC. The JP is based on the assumption that the individual UN agencies would collaborate and share experiences of their individual gender programs, adhering to the cooperation principles of DaO.

### Outcome 2: Strengthened Capacity for UN Coordination

The programme's logic frame identifies 4 priority areas that are linked to UNDAF, i.e. gender mainstreaming, gender based violence, gender and governance, and economic empowerment. For phases 1 and 2 under review, the priority areas were coordinated by the JP with outputs of systems, structures, operating procedures, meetings, shared information, joint planning and monitoring tools. Inputs by the JP included funding, technical support and partnerships. Each agency managed its gender program planning, implementation and resourcing in line with the agency capacity and mandate. The joint programme phases 1 and 2 leveraged UN Agency's capacity and resources and increased linkages among UN gender programs in Kenya. Analysis of the logic frame indicates the role of coordination of the joint programme intensifies inputs by individual agencies; however, individual agency results cannot be attributed to the joint programme.

Outcome 2 of the ToC is based on the assumption that the UN lacked a structure to coordinate the joint gender JP given past failures with joint programmes in Kenya, notably youth and food security. The appointment of UN-Women was based on their comparative advantage and furthered by the organizations commitment to its new mandate to lead, coordinate and promote accountability of the

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<sup>2</sup> Theory of Change is defined as a systematic cumulative study of links between activities, outcomes and context of the programme

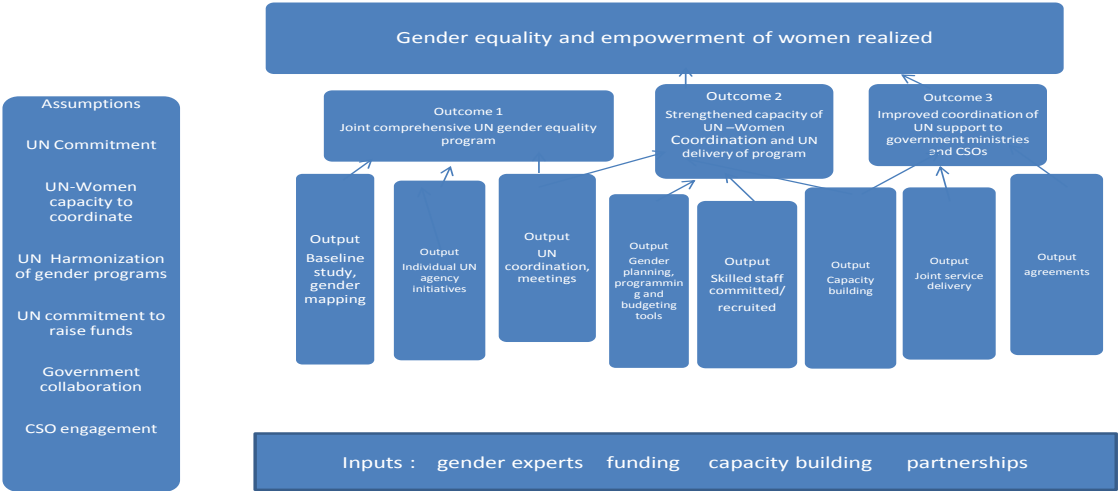
<sup>3</sup> What long term outcomes does the programme seek to accomplish, what interim outcomes and contextual conditions are necessary to produce long term outcomes, what activities were initiated, what contextual support was necessary to achieve the outputs, what resources were required to maintain the support necessary for activities to be effective?

UN system on gender. In addition it was assumed both UN-Women and the participating UN agencies were committed to enhance the capacity for gender delivery. Outputs were therefore a management structure, with skilled gender staff recruited for coordination and committed by core management agencies; ILO, UNDP, UNFPA and UN-Women, joint communication and fundraising. Commitment by all UN agencies was necessary for regular meetings, tools development for joint planning, implementation and budgeting.

**Outcome 3: Improved Coordination of UN Support to Development Partners**

Outcome 3 of the ToC was based on baseline findings that UN service delivery to the GoK and CSOs was fragmented and required harmonization. Outputs include harmonized service delivery, harmonized planning and reporting tools and reporting schedules. Inputs based on analysis include partnerships, agreements, and meetings. Assumptions were government commitment to collaborate, CSO engagement and UN commitment to fund gender programmes. Analysis showed the Outcome 3 was identified in the initial programme document but was excluded from the logic frame. It is however inferred as the intended outcome of UN coordination and the programme activities are targeted to lead to reduction in duplication and improve effectiveness of aid. The joint programme will need to plan for this output to increase focus and tracking of progress markers.

A summary of the Theory of Change is shown below:



**Figure 2: JP GEWE Theory of Change**

The ToC therefore clarifies the outcome of the programme and the processes attributable to the programme.

### 3. Purpose of Evaluation

The mid-term evaluation provides an independent assessment of the processes and outputs of the “**Joint Programme on Gender Equality and Women’s Empowerment**”; a formative / learning outlook based on evidence collected and how the processes and outputs contribute to the overarching goal. The evaluation provides lessons, good practices, and challenges faced in implementation. Recommendations were provided to improve implementation arrangements and service delivery over the next two years.

#### Evaluation objectives and scope

The objectives were to review the design, implementation strategy, monitoring tools, institutional arrangements and progress made under the five Outputs. The evaluation also assessed to what extent the programme is progressing towards its overarching goal. At the preliminary stage of the evaluation, the Team Leader and the National Consultant held a conference call to clarify the terms of reference and develop a workplan for the first phase. Mapping of available documents was undertaken with the JP GEWE National Coordinator and documents made available early in the process.

Following the guidelines set by UN-Women, the Consultants conducted a desk review of the documents provided by UN-Women covering the program situational assessment, strategy, project documents, financials, M&E tools and reports, communication and resource mobilization material. Based on initial reviews, further request was made for minutes of the management structure and samples were provided. The main output of the document review was the Inception Report which provided the evaluation framework inclusive of the approach to the evaluation. Evaluation questions were designed by the Consultants to cover the scope of relevance; effectiveness, efficiency, coherence, sustainability and; management and coordination.

Clarification of the terms of reference was undertaken at the Inception meeting in Nairobi through meetings with the JP GEWE Coordinator, the Evaluation Manager and the Regional Evaluation Specialist where stakeholder mapping and the draft interview schedule were discussed. A second meeting was held with the Reference Group, the UNPWG leading to revision of the Inception Report in line with the terms of reference.

### 4. Evaluation Methodology

#### 4.1. Data sources, collection methods and analysis

The inception meeting in Nairobi clarified the identified stakeholders with confirmation and adjustments made to the interview schedule. The stakeholders included UNPWG members, UN-Women, UNCT, UN Agencies, Senior Officials in the Ministries of Gender, Finance and Planning, CSOs and donors. Below is a summary of the list of stakeholders.

Table 2: Summary of Stakeholders

Type of stakeholder involved in the evaluation	*Number of sampled units interviewed
UNCT	5
JP GEWE Steering Committee	5
UNPWG	5

UN-Women	5
UN Agencies	12
Ministry of Gender	4
Ministry of Finance	3
Ministry of Planning	2
Gender and Equality Commission	1
Women Enterprise Fund	1
CSOs	2
Donors	6

Notes:

\*sampled units were at two levels:

1. Individual respondents giving personal perspective of JP in their programme areas
2. Institutional perspective of JP by individual respondents acting on behalf of institutions

The Consultants used a variety of survey modes; in-person surveys with individuals or small groups of staff ranging from 2-3 from the same agency. The Consultants travelled to meet with respondents. The method had good response and proved helpful for discussing topics at depth. Respondents were candid and the mode had low burden on respondents. Other discussion modes included telephone and Skype that were efficient in terms of administration and moderate in providing in-depth information, yet had a high candid response rate and placed higher burden on informants. The telephone and Skype surveys worked best with individuals who were actively engaged with the JP.

Analysis of the programme sought to understand the activities and the relation of the outputs to the specific program input. The evaluation assessed the services provided, beneficiaries and the problems that existed in delivery and how they were resolved. Although the program was at mid-term, analysis looked for anecdotal evidence of contribution to the overall goal.

Analysis of the UN's contribution to gender equality and women's empowerment in Kenya required understanding of the UN management structure, mandates and accountabilities, degree of coherence at various levels within the UN, challenges and how they have been addressed. Analysis was also made of the different social-actors involved, determining the exogenous approaches that have influenced the programme, e.g. the national gender discourse and the endogenous approaches within the UN inclusive of DAO and UNDAF that may have contributed to certain results. The following approaches were used in the analysis; (i) understanding the value of the harmonized UN approach. Methods included document review, literature search, review of the quality of implementation tools, conceptual frameworks and institutional arrangements that were unavailable before, (ii) applying the before and after scenario position with checks through interviews and documented evidence whether anecdotal results were evident, and (iii) identification of gaps needing improvement.

Qualitative tools were employed to analyze data largely due to the nature of the programme, which is highly qualitative. Aspects of quantitative data analysis were employed to interpret various sets of data that were numerical in nature. Gross tabulations and percentage proportions were employed to complement qualitative analysis.

The evaluation draws conclusions based on triangulation of evidence from different methods and sources both primary and secondary. Data was collected through five (5) methods:

- i. Analysis of the intervention logic using the Theory of Change to determine the outcomes of the programme and the inputs and activities that will lead to the outcomes.

- ii. Semi-structured interviews with key informants who provided different perspectives on the progress of the initiative.
- iii. Check-in and verification interviews with key program staff to understand the operational dynamics and interaction with the project
- iv. Expert panel review by the reference group on methodology, stakeholder mapping and substance topics of the evaluation
- v. Case study to provide a comprehensive examination of the challenges faced by UN partners and opportunities for addressing aid effectiveness.

## Sampling

The evaluation used purposive sampling based on an understanding of the categories of participants in the program. Representatives were selected from ten categories in the population pool. Overall the following criterion was used in sampling:

- i. Coverage of the lead agencies as per the JP GEWE outcomes
- ii. Inclusion of participant and non-participant UN Agencies to the programme
- iii. Coverage of the participant government ministries and institutions
- iv. Inclusion of women's organizations represented at the Steering Committee
- v. An initial two donors was extended to five to cover a wider sample of donors located in Kenya

## 4.2.Key limitations and mitigation strategies

Overall the evaluation faced two key limitations:

- i. **Stakeholder mapping**, this was conducted at the inception meeting in Nairobi. Attempts by the Consultants to identify stakeholders and schedule meetings in advance were not successful due to travel by the Evaluation Manager. This resulted in back-to-back meetings to accommodate the limited availability schedule for the Team leader who was only in the country for a week. By the end of the data collection period, interviews had been spread over 3 weeks and conducted via telephone, Skype by the Team Leader and in-person by the National Consultant. Advance knowledge of stakeholders would have led to a flexible interview period over two weeks, allowing both Consultants to interview all HOAs, government heads and donors.
- ii. **Timing of the evaluation**; the evaluation was conducted at the end of the year, compromising availability of key informants due to the holiday season. Provision had been made for interviews to be conducted over a two-month period to accommodate availability of key informants. This was successfully done with a higher burden on some respondents to accommodate time differentials due to location of the Team Leader.
- iii. **Formative evaluation**; given the context of the programme, the interviews become formative surveys with an opportunity for key informants to provide input on the changes they expect rather than analysis of what has been achieved.
- iv. **Programme beneficiaries**; Focus group discussions with women in communities were not undertaken due to two reasons; the purpose of the evaluation was to assessing processes engaged by the institutions involved and secondly due to time limitations.

## 5. Evaluation Findings

This section reviews the results achieved by the programme and assesses them in terms of the evaluation criteria of relevance, effectiveness, efficiency and sustainability with coherence, management and coordination included as cross cutting themes at appropriate levels. Analysis of relevance is based on the 4 output areas identified in the evaluation matrix, of objectives, approaches, stakeholders and emergent gender issues refer to Annex 4. Effectiveness is informed by the Theory of Change with analysis made of (i) the comprehensive joint programme on gender (ii) strengthened capacity for coordination and (iii) improved coordination with government and CSOs. Analysis of efficiency is based on two categories: managerial and program efficiencies and assessment of the UN system and UN-Women in its capacity as Coordinator in program design, planning, implementation, monitoring and evaluation. The section on sustainability analyzes the design for sustainability and the involvement of stakeholders in the programme.

### 5.1.Relevance

#### Relevance of objectives

The objective of the intervention was to harmonize the operations of the UN Agencies in their support of the government effort to mainstream gender in policy and practices. The objective sought to address shortcomings identified within the UN system of fragmentation in service delivery, duplication and lack of accountability. The key legislation that provided a framework for gender equality and women's empowerment were the **National Policy on Gender and Development and Action Plan (2008-2012)**, **MoGCSD Strategic Plan (2008-2012)** that informed the priorities of the JP GEWE. In addition the objectives of the programme were informed by gender provisions promulgated in the relevant national legislation inclusive of **Vision 2030 and its Medium Term Plan (2008-2012)**, **NCGD Strategic Plan (2008-2012)** and the **National Framework towards Response and Protection from GBV (2009)** and **Agenda item 4** of the **NARA**.

With the passing of various gender-friendly pieces of legislation, there was need for coherent and **consolidated effort by the UN Agencies to strengthen the capacity of government institutions in the implementation** of the legislated gender policies and strategies. The objectives were relevant in this respect. The objectives of the programme were also well aligned to the **UN Delivering as One (DAO) principles, UNDAF (2009-2013), specifically Outcome 1.1.3, MDGs, and Paris Declaration on Aid Effectiveness**, consequently relevant to international provisions on gender equality and aid delivery.

#### Relevance of approaches

The programme approach reflected the Delivery as One principle bringing together 14 out of 17 UNAgencies, "a coalition of the willing"<sup>4</sup>, who saw benefit in a harmonized UN effort. Coordination was delegated to UN-Women with the mandate for gender, with senior staff seconded to the programme from agencies with the capacity and resources in specific gender focal areas, UNDP, UNFPA, ILO and UN-Women.

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<sup>4</sup> Aeneas Chuma describing the agencies that have signed off the JP-GEWE



The multi-stakeholder approach was extended to partners bringing in key government institutions and CSOs at two levels; the governance structure, i.e., the Steering Committee and the output delivery level. Evidence of replication was noted with the MoGCSD who have adopted a similar approach fostering inter-governmental links in gender related implementation.

Good practices in the Delivering as One approach include:

- i. Country owned and signed off by government
- ii. Building on UN country national analysis
- iii. Strategic, focused and result based with clear outcomes and principles while flexible to respond to changes
- iv. Drawing on all UN services and expertise

The programme was signed off by GoK and has successfully facilitated government ownership of the programme with participation of 3 line ministries in the programme. An extensive review of national and UN baseline studies and reports during the inception phase led to priorities that were closely aligned with national gender priorities of gender mainstreaming, GBV, governance and economic empowerment. It is however noted that key areas such as reproductive rights and education of women, both identified as gender gaps, were missing. The programme received endorsement from stakeholders through validation meetings as strategic, focused and results based with well defined output areas, indicators and accountabilities. The programme will however need to create windows of opportunity for participation of the remaining UN Agencies that have not signed off the programme in line with the DaO principles of drawing on all UN agencies.

The evaluation noted good programming standards implemented by the programme, including gender mapping, an exercise that analyzed UN agency capacity and resourcing leading to accurately matching agency competence with output areas. Stakeholder engagement was relevant in the design stage with consultative and validation meetings held with stakeholders. National situational assessments were utilized in the design stage, allowing the programme to address identified national needs. There is however limited use of disaggregated data at all levels of the programme, i.e., design and implementation limiting the ability to track progress on changes made in the lives of women and men. The situational analysis points to the threat of FGM. Prevalence among some tribes e.g. Abagusii, Kuria, Maasai and Somalis are rated at 90 percent followed by Taita and Taveta at 62 percent, a risk facing adolescent between the ages of 13-19.<sup>5</sup> The JP's thrust is women, making no mention of the girl child, an approach that eliminates opportunities to address violations pertaining to the adolescent girls in Kenya.

The approach used in the design of the programme for the first two phases was relevant as it allowed achievement of results through coordinated individual agency programs. However to realize its intended ultimate outcome, the programme will need to transition from joint planning to

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<sup>5</sup> Published by Supraregional project Deutsche Gesellschaft für Ending Female Genital Mutilation Technische Zusammenarbeit (GTZ) GmbH. Supraregional project, Ending Female Genital Mutilatio 2007

the next phase of joint delivery to eliminate duplication and maximize resources in the true spirit of aid effectiveness and DaO.

### **Relevance of stakeholders**

The programme targeted the UN Agencies in Kenya, obtaining consent from 14 of 17 agencies. The *One leader* principle was realized through the role of the RC who has oversight of the programme. *One Office* was provided by the UN-Women as the Coordinating Agency. Expertise was drawn from UN agencies with capacity for gender programming.

Engagement of the government as the primary partner is at 2 levels; at governance level in performance of policy oversight of the programme, and at delivery level as the recipient of institutional strengthening services. MoGCSD as the principle partner has ownership as Chair of the Steering Committee, and is consulted in planning, delivery and evaluation. The Ministry of Finance as the focal point for aid effectiveness is a crucial in the *delivery as one* and ability to track effectiveness of aid delivery to the government. At mid-point their expectations are yet to be realized especially the centralization of UN reporting, disbursement and communication. The MoPND and Vision 2030 are key allies in data collection and use. There is little evidence to show data is collected and utilized by the JP GEWE to inform gender analysis and decision making. The next two years will therefore need to leverage these relationships to effect programme outcomes.

Other government institutions engaged in the programme were at delivery level with relationships established with relevant ministries and government institutions inclusive of the Ministry of Labour, Education, Ministry of Health, Ministry of Trade, Ministry of Labour, MoHEST, MoPH&S; Ministry of State for immigration and registration of persons, local government administration; Ministry of Provincial Administration and Internal Security, and The Office of the President.

CSOs are engaged in the governance body Steering Committee and at delivery levels as the recipients of UN funding. This key stakeholder is however fragmented and not recognized as part of the national gender machinery in comparison to countries like South Africa and Sierra Leone where a viable women's organization is regarded as key to gender equality. In the absence of a cohesive women's coalition to speak with one voice on national gender issues, it is difficult to ascertain to what extent the 2 CSOs at the Steering Committee represent the views of women in the country.

Inclusion of bilateral donors and the private sector were noted in consultative meetings and key events of the joint programme.

### **Relevance of programme to emerging issues**

The evaluation noted the most compelling evidence of UN intent to support GoK is the alignment of JP GEWE outcomes to national policies, strategies and frameworks on gender equality and women's empowerment in Kenya. Vision 2030 identified 4 priority areas, namely opportunity, empowerment, capabilities and vulnerabilities. It recognized the vulnerability of women at household, community and national levels and also the under-representation in political life. The Medium Term Plan highlighted gender equality and improvement of the socio-economic well being of women as key result area, a priority reflected under the JP GEWE Output 4.

The evaluation noted the Women Enterprise Fund (WEF), a watershed in the Vision 2030, provides funds for accessible and affordable credit to support women start ups and expand business for wealth and employment creation. JP GEWE is well aligned with the fund priorities through the provision of training women in entrepreneurship, access to market information and support of micro and small enterprise production, access to finance and stronger engagement with the Ministry of Trade, Industrialization and Labour.

The 2010 Constitution sought to close the legal gender gaps through Article 27 clause (8) that states, “*the State shall take legislative and other measures to implement the principle that not more than two-thirds of the members of elective or appointive bodies shall be of the same gender.* This has made provision for representation of women in decision making and at governance levels. Through the Gender and Governance Output, the programme addresses representation of women within the electoral system and through Gender Mainstreaming; Output 1 addresses equal opportunity in appointment, training and advancement.

Article 43 of the Constitution provides for the right of both women and men to access basic services, e.g., housing, health and adequate food etc. The JP GEWE requires a comprehensive overview of women’s needs and flexibility to respond to the holistic needs of women.

The evaluation noted the rise in political tension in some trouble spots with the build up to the 2012 elections as reported by various national and international media organization, state agencies and intelligence networks, especially in view of the International Criminal Court (ICC) ruling on cases of the past political election violence that took place in 2007-2008. Some of the areas coincide with the JP programme areas. The JP would need to utilize lessons from the 2006 political violence in their preparation for the 2012 election in order to remain relevant to emerging issues. Overall, the relevance and strategic nature of the JP GEWE is highly rated by respondents at 90.5%; refer to Annex 6.1 Relevance Analysis.

## 5.2. Effectiveness

### Achievement of outputs

#### 1. Structure

The initiative successfully created one programme in line with DaO initiative. 14 agencies signed the contract to collaborate on JP GEWE. The management structure was in line with the recommended DaO approach; *One Leader* in the form of the **Resident Coordinator** with overall accountability of the JP GEWE. *One Programme* managed by the **UNCT** under the advice of the UN-Women ensured harmonization and accountabilities of the priorities. *One office* provided by the **UN-Women** as the coordinating agency and chair of **the UNPWG** with the responsibility to coordinate resource mobilization, delivery and lessons for the JP. The JP GEWE Coordinator worked closely with Output Leads assigned by 4 different organizations that are well placed due to their mandates to provide leadership in the areas of gender i.e. UN-Women – Gender Mainstreaming, UNDP - Gender and Governance, UNFPA - Gender Based Violence and ILO Economic Empowerment. **One Budget:** An Administrative Agent, i.e., UNDP Multi Partner Trust fund Office, administers the one budget. To facilitate national ownership and leadership, the governance structure, i.e., the **Steering Committee, is** responsible for policy, strategy and delivery

are co-chaired by government through the Permanent Secretary of MoGCSD and the UN through the RC. It is composed of government ministries of MoGCSD, MoPDN and Vision 2030, MoF, DPs; 2 CSOs i.e. Maendeleo ya Wanawake (MYWO) and FEMNET, KEPSA, and UNCT.

The RC was strategically involved in the programme and represented the JP in key networking forums. UNCT was regularly appraised by the UN-Women on progress. The UN-Women Country Programme Manager was effective in advocating for support at UNCT level. The programme successfully appointed output leads after a systematic exploration of services, capacity and resources on gender within the UN system through a mapping exercise that provided a fit between the capacity of UN agencies and the outcome areas of the JP GEWE. Anecdotal evidence points to a well coordinated UNPWG that is well informed, harmonized, meets regularly to plan reflect and map the next steps. The governance structure is chaired by government and co-chaired by UN, allowing for national ownership and engagement. The Steering Committee facilitates participation of government and CSOs, has only met once on annual basis, short of the planned 2 annual meetings. This raises questions on effectiveness of the Steering Committee in guiding policy and decision making.

Of the 17 UN agencies operating in Kenya, 14 have signed the programme document; therefore, the goal for **all** UN agencies operating under one JP has yet to be realized. In line with DaO, participation is not limited to the UN agencies in country but may also include all 26 agencies, including those operating externally from Kenya. The programme enjoys active participation and commitment from the output leads, UN-Women, ILO, UNDP and UNFPA with varied levels of engagement among the participant agencies depending on resources and perceived benefit.

## **2. Coherence**

Progress on the JP to date is attributed to the appointment of a Joint Programme Coordinator dedicated to the programme and the representation by the UN-Women at the UNCT level facilitating effective communication on the TOR of the programme and regular update on progress and ability to negotiate with HOA for time for the Output Leads. The evaluation noted high level of coherence with the technocrats at the UNPWG, attributed to joint meetings, consultations and planning, as indicated in annex 6.2 Coherence Analysis Technocrats Perception. There is a high level of trust, respect and common understanding that the individual UN agencies are working for the same goals. There is a good degree of understanding of gender issues and appreciation of the processes engaged to date, challenges and benefits of leveraging each other's strengths, and sharing information.

At UNCT level, there is adequate recognition of JP and its management and coordination mechanisms and recognition of the benefits of the programme. Accountability is at the highest office with commitment and support by the UN Resident Coordinator. There is moderate coherence at this level, which is based on; (i) lack of clarity of individual agency accountability to the "One UN Fund for Gender" and funding the deficit of the programme;; (ii)undefined responsibilities for fundraising for the programme taking into account participating agencies financial needs and risks as the programme grows;; (iii) lak of clarity onfuture plans for the individual agency gender programme in relation to the future of the JP, as indicated in Annex 6.3

Coherence Analysis Stakeholder Perception; (iv) there is a gap in high-level communication and understanding of the future plans of the UN-Women as the coordinator vis-a-vis continued implementation of their own gender programmes (v) there is high commitment amongst the 4 lead agencies and moderate commitment with participating agencies due to agency incentives for participation. The UN has managed to speak with one voice towards their development partners but will need to address the internal inconsistencies.

A number of issues in terms of external coherence and communication need to be addressed, including; (i) enhancing development partners, CSO's and Governments understanding of the programme in terms of its core deliverables, timelines, objectives and costs for coordination and; (ii) ensuring a, the space is provided by the programme for meaningful women's CSO participation.

The evaluation found the JP has not produced a communication strategy which addresses coherence effectively. A comprehensive communication strategy was necessary at the onset of the programme and is critical now to harmonize messaging, manage expectations of internal and external stakeholders and to be able to build upon the gains realized to date.

Despite the challenges above, anecdotal evidence shows the JP has led to increased visibility of gender issues in the country with participation of senior government officials in JP GEWE activities, media coverage, production of newsletters, posting of the minister's official launch speech on the Ministry of Gender website and multiple-stakeholder meetings on JP GEWE that bring together government, CSOs, UN agencies, bilateral agencies and private sector all under one cohesive message of realization of gender equality and women's empowerment in Kenya.

### UN capacity for program implementation

The joint programme has been effective in coordinating, bringing together different UN agencies with similar priorities categorized under the four outputs to share information, knowledge and leverage each other's strengths. An assessment of each of the outputs looked at; (i) the achievement of results, (ii) stakeholder engagement and, (iii) capacity for coordination of the lead agency.

**Output1: Gender Mainstreaming** is coordinated by the UN-WOMEN with participation of UNDP, UNAIDS, UN-Habitat, UNFPA, ILO, UNICEF, UNESCO, UNOCHA, UNEP and WHO. The Output team works to enhance capacity of national gender institutions in development, monitoring and evaluation of gender responsive legislation and policies. Outputs include study on gender mainstreaming, law review, gender audit and gender budgeting analysis and GBV national plan of action. The studies have informed key government, CSOs and UN in planning and decision making. Although responsibilities are well delineated among the UN agencies, concern was raised of incidences of overlap. It was noted gender mainstreaming is a broad area that requires further discussion and agreement on fewer priorities for the output team.

Table 3: Examples of Progress - Output 1

UN-Coordinated process	Examples of progress towards outcomes	Source
Gender Mainstreaming	(+) Ministries of Health and Gender supported to develop national gender policies. (+) Technical assistance provided to MoGCSD and NGECC in support of institutional capacity of gender machinery. (+) Analysis of the Kenya Population and Housing Census 2009 conducted resulting in a monograph on gender dimensions of the gender 2009 Census KNBS (+) 8,000 Economists and Planners in civil service trained on gender basic (-) team meetings irregular, resulting in limited information sharing (-) duplication of effort offering same services to line ministries	Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010

(+) progress

(-) challenges

**Output 2: Gender Based Violence (GBV)** is lead by UNFPA with participation of UNICEF, UNAIDS, IOM, UN-W, UNOC, UNHabitat, UNOCHA, UNOP and WHO. The Output team works to support national response to GBV/VAW with the following initiatives undertaken advocacy forums, community dialogues, meetings on key GBV issues, networking and production of training material. The team has successfully posted the following outputs the UN Agencies in partnership with the NGECC effectively led the 16 Days of Activism in 2011, coordinated advocacy and messaging on the theme *“From Peace in the Home to Peace in the World: Let’s Challenge Militarism and End Violence Against Women”*, and coordinated communication with women’s organizations through the JP GEWE National Coordinator. The team has benefited from coordination, networking and information sharing.

Respondents highlighted that the JP under this output will need to address the risk of post election violence with the coming 2012 presidential elections. The 2009 post election violence analysis raised concern that the root causes were not addressed effectively in the hot spots. The UN and will need to develop a comprehensive GBV programme under the JP.

Table 4: Examples of Progress - Output 2

UN-Coordinated process	Examples of progress towards outcomes	Source
GBV	(+) Supported preparation of response to CEDAW and CSW (+) Working Groups established in 8 districts to support coordination of GBV at district level as part of the overall national GBV-WG initiative (+) A national taskforce, chaired by the NGECC was set up and developed plan of action to	Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010

	<p>establish protective mechanisms for abused women</p> <p>(+) Standardized Operating Procedures on SGBV for the health, legal, security and psychosocial sectors developed</p> <p>(-) Limited coordination of GBV service providers in Government, CSOs and UN</p> <p>(-) Limited funding for scope of activities required to address GBV</p> <p>(-) More advocacy required to pass the GBV related bills, e.g., Family Protection Bill</p> <p>(-) duplication of effort</p>	
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**Output 3: Gender and Governance** is lead by UNDP with participation of UNESCO, UN-Habitat and UN-Women. The Output team works to enhance the capacity of civil society, state and non state actors in the area of gender and governance. The agencies have successfully contributed to the constitutional building process through engagement and dialogue with stakeholders resulting in gender considerations reflected in the constitution. UN agencies supported baseline studies that informed decision makers, advocacy around key gender and governance issues, capacity building of women political leaders and CSOs.

**Table 5: Examples of Progress Output 3**

UN-Coordinated process	Examples of progress towards outcomes	Source
Gender and Governance	<p>(+) National Action Plan for UNSCR 1325 developed</p> <p>(+) Baseline study on the role of women in peace building and conflict prevention undertaken</p> <p>(+) 50 district peace committees trained on peace building; conflict prevention; and early warning as well as continue advocacy towards compliance with the DPC ToRs that stipulate a 1/3 gender proportion</p> <p>(+) Gender Voter and Civic Education guide developed to complement the voter education material and civic education strategy</p> <p>(-) Broad scope under gender and governance not matched with equal resources and engagement of UN Agencies with 4 out of 14 participating at the Output Level.</p>	Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010

**Output 4: Economic Empowerment** led by ILO with participation of UN Habitat, UNIDO, UNESCO, UNDP, UNEP, UNOCHA and UN-Women. The Output team works to increase women’s access to economic opportunities through support to institutions working on economic empowerment. The agencies have supported access to financial services by women, through institutional building of business development services, umbrella associations, networks and

clusters in their services to women at macro and meso levels. Within the UN, ILO has been instrumental in advocating for prioritization of economic empowerment under the JP..

**Table 6: Examples of Progress - Output 4**

UN-Coordinated process	Examples of progress towards outcomes	Source
Economic Empowerment	(+)ToT conducted in women entrepreneurship development for BDS providers (ILO) (+)2000 women entrepreneurs received loans from WEF through ILO technical support to WAADI (+) E-mentoring programme launched for women with Cherie Blair Foundation (+)Launch of the FEWA Sacco and business clinics for woman entrepreneur conducted for a month (+) Meetings with FEWA Sacco on gender sensitive credit facilitation conducted (4 x 1 day meetings) (-) limited resources available for funding economic empowerment (-) few CSOs with capacity in economic empowerment(-) limited inclusion of government institutions in joint programme structures	Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010

**Output 5: JP Coordination and “Delivering as One.”** Led by UN-Women with participation of 14 UN Agencies. The focus is comprehensive and coherent UN support to national gender equality initiatives in Kenya. The programme has enabled results based on individual agency contributions resulting in implementation of gender programmes at national and district level in the 4 output areas. The JP GEWE Coordinator with support from the UN-Women Country Program Manager was effective in representing the JP and advocating internally for recognition of Output leads for the time spent on JP work now included in their performance appraisal. Annual work plans for 2009, 2010, and 2011 were developed on time in consultation with key national stakeholders in government, CSOs and UN. The opportunity to work as teams has built capacity amongst the UN agencies that do not have gender experts. Delineation of responsibilities is well defined among the UN agencies with a clear understanding of agency roles and mandates. Challenges are faced when agencies send different individuals to meetings affecting continuity and feedback on progress. While the JP has benefitted from a dedicated Joint Programme Coordinator, similar commitment at agency level would be beneficial, particularly within Output Lead Agencies, where skills in gender and coordination are essential. .

The extent of feedback and reporting by the UN-Women at UNCT level is high with HOA well appraised of progress. The programme is linked to other JP and has benefitted extensively from lessons offered by the HIV/AIDS joint programme.



Table 7: Examples of Progress Output 5

UN-Coordination process	Example of progress on output	Source
JP Coordination and “Delivery as One”	(+) Implementation of gender programs at national and district levels led by individual agencies and coordinated by JP (+) AWP’s and M&E framework and tools developed with participation of UN agencies, government and CSOs (+) Budgetary framework that promotes joint ownership of the JP (+) Recruitment of Coordinator and M&E focal person and secondment of senior staff (-) current planning for individual gender programs and requires dual tools for JP and individual agency (-) UNPWG structure is not inclusive of all other UN Agencies that can provide support functions e.g. communication (-) programme does not cover the whole scope of the work that agencies are doing. Individual agency required to raise funds for their other components (-) Delay in drafting Communication Strategy	Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010

### Improved coordination of UN support to government and CSOs

The JP was effective in stakeholder consultations with government line ministries and institutions notably, the Ministries of Gender, Children and Social Development; Ministry of State for Planning, National Development and Vision 2030, Gender and Equity Commission, Women Enterprise Fund and Ministry of Finance. The consultations were effective in aligning the JP outcomes to national and gender priorities, getting buy-in and ownership of government to the JP.

In furthering the participatory approach by the JP GEWE, the UN and the Ministry of Gender, Children and Social Development held a two-day participatory stakeholder workshop on the Joint Programme in 2011. The stakeholder workshop participants were widely drawn from relevant Government ministries and CSOs who were implementing partners of participating UN agencies. As a further sign of healthy stakeholder dialogue and participation, the Ministries of Gender, Children and Social Development, Ministry of State for Planning, National Development and Vision 2030, National Commission for Gender and Development, Ministry of Trade, Association of Local Government Authorities in Kenya, National Aids Control Council, Provincial Administration, Kenyan Women Parliamentary Association and the Ministry of Justice, National Cohesion and Constitutional Affairs were present.

The evaluation also noted the presence of donors at key consultative forums inclusive of SIDA, EU Delegation Danish Embassy, GTZ, Royal Netherlands, World Bank, Embassy of Finland, Delegation of European Union and Norwegian Embassy. The JP was effective in bringing on board

women's organizations; key implementing partners of participating UN agencies have effectively been included in consultative forums and dialogue. The evaluation noted the thrust of the stakeholder engagement was targeted at government and had been effective in developing strong ties with 3 ministries.

Respondents indicated the links forged by the UN with different stakeholders, opens a window for multi-stakeholder forums at national and regional levels to address gender inequality. The cohesive UN gender model can be replicated in multi-stakeholder forums to address gender and policy level. Government has the capacity and is already moving towards coordinated effort. Notably absent is a coordinated structure that brings together women's organizations under one umbrella. The evaluation noted good practices in inclusion of women's organizations in consultative meetings will need to be backed up with institutional support for the strengthened capacity of a harmonized and coordinated body that can be a credible partner to government. Of significance is the importance placed by bilateral donors on meaningful engagement of women in the programme as a key factor for financial support.

### 5.3. Efficiency

#### 5.3.1. Managerial Efficiency

The JP serves as a flagship for UN-Women in terms of good operating standards in the coordination role. The role has enhanced the agency standing among its peers, gaining credibility with a seat at UNCT. UN-Women was effective as the focal point for communication with internal and external stakeholders. Communication is at multiple levels; UNCT frequent reporting on progress, UNPWG monitoring and development of workplan, and externally as focal point for engagement with external stakeholders. The evaluation noted high commitment and ownership of the joint programme within UN-Women.

UN-Women exhibited good program management, in the implementation of phase 1 with timely execution of inception activities, recruitment of experts to support the baseline, gender mapping, risk analysis and development of strategies, and coordinating appointment of the UNPWG. In phase 2 UN-Women facilitated the development of an M&E framework using RBM, raising UN institutional capacity in the use of RBM.

Good practices reflected in the JP GEWE will need to be promoted internally to support UN-Women staff engaged at various levels of coordination of the joint programme.

#### **Project Management**

RBM means different things to different agencies; it is agreed to be strategy aimed at managing the transformative process between inputs and outcomes. Analysis of the programme shows good practices were met in the development of a coherent, logic frame. Outputs 1-4 in the true spirit of the programme are aligned with national priorities while output 5 is framed on the strength of a coordinated UN system.

The programme shows realistic outcomes and outputs based on appropriate analysis. Indicators are SMART. However, the evaluation noted some indicators were not ambitious, reflecting country

standards and not international standards, e.g. 30% representation of women in decision-making positions and not 50% in line with international standards. While it is appreciated that the JP GEWE is aligned to national priorities, the UN still needs to push the envelope in meeting international standards.

Output 5 sets a well defined result matrix for UN Coordination. The programme misses the mark on aid effectiveness with no output defined for coordinated delivery of service to partners therefore at mid-point of the programme there are no markers on how UN internal coordination is translating into reduced transaction costs for its development partners.

A comprehensive M&E system was developed with guidelines provided to support efficient use. The programme will need to test the tools and improve based on feedback from users.

### 5.3.2 Program Efficiency

#### (i) Budget analysis

The total budget for the 5 year programme was \$56.5 million with an estimated funded budget of \$28.5 million and unfunded budget of \$28.1 million. The 2009-2011 budgets were \$ 20,753,084.00, and the programme faced a deficit of \$6,815,680.00. Figure 3 below shows the deficit for the programme over the past 3 years.

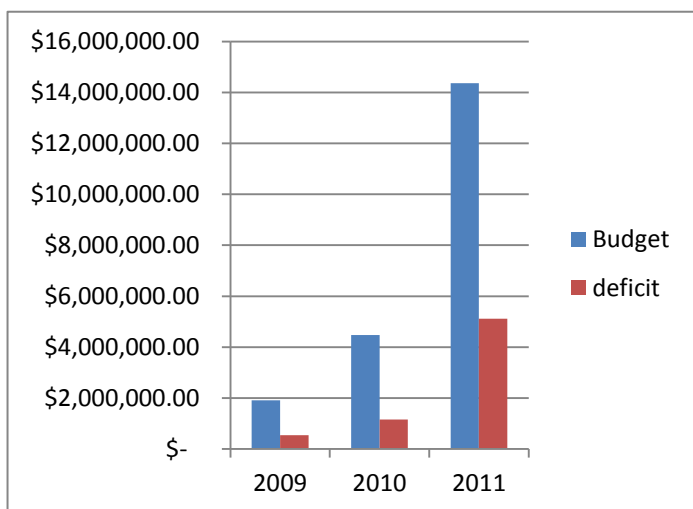


Figure 3: 2009-2011 JP GEWE Budget

Analysis of the 2011 budget shows 100% of the \$14.4 million was to be raised from the UN agencies. Financial commitment was made by the UN-Women, UNDP, ILO, UNFPA, UNIDO, UNHABITAT and UNICEF. These agencies committed to fund 64% of the budget, a total of \$9.247 million. The remaining balance of \$5.105 million was to be funded through joint resource mobilization and (higher) commitment of funds by UN Participating Organizations to the JP, a total of 36% of the budget.

The joint programme is therefore underperforming from the revenue side with lack of accountability on the part of agencies that have made financial commitment to the JP and have not delivered on planned activities.

#### (ii) Resource Mobilization

The JP successfully developed a Resource Mobilization Action Plan that detailed the financial, commitment for each agency funded through core funds i.e. internal agency resources and pass-through raised locally. Commitment from UN Agencies was to fund 50% of the \$56million budget from core funds with the remaining 50% raised locally. Under the current arrangement each agency raises funds for their own gender programmes locally and also seeks funding for the JP. Donors have welcomed the opportunity of working with a unified UN system through the JP

GEWE. The expectation is for gender earmarked funds to be allocated to the JP. This may pose a risk to own agency gender initiatives not covered by the JP if the UN system as a whole and UN Women do not communicate their work on gender equality effectively enough.

UN-Women faces challenges with local fundraising for its own agency gender programmes. The risk mentioned above is higher for the UN-Women, The implications of the joint programme on UN Women operations needs to be assessed and a clear operational strategy defined to build on its coordination role, while ensuring it is able to continue implementing and achieving results in the area of GEWE. The current fundraising arrangements have a number of loopholes that need to be clarified. Accountabilities were not clearly defined as to who has ownership of the resource mobilization portfolio between individual agencies, UN-Women or UNCT. Additionally the Steering Committee terms of reference gives this body a role in resource mobilization.

Resource requirements for the coordination office were covered through creative ways in 2011 with UN Women absorbing some of the costs, the RCO supported communications function and Finland placement of an M&E International UNV within the JP Unit. Such creativity will be required over the next two years to leverage available resources.

An assessment of donors and funding opportunities was conducted and fundraising meetings were held with traditional partners DFID, Norway, SIDA, RNE, Finland, CIDA and Denmark, Commitment was received from Norway in December 2011 to fund \$2,3 million over 3 years. The evaluation established positive response from the bilateral agencies that have closely followed the processes of the JP and welcome the opportunity to work with a coordinated UN system. The UN will need to manage donor expectations and provide evidence that UN can work effectively as one, provide indications of proactive CSO engagement and report on intermediate outcomes contributing to the changes in the lives of women (and girls) on gender equality and women's empowerment. In addition to bilateral donors, the JP established working relationships with the private sector receiving significant support at Output Level on economic empowerment.

The DaO initiative provides access to the entire UN system mandates, resources and expertise. UN Kenya has the opportunity to leverage resources from agencies resident and non-resident in Kenya.

### **(iii) Aid Effectiveness**

The DaO initiative is intended to make the role and contribution of the UN system at the country level more relevant (that is, more responsive to needs and priorities of the countries), more effective (producing better outputs, outcomes and impact) and more efficient (reducing transactions and overhead costs for the UN system and for national and international partners).<sup>6</sup>

While the primary partner, the government, anticipates the programme will reduce transaction costs and aid effectiveness, this is yet to be realized. The degree of influence on the government has been high with government participation in the governance structure, planning and reflection

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<sup>6</sup> Evaluability Assessments of the Programme Country Pilots Delivering as One UN Synthesis Report UNEG, 2008

meetings and working with individual agencies. The government has also adopted a similar structure working with government ministries and institutions to provide a coordinated approach.

At CSO level, economies of scale are still to be realized. A case study of a women's organization was undertaken to provide qualitative information on the degree of coherence and quality of coordination on the implementing par

**Figure 4: Case Study MYWO**

### Case Study

Maendeleo Ya Wanawande Organization (MYWO) is a women's organization that has been operating since 1952 to improve the quality of life for women in Kenya in a number of intervention areas including; HIV/AIDS, Maternal Child Health/Family Planning (MCHIFP), Cervical Cancer Prevention, Malaria Prevention and Control, Civic Education and Leadership, Economic Empowerment, Agriculture, Energy and Environmental Conservation.

MYWO works with 3 UN Agencies and was in discussion with a 4<sup>th</sup> UN Agency on gender programs under the JP-GEWE;

1. UNFPA sensitization of communities on FGM budget USD\$35,000, does not provide budget for human resources or cover full costs for staff (admin). UNFPA provided training of staff on QuickBooks.
2. UNICEF discussion underway for project to start in January 2012
3. UNDP project funds peace and conflict resolution working in the hot spots. Its relevance is more now given the coming election in 2012. Budget of USD\$65,000 does not fund Program Officer salary.
4. UN-Women new contract to support new constitution advocacy, budget USD \$100,000. Budget allocation includes 20% allocation to human resources and 7% to administration.

#### UN Coordination

- UN Agencies operate individually, each with its own mandate and different business model
- Each UN Agency utilized different sets of planning and reporting tools, each with different reporting schedules
- Budgets ranged from USD\$35,000 to \$100,000 with little support for administration to strengthen the capacity of the partner with the exception of UN-Women.
- Release of funds varies with some agencies taking a long time leading to delay in implementation
- No gender analysis is done before approval of funding
- Funding is operated on 1 year funding cycles

#### Challenges faced by partner in UN programmes implementation

- Staff burnout due to long hours of report writing using different reporting templates. This has led to high staff turnover. With limited resources, MWYO is unable to attract top talent to implement programmes.
- Former political affiliation with the former ruling party KANU and its perceived engagement in regional politics has pushed away key development partners and compromised its ability to negotiate with donors.

## 6.Sustainability

### **Design for sustainability**

Alignment of JP GEWE with national government priorities meant gender equality and economic empowerment has prominence in government policies and legislation. This ensures sustainability of the programme core objectives under the government's mandate.

Good practices in programming calls for national ownership of the initiative and the JP has achieved with a conceptual framework that is embedded in the national gender priorities. Indication of commitment by beneficiaries is evident with GoK and CSOs investing their own resources in gender initiatives, evidence of sustainability of gender programmes. Replication of coordinated approach to gender is noted with the inter-governmental linkages of the line ministries working on gender.

Secondly, programmes supported by the UN Agencies will need to address sustainability for ongoing projects beyond the funding period. Institutional strengthening of partners is critical for effectiveness in transformative development.

### **Future of the Joint Programme**

Given the life cycle of most joint programmes are pegged at 3-5 years, based on lessons from other countries, at mid-term there is no evidence of an extension plan or an exit strategy that would ensure continued level of coordination on gender by individual agencies, government and CSOs. This poses a risk to continued interest in the joint programme over the next two years that will need to be managed well by, UN Women, the UNPWG and UNCT. Sustainability of results is dependent on continued availability of human, physical and financial resources to the coordinated structure. Sustainability can be hampered by individual agency lack of accountability, lack of commitment to coordination mechanisms. Various levels of support were noted based on individual agency vested interest. The future of the gender programme will need to be addressed through a transition strategy that provides direction on human, financial and physical resources after the 5 year term.

### **Contribution to learning**

The evaluation found the joint programme has the opportunity to document lessons and contribute to the future of joint programmes within the UN system, and to the gender discourse within Kenya, and promote coordination and harmonization among local institutions.

The joint programme was designed for sustainability with the alignment to government priorities and has over the past 2 years leveraged UN capacities and systems. Inputs for the 5 Year programme included capacity for coordination, skilled gender expertise committed to the programme, tools for gender planning and budgeting capacity building and institutional building of implementing partners. Based on the design of the programme, the current outputs can be sustained with the current level of inputs. However, the program faces financial risk with a projected budget deficit of USD 28.1 million

for the entire 5 years that needs to be addressed to realize the ultimate outcome. The UN will need to develop an aggressive fundraising strategy in order to meet the programme target.

### **Donor interest**

Donor interest is high and this will need to be converted into financial support in order for the JP to meet its budgetary requirements. The UN must understand donor prerequisites for funding and their priority areas. Sustainability in terms of securing donor funding is linked to UN's ability to address historical fragmentation and its ability to operate as a cohesive system to deliver as one. Secondly, the engagement of CSOs meaningfully in the programme is regarded as prerequisite for funding by some bilateral donors. The UN will need to strengthen its relationship with the women's organization and develop capacity of women's organizations in Kenya to be recognized as a collective movement that can work alongside government on national gender issues.

### **Transition strategy**

Given the life cycle of most JPs is pegged at 3-5 years, based on lessons from other countries, at mid-term there is no evidence of an extension plan or an exit strategy that would ensure continued level of coordination on gender by individual agencies, government and CSOs. This poses a risk as there is a high level of uncertainty on the future of the gender programmes after the JP.

### **Involvement of stakeholders**

The level of engagement of various stakeholders is commendable. JP has facilitated coordination among different stakeholders: UN, Government, CSOs, private sector and donors. Good relations exist with the government ministries engaged with the programme. It was noted the Ministry of Labour responsible for economic empowerment was missing from JP GEWE structures and would need to be engaged for the programme to be inclusive. Sustainability of the government relationship can be ensured through effective communication strategies in respect of the principles of aid effectiveness and respect for transaction time and cost.

With the women CSOs, the evaluation noted the fragmented support to the women's groups will not lead to sustained impact in realization of gender equality and women's empowerment. Strengthening the institutional capacity of the women's organizations is good practice in national gender programs. The UN will need to support replication of a similar harmonized structure with the women's organizations in Kenya through establishment of a viable harmonized women's movement.

## **Relevance**

### ***Relevance of objectives***

The programme took place against a backdrop of gender legal reform in Kenya. The overall program intent was relevant in harmonizing the operations of the UN system in the support to the GoK effort on gender equality and economic empowerment. The resultant programme framework content of the JP GEWE was considered a reflection of the national priorities and needs. The objectives address the concept of DaO initiative introducing an endogenous model of "Delivery as One" of One Leader, One Programme, One Office, and One Budget. The JP also addresses the strategic priorities of the Kenya UNDAF 2009-2013 emphasizing cooperation of UN Agencies on defined national gender needs and priorities. In both respects, the objectives were relevant in

addressing the UN initiatives of DAO and UNDAF. The programme is also relevant to the international priorities of Aid Effectiveness and MDGs. Overall, the programme has demonstrated links to national, regional and international strategies, policies and frameworks.

### ***Relevance of approaches***

The DaO initiative propagates “cooperation of agencies” in itself a multi-stakeholder approach to development initiatives. The approach created a forum for inclusion of UN’s traditional development partners, the line ministries and CSOs in the governance as well implementation of the programme. Anecdotal evidence points to the replication of the structure at inter-governmental level on gender related initiatives. It was noted a similar structure is missing at CSO level to support coordinated women’s organizations.

Good programming practices were observed by the evaluation in the use of country gender analysis, gender mapping and a coherent conceptual framework with clear outcomes and inputs, activities and performance indicators based on RBM programming standards. Good feedback loop system was noted and ability to learn from previous successes and failures on joint programmes. The programme however made limited use of disaggregated data at all levels of the programme. The limitation in articulating for example tribes, geographic areas and age most affected by FGMs reduced the joint programme’s ability to track changes in the lives of women and girls. Although the programme addresses the needs of women, there is limited mention of adolescent girls who are the target of FGM. The lack of focus takes away attention from specific strategies targeted at this vulnerable group and subsequently handicaps agencies like UNESCO and UNICEF who work closely with young people.

### ***Relevance of stakeholders***

Good practices were noted in multiple stakeholder inclusion starting with the UN family and the level of coalescing around the joint programme. The JP was relevant in the inclusion of the traditional development partners of the UN, i.e., government line ministries and CSOs within the governance structure and as recipients building ownership of the programme. Under the DaO initiative, the role of the UN system is to strengthen the national capacities of its traditional partners and part of this calls for dialogue between these two national key actors. The UN is therefore required to play a facilitation role in bridging the relationship between the government and CSOs through meaningful engagement on national gender issues. The engagement of women’s organizations at national level is compromised by the absence of a cohesive women’s umbrella body with credibility to represent all women’s interests. The joint programme can play this role to enhance the relevance of women’s organizations on national gender issues. The programme was effective in the inclusion of other development actors, donors and the private sector in the initiative.

### ***Relevance to emerging issues***

The JP is relevant in addressing the gender priorities in the country evidenced by Outputs 1-4 that mirror the national priorities on gender mainstreaming, GBV, economic empowerment and governance. Prioritization of economic empowerment has given prominence to economic empowerment in support of the WEF, a flagship in the government initiative within Vision 2030. The 2010 Constitution has further enhanced its significance to the areas of equal representation in



the electoral system and equality in employment opportunities. The programme will need to be flexible to respond to risks posed to women. As the country heads to the 2012 presidential elections, there is need for preparedness to respond to pre and post election gender based violence.

## Effectiveness

### *UNCT*

The programme was effective in placing the management structure higher up within the UN system. By reporting to the highest office, the programme was able to influence cooperation of UN agencies. The JP underscores the accountability of the RCO to UN coordinated efforts and this strategic support was noted in the programme. Opportunities exist to leverage his support in fundraising and in communication with the government in line with the aid effectiveness principles.

The UNCT received frequent reporting on performance enabling monitoring by the HOAs. However, the evaluation noted moderate coherence at this level on strategic issues of accountability for fundraising for the basket fund, common understanding on the future of gender program beyond the JP, mandate of the UN-Women within the coordination role in relation to implementation of their own programs, authority on individual agency in relation to delivery of coordinated initiative and skills required for effective delivery of service. Discussion at this management structure will need to be pitched at a higher level to address strategic issues of the joint programme.

While overall cohesion on the significance of the programme is high, effective messaging is hampered by lack of a communication strategy leading to gaps in information on strategic issues at UNCT, with donors and participants, UN agencies that are not part of UNPWG. A well defined strategy addressing information needs of both internal and external stakeholders is required urgently to close the current information gaps. The JP can leverage expertise with the UN system in designing a comprehensive strategy that addresses information needs of internal and as well as external stakeholders.

### *UNPWG and Output teams*

The UNPWG has benefitted from a Joint Programme Coordinator who is dedicated to the programme with successful results in the development of a coherent conceptual framework with clear outcomes, activities, inputs and performance indicators; support systems in the organization of meetings, development of harmonized RBM planning and reporting tools, development of M&E system and mechanisms. The UNPWG was effective in integrating lessons from other national and external joint programs. The programme was effective at creating synergies at this level with a well functioning and cohesive team.

The UN capacity for program implementation is dependent upon the UNPWG's ability to coordinate, monitor achievement of results and provide forums for information sharing and collective planning. By and large, roles are clearly delineated on agency mandates. However a few cases of overlaps and duplication were noted that need to be addressed. Effectiveness of the

UNPWG can be enhanced through peer performance scorecards for the Output leads and support provided to strengthen coordination skills at output level.

Best practices were noted with coordination of 16 Days of Activism, centralization of communication with CSOs through the JP GEWE National Coordinator's Office resulting in effectiveness in response time and support to partners. Good practices were also noted in the inclusion of non-traditional partners in Output 4 in an effort to build national capacity on economic empowerment.

Effectiveness can be enhanced with support to specific output teams; Output 1 support required to enhance team cohesion with regular meetings, transparency and consultation. Output 2 can be enhanced with extension of the coordination mechanism to GBV service providers to facilitate linkages and referrals and coordinated response in a comprehensive GBV programme. Output 3 can be enhanced through more inclusion of UN agencies to this team to increase resources and stakeholders responding to gender and governance, a broad area with limited players. Output 4 can be enhanced with inclusion of economic empowerment stakeholders in governance structure and Output 5 through coordinated communication strategy.

The evaluators noted that the Core Management Team's role has in the first half of the programme been taken on by the UNPWG to ensure enhanced coherence and understanding between UN participating organizations on the Joint Programme. The role of the CMT will need to be clarified and understood as necessary in the second half of the period of the programme. The additional work load this may imply also needs to be considered.

Harmonized planning tools for the JP provide a best practice for the programme. Yet they pose a challenge for the UNPWG leads due to the use of dual tools in planning and reporting for the same activities at organizational level and at joint programme level. Harmonization of the planning and reporting tools needs to cut across the vertical and horizontal lines posing challenges with individual accountabilities. Alternative solutions need to be identified to take the pressure from the UNPWG team during planning and reporting with the use of resources like volunteers for this activity.

A challenge is posed by the diverse business models and tools within the UN system and how the lack of harmonization at delivery level continues to hamper effective partner implementation. The UN needs to make concerted effort to ensure harmonized systems within the UN are not an end in itself but are translated into aid effectiveness and reduction of transaction cost for its development partners which in essence underscores the joint programme.

### *Programme Design*

The design of the programme was effective in bringing together the diverse gender initiatives under one conceptual framework. Subsequently, the programme will need to progress to the next level, moving beyond the coordinated individual programs to joint programming to reduce duplication of effort and maximize effort. The development of minimum operating standards for Output Leads would address uniform standards in all output teams with support provided in terms of skills building for the coordination role. Just as the JP has benefitted from dedicated individuals, the UNPWG would benefit from Output Leads who are dedicated to gender at agency level as the JP moves to improved coordination of UN support to government and CSOs. Effort needs to be made to support resourcing of line ministries and CSOs to produce the intended gender equality results.

Achieving gender balance in staffing, staff skills and training in line ministries will need to be backed up with sound systems monitoring and regular reporting on gender results within the line ministries; a role that can be supported by the JP.

The role of the UN is regarded as supporting the institutional capacity of its traditional development partners government and CSOs; and empowering local populations to transform social and cultural barriers to gender equality. The JP therefore has the added responsibility of institutional strengthening of the line ministries and women's organizations. The program design lacks that overarching comprehensive support to implementing partners with fragmented activities that are sometimes implemented parallel to partner activities creating an image of an implementer vs. a facilitator of development. With the scope of the pledged resources to this initiative, the programme will benefit from concentrated investments in limited areas in support of targeted partners to realize impact. Evidently the primary partner MoGCSD faces limited financial, physical and human resources and could benefit from concentrated investment in fewer areas that can enhance the capacity of the line ministry.

The programme has been effective in multi-stakeholder engagement which should be leveraged to facilitate dialogue between coordinated government and coordinated women's organizations on gender priorities in Kenya. The evaluation noted bilateral donor engagement in key discussion forums and inclusiveness of the private sector, especially those companies involved with economic empowerment of women. The Economic Empowerment Output Level team provides good practices in engagement of the private sector in the gender programme. However it is noted the engagement of relevant government institutions involved in economic empowerment, i.e., WEF and Ministry of Labour need to be enhanced at both governance and implementation levels to provide a voice to this important stakeholder on programme management and delivery dialogue.

## Efficiency

The phased approach has allowed for well paced programming, enabling efficiency on short term outcomes. The evaluation found the JP was demand driven in response to the GoK's demand for one approach on gender. The programme was efficient in development of support systems with tools and framework that harmonize joint programme operations. The UN will need to lessen the burden of its agencies and move to harmonization with individual agency tools and framework. Efficiency can also be enhanced through support to Output Leads in coordination and management of the JP at output level.

The JP serves as a flagship for UN-Women in terms of good operating standards in the coordination role. The role has enhanced the agency standing among its peers, gaining credibility with a seat at UNCT. UN-Women were effective as the focal point for communication with internal and external stakeholders. Communication is at multiple levels; UNCT frequent reporting on progress, UNPWG monitoring of workplan, and externally as focal point for engagement with external stakeholders. The evaluation noted high commitment and ownership of the joint programme within UN-Women. Efficiency can be enhanced with engagement of staff on harmonization of tools, skills enhancement of existing staff in coordination skills i.e. project management, negotiation, leading team meetings to enhance the capacity of individuals.

Good practices were noted in the use of RBM in planning and M&E framework. The results matrix is elaborate with comprehensive outcomes, outputs, inputs and SMART indicators. However it was

noted some of indicators were not ambitious in meeting international standards but rather pitched to national standards. The UN needs to continue pushing the envelope in meeting global standards of gender parity in their programme. The ToC analysis reveals three pillars in the goal of realizing gender equality and economic empowerment. Two of the ToC outputs of a harmonized joint programme and strengthened coordination capacity of UN agencies are well provided for in the logic model. The third pillar which is coordinated service delivery to development partners is not included in the logic model therefore missing the progress markers of UN work on the partners.

Of concern is the high budget deficit that the programme continues to face. The reporting analysis on the budget is lacking in the entire programme document. The ability to raise the projected funds is critical for any programme and the JP should reflect the importance in the programme reports. In addition, a clear strategy needs to be developed of how the funds will be raised and accountabilities defined. The role of fundraising is not well understood where it falls within the UNCT or UN-Women. Accountabilities need to be clarified at UNCT with ownership of fundraising clarified and support leveraged from the highest office to strengthen resource mobilization strategies and reduce the growing deficit. The UNCT needs to monitor accountabilities of individual agencies with performance scorecards on participating partners.

There is a window of opportunity to convert donor interest into funding through understanding of donor expectations of the programme and integration of their concerns in operations. There is direct link between the credibility of the UN in Kenya and the ability to raise funds from bilateral agencies. The JP will need to manage bilateral donors' expectation in terms of UN system ability to operate effectively as a cohesive team, post measurable results and meaningful engagement of women's organizations in the JP.

As concerted effort goes into local fundraising the JP will need to examine over the next year, the potential risk of reduced local fundraising on all gender implementing agencies in the face of the increasing local resources for JP GEWE. Important in the consideration will be the (i) the impact on UN-Women as the Coordinating Agency (ii) the impact on non JP gender initiatives not covered by agency core funds (iii) agencies with gender programmes that are not signatories to JP GEWE if any.

In line with the aid effectiveness principles, the JP should lead to reduction in transaction cost for implementing partners. The UN will need to make concerted effort in this respect as at midterm the partners have no indicators of progress in terms of cost reduction in transaction due to the diverse UN business models. A case study of MYWO reflects the cost staff in terms of staff burnout and inability to attract top talent due to limited administrative support in the UN budget to strengthen the institutional capacity of partners.

## **Sustainability**

Good practices in programming calls for ownership of the initiative and this JP has achieved with a conceptual framework that is embedded in the national gender priorities. Indication of commitment by beneficiaries is evident with GoK and CSOs investing their own resources in gender initiatives, evidence of sustainability of activities in the final phase of the programme. Replication of coordinated approach to gender is noted with the inter-governmental linkages of the line ministries working on gender.

Sustainability of results is dependent on continued availability of human, physical and financial resources to the coordinated structure. Sustainability can be hampered by individual agency lack of accountability, lack of commitment to coordination mechanisms. Various levels of support were noted based on individual agency vested interest. The current uncertainty on gender initiatives will need to be addressed with well defined strategies on how activities will be scaled up in the final phase of implementation. The life cycle of joint programme ranges from 3-5 years based on lessons from other countries. There is no evidence at mid-term of plans for extension or exit of the programme. This poses a risk to implementation over the next two years due to moderate coherence on the future of gender programs. A transition strategy demonstrating how individual agencies can continue the current level of investment in human, financial and physical resources after the 5 year term is essential.

An important element is how the programme will document lessons and contribute to the future of joint programmes within the UN system, contribute to the gender discourse with Kenya, and promote coordination and harmonization among local institutions.

## **7. Conclusions**

The objective was to evaluate the joint programme on Gender Equality and Economic Empowerment, in Kenya at mid-term of the 5 year implementation. The evaluation arrives at the following conclusions in relation to the core areas explained in the evaluation of relevance, effectiveness, efficiency, coherence and sustainability.

## **8. Recommendations**

The following recommendations are made to the UN Agencies in Kenya in light of the findings:

### **Recommendation 1: Accountabilities for Strategic Issues Elevated to UNCT**

UNCT needs to take ownership of strategic issues of joint programme, manage risk and develop strategies that are binding to all UN Agencies at senior level.

- i) Assign business development and resource mobilization function of JP GEWE under the RCO to leverage credibility of his office with donors.
- ii) UN Agencies revise their local fundraising strategies to prioritize JP GEWE and reduce competition or conflict of interest for local funds between own agency activities and JP GEWE activities.
- iii) Develop binding norms for defaulting agencies with specified timelines for contribution to the One UN Fund for Gender. It is important that agencies understand that goodwill exhibited with JP sign off carries responsibility to resource the initiative. Lack of accountability should result in names of defaulting agencies struck off the list of participating agencies.
- iv) Utilize JP GEWE lessons to support the development of gender priorities for the next Medium Term Plan

## **Recommendation 2: Strengthened Role of Governance Structure**

- i) Hold at least 2 meetings a year to enhance effectiveness of the Steering Committee
- ii) Clarify the role of the Steering Committee in resource mobilization vis-à-vis the management function of the UNCT and UN-Women.
- iii) Support high level advocacy on JP- GEWE with government, donors and other stakeholders; and leverage existing media relationships for PR.

## **Recommendation 3: Strengthened Delivery Capacity of the UNPWG**

- i) Develop guidelines, toolkits and other material to support gender analysis, gender mapping and systematic use of disaggregated data by development partners
- ii) Broaden GBV to include (i) adolescent girls as a vulnerable group under GBV, (ii) develop specific strategies to address their unique needs.
- iii) Expand scope of stakeholders on GBV to include men who support gender activities.
- iv) Revise results matrix and include an outcome on delivery of coordinated service to development partners.
- v) Develop indicators to track aid effectiveness at partner level
- vi) Output Leads to develop schedule of meetings and abide by it for regular information sharing with their teams
- vii) Rollout harmonized JP GEWE planning and reporting tools to partners to improve efficiency.
- viii) Expedite recruitment of a communications specialist to lead development of harmonized strategy
- ix) Identify UN Agencies with skills in communication and seek support in development and roll out of a comprehensive communication strategy.

## **Recommendation 4: Strengthened Coordination Capacity of UN-Women**

- i) Clarify UN-Women position on coordination and implementation for communication to staff and UNCT to guide discussion on financial risk, resource mobilization/allocation and accountabilities.
- ii) Utilize JP GEWE lessons to support discussion on gender priorities in the next UNDAF to enhance the coordination role of UN-Women
- iii) Continuously assess financial risk in local resource mobilization for own agency activities in favor of “One fund for GEWE” and inform UNCT for decision making.

## **Recommendation 5: Strengthened Delivery Capacity of CSOs**

- i) UNPWG to support coordination of women’s organizations into a harmonized national structure to enhance their ability to engage government and deliver as a cohesive structure.
- ii) Capacity of CSOs to deliver services to their constituents to be enhanced through adequate resourcing of gender programs and corresponding administrative expenses. Dialogue is encouraged between UNPWG and CSOs.

- iii) MYWO to pretest harmonized planning, monitoring and reporting tools over a planning and reporting cycle and provide feedback to UNPWG on areas of improvement.
- iv) UNPWG to continue support to strengthen capacity of women organizations to deliver on economic empowerment.
- v) Women's organization to continue advocating for government passing of GBV related bills, with support from the UNPWG

#### **Recommendation 6: Donor Commitment for the JP GEWE**

- i) Leverage existing donor structures e.g. High Level Donor Group for financial support through meetings with JP GEWE Steering Committee co-chairs.
- ii) Proactively keep donors informed on JP GEWE progress through targeted mail, newsletters and e-mail updates.
- iii) Steering Committee co-chairs to arrange half year high level meetings with donors to discuss strategic partnerships, concerns and opportunities for funding of the JP GEWE.
- iv) Continue to engage donors in JP GEWE events and consultative meetings to maintain level of interest.

#### **Recommendation 7: Support Government Ownership of Gender**

- i) Ministry of Finance to lead discussion with the UN on government expectation on aid effectiveness related to the JP GEWE and the centralization of aid delivery, reporting and communication in line with the Paris Declaration.
- ii) Ministry of Planning to build capacity in systematic use of disaggregated data for JP GEWE stakeholders.
- iii) Government line ministries to work closely with UNPWG to focus investments on core activities that will have an impact on operations of the line ministries.
- iv) GoK to facilitate discussion with CSOs, a key stakeholder in the national gender machinery with support of UNPWG to address gender parity at national level
- v) GoK should continue to establish gender sensitive policies and coordination mechanisms with support of the UN to turn policies into action
- vi) Government institutions engaged in economic empowerment to be included in the Steering Committee to enable their concerns to be heard at governance level.

## **9. Lessons**

A culture of accountability is essential within the UN as it seeks ways of improving its effectiveness at country level. Self initiated DaO initiatives will only succeed where there are checks and balances internally for joint resource mobilization.

Consultation of donors at the programme design phase allows for alignment of programme to donor priorities creating a pathway to successful resource mobilization.

Successfully coordination and harmonization of UN agencies should be replicated within UN development partners, Government and CSOs to strengthen their service delivery to communities.

Recruitment of a JP Coordinator and key staff (M&E and Communications) that work closely with appointed individual agency focal persons is essential for realization of outcomes in joint programmes. Effective coordination requires relevant skills in negotiation, leading meeting and project management at all levels. Output leads to be chosen according to skills in this area.

Formulation of transition strategies with clear human, financial and physical resources after the end of the programme need to be addressed in the project design stage for clarity to all stakeholders and provide time for planning, execution and integration of activities.

Planning for joint programmes should consider longer period beyond 3-5 years to provide adequate time for realization of the intended outcomes of reducing transaction and overhead cost for the UN system and national development partners.

Joint programmes require responsive structures and controls to monitor operational, financial, development and reputational risk regularly and elevation to decision making structures.

Design of joint gender programmes that have limited scope has to take into consideration the implication on activities that are not funded by the programme. Detailed risk assessment should be conducted at individual agency level and collectively in order to inform appropriate strategy development.



## 10. Annexes:

### Annex 1: Terms of Reference

UN Women : Joint Programme ON Gender Equality and Women's Empowerment

<b>Location :</b>	Nairobi, KENYA
<b>Application Deadline :</b>	30-Sep-11
<b>Type of Contract :</b>	Individual Contract
<b>Post Level :</b>	International Consultant
<b>Languages Required :</b>	English
<b>Starting Date :</b> (date when the selected candidate is expected to start)	01-Nov-2011
<b>Duration of Initial Contract :</b>	20 days

#### Background

Grounded in the vision of equality enshrined in the Charter of the United Nations, UN Women will work for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, UN women will lead and coordinate United Nations System efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.

#### Introduction and rationale for mid-term evaluation:

The mid-term evaluation of the Joint Programme on Gender Equality and Women's Empowerment (JP GEWE) was planned in line with the programme's monitoring plan. The evaluation will be carried out in accordance with Joint Programme (JP) and United Nations Development Assistance Framework (UNDAF) Evaluation Policy, which provides for a systematic evaluation of programmes in order to improve quality, accountability, transparency of the JP's work, strengthen the decision-making process and support Government of Kenya (GoK) in developing and enabling environment for gender mainstreaming.

Hence, the purpose of the mid-term evaluation is to look at the management and operations systems laid down by the programme, assess if the progress is on the right track, identify the challenges faced and make recommendations for the remaining implementation period. The expected outcomes of the mid-term evaluation are:

- Assess relevance of programme structures, systems and procedures.
- Assess possible progress made on the implementation towards achieving the Outcomes set out in the programme document.
- Identify lessons learnt and good practices of the programme implementation for sharing with UN Women widely.
- Recommend adjustments to the implementation plan in order to improve/speed up delivery.

The current mid-term evaluation will be conducted in October/November 2011 (4 weeks) by one international and one national evaluator.

#### Background of the Programme:

The GoK - UN Joint Programme on Gender Equality and Women's Empowerment (JP GEWE) is the product of a year-long intense consultation with national stakeholders, mapping and enhanced coordination of the UN systems support to national priorities in the area of gender equality and women's empowerment in Kenya. The Joint Programme's envisioned outputs, results and M&E mechanisms are fully aligned to the Government of Kenya - United Nations Development Assistance Framework (UNDAF) 2009-2013.

The programme is guided by the principles of the UN reform process, 'Delivering as One' and as such brings together 14 of the 21 UN agencies resident in Kenya under one programmatic, budgetary and monitoring and evaluation framework, one UN coordinating agency and one leader. The accountability for the Joint Programme on Gender within the UN system in Kenya is vested with the Resident Coordinator as Chair of the UN Country Team (UNCT), while UN Women functions as the UN Kenya's coordinating agency with the mandate of coordinating the development and implementation of the GoK - UN Joint Programme on Gender Equality and Women's Empowerment both within the UN and with national counterparts.

While anchored in the UN Reform process of "Delivering as One", this Joint Programme is fully aligned to national priorities for the advancement of gender equality and women's empowerment in Kenya, the foundations of which are described in Kenya's development blueprint, Vision 2030 and its Medium Term Plan (2008 - 2012), the National Gender and Development Policy (2000) and its Action Plan (2008-2012), the Sessional paper no. 2 of May 2006 on Gender Equality and Development, the National Commission on Gender and development (NCGD) strategic plan (2008-2012), the Ministry of Gender, Children and Social Development (MoGCSD) Strategic Plan (2008 - 2012), the NCGD strategic plan (2008-2012), the National Framework towards response and prevention of GBV (2009), Agenda item 4 of the National Accord and Reconciliation Agreement, and the Millennium Development Goals.

This UN joint programme aims to contribute to national objectives as described in the above documents within five inter-related strategic priority areas, namely:

- Gender Mainstreaming to strengthen the capacity of the national gender machinery for gender mainstreaming; build the capacity of relevant line ministries to meet their gender obligations under their performance contracts; strengthen the capacity of key institutions for gender responsive data collection, analysis and dissemination (including within national M&E systems) and support the development, review and/or enactment of relevant gender responsive laws, policies and protocols.
- Gender Based Violence to strengthen the capacity of key actors to respond to and prevent GBV; support the development, refinement and enactment of laws, policies, strategies and protocols relevant to the prevention and response to GBV; enhance awareness among citizens and support behavior change programmes related to GBV prevention and response mechanisms and human rights issues, particularly within marginalized communities; strengthen coordinated approach and network creation for the prevention and response to GBV, particularly at community level and amongst marginalized groups.
- Gender and Governance to support initiatives that ensure that reform processes as described in Agenda 4 are gender responsive and enhance women's participation in decision-making fora that affect their lives. The programme will also respond to specific gender related needs following the possible passing of a new constitutional dispensation.
- Economic Empowerment to support the operationalization and strengthening of business development services and vocational training for women and enhance women's access to financial services, productive and human capital development opportunities.
- UN Coordination and "Delivering as One" to ensure that the UN progressively "Delivers as One" in support of national priorities in the area of gender equality and women's empowerment and relevant areas of the Millennium Development Goals. It also aims to build the UN's internal capacity to mainstream gender throughout its operations and programmes in the country.

The UN's main national partner in the planning, implementation and M&E of the joint programme is the MoGCSD, in close collaboration with the Ministry of State for Planning National Development and Vision 2030. The UN also works with other relevant line ministries (these are the key line ministry each agency works with), CSO's and the private sector and relevant sub-national institutions throughout the implementation of the JP GEWE.

The GoK - UN Joint Programmes' strategic and programmatic direction is overseen and approved by a high-level joint UN-national partner's oversight body (steering committee). Programmatic direction and focus is guided by the work of 5 "Output Teams" aligned to the programmes priority areas mentioned above.

Within the UN, the JP GEWE is implemented and monitored through the UN Programme Working Group on Gender and the Core Management Team, which operate under the Resident Coordinators system and consist of technical staff from all participating UN agencies.

Following lessons learned from global UN Joint Programme initiatives, UN Women, as the UN's coordinating agency and chair of the UN Programme Working Group on Gender and the programmes Core Management Team, has established a Joint Programme Secretariat within its offices to:

- Facilitate the day-to-day operations of the Joint Programme.
- Ensure the continued functioning of the above management structure.
- Ensure programmatic alignment to national priorities and provide policy advice where required.
- Coordinate the development, operationalization and continued monitoring and coordination of the M&E of the programme, including timely reporting to the UNCT, donors and national counterparts.
- Coordinate a joint resource mobilization and fund raising effort in support of the JP GEWE.

Finally, this unit coordinates the development of a One UN Communication Strategy for gender equality and women's empowerment in Kenya and facilitates information management and dissemination.

#### **Purpose, scope and clients of the evaluation:**

*Purpose:*

The mid-term evaluation will review the programme design, implementation strategy and institutional arrangements and monitor the progress of the programme. The evaluation will thoroughly look at progress made under the five Outputs and evaluate to what extent the programme is targeting its overarching goal. The evaluation should also analyze implementation and adjustments made and the monitoring tools employed by the programme.

Consequently, the evaluation will have a formative / learning character through highlighting good practices and lessons learnt and making concrete recommendations on how to improve implementation over the next two years of the implementation period. Specifically, the evaluation should make recommendations on required improvements of programme focus and design. The evaluation should also assess how the programme activities feed into the UN Delivering as One initiative.

The outcome of the evaluation will be used for three purposes:

- Lessons learnt and good practices will be shared with UN partners, GoK stakeholders, relevant staff in participating UN-agencies, UN Women and other relevant stakeholders to be replicated in similar ongoing or future employment related programmes both in Kenya and globally.
- Address challenges faced in implementing the programme.
- Revise/improve the implementation arrangements of the ongoing programme to achieve the best results and improve delivery rate.

*Scope:*

This mid-term evaluation will analyse the process of development of the joint programme and look into the strength of its management coordination mechanisms from mid 2009 to date. It will also look at the relevance of its programmatic focus within Kenya and the UNDAF for Kenya and discuss its strengths and challenges. The mid-term evaluation will make recommendations for improvement on both operational as well as programmatic aspects of the programme.

The evaluation will specifically include:

- UN participating organizations.
- Main partners of UN participating organizations (GoK and CSO's).

Specific sites for the evaluation will be further worked out by the respective UN agencies during the actual planning of the evaluation process.

*Clients:*

The clients of the evaluation and main audience of the report are:

- Relevant staff in target ministries, local government and targeted governmental institutions, committees and commissions and participating CSOs.
- Relevant staff in participating UN-agencies in Kenya.
- UN Women - UN System Coordination Division.
- Technical units and head of Units in the participating UN-agencies.
- UN-agency Headquarters.
- Development partners.

**Key Evaluation Questions / analytical Framework:**

Final evaluation questions and relevant evaluation instruments will be determined during the inception stage.

*Relevance and strategic fit:*

- Has the programme addressed the relevant needs in the country? Have new, more relevant needs emerged that the programme should address?
- Have the stakeholders taken ownership of the programme concept?
- To what extent did the programme contribute to the national priorities stipulated in key documentation?

*Validity of design:*

- How the programme is aligned to the UNDAF and was a gender analysis conducted during the UNDAF or the development of the JP GEWE. If undertaken, did the gender analysis offer good quality information on underlying causes of inequality to inform the JP?
- What was the baseline of the programme for the five components at the beginning of the programme? How

were they established?

- Are the planned programme outputs and results relevant and realistic for the situation on the ground? Do they need to be adapted to specific (local, sectoral etc.) needs or conditions?
- Is the intervention logic coherent and realistic, taking into account the phases of the programme from joint programming towards a joint programme? What needs to be adjusted? (refer to the programme Results Matrix)
  - Do results causally link to the intended outputs (immediate outcomes) that link to broader impact (development goal)?
  - What are the main strategic components of the programme? How do they contribute and logically link to the planned outcomes? How well do they link to each other?
  - Who are the partners of the programme? How strategic are partners in terms of mandate, influence, capacities and commitment?
- How appropriate and useful are the indicators described in the programme document in assessing the programme's progress? Are the targeted indicator values realistic and can they be tracked? If necessary, how should they be modified to be more useful? Are the means of verification for the indicators appropriate?

#### *Effectiveness:*

- Is the programme making sufficient progress towards its planned outputs? Will the programme be likely to achieve its planned outputs upon completion?
- How have stakeholders been involved in programme implementation?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
- How has the JP enhanced ownership and contributed to the development of national capacity?
- Are UN agencies working together more effectively?

#### *Efficiency:*

- Have resources been used efficiently? Have activities supporting the strategy been cost-effective?
- Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?
- Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the JP?
- Were there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?

#### *Sustainability:*

- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention?
- To what extent were stakeholders involved in the preparation of the sustainability strategy?
- To what degree did partners change their policies or practices to improve human rights and gender equality fulfilment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?

#### *Coherence:*

- To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions?
- To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?

#### *Management and Coordination:*

- How well are responsibilities delineated and implemented in a complementary fashion?
- How well have the coordination functions been fulfilled?
- Were management and implementation capacities adequate?

- How effectively does the programme management monitor programme performance and results?
  - Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined?
  - Is relevant information and data systematically being collected and collated?
  - Is information being regularly analysed to feed into management decisions?
- Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?

Accordingly, the following analytical framework is suggested for the final report:

1. Title page (1 page)
2. Table of Contents (1 page)
3. Executive Summary (2 pages)
4. Acronyms (1 page)
5. Background and Programme Description (1-2 pages)
6. Purpose of Evaluation (1 page)
7. Evaluation Methodology (1 page)
8. Findings, Analysis, Conclusions, and Recommendations (no more than 15 pages)  
This section's content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated
9. Lessons learned (1-2 pages)
10. Annexes: including the terms of reference, evaluation workplan and any other relevant documents.

## Duties and Responsibilities

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### Main Outputs of the Evaluation:

The evaluators will be expected to deliver:

- Inception report that includes a detailed evaluation design and work plan before commencement of the actual evaluation.
- A draft report for the review by Participating UN Agencies and main partners.
- A mid-term evaluation report incorporating comments made on the draft report.
- The Lead evaluator is responsible to ensure a quality final report is delivered.

The evaluation will follow UN Evaluation Group (UNEG) Norms and Standards, UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the UN system. In line with Norms and Standards a management response will be prepared for this evaluation as practical means to enhance the use of evaluation findings and follow-up to the evaluation recommendations. The management response will identify who is responsible, what are the action points and the deadlines.

To further promote learning and the exchange of experiences, a dissemination strategy will be developed for sharing lessons learnt and good practices from this evaluation with UN partners, GoK stakeholders, relevant staff in participating UN-agencies, UN Women and other relevant stakeholders.

### Methodology:

The evaluators will collect secondary data from desk review and verify them with primary data from field visits, interviews and workshop. During the process of data gathering the evaluator will compare, validate and triangulate data of different sources (programme staff, programme implementing partners and beneficiaries) and different methodologies (desk review, site visits and interviews). All data collected should be sex-disaggregated and different needs of women and men should be considered. A mixed-methods approach will include qualitative and quantitative methods, and will seek to offer diverse perspectives to the evaluation and promote the inclusion of different groups of stakeholders. Stakeholder inclusion will help to address the issue of biases such as gender bias, distance bias (favoring the more accessible), class bias, power bias etc. it will also help to identify groups that may have been negatively affected by the programme.

#### *Desk Review:*

Before conducting field visits, the evaluator will review the programme document, quarterly progress reports, work plans and emergency work plans, mission and workshop reports, baseline surveys, monitoring data, country data and previous evaluation reports etc.

#### *Individual interviews with staff and field interviews:*

The evaluator will communicate with the coordinating staff (via e-mails and phone calls) and the field technical specialists and programme staffs that are involved in the management and implementation of the Joint Programme in Kenya.

#### *Focus groups:*

Focus groups will be organized according to topics, interests, or characteristics of groups of stakeholders to discuss specific issues or questions.

#### *Field visits:*

The discussions and interviews will be complemented with field visits to the actual sites of implementation. Discussion will be held with relevant governmental institutions and organisations involved and/or benefiting from the programme's interventions in those sites in accordance with the evaluator's requests and consistent with the terms of reference. The choice of sites to be visited should have an explicit rationale (differing conditions, random selection, etc.).

#### *Debriefing:*

The evaluator will present preliminary findings, conclusions and recommendation to representatives of stakeholders, GoK and UN-agencies in Nairobi. The draft report will subsequently be shared for comments before finalization.

#### **Management Arrangements, work plan and time frame:**

The evaluation focal person for the Joint Programme on Gender Equality and Women's Empowerment is the Joint Programme Coordinator. The evaluators will thus be able to ask for any support and reports directly to the evaluation focal person of the programme.

The evaluation will be implemented by one international and one local evaluator.

The coordinating agency, UN Women in consultation with the Reference Group will provide the necessary guidance on the process and in reviewing the draft evaluation report.

A reference group will be established to ensure stakeholder engagement throughout the evaluation process. The evaluation reference group will help to:

- Provide a more balanced picture of views and perceptions regarding the progress of the JP.
- Make the evaluation more relevant through influencing not only the way the evaluation process is designed and implemented, but also the possible consequences and utilization of the evaluation.
- Prompt primary users of the evaluation and other stakeholders into action during and after the evaluation.

The evaluation will be done in 20 working days from November 1st, 2011. A detailed work plan specifying each partner's contribution to the evaluation process will be developed at the beginning of the evaluation.

#### **Documents that will be shared with evaluators:**

- Vision 2030 and its MTP.
- UNDAF.
- JP GEWE Prodoc.
- Programme work plans.
- Progress reports (and presentations on progress and achievements).
- Semi-annual reports.
- Publications and promotional materials.
- Reports on specific activities.

#### **Evaluation Team:**

The evaluation team will be composed of at least 2 consultants, 1 consultant MUST be an international expert and the other a national expert.

This advert is for INTERNATIONAL CONSULTANTS ONLY. The International consultant will be the teamleader.

#### **Competencies**

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#### **CORE VALUES / GUIDING PRINCIPLES:**

- Integrity: Demonstrating consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the UN Code of Conduct.
- Cultural Sensitivity/Valuing diversity: Demonstrating an appreciation of the multicultural nature of the organization and the diversity of its staff. Demonstrating an international outlook, appreciating differences in values and learning from cultural diversity.

#### **Specific Competencies:**

- Ability and experience in leading Evaluations.
- Knowledge of issues concerning governance, women's rights and gender equality.
- Specific knowledge in the area of democratic governance, economic empowerment, GBV and/or gender

mainstreaming.

- Excellent facilitation and communication skills and the ability to conduct and document.
- Experience with focus group discussions and key informant interviews.
- Ability to deal with multi-stakeholder groups.
- Ability to write focused evaluation reports.
- Wide experience in quantitative and qualitative data collection methods.
- Willingness and ability to travel to the different project's sites in the country.
- Ability to work in a team.
- Ability to manage and supervise the evaluation team and ensure timely submission of quality evaluation reports within deadline.

## Required Skills and Experience

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- Education:
  - Degree in Social Sciences, Development Studies or other relevant field and with formal research skills.
- Experience:
  - At least 7 years of advanced experience in conducting evaluations, with post graduate
- Languages:
  - High proficiency in English is required.
  - Knowledge of local language is essential.
- Applications should include:
  - Cover letter stating why you want to do this work, your capacity and experience that lead you to be able to fulfil the capacities required in the above, available start date.
  - Detailed CV (UN Women P11).
  - A paper outlining expected approach to the consultancy and teamwork with International Lead Consultant.
  - Indication of expected daily consultancy fees.

Consultants will be given workspace within UN Women and will be expected to work on their own laptops.

### Note:

*In July 2010, the United Nations General Assembly created UN Women, the United Nations Entity for Gender Equality and the Empowerment of Women. The creation of UN Women came about as part of the UN reform agenda, bringing together resources and mandates for greater impact. It merges and builds on the important work of four previously distinct parts of the UN system (DAW, OSAGI, INSTRAW and UNIFEM), which focused exclusively on gender equality and women's empowerment.*

*All applications must include (as an attachment) the completed UN Women Personal History form (P-11) which can be downloaded from <http://www.unwomen.org/about-us/employment>*

**UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.**

## Annex 2: Evaluation Workplan

Activity Level	Week1	Week2	Week3	Week4
Signing of contract				
Developing, presentation and finalization of the inception report				
Desk review				
Individual interviews with staff and field interviews and focus group discussions				
Data analysis/content analysis of the findings				
Report writing (drafts and final)				
Debriefing workshop/presentation of preliminary findings				

## Annex 3: Checklist of Relevant Documents

Type of document	Document Title	Status
Strategy	UN Women GOK- UN Joint Programme on GEWE	√
Situational assessment	Based on UNDAF analysis – UNDAF to be found at <a href="http://www.undg.org/docs/11551/KEN-UNDAF-2009-13.pdf">http://www.undg.org/docs/11551/KEN-UNDAF-2009-13.pdf</a>	√
Project documents	Joint Programme on Gender Equality and Women's Empowerment in Kenya 2009	√
	Consolidated Inception Plan 2009	√
	AWP 2010	√
	Operational plans output teams 2011	
	Results 2011 Overview	√
	Process Report 19 Nov 2009	√
	JP GEWE April 2010	√
	UNDAF Review Report on JP Gewe Jan – Sept 2010	√
	Output 1 Report 01-21 Sept 2010	√
	Output 3 Report Jan-Sept 2010	√
	Output 4 Report Jan- Sept 2010	√
Financials	Budget total final updated March 2010	√
	Result 2011 overview	√
Monitoring and Evaluation reports	M&E Guidelines on Tools	√
	Reporting Guidelines	√
	Timetable for M	√
	Updated baselines	√
	Minutes of Joint GOK/UN Steering	√



	Committee	
	Minutes of Programme Working Group on Gender 2010-2011	√
	Reports to UNCT 2010-2011	√
Studies, research papers		-
Communications and Resource Mobilization	JP Gewe Communications final draft	√
	JP Gewe Newsletter 2011	√
	Resource Mobilization 23.08.2010	√

## Annex 4: Joint Programme Evaluation Matrix

Evaluation Criteria: 1. Relevance		
Evaluation Questions: Has the programme addressed the relevant needs in the country? Have new, more relevant needs emerged that the programme should address? Have the stakeholders taken ownership of the programme concept? To what extent did the programme contribute to the national priorities stipulated in key documentation? To what extent is the programme appropriate to the needs of the country given the political, economic and social priorities		
Specific criteria	Indicator	Means of verification
1.1 Relevance of objectives	Baseline on the situation of women and girls  Degree of understanding of the contextual issues by UN staff and partners	Project documents  Interviews
1.2 Relevance of approaches	Good practices, gender based programming, gender analysis  Replication of models, approaches	Focus group discussions  Interviews
1.3 Relevance to stakeholders	Composition of stakeholders implementing the JP at all levels (international team, government team, civil society and beneficiaries)  Sex disaggregation of stakeholders and their institutions	Project documents  Focused group discussions  Interviews
1.4 Relevance of programme to emerging gender policies and legislation in the country	Degree of correlation with new constitutional and legislation dispensation on gender equity and women empowerment	Interviews  Focused group discussions

**Evaluation Criteria: 2. Validity of Design:**

**Evaluation Questions:** How does the programme align with priorities in UNDAF? Was a gender analysis conducted during the UNDAF or the development of the JP GEWE?. What was the baseline of the programme for the five components at the beginning of the programme? Are the planned programme outputs and results relevant and realistic for the situation on the ground? Is the intervention logic coherent and realistic, taking into account the phases of the programme from joint programming towards a joint programme? How appropriate and useful are the indicators described in the programme document in assessing the programme's progress?

Specific criteria	Indicator	Means of verification
2.1 Alignment with UNDAF	Level of correlation with UNDAF Gender analysis report during UNDAF Gender analysis report during development of JP GEWE	Review of documents Interviews with UN staff, GOK, CSOs
2.2 Programme fit to baseline of the five components	Level of correlation of strategic priorities with baseline	Review of documents
2.3 Validity of intervention logic	Variance between target and actual outputs and results Collection and use of disaggregated data	Review of documents Interviews with UN staff
	Relevance of outputs to programme design	Review of documents
	Level of coherence between outputs, indicators and results Quality of indicators	Review of documents

**Evaluation Criteria: 3. Effectiveness**

**Evaluation Questions:** To what extent is the programme making sufficient progress towards its planned outputs? Will the programme be likely to achieve its planned outputs upon completion? How have stakeholders been involved in programme implementation? Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women? How has the JP enhanced ownership and contributed to the development of national capacity? Are UN agencies working together more effectively?

Specific criteria	Indicator	Means of verification
3.1 Achievement of output	Quality and quantity of outputs	Review of documents Key informant interviews
3.2 Stakeholder engagement in implementation	Level of engagement Gender disaggregation	Review of documents Key informant interviews
3.3 Ownership and national capacity	Level of JP contribution	Review of documents Interviews
3.4 UN Coordination	Degree of coherence among UN agencies Level of capacity enhanced by the programme Degree of economies of scale within the UN family (aid effectiveness)	Review of documents Interviews with UN staff

<b>Evaluation Criteria: 4. Efficiency</b>		
<b>Evaluation Questions:</b> Have resources been used efficiently? Have activities supporting the strategy been cost-effective? Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of the JP? Were there any constraints (e.g. political, practical, and bureaucratic) to addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?		
<b>Specific criteria</b>	<b>Indicator</b>	<b>Means of verification</b>
4.1 Managerial efficiencies	Implementation within planned timelines Expenditure within budget Prompt resolution of implementation problems Degree of systematic monitoring and evaluation Elimination of duplication Adherence to Paris declaration	Document review of minutes, reports of committees  Interviews  Review of financial reports
4.2 Programme efficiencies	Cost reduction while meeting planned outcomes Resources focussed to achieve outcomes Reduction of transaction costs Degree of influence and critical mass on gender	Programme documents, reports,  Interviews with UN agencies

**Evaluation Criteria: 5. Sustainability**

**Evaluation Questions:** Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc.) to support positive changes in human rights and gender equality after the end of the intervention? To what extent were stakeholders involved in the preparation of the sustainability strategy? To what degree did partners change their policies or practices to improve human rights and gender equality fulfillment (e.g. new services, greater responsiveness, resource re-allocation, improved quality etc.)?

Specific criteria	Indicator	Means of verification
5.1 Design for sustainability	Existence of exit strategies and level of execution Level of sustainability of the quality of project input Degree of stakeholder involvement in exist strategy	Review of documents Interviews
5.2 Involvement of stakeholders	Level of influence of programme on partner policies and practices Level of involvement of stakeholders in addressing risk to the programme	Review of documents Interviews

**Evaluation Criteria: 6. Coherence**

**Evaluation Questions:** To what degree are partners working towards the same results with a common understanding of the inter-relationship between interventions? To what extent are approaches such as attention to gender, human rights based approach to programming and results based management understood and pursued in a coherent fashion?

Specific criteria	Indicator	Means of verification
6.1 Partner synergy	Degree of coherence of programme approaches and implementation tools Level of understanding of common purpose	Review of documents Interviews

	Level of commitment to same purpose	
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### Evaluation Criteria: 7. Management and Coordination

**Evaluation Questions:** How well are responsibilities delineated and implemented in a complementary fashion? How well have the coordination functions been fulfilled? Were management and implementation capacities adequate? How effectively does the programme management monitor programme performance and results? Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?

Specific criteria	Indicator	Means of verification
7.1 Management	Degree of delineation and complementarities Quality of coordination function Level of capacity in management and implementation Level of monitoring and feedback for improvement Extent of leveraging collaboration for greater impact	Review of documents Interviews

## Annex 5 Data Collection Tools

Data Level	Method of data collection	Sources
Strategic	Semi structure interviews FGDs	UN-Women, UNFPA, UNDP, ILO, UNCT, Joint Steering Committee with the history of the project and country context.
Programmatic level (project activities)	Desk review	Project information available such as baseline, strategic plan, program plans and reports, evaluation reports, surveys and related documentation. Samples of UNCT and Steering Committee meetings were selected for in-depth desk study reviews.
	Semi-structured interviews	Interviews were conducted with: <u>UN Agencies as follows:</u> UN-Women, UNFPA, UNDP, ILO, UNICEF, OCHA, ODC, UNESCO, UNAIDS, UNIDO, WHO, <u>Ministry Institutions as follows:</u> MOGSCD, MoF, MoPND Vision 2030, Gender and Equity Commission, Women Enterprise fund <u>Development Partners as follows:</u> CIDA, EC Delegation, Netherlands, Norway, Sweden <u>CSOs as follows:</u> MYWO, FEMNET
Programmatic level coherence	Interviews Time series analysis	Coherence includes the coordinated programme planning and execution within the UN joint framework Primary data was collected mainly through interviews.  Data analysis on policy changes. Analyzing speeches, comments made in the media, etc. were other data sources.

## Annex 6 Data Analysis

### Annex 6.1 Relevance Analysis

Overall response rates by all stakeholders on relevance of JP GEWE programme

RELEVANCE	Yes/High (%)	Partial (%)	No/Low (%)	TOTAL (%)
Relevance of objectives	93	5	2	100
Relevance of Approach	91	3	6	100
Stakeholder participation	90	2	8	100
Relevance to emerging policies and legislation in Kenya	88	10	2	100
<b>AVERAGE (% age)</b>	<b>90.5</b>	<b>5.0</b>	<b>4.5</b>	<b>100.0</b>



### Annex 6.2 Coherence Analysis Technocrats Perception

Frequency and percentage distribution of stakeholders response (technocrats) according to the extent to which coherence was achieved

Extent to which coherence was achieved	Frequency	%
Very high	15	83.33
High	3	16.66
Low	0	00.00
Total	18	100.0

### Annex 6.3 Coherence Analysis Stakeholders Perception

Frequency and percentage distribution of stakeholders response (UN Level) according to the extent to which coherence was achieved

Extent to which coherence was achieved	Frequency	Percent
High	5	27.77
Moderate	11	61.11
Low	2	11.11
Total	18	100.0

## Annex 7 : List of Participants

1. Dr J. Nyikal, Permanent Secretary, Ministry of Gender, Children and Social Development
2. Professor Collette A. Suda, Secretary, Gender & Social Development, Ministry of Gender, Children and Social Development
3. Beatrice Kataka, Programme Officer, Ministry of Gender, Children and Social Development
4. Dr. Edward Sambili, Permanent Secretary, Ministry of Planning, National Development Vision 2030
5. Joseph Kinyua, Permanent Secretary, Ministry of Finance
6. Jackson N. Kinyanjui, Director, External Resources Department, Ministry of Finance
7. Aeneas C. Chuma, UN Resident and Humanitarian Coordinator
8. Wainaina Wa Njeri, Chief Executive Officer, Women Enterprise Fund
9. Peterlis Nyatuga, Chief Executive Officer, National Gender and Equality Commission
10. Martin Odera, Finance Administrator, FEMNET
11. Dinah Musindarwezo, Executive Director, FEMNET
12. Carlyn Hambuba, Communications Officer, FEMNET
13. Agnes Masika, Executive Director, Maendeleo Ya Wanawake Organization
14. Anders Ronquist, Counsellor, Embassy of Sweden
15. Patricia Munayi, Gender Advisor, Canadian Cooperation Office, CIDA
16. Geir A. Schei, First Secretary, Royal Norwegian Embassy
17. Otieno Oluoka, Governance Officer, Royal Netherlands Embassy
18. Hans Doctor, First Secretary, Royal Netherlands Embassy
19. Katembu Titus, Project Officer, EC Delegation
20. Marko Lehto, First Secretary, Finnish Embassy
21. Casper Merkle, Regional Evaluation Specialist, UN Women
22. Isa Achoba, Chief, Strategic Planning Monitoring and Evaluation, UNICEF
23. Alice A. Ochanda, Programme Officer, Cross-Cutting Issues in Science, UNESCO
24. Ola Altera, Representative for Kenya and Eritrea, UNIDO
25. Stella Kerubo Maranga, Gender and Governance Advisor, Output lead Gender Mainstreaming, UN Women
26. Zebib Kavuma, Kenya Country Programme Manager, UN Women
27. Gloria N. Ndekei, National Programme Coordinator, Women Entrepreneurship Development and Gender Equality programme, ILO, Output lead Economic Empowerment
28. Dr Alexander Ilyn, Deputy Representative, UNFPA
29. Elizabeth Lwanga, Regional Programme Director a.i., UN Women
30. Maria Threase Keating, Country Director, UNDP
31. Dr Joyce A. Lavussa, National Professional Officer, Family & Reproductive Health, WHO
32. Anne Nyabera, National Programme Manager, ODC
33. Wangui Irimu, National Chief Technical Advisor, ILO-IPEC Kenya
34. Janneke Van Der Graaff- Kukler, Joint Programme Coordinator, UN JP GEWE
35. Danston Ondachi, UN Coordination Specialist, Office of the United Nations Resident and Humanitarian Coordinator, UNRCO
36. Choice Okoro, Head, Communications Office, OCHA
37. Patirck Lavand' Homme, Deputy Head of Office UN OCHA
38. Nirina Kiplagat, Programme Officer, Peace Building and Conflict Prevention Unit, UNDP, Output lead Gender and Governance
39. Maya Harper, Coordinator, UNAIDS
40. Florence Gachanga, Output Lead Gender Based Violence, UNFPA

### UN AGENCIES

1. UN Women
2. UNICEF

3. UNESCO
4. UNIDO
5. ILO
6. UNFPA
7. WHO
8. UNODC
9. UNDP
10. UN OCHA
11. UNAIDS

#### **GOVERNMENT INSTITUTIONS**

1. Ministry of Gender, Children and Social Development
2. Ministry of planning, national development, vision 2030
3. Ministry of Finance
4. Women Enterprise Fund
5. National Gender and Equality Commission

#### **CIVIL SOCIETY ORGANIZATIONS**

1. African Women's Development and Communication Network, FEMNET
2. Maendeleo Ya Wanawake Organization, MYWO

#### **DEVELOPMENT PARTNERS**

1. Embassy of Sweden
2. Canadian Cooperation Office, CIDA
3. Royal Norwegian Embassy
4. Royal Netherlands Embassy
5. EC Delegation
6. Finish Embassy