### Programme Title & Project Number
- **Programme Title:** Government of Kenya – United Nations Joint Programme on Gender Equality and Women’s Empowerment
- **Programme Number:** 00080292
- **MPTF Office Project Reference Number:** 00082599

### Participating Organization(s)
- ILO, IOM, OCHA, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UNHABITAT, UNICEF, UN WOMEN, UNIDO, UNODC, WHO
- National counterparts (government, private, NGOs & others) and other International Organizations

### Programme/Project Cost (US$)
- **Total approved budget as per project document:** USD 56,546,373 (estimated)
- **JP Contribution:**
  - *by Agency (if applicable)*: n/a
- **Agency Contribution**
  - *by Agency (if applicable)*: n/a
- **Government Contribution**: N/A
- **Other Contributions (donors)**: 2,958,909 USD Government of Norway

### Programme Duration
- **Overall Duration:** 64 months
- **Start Date:** 01.09.2009
- **Original End Date:** 31.12.2013
- **Actual End Date:** 30.06.2015
- **Have agency(ies) operationally closed the Programme in its(their) system?** No
- **Expected Financial Closure date:** 01.06.2016

### Country, Locality(s), Priority Area(s) / Strategic Results
- **Kenya**
- **The key result areas of the JP GEWE were**
  - i) gender mainstreaming, ii) gender-based violence, iii) gender and governance, iv) economic empowerment and v) delivering as one.

### Implementing Partners
- National counterparts (government, private, NGOs & others) and other International Organizations

### Programme Assessment/Review/Mid-Term Eval.
- **Final Evaluation Completed - Attached**
  - Yes  □  Date: 01.10.2014
- **Evaluation Report -**
  - Yes  □

### Report Submitted By
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- **Title:** Strategic Planning and UN Coordination Specialist
- **Participating Organization (Lead):** UN WOMEN
- **Email address:** Nyambura.ngugi@unwomen.org
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**ACRONYMS**

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<td>Administrative Agent</td>
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<tr>
<td>Acronym</td>
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EXECUTIVE SUMMARY

In 2009 when the Joint Programme on Gender Equality and Women’s Empowerment (JP GEWE) started, the implementation of national priorities in the area of the gender equality and women’s empowerment in Kenya was hampered by inadequate or limited resources (in terms of availability, retention, motivation and capacity building) together with severe financial constraints\textsuperscript{1}. The Government of Kenya (GoK)-United Nations (UN) Joint Programme (JP) sought to tackle the above challenges with the ultimate objective of contributing to bring about change to a situation that was characterized in the following manner: “the biggest challenge facing Kenya today is how to create an enabling environment for gender equality and translating commitments into action with concrete strategies to eliminate persistent gender inequality and recognize the roles of women and men in the country”\textsuperscript{2}. To do this, the Programme maximized the use of human and financial resources available to the UN and to provide technical, financial and infrastructural capacity building support to GoK in the identified four strategic priority areas\textsuperscript{3}. The fifth priority area of the programme concerned improving UN coordination.

The achievements and impact that the Programme made, must be understood with a reference to its scope and focus. The Programme was substantially focused on the supply side of gender equality with 15 out of 18 specific result areas focused on improving the enabling environment for gender equality and women’s empowerment (GEWE) in Kenya and on capacity development of the duty bearers\textsuperscript{4}.

During the past five years, the systematic efforts ensured that results in five strategic areas were achieved. Looking at the larger picture of gender equality and women’s empowerment in Kenya, it can be stated that JP GEWE contributed to achieving higher level change that led to structural changes and improvements at the institutional level. Although the focus on the demand side (right’s holders) was less prominent, the Programme can confidently point at having influenced behavioral change in sections of the citizenry. The main achievements per key strategic area are summarized below.

As a result of the programme contributions around gender mainstreaming, Kenya now has the relevant institutions, legal and policy frameworks and to a large extent, capacities critical for successfully mainstreaming gender in its planning, budgeting and development programming. The JP GEWE contributed to the creation of the requisite enabling environment for gender equality and translation of commitments into concrete actions. For example, the programme contributed to the establishment of new constitutional institutions such as the National Gender and Equality Commission, The Kenya National Commission on Human Rights and the Commission for Administrative Justice as well as the Commission on the Implementation of the Constitution. To ensure the operationalization of the engendered key laws, policies and legislation, the programme contributed to strengthening of the capacities of the various government ministries and institutions to be able to mainstream gender in their work coordinated by the Gender Directorate under the Ministry of Devolution and Planning.

In gender based violence result area, the programme efforts holistically targeted the institutional and legal framework, capacities of the relevant personnel and existing harmful societal practices. As a result of the programme support, a comprehensive national legal and policy framework inclusive of prevention and response aspects now exists in Kenya. Amongst other achievements, the JP GEWE contributed significantly to the establishment of the National Policy on Response and Prevention of GBV – a comprehensive framework that will guide future efforts in the country. To complement the existence of the legal framework, the programme support was instrumental in developing a nationwide survivor support service system consisting of a reserve of skilled service providers to address GBV prevention and response in an integrated manner at

\textsuperscript{1} GoK-UN Joint Programme on Gender Equality and Women’s Empowerment, Project Document, p. 18.
\textsuperscript{2} Action Plan for the NGDP (2008:19)
\textsuperscript{3} Gender Mainstreaming, Gender-Based Violence, Gender and Governance, Economic Empowerment
national, county and sub-county levels. To bring about enabling environment for gender equality and women’s empowerment, the programme support played a key role in changing attitudes about the acceptance of gender based violence and its various forms at the level of communities. In particular the Programme worked with community leaders to fight the incidences of Female Genital Mutilation in several communities. The support bore tangible results as alternative Rites of Passage for girls and life skills for boys were held in Baringo, West Pokot and Samburu Counties.

The reality of gender and governance has come a long way since 2009. JP GEWE played an instrumental part in bringing about an enabling environment by holistically addressing the challenges at the level of institutions and legal framework, capacities of the relevant personnel and existing societal believes about the role of the women in the Kenyan society. To ensure the existence of an enabling environment institutionally, the programme support was instrumental in ensuring that a gender sensitive Constitution was developed and promulgated and a number of key reforms such as electoral reform, legal reform of The Elections Act and the Political Parties Act were engendered. To complement the structural level progress, the programme support was instrumental in capacitating women to take their roles as political leaders and/or influential actors in peace building efforts. The training of journalist in gender responsive (sensitive) reporting played a role in changing the public perceptions of women to reflect their capabilities rather than the socially constructed, constraining realities.

With the support of the JP GEWE, small but significant steps were taken both at the upstream and downstream levels to realize the conditions for the economic empowerment of women to take place. As a result of support from the programme, the Kenya Private Sector Alliance (KEPSA) established a gender sector board and a gender responsive Strategic Plan. This and the establishment and registration of the Kenya Chapter of the Professional Women’s Empowerment Society (PROWE) both strengthened the institutional framework that is prerequisite for creating a conducive environment for women’s economic empowerment. Alongside strengthening the institutional level, the programme support was instrumental in building the capacities of women entrepreneurs. For example, more than 5,000 women entrepreneurs received training on various aspects of entrepreneurship, which in some instances resulted in women gaining a Kenya Bureau of Standards (KEBS) certification for their products. The capacity building efforts at the institutional and human resources level contributed to empowered women able to play a larger role in the formal sectors of Kenya’s economy.

UN Coordination and Delivering as One on GEWE went through a complete metamorphosis as a result of the Joint Programme. In 2009, at the start of the Programme, UN support for gender equality and women’s empowerment as well as capacities to mainstream gender were varying and depended on the individual agencies. Through consistent and complimentary efforts, the programme support played an instrumental role in bringing the different UN agencies to talk about gender equality and women’s empowerment in one voice and to deliver as one on GEWE. The results of thinking and delivering as One UN on GEWE resulted in improved results and increased synergies both within the immediate context of the JP GEWE, but it also resulted in coordinating the integration of GEWE issues in the current UNDAF. As a result, 3 out of the 4 (Governance, Human Capital and Economy) Strategic Result areas make explicit reference to gender and the empowerment of women. Eight (8) of the 13 outcomes explicitly refer to and address gender equality and the empowerment of women. This is an improvement on the previous UNDAF (2009-14), in which only 1 out of 6 outcomes explicitly addressed GEWE issues.

In all, it is possible to conclude that JP GEWE achieved the results at the output level and contributed to achieving change at outcome level. Taken together, the efforts of JP GEWE had a positive bearing in creating an enabling environment for gender equality having played a role in developing concrete strategies together with the Government of Kenya.

It is not possible to appreciate the long term impacts of the JP GEWE at this time in all the result areas. However, as the independent final evaluation points out the programme resulted in changes in the national
policy framework on GEWE, improvements in the lives of the targeted women and enabled greater attention to gender equality issues by the UN\(^5\).

I. Purpose
The Government of Kenya (GoK) - United Nations (UN) Joint Programme on Gender Equality and Women’s Empowerment (JP GEWE) was a five year initiative that commenced in 2009. It was one of the four joint flagship programmes initiated to promote UN coherence in Kenya. The JP GEWE was conceptually grounded in Delivering as One process, the Paris Declaration on Aid Effectiveness (2005), and the Accra Agenda for Action (2008) including other international commitments such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Protocol to the African Charter on Human and People’s Rights on the Rights of Women (the Maputo Protocol). Programmatically it was aligned to Kenya’s national priorities in the area of gender equality and women’s empowerment\(^6\). The design and implementation of the Programme reflected the gender context in Kenya along the priority areas of the Programme.

The implementation started in September 2009. The implementation period was extended from 2013 to align with the extension of the UNDAF 2009-2014 and then to June 2015 to finalize planned activities\(^7\). JP GEWE was rooted in the belief that enhancing women’s rights and gender equality is a complex issue in which all stakeholders - Government of Kenya, United Nations, Civil Society and the Private Sector have a role to play. Therefore, the implementation of the JP GEWE involved a broad range of stakeholders including 14 UN agencies, GoK institutions, Civil Society Organizations (CSOs), private sector, and Development Partners (DPs).

The JP GEWE aimed to contribute holistically to Kenya’s national objectives on gender equality\(^8\) through working in five inter-related strategic priority areas. The priority area objectives, output and outcome results are indicated below.

1. **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.

   - **The corresponding output result:** *Capacity-building in key national institutions to develop, monitor and evaluate National Development Policies, Legislation and Action Plans with gender responsive criteria.*
   - **The corresponding outcome result (UNDAF):** *Enhanced Gender equality and empowerment of women (UNDAF 1.1.3)*

2. **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.

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\(^5\) Ibid, p. 9.


\(^7\) UN WOMEN has an ongoing process of completing the National Equality Policy that incorporates the affirmative action.

\(^8\) Ibid
3. **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.

- The corresponding output result: The gender and governance agenda effectively supported and advocated for by key stakeholders, including civil society, state and non-state actors.
- The corresponding outcome result (UNDAF): Economic Growth, Equitable Livelihoods and Food Security for Vulnerable Groups Enhanced and Sustained (UNDAF 3.1)

4. **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.

- The corresponding output result: Targeting public and private sector institutions, women’s organizations, groups and networks to enhance women’s access to economic opportunities.
- The corresponding outcome result (UNDAF): Economic Growth, Equitable Livelihoods and Food Security for Vulnerable Groups Enhanced and Sustained (UNDAF Outcome 3.1) and
- Business environment productivity and competitiveness of Micro Small and Medium Enterprises (MSMEs) improved (UNDAF 3.1.2)

5. **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 corresponding output result: Providing comprehensive and coherent UN support for gender equality in Kenya within the framework of the Joint Programme on Gender Equality and Women’s Empowerment.
- The corresponding outcome result (UNDAF): Gender equality, empowerment of women and realization of Human Rights enhanced (UNDAF 1.1.3)

The results of the outcome and output areas will be discussed in the subsequent sections of the report.

**II. Assessment of Programme Results**

**OUTCOME LEVEL REPORTING:**
The Programme’s objectives were aligned with the UNDAF for Kenya (2009-14). The final evaluation of the JP GEWE concluded that respondents representing key institutional stakeholders of the Programme considered that a high level of alignment between the JP outputs and the UNDAF for Kenya existed to a large extent. The outcome level results for each key result area are discussed in greater detail below.

**KEY RESULT AREA 1:** When the Programme started in 2009, the importance of gender mainstreaming was already recognized in some of the country’s main development plans\(^9\) and to some extent relevant

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institutions\textsuperscript{10} to take forward the agreed actions had been set up. However, in reality the capacities to act upon and monitor the progress of gender mainstreaming were low.

During the implementation years the Programme contributed to improve the situation through a two pronged method. At the institutional and policy level, the programme contributed to the establishment of new constitutional institutions such as the National Gender and Equality Commission, The Kenya National Commission on Human Rights and the Commission for Administrative Justice as well as the Commission for the Implementation of the Constitution. Additionally this strategic area contributed to the establishment of a Gender Resource Center and was central in ensuring that Gender focal points were posted in all the 18 ministries. To create synergies between the institutional structure and legal framework, much effort was dedicated to ensure that key laws, policies and legislation were gender responsive and operational. To complement the support given to institution building, the programme worked to strengthen the capacities of the various government ministries and institutions to be able to mainstream gender in their work.

Setting up the institutional structures was slowed down by restructuring of the ministries after the 2013 General Elections. The work to build up the capacities of the various ministries and government counterparts in mainstreaming gender was successfully started during the Programme period. Although much remains to be done before Kenya has a fully functioning system in place, it is possible to say that these efforts achieved through the two pronged approach greatly improved the laying of the kind of foundations that are critical for any country to successfully mainstream gender in their policies and programmes. In this regard, the Programme contributed to achieving its strategic level objectives of having enhanced Gender equality and empowerment of women (UNDAF 1.1.3) in Kenya.

\textbf{KEY RESULT AREA 2}: In 2009, despite having several laws and policies in place, the existence of gender based violence was rampant in Kenya. The major contributors to the situation were cultural customs, practices and attitudes associated with male-female socialization process. Through building capacities of various actors to provide and increase access to quality and comprehensive response and support services, the JP GEWE contributed to building a reserve of service providers well equipped with skills and information to address GBV prevention and response in an integrated manner around the country. The work of having all services integrated is not yet complete, but the strengthening of coordination mechanisms for GBV and FGM through the national and county/sub county working groups/networks contributed to building a collaboration between community services, protection, judiciary, health and security sectors which at the start of the programme was elementary. The Programme also supported and enhanced the capacity of the Office of the Director of Public Prosecutions, who set up a unit to fast track the prosecution of GBV including FGM and early marriage cases.

A key contribution of the Programme was towards development and adoption of a comprehensive framework on GBV. The National Policy on Prevention and Response to GBV promises to improve coordination and response to all forms of violence across the country, with the Government in the lead. It articulates in one framework, how the country will respond to and prevent GBV incidents.

Through the aforementioned efforts, the JP activities contributed towards achieving its higher level strategic results namely to realize the existence of a functioning national integrated protective services system, particularly for women and children i.e. the right to access protection services (UNDAF 2.1.5).

\textbf{KEY RESULT AREA 3}: In 2009, the underrepresentation of women in governance structures and/or bodies and the underlying reasons for the low numbers of women in politics and political decision making were well recognized. To tackle this and to reach the situation where gender equality, empowerment of women and the realization of their rights in Kenya, the programme engaged in several independent, but mutually reinforcing interventions with specific focus to increasing women’s political and public participation was reached..

\textsuperscript{10} MoGCSD, NCGD, Gender focal points in Ministries
To change the patriarchal behavior that upheld beliefs concerning women’s capability to take up political leadership, the programme contributed towards empowering women to play an active role in transforming the perception of Kenyan society about their roles in the public and political spaces. For example, efforts were made that led to the establishment of the National Cohesion and Integration Commission Act that out ruled ‘hate speech’ which in the past was used to discredit women candidates. At the institutional/national legislation level, the programme contributed to the achievement of strategic level objectives through playing a key role in ensuring that a new, gender sensitive Constitution was developed and promulgated during the project period (2009-2015). The gender sensitive provisions include affirmative action such as the not more than 2/3rd gender principle to ensure a more equal representation of women in politics as well as public appointive bodies. The Constitution also explicitly rules out discrimination based on gender and includes provisions for gender sensitive approaches to issues such as land, inheritance, and marriage. Additionally, the support given to the formulation of key reforms such as electoral and legal reform outlined in The Elections and the Political Parties Acts  to include provisions, such as 1) subsidizing half the nomination fees of all women candidates; 2) requiring all parties to set aside 30 percent of the political parties’ fund for promoting the representation of women and other vulnerable groups were important developments in creating an enabling environment for women’s equal participation in elective politics.\(^{11}\) Partially attributable to the programme efforts, the participation of women in the electoral process in terms of registered voters increased slightly in the 2013 General Elections from the 2007 from 6,736,610 (47% total voters) to 7,032,741(49% of total voters). The percentage of women in Parliament increased from 9.8% to 20.6%. In the National Assembly women’s representation currently stands at 19%, with 27% in the Senate and 34% in the County Assemblies. In terms of leadership in public appointive positions, women currently account for 15% of the key leadership positions in the public sector as compared to 9.8% in the 2007 General Elections. Through the programme efforts, women were integrated in the national peacebuilding machinery with over 60% of District Peace Committees adhering to the not more than two-third gender principle in their composition. In this regard, the programme contributed to building an enabling environment for increasing women’s participation in political and public service spaces in Kenya.

**KEY RESULT AREA 4:** At the start of the programme in 2009, there were persistent gender imbalances in access to economic opportunities and resources such as land, credit, technology and support services in Kenya. In particular, women’s access to commercial loans and business development opportunities and their right to ownership of land was limited due to cultural, financial and legal inhibitors. To address some of the challenges, the JP successfully collaborated with vocational institutions and other business development institutions on empowering women in relevant entrepreneurship skills and to increase their access to economic opportunities. For example, in Nairobi’s low income area of Kawangware, the Tuendelee women group consisting of 64 women, were taken through ILOGETAHEAD trainings which enhanced their skills in setting up and managing of solar powered water kiosks selling purified water. As a result of the support, they experienced increased income for themselves and improved health of 1500 members of the surrounding community. The economic opportunities of women were also further strengthened through linking of women with the Public Procurement Oversight Authority (PPOA) to enhance their participation in government procurement processes and working with the Kenya Private Sector Alliance (KEPSA) in developing a gender responsive Strategic Plan.

In fulfilling its immediate objective of ensuring that key public and private sector institutions, women’s organizations, groups and networks have increased women’s access to economic opportunities, the programme contributed towards its strategic level objective of having an improved business environment productivity and competitiveness of Micro Small and Medium Enterprises (MSMEs) (UNDAF 3.1.2) in place in Kenya.

**KEY RESULT AREA 5:** In 2009, at the start of the Programme, UN support for gender equality and women’s empowerment as well as capacities to mainstream gender were varying and depended on the

\(^{11}\) Such as
individual agencies. In this sense, the development of JP GEWE for Kenya represented an evolution and integration of existing planning and implementation systems.

To respond to the broader agenda on UN reform and the Paris Declaration on Aid Effectiveness through establishment of the JP, the programme initiated a system wide self-reflection on the main challenges in gender mainstreaming. Further, through systematic efforts such as development of joint work plans, setting up necessary management structures for the programme, developed UN wide working methods and structures that ensured support for gender equality was comprehensive and coherent. The change from sporadic to systematic in how gender is understood, programmed and advocated is indicative of both institutional and attitude level changes within an organization in a relatively short span of time. Therefore, the changes that occurred within the UN system can be said to have indirectly contributed to enhanced gender equality, empowerment of women and realization of Human Rights in Kenya (UNDAF 1.1.3) by promoting coordinated and coherent support from the UN.

**OUTPUT LEVEL REPORTING:**

**KEY RESULT AREA 1:**
The gender mainstreaming output of the JP GEWE had five interrelated result areas that aimed at ensuring the **key national institutions had the capacity to develop, monitor and evaluate National Development Policies, Legislations and Plans with gender responsive criteria.**

1.1: National gender machinery is effectively coordinating, monitoring and evaluating gender mainstreaming process in the MTP and Key Sectors by 2013

**Indicators:**

1.1a. M&E system within the MoGCSD established
1.1b. Results based financial management and M&E systems in place with the NCGD

The result area focused on building the capacity of the national gender machinery in Kenya. Throughout the programme duration, this entitled a two tier approach whereby interventions were directed at improving the institutional structures themselves as well as to support capacity of the gender machinery in implementation and monitoring of gender mainstreaming within government institutions. The transformation of NCGD into NGEC coincided in the programme period, which meant that part of the work had to be reoriented due to the institutional changes.

The planned M&E framework was developed by the MoGCSD in 2011/2012 with the support of PUNOs, but it was not established neither in the previous nor in the present Gender Directorate. Accordingly, the target of establishing an M&E system is partially achieved as a comprehensive and effective M&E system within the Directorate was not completed. But, even in the absence of a fully-fledged M&E system, the Gender Directorate in the Ministry of Devolution and Planning (MoDP) started receiving data and monitoring the application of the 2/3 gender rule in ministries as it applied to employment and staff. The work with the Monitoring and Evaluation Directorate (MED) in the MoDP to enhance the capacity of the latter to mainstream gender in its programmes and activities resulted in important achievements in mainstreaming gender. The change achieved in this result area contributed to the achievement of the KRA output result at large.

1.2: Key government institutions are collecting, analyzing and disseminating sex and age disaggregated data to inform policy formulation and planning by 2013

**Indicator:**

1.2a. Number of institutions generating reports with sex and age-disaggregated data and able to analyze the data to inform the sector policy and planning process

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12 Under the Programme, the national gender machinery refers to the MoGCSD, NCGD and the Gender Focal points in line ministries and sub-nationally.
At the start of the programme, using sex and age disaggregated data to inform policy formulation and planning was not a default function in the key government institutions. The JP targeted six key government institutions under this result. As a result of various capacity development support measures that were throughout the implementation years, the Kenya Bureau of National Statistics (KNBS), Monitoring and Evaluation Directorate (MED) in the MoDP and Kenya Institute for Public Policy Research and Analysis (KIPPRA) were producing various reports with sex disaggregated data by the end of the JP.

1.3: Capacity of key sectoral ministries for gender responsive policy, planning and budgeting enhanced by 2013

Indicator:

1.3a. Number of finance and planning officers in the ministries trained in gender responsive budgeting (GRB) and gender mainstreaming

To ensure that the capacities for gender responsive policy, planning and budgeting, the programme were enhanced in Kenya, the JP targeted 3 key sectoral ministries under this result area. Throughout the implementation years, more than 8,000 officers in line ministries were trained on GRB and gender mainstreaming. As a result of the support from the JP in this regard, a gender policy for the health sector was developed; the gender policy of the Ministry of Higher Education, Science and Technology (MoHEST) was revised; and gender sensitive programmes were developed in the environment sector. Also ongoing is the completion process of developing a National Equality Policy that will encompass aspects of affirmative action to guide the inclusion of women in national and county processes. Additionally to the support to policy development and capacity building of the government officers, the support of the JP GEWE resulted in the Kenya School of Government adopting a course on Gender and Economic Policy Management Initiatives as part of its regular curriculum. Having the course in the curriculum enhances the capacity of the key sectoral ministries to develop gender sensitive policies, plans and budgets that will ultimately have a positive impact on the economic development of the whole country.

1.4: MTEF process is gender responsive to allocate and utilize public resources by 2013

Indicator:

1.4a. Number of CSO’s systematically participating in GRB initiatives and engaged in the MTEF process

1.4b. Key line ministries and Parliament apply GRB

Throughout the implementation years, the JP worked both downstream and upstream with different partners to ensure the gender responsiveness of the MTEF process. To strengthen the process from below, the JP supported 5 civil society organizations at the community level to empower the organizations in gender-responsive budgeting and to enhance their understanding of district planning and budgeting processes. Altogether, these activities reached 5000 people in 15 districts. At an upstream level, through the consistent capacity building measures directed to the national level the programme supported the development of gender responsive budgeting (GRB) guidelines for parliamentarians together with the Ministry of Gender, Children and Social Development (MoGCSD). The programme support also ensured that the Commission on Revenue Allocation (CRA) adopted a gender index for the decentralised budget allocation formula. Additionally, the programme also played a role in developing National Indicators for MTP II where Gender, Human Rights and Climate Change have been mainstreamed with clear indicators to measure them. Downstream and upstream results combined, the programme activities ensured that the MTEF process was gender responsive.

1.5: Key laws, policies and legislation are gender responsive and operational

Indicator:

1.5a. Number of policies/laws that are gender responsive and are being implemented

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13 Monitoring and Evaluation Directorate (MED), Kenya Institute for Public Policy Research and Analysis (KIPPRA), MoGCSD, NCGD and Kenya National Bureau of Statistics (KNBS), and Sectoral Directorate of MoPND.

14 The Ministry of Health (MoH), Ministry of Higher Education, Science and Technology (MoHEST) and the Ministry of Environment.

15 FONI, YIKE, ECAW, St John’s Community Centre, TI Kenya
The JP played an instrumental role in ensuring efforts that a number of key laws, policies and legislation were gender responsive and operational in Kenya. The support of the programme resulted in The Anti-FGM Act (2011), Social Protection Policy (2012), Social Assistance Act (2013), Marriage Act (2013), the Protection Against Domestic Violence Bill (2013) and Matrimonial Property Act (2014) being not only gender responsive, but also that they were operational and enacted upon. In addition to these, the programme also developed Sexual and Gender Based Violence (SGVB) policy and sector gender policies for education, environment and health that were launched during the course of the programme implementation period.

KEY RESULT AREA 2: GBV
The gender based violence output of the JP GEWE has three interrelated result areas ensuring that targeted formal and informal institutions and responses effectively address GBV/VAW including in emergency and post-emergency situations and particularly among marginalized vulnerable populations.

2.1 Police, military, judiciary, CSOs, and health service providers operate within accepted international/regional/national instruments, policies, strategies and protocols for sustainable prevention and response to SGBV by 2013
Indicator:
2.1a. Number of police, military, health care, judicial, immigration and CSO officers trained to adequately respond to survivors of GBV resulting in strengthened legal-medical links

GBV response and prevention requires strong structures and coordination mechanisms, hence through the support of the programme the National GBV Working Group and County GBV Working Groups/FGM networks and the capacity of targeted institutions were strengthened consistently throughout the programme’s duration. The capacity building of various target groups such as parliamentarians, the Judiciary, Police, Health Service Providers, Gender and Children officers, Court Users Committees, Prosecution Officers, Paralegals, Community Change Agents, Religious Leaders, Council of Elders and CBOs among others enhanced their ability to address GBV prevention and response issues in their various portfolios.

All of the efforts combined led to a commitment by different actors to strengthen collaboration and networking for effective response to GBV and FGM. In turn, these initiatives influenced an increased access to quality and comprehensive services as well as information. To complement the capacity building efforts, a number of training manuals were produced that enhanced the sustainable prevention and provision of response to SGVB. Among these were National Training Curriculum on Sexual and Gender Based Violence, GBV Training Curriculum for Healthcare workers, End Sexual and Gender based Violence – A Trainers Manual for Prosecutors, Regional Guidelines for assisting cross-border victims of trafficking in East Africa. Further to this, the programme supported the piloting of Gender Based Violence Information Management System (GBVIMS) in 10 public hospitals. Recommendations made to integrate the system into the Ministry of Health’s health information management system (HIMS).

2.2 Key International, regional and national (human rights) laws, policies, strategies and protocols to prevent and respond to GBV designed and adopted by 2013
Indicator:
2.2a. Number of national policies and laws developed and have relevant implementation frameworks by 2013
2.2b. Number of outstanding international/regional treaties including Optional Protocol’s signed /ratified by Kenya by 2013

The programme played an instrumental role in technical and financial support in the development of various policies and laws at the national level, such as Formulation, adoption and implementation of the National Policy and Action Plan for the abandonment of Female Genital Mutilation (FGM); Formulation and adoption of the National Policy for Prevention and Response to Gender Based Violence; drafting of the National Policy on the Sexual Offences Act; Enactment of the Social Protection bill; Support was also give to the development of key national frameworks such as the Framework to address GBV and a National M&E Framework,
Standard Operating Procedures on clinical management of GBV. These key national instruments provided effective systems which are gender responsive to enhance addressing GBV prevention and response in Kenya.

Regarding the achievement of the second target, the programme was not able to influence the ratification of the currently outstanding treaties (the Optional Protocol to CEDAW, the African Youth Charter and the African Charter on Democracy, Elections and Governance). However, having the adequate framework in place nationally to prevent and respond to GVB is indicative that the general atmosphere is not too far off from seeing the acceptance of the outstanding regional/international treaties in the near future.

2.3 CSOs networks (e.g. GBV National Working Group, GCN, GBV survivors network) developing and utilizing coordinated strategies for the prevention and response to GBV using community structures by 2013

Indicator:
2.3a. Number of strategic partners preventing and responding to GBV at community level identified, strengthened and linkages, synergies and collaboration strengthened
2.3b. Number of behavioral change and awareness programmes at community level supported

Recalling the starting situation of the prevalence and underlying reasons to GVB in Kenya, some of the JP activities in GVB were explicitly directed to work at downstream level. Throughout the implementation period, the programme worked systematically at community level with partners in order to strengthen their capacity and linkages to work to prevent and respond to GBV. To strengthen and expand on the support, the programme conducted multi-sectoral advocacy at the county level for GBV and FGM with various stakeholders.

With the support of the programme, community dialogues were conducted in Migori, Kilifi, Nakuru and Nairobi counties. As a result, Public Declarations against FGM were held in Naivasha, Kuria, West Pokot, Kisii, Baringo and Tana River. Additionally, forums were held with councils of elders in districts involving men and women and Men for Gender Equality Now (MEGEN) involved as agent of change. Furthermore, due to the influence of the programme support alternative Rites of Passage for girls and life skills for boys were held in Baringo, West Pokot and Samburu counties. The aforementioned serve as examples of behaviour change that came about as a result of the programme interventions that influenced communities to have collective responsibility in abandoning harmful cultural practices such as FGM and early marriages.

KEY RESULTS AREA 3:
The gender and governance output of the JP GEWE has two interrelated result areas ensuring that the gender and governance agenda is effectively supported and advocated for by key stakeholders (Civil Society, state and non-state actors).

3.1 Gender integrated into constitutional, electoral reforms and peace and reconciliation processes by 2012

Indicator:
3.1a. Draft constitution is gender responsive and if passed, relevant gender related laws are identified and advocated for
3.1b. Increased participation of women in peace and reconciliation processes at local levels
3.1c. Increased number of women participating in electoral processes

The 2007/2008 post-election conflict and follow up on Agenda Item 4 of the Kenya National Dialogue and Reconciliation process emphasized the need for wide range gender and governance reforms, cohesion and reconciliation. The JP played a critical role in enhancing gender gains in the Constitution of Kenya by supporting and influencing the constitution review process through initiatives such as gender audit of the draft Constitution, high level seminars and conferences bringing together women leaders, organisations and key stakeholders, as well as provision of technical assistance and substantive studies informing the CoE (Committee of Experts) on pertinent gender issues. As a result of the concerted efforts, the 2010 Constitution is gender responsive creating space for women to participate in the public and private sphere through measures.
such as the not more than two-third gender principle including affirmative action and correcting women’s historical exclusion from the society through gender responsive provisions for key women’s rights issues including land, property, marriage and inheritance among others, and prohibiting all forms of discrimination against women. The implementation process of the Constitution has been supported by the enactment of a gender responsive Elections Act, and Political Parties Act conforming to the gender gains in the Constitution. Following the establishment of the devolved governance, the JP supported institutional strengthening of the national and county assemblies in mainstreaming gender, youth and marginalization which resulted in the development of gender responsive policies and laws at all levels.

The 2007/2008 post-election conflict and follow up on Agenda Item 4 of the Kenya National Dialogue and Reconciliation process emphasized the need to involve women in both peace building, reconciliation and the National Cohesion Agenda in line with UNSCR 1325. As a response, Kenya took efforts to domesticate UNSCR 1325 through the development of the Kenya National Action Plan. Through the collective efforts of PUNOs, the role of women in peace and security in Kenya was enhanced through increased and meaningful participation in national and county peace and reconciliation processes. Specific support to institutions such as the Trust, Justice and Reconciliation Commission (TJRC), the National Cohesion and Integration Commission (NCIC) and the National Steering Committee on Peace Building and Conflict Management Directorate (NSC/PBCM Directorate), resulted in the institutionalization of gender in operations and programmes. Support to Electoral Violence Reduction Initiatives and platforms, such as UWIANO16, Team of Eminent Persons (TEMP) and Women’s Situation Room (WSR) provided space for women to meaningfully participate in promoting the peaceful 2010 referendum and 2013 General Elections. Additionally, in efforts to promote women’s inclusivity in conflict management, the National Early Warning and Early Response frameworks were engendered through JP GEWE support.

Capacity building initiatives for women aspirants and the capacity development of a critical mass of media on gender responsive reporting, influenced the reduction of the nomination fees for women aspirants by half. The negative perception on women leadership was challenged which resulted in an increase in the number of women candidates in 2013 General Elections. Also, as a result of the robust civic/voter education there was an increase of women voters to 49% in the 2013 elections. All these indicate to the programme having had a positive impact in behaviour change of the (wider) beneficiaries of the programme.

3.2 NSAs advocating for increased women's representation, participation and influence in governance and politics as well as in business and trade bodies.

Indicator:

3.2a. Proportion of women in decision making within public sector, Parliament, sub-national Councils and political work increase equitably and incrementally to at least 30% over period of 4 years.

The JP support to over 250 NSAs to lobby and advocate for gender equality resulted to more women being incorporated in public and private positions. The support saw the enactment of over fifteen (15) legislations that were gender responsive including political parties operations. The JP efforts in the civic and voter education resulted to more women involved in decision making process in various sectors and development committees, including gender considerations in allocation of decentralized funds (CDF) and citizens sensitized on gender dimensions of the electoral process. In the run up to 2013 General Elections the JP supported capacity development interventions of over 800 women candidates which enhanced their confidence and visibility to vie for elective positions. Furthermore, support to media organizations on gender responsiveness resulted to educating nearly 6 million people through TV, and more than 70,000 people via print media on women participation in political leadership. As a result there was a general change in communities embracing women aspirants in 2013 general elections. Through the joint participatory process between duty bearers and rights holders an accountability framework on gender equality was developed and the national action plan is currently being implemented.

16 Joint peace building initiative
KEY RESULTS AREA 4:
The economic empowerment output of the JP GEWE has three interrelated result areas making sure that targeted public and private sector institutions, women’s organisations, groups and networks ensure increased women’s access to economic opportunities.

4.1: Key institutions providing appropriate/sustainable Business Development and Financial services for women entrepreneurs

Indicator:

4.1a. Proportion of targeted BDS and Financial Service Institutions (FSI) that provide profitable and relevant business training for women by 2012

4.1b. Standardized and harmonized tools in BDS and number of FSI’s disbursing WEF

With the JP GEWE support, 12 District Business Solution Centres (DBSCs) were established and various business tools to different Business Development Service (BDS) providers were provided. The capacities of both key institutions providing sustainable training for women entrepreneurs as well as the capacities of women entrepreneurs themselves were enhanced in a plethora of different, but mutually complimentary capacity building measures. Through training of trainers (ToT) activities the capacities of more than 5,000 women entrepreneurs were enhanced on various aspects of entrepreneurship including on standards. As a result, it was reported that some women entrepreneurs have already received Kenya Bureau of Standards (KEBS) certification for their products. The participation of women in government procurement process was enhanced through linking over 230 women entrepreneurs with the Public Procurement Oversight Authority (PPOA).

The JP support played a key role in the adoption of Ten ILO Business tools17. JP GEWE directed efforts to bridge the gap of women having limited access to commercial loans, and as a result a total of eighty-eight financial intermediaries have been approved to disburse WEF loans. The results achieved in the result area therefore directly contributed to the improvement of the starting situation in 2009 where women’s access to commercial loans and business development opportunities in Kenya was limited due to cultural, financial and legal inhibitors.

4.2: Vocational training and other key business development institutions providing increased skills transfer for women in modern and appropriate technologies

Indicator:

4.2a. Number of women trained and applying skills in modern and appropriate technologies in targeted vocational BDIs by 2013

4.2b. Number of women trained by business solution centres in modern and appropriate skills by 2013

At the institutional level, the programme supported the capacity of vocational and business development institutions to provide skills transfer to women through developing a number of tools such as: 1) Improve Your Exhibition and Marketing Skills (IYES tool), 2) HP Learning Initiative for Entrepreneurs (HP LIFE) modules and 3) FAMOS tools (a gender audit tool for use by small enterprises). Additionally, the capacities of 97 financial relationship field officer trainers from the Micro and Small Enterprise Authority (MSEA) Ministries of Labor, Industrialization and the Kenya Industrial Estates were enhanced to deliver HP learning initiative for entrepreneurs.

Through the support of the JP, hundreds of women were trained in different locally relevant skills such as on rainwater harvesting, ceramics, solar-powered water cooling, business running skills and information technology. As much as possible, green business principles were incorporated into the trainings organized as

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17 The adapted tools are: (1) Assessment Framework for Growth-Oriented Women Entrepreneurs; (2) FAMOS Check; (3) Get AHEAD (Gender and entrepreneurship together); (4) Gender-sensitive value chain analysis (5) IYES - Improve Your Exhibition Skills; (6) Month of the Women Entrepreneur; (7) WEA Capacity Building Guide; (8) WED Capacity Building Guide (9) Business Group Formation Empowerment: Empowering Women and Men in Developing Communities Trainer’s Manual; (10) Financial Education: Trainers’ manual, Managing Small Business Associations, Reader and Trainers’ Manual
part of the project activities. For example, In Nairobi’s low income area of Kawangware, the Tuendelee women group consisting of 64 women, were taken through ILOGETAHEAD trainings and supported to strengthen their solar powered water kiosk activities through which they sell purified water. As a result of the support, women were empowered and recorded increased sales and income which in turn boosted other business initiatives. The impact of support was wide spread as it benefitted over 1500 members of their community. The provision of clean water to children resulted in a decrease of water borne diseases in areas located nearby of water selling area.

With regard to the second indicator, the district business solution centers supported by the JP provided training for a total of 4,775 entrepreneurs during the implementation period. The programme also trained business holders in Nakuru, Mombasa and Nairobi who with the support of the programme were able to successfully set up and run their own businesses. In addition to these, programme supported the establishment and operationalization of 3 cooperatives. As a result of the support, there was an improved capacity of the established cooperatives to run their day to day management; their productivity was improved, their networks with other service providers were created and partnerships built and they were able to effectively deliver services to the members of the cooperatives.

By and large, the JP activities in this results area ensured that targeted vocational training and other key business development institutions were able and were providing transfer for women in modern and appropriate technologies.

4.3: Increased numbers of networks/clusters for women entrepreneurs addressing business and market constraints

Indicator:

4.3a. Proportion of women in networks/clusters that assist members to overcome business and market constraints

4.3b. Number of women entrepreneurs accessing markets/information/services from their networks

During the course of the implementation years, the JP enhanced the capacity of the women entrepreneurs’ networks to be cognizant and proactive about addressing the business and market constraints facing them. To achieve this, the programme successfully supported the Kenya Private Sector Alliance (KEPSA) to develop a gender sector board and a gender responsive strategic plan. To further strengthen the framework and to create an enabling environment, the programme supported the establishment and registration of the Kenya Chapter of the Professional Women’s Empowerment Society (PROWE)18. To complement the interventions targeting institutional/framework level, the programme assisted 5 women’s associations to join the KEPSA; and supported the establishment and operation of 2 women led marketing cooperatives that are knowledgeable in using ILO GETAHEAD tool to improve the running of their cooperatives. The programme also conducted over 6 awareness raising sessions on the 30% government procurement initiative to women groups and institutions, which aimed at increasing the uptake of the opportunity offered to youth women and persons living with disability. As a result of the awareness raising activities, over 2500 women and young women have acquired knowledge on 30% preferential public procurement.

One example of the programme results in this regard are the ceramics and poultry cooperatives that were established with the programme support. The cooperatives improved women’s accessibility to market outlets and market information. For example, participation of the ceramics cooperative at the Nyeri Trade Fair enhanced the visibility and voice of the ceramics cooperative. This resulted to increased “on the spot” sales of their products19.

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18 Prowe is a regional body created with the support of the programme to develop the potential of women entrepreneurs through cross-border learning, advocacy, networking and skills development

19 2000 energy saving jikos, traditional cooker were sold at the ShareFair.
Building the capacity of women, encouraging and supporting them to form groups and cooperatives was a successful strategy. It encouraged the practice of sharing ideas and responsibilities thereby improving on women’s creativity and innovations. The modality also led to increased support whereby women supported one another by pulling resources together and addressed challenges as a group creating synergies and higher impact. The efforts and results achieved in this results area, bear a direct link to improving the economic empowerment for women.

**KEY RESULTS AREA 5:**
The UN coordination and Delivering as One output of the JP GEWE has five interrelated result areas that ensure **comprehensive and coherent UN support for gender equality in Kenya is provided within the framework of the JP GEWE Equality and Women’s Empowerment.**

5.1. **Ongoing gender related and gender specific programmes of all UN agencies coordinated within the framework of the JP**

*Indicator:*

5.1a. Coordinated implementation of the ongoing gender related and gender specific programmes of all UN agencies completed and replaced by new interventions within the framework of the Joint Programme (Joint UN Support)

The JP GEWE was developed to improve coordination and coherence of UN support to national GEWE priorities. A key element of this is joint planning and implementation. The Programme recorded mixed results in this aspect. On the one hand there was an annual process of developing work plans jointly with all agencies and partners, which was expected to improve the quality of results by creating linkages between agencies’ work. In practice up to 45% activities were planned to be implemented jointly by two or more PUNOs. The establishment of the pass through fund or One Fund with contribution from Norway, partly assisted in rectifying this. Activities funded through this modality had to be jointly planned, often enabling agencies to identify synergies and improving the results. The JP GEWE was responsible for coordinating the integration of GEWE issues in the current UNDAF. As a result, 3 out of the 4 (Governance, Human Capital and Economy) Strategic Result areas make explicit reference to gender and the empowerment of women. Eight (8) of the 13 outcomes explicitly refer to and address gender equality and the empowerment of women. This is an improvement on the previous UNDAF (2009-14), in which only 1 out of 6 outcomes explicitly addressed GEWE issues. Following the elaboration of a new UNDAF, the JP GEWE has spearheaded efforts to develop new Joint Programmes on various GEWE issues including one on GBV.

5.2. **All UN organizations working together for a comprehensive, coherent JP**

*Indicator:*

5.2a. JP’s AWPs implemented through “Delivering as One”

5.2b. Existence of a Joint UN resource mobilization for the programme

At the start of this Programme in 2009, the approach of the UN was fragmented and not coordinated. By mid-2015, the Programme witnessed an increase in the number of joint effort. Some output areas were particularly successful in implementing jointly and delivering as one. For example output 2 on responding to GBV, output 3 on Gender and Governance and output 4 on Economic Empowerment. For example under output 4, two agencies, provided capacity building around their mandate areas to communities in Makueni – ILO brought business skills training using their curriculum and UNESCO brought water harvesting technology to address water shortages. Joint resource mobilization was an area that was weak. The lack of clear accountability for this within the JP management structure, meant that there was no systematic resource mobilization or attempts to market the Joint Programme approach to potential development partners. The JP adapted to the limited pass through funds by scaling back its activities.

5.3. **Implementation of the JP being regularly monitored by UNCT and key stakeholders**

*Indicator:*

5.3a. Existence of monitoring and evaluation system for the JP GEWE

5.3b. Existence of an MTR and end evaluation plan
The M&E framework of the JP, including monitoring plan and tools was developed in 2010. The implementation was monitored through the monthly Programme Working Group (PWG) meetings that resulted ensuring coherence of the ongoing activities, looking for synergies as well as offered an avenue for strategic discussions on gender issues in Kenya. During the programme implementation period, both an MTR and final evaluation were carried out. Many of the suggestions made in the MTR were implemented which positively impacted the achievement of both the programme’s immediate objectives as well as the wider objectives concerning realization of gender equality in Kenya. The final evaluation findings are at present being utilized in consultations for the planning of new Joint UN Programmes related to gender and other thematic issues.

5.4. All UN agencies have capacity for gender responsive planning, programming and budgeting and for the implementation of the JP

Indicator:
5.4a. Number of capacity building initiatives for gender responsive planning, programming and budgeting and for the implementation of the JP

During the implementation time several capacity-building initiatives and trainings were carried out to enhance UN agencies capacity for gender responsive planning, programming. 3 trainings that were conducted in 2010 on gender marker enhanced the capacities of the agencies to engage in humanitarian response and financing for gender. A Gender Scorecard exercise conducted in 2012 stimulated discussions on the need for more gender responsive planning, programming and budgeting within the UN in Kenya. The findings also provided the basis for making a case for integrating GEWE into the capacity building on the United Nations Development Group (UNDG) Programming Principles organised for UN and GoK staff members and County Executives, in collaboration with OHCHR, the RCO and UNEP. This training is credited with stronger mainstreaming of gender in the UNDAF development process.

5.5. UN communications strategy on fulfillment of women's rights and gender equality developed

Indicator:
5.5a. The UN Communicating as ‘One’ on GEWE issues.

In 2009, when the JP commenced there was no shared UN communication on GEWE issues in Kenya. The development of a communication strategy, website, Facebook page and the use of Twitter allowed the UN to speak with one voice on GEWE issues to various audiences in Kenya. Compilation and dissemination of a daily media monitoring report, focusing on GEWE issues in Kenya delivered to over 150 stakeholders - PWG, GoK, civil society and development partners further enhanced the awareness and knowledge of the state of GEWE issues in Kenya. The Resident Coordinator and the Coordinating Agency participated in numerous public events since inception that raised awareness and created visibility for GEWE issues in Kenya. The Programme also supported several national events especially around key gender calendar events such as International Women’s Day and the annual 16 Days of Activism Campaign against violence against women that further increased the visibility of GEWE in the public domain. The JP GEWE became the focal point around which UN agencies would rally, whenever they wished to communicate on GEWE issues, which was a marked improvement from 2009.

QUALITATIVE ASSESSMENT:

According to the Programme document the ultimate objective of the Programme was “contribute to creating an enabling environment for the mainstreaming of gender and the empowerment of women in Kenya by

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20 For example, the JP GEWE mid-term evaluation recommended that the UN should utilize the lessons learned from the Programme to develop the gender priorities of the next MTP. The JP took this up and developed a Gender Checklist to assist the Gender Working Groups in ensuring that different needs of women, men, boys and girls were analyzed and addressed.

21 The exercise assessed how well gender had been mainstreamed in the UNDAF (2009-14) and identified good practices as well as challenges in mainstreaming GEWE issues.

22 UNDG Programming Principles guide the UN’s work and include Human Rights, Gender Equality, Environmental Sustainability, Capacity Building and Results Based Management.
maximizing the use of human and financial resources available to the UN and providing technical, financial and infrastructural capacity building support within 5 inter-related priority areas.”

It is argued that towards the end of the implementation period of the JP GEWE, the general environment in Kenya and the internal at the UN had already in many ways reached a very different level in terms of how gender equality was understood in Kenya.

Therefore, the qualitative assessment of the level to which the programme was successful in doing what it set out to do, will be done against the two broad JP GEWE objectives, the substantive as well as the procedural. The substantive objective was geared towards changing/improving the gender equality and women’s empowerment situation in the country focusing on gender mainstreaming, gender based violence, political participation and economic empowerment. The procedural objective of the JP GEWE was directed at transforming the way the UN system works (how UN agencies interact, share information and work with national stakeholders) to bring about coherence and cohesion in its support to national stakeholders.

1. Impact on the state of gender equality in Kenya
At the start of the programme, the situation of gender equality and women’s empowerment in Kenya was in need of a plethora of improvements, as was discussed at the outset of the report. In terms of the substantive objectives set for the strategic areas, the evaluation found that the JP GEWE objectives were relevant to national priorities and policies of the GoK at the time of the Programme design and remained so until the end of the programme timeline particularly in relation to rights and needs of targeted institutions and women.

The previous sections of the report have analyzed extensively the progress towards the objectives. In the self-understanding of the participating UN organizations, the programme support played an instrumental role in improving the institutional and structural frameworks in Kenya. The impact of this support can be seen in the number of laws and legislations, acts and guidelines that were engendered and passed during 2009-2015.

Of equal importance and impact was the support given to enhance the capacities of the relevant government officials at the national and county level and other cooperation partners. Thousands of people were capacitated with the support of the programme in various areas and skills. The results are a prerequisite to ensuring that the gains made in the institutional level and in frameworks are actualized and implemented and that their progress is monitored and reported on.

Lastly, the programme support influenced a change in societal beliefs and cultural norms that traditionally have seen women in ways in Kenya that are not compatible with the principles of gender equality. Changing established norms and social constructions of gender plays a key role in ensuring that there is wide spread support for what the new engendered laws stand for and what kind of a society they seek to establish and maintain in Kenya.

Combining the achievements in the three separate, but interconnected realms allows to conclude that the programme did contribute towards creating an enabling environment for mainstreaming gender and empowerment of women. At the same time, it is important to note that the achievements in the three realms were not equal. The biggest achievement in terms of tangible results, are the gains made in the institutional/legal realm at the national level. It is a good start for the enabled environment, but future interventions have a tall task ahead of them to ensure that social transformation takes stronger root to allow for the realization of gender equality and women’s empowerment in Kenya. To have the legal framework and skilled people is important, but not enough on their own.

The findings of the final evaluation are in conformity with the previous analysis. The independent final evaluation also concluded that notable achievements were made in relation to improving gender equality and women’s empowerment, the legal and policy framework and institutional capacity. Furthermore, although limited, the evaluation found that community level interventions brought about positive changes in the lives of women and communities.
2. Delivering as one UN on Gender Equality and Women’s Empowerment

In terms of the success in the procedural objective, in some ways the JP achieved more than it set out to do. At the start of the Programme adequate information was not available on who is doing what on gender among UN agencies in Kenya, let alone coordination and collaboration. At the end of the JP GEWE this situation had been completely altered and as a result of programme activities in this regard adequate information on gender related interventions of the UN is readily available in Kenya.

Having the information available is important for the UN itself, but equally important was the development that took place in how the UN communicated to the public at large about gender equality and women’s empowerment in Kenya. Prior to JP GEWE, there was no shared UN communication on GEWE issues in Kenya. This changed totally with the support of the programme. Delivering as one UN on GEWE towards the general public played an important role of lifting gender equality and women’s empowerment issues from the fringes of public conversation to a central place.

Delivering as one UN also had a positive bearing on the cooperation with the main stakeholders, in particular with the Government of Kenya. Prior to JP GEWE, UN agencies liaised with the Government on an individual basis, which at the hindsight was exhaustive for the Government counterparts. The programme was instrumental in changing the ethos from individuality to collectivism in this regard and at the end of the programme the cooperation between the UN-GoK on gender had grown systematic thanks to the programme efforts.

During the implementation phase (2009-2015), the JP GEWE managed to attract 2,958,909 USD from the Norwegian Government. As the common resource mobilization plan was never effected, the programme cannot be described as having been catalytic in attracting funding/other resources from other donors during its active implementation time. At a hindsight, it is reasonable to assume that JP GEWE had an impact on the way in which the UN in Kenya will be conducting future resource mobilization efforts on future JPs on gender equality and women’s empowerment.

In many ways, as has been argued at the previous sections of the report, the JP GEWE was instrumental in getting the UN agencies working together on gender under the same programmatic approach. Working together in GEWE resulted in a change both in abstract conceptualization and concrete working methods of the UN agencies. Due to the programme efforts, the UN agencies went from a basic level cooperation to working and delivering as one on gender in 5 years. The impact of changed cooperation methods did not stay limited to the JP GEWE, but already during the course of the programme resulted in tangible practical level change in the way the UN agencies are UN agencies are developing many new joint interventions on gender in different thematic areas such as GVB, Extractives and Elections. The impact of thinking as one in GEWE is also felt in the new UNDAF that takes gender mainstreaming to a new dimension compared to the previous UNDAF.

Due to the relatively long implementation time of the JP GEWE, the critical thinking of the programme’s challenges had already begun prior to the conclusion of the programme. This helps to explain why in addition to the achievement that were made during the implementation period, the programme exceeded the original objectives. Towards the end of the programme activities, not only was the UN delivering as one in GEWE, but it played an instrumental role in establishing foundations for collaboration on gender issues outside the Programme. One such example is the transformation of the current JP GEWE PWG to Gender Theme Group to better align itself and contribute its expertise on gender equality and women’s empowerment to advance the UNDAF implementation.

Seen against the achievements, it is possible to conclude that JP GEWE played an instrumental part in fulfilling its procedural objectives and thus contributing to the creation of an enabling environment for gender equality and women’s empowerment in Kenya.
N.B In this Indicator Based Performance Assessment Matrix, the progress is reported against main OUTPUT result. The JP GEWE log frame also sets various number (1-5) expected results that fall under the main OUTPUT result. The progress under each of these expected results as well as how they contribute to the fulfillment of the main OUTPUT result is discussed in the narrative output section of the final report.

<table>
<thead>
<tr>
<th>Achieved Indicator Targets</th>
<th>Reasons for Variance with Planned Target (if any)</th>
<th>Source of Verification</th>
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<tbody>
<tr>
<td><strong>Outcome 1: Enhanced Gender equality and empowerment of women (UNDAF 1.1.3)</strong></td>
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<tr>
<td><strong>Output 1: Capacity in key national institutions to develop, monitor and evaluate National Development Policies, Legislations and Plans with gender responsive criteria ensured</strong></td>
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<tr>
<td><strong>Indicator 1.1.1:</strong> National and devolved gender machineries coordinating, implementing and evaluating gender mainstreaming in the ministries, departments and agencies</td>
<td><strong>Indicator 1.1.1 Target Partially Achieved:</strong></td>
<td>Changes in the gender machinery after the 2013 election and the creation of a gender directorate in the Ministry of Planning and Devolution</td>
</tr>
<tr>
<td><strong>Baseline:</strong> National machinery for the advancement of women</td>
<td>- The programme implementation period coincided with the restructuring of the Government ministries, which resulted in delays in achieving the target.</td>
<td>Gender Directorate/UN Women</td>
</tr>
<tr>
<td><strong>Planned Target:</strong> At least the MOGCSD has systems for coordination, implementation and evaluation of gender mainstreaming at national and devolved levels by 2013.</td>
<td>- Whilst the gender directorate does not have a fully established, specific M&amp;E Unit, the elementary systems have been developed.</td>
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<tr>
<td><strong>Indicator 1.1.2:</strong> Key laws, policies and protocols are gender responsive</td>
<td><strong>Indicator 1.1.2 Achieved:</strong></td>
<td></td>
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<tr>
<td><strong>Baseline:</strong> Kenya law review Study commissioned by UN WOMEN</td>
<td>- The key laws, policies and protocols targeted by the programme are gender responsive.</td>
<td></td>
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<tr>
<td><strong>Planned target:</strong> At least 2 bills/policies and/or protocols that enhance women’s access to justice, women’s political representation, land, environment and natural resources and/or access to financial services.</td>
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<tr>
<td><strong>Outcome 2: Existence of a functioning national integrated protective services system, particularly for women and children i.e. the right to access protection services progressively realized (UNDAF 2.1.5)</strong></td>
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<tr>
<td>Indicator 2.1.1:</td>
<td>Existence and number of stakeholders implementing the National GBV Action plan by 2013.</td>
<td>Baseline: No action plan in place.</td>
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</table>
| **Indicator 2.1.1 Target Achieved:** | - The National Plan of Action to Aid the Implementation of the National Framework towards Prevention and Response of Gender-Based Violence in Kenya exists. It was adopted in October 2010 as a practical approach towards the implementation of the National Framework towards the Response and Prevention of Gender-Based Violence in Kenya.  
- Action plan for UNFPA/UNICEF joint programme on abandonment of FGM exists | Data on the exact number of organizations implementing the plan of action was to be established, however, this was never accomplished. | Gender Directorate Annual Report |

| Indicator 2.1.2: | No. of facilities/institutions/ safety nets providing survivors with coordinated GBV prevention and response services. | Baseline: 51 stakeholders (including CSOs, service providers, GoK institutions) have entered the referral mechanism. | Planned Target: n/a |
|-------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|
| **Indicator 2.1.2 Target Achieved:** | - Facilities/institutions/safety nets providing survivors with coordinated GVB prevention and responsive services improved.  
- 190 service providers had their capacity enhanced to ensure effective and comprehensive delivery of GBV services. | n/a | www.gbvkenya.org |

**Output 3: Gender equality, empowerment of women and realisation of Human Rights enhanced**

<p>| Output 3.1: | The gender and governance agenda effectively supported and advocated for by key stakeholders (Civil Society, state and non-state actors) | Indicator 3.1.1. Target Achieved – The constitution is gender responsive | n/a | Constitution of Kenya 2010 |</p>
<table>
<thead>
<tr>
<th>Achieved Indicator Targets</th>
<th>Reasons for Variance with Planned Target (if any)</th>
<th>Source of Verification</th>
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<tbody>
<tr>
<td><strong>Indicator: 3.1.1</strong> Draft constitution is gender responsive and if passed, relevant gender related laws are identified and advocated for. <strong>Baseline:</strong> Current constitution is gender neutral. <strong>Planned Target:</strong> Draft constitution is gender responsive.</td>
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<tr>
<td><strong>Indicator: 3.1.2</strong> (Agenda 4) reforms and related institutions integrate gender into their work by 2013. <strong>Baseline:</strong> “Old” Constitution is gender neutral. Draft policy on Peacebuilding and Conflict Management is gender neutral. Former ECK/current IIEC has gender related activities in place for voter registration, voter education and voter information, Political parties act – affirmative action. <strong>Planned target:</strong> At least 60% of targeted reform processes are gender responsive.</td>
<td>After the inclusion of the 2/3 Gender rule into the 2010 Constitution, there was no framework to operationalize it. The 2013 Supreme Court ruling made the attainment of the Principle progressive until a framework is in place by August 2015. The process is ongoing and the UN continues to support it.</td>
<td>Supreme Court Ruling</td>
</tr>
<tr>
<td><strong>Indicator 3.2.1. Target Achieved partially –</strong></td>
<td></td>
<td>Report from the AG’s Task Force on the 2/3 Gender Rule and Justice and Legal Affairs Parliamentary Committee</td>
</tr>
<tr>
<td>• Out of the identified reform processes, those in relation to constitutional and electoral reforms are considered gender responsive as women’s rights are promoted and protected in the constitution, and the electoral framework promotes the inclusion of women in political leadership. Also the structures for building national cohesion and unity, including peace building efforts, have been engendered with women now participating at substantially higher levels in national peace building structures.</td>
<td></td>
<td>GoK</td>
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<td>• The decentralized structures are yet to be fully engendered but the 2/3 rule is adhered to at the county assembly level.</td>
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<td>• Appointments of Cabinet and Permanent Secretaries adhered to the 2/3 gender rule in the current government following the 2013 General elections.</td>
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23 Constitutional reforms, electoral reforms, consolidation of national cohesion and unity, addressing impunity (NCIC and TJRC and Peace Committees), decentralized structures
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<tr>
<td><strong>Outcome 4:</strong> Business environment productivity and competitiveness of Micro Small and Medium Enterprises (MSMEs) improved (UNDAF 3.1.2)</td>
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<td>ILO, UNIDO, UNDP, UN WOMEN, UNESCO Programme reports</td>
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<tr>
<td><strong>Output 4.1:</strong> Targeted public and private sector institutions women’s organizations, groups and networks ensuring increased women’s access to economic opportunities</td>
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<tr>
<td><strong>Indicator 4.1.1:</strong> Number of women accessing technical training, business development and/or financial services by 2013</td>
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<tr>
<td><strong>Baseline:</strong> 20.2% men and 15.9% women do not use any formal financial service, but use services from nonbank financial institutions such as SACCOs (Savings and Credit Cooperative Societies) and MFIs (Micro-finance Institutions), whereas 33.4% women and 19.5% men access informal(^n) financial services. 32.4% men and 33% women do not use either formal other or informal financial services. (Finaccess report 2009)</td>
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<td><strong>Target:</strong> At least 15% increase in the number of women accessing technical training, business development and/or financial services.</td>
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<td><strong>Indicator 4.1.1. Target Achieved partially –</strong></td>
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<tr>
<td></td>
<td>• Over 2000 women have received basic business management skills.</td>
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<td>• Around 1000 women are using the skills.</td>
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<td>• 47 WEF volunteers trained to support selected financial intermediaries</td>
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<td>• 10 ILO Business tools adapted</td>
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<td>• 88 financial intermediaries trained and approved to disburse WEF loans.</td>
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<td>• 97 TOTs trained to deliver HP Life Entrepreneurship Training at Government Business Development Training Centers countrywide</td>
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<tr>
<td>Indicator 4.1.2: Number of women entrepreneur networks established, strengthened and actively redressing their challenges</td>
<td>Achieved Indicator Targets</td>
<td>Reasons for Variance with Planned Target (if any)</td>
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<tr>
<td><strong>Baseline:</strong> Mapping exercise of existing SME networks and clusters</td>
<td><strong>Indicator 4.1.2 Target Achieved partially –</strong></td>
<td>The government set up various funds such as the Women’s Enterprise Fund and UWEZO began to provide credit to women entrepreneurs and groups. The focus of the JP then became about ensuring access for large numbers of women to these funds.</td>
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<tr>
<td><strong>Target:</strong></td>
<td>- 2 cooperatives formed and are operational</td>
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<td>- A strong umbrella women’s entrepreneurs associations</td>
<td>- 1 women in mining cooperative in process</td>
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<tr>
<td>- A strong Umbrella women’s SACCO in place and offering effective services to women entrepreneurs</td>
<td>- Programme supported the establishment of PROWE</td>
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<td>- At least 2 sector based women associations formed</td>
<td>- Supported KEPSA in developing a gender responsive strategic plan</td>
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<tr>
<th>Output 5.1: Comprehensive and coherent UN support for gender equality in Kenya provided within the framework of the UN Joint Programme on Gender Equality and Women’s Empowerment</th>
<th>Indicator 5.1.1 Target achieved – Comprehensive and coherent UN support for gender equality in Kenya was provided within the framework of the UN Joint Programme on Gender Equality and Women’s Empowerment</th>
<th>N/A</th>
<th>JP GEWE Secretariat/Mid-Term Evaluation Signed Prodoc Annual Workplans</th>
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<tbody>
<tr>
<td><strong>Indicator 5.1.1:</strong> Number of UN agencies harmonizing and aligning their support to gender equality in Kenya through contributing to the UN Joint Programme on Gender Equality and Women’s Empowerment</td>
<td><strong>Baseline:</strong> UN agencies not coordinating work on gender</td>
<td></td>
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<tr>
<td><strong>Planned Target:</strong> At least 10 of Resident UN Agencies in Kenya working under the JP</td>
<td><strong>Planned Target:</strong> One Programme Developed”, “One Financial Framework developed, UN Resident Coordinator leading programme and Coordinating Agency Appointed”, “One Resource Mobilization Plan”</td>
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<tr>
<th>Indicator 5.1.2: Extent to which the UN is “Delivering as One” for gender equality and women’s empowerment</th>
<th>Indicator 5.1.2 Target Almost Completely Achieved – UN delivering as One for gender equality and women’s empowerment to a very high extent.</th>
<th>“One Resource Mobilization Plan” was not achieved.</th>
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<td><strong>Baseline:</strong> Each UN agency working in a silo; uncoordinated and incoherent efforts</td>
<td><strong>Planned Target:</strong> One Programme Developed”, “One Financial Framework developed, UN Resident Coordinator leading programme and Coordinating Agency Appointed”, “One Resource Mobilization Plan”</td>
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<td><strong>Baseline:</strong> Each UN agency working in a silo; uncoordinated and incoherent efforts</td>
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<td>Source of Verification</td>
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<tr>
<td>• One Fund for GEWE in Kenya established in 2011.</td>
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<td>• UN Resident Coordinator regularly briefed and leading the Programme.</td>
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<td>• UN Women appointed as the Coordinating Agency in 2009.</td>
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<tr>
<td>Indicator 5.1.3: Qualitative level of delivery, coordination and participation of all stakeholders in the Joint Programme</td>
<td>Indicator 5.1.3 Target Achieved – Qualitative level of delivery, coordination and participation of all stakeholders in the Joint Programme developed, mobilized and institutionalized.</td>
<td>N/A</td>
<td></td>
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<tr>
<td>Baseline: UN technical team not set up; no coordination of joint planning; no joint reports</td>
<td>• A technical Programme Working Group established and regular meetings held</td>
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<tr>
<td>Planned Target: Consistent participation in programme by at least 10 UN agencies through management arrangements and alignment to national priorities</td>
<td>• Joint annual reports produced to the MPTF</td>
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<td>• Public Version of annual reports published</td>
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<tr>
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<td>• Biannual updates produced to the Gen</td>
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<td>• Programme jointly planned the activities to avoid overlaps and to benefit from synergies</td>
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<td>• PWG meetings were regularly held with regular participation of all the UN agencies</td>
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III. Evaluation, Challenges and Lessons Learned

Evaluation

Mid-term evaluation was carried out in February 2012. It looked into the programme design, implementation strategy and institutional arrangements as well as assessed the progress of the programme so far. The key findings of the mid-term evaluation were two fold. Internally, the mid-term evaluation noted the need for expertise in project coordination and M&E functions at the Secretariat. Externally, key observations were made with regards of enhancing resource mobilization efforts. MRL accepted many of the recommendations that the mid-term evaluation made. Several measures to improve the programme were implemented as per the recommendations made.

The final project evaluation was completed in October 2014. At the general level, the final evaluation assessed the JP operations, administration, and outcomes in order to identify lessons and good practices that could improve future gender equality and women’s empowerment joint programmes and joint programming in Kenya. The more specific objective of the evaluation consisted of an assessment of the contribution of the Programme to national priorities and development goals and an assessment of the level of progress made towards achieving Programme objectives. Additionally the final evaluation looked into identifying challenges faced by the Programme as well as compiling lessons learned.

The evaluation found that the JP GEWE objectives under the five thematic priority areas were relevant to national priorities and policies of the GoK not only at the time of the Programme design, but also at the end of the programme particularly with a reference to rights and needs of targeted institutions and women. The evaluation concluded that notable achievements were made in relation to improving gender equality and women’s empowerment, the legal and policy framework and institutional capacity in Kenya.

Regarding the joint programme approach the evaluation found that theoretically the programme met the four basic ingredients of a joint programme or the Delivering as One (DaO) concept, i.e. one programme document, one budgetary framework, one leader and one office. However, the practical application of these aspects was challenged by different factors. For example, the already planned gender related interventions of Participating United Nations Organisations (PUNOs) vis a vis the design of the Programme resulted in a collation or juxtaposition of activities rather than joint design. Additionally, in view of the evaluation the linkage and coherence among the 5 output areas was not clearly established hindering the ability of the outputs to contribute to the program goal in a complementary manner.

With respect to the application of a Human Rights Based Approach (HRBA), the evaluation concluded that the relevance of HRBA to the programme was not clear as the relationship and complementarity between the supply and demand side interventions was not clearly articulated. Somewhat contradictory to this was the evaluation finding that the focus of the Programme on the supply side of gender equality was justifiable in relation to the UN mandate, resources and comparative advantages as it enabled the UN to bring about strategic changes in the policy, legal and institutional framework with the potential for wider impact.

The evaluation concluded that there indeed are indications of long term impact as the programme enabled greater attention to gender equality in the UN, led to structural changes in the national policy framework, and resulted in improvements in the lives of targeted women.
Challenges
The programme document identified the seven main challenges in the Risk Log. Namely, 1) lack of recognition of the JP and its management 2) weak commitment 3) limited understanding of DaO process 4) delay in reporting 5) weak commitment of the Steering committee 6) GEWE not a priority area 7) possible implications of passing the new Constitution.

The following analysis looks at the internal and external challenges and their implications to programme implementation during the implementation period.

The key partnerships for the JP GEWE were with the Government of Kenya, CSOs and the private sector. In terms of the external challenges (Risk Log no. 7), the majority of them was brought upon by the passing of the new Constitution that resulted in changes in governmental institutional context as well as to the creation of devolved structures. In some cases, this meant that the already started programme activities had to be fitted to a changed context, which resulted in a delay in achieving the results. However, seen from a different angle, the changes at the structural level meant that the programme had more opportunities to influence the formulation, adoption and implementation of many policies, plans and laws to ensure that they were either gender mainstreamed or directly addressing issues that challenge the realization of gender equality and women’s empowerment in Kenya. To a certain extent, the level of commitment of the Steering committee fluctuated over the programme’s implementation years that hampered the joint ownership of the programme (Risk Log no. 5).

The internal challenges that the programme experienced were greater in number than the external ones. It was never so that GEWE was not a priority area (Risk Log no. 6). Rather, at a hindsight, most of the challenges were programmatic. In terms of the wider implementation framework and context, the cohesion between the JP and the UNDAF (2009-2014) suffered from not having been designed within the DaO framework.

Instead of having been designed as a joint programme, the JP GEWE design was influenced by the already existing and/or planned interventions of the participating UN organizations. As a result, there were gaps in terms of incentives, frameworks and guidance, which hindered the possibilities of reaping the maximum benefits programme’s potentiality in terms of coherence (Risk Log no. 3). The collation of activities also hampered the ability of the participating agencies to create synergies between the different strategic priority areas to the same extent that would have been possible, if the interventions were planned jointly from the beginning. The reflection of this process was visible in level of commitment and ownership of the JP GEWE amongst the participating agencies (Risk Log no. 2).

At a hindsight, one of the challenges that was not foreseen and that which impacted the achievement of the set results concerned the disability of the programme to raise the anticipated funds to carry out the planned activities. The lack of sufficient funding was a hindering factor, especially when contrasted with the level to which the programme objectives were set at. Retrospectively, considering the deep rooted nature of gender issues, the joint fundraising aspect was one of the programme’s weakest points.

There were challenges in the management of the JP (Risk Log no. 1). Although the programme had a Secretariat, there never was “one management” in true sense of the word. In the absence of the one management, there was no instance that was invested with the powers to oversee programme’s implementation and request corrective measures to be implemented. In many ways, this tallies with the limitations of applying results based strategies (by the participating agencies), which meant that at times the progress of the implementation towards the results that were set in the log frame and endorsed in the MoU of the programme could have been better.
The challenges pointed out by the final evaluation were to a large degree agreed by the agency heads of the participating UN agencies and the programme working group\textsuperscript{25}.

**Lessons Learned**

The *lessons learned* of the JP GEWE in most part, mirror the challenges that the JP GEWE experienced in programming, commitment, and capacity related challenges. These have been widely discussed in various sections of the final report. Due to the relatively long implementation time of the JP GEWE, the critical thinking of how the programme’s challenges could be turned into lessons learned had begun prior to the conclusion of the programme.

In hindsight, the lessons learned during this JP GEWE can be summarised in the following way.

1. An effective and efficiently implemented Joint Programme requires a programme that is jointly conceptualized and owned.

2. A common fund, resource mobilization, financial reporting and reporting on activities are crucial for joint programmes to work.

3. An effective Joint Programme requires strong government ownership and leadership, commitment of resources and effective monitoring.

4. The effective operationalization of a Joint Programme requires a strong leadership and investment on coordination and addressing challenges as they arise.

5. For a Joint Programme to work it is important that all stakeholders (UN agencies as well as coordinating and implementing partners) have adequate capacity to carry out the joint work.

As referred to earlier, in many ways the lessons learned of the JP GEWE were internalised to a large extent in the thinking of the UN agencies in Kenya even before the final evaluation was carried out. This explains why already some of the lessons learned have been put into practice. For example, the planning for the new JPs on GEWE (which is well underway in many different programme areas in Kenya) is no longer collating activities of the different organisations together, but the reasoning and planning is mindful of the challenges that the ending JP GEWE had.

**IV. A Specific Story**

JP GEWE documented the results of agencies’ work in the five strategic areas (Gender Mainstreaming, GBV, Gender and Governance, Economic Empowerment, UN Coordination and DaO) of the JP GEWE in five short videos. The objective of the videos is to document the achievements in the respective areas. The final products will:

\textsuperscript{25} MRL to Final Evaluation Recommendations available in UN WOMEN GATE (www.gate.unwomen.org)
Showcase the results of the JP to generate greater buy in and resources from the government, UN agencies and development partners for this programming modality

Effectively catalogue in one location, for easy future reference, the large amount of knowledge the Programme implementing partners have generated during the past 6 years.

Contribute to the effectiveness of future JPs by adding to the growing body of knowledge on Joint Programmes in Kenya and globally, through the perspective of implementing partners including contributing to resource mobilization for priority gender equality issues in the new UNDAF 2014-18.

The final products will be delivered to JP GEWE Secretariat by May, 25th upon which the Secretariat will provide copies to the MPTF Office.

JP GEWE is also working on producing a PhotoBook that illustrates some of the successes of the programme in pictures and brief text. The final product will be available in early June 2015. Links to this on the Programme’s website will be shared with the MPTF Office.
ANNEXES

✓ Mid-term evaluation
✓ Summary of final evaluation
✓ Final evaluation
Mid-term Evaluation Report

Joint Programme on Gender Equality and Women’s Empowerment

February 2012

Evaluators: Caroline Chikoore, MBA
Felix M’mboyi, PhD
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<td>ADB</td>
<td>African Development Bank</td>
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<td>AIDS</td>
<td>Acquired Immune-Deficiency Syndrome</td>
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<td>AusAID</td>
<td>Australia Agency for International Development</td>
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<td>Department for International Development</td>
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<td>African Women’s Development and Communication Network</td>
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<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
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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 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

Under the DaO initiative, the role of the UN system is to strengthen the capacities of its traditional partners (government ministries and CSOs). Part of this calls for dialogue between these two key national actors. The UN is required to play a facilitation role in bridging the relationship between the government and CSOs through meaningful engagement on national gender issues.

Good practices were noted in multiple stakeholder inclusion starting with the UN system and the level of coalescing around the joint programme. The JP successfully included traditional partners of the UN within the governance structure of the programme and as recipients of development support, building ownership of the joint programme. Other development actors engaged in programme development and implementation include donors and private sector representatives.

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 intergovernmental 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. Successfully 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. 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 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 underserviced due to limited budget and understaffing. The programme focused on women’s rights, working with the **Gender and Social Development**

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1 1872_UNEG Report LR(2)
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 MoGSCD 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 MoGCSD and the UN through the RC. 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.

**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. **CSOs**; 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.

![Management Structure in Relation to Joint Programme Processes](image-url)
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.

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

**Table 1: 2009-2011 Budget**

<table>
<thead>
<tr>
<th>Year</th>
<th>Budget</th>
<th>Parallel Funding</th>
<th>Additional funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009</td>
<td>1,906,809</td>
<td>1,364,987</td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>4,479,920</td>
<td>3,325,729</td>
<td></td>
</tr>
<tr>
<td>2011</td>
<td>14,366,355</td>
<td>9,246,688</td>
<td>2.3million</td>
</tr>
</tbody>
</table>

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

The Theory of Change (ToC)² 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 “unpack³” 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 UN system on gender. In addition it was assumed both UN-Women and the participating UN agencies

² Theory of Change is defined as a systematic cumulative study of links between activities, outcomes and context of the programme
³ 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?
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 sample 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

<table>
<thead>
<tr>
<th>Type of stakeholder involved in the evaluation</th>
<th>*Number of sampled units interviewed</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNCT</td>
<td>5</td>
</tr>
<tr>
<td>JP GEWE Steering Committee</td>
<td>5</td>
</tr>
<tr>
<td>UNPWG</td>
<td>5</td>
</tr>
</tbody>
</table>
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:

<table>
<thead>
<tr>
<th>Table</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>UN-Women</td>
<td>5</td>
</tr>
<tr>
<td>UN Agencies</td>
<td>12</td>
</tr>
<tr>
<td>Ministry of Gender</td>
<td>4</td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td>3</td>
</tr>
<tr>
<td>Ministry of Planning</td>
<td>2</td>
</tr>
<tr>
<td>Gender and Equality Commission</td>
<td>1</td>
</tr>
<tr>
<td>Women Enterprise Fund</td>
<td>1</td>
</tr>
<tr>
<td>CSOs</td>
<td>2</td>
</tr>
<tr>
<td>Donors</td>
<td>6</td>
</tr>
</tbody>
</table>

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
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 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 UN Agencies, “a coalition of the willing”, 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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4 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 indentified 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 13-19.5 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 the next

5 Published by Supraregional project Deutsche Gesellschaft für Ending Female Genital Mutilation Technische Zusammenarbeit (GTZ) GmbH. Supraregional project, Ending Female Genital Mutilatio 2007
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 MoGSCD, 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) lack of clarity on future 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

<table>
<thead>
<tr>
<th>UN-Coordinated process</th>
<th>Examples of progress towards outcomes</th>
<th>Source</th>
</tr>
</thead>
</table>
| Gender Mainstreaming   | (+) Ministries of Health and Gender supported to develop national gender policies.  
(+ ) Technical assistance provided to MoGCSD and NGEC 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 NGEC 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

<table>
<thead>
<tr>
<th>UN-Coordinated process</th>
<th>Examples of progress towards outcomes</th>
<th>Source</th>
</tr>
</thead>
</table>
| 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 | Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010 |
A national taskforce, chaired by the NGEC was set up and developed plan of action to establish protective mechanisms for abused women. Standardized Operating Procedures on SGBV for the health, legal, security and psychosocial sectors developed. Limited coordination of GBV service providers in Government, CSOs and UN. Limited funding for scope of activities required to address GBV. More advocacy required to pass the GBV related bills, e.g., Family Protection Bill. Duplication of effort.

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

<table>
<thead>
<tr>
<th>UN-Coordinated process</th>
<th>Examples of progress towards outcomes</th>
<th>Source</th>
</tr>
</thead>
</table>
| Gender and Governance  | (+) National Action Plan for UNSCR 1325 developed  
|                        | (+) Baseline study on the role of women in peace building and conflict prevention undertaken  
|                        | (+) 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  
|                        | (+) Gender Voter and Civic Education guide developed to complement the voter education material and civic education strategy  
|                        | (-) 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. | 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

<table>
<thead>
<tr>
<th>UN-Coordination process</th>
<th>Examples of progress towards outcomes</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic Empowerment</td>
<td>(+) 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</td>
<td>Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>UN-Coordination process</th>
<th>Example of progress on output</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>JP Coordination and “Delivery as One”</td>
<td>(+) Implementation of gender programs at national and district levels led by individual agencies and coordinated by JP (+) AWP's and M&amp;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&amp;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</td>
<td>Interviews with UN staff, Annual Review and Planning Retreat Report 2011, Reports to UNCT 2010-2011, Annual Progress Report 2010</td>
</tr>
</tbody>
</table>

### 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 programme 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](image)

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).6

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

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

Maendelelo 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 (MCH/FP), 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 4th 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 consider

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

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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
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 rational 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

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.
- 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

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

• 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

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

Annex 3: Checklist of Relevant Documents

<table>
<thead>
<tr>
<th>Type of document</th>
<th>Document Title</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategy</td>
<td>UN Women GOK- UN Joint Programme on GEWE</td>
<td>√</td>
</tr>
<tr>
<td>Project documents</td>
<td>Joint Programme on Gender Equality and Women’s Empowerment in Kenya 2009</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Consolidated Inception Plan 2009</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>AWP 2010</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Operational plans output teams 2011</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Results 2011 Overview</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Process Report 19 Nov 2009</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>JP GEWE April 2010</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Output 1 Report 01-21 Sept 2010</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Output 3 Report Jan-Sept 2010</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Output 4 Report Jan- Sept 2010</td>
<td>√</td>
</tr>
<tr>
<td>Financials</td>
<td>Budget total final updated March 2010</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Result 2011 overview</td>
<td>√</td>
</tr>
<tr>
<td>Monitoring and Evaluation reports</td>
<td>M&amp;E Guidelines on Tools</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Reporting Guidelines</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Timetable for M</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Updated baselines</td>
<td>√</td>
</tr>
<tr>
<td></td>
<td>Minutes of Joint GOK/UN Steering Committee</td>
<td>√</td>
</tr>
<tr>
<td>Category</td>
<td>Item</td>
<td>Status</td>
</tr>
<tr>
<td>--------------------------------------------</td>
<td>--------------------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>Minutes of Programme Working Group on Gender 2010-2011</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Reports to UNCT 2010-2011</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Studies, research papers</td>
<td></td>
<td>-</td>
</tr>
<tr>
<td>Communications and Resource Mobilization</td>
<td>JP Gewe Communications final draft</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>JP Gewe Newsletter 2011</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>Resource Mobilization 23.08.2010</td>
<td>✓</td>
</tr>
</tbody>
</table>
### 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?

<table>
<thead>
<tr>
<th>Specific criteria</th>
<th>Indicator</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Relevance of objectives</td>
<td>Baseline on the situation of women and girls</td>
<td>Project documents</td>
</tr>
<tr>
<td></td>
<td>Degree of understanding of the contextual issues by UN staff and partners</td>
<td>Interviews</td>
</tr>
<tr>
<td>1.2 Relevance of approaches</td>
<td>Good practices, gender based programming, gender analysis</td>
<td>Focus group discussions</td>
</tr>
<tr>
<td></td>
<td>Replication of models, approaches</td>
<td>Interviews</td>
</tr>
<tr>
<td>1.3 Relevance to stakeholders</td>
<td>Composition of stakeholders implementing the JP at all levels (international team, government team, civil society and beneficiaries)</td>
<td>Project documents</td>
</tr>
<tr>
<td></td>
<td>Sex disaggregation of stakeholders and their institutions</td>
<td>Focused group discussions</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Interviews</td>
</tr>
<tr>
<td>1.4 Relevance of programme to emerging gender policies and legislation in the country</td>
<td>Degree of correlation with new constitutional and legislation dispensation on gender equity and women empowerment</td>
<td>Interviews</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Focused group discussions</td>
</tr>
</tbody>
</table>
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?

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

<table>
<thead>
<tr>
<th>Specific criteria</th>
<th>Indicator</th>
<th>Means of verification</th>
</tr>
</thead>
</table>
| 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 |
## Evaluation Criteria: 4. Efficiency

**Evaluation Questions**: 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?

<table>
<thead>
<tr>
<th>Specific criteria</th>
<th>Indicator</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1 Managerial efficiencies</td>
<td>Implementation within planned timelines</td>
<td>Document review of minutes, reports of committees</td>
</tr>
<tr>
<td></td>
<td>Expenditure within budget</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Prompt resolution of implementation problems</td>
<td>Interviews</td>
</tr>
<tr>
<td></td>
<td>Degree of systematic monitoring and evaluation</td>
<td>Review of financial reports</td>
</tr>
<tr>
<td></td>
<td>Elimination of duplication</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Adherence to Paris declaration</td>
<td></td>
</tr>
<tr>
<td>4.2 Programme efficiencies</td>
<td>Cost reduction while meeting planned outcomes</td>
<td>Programme documents, reports,</td>
</tr>
<tr>
<td></td>
<td>Resources focussed to achieve outcomes</td>
<td>Interviews with UN agencies</td>
</tr>
<tr>
<td></td>
<td>Reduction of transaction costs</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Degree of influence and critical mass on gender</td>
<td></td>
</tr>
</tbody>
</table>
**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.)?

<table>
<thead>
<tr>
<th>Specific criteria</th>
<th>Indicator</th>
<th>Means of verification</th>
</tr>
</thead>
</table>
| 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?

<table>
<thead>
<tr>
<th>Specific criteria</th>
<th>Indicator</th>
<th>Means of verification</th>
</tr>
</thead>
</table>
| 6.1 Partner synergy       | Degree of coherence of programme approaches and implementation tools      | Review of documents  
                           Interviews       |
### 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?

<table>
<thead>
<tr>
<th>Specific criteria</th>
<th>Indicator</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>7.1 Management</td>
<td>Degree of delineation and complementarities</td>
<td>Review of documents</td>
</tr>
<tr>
<td></td>
<td>Quality of coordination function</td>
<td>Interviews</td>
</tr>
<tr>
<td></td>
<td>Level of capacity in management and implementation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Level of monitoring and feedback for improvement</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Extent of leveraging collaboration for greater impact</td>
<td></td>
</tr>
</tbody>
</table>
## Annex 5 Data Collection Tools

<table>
<thead>
<tr>
<th>Data Level</th>
<th>Method of data collection</th>
<th>Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic</td>
<td>Semi structure interviews FGDs</td>
<td>UN-Women, UNFPA, UNDP, ILO, UNCT, Joint Steering Committee with the history of the project and country context.</td>
</tr>
<tr>
<td>Programmatic level (project activities)</td>
<td>Desk review</td>
<td>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.</td>
</tr>
<tr>
<td>Programmatic level coherence</td>
<td>Semi-structured interviews</td>
<td>Interviews were conducted with: UN Agencies as follows: UN-Women, UNFPA, UNDP, ILO, UNICEF, OCHA, ODC, UNESCO, UNAIDS, UNIDO, WHO, Ministry Institutions as follows: MOGSCD, MoF, MoPND Vision 2030, Gender and Equity Commission, Women Enterprise fund Development Partners as follows: CIDA, EC Delegation, Netherlands, Norway, Sweden CSOs as follows: MYWO, FEMNET</td>
</tr>
<tr>
<td>Programmatic level coherence</td>
<td>Interviews</td>
<td>Coherence includes the coordinated programme planning and execution within the UN joint framework Primary data was collected mainly through interviews.</td>
</tr>
<tr>
<td>Programmatic level coherence</td>
<td>Time series analysis</td>
<td>Data analysis on policy changes. Analyzing speeches, comments made in the media, etc. were other data sources.</td>
</tr>
</tbody>
</table>

## Annex 6 Data Analysis

### Annex 6.1 Relevance Analysis

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

<table>
<thead>
<tr>
<th>RELEVANCE</th>
<th>Yes/High (%)</th>
<th>Partial (%)</th>
<th>No/Low (%)</th>
<th>TOTAL (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relevance of objectives</td>
<td>93</td>
<td>5</td>
<td>2</td>
<td>100</td>
</tr>
<tr>
<td>Relevance of Approach</td>
<td>91</td>
<td>3</td>
<td>6</td>
<td>100</td>
</tr>
<tr>
<td>Stakeholder participation</td>
<td>90</td>
<td>2</td>
<td>8</td>
<td>100</td>
</tr>
<tr>
<td>Relevance to emerging policies and legislation in Kenya</td>
<td>88</td>
<td>10</td>
<td>2</td>
<td>100</td>
</tr>
<tr>
<td>AVERAGE (% age)</td>
<td>90.5</td>
<td>5.0</td>
<td>4.5</td>
<td>100.0</td>
</tr>
</tbody>
</table>
Annex 6.2 Coherence Analysis Technocrats Perception

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

<table>
<thead>
<tr>
<th>Extent to which coherence was achieved</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very high</td>
<td>15</td>
<td>83.33</td>
</tr>
<tr>
<td>High</td>
<td>3</td>
<td>16.66</td>
</tr>
<tr>
<td>Low</td>
<td>0</td>
<td>00.00</td>
</tr>
<tr>
<td>Total</td>
<td>18</td>
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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

<table>
<thead>
<tr>
<th>Extent to which coherence was achieved</th>
<th>Frequency</th>
<th>Percent</th>
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<tbody>
<tr>
<td>High</td>
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<tr>
<td>Moderate</td>
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<td>61.11</td>
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<td>2</td>
<td>11.11</td>
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<tr>
<td>Total</td>
<td>18</td>
<td>100.0</td>
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</tbody>
</table>
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. Kinayanji, 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 Iiyin, Deputy Representative, UNFPA
29. Elizabeth Lwanga, Regional Programme Director a.i., UN Women
30. Maria Trease 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. Danstson Ondachi, UN Coordination Specialist, Office of the United Nations Resident and Humanitarian Coordinator, UNRCO
36. Choice Okoro, Head, Communications Office, OCHA
37. Patirk 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
EVALUATION SUMMARY

KENYA

FINAL EVALUATION OF THE JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN’S EMPOWERMENT (JP GEWE)
FINAL EVALUATION

THE GOVERNMENT OF KENYA - UNITED NATIONS JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN’S EMPOWERMENT (JP GEWE)

EVALUATION REPORT PREPARED BY:
YOSEPH ENDESHAW AND
OKWACH ABAGI

EVALUATION DATE:
MARCH-MAY 2014

EDITED BY: UN WOMEN KENYA
COUNTRY OFFICE
I. Background

The Government of Kenya - United Nations Joint Programme on Gender Equality and Women’s Empowerment is one of the four flagship joint programmes initiated to promote UN coherence in Kenya. The preparatory stage of the Programme was initiated in early 2009 and implementation started in September 2009. The implementation period was extended first to July 2013 to align with the extension of the UNDAF 2009-2014 and then to December 2014 to finalize planned activities.

The JP GEWE aims to contribute to national objectives on gender equality and empowerment of women within five inter-related strategic priority areas and related outputs. These are: i) gender mainstreaming ii) gender-based violence (GBV) iii) gender and governance iv) economic empowerment v) UN Coordination and Delivering as One (DaO).

The design and implementation of the Programme reflected the gender context in Kenya. International initiatives on aid or development effectiveness as well as reforms within the UN in relation to Delivering as One provided the conceptual framework for the design and implementation of the Programme.

The implementation of the JP GEWE involved a broad range of stakeholders including 14 UN agencies, GoK institutions, CSOs, private sector, and development partners (DPs).

II. Program Purpose and Goals

According to the Programme document the ultimate objective of the Programme is “contributing to creating an enabling environment for the mainstreaming of gender and the empowerment of women in Kenya by maximizing the use of human and financial resources available to the UN and providing technical, financial and infrastructural capacity building support within 5 inter-related priority areas.” Broadly speaking the JP GEWE had two objectives, substantive and procedural.

The substantive objective was changing/improving the gender equality and women’s empowerment situation in the country focusing on gender mainstreaming, gender based violence, political participation and economic empowerment. The procedural objective of the JP was transforming the way the UN system works (how UN agencies interact, share information and work with national stakeholders) to bring about coherence and cohesion in its support to national stakeholders.

III. Evaluation Objectives and Scope

Evaluation Purpose:

The purpose of the evaluation was “to assess the Joint Programme operations, administration, and outcomes in order to identify lessons and good practices that can improve future gender equality and women’s empowerment Joint Programmes and joint programming in Kenya.” The evaluation looked at progress made under the five priority areas and evaluated the extent to which the JP has met its overarching development goal. The primary users of this evaluation will be the UN system in Kenya as well as the Government and other national stakeholders working on GEWE issues.

Data, Sources, Collection and Analysis Methods:

The evaluation used appropriate data collection methods to access information from primary and secondary sources. The desk review covered all Programme related documents, the UNDAF 2009-14, GoK policies and laws as well as other documents relevant to the Programme context.

Primary data was collected from representatives of UN agencies (including 5 heads of agencies), GoK institutions, civil society organizations, private sector institutions and development partners as well as beneficiaries. The data was collected using three tools: Key Informant Interviews (KII);
Focus Group Discussions (FGDs), and online administered survey questionnaires.

Field visits were conducted to three counties (Migori, Naivasha, Makueni) selected on the basis of geographic representativeness, logistical feasibility, and programme maturity level and diversity in terms of thematic focus.

**PROJECT SUMMARY**

**Country:** Kenya

**Thematic area:** Gender Equality and Women’s Empowerment

**Implementing Partners:** 14 UN agencies (ILO, IOM, OCHA, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UNHABITAT, UNICEF, UN WOMEN, UNIDO, UNODC, WHO), Government of Kenya, Civil Society Organizations (CSOs), private sector, and development partners.

**Duration of Project:** 1 Sept 2009-31 Dec 2014

**Budget:** 47,170,100 USD

**Evaluation Methodology:**

The evaluation approach adopted for this final evaluation was informed by rights-based and gender equality approaches. The process was participatory and inclusive in terms of accommodating the views of stakeholders and focusing on the utilization of evaluation results. The evaluation used the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability as the analytical framework for responding to the evaluation questions. In addition, the coherence, management and coordination dimensions of the Programme were included in the evaluation.

**IV. Findings**

**i. Relevance of objectives:**

According to the Programme document the ultimate objective of the Programme is “contributing to creating an enabling environment for the mainstreaming of gender and the empowerment of women in Kenya by maximizing the use of human and financial resources available to the UN and providing technical, financial and infrastructural capacity building support within 5 inter-related priority areas.” The evaluation found that the JP GEWE objectives under the five thematic priority areas were relevant to national priorities and policies of the GoK at the time of the Programme design and remain so today particularly to rights and needs of targeted institutions and women.

The evaluation also assessed the relevance of the two pronged Programme objectives that is, the procedural and substantive. The evaluation found these objectives relevant and the implementation and performance of the Programme acceptable. At the start of the Programme adequate information was not available on who is doing what on gender among UN agencies, let alone coordination and collaboration. Now adequate information on gender related interventions of the UN is available and foundations have been laid down for collaboration on gender issues within and outside the Programme. The evaluation also concluded that notable achievements were made in relation to improving gender equality and women’s empowerment, the legal and policy framework and institutional capacity. Furthermore, although limited, the evaluation found that community level interventions brought about positive changes in the lives of women and communities.

**ii. Relevance of approaches:**

The JP GEWE is a joint programme that used a human rights based approach (HRBA) and results based management (RBM) in the design.

Regarding the joint programme approach the evaluation found that theoretically the Programme met the four basic ingredients of a joint programme or the Delivering as One (DaO) concept, i.e. one programme document, one budgetary framework, one leader and one office. However, the practical application of these aspects was challenged by different factors. For example, the already planned gender related interventions of Participating United Nations Organisations (PUNOs) vis a vis the design of the Programme resulted in a collation or juxtaposition of activities rather than joint design. Additionally, the linkage and coherence among the 5 output areas was not clearly established and thus it is not clear how the outputs contribute to the program goal in a complementary manner. The geographic location where the projects/activities were implemented is also a problem with different components being implemented in different areas rather than addressing issues in one area but from multiple perspectives.

With respect to the application of a HRBA, the evaluation concluded that the relevance of HRBA to the programme was not clear as the relationship and complementarity between the supply and demand side interventions was not
clearly articulated. Nevertheless, the evaluation was of the opinion that the focus of the Programme on the supply side of gender equality is justifiable in relation to the UN mandate, resources and comparative advantages as it enables the UN to bring about strategic changes in the policy, legal and institutional framework with the potential for wider impact. It also enabled the UN to capitalize on the major policy and structural transitions that have taken place during the implementation period of the Programme.

The evaluation similarly found capacity limitations in applying Results Based Management (RBM) among PUNOs and government partners.

iii. Relevance of stakeholders:

According to the evaluation findings, 90% of the respondents representing a broad spectrum of stakeholders believe that the JP is relevant to the actual needs of Kenyan society, especially the stated beneficiaries of the Programme. A third of the respondents consider the Programme highly relevant.

iv. Relevance to emerging issues:

As the JP GEWE was designed before the introduction of the devolved government structure, the Programme did not specifically target county governments. The need to strengthen the capacity of county governments is one of the needs that emerged after the design of the JP GEWE. The Programme showed some flexibility and there were limited efforts to target and build the capacity of county governments.

v. Effectiveness:

This section only highlights some of the achieved results. For the detailed description, please refer to the full length final evaluation report.

Output 1: Gender Mainstreaming

The gender mainstreaming output of the JP GEWE had five interrelated result areas. The focus was on ensuring the capacity in key national institutions to develop, monitor and evaluate National Development Policies, Legislations and Plans with gender responsive criteria.

With regard to Gender Mainstreaming, several results were achieved. For example, the JP contributed to ensuring that:

1) The capacity of the Monitoring and Evaluation Directorate (MED) in Ministry of Planning and Development (MoPD) to develop gender sensitive indicators for the Second Medium Term Plan of Kenya Vision 2030 was enhanced

2) 8000 officers in line ministries were trained on gender mainstreaming and gender responsive budgeting

3) Sector gender policies for education, environment and health sectors were developed

Overall, the findings of the evaluation indicate that key government institutions have enhanced capacity to collect, analyze and disseminate sex and age disaggregated data. Also the target of establishing a comprehensive and effective coordination, monitoring and evaluation system within the national gender machinery was partially achieved. The fact that a Gender Directorate has been established and started to monitor the implementation of the 2/3 rule in the public service and assess the gender responsiveness of national policies and plans is a move in the right direction. Moreover, the fact that gender focal points are posted to all the 18 ministries is a positive development in relation to coordinating and ensuring gender mainstreaming in the government plans and policies.

Output 2: Gender Based Violence

The focus of the output was to ensure that the targeted formal and informal institutions and responses effectively addressed Gender Based Violence/Violence against Women (GBV/VAW) including in emergency and post-emergency situations and particularly among marginalized vulnerable. The output set out to contribute to results including 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; and, strengthen coordinated approach and network creation among civil society organizations (CSO) for the prevention and response to GBV, particularly at community levels.

With regard to Gender Based Violence, several results were achieved. For example, the JP contributed to ensuring that:

1) The National Policy and Action Plan for the abandonment of Female Genital Mutilation (FGM) was formulated, adopted and implemented

2) The National Policy on the Sexual Offences Act was drafted

3) The Social Protection bill was enacted

4) Anti-GBV/FGM/C networks in 5 districts were established
Overall, considering the important achievements at national level to improve the enabling environment for ending GBV as well as at community level in mobilizing, supporting and empowering community structures, the output made commendable progress towards achieving its expected results. Moreover, the selection of target communities is appropriate, as most of the communities targeted under this output are known for high prevalence of GBV.

Output 3: Gender and Governance

This output focused on ensuring that the gender and governance agenda is effectively supported and advocated for by key stakeholders.

With regard to Gender and Governance, several results were achieved. The findings of the evaluation indicate that the JP contributed to the agenda ensuring that:

1) The new 2010 constitution is gender responsive
2) Nearly 2/3 of District Peace Committees adhere to the one third gender principle in their composition

Further, the JP contributed to the electoral process that resulted in:

1) An increased percentage of women (from 9.8% to 20.6%) in Parliament

Overall, the output has made important progress towards achieving its results. However, achieving increased participation of women in political leadership has proved to be a difficult task when seen in light of the results of the 2013 elections.

Output 4: Economic empowerment

The output focus is to have key public and private sector institutions, women’s organizations, groups and networks ensuring increased women’s access to economic opportunities.

With regard to Economic Empowerment, the findings of the evaluation indicate that the JP contributed to:

1) Training of 5000 women on basic entrepreneurship skills
2) Linking 230 women entrepreneurs with the Public Procurement Oversight Authority (PPOA) to enhance access to government tenders
3) Training of 4775 women entrepreneurs in modern and appropriate technologies through the 11 District Business Solution Centres (DBSCs) established.
4) Establishing and operating of 2 women led marketing cooperatives

In sum, the findings of the evaluation indicate that in view of the limited resources available for Output 4, it made good progress in achieving its planned results. In particular, strong efforts to jointly plan and implement activities among PUNOs involved in this output, based on each PUNO’s comparative advantage, contributed to the quality of delivered activities.

Output 5: UN Coordination and Delivering as One

The focus of this output is comprehensive and coherent UN support for gender equality in Kenya provided within the framework of the UN Joint Programme on Gender Equality and Women’s Empowerment.

With regard to UN Coordination and Delivering as One, several results were achieved. Among these were:

1) Joint planning for GEWE interventions by UN agencies; the evaluation found that upto 43% of the activities under the JP were planned to be implemented by two or more PUNOs jointly. While still short of the 80% target set at the start, it was still an improvement from previous practice.
2) Enhanced capacity of the participating UN agencies and GoK in gender responsive planning, budgeting and programming in relation to the development of the second Medium Term Plan and the UN Development Assistance Framework.
3) Knowledge and information on GEWE issues were disseminated to all stakeholders through various means such as analyses, distribution of daily media monitoring reports and the Programme’s website.
4) Elaboration of a joint monitoring and evaluation plan and tools
5) The Programme utilizing key gender events such as International Women’s Day and the Annual 16 days of Activism Campaign against GBV and the office of the Resident Coordinator to enhance communication as one UN on GEWE issues.

Overall, considering that this JP is one of the first piloted JPs by UNCT in Kenya, the evaluation found that acceptable progress was made towards achieving planned results of this output.

vi. Efficiency:
In determining the efficiency of the Programme the evaluation looked at three separate but interrelated aspects of budget allocation/utilization, delivery of Programme funds and activities and working as ONE and efficiency gains.

The evaluation found that throughout the Programme there were problems in raising the required funding for the JP. This was due to the lack of clarity as to where the responsibility or accountability for resource mobilization within the JP structures rests was mentioned as one factor. Another contributing factor for the limited performance in resource mobilization was the lack of adequate support to the JP among PUNOs, including the RCO and UNCT. The lack of commitment and non-involvement of the government in resource mobilization for the JP and reduction of funding from DPs to the UN during the implementation period were also mentioned by informants as additional factors.

The findings of the delivery of Programme funds and activities note that most of the planned funds and activities of the Programme have been delivered. One of the major challenges faced by the JP GEWE in terms of delivery of funds and activities relates to the absence of strong accountability mechanism, particularly in relation to the parallel funding modality.

The evaluation revealed mixed results on the extent to which the JP worked as ONE in terms of planning, budget and fundraising, implementation, administration and reporting. Theoretically, the Programme meets the four basic ingredients of a joint programme or the DaO concept, i.e. one programme document, one budgetary framework, one leader and one office. However, the practical application of these aspects has been challenged by different factors. The evaluation noted that there were some improvements in terms of joint implementation towards the later stages of the Programme.

vii. Sustainability:

JP GEWE does not identify specific sustainability measures and no explicit exit strategies and adequate measures for sustaining the gains and scaling-up of good practices and outcomes of the JP GEWE are in place. Yet, according to the evaluation findings the achievements related to putting in place gender related polices, strategies and structures will survive the phasing out of the Programme as long as they are adopted and lunched. However, consolidating, documenting and disseminating best practices, what worked or not, and what need to be scaled-up remains a gap/challenge under the Programme.

VI. Conclusions & Recommendations

1. It is recommended for the UNCT to establish a UN body/structure that ensures coherence in the mainstreaming of gender during the UNDAF implementation.

2. The UNCT should consider developing guidelines on the design and management of Joint Programmes in Kenya. Among others the guidelines should address when and how Joint Programmes should be designed, how they should be managed, including the role and responsibilities of each participating UN agency.

3. Consideration should be given to designing more focused and demand driven Joint Programme(s) based on gender specific interventions to be identified in the action plan under the new UNDAF.

4. In designing a future Joint Programme(s) the evaluation recommends the following:

I. Ensure that any future JP is conceptualized, planned and implemented as a truly joint process rather than a mapping and collation of activities already designed by PUNOs independently.

II. Put in place a clear and comprehensive monitoring and accountability mechanism in any future JP to ensure its effective and efficient implementation. Consider establishing a single budget, preferably in the form of pooled funding. A single budget will give the programme a better chance of effectively monitoring the mobilization and utilization of funds.

III. Enhance the ownership and leadership of the government and other national stakeholders. Accordingly, it is recommended to apply a phased approach accompanied by interventions aimed at strengthening government systems and mutual accountability mechanisms.

5. The following are recommended for targeting and focus areas in future UN GEWE interventions:

I. Work at national level to improve the enabling environment and building the capacities of duty bearers.

II. Enhance targeting, working with and developing the capacity of county governments as duty bearers.

III. Work at community level to empower community structures and women (rights holders), focusing on innovative approaches that can be scaled up. Ensure linkage and complementarity between national/county level and community level interventions.

6. It is recommended that future capacity development interventions give adequate attention to develop clear and
appropriate capacity development strategies informed by the framework of a “results based capacity development approach.”

7. The design of relatively continuous interventions that enhance the participation of women in political and peace building processes is recommended.

8. Both men and women should be pursued more strongly in future GEWE interventions.

Overall, the implementation and performance of the Programme was found to be acceptable. The Programme progressed well towards achieving its two major objectives. The evaluation conclusion was that JP GEWE objectives were relevant to national priorities and policies of the GoK at the time of the Programme design and remain so today. The implementation of the programme has progressed well towards achievement of its objectives. The JP GEWE has faced programming, financial, commitment, and capacity related challenges. However, within all the limitations, the Programme has performed well and has brought useful lessons for addressing GEWE issues and for implementing and coordinating future Joint Programmes in Kenya.

VII. Lessons

- An effective and efficiently implemented Joint Programme requires a programme that is jointly conceptualized, logically coherent and clearly articulated and understood, with one fund/budget, and effective monitoring and accountability mechanisms.
- An effective Joint Programme also requires strong government ownership and leadership, commitment of resources and effective monitoring.
- The commitment and good will on Delivering as One (DaO) by the UN family – preferably in the form of a mature DaO system with guidelines, framework, and incentives – is critical in making a Joint Programme work.
- The effective operationalization of a Joint Programme requires a strong leadership or champions as evidenced by the failure of other planned JPs to take off. A Joint Programme requires investment on coordination and addressing challenges as they arise.
- For a Joint Programme to work it is important that all stakeholders (UN agencies as well as coordinating and implementing partners) have adequate capacity to carry out the joint work. Every link and joint in the chain must be strong. A capacity assessment and a plan for capacity development of stakeholders is therefore crucial.
- Parallel funding arrangements have the tendency to weaken the responsibility and accountability for resource mobilization, financial reporting and reporting on activities. A common fund is important to work jointly.
- Joint programming does not take place within the normal vertical accountability framework of agencies. Rather it is implemented using accountability structures that are horizontal and multi-agency in nature. The conscious design of strong accountability structures is thus crucial for joint programming.
FINAL EVALUATION OF THE GOVERNMENT OF KENYA (GOK)/UNITED NATIONS (UN) JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN’S EMPOWERMENT (JP GEWE)

Final Report

Evaluation Commissioned by: UN Women-Kenya

Evaluation Team

Yoseph Endeshaw

Okwach Abagi

October 2014
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### Abbreviations and Acronyms

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<th>Description</th>
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<tbody>
<tr>
<td>ADB</td>
<td>African Development Bank</td>
</tr>
<tr>
<td>AIDS</td>
<td>Acquired Immune-Deficiency Syndrome</td>
</tr>
<tr>
<td>AWP</td>
<td>Annual Work Plans</td>
</tr>
<tr>
<td>BDPfA</td>
<td>Beijing Declaration and Platform for Action</td>
</tr>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination against Women</td>
</tr>
<tr>
<td>CMD</td>
<td>Center for Multi-Party Democracy</td>
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<td>Core Management Team</td>
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<td>GSCG</td>
<td>Gender Sector Coordination Group</td>
</tr>
<tr>
<td>HRBA</td>
<td>Human Rights Based Approach</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organization</td>
</tr>
<tr>
<td>IOM</td>
<td>International Organization for Migration</td>
</tr>
<tr>
<td>JP</td>
<td>Joint Programme</td>
</tr>
<tr>
<td>JP-GEWE</td>
<td>Joint Programme on Gender Equity and Women Empowerment</td>
</tr>
<tr>
<td>KAWBO</td>
<td>Kenya Association of Women Business Owners</td>
</tr>
<tr>
<td>KEWOPA</td>
<td>Kenya Women Parliamentary Association</td>
</tr>
<tr>
<td>KIE</td>
<td>Kenya Institute of Education</td>
</tr>
<tr>
<td>KII</td>
<td>Key Informant Interview</td>
</tr>
<tr>
<td>KIPPRA</td>
<td>Kenya Institute for Public Policy Research and Analysis</td>
</tr>
<tr>
<td>KIRDI</td>
<td>Kenya Industrial Research and Development Institute</td>
</tr>
<tr>
<td>KNBS</td>
<td>Kenya National Bureau of Statistics</td>
</tr>
<tr>
<td>KSG</td>
<td>Kenya School of Government</td>
</tr>
<tr>
<td>LRC</td>
<td>Learning Resource Center</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MCAs</td>
<td>Ministries, Departments and Agencies</td>
</tr>
<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
</tr>
<tr>
<td>MED</td>
<td>Monitoring and Evaluation Directorate in the MoDP</td>
</tr>
<tr>
<td>MEGEN</td>
<td>Men for Gender Equality Now</td>
</tr>
<tr>
<td>MoDP</td>
<td>Ministry of Devolution and Planning</td>
</tr>
<tr>
<td>MoE</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>MoGCSD</td>
<td>Ministry of Gender Children and Social Development</td>
</tr>
<tr>
<td>MoH</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td>MoHEST</td>
<td>Ministry of Higher Education, Science and Technology</td>
</tr>
<tr>
<td>Acronym</td>
<td>Full Form</td>
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<tr>
<td>-----------</td>
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</tr>
<tr>
<td>MoJNCCA</td>
<td>Ministry of Justice, National Cohesion and Constitutional Affairs</td>
</tr>
<tr>
<td>MoL</td>
<td>Ministry of Labor</td>
</tr>
<tr>
<td>MoPH&amp;S</td>
<td>Ministry of Public Health and Sanitation</td>
</tr>
<tr>
<td>MoPND</td>
<td>Ministry of State for Planning, National Development and Vision 2030</td>
</tr>
<tr>
<td>MoT</td>
<td>Ministry of Trade</td>
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<tr>
<td>MTR</td>
<td>Mid-Term Review</td>
</tr>
<tr>
<td>MYWO</td>
<td>Maendeleo Ya Wanawake Organization</td>
</tr>
<tr>
<td>NARC</td>
<td>National Rainbow Coalition</td>
</tr>
<tr>
<td>NCGD</td>
<td>National Commission on Gender and Development (now NGEC)</td>
</tr>
<tr>
<td>NGEC</td>
<td>National Gender and Equality Commission</td>
</tr>
<tr>
<td>OWIT</td>
<td>Organization of Women in International Trade</td>
</tr>
<tr>
<td>PSC</td>
<td>Programme Steering Committee</td>
</tr>
<tr>
<td>PUNOs</td>
<td>Participating UN Organizations</td>
</tr>
<tr>
<td>RBM</td>
<td>Results Based Management</td>
</tr>
<tr>
<td>RC</td>
<td>Resident Coordinator</td>
</tr>
<tr>
<td>SGBV</td>
<td>Sexual and Gender Based Violence</td>
</tr>
<tr>
<td>ToR</td>
<td>Terms of Reference</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UN HABITAT</td>
<td>United Nations Human Settlement Organization</td>
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<tr>
<td>UN Women</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
</tr>
<tr>
<td>UNAIDS</td>
<td>United Nations Joint Programme on HIV/Aids</td>
</tr>
<tr>
<td>UNCT</td>
<td>United Nations Country Team</td>
</tr>
<tr>
<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNEP</td>
<td>United Nations Environment Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>UNIDO</td>
<td>United Nations Industrial Development Organization</td>
</tr>
<tr>
<td>UNOCHA</td>
<td>United Nations Office for the Coordination of Humanitarian Affairs</td>
</tr>
<tr>
<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
</tr>
<tr>
<td>UNPWG</td>
<td>United Nations Programme Working Group on Gender</td>
</tr>
<tr>
<td>UNRC</td>
<td>United Nations Resident Coordinator</td>
</tr>
<tr>
<td>UNRC</td>
<td>United Nations Resident Coordinators Office</td>
</tr>
<tr>
<td>WAADI</td>
<td>Women Awareness and Development Initiative</td>
</tr>
<tr>
<td>WEF</td>
<td>Women Enterprise Fund</td>
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<td>WEF</td>
<td>Women Enterprise Fund</td>
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</table>


Executive Summary

The Government of Kenya (GoK)-United Nations (UN) Joint Programme on Gender Equality and Women’s Empowerment (JP GEWE) is one of the four flagship joint programmes initiated to promote UN coherence in Kenya. The implementation period of the JP GEWE was initially planned to run from September 2009 to December 2013. However, the implementation of the Programme was extended until December 2014. The implementation of the JP GEWE involved a broad range of stakeholders including 14 UN agencies, GoK institutions, civil society organizations (CSOs), private sector, and development partners. The aim of the Programme is to contribute to national objectives on gender equality and empowerment of women. To this end, the Programme has five inter-related strategic priority areas and related outputs. These are: gender mainstreaming; gender-Based Violence (GBV); gender and governance; economic empowerment; and, UN Coordination and “Delivering as One.”

International initiatives on aid or development effectiveness as well as reforms within the UN in relation to Delivering as One (DaO) provided the conceptual framework for the design and implementation of the Programme. The Programme was designed to align with national priorities on gender equality and women’s empowerment in Kenya. The design and implementation of the Programme also reflected the gender context in Kenya along the priority areas of the Programme.

The purpose of this evaluation is to assess the JP operations, administration, and outcomes in order to identify lessons and good practices that can improve future gender equality and women’s empowerment joint programmes and joint programming in Kenya. The specific objectives of the evaluation include: assessing the contribution of the Programme to national priorities and development goals; assessing the level of progress made towards achieving Programme objectives; identifying challenges faced by the Programme; and, identifying lessons learned.

The evaluation collected data both from primary and secondary sources of information using various data collection tools. A review of relevant secondary sources including Programme documents, reports and other outputs, relevant policies of the GoK and the UN on GEWE as well as other documents relevant to the Programme context was conducted. Key Informant Interviews (KIs) were conducted in Nairobi with representatives of UN agencies, GoK institutions, CSOs, private sector institutions and development partners. Information from these groups of informants was also collected through a survey questionnaire which was administered online. Focus group discussions with women and community groups were conducted during fieldwork in three counties (Migori, Naivasha, Makueni). The criteria of relevance, effectiveness, efficiency, impact and sustainability formed the core of the evaluation framework.

Key Findings

Relevance

The design of the JP was informed by a situation analysis that was mainly based on a review of available sources with limited consultation with key government and CSO partners. This was strengthened by a number of activities designed to elicit additional data on the situation of target groups and their needs during implementation. The Programme is substantially focused on the supply side of gender equality. It targeted mainly duty bearers at the national level. The need to strengthen the capacity of county governments is one of the new emerging needs that need to be addressed.
The design of the JP was also informed by the international commitments of the GoK as articulated in the Convention on the Elimination of Discrimination against Women (CEDAW), the Beijing Declaration and Programme of Action and the Millennium Development Goals (MDGs). The evaluation also found direct correlations between the JP outputs and results on the one hand and GoK policies on the other. While the JP is aligned with the UN Development Assistance Framework (UNDAF) 2009-2014, the alignment has not been complete since the UNDAF was not designed in the framework of the DaO concept. The design of the JP was influenced by the planned interventions of Participating United Nations Organizations (PUNOs) which were mainly collated to form the JP. This has adversely affected the coherence of the programme design.

There has been a significant variation in the level of conceptualization, commitment and ownership of the JP GEWE among UN structures and agencies. Ownership among GoK institutions, on the other hand, has been a function of the level of participation, alignment of JP objectives with institutional mandates and cross sectoral profile of the Programme Steering Committee (PSC). Disruptions in the activities of the Programme Steering Committee and capacity limitations in the gender machinery\(^1\) have acted as constraints on ownership by GoK and other actors. Although using government systems is one of the basic principles of aid effectiveness enshrined in the Paris Declaration and practiced in countries with more advanced DaO system, the JP was not designed to fully use government systems for programme and financial management.

**Effectiveness**

The evaluation assessed whether the target set for each result area was met or not. Based on this assessment, the evaluation concludes that the JP has made moderate progress towards the achievement of its planned results. Some of the factors that contributed towards the achievement of results include: targeting of appropriate and strategic institutions as partners; the combined use of multiple strategies particularly advocacy and capacity development; and, some level of complementary use of PUNO’s comparative advantages. There have, however, been some challenges that affected the level of effectiveness in terms of progress towards results. These include: failure to raise the anticipated budget to carry out planned activities; changing government institutional context; limitations in the application of results-based and sustainable capacity development strategies; and short duration of some interventions when compared to the deep rooted nature of gender issues.

**Efficiency and Coherence**

By the end of 2013, about 25.8 million USD or 45 % of the initial total budget for the JP remained unfunded. This has to do with the very limited success in mobilizing resources through pass through funding. The 2010 resource mobilization action plan, which was designed specifically to address this challenge, did not help much. The factors leading to such failure include: lack of clear accountability for resource mobilization; limited commitment of PUNOs to the JP; and, limited involvement of the GoK in resource mobilization.

One of the major challenges faced by the JP GEWE in terms of delivery of funds and activities relates to the absence of strong accountability mechanisms, particularly in relation to the parallel funding modality. The accountability for parallel funding is primarily vertical to individual PUNO’s headquarters.

\(^1\) The gender machinery refers to Gender Directorate (the previous Ministry of Gender), National Gender and Equality Commission (the previous National Commission on Gender and Development) and Gender Focal points in line ministries and sub-nationally.
Mechanisms for horizontal, mutual and downward accountability for parallel funding have not been clearly defined and practiced in the Programme. Delays in delivering planned funds and activities were frequent. Contributing factors include complicated funding procedures within PUNOs, changes in government structures and capacity gaps.

The evaluation revealed mixed results on the extent to which the JP worked as ONE in terms of planning, budget and fundraising, implementation, administration and reporting. The JP created a forum for information exchange, coordination and collaboration among UN Agencies on GEWE issues. Although jointly planned and well coordinated at overall level, the majority of the activities have been implemented individually by PUNOs. The Programme hardly worked as ONE, particularly in terms of budget and fundraising.

Positive developments in the application of human rights based approach (HRBA) in the design of the programme were identified in the HRBA audit. However, some gaps and challenges were pointed out in terms of applying disaggregated data and addressing indivisibility, interdependence and universality of rights in the achievement of the program results. The current evaluation similarly found capacity limitations in applying HRBA and Results Based Management (RBM) among PUNOs and government partners.

Impact and Sustainability

While the long-term impacts of the JP cannot be fully appreciated at this early stage, there are apparent trends towards changes in coherence within the UN, policy and structural changes and changes in the lives of targeted women that have been brought about by the JP. The programme has enabled greater attention to gender equality in the UN, led to structural changes in the national policy framework, and resulted in improvements in the lives of targeted women.

The Programme did not develop an explicit exit strategy or sustainability plan. The alignment with GoK policies, focus on capacity building and engagement of stakeholders in planning and implementation are considered the major sustainability measures of the Programme. The sustainability of results achieved varies among outputs and results. Achievements related to putting in place gender related polices, strategies and structures are likely to survive the phasing out of the Programme. On the other hand, government restructuring and movement of staff within government institutions have adversely affected the sustainability of some capacity development results.

Management and Coordination

The Programme Document clearly identifies the major management structures and allocates appropriate mandates to each. There are, however, some challenges in the practical functioning of the management structures including: the PSC was inactive for a long time; there was limited horizontal accountability; and, PUNOs faced capacity limitations partly emanating from staff shortages and turnover. The United Nations Country Team (UNCT) does not have a clear framework and guidelines on the management of joint programmes. Initially, even the participation of Programme Working Group (PWG) members in the management of the JP was not adequately recognized by their respective agencies.

Conclusions and recommendations

The JP GEWE objectives were relevant to national priorities and policies of the GoK at the time of the Programme design and remain so today. The implementation of the programme has progressed well
towards achievement of its objectives. The JP GEWE has faced programming, financial, commitment, and capacity related challenges. However, within all the limitations, the Programme has performed well and has brought useful lessons for addressing GEWE issues and for implementing and coordinating future joint programmes in Kenya.

The evaluation has forwarded the following **recommendations** based on its findings and conclusions:

1. Establishment of a body to ensure the mainstreaming of GEWE in UNDAF implementation;
2. Development of general guidelines for the design and management of JPs by UN agencies in Kenya, taking into account relevant guidelines at the UN HQ level;
3. Restructuring of a future JP on GEWE in the form of more focused and demand driven separate JPs on specific thematic issues related to GEWE;
4. In the design of any future joint programme:
   a. Ensure that any the JP is be conceptualized, planned and implemented as a truly joint process rather than a mapping and collation of activities already designed by PUNOs independently;
   b. Put in place a clear and effective monitoring and accountability mechanism to ensure its effective and efficient implementation;
   c. Consider establishing a single budget, preferably in the form of pooled funding; and,
   d. Enhance the ownership and leadership of the government and other national stakeholders.
5. Targeting and focus areas for future UN GEWE interventions
   a. Work at national level to improve the enabling environment and building the capacities of duty bearers;
   b. Enhance targeting, working with and developing the capacity of county governments;
   c. Work at community level to empower community structures and women (demand side), focusing on institutional capacity building and innovative approaches that can be scaled up; and,
   d. Ensure linkage and complementarity between national/county level and community level interventions.
6. Give adequate attention to developing clear and appropriate capacity development strategies informed by the framework of a “result based capacity development approach”;
7. Design relatively continuous interventions that are not tied up only to election cycles to enhance the participation of women in politics and peace building; and
8. Work with both women and men to address unfavorable social structures and attitudes.
I. Programme Context and Description

1.1. Programme Description

The Government of Kenya (GoK)/United Nations (UN) Joint Programme on Gender Equality and Women’s Empowerment is one of the four flagship joint programmes initiated to promote UN coherence in Kenya. The preparatory stage of the Programme was initiated in early 2009 and implementation started in September 2009. Originally, the Programme was scheduled for implementation during the period ending in 2013. However, the implementation period was extended first to July 2013 to align with the extension of the UNDAF 2009-2014 and then to December 2014 to finalize planned activities.

The JP GEWE aims to contribute to national objectives on gender equality and empowerment of women within five inter-related strategic priority areas and related outputs. These are: gender mainstreaming, gender based violence, gender and governance, economic empowerment, UN Delivering as One. The result framework for the Programme incorporates these five components/outputs and eighteen result areas.

Table 1: JP Outputs and Results

<table>
<thead>
<tr>
<th>Component/Output</th>
<th>Results</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>JP Output 1</strong>: Capacity in key national institutions to develop, monitor and evaluate National Development Policies, Legislations and Plans with gender responsive criteria ensured</td>
<td><strong>Result 1.1</strong>: National gender machinery is effectively coordinating, monitoring and evaluating gender mainstreaming process in the MTP and Key Sectors by 2013</td>
</tr>
<tr>
<td></td>
<td><strong>Result 1.2</strong>: Key government institutions (Monitoring and Evaluation Directorate, KIPPRA, MoGCSD, NCGD and Kenya National Bureau of Statistics, Sectoral Directorate of MoPND) are collecting, analyzing and disseminating sex and age disaggregated data to inform policy formulation and planning by 2013</td>
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<tr>
<td></td>
<td><strong>Result 1.3</strong>: Capacity of key sectoral ministries for gender responsive policy, planning and budgeting enhanced by 2013</td>
</tr>
<tr>
<td></td>
<td><strong>Result 1.4</strong>: MTEF process is gender responsive to allocate and utilize public resources by 2013</td>
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<tr>
<td></td>
<td><strong>Result 1.5</strong>: Key laws, policies and legislation are gender responsive and operational</td>
</tr>
<tr>
<td><strong>JP Output 2</strong>: Targeted formal and informal institutions and responses effectively addressing gender-based violence (GBV)/violence against women (VAW) including in emergency and post-emergency situations and particularly among marginalized vulnerable</td>
<td><strong>Result 2.1</strong>: Police, military, judiciary, CSOs, and health service providers operate within accepted international/regional/national instruments, policies, strategies and protocols for sustainable prevention and response to GBV by 2013</td>
</tr>
<tr>
<td></td>
<td><strong>Result 2.2</strong>: Key International, regional and national (human rights) laws, policies, strategies and protocols to prevent and respond to GBV designed and adopted by 2013</td>
</tr>
<tr>
<td></td>
<td><strong>Result 2.3</strong>: CSOs networks (e.g. GBV National Working Group, GCN, GBV survivors network) developing and utilizing coordinated strategies for the prevention and response to GBV using community structures by 2013</td>
</tr>
<tr>
<td><strong>JP Output 3</strong>: The gender and governance agenda effectively supported and advocated for by key stakeholders (Civil Society, state and non-state actors)</td>
<td><strong>Result 3.1</strong>: Gender integrated into constitutional, electoral reforms and peace and reconciliation processes by 2013</td>
</tr>
</tbody>
</table>
Result 3.2: NSA’s implementing strategies for increasing women’s representation, participation and influence in governance and politics

JP Output Four: Key public and private sector institutions, women’s organizations, groups and networks ensuring increased women’s access to economic opportunities

Result 4.1: Key institutions providing appropriate/sustainable Business Development and Financial services for women entrepreneurs
Result 4.2: Vocational training and other key business development institutions providing increased skills transfer for women in modern and appropriate technologies
Result 4.3: Increased numbers of networks/clusters for women entrepreneurs addressing business and market constraints

JP Output 5: Comprehensive and coherent UN support for gender equality in Kenya provided within the framework of the UN Joint Programme on Gender Equality and Women’s Empowerment

Result 5.1: Ongoing gender related and gender specific programmes of all UN agencies coordinated within the framework of the Joint Programme on Gender
Result 5.2: All UN organizations working together for a comprehensive, coherent Joint Programme
Result 5.3: Implementation of the Joint Programme on Gender being regularly monitored by UNCT and key stakeholders
Result 5.4: All UN agencies and key stakeholders have capacity for gender responsive planning, programming and budgeting and for the implementation of the JP
Result 5.5: All UN agencies ensure that their partners’ (NGOs, CSOs etc) programmes are gender responsive

The implementation of the JP GEWE involved a broad range of stakeholders including 14 UN agencies, GoK institutions, CSOs, private sector, and development partners (DPs).

UN Women was appointed the UN Coordinating Agency for the Joint Programme by the United Nations Country Team (UNCT). It has led the Joint Programme’s development and coordination since 2009. The following table presents the list of participating UN agencies by JP GEWE output area.

Table 2: Lead and Participating UN Agencies by JP Output

<table>
<thead>
<tr>
<th>JP Output</th>
<th>Lead</th>
<th>Participating United Nations Organizations (PUNOs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender Mainstreaming</td>
<td>UN Women</td>
<td>UNDP, UNAIDS, UNHABITAT, UNFPA, ILO, UNICEF, UNESCO, UNOCHA, UNEP, WHO</td>
</tr>
<tr>
<td>Gender Based Violence</td>
<td>UNFPA</td>
<td>UNICEF, UNAIDS, IOM, UN Women, UNODC, UNHABITAT, UNOCHA, UNDP, WHO, UNESCO</td>
</tr>
<tr>
<td>Gender and Governance</td>
<td>UNDP</td>
<td>UN Women, UNESCO</td>
</tr>
</tbody>
</table>


UNESCO was not initially included as participating agency in this output area in the Programme Document. However, it has participated in the implementation of this output. On the other hand,

The JP GEWE was funded through two funding modalities: parallel (managed independently by PUNOs from own sources) and pass through (managed by UNDP as administrative agent). The initially planned overall budget for the Programme was USD 56,546,373 with USD 28,493,372 to be covered through parallel funding and the remaining USD 28,053,001 to be raised. Until 2013, the Programme was able to raise only USD 2.3 million from Norwegian government, managed as a pass-through fund. Accordingly, about USD 25.8 million or 45% of the initial total budget was unfunded.

However, the Programme budget has been adjusted in annual budgets that accompany annual work plans taking into account the shortfalls in the total estimated budget. This improved the overall picture although a significant gap still remained. The aggregate budget based on annual budgets from 2009 to 2014 was USD 47,170,100. According to the annual budgets, a total of USD 29,225,225 was funded through parallel funding, while the remaining amount of USD 17,944,875 was planned to be raised jointly. However, only USD 3,048,500 (initial 2.3 million and additional 748,500) was funded through pass-through funding making the total funded budget-USD 32,273,725. This leaves a funding deficit of USD 14,896,375 or around 31.6% as per revised budget in annual plans.

Different structures were designated for the implementation of the JP GEWE. The main implementation and management structures are: Resident Coordinator (RC), UNCT, Programme Steering Committee (PSC), coordinating agency (UN Women), Secretariat, Core Management Team/Programme Working Group (CMT/PWG), Output Team, and administrative agent (UNDP/Multi-Partner Trust Funds/MPTF). The following diagram presents the intended overall structure.

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UNHABITAT and ILO were included as participating organizations in Output three in the Programme Document. But they did not participate in this Output in practice.

4 Secretariat located at UN Women which is also the coordinating agency.
1.2. Context of the Programme

The JP GEWE has been implemented within conceptual, policy, institutional and gender contexts that have impacted its design and implementation. Important developments or changes in context both at international (including UN system) and national levels can be identified that could have influenced the design and implementation of the JP GEWE.

At the international level, initiatives on development/aid effectiveness have provided the conceptual basis for the design and implementation of the JP. The Paris Declaration on Aid Effectiveness, which was adopted in 2005, identified 5 basic principles of aid effectiveness. These are ownership of development interventions by developing countries, alignment of assistance to partner countries’ own development strategies and national systems, harmonisation of donors’ approaches, systematic assessment of results, and mutual accountability. These principles were further elaborated though the 2008 Accra Agenda for Action, which recognized the role of a broad range of development actors other than donors and governments. The role of civil society and the need to create an enabling environment for its engagement and for strengthening CSO accountability was the core issue addressed through the 2011 Bussan Partnership for Effective Development Cooperation.

A similar process of reform within the UN matched these developments. The UN process relating to aid effectiveness took the form of ‘Delivering as One’. The framework was piloted in eight countries in 2006 and expanded to include thirty-seven countries by 2014. Kenya became a self-starter of the Delivering as
One (DaO) initiative in 2010 upon the request of the Government. However, the development of the United Nations Development Assistance Framework (UNDAF) Kenya 2008-13, which was designed before Kenya formally became the self-starter, was not adequately guided by the DaO conceptual framework.

The JP was also affected by developments at the national level. The design and implementation period of the JP was characterized by major policy, legal and institutional restructuring in the country. A year before the design of the project, GoK launched the national development blueprint – Kenya’s Vision 2030, with four development pillars: Economic Pillar, Social Pillar, Governance Pillar and Enablers and Macro Pillar (GoK, 2008). In this document, gender mainstreaming was identified as a cross cutting issue. In 2010, when the JP was just taking off, Kenya adopted a new constitution. This was followed by a period of transition based on the provisions of the constitution. The process involved the creation of an institutionally devolved government and the election of a new government in 2013. This period of transition had significant implications for the JP both as an opportunity and a challenge. The fact that these major processes were taking place at the early stages of the implementation of the JP provided unprecedented opportunities to influence the system at the most basic level. On the other hand, effective coordination and capacity building efforts that require a relatively stable institutional context faced challenges due to the attendant changes.

The gender context in the country has also informed the design and implementation of the Programme. This context is characterized by significant gaps and challenges in all major aspects (mainstreaming, GBV, governance, economic empowerment) of the Programme.

**Gender Mainstreaming:**

Kenya has adopted and implemented a series of laws designed to protect and promote the rights of women and contribute to women’s empowerment. Gender issues have also been mainstreamed in the relevant national policy documents including Vision 2030, National Land Policy (2009), National Reproductive Health Policy (2007), Maternal and Newborn Health Roadmap (2010), and the Strategy for Revitalizing Agriculture 2004-2014. The establishment of constitutional institutions such as the Commission for the Implementation of the Constitution, the National Gender and Equality Commission, the Kenyan National Human Rights Commission, and the Commission on Administrative Justice is also designed to strengthen the national legal and policy framework for gender equality and women’s empowerment.

However, a number of shortcomings have been noted in relation to gender mainstreaming in Kenya. Major among these are: insufficient resources for the effective functioning of the national machinery for the advancement of women in terms of promoting specific programmes, lack of effective coordination among institutions and limited success in ensuring comprehensive gender mainstreaming in all Government sectors.

**Gender Based Violence:**

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5 The operationalization of Vision 2030 was followed by the development of the First Medium Term Development Plan (2008-2012).

The adoption of the Constitution and enactment of a series of laws (including the 2006 Sexual Offences Act) over the last decade as well as the adoption of policies to fight sexual and gender based violence are significant landmarks in addressing GBV in Kenya. Kenya has also ratified the Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa (Maputo Protocol) showing the GoK’s commitment to address GBV. Other efforts to address GBV and female genital mutilation (FGM) include the development of the GBV Policy that will guide implementation of the GBV programmes. The Gender Directorate, in the MoDP, has taken up the role of coordination of the GBV programmes in Kenya. The Director of Public Prosecutions has also established an FGM and child marriages unit headed by a Principal Prosecution Counsel to fast-track FGM and child marriage cases. A committee of 18 Prosecution Counsels has been formed to support 21 counties with high FGM prevalence rates.

However, the available evidence suggests an increasing trend in the incidence of GBV. Reports from medical sources show that the number of GBV cases has been increasing year on year. Convictions rates, on the other hand, are low owing to serious lapses in the response by law enforcement and judiciary as well as an apparently low reporting rate. The prevalence of other forms of GBV is also high in Kenya with the most recent Demographic Health Survey (DHS) putting the prevalence of FGM among girls and women (aged 15-49 years) at 27.1% (DHS 2008-09). Although the overall rate has declined over the years, there is a worrying trend of the medicalisation of FGM in Kenya. More recently, the government of Kenya has issued a more robust Prohibition of Female Genital Mutilation Act 2011 to address gaps in the previous anti FGM law and prohibit all forms of FGM.

**Gender and Governance:**

There have been significant improvements in the political participation of women in Kenya. The number of women parliamentarians reached 9.8% in the 10th Parliament (2008-2013), changing a legacy where only 50 women had ever been elected to Parliament between independence in 1963 and 2012. After the 2013 elections, women’s representation has reached an unprecedented 19% in the National Assembly, 27% in the Senate, and 34% in county assemblies.

At the level of Parliament, women’s representation stands at 20.6% with women constituting 86 of 417 members of Parliament (i.e. National Assembly and Senate). The 2010 Constitution of Kenya, the 2011

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7 Gender Forum, Sexual Gender Based Violence Report, Nairobi, 27th February 2014
9 The medicalisation of FGM refers to an emerging trend of conducting FGM in health facilities or trained health care providers. Advocates of the shift point to the lower number of complications, use of local anaesthesia and less pain to the victim as advantages. Opponents, on the other hand, consider medicalisation a threat to efforts to eradicate the practice by confusing what is and is not acceptable. Health care facilities and professionals engaged in the practice are accused of condoning a harmful practice and using FGM as a source of additional income. For more information on the practice see: Njue C, Askew I, Medicalization of Female Genital Cutting Among the Abagusii in Nyanza Province, Kenya, New York, Population Council, Frontiers in Reproductive Health Program, 2004
11 28 Too Many, Country Profile: FGM in Kenya, May 2013, p. 8
Elections Act and the 2011 Political Parties Act are among the key legislations that have contributed to these positive developments.

However, the current level of women’s participation as members of Parliament in Kenya compares poorly with Rwanda’s 56 percent, Tanzania’s 36 percent, Uganda’s 35 percent, and Burundi’s 30 percent. The figures are even more dismal in relation to executive offices. The first woman minister was appointed only in 1995. However, the trend improved in the 9th Parliament when the NARC government came to power in 2002 and appointed seven women to cabinet positions, including three cabinet ministers and four assistant ministers. On the 25th of April 2013, Kenya’s fourth President, Uhuru Kenyatta, made history when he nominated six women to the cabinet—the highest number the country has had since independence and a number representing one-third of the total cabinet seats. The fact that these women hold strategically important portfolios is also a novelty to the country.

**Economic Empowerment:**

The Kenyan economy has registered significant progress in terms of aggregate indicators over the past decade. The country’s GDP grew by an annual average of 3.7% over the period 2004-2012 and is expected to improve up to 6.5% through 2015. The 2010 Constitution guarantees equal economic rights of women and the land policy in place directs the GoK to take appropriate measures to eradicate discrimination against women in land ownership and inheritance. The GoK has initiated programmes aimed at enabling women access credit facilities including micro-credit. These include the establishment of the Women Enterprise Fund and implementation of the 30 per cent public procurement preference for women, youth and persons with disability entrepreneurs.

While the Kenyan economy has shown signs of progress, the country faces challenges in terms of generating growth that is more inclusive. Kenya’s level of poverty is estimated at 46% with a higher prevalence in the rural areas (49.1%) compared to urban areas (33.7%) with wide variations across Counties. Women, single-headed households and pastoralists are more likely to be poor. Despite constitutional and legal guarantees, women’s access to land and property is severely restricted through the application of customary laws. As a result, the share of Kenyan women in land ownership is less than five percent. The limited access to land and property translates into difficulties in accessing credit facilities for Kenyan women since they cannot provide collateral for loans.

It is from the above context and the need to address existing gender issues and gaps that the GoK and UN agencies in Kenya developed the GOK – UN Joint Programme on Gender Equality and Women’s Empowerment in 2009.

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16. CEDAW, 2006
II. Evaluation Purpose and Methodology

2.1. Purpose and Scope of the Evaluation

The evaluation of the JP GEWE was commissioned by the Coordinating Agency (UN Women) in line with the Programme Document and the Standard Administrative Agreement which provide for an evaluation at the end of the implementation period. The evaluation was conducted by a team of two independent evaluators. Field work of the evaluation in Kenya took place from 21 May 2014 to 10 June 2014.

The purpose of the evaluation is “to assess the Joint Programme operations, administration, and outcomes in order to identify lessons and good practices that can improve future gender equality and women’s empowerment Joint Programmes and joint programming in Kenya.” The primary users of this evaluation will be the UN system in Kenya as well as the GoK and other national stakeholders. The evaluation looked at progress made under the five Priority Areas and evaluated the extent to which the JP has met its overarching development goal. The specific objectives of the evaluation are:

- To assess to what extent the Programme has contributed to the overall development goals of the country (i.e. contribution/alignment with Vision 2030, Ministry of Gender, Children and Social Development’s Strategic Plan 2008-2012 and UNDAF 2009-14).
- To assess the level of progress made in the implementation towards achieving the goal and outcomes set out in the Programme document and identify impacts of the Programme that can be sustained and scaled-up;
- To identify and share lessons learned regarding the value of the approach and the relevance of the methodological and institutional arrangements in supporting national gender equality and women’s empowerment priorities;
- To identify and analyse challenges specific to the context or overall implementation, and suggest ways of addressing these in the future;
- To assess the extent to which recommendations of the mid-term evaluation have been incorporated; and
- To verify the effective and efficient use of funds to deliver results

This final evaluation looked into all activities implemented under the five Outputs of the Joint Programme from mid-2009 to February 2014 with some reference to the preparatory period prior to September 2009. As this is a Joint Programme the evaluation looked at the links between the five Priority Areas and analyzed progress made as a whole.

2.2. Evaluation Methodology

The evaluation approach adopted for this final evaluation has been informed by rights-based and gender equality approaches. The process was participatory and inclusive in terms of accommodating the views of stakeholders and focusing on the utilization of evaluation results. The evaluation used the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability as the analytical framework for responding to the evaluation questions. In addition, the coherence, management and coordination dimensions of the Programme were included in the evaluation as separate criteria in line with the stipulations under the ToR. The detailed criteria and evaluation questions can be found in the Evaluation Matrix attached to this report (Annex 2). The evaluation used appropriate data collection methods to access information from primary and secondary sources. The desk review covered all
Programme related documents, the UNDAF 2009-14, GoK policies and laws as well as other documents relevant to the Programme context. The list of reviewed documents is contained in Annex 5 of this report.

Primary data was collected from representatives of UN agencies (including 5 heads of agencies), GoK institutions, civil society organizations, private sector institutions and development partners as well as beneficiaries. The data was collected using three tools: Key Informant Interview (KII); Focus Group Discussions (FGDs), and online administered survey questionnaires. The following table presents the profile and number of informants accessed through each of the data collection tools developed for the evaluation.

<table>
<thead>
<tr>
<th>Method</th>
<th>UN Agencies</th>
<th>GoK</th>
<th>CSO</th>
<th>PVT</th>
<th>Beneficiaries</th>
<th>DPs</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>KII</td>
<td>21</td>
<td>10</td>
<td>4</td>
<td>2</td>
<td>-</td>
<td>1</td>
<td>38</td>
</tr>
<tr>
<td>FGD</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>7</td>
<td>-</td>
<td>7</td>
</tr>
<tr>
<td>Survey</td>
<td>12</td>
<td>6</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>23</td>
</tr>
</tbody>
</table>

Field visits were conducted to three counties (Migori, Naivasha, Makueni) selected on the basis of geographic representativeness, logistical feasibility, and programme maturity level and diversity in terms of thematic focus. The following chart depicts the proportion of survey respondents whose institutions work on each of the five outputs of the Joint Programme.

2.3. Limitations

The evaluation process faced some limitations relating to time, access to respondents, and response rates for questionnaires. The major issue in relation to accessing informants was the high level of staff turnover in stakeholder institutions, which made it difficult to access appropriate personnel involved in the design and implementation of the JP. The situation was aggravated by the limited institutional memory leading to loss of information, especially in the context of transition, and the lack of adequate documentation and
access to available sources. The limited coverage of field work due to time constraint is another limitation. Moreover, the evaluation team was unable to access the complete reports of partners and PUNOs especially in relation to the progress made towards achieving results. The reports were not available or they could not be traced in a timely manner. As a result, the evaluation has to rely mainly on annual reports of the JP. To complicate matters further, the annual reports of the JP did not always correspond to the planned activities under the annual work plans for each year.

III. Findings

3.1. Relevance

3.1.1. Programme relevance to rights and needs of target groups

The JP GEWE Programme document included a situation analysis section that summarized the major gender inequality issues in the country, focusing on the situation with regard to the priority thematic areas, i.e. gender mainstreaming, GBV, gender and governance, and economic empowerment. The situation analysis mainly drew on secondary sources of information. Apart from limited consultations with key government and CSO partners, robust primary data collection from targeted institutions or women was not conducted during the initial design of the Programme. However, some examples of conducting need assessment of target groups before starting actual implementations of planned activities were observed. For instance, interventions aimed at strengthening the capacity and coordination of the national gender machinery was preceded by a mapping study on gender mainstreaming. In FGDs with members of a women self-help group in Makueni Country and community support groups in Awendo Migori county, participants stated that they were adequately consulted before the implementation of the projects and that the projects addressed their pressing needs.

Based on information from review of relevant secondary sources as well as discussions with target groups contacted by the evaluation team both at national and community levels, the evaluation concludes that the outcomes and expected results of the Programme under the five thematic priority areas were largely relevant and still remain so to the country’s needs, particularly to rights and needs of targeted institutions and women. The discussion of the Programme context under section 2.1 above has shown the existence of serious challenges across the five thematic priority areas of the Programme. According to the findings, efforts directed at ensuring comprehensive gender mainstreaming in all Government sectors has been constrained by different structural and capacity challenges. It was also stated that most forms of GBV are highly prevalent; suggesting the need for more enhanced and coordinated interventions to address GBV issues in the country. Moreover, it was noted that the participation of Kenyan women in political and other governance processes as well as in economic activities has been hampered by deep rooted structural and cultural factors.

Since the outcomes and expected results of the Programme target the felt needs of women and the community in the five thematic areas, they are highly relevant to the country’s situation and needs. The following chart summarizing the findings through the survey questionnaire supports this conclusion. As shown in the chart, all but a tenth of the respondents representing a broad spectrum of stakeholders believe that the JP is relevant to the actual needs of Kenyan society, especially the stated beneficiaries of the Programme. A third of the respondents consider the Programme highly relevant.

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19 For instance, see: CEDAW, February 2011; Gender Forum, February 2014; FIDA Kenya, 2013,
However, analysis of the gender context in the country indicates the existence of other gender issues that are equally relevant. For instance, the CEDAW Committee’s concluding observations on the recent (seventh) periodic report of Kenya identified serious gender concerns, among others, within the education, health, HIV/AIDS and employment sectors. These issues were also raised in discussions with contacted women groups and key informants. The JP GEWE did not directly address gender issues within these sectors mainly because other UN Joint Programmes focusing on these sectors existed or were being planned at the time of the design of the JP GEWE. Moreover, the JP GEWE is a relatively small-scale programme compared to the magnitude and prevalence of gender issues in the country. Hence, the Programme could not be expected to address all priorities and needs of women and intermediate institutions in Kenya.

The core objectives of development programming within the Human Rights Based Approach (HRBA) relate to the development of the capacities of ‘duty-bearers’ to meet their obligations and of ‘rights-holders’ to claim their rights. In this regard, a review of the result areas and implemented activities of the JP GEWE shows that the Programme’s primary target groups have been duty bearers as compared to right holders. In other words, the Programme is substantially focused on the supply side of gender equality and women’s empowerment, compared to the demand side. Out of the total 18 specific result areas, 15 primarily focus on capacity development of duty bearers or improving the enabling environment for GEWE. Only three result areas of the Programme (Results 2.3, 3.2 and 4.3) directly target the capacities of rights holders or their structures. Moreover, the relationship and complementarity between the supply and demand side interventions was not clearly articulated.

The focus of the Program on the supply side of gender equality is justifiable in reference to the UN mandate, resources and comparative advantages. This choice to focus on the supply side also enables the UN to bring about strategic changes in the policy, legal and institutional framework with the potential for

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21 Duty-bearers include elected and appointed officials, civil servants, representatives of the government and individuals/organizations (such as CSOs) retained by the government to deliver services. Duty-bearers can be found from the community level to the national level. Rights holders, on the other hand, are individual citizens as well as non-citizens living within a State. The interests of rights holders are sometimes represented by organizations, such as NGOs, INGOs, unions and other civil society groups. (Source: UNDP, Guidelines for Applying Indicators within UN Human Rights Based Programming, HREA, November 2007, p. 19)

wider impact and to capitalize on the major policy and structural transitions that have taken place within the implementation period of the Programme.

As the JP GEWE was designed before the introduction of the devolved government structure, the Programme did not specifically target county governments. The need to strengthening the capacity of county governments is one of the new needs that have emerged after the design of the JP GEWE. The Programme has shown some flexibility and there were limited efforts to target and build the capacity of county governments. However, the need for more targeting of county governments was emphasised by many of contacted UN and government stakeholders.

3.1.2. Programme relevance to international commitments

Kenya is a party to major international agreements and political commitments that recognize women’s rights and establish goals for gender equality and women’s empowerment. Among others, the GoK has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and has signed the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women (the Maputo Protocol). The first JP output correlates with article 3 of the CEDAW obliging states to take ‘appropriate measures’ aimed at ensuring the advancement of women and the exercise of their rights. Such correlation is more specific and direct in relation to the fifth result under the output relating to the need for gender responsive laws. The CEDAW similarly requires states to integrate the principle of gender equality in national legislation. The issue of gender-based violence, which is the focus of JP output two, is addressed under articles 5 and 6 of the CEDAW with specific reference to the elimination of prejudices against women and legislation addressing forms of GBV and VAW. The correlation between JP output three and article 7 of the CEDAW both dealing with gender and governance issues is similarly obvious. Finally, the issue of economic empowerment, which is the subject of JP output four, is dealt with under articles 13 and 14 of the CEDAW on access to credit facilities, economic organization and the economic rights of rural women.

The correlation between the JP outputs and results on the one hand and the thematic issues and strategic objectives under the Beijing Declaration and Platform for Action (BDPfA) on the other is almost seamless. The following table depicts a summary of these correlations.

<table>
<thead>
<tr>
<th>JP Outputs &amp; Results</th>
<th>BPfA Issues &amp; Strategic Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>JP Output 1: Gender Mainstreaming</td>
<td>Institutional mechanisms for the advancement of women (H)</td>
</tr>
<tr>
<td>JP Output 2: GBV/VAW</td>
<td>Violence against women (D)</td>
</tr>
<tr>
<td></td>
<td>Human rights of women (I)</td>
</tr>
<tr>
<td>JP Output 3: Gender and Governance</td>
<td>Women in power and decision making (G)</td>
</tr>
<tr>
<td></td>
<td>Institutional mechanisms for the advancement of women (H)</td>
</tr>
<tr>
<td>JP Output Four: Economic Empowerment</td>
<td>Women and poverty (A)</td>
</tr>
</tbody>
</table>


24 Kenya signed the Maputo Protocol on 17/12/2003

25 CEDAW, Article 3

26 CEDAW, Article 2(a)

27 The Beijing Declaration and Platform for Action was adopted at the Fourth World Conference on Women on the 15th of September 1995
Women and the economy (F)

The JP GEWE also contributes to the achievement of the Millennium Development Goals (MDGs), especially MDG 3 – ensure gender equality and women’s empowerment. While the focus of the MDG 3 target (Target 4) is on eliminating gender disparity in education, two of the four indicators for the target relate to equality in employment and seats held by women in the national parliament. These two indicators sync directly with the results identified under gender and governance, and economic empowerment outputs of the JP GEWE.

As one of the purposes of the Programme is supporting Kenya to meet its international and regional commitments, the JP GEWE was designed with an eye to promoting the recognized rights and set goals under these instruments. It is thus logical that the different result areas of the Programme address specific rights or commitments enshrined in these instruments.

3.1.3. Programme alignment to national policies and priorities

The design of the JP GEWE coincided with the launch of Vision 2030, First Mid-Term Plan (2008-2012) as well as several gender specific strategic and action plans, notably the National Policy on Gender and Development and Action Plan (2008-2012), the MoGCSD’s Strategic Plan (2008-2012) and the NCGD’s Strategic Plan (2008-2012). This provided the opportunity for the alignment of the Joint Programme with national and sectoral gender priorities. As shown in the following paragraphs, the outputs and result areas of the Programme are generally well aligned to relevant national policies and strategies.

(1) Vision 2030 and Vision 2030 First Mid-Term Plan (2008-2012)

Kenya’s long-term development strategy, officially known as Kenya Vision 2030, is the country’s development blueprint covering the period 2008 to 2030. Gender falls under one of the four pillars of the plan, i.e. the social pillar. The social pillar seeks to build “a just and cohesive society with social equity in a clean and secure environment”. More specific to gender, the social pillar includes a section on gender, vulnerable groups and youth for which the goal is “greater gender equity in power resource distribution, improved livelihoods for all vulnerable groups and a responsible, globally competitive and prosperous youth”.

The Kenya Vision 2030 is implemented in successive five-year Medium Term plans with the first plan covering the period 2008 – 2012. The First Medium Term Plan provides for mainstreaming of gender in government policies, plans, budgets and programmes, increased participation of women in all aspects of public life through at least 30% representation, economic empowerment of women, reducing levels of poverty, prohibition of regressive cultural practices, and improved access to essential services. The First Medium-Term Plan sports flagship programmes in the areas of gender mainstreaming, gender disaggregated data, affirmative action policy and the women enterprise fund as well as additional projects including campaigns to eliminate retrogressive cultural practices such as FGM and early marriages, and improve efficiency of the legal system to reduce gender-based violence.

A reading of the JP GEWE outputs and results in light of the above shows that the JP is properly aligned with Kenya’s Vision 2030 and the First Medium Term Plan. In fact, the core issues addressed by the four outputs of the Programme (gender mainstreaming, gender based violence, women and governance, and

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28 Vision 2030: First Medium Term Plan, p. 116
economic empowerment) are actually included among the objectives and flagship programmes outlined in the mid-term plan.

(2) National Policy on Gender and Development and Action Plan (2008-2012)

The National Plan of Action was developed as a comprehensive framework for gender mainstreaming in the country. The National Policy on Gender and Development and Action Plan both focus on nine areas including three directly relevant to the JP GEWE. These are:

- *legal reforms to guarantee Kenyan men and women equality before the law, as provided for in the Constitution and under the obligations of the Kenyan State in international law;*
- *to enhance gender parity in political participation and decision-making; and*
- *removal of impediments to equal access to economic and employment opportunities for men and women*

These focal areas have found expression in outputs one and two, three and four of the JP GEWE.

(3) Ministry of Gender, Children and Social Development’s Strategic Plan 2008-2012,

The Strategic Plan of the MoGCSD identified 5 strategic objectives, which directly correlate with JP GEWE outputs or priority areas. These strategic objectives were: 1) provide an enabling legislative and policy framework for gender equality (JP GEWE output one); 2) facilitate gender mainstreaming in national development planning and budgetary process (JP GEWE output one); 3) reduce sexual and gender-based violence (JP GEWE output two); 4) increase women’s access to socio-economic opportunities (JP GEWE output four); and 5) enhance Women’s Rights and participation in decision-making processes (JP GEWE output three).

(4) National Commission on Gender and Development (NCGD) Strategic Plan (2008-2012)

The NCGD’s Strategic Plan addresses, among others, issues of gender inequality in economic empowerment, gender inequality in political appointments, gender inequality in access to social services and GBV. Most of these issues are directly covered in the different result areas of the JP GEWE.

The following chart summarizes the responses of survey respondents on the alignment of the JP outputs to the relevant national policies of Kenya. As the chart clearly shows, the vast majority of respondents found a high level of alignment between the JP and relevant national policies.
3.1.4. Programme alignment with UNDAF 2009-2014

The Programme’s objectives are aligned with the UNDAF for Kenya (2009-14), particularly to Country Programme (CP) outcome 1.1.3 - *Gender equality, promotion of human rights and empowerment of women enhanced*. In fact, a decision to refer the five strategic priority areas of the Programme as Outputs and not as Outcomes was made in consideration of the JP GEWE components linkage and contribution to UNDAF CP Outcome 1.1.3. Linkage also exists between output 2 of the JP GEWE and UNDAF CP Outcome 2.1.5 (*existence of a functioning national integrated protective services system, particularly for women and children*). Output 4 of the JP GEWE is more specifically linked with UNDAF Outcome 3.1 (*Economic Growth, Equitable Livelihoods and Food Security for Vulnerable Groups Enhanced and Sustained*) and UNDAF Outcome 3.1.2 (*Business environment productivity and competitiveness of MSMEs improved*).

The high level of alignment between the JP outputs and the UNDAF for Kenya was also recognized by respondents representing key institutional stakeholders of the Programme. Asked to rate the extent to which the JP has been aligned to the UNDAF, almost all of the key informants who responded to the survey questionnaire indicated that the JP is aligned to the UNDAF at least to a medium extent. Most among them (representing three-fourth of those responding) found the alignment to be very high.

![Chart 4: JP Alignment to Kenya UNDAF](image)

However, unlike the JP GEWE, the UNDAF (2009-14) was not designed within the DaO conceptual framework. This has created gaps in terms of incentives, frameworks and guidance that would have been available to the JP GEWE had the UNDAF been designed within the delivering as one conceptual framework. Most of contacted PUNO’s representatives also stated that joint programming and Joint Programmes were not adequately emphasised in the previous UNDAF. However, the new UNDAF (2014-18) is one of the new generation UNDAFs developed within the DaO conceptual framework. Accordingly, it is expected to provide more incentives, frameworks and guidance for developing and implementing Joint Programmes compared to the previous UNDAF.

### 3.1.5. Appropriateness of Programme design

In general, the design of the Programme appears to be largely coherent with a clearly articulated results framework. The Programme Document states that the ultimate objective of the Programme is “contributing to creating an enabling environment for the mainstreaming of gender and the empowerment of women in Kenya by maximizing the use of human and financial resources available to the UN and providing technical, financial and infrastructural capacity building support within 5 inter-
related priority areas.” The five thematic outputs obviously contribute to the achievement of this ultimate objective or goal and are in turn coherent with the respective results identified in the Programme structure.

However, a closer examination of the Programme design, in particular the planned activities, reveals another point. The context in which it was developed has significantly affected the coherence and appropriateness of the Programme. Good practice in the design of Joint Programmes suggests joint engagement starting with the analysis of the problems to be addressed. Although there were efforts directed at aligning the activities with the results framework of the JP, the mapping of existing UN operations already planned by PUNOs had influenced the design of the Programme, especially the activities.

The influence of the already planned gender related interventions of PUNOs on the design of the Programme has resulted in a collation or juxtaposition of activities rather than joint design in the strict sense. The consequences were manifold. First, the collation has resulted in inadequate linkages between activities and results as well as results and outputs of the JP. Since the activities were mainly drawn from existing plans of PUNOs rather than being designed based on the common results, the level of correlation between the two was not high. This shortcoming of the programme design was emphasised by representatives of the Coordinating Agency as well as by several PUNOs. Of course, there have been efforts by the Programme to reverse the influence of PUNO’s individual plans on the JP GEWE activities by conducting annual planning sessions of the JP in the month of September prior to individual PUNOs’ regular annual planning sessions. However, representatives of PUNOs again stated that the space for manoeuvre has been limited as the tendency to continue with already planned and started interventions was strong.

Moreover, partly because of the design context, the linkage and coherence among the 5 output areas was not clearly established. In terms of thematic coherence, it is not clear how the outputs contribute to the program goal in a complementary manner. The geographic location where the projects/activities have been implemented is also a problem with different components being implemented in different areas rather than addressing issues in one area but from multiple perspectives. Even where two components are implemented in the same geographic area, efforts to create coordination and linkages among the interventions were not observed. For instance, no coordination or linkage was observed in the GBV and economic empowerment activities implemented in Mogori County.

### 3.1.6. Programme ownership

**Programme ownership within the UN**

The level of conceptualization, commitment and ownership of the JP GEWE varied among UN structures and agencies (RCO, UNCT, PUNOs). From a review of PWG minutes (2010-2013), the total average attendance rate by PUNOs was low at 53%. Six PUNOs attended less than 50% of PWG meetings held in the stated period. There was significant variation in the participation rate of PUNOs in PWG meetings, ranging from 11% to 94%. There is also a significant variation among PUNOs in terms of financial contribution to the Programme through parallel funding. While UN Women pledged to contribute about 40% of the total amount of parallel funding, four PUNOs pledged no financial contribution from own resources to the Programme. The lack of adequate commitment and ownership among several PUNOs was also stated by the Coordinating Agency, the Secretariat as well as by several contacted PUNOs.
Various factors have contributed to the variation within UN agencies in commitment and ownership of the Programme, which include:

- **The initiation and design of the Programme was not adequately demand driven.** Based on the general demand to have joint programmes in Kenya as part of the DaO initiative, the UNCT decided to have four joint programmes, including the JP GEWE. Many of the PUNOs joined the Programme without critical reflection on the purpose as well as the implications of joining the Programme, just because “it was the right thing to do.” Thus 14 out of the 17 resident UN Agencies in Kenya joined the “club of the willing.” This number is a record among existing joint UN gender programmes across the globe, the majority of which are made up of three to four PUNOs.

- **The UNCT has not put in place clear criteria and guidelines on when and how joint programmes should be designed and operated.** There were no guidelines that specify or clarify roles, responsibilities, incentives and accountability mechanisms of PUNOs in joint programmes as well as that address the challenges of harmonizing agency level procedures and systems with joint programmes operations. This partly explains the challenge faced in even recognizing the work of PWG members by their respective agencies. Moreover, the JP GEWE was not implemented in a mandatory joint planning set up. As stated previously, for the most part, joint programming was a choice for PUNOs under UNDAF 2008-14. This has affected the commitment and confidence of agencies on the JP.

- **Joint Programmes require a mind shift at the UN level by going beyond individual agency level interests.** This process has had to occur in the context of specific procedures and accountability structures of each UN agency. The persistence of a tendency to promote agency level interests was mentioned as a challenge by some PUNOs.

- **Variation in GEWE related mandate among PUNOs also contributed to the variation in the level of commitment and ownership of the Programme among PUNOs:** Although all UN agencies are, in principle, required to mainstream gender in their operations, there are some with core mandates related to gender. Those UN agencies with mandates directly related to GEWE have demonstrated more tendencies to participate more actively in the JP. For some PUNOs, GEWE issues seem not to be a priority and JP activities are seen as ‘add-ons’.

As a result, the level of commitment varied among PUNOs and some lacked the required level of commitment. However, the level of ownership of the Programme concept within the UN has been increasing during the implementation of the Programme, particularly since the coming of the pass through fund.

**Programme ownership by the Government and other stakeholders**

Participation in the JP programming process was an important factor impacting upon the ownership of the JP GEWE by GoK and other stakeholders. GoK and other stakeholders have participated in limited consultations during the design of the Programme. The level of participation in the development of annual work plans was also significant for most government and other core institutional stakeholders. This has resulted in the development of a level of ownership of the Programme approach and its objectives. This was reflected in the responses to the survey questionnaire.

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30 UN Women, Analytical Overview of Joint UN Gender Programme Portfolio, 2011, p 8. This study found that out of the 113 JPs reviewed, the majority of them are made up of three to four PUNOs
The development of a sense of ownership among GoK institutions was also helped by the fact that the JP GEWE outputs and results are aligned with major policy documents of the GoK and gender related plans and institutional strategic documents. The JP was designed at a time when government institutions were involved in the finalization of sector medium-term plans and the development of the Ministry of Gender, Children and Social Development’s Strategic Plan. This enhanced opportunities for alignment as well as engagement of involved institutions. Moreover, most of the GoK implementing partners have direct institutional mandates in relation to the objectives and results of the Programme, which they are involved in and claim to own them.

The PSC structure, which is cross-sectoral in membership, was instrumental in promoting the ownership of the Programme by GoK, CSO and private sector stakeholders. However, the operation of the PSC was disrupted by the preparations for the 2013 elections and subsequent changes in the government structure in mid 2013. As a result, the PSC has not met since the meeting held in August 2012. This situation has affected the potential role of the PSC structure in promoting ownership of the Programme by stakeholders, particularly by the GoK. In addition, lack of adequate capacity and coordination within the gender machinery has limited the leadership role of the GoK and to some extent affected the level of participation and ownership of the Programme by the GoK and other stakeholders.

One of the basic principles of aid effectiveness enshrined in the Paris Declaration is alignment to or the use of government systems in programme and financial management. This principle is practiced in countries with more advanced DaO systems and is found to be key in enhancing government ownership and leadership. However, the JP was not designed to fully use government systems for programme and financial management.

3.2. Effectiveness

3.2.1. Progress towards achievement of expected results

This section discusses the progress towards achievement of set results. The JP GEWE programme document included a results framework that specified indicators with corresponding targets that would serve as means of measurement for the achievement of the five output level results and the specific results under each of the output areas. The indicators, baselines and targets for each of the output and result areas were further elaborated in the monitoring and evaluation (M&E) framework of the Programme developed in 2010.
Assessment of the level of progress towards achievement of results is primarily conducted by looking into whether the specific targets set for each result were met or not. However, in some cases the indicators specified do not provide a comprehensive enough means of measurement of progress towards the achievement of results. Moreover, in some cases, new or additional activities were implemented to address emerging needs, but were not captured in the listed indicators. This assessment therefore takes account of these other activities and their corresponding achievements. This evaluation mainly draws on information obtained from analysis of the JP GEWE mid-year and annual progress reports, supplemented by analysis of information obtained from interviews with key informants and focus group discussions with beneficiaries.

Output 1: Gender Mainstreaming

The gender mainstreaming output of the JP GEWE has five interrelated result areas. Progress towards meeting the targets set for each result area is discussed below.

**Result 1.1: National gender machinery is effectively coordinating, monitoring and evaluating gender mainstreaming process in the MTP and Key Sectors by 2013**

This result area focuses on building the capacity of the national gender machinery in Kenya. Under the Programme, the national gender machinery refers to the MoGCSD, NCGD and the Gender Focal points in line ministries and sub-nationally. Two indicators with corresponding targets were set to measure the achievement of this result area.

<table>
<thead>
<tr>
<th>Table 5: Indicators and Targets for Gender Mainstreaming (JP Output 1)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Result</strong></td>
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<tr>
<td>Result 1.1: National gender machinery is effectively coordinating, monitoring and evaluating gender mainstreaming process in the MTP and Key Sectors by 2013</td>
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</table>

In relation to the first target, an M&E framework was developed by the MoGCSD in 2011/2012 with the support of PUNOs. Nevertheless, the framework remains in a draft form. According to information from the Gender Directorate, the framework needs to be updated, particularly some indicators will have to be changed and others have to be added before the framework is launched. The planned M&E Unit was not established in the previous Gender Division in the MoGCSD or in the present Gender Directorate in the Ministry of Devolution and Planning (MoDP), although the importance of such a unit is emphasized by the Directorate. Yet, the MoGCSD/Gender Directorate has started receiving data and monitoring the application of the 2/3 gender rule in ministries as it applies to employment and staff. The Directorate also interrogates sector plans submitted to make sure they are gender responsive. Accordingly, the target of establishing an M&E system within the MoGCSD is partially achieved, as a comprehensive and effective M&E system within the current Directorate is work in progress.
The Gender Directorate relies mainly on data generated by the Monitoring and Evaluation Directorate (MED) in the MoDP for the purpose of monitoring gender mainstreaming. In fact, the JP GEWE worked with the MED to enhance the capacity of the latter to mainstream gender in its programmes and activities. The work with the MED resulted in important achievements in mainstreaming gender. This is captured in the following case study constructed from KII with a representative of the MED.

**Case Study: Strategic Support to Government Institution to Mainstream Gender in Government Plans and Programmes**

The JP GEWE worked with the Monitoring and Evaluation Directorate (MED) in MoPD to engender monitoring and evaluation of government programmes and projects. The focus was on enhancing the capacities of the MED to develop gender sensitive indicators for the Second Medium Term Plan of Kenya Vision 2030. Under this partnership: government officers (economists and planners) were trained on gender sensitive indicators; gender sensitive indicators for the MTP II were developed and adapted by various line ministries; and a handbook on the Gender Sensitive Indicators has been developed.

According to MED officials, “this was a useful and empowering partnership and experience. The major challenge is to roll such a gender sensitive capacity building to the devolved levels. There is urgent need to focus on capacity building for gender mainstreaming in all the 47 counties, targeting: Governors, MCAs, and planners.”

The second target for result 1.1 concerns developing the capacity of the NCGD, particularly in developing results-based M&E systems. The work towards this target was required to be reoriented due to the institutional changes resulting from the adoption of the new constitution in 2010. The initial support of the JP to the NCGD focused mainly on supporting the latter in drafting the Equality Commission Bill. Once the NCGD was transformed into NGEC, the JP provided both strategic and targeted support, which enhanced the capacity of the NGEC. Thus, the target of building the capacity of NCGD/NGEC is partly achieved, although the aspect of developing results based M&E system in the NCGD was not pursued with the new Commission.

**Case Study: Combining Strategic and Practical/Targeted support for Gender Mainstreaming: JP GEWE and NGEC Kenya**

The partnership between NGEC and JP GEWE started with the former commission (i.e. NCGD) with a focus on strengthening capacity of the institution on GBV control, mitigation and response. During the constitutional review (2009-2010), the JP GEWE provided technical support/direction and worked with various stakeholders to strategically advocate, lobby, and request for continued efforts on effective gender mainstreaming and women’s empowerment.

After the formation of NGEC in 2012, JP GEWE support has become even more strategic. The strategic support includes the following:

- The JP GEWE supported and provided a technical expert to lead/facilitate the development of NGEC’s Strategic Plan-Dec 2011 to June 2012;
- The JP in 2013 supported NGEC on case studies of Gender Responsive Budgeting in 10 counties;
- Another strategic support from JP to NGEC was for a groundbreaking study on cost efficiency and effectiveness on GBV;
• The Programme supported and provided technical assistance in the establishment of GBV forums (creation of a discussion/planning platforms) coordinated by NGEC; and,

• The Programme supported NGEC in the development of “mechanism/formula” for implementing the Gender Rule by August 2015.

NGEC official/focal point summarized the nature/benefits of such partnership as: “In a nutshell the partnership between JP GEWE and NGEC has been very strategic and is a good example of focusing on both strategic issues for capacity building and targeted responses to particular needs like studies to provide evidence. This programme has assisted NGEC to lay a solid foundation, break new grounds, and provide credible evidence that can be used for programming and planning on gender responsive budgeting and GBV at the national level and across counties.” (KII, NGEC, 2014).

**Result 1.2: Key government institutions are collecting, analyzing and disseminating sex and age disaggregated data to inform policy formulation and planning by 2013**

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
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<tbody>
<tr>
<td>Result 1.2: Key government institutions are collecting, analyzing and disseminating sex and age disaggregated data to inform policy formulation and planning by 2013</td>
<td>1.2a Number of institutions generating reports with sex and age-disaggregated data and able to analyse the data to inform the sector policy and planning process</td>
<td>2 out of the 6 key institutions are able to prepare timely reports with sex disaggregated data and to analyse and influence planning from a gender perspective</td>
</tr>
</tbody>
</table>

Six key government institutions were targeted under this result, namely the Monitoring and Evaluation Directorate (MED), Kenya Institute for Public Policy Research and Analysis (KIPPRA), MoGCSD, NCGD and Kenya National Bureau of Statistics (KNBS), and Sectoral Directorate of MoPND. Based on information from programme reports and KII with the respective institutions, the KNBS, MED and KIPPRA have produced various reports with sex disaggregated data. Accordingly, the target set for this result is largely achieved. Although not included as a target, the establishment of the Gender Resource Centre, which is expected to support research on gender equality and GBV, could be considered as an additional achievement under this result area.

**Result 1.3: Capacity of key sectoral ministries for gender responsive policy, planning and budgeting enhanced by 2013**

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
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</thead>
<tbody>
<tr>
<td>Result 1.3: Capacity of key sectoral ministries for gender responsive policy, planning and budgeting enhanced by 2013</td>
<td>1.3a Number of finance and planning officers in line ministries trained in gender responsive budgeting (GRB) and gender mainstreaming</td>
<td>At least 4 gender responsive budgeting initiatives supported and (high level) officials in 2 line ministries trained and supported in applying gender mainstreaming throughout the planning and implementation process; and, supported ministries present gender sensitive plans and budgets</td>
</tr>
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</table>

The key sectoral ministries targeted by PUNOs under this result area include the Ministry of Health (MoH), Ministry of Higher Education, Science and Technology (MoHEST) and the Ministry of Environment. Through the support of the JP, a gender policy for the health sector is developed; the gender policy of the MoHEST is revised; and gender sensitive programmes are developed in the environment sector. More
than 8,000 officers in line ministries have been trained on GRB and gender mainstreaming. Accordingly, the Programme has progressed well to achieve the target for this result area. The introduction of a course on *Gender and Economic Policy Management Initiatives* by the Kenya School of Government as part of its regular curriculum is an important achievement of the JP in enhancing the capacity of key sectoral ministries to develop gender sensitive policies, plans and budgets in a sustainable manner.

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**Case Study: Gender Mainstreaming in the Curriculum: Sustaining Capacity Building**

Kenya School of Government (KSG) is a training institution mandated to provide focused in-service training to government staff in the line ministries, ministries, departments and agencies (MDAs). The institution offers short courses on leadership, management, effectiveness in the public service, work ethics, among other courses to various government staff. As of April 2013, the school was given the task of training “Gender Focal Points” who were posted to each of the 18 line ministries by the Ministry of Devolution and Planning. It is within this context that KSG partnered with the JP GEWE to implement “Gender and Economic Planning and Management Initiative.”

The partnership within JP GEWE started in 2013 through a discussion between KSG management and PUNOs on how to take advantage of the established institution and training programmes to mainstream gender in the public service. This culminated in the launching of a “Gender and Economic Planning and Management Initiative” in a 3 day sensitization and training workshop, 29th July – 2nd August 2013 in Mombasa.

The sensitization/training workshop brought together 38 participants from the following organizations: 25 senior government officers (chief/senior economists, principal fiscal analysts, commissioners, gender officers, managers/administrators and trainers), 2 from Kenya School of Governance (Head of Training and Lecturer), 8 Managers and Gender Advisors/Specialists from UN Women and UNDP), 2 representatives from NGEC, and 1 Consultant from Centre for Economic and Governance. This workshop was an eye opener and the official from KSG summarized it as: “We believe that the 6 modules under the Gender and Economic Policy Management Initiatives are relevant to the country and to gender mainstreaming in public planning in particular. We made a decision that the modules be adopted and become part of the courses we offer.”

The focal point at the KSG indicates that the prospects of the course are great but key challenges include the following: "This was a one-off training. As important as it is, we have to come up with a robust training programme and schedules targeting the right people at both national and county levels." and "UN agencies should collaborate with and help us mobilize resources so that we mount this training." KII with management of KSG

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**Result 1.4: MTEF process is gender responsive to allocate and utilize public resources by 2013**

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<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
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<tbody>
<tr>
<td>Result 1.4: MTEF process is gender responsive to allocate and utilize public resources by 2013</td>
<td>1.4a Number of CSO’s systematically participating in GRB initiatives and engaged in the MTEF process</td>
<td>Established GRB network (one)</td>
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<td></td>
<td>1.4b Key line ministries and Parliament apply GRB</td>
<td>At least the Ministry of State for Planning, National Development and Vision 2030 and the Ministry of Finance apply GRB in the MTEF process</td>
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</table>

Concerning the first target for this result area, the establishment of a GRB network among CSOs was not reported. However, five CSOs were supported to conduct GRB training. With regard to the second target, GRB guidelines for parliamentarians were developed with the MoGCSD. Review of social budgeting
guidelines was also conducted. More importantly, the Commission on Revenue Allocation (CRA) adopted a gender index for the decentralised budget allocation formula. Accordingly, it can be concluded that the targets under this result area largely achieved.

**Result 1.5: Key laws, policies and legislation are gender responsive and operational**

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<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
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<tbody>
<tr>
<td>Result 1.5: Key laws, policies and legislation are gender responsive and operational</td>
<td>1.5a Number of policies/laws that are gender responsive and are being implemented</td>
<td>At least two policies or laws targeted by the UN are gender responsive</td>
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</table>

From laws and policies targeted by the JP GEWE, the Anti-FGM Act (2011), Social Protection Policy (2012), Social Assistance Act (2013), Marriage Act (2013), the protection Against Domestic Violence Bill (2013) and Matrimonial Property Act (2014) were enacted. Moreover, sexual and gender based violence (SGBV) policy and sector gender policies for the education, environment and health sectors were developed and are expected to be launched before the end of the Programme. Thus, the JP achieved its target for this result area.

**Overall assessment of output one:** The target of establishing a comprehensive and effective coordination, monitoring and evaluation system within the national gender machinery is not fully achieved, as establishing such a system is still work in progress. The fact that a Gender Directorate has been established and started to monitor the implementation of the 2/3 rule in the public service and assess the gender responsiveness of national policies and plans is a move in the right direction. Moreover, the fact that gender focal points are posted to all the 18 ministries is a positive development in relation to coordinating and ensuring gender mainstreaming in the government plans and policies. On the other hand, the following are the major challenges under this output area:

- **Lack of adequate funding:** In annual work plans (AWPs) significant number of activities were planned to be carried out through the pass-through modality. However, a significant portion of the anticipated amount to come from joint fund raising was not obtained. For instance, out of the total USD 7,174,034 budgeted for this output in 2011, 2012 & 2013 AWPs, USD 2,498,888 or 34.8% was not funded. This funding gap has affected the number and scope of the implementation of planned activities.

- **The changing government institutional context:** Strategic planning for gender mainstreaming has been fairly challenging in Kenya’s rapidly changing institutional context. The change in institutional context mainly resulted from the restructuring of government bodies following the adoption of the current constitution in 2010 and the change of government administration after the 2013 elections. This restructuring of state institutions particularly affected the two key institutions of the national gender machinery (NCGD and MoGCSD) as well as the Gender Focal Point system. While the adoption of the constitution was a unique and singular event, the potential for re-structuring with a narrower scope is expected to persist following the electoral cycle.

- **Limitations in the application of results-based and sustainable capacity development strategies:** Some of the capacity development strategies used under this output included staff secondment and engagement of external consultants. The effectiveness and sustainability of these strategies is questionable as the strategies focus more on external support rather than building the internal capacity of targeted institutions. Moreover, information from targeted institutions, e.g. the
Gender Directorate, indicates that seconded staffs were mainly engaged in performing regular activities of the targeted institutions as opposed to the capacity building initiatives specified in their ToR. The provision of training was one of the major strategies used for national capacity development. For a training strategy to be effective, it has to be designed in a results-based framework, i.e., it should be designed in a manner that could bring about concrete results. However, according to information from key informants from targeted government institutions, some of the trainings on gender mainstreaming were one-off trainings not followed up with additional activities to ensure the practical application of the knowledge and skills obtained.

Output 2: Gender Based Violence

The GBV result area of the JP GEWE, under its three result areas, seeks 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; and, strengthen coordinated approach and network creation among CSOs for the prevention and response to GBV, particularly at community levels.

**Result 2.1: Police, military, judiciary, CSOs, and health service providers operate within accepted international/regional/national instruments, policies, strategies and protocols for sustainable prevention and response to GBV by 2013**

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<tr>
<th>Result</th>
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<th>Targets</th>
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<tbody>
<tr>
<td>Result 2.1: Police, military, judiciary, CSOs, and health service providers operate within accepted international/regional/national instruments, policies, strategies and protocols for sustainable prevention and response to GBV by 2013</td>
<td>2.1a Number of police, military, health care, judicial, immigration and CSO officers trained to adequately respond to survivors of GBV resulting in strengthened legal-medical links</td>
<td>Number of police, military, health care, judicial, immigration and CSO officers adequately responding to survivors of GBV resulting in strengthened legal-medical links</td>
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</table>

The number of officials of the targeted institutions trained under the JP to effectively respond to survivors of GBV is estimated in the hundreds. However, it was not possible to get accurate data, as sometimes only the number or types of training sessions conducted were reported. Apart from training of officers, the JP supported targeted institutions to develop service standards, information management systems, training manuals, etc. Informants contacted in targeted institutions stated that, as a result of the capacity development gains obtained from the JP, they are providing improved services to survivors of GBV. Based on such information, it can be said that the target set for this result area is largely achieved.

**Result 2.2: Key International, regional and national (human rights) laws, policies, strategies and protocols to prevent and respond to GBV designed and adopted by 2013**

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<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
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<tbody>
<tr>
<td>Result 2.2: Key International, regional and national (human rights) laws, policies, strategies and protocols to prevent and respond to GBV</td>
<td>2.2a Number of national policies and laws developed and have relevant implementation frameworks by 2013</td>
<td>National Policy and Action Plan for the abandonment of FGM formulated, adopted and implemented; National Policy on Sexual Offences Act drafted; Social protection bill enacted; FGM bill/policy, Family Protection Bill, Matrimonial Property Bill (re)drafted in line with the SoA and a new constitutional dispensation</td>
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</table>
designed and adopted by 2013

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<thead>
<tr>
<th>Result 2.2b Number of outstanding international/regional treaties including Optional Protocol’s signed/ratified by Kenya by 2013</th>
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<tbody>
<tr>
<td>At least one of outstanding treaties/OP’s signed and one of the already signed instruments ratified by 2013</td>
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</table>

The target for indicator 2.2a is largely achieved, as most of the targeted national laws were issued or enacted. However, the target under indicator 2.2b is not achieved, as none of the outstanding instruments referred or targeted by the Programme (the Optional Protocol to CEDAW, the African Youth Charter and the African Charter on Democracy, Elections and Governance) have been ratified.

**Result 2.3: CSOs networks (e.g. GBV National Working Group, GCN, GBV survivors network) developing and utilizing coordinated strategies for the prevention and response to GBV using community structures by 2013**

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<tr>
<th>Result</th>
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<th>Targets</th>
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<tbody>
<tr>
<td>Result 2.3: CSOs networks (e.g. GBV National Working Group, GCN, GBV survivors network) developing and utilizing coordinated strategies for the prevention and response to GBV using community structures by 2013</td>
<td>2.3a Number of strategic partners preventing and responding to GBV at community level identified, strengthened and linkages, synergies and collaboration strengthened</td>
<td>i) GBV/FGM/C networks established in at least 5 districts; ii) Involvement of men as agents of change against GBV (FGM/C) through training of district networks and iii) Supporting at least 5 sporting and/or social events</td>
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<td></td>
<td>2.3b Number of behavioural change and awareness programmes at community level supported</td>
<td>Support the development and implementation of at least 5 behavioural change programmes at community level; Support at least 2 education and information campaigns on gender based violence (VAW and Anti-Trafficking) and the development and distribution of appropriate IEC materials at community level;</td>
</tr>
</tbody>
</table>

The targets of indicator 2.3a and b are largely achieved, as CSOs and networks established and engaged in GBV/FGM in 5 districts; forums held with councils of elders in districts involving men and women and Men for Gender Equality Now (MEGEN) involved as agent of change; and more than 5 social events (such as public declaration to abandon FGM) were organized. According to information from field visits, the community level engagement of the Programme started to produce some effects in addressing GBV issues in targeted communities.

**Case Study: Mobilizing and Capacity Building of Community Members to Address GBV: Naivasha**

Fida, one of the implementing partners of the JP, conducted various education, awareness and mobilization activities in Naivasha. Among others, it has undertaken training sessions on GBV and supported the FGM abandonment declaration event. Contacted community leaders, mobilizes and women who participated in the trainings stated that networking groups have been formed after the training on GBV. These groups have started monitoring and reporting of GBV cases. The FGM abandonment declaration was signed by, among others, community elders and reformed circumcisers. This has helped in decreasing the practice of FGM.
Overall assessment: Considering the important achievements at national level to improve the enabling environment for ending GBV as well as at community level in mobilizing, supporting and empowering community structures, the output made commendable progress towards achieving its expected results. Moreover, the selection of target communities is appropriate, as most of the communities targeted under this output are known for wider prevalence of GBV. The evaluation has also identified some major challenges for this output. These include:

- **Lack of funding:** Like other output areas, a significant number of activities in AWPs were planned to be carried out through the pass-through modality. However, a significant portion of the anticipated amount to come from joint fund raising was not obtained. Accordingly, a significant number of planned activities for this output under AWPs could not be undertaken.

- **Lack of clarity on government structure/architecture for GBV response:** This issue was repeatedly raised as a challenge in programme reports. There is lack of clarity on the respective mandates and roles of the different government structures (eg. NGEC, Gender Directorate, law enforcement agencies, health sector) in relation to GBV response.

- **Limitations in the application of results-based and sustainable capacity development strategies:** The issue of one-off and less practical trainings was also raised here in discussions with community members who participated in trainings conducted under this output.

Output 3: Gender and Governance

This result area of the JP GEWE seeks to ensure that the gender and governance agenda is effectively supported and advocated for by key stakeholders. There are two specific result areas under this output.

**Result 3.1: Gender integrated into constitutional, electoral reforms and peace and reconciliation processes by 2012**

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<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
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</thead>
<tbody>
<tr>
<td>Result 3.1: Gender integrated into constitutional, electoral reforms and peace and reconciliation processes by 2013</td>
<td>3.1a. Draft Constitution is gender responsive and if passed, relevant gender related laws are identified and advocated for</td>
<td>Draft Constitution is gender responsive</td>
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<tr>
<td></td>
<td>3.1b. Increased participation of women in peace and reconciliation processes at local levels</td>
<td>100 district peace committees (DPCs) have a one-third proportion gender ratio by 2013</td>
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<tr>
<td></td>
<td>3.1c. Increased number of women participating in electoral processes</td>
<td>At least a 10% increase in female representation in political offices and participating in electoral processes</td>
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</tbody>
</table>

The new 2010 constitution is largely considered to be gender sensitive. Out of about 200 currently operational and active DPCs, 126 have adhered to the not more than two-third gender principle in their composition. The participation of women in the electoral process in terms of registered voters increased slightly in the 2013 elections from the 2007 elections - from 6,736,610 (47% total voters) to 7,032,741 (49% of total voters). Percentage of women in parliament increased from 9.8% to 20.6%.  

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be said that the first two targets for this result are fully achieved, while the third target is partially achieved.

**Result 3.2: NSA's implementing strategies for increasing women's representation, participation and influence in governance and politics**

<table>
<thead>
<tr>
<th>Result 3.2: NSA's implementing strategies for increasing women's representation, participation and influence in governance and politics</th>
<th>Indicator</th>
<th>Targets</th>
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</thead>
<tbody>
<tr>
<td>3.2a. Proportion of women in decision making within public sector, Parliament, sub-national Councils and political work increase equitably and incrementally to at least 30% over a period of 4 years</td>
<td>30% of all senior positions in GoK, councils, Parliament and political parties held by women</td>
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</table>

Women currently account for 15% of the key leadership positions in the public sector as compared to 9.8% in the 2007 elections. However, the target of increasing women representation to 30% of key leadership positions has yet to be met.

Under this output, to enhance women participation in elections and peace building processes, the JP GEWE mainly used advocacy, capacity building and awareness raising strategies targeting political parties, constitutional bodies with mandates on elections and peace building issues, CSOs, communities and women. One of the major advocacy interventions of the JP was related to securing affirmative action for gender equity in political and governance processes in Kenya. This advocacy activity is documented as case study for good practice below.

**Case Study: From Advocacy to Action through the JP GEWE**

**Support to Securing Affirmative Action for Gender Equity in Political and Governance Processes in Kenya**

On August 27th 2010 the people of Kenya adopted a new constitution heralded as one of the most progressive constitutions in the world. The issue of gender equality in political participation and access to resources and benefits by women and men are among the issues central to this Constitution. The Constitution gave women leaders, groups and gender activists a perfect opportunity to make sure that gender equality and women’s empowerment issues are strategically addressed. The first opportunity to act came during the Constitution of Kenya Amendment bill 2011 debate by Parliament and the public.

In recognizing that the revival of the affirmative action component of the Constitution of Kenya Amendment Bill, 2011 was the last chance available to Kenyan women to actualize the affirmative action provisions of the Constitution before the next general election, UN Women working jointly with Center for Multiparty Democracy - CMD-Kenya and Kenya Women Parliamentarian Association - KEWOPA designed a quick response project. The Goal of the Project was to facilitate a national consensus on the affirmative action to promote gender equity in the electoral and governance processes in Kenya. A Consultant in gender equality, women leadership and electoral systems, UN Women, and KEWOPA designed a parliamentary advocacy strategy to lobby MPs, political parties, and civil society organizations to endorse the principles of affirmative action and the successful enactment of the Constitution of Kenya Amendment Bill.

The first phase of the project was implemented between August 1st and October 31st 2012. During this period, the affirmative action component of the bill was reviewed for accuracy in language, structure, drafting, purpose, and
challenges facing both content and timing. Briefs on the amendment its content, history, purpose, strength and challenges was produced. The briefs were used in interactive session to create awareness and enhance understanding on the amendment as well as in consensus building meetings. A proactive positive media campaign went a long way towards addressing the negative publicity generated by Members of Parliament opposing the amendment. Positive media coverage of the amendment was able to reduce the graphic nature of the opposition in fact it almost muzzled the opposition.

Through this participatory and consultative process, a technical committee, coordinated and lead by NGEC, with AG, Office of Administration and Governance, Parliament represented by KEWOPA, FIDA for CSOs, and CIC,), and supported through JP GEWE is developing a “formula/Mechanism” for implementing a 2/3 Gender rule in political participation and governance in Kenya. The key lessons learned during this important exercise include the following: partnership and linkages are essential to effective gender mainstreaming; focus, patience, commitment and targeting pays in gender mainstreaming; such a process is expensive in terms of money and technical expertise; and, the need to document such processes for future use/adoption.

**Overall assessment:** The output has made important progress towards achieving its results. However, achieving increased participation of women in political leadership has proved to be a difficult task when seen in light of the results of the 2013 elections. This is mainly due to some crucial challenges faced in the implementation of the Programme. Key among these include:

- **Deep rooted cultural and structural barriers against women’s effective political participation:** Despite recent positive legal developments, deep-rooted cultural and structural barriers that promote negative perceptions on women’s political participation still exist. Addressing these cultural/attitudinal and structural problems takes a long time and the output had to contend with this challenge. This situation has compromised the level of achievements under this output, particularly in increasing the number of women elected in the 2013 elections.

- **Short duration of interventions:** Most of the projects in the area of enhancing the participation of women were mainly implemented for 3-12 months and tied to the election cycle. After the general elections were over, stakeholders complained, “... not much have been done on this front, including even a postmortem of what went right and/or wrong...” A more sustained initiative is required to address the deep-rooted problems that act as barriers to women’s participation. This view was emphasized by CSOs involved as implementing partners under this output area.

- **Limited targeting of men and the community at large:** While awareness-raising activities have targeted the community at large, the support to women’s improved political participation focused on increasing their capacities. Some contacted implementing partners stated that efforts to promote women participation in the electoral process did not adequately targeted men or the social and structural context within which women’s political participation takes place. In a patriarchal system that exists in Kenya, male ‘champions’ have to be created to support the women’s empowerment in political participation and leadership.

**Output 4: Economic empowerment**

The stated expected result of this output is “Key public and private sector institutions, women’s organizations, groups and networks ensuring increased women’s access to economic opportunities.” This output area has three expected results.
Result 4.1: Key institutions providing appropriate/sustainable Business Development and Financial services for women entrepreneurs

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<tr>
<th>Result</th>
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<th>Targets</th>
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<tbody>
<tr>
<td>Result 4.1: Key institutions providing appropriate/sustainable Business Development and Financial services for women entrepreneurs</td>
<td>4.1a. Proportion of targeted BDS and Financial Service Institutions (FSI) that provide profitable and relevant business training for women by 2012</td>
<td>Number of trained male/female entrepreneurs that engage in innovative/profitable business increased by 15%</td>
</tr>
<tr>
<td></td>
<td>4.1b. Standardized and harmonized tools in BDS and number of FSI’s disbursing WEF</td>
<td>10 ILO business tools adapted. Additional 30 FIs to be procured by WEF</td>
</tr>
</tbody>
</table>

PUNOs supported the establishment of 11 District Business Solution Centres (DBSCs) and provided ToT and various business tools to different Business Development Service (BDS) providers. JP reports indicate that with the support of PUNOs, BDS providers have trained more than 5,000 women Entrepreneurs. PUNOs also linked over 230 women entrepreneurs with the Public Procurement Oversight Authority (PPOA) to enhance their participation in government procurement process. Moreover, PUNOs trained more than 400 women entrepreneurs on various aspects of entrepreneurship, including on standards. As a result, it was reported that some women entrepreneurs have already received Kenya Bureau of Standards (KEBS) certification for their products. However, sufficient and appropriate data on baseline and achievements is not available to assess the achievement of the first target for this result area. The second target is fully achieved, as ten ILO Business tools were adapted and a total of eighty-eight financial intermediaries have been approved to disburse WEF loans.

Result 4.2: Vocational training and other key business development institutions providing increased skills transfer for women in modern and appropriate technologies

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<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 4.2: Vocational training and other key business development institutions providing increased skills transfer for women in modern and appropriate technologies</td>
<td>4.2a. Number of women trained and applying skills in modern and appropriate technologies in targeted vocational and BDI’s by 2013</td>
<td>At least 3 profitable and locally relevant skills trained in each of the targeted institutions; At least 2,000 women trained with 50% applying skills</td>
</tr>
<tr>
<td></td>
<td>4.2b. Number of women trained by business solution centres in modern and appropriate skills by 2013</td>
<td>2,000 women trained; 50% applying skills</td>
</tr>
</tbody>
</table>

Through the support of the JP, hundreds of women were trained in different locally relevant skills such as on rainwater harvesting, ceramics, solar-powered water cooling, business running skills and information

The adapted tools are: (1) Assessment Framework for Growth-Oriented Women Entrepreneurs; (2) FAMOS Check; (3) Get AHEAD (Gender and entrepreneurship together); (4) Gender-sensitive value chain analysis (5) IYES -Improve Your Exhibition Skills; (6) Month of the Women Entrepreneur; (7) WEA Capacity Building Guide; (8) WED Capacity Building Guide (9) Business Group Formation Empowerment: Empowering Women and Men in Developing Communities Trainer’s Manual; (10) Financial Education: Trainers’ manual, Managing Small Business Associations, Reader and Trainers’ Manual
technology. With regard to the second indicator, it was reported that the district business solution centers supported by PUNOs provided training for a total of 4,775 entrepreneurs in 2012. In some cases, the trainings on locally relevant skills were followed up with technical, material or financial support to targeted women groups.

Case Study: Capacity Assessment, Programming and Women’s Empowerment

FKE-SonySugar Partnership

The Federation of Kenya Employers (FKE) has a long history of working with ILO to build capacities of its members (i.e. companies). Through the support of JP GEWE of $10,000, FKE in partnership with ILO-Kenya, has over the last two years been building the capacity of five SonySugar community support groups in business skills and integrating HIV programming in the training to offer psychosocial support to women. As a best practice, before capacity building activities were implemented, FKE carried out a capacity needs assessment in October 2013, at Awendo Sony, Migori County. The findings of the capacity needs assessment assessment were used to design a tailor-made training programme for the five support groups. The course topics developed and implemented through a consultant included the following: marketing, business networking, record keeping, and HIV/AIDS & business. This was a one-off three days training programme and groups members from all the five support groups visited indicated that they attended and benefited greatly from these trainings. Having been impressed with the group determinations and plans, FKE proactively gave each support group Ksh 10,000 to boost their income generating activities (IGAs). As a good practice, each group was given a cheque which they deposited in their bank accounts.

The five women support groups reported that they: acquired some basic knowledge on business management, were able to use the money from FKE to start Table Banking and create a revolving fund, now have constant food from the kitchen gardens they started after the training. An official indicated that “we are now not as desperate as we used to be”, and a member added: "We are now living a positive and better life than we were before the programme". However as the foundation for businesses has been laid, members of the five groups indicated that they face several challenges including the following:

- Limited funds and time was short to realize impact. “We need more money to expand our businesses”.
- Need for practical and follow-up training on the ground, and having tailor-made training for each group.
- No connection and involvement of existing partners/opportunities that could have supported the groups businesses. For example, no connection to financial institution/opportunities like: Faulu, Equity Bank, Ministry of Trade and Industrialization funds. No connection to health facilities/opportunities. Not able to address emerging issues that were not plan for in this pilot project. For example, men joining the groups, supporting orphans, meeting recurrent costs of the businesses e.g. money for chicken feeds.

Case Study: Rain Water Harvesting Project: Combining Training with Technical and Material Support

The University of Nairobi, with the support from the JP GEWE, has implemented a rainwater-harvesting project in Kiikine, Makueni County. The University worked with the Kathese Self-Help Group, which is a women led group with membership of more than 120 women and men. According to information from the FGD conducted with group members, the project has brought important changes in the lives of the group members.
“The University of Nairobi consulted us about our major problems. Shortage of clean and adequate water was identified as our major problem. We were using water from the rivers, which are far from our homes and not clean. The University did a research and found that the water in the rivers is salted and contaminated. The University gave us training on rainwater harvesting techniques. Moreover, it supplied us with a plastic tanker and supported us to construct underground water tankers. Now we are using water harvested from rain using the 3 tankers for household as well as for growing of fruits and vegetables.

The project has resulted in significant improvement on the health of our members, particularly on the health our children. Water born diseases were common before the project. Now our children are healthier from drinking clean water. We started growing fruits and vegetables such as mango trees and tomato using the harvested water. This has also improved the income and livelihood our members.”

Result 4.3: Increased numbers of networks/clusters for women entrepreneurs addressing business and market constraints

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 4.3: Increased numbers of networks/clusters for women entrepreneurs addressing business and market constraints</td>
<td>4.3a. Proportion of women in networks/clusters that assist members to overcome business and market constraints</td>
<td>No target has been set</td>
</tr>
<tr>
<td></td>
<td>4.3b. No of women entrepreneurs accessing markets information/services from their networks</td>
<td>No target has been set</td>
</tr>
</tbody>
</table>

Although not targets were set for this result area, the Programme supported the Kenya Private Sector Alliance (KEPSA) to develop a gender responsive strategic plan; assisted 5 women’s associations to join the KEPSA; supported the establishment and registration of the Kenya Chapter of the Professional Women’s Empowerment Society (PROWE); and supported the establishment and operation of 2 women led marketing cooperatives.

Overall assessment: When considered in the light of the limited resources available for Output 4, it has made good progress in achieving its planned results. In particular, strong efforts to jointly plan and implement activities among PUNOs involved in this output, based on each PUNO’s comparative advantage, contributed to the quality of delivered activities. Yet, the achievement of this output has been affected by different challenges among which the following have been identified as major ones:

- **Lack of funding/resources**: This output area is less resourced when compared to other output areas. The budget allocated by PUNOs in the form of parallel funding was low. Moreover, the majority of activities planned under this output in AWPs were supposed to be implemented through funds to be raised jointly (pass-through funding). However, since sufficient funding was not raised jointly, many of planned activities were not carried out. For economic empowerment to be effective, adequate funding should be made available to women who are at the grass root level, based on capacity and situational assessment.

- **Lack of adequate focus on addressing policy and structural issues affecting women’s economic empowerment**: In addition to micro or community level interventions, the target of this output should have also included macro level interventions addressing legal and policy issues and...
frameworks, for example, access to finance and land, that could support and enhance women’s participation in viable and sustainable economic activities.

- **One-off training and lack of follow-up training and technical support:** There were relevant and useful capacity building training initiatives targeting rural women in business. For example, women’s group in Makueni, a cooperative society in Nyeri and 5 Community Support Groups in Awendo Migori were targeted with such training activities. Some of the trainings conducted under this Output such as the ceramics training included follow-up trainings and other technical supports to the targeted groups. However, most of the trainings were one-off and lacked follow-up activities to offer technical support to women in their business/trade. Such support was badly needed. Besides, women were not connected to existing opportunities like Women Enterprise Fund, Youth Fund or funds made available by private business services like Equity Bank.

**Output 5: UN Coordination and Delivering as One**

As stated in the Programme Document, the expected result of this output is “*comprehensive and coherent UN support for gender equality in Kenya provided within the framework of the UN Joint Programme on Gender Equality and Women’s Empowerment.*” This output has five interrelated result areas.

5.1. **Ongoing gender related and gender specific programmes of all UN agencies coordinated within the framework of the JP**

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.1. Ongoing gender related and gender specific programmes of all UN agencies coordinated within the framework of the JP</td>
<td>5.1.a. Coordinated implementation of the ongoing gender related and gender specific programmes of all UN agencies completed and replaced by new interventions within the framework of the Joint Programme (Joint UN Support)</td>
<td>At least 80% of UN activities under the Joint Programme have been planned together (Joint support) to ensure coherence and cohesiveness by 2013</td>
</tr>
</tbody>
</table>

Annual Work Plans (AWPs) of the JP were developed jointly with the participation of UNPOs and other stakeholders. Thus, it can be said that this result area is fully achieved. However, it has to be noted that most of the activities in AWPs were planned to be implemented by individual PUNOs. For instance, out of the 103 specific activities included in the 2013 AWP, only 44 (43%) activities were planned to be implemented by two or more PUNOs jointly.

5.2. **All UN organizations working together for a comprehensive, coherent JP**

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.2. All UN organizations working together for a comprehensive, coherent JP</td>
<td>5.2.a JP’s AWPs implemented through “Delivering as One”</td>
<td>By 2011 JP management arrangements under the programme agreed to and fully operational; By the end of each planning year, the JP’s AWP implemented through “Delivering as One”, initially through coordination efforts moving to “Joint Support”</td>
</tr>
</tbody>
</table>
5.2. Existence of a Joint UN resource mobilization for the programme

Agreements finalized within UNCT on funding modalities for programme and relevant agreements signed; At least 50% of targeted programme resources mobilized are funded through the “pass-through” modality.

Management arrangements of the JP, i.e. the Programme Steering Committee (PSC), Programme Working Group (PWG) and the Secretariat were set up and operational by 2011. The JP’s AWPs were largely implemented by individual PUNOs with some coordination. However, there have been improvements in joint implementation. Thus, the first target for this result area is largely achieved. Relevant agreements such as the MoU with Administrative Agent, LoAs with development partners and MoUs with participating UN Agencies were signed. However, only about 10% of the funded budget was through the “pass-through” modality. Accordingly, this target is partially achieved.

5.3. Implementation of the JP being regularly monitored by UNCT and key stakeholders

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.3. Implementation of the JP being regularly monitored by UNCT and key stakeholders</td>
<td>5.3.a. Existence of monitoring and evaluation system for the JP GEWE</td>
<td>M&amp;E framework, plan and tools developed and approved by UNCT and stakeholders</td>
</tr>
<tr>
<td></td>
<td>5.3.b. Existence of an MTR and end evaluation plan</td>
<td>MTR and end evaluation conducted and lessons learned incorporated in programme implementation and design.</td>
</tr>
</tbody>
</table>

The M&E framework of the JP, including monitoring plan and tools was developed in 2010. But, the M&E framework was not adequately implemented. For instance, no joint monitoring missions were conducted as envisaged in the M&E framework. The Mid-Term Review (MTR) of the Programme was conducted in 2011. Lessons drawn and recommendations made in the MTR are being addressed by the Programme. Accordingly, good progress has been made in meeting the targets for this result area.

5.4. All UN agencies have capacity for gender responsive planning, programming and budgeting and for the implementation of the JP

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.4. All UN agencies have capacity for gender responsive planning, programming and budgeting and for the implementation of the JP</td>
<td>5.4.a. Number of capacity building initiatives for gender responsive planning, programming and budgeting and for the implementation of the JP</td>
<td>No target was set</td>
</tr>
</tbody>
</table>

Since no targets were set for this result area, it is not possible to conduct a meaningful evaluation of the Programme in this respect. On the other hand, three capacity-building initiatives were carried out to enhance UN agencies capacity for gender responsive planning, programming and budgeting falling within the first indicator. It was reported that 3 trainings were conducted in 2010 on gender marker to enhance humanitarian response and financing for gender. A Gender Scorecard exercise which assessed how well gender had been mainstreamed in the UNDAF (2009-14) was conducted in 2012. The exercise identified good practices as well as challenges in mainstreaming GEWE issues and it stimulated discussions on a more gender responsive planning, programming and budgeting within UN Kenya. In addition, as part of the efforts to ensure a stronger mainstreaming of gender in the MTP II and UNDAF process, the Joint Programme, together with OHCHR, the RCO and UNEP, carried out a Training of Trainers (ToT) session on
United Nations Development Group (UNDG) Programming Principles\textsuperscript{33} for UN and GoK staff members and County Executives.

### 5.5. UN communications strategy on fulfillment of women’s rights and gender equality developed

<table>
<thead>
<tr>
<th>Result</th>
<th>Indicator</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.5. UN communications strategy on fulfillment of women’s rights and gender equality developed.</td>
<td>5.5.a. The UN Communicating as ‘One’ on GEWE issues.</td>
<td>The Resident Coordinator participates in at least 2 public events as the head of the programme. The Coordinating Agency participates in at least 2 public events as chairperson of the JP GEWE. At least two national events are supported through Joint UN support efforts.</td>
</tr>
</tbody>
</table>

The Programme developed a communication strategy and developed a website. Analyses and disseminates a daily media monitoring report, focusing on GEWE issues in Kenya, to over 150 stakeholders - PWG, GoK, civil society and development partners. The Resident Coordinator and the Coordinating Agency have participated in numerous public events since inception. Accordingly, the targets of this result area are largely met. The Programme also supported several national events especially around key gender calendar events such as International Women’s Day and the annual 16 Days of Activism against GBV Campaign.

**Overall assessment:** Considering that this JP is one of the first piloted JPs by UNCT in Kenya, acceptable progress has been made towards achieving planned results of this output. The PUNOs have been cooperating within the JP-GEWE as well as outside the Programme. The existence of a dedicated Programme Secretariat - Programme Coordinator/Expert/M&E and Compliance Analyst and Communications/Information Officer as well as strong leadership from the Coordinating Agency have contributed for the achievements under this output area. However, the output was not without its challenges. The evaluation has identified the following as the major challenges:

- **Lack of the required level of commitment among several agencies:** The Coordinating Agency, the Secretariat as well as several contacted PUNOs identified low level of participation and lack of adequate commitment to the Programme among several PUNOs as a challenge. Moreover, the fact that the inception and development of the Programme took more than a year and the official signing and launching of the Programme took more than 2 years reflect the challenges of ensuring the commitment of PUNOs.

- **Inadequate recognition of the work of PWG members in the JP GEWE by their respective agencies:** For instance, according to an Organizational Imprint Survey conducted in 2012, 36% of PWG members strongly disagreed that in the past six months someone talked to them about their progress in the JP GEWE.\textsuperscript{34} The findings of the interviews with PWG members for the current evaluation also confirm this finding. This situation has affected the participation of some PWG members in the Programme.

\textsuperscript{33} UNDG Programmming Principles guide the UN’s work and include Human Rights, Gender Equality, Environmental Sustainability, Capacity Building and Results Based Management.

\textsuperscript{34} JP GEWE, Annual Programme Narrative Progress Report (1 January – 31 December 2012)
• **Limited or no joint fundraising efforts amongst PUNOs:** Although the Programme targeted to fund at least 50% of targeted programme resources through the “pass-through” modality, it only managed to fund about 10% of the programme resources through this modality. The evaluation has not come across notable efforts by the RCO, UNCT or PUNOs to jointly raise funds for the Programme.

• **Lack of clear and strong monitoring and accountability mechanisms:** Representatives of the Coordinating Agency and the Secretariat as well as some PUNOs stated that the lack of clear and strong accountability mechanisms was partly responsible for the under-performance in terms of joint resource mobilization. Moreover, the Programme did not put in place mechanisms to adequately monitor and account the utilization of resources pledged by PUNOs in the form of parallel funding.

3.2.2. Effectiveness of Programme monitoring

The Programme Document for the JP GEWE provides a results framework with indicators and targets set at the output and result levels. The implementation of activities identified in the AWPs and progress towards results are planned to be monitored through quarterly progress reports, bi-annual financial and Programme implementation progress reports, and an annual progress report.

The JP GEWE developed a monitoring and evaluation framework and guidelines in 2010. However, the guidelines have not been strictly applied in practice. For instance, the M&E framework provides for quarterly reports to be compiled by Output leads and to be submitted to the Programme Coordinator. But, such reports have not been compiled and submitted. The actual monitoring system underlines the importance of bi-annual and annual reports and review meetings. The organization of narrative reports generally follows the results framework outlined in the Programme Document. PUNOs reported that monitoring and reporting of results is a key challenge for many partners due to limited financial and human capacity to undertake results-based monitoring and reporting. Finally, joint monitoring missions as stipulated in the Programme Document have not been conducted. These missions could have promoted joint accountability and greater participation and contributed to Programme ownership.

3.3. Efficiency

3.3.1. Overview of budget allocation and utilization

According to the JP GEWE Programme document, the total budget for the five-year Programme ending 2013 was USD 56.5 million with an estimated funded budget of USD 28.5 million from PUNOs through parallel funding. The remaining unfunded budget of USD 28.1 million was expected to be raised jointly mainly from DPs. Until 2013, the Programme was able to raise only USD 2.3 million from the Norwegian government. Accordingly, about 25.8 or 45 % of the initial total budget was unfunded. However, there was revision of budget in annual plans.

Table 6: Overview of Budget Allocation for the JP

<table>
<thead>
<tr>
<th>Year</th>
<th>Budget</th>
<th>Parallel Funding</th>
<th>Pass through Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009</td>
<td>1,906,809</td>
<td>1,364,987</td>
<td>0</td>
</tr>
<tr>
<td>2010</td>
<td>4,479,920</td>
<td>3,325,729</td>
<td>0</td>
</tr>
<tr>
<td>2011</td>
<td>14,366,355</td>
<td>9,246,688</td>
<td>2,300,000</td>
</tr>
<tr>
<td>2012</td>
<td>17,457,874</td>
<td>10,910,491</td>
<td>0</td>
</tr>
<tr>
<td>2013</td>
<td>7,692,142</td>
<td>3,962,330</td>
<td>0</td>
</tr>
<tr>
<td>Year</td>
<td>Budget</td>
<td>Funding</td>
<td>Excess</td>
</tr>
<tr>
<td>------</td>
<td>--------</td>
<td>---------</td>
<td>--------</td>
</tr>
<tr>
<td>2014</td>
<td>1,267,000</td>
<td>415,000</td>
<td>748,500</td>
</tr>
<tr>
<td>Total</td>
<td>47,170,100</td>
<td>29,225,225</td>
<td>3,048,500</td>
</tr>
</tbody>
</table>

*Source: Annual Work Plans*

The aggregate budget based on annual plans from 2010-2014 was USD 47,170,100. According to the annual plans, a total of USD 29,225,225 was funded through parallel funding, while the remaining amount of USD 17,944,875 was planned to be raised jointly. However, only USD 3,048,500 was funded through pass-through funding making the total funded budget USD 32,273,725. This leaves a funding deficit of USD 14,896,375 or around 31.6%.

In 2010 a Resource Mobilization Action Plan (RMAP) was prepared for the JP GEWE. The RMAP was developed by the UN Programme Working Group on Gender as a response to the identified gap in resources for the implementation of the Programme. However, the plan was not properly implemented.

In discussions with representatives of the RCO, Coordinating Agency, Secretariat and PUNOs, a number of internal and external factors were mentioned that contributed to the failure to raise the required funding for the JP. The lack of clarity as to where the responsibility or accountability for resource mobilization within the JP structures rests was mentioned as one factor. The RMAP identifies a long list of key actors in the mobilization of resources for the Programme and assigns roles to each in tasks towards the mobilization of resources. However, since multiple actors are assigned to undertake each task (e.g. awareness, partnership with donors/private sector, coordination), the resulting accountability framework was too complicated. Another contributing factor for the limited performance in resource mobilization was the lack of adequate support to the JP among PUNOs, including the RCO and UNCT. In practice, UN Women has taken the responsibility for resource mobilization for joint funding including through shifting potential funding obtained at the agency level to the JP. \(^{35}\) The evaluation has not come across any other notable initiative by the RCO, UNCT or individual PUNOs to raise funds for the JP’s common or one fund. The lack of commitment and non-involvement of the government in resource mobilization for the JP and reduction of funding from DPs to the UN during the implementation period were also mentioned by informants as additional factors that contributed to the inability of the Programme to raise the required funding.

### 3.3.2. Delivery of Programme funds and activities

Based on information from review of annual and mid-year reports as well as interviews with contacted key informants, particularly with implementing partners, most of the planned funds and activities of the Programme have been delivered. However, this still leaves a significant portion of planned activities and funds that have not been delivered. Moreover, delays in delivering funds and activities have also been frequent due to several challenges.

As stated above, about 45% of the initial total Programme budget or about 31.6% of the total Programme budget included in AWPs was not funded. This means that about 31.6% of planned activities in AWPs could not be delivered.

Moreover, information obtained from key informants and Programme reports indicates that there have been frequent delays in delivering planned activities which were funded, particularly those funded

\(^{35}\) The USD 2.3 million support from the Norwegian government was secured in this way
through the pass-through modality. These findings are also supported by the findings of the survey questionnaire distributed to key institutional stakeholders as presented in the following chart.

A number of contributing factors have been noted for these delays. The first of these is the complex and time taking procedure for the pass-through funding under the Programme. The procedure for the release of funds contributed by the Norwegian government involves a multi-stage process wherein the Secretariat, UNDP, the Norwegian Embassy, the Multi-Partner Trust Fund and PUNOs at HQ and Kenya country levels are involved. Passing through all these steps takes time and this has contributed to delays in delivering planned funds and activities. For instance, the 2014 funds to be dispersed to PUNOs from the pass-through fund have not yet reached the PUNOs by the end of July 2014.

Other factors for delays in delivering planned funds and activities include changes in the institutional structures of partner government organizations resulting in deferring some planned institutional capacity development activities and lack of adequate capacity and bureaucratic bottlenecks in some targeted or implementing partner institutions.

Although an isolated case, withdrawal of funding/support to one government institution for planned civic education activity was reported. The government institution included the activity in its annual performance contract expecting the support. This issue was raised in one of the PSC meetings and repeated in the interview conducted with a representative of the affected institution. Such incidents could have adverse effects on the level of ownership of the Programme by government stakeholders.

Some implementing partners also questioned the mode of fund transfer for some projects. For some small-scale projects with short duration up to one year, the mode of fund transfer involved 2 or 3 instalments. This modality was found by some implementing partners to be inappropriate and cumbersome, and partly contributed to delays in delivering planned funds and activities.

One of the major challenges faced by the JP GEWE in terms of delivery of funds and activities relates to the absence of strong accountability mechanism, particularly in relation to the parallel funding modality. The Programme Document states that each PUNO will manage its parallel funding in accordance with its financial regulations and rules. Thus, the accountability for parallel funding is primarily vertical to individual PUNO’s headquarters. Mechanisms for horizontal, mutual and downward accountability for parallel funding have not been clearly defined and practiced in the Programme. The Programme Document only requires PUNOs to report on expenditures made through parallel funding to the CA through the Output Team Leader. However, in practice no formal financial reports have been received by the CA or the Programme management from individual PUNOs on the utilization of the budget allocated.
through parallel funding. Thus, the evaluation cannot assess or verify whether PUNOs have delivered the funds they pledged to the JP in the form of parallel funding.

### 3.3.3. Working as ONE and efficiency gains

The evaluation revealed mixed results on the extent to which the JP worked as ONE in terms of planning, budget and fundraising, implementation, administration and reporting. Theoretically, the Programme meets the four basic ingredients of a joint programme or the DaO concept, i.e. one programme document, one budgetary framework, one leader and one office. However, the practical application of these aspects has been challenged by different factors. The following chart presents the findings of the survey questionnaire on the extent to which UN agencies have been working together to deliver JP results.

**Chart 7: UN Agencies Working Effectively Together to Deliver JP Results**

<table>
<thead>
<tr>
<th>Percentage</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>31.58%</td>
<td>To a large extent</td>
</tr>
<tr>
<td>10.53%</td>
<td>To a medium extent</td>
</tr>
<tr>
<td>10.53%</td>
<td>To a small extent</td>
</tr>
<tr>
<td>47.37%</td>
<td>Unsure/DK</td>
</tr>
</tbody>
</table>

In terms of planning, there were significant efforts to jointly plan in the initial design of the Programme, which resulted in one Programme Document. Moreover, AWPs have been developed jointly with the participation of all PUNOs. However, these efforts towards joint planning were constrained by the fact that most of the activities were drawn from the already existing projects and plans of individual PUNOs. This has limited the space for joint planning and for working as ONE.

With regard to budget and fundraising, it is difficult to say the JP worked as ONE. Although theoretically the Programme has one budget, in practice it was not managed as one budget. The majority of the funded budget came through parallel funding and it was administered by PUNOs based on their agency level procedures. The JP has not changed anything in the administration of this component of the budget from the way the PUNOs used to administer such funds before the JP. There were also limited or no efforts to jointly fundraise for the Programme. The limited budget of the Programme in the form of the pass-through funding was obtained mainly by the individual effort of the coordinating agency.

The limitations to work as one in terms of planning and budget have also hampered joint implementation of the Programme. The majority of the planned activities were implemented by individual PUNOs. For instance, according to the 2010 AWP, out of the total 205 specific activities planned only 54 (about 26%) of the activities were planned to be implemented jointly by two or more PUNOs, while the rest were planned to be implemented by individual PUNOs. Moreover, most of the activities planned to be implemented jointly were envisaged to be implemented with funding to be raised jointly, which did not materialize. However, there have been some improvements in terms of joint implementation towards the later stages of the Programme. For instance, the AWP for 2013 included 44 (about 43%) activities to be implemented jointly by two or more PUNOs out of the total 103 specific activities. There have also been some good trends and practices in working as ONE in terms of implementing some specific activities.
UNIDO, ILO and UNICEF have brought their strengths and resources together to plan and implement the training of women entrepreneurs. The training was identified and planned together within the JP GEWE in 2011 and implemented by UNIDO, ILO and UNICEF in 2012 (and beyond) based on their individual comparative advantages.

UNESCO, UNFPA and UN Women have brought in their comparative advantages in the ‘gender in statistics’ project with key government ministries and line departments.

UN Women and UNDP provided coordinated support to partners on enhancing women’s participation in political leadership in the 2013 General Elections.

The Africa UNiTE Kenya Chapter and the Million Fathers’ Campaign (to support the engagement of men) are excellent examples of partnership between the Government of Kenya, UN agencies, CSOs, media and the private sector.

UN Women, UNFPA, UNDP and UNICEF coordinated support in preventing and responding to Gender Based Violence in the 2013 General Elections (pre, during and post). The UN agencies used their established partnerships and individual technical expertise to work on this area with the National Steering Committee for Peace building and Conflict Management, the Independent Electoral and Boundaries Commission (IEBC), the National Gender and Equality Commission (NGEC).

A single joint initiative was organized within the UN to celebrate International Women’s Day 2013 in Kenya.

The JP relatively worked as ONE in terms of leadership, administration and reporting. The Programme was designed to have one leadership in the form assigning UN Women as the coordination agency. Moreover, the establishment of the Programme secretariat enabled the JP to meet the ONE Office requirement. The Programme has also produced one programme report bi-annually and annually.

The effect of the JP on transaction costs for government and agencies has been mixed. On the one hand, some potential and actual effects of the JP in reducing transaction costs were observed during the evaluation. The following statement by a representative one government implementing partner organisation shows the potential effect of the JP on transaction costs for government partners.

"Under the JP GEWE we are working with different UN organizations, some of which we used to work with previously on individual basis. In the JP, we negotiated with the UN organisations as one, instead of negotiating with each organization. We are also producing only one report for the activities implemented under the Programme, although different activities are supported by different UN organisations. These have reduced our transaction costs by saving our time and energy."

Similarly, some KII informants from PUNOs emphasised the potential of the JP in affecting transaction costs for PUNOs. However, some concerns on the costs of coordination, i.e., the burden on agencies in terms of staff time spent for coordination and planning meetings was raised. But, most informants agreed that if planning and coordination activities are streamlined, the potential cost benefits of the JP outweigh the costs of coordination.

3.4. Coherence

3.4.1. Working towards common results among partners

The evaluation found that all stakeholders believe that they are working towards the same overall result of achieving gender equality and women’s empowerment in the Kenya. The government has already stipulated gender equality and women’s empowerment as a national goal in its policy documents. UN
agencies, on their part, have mandates directly relevant to the aim of the JP. Thus, the overall Programme goal looks to be largely shared among stakeholders. The following chart presents the level of common understanding reported by respondents to the survey questionnaire.

![Chart 8: Common Understanding of Programme Components among Partners](image)

However, the conceptual linkages or operational inter-relationships between the five different components of the JP, i.e. the output areas, are not well articulated in the Programme documents, nor are they well understood and applied in practice. This has been reflected in separate implementation of Programme components without coordinating or linking with results and outputs. Similarly, the geographic distribution of some activities/projects was not conducive to implementation of activities in a mutually re-enforcing or complementary manner. In addition to these design issues, competing institutional focuses and interests have resulted in a tendency to work against attempts to work towards common results. For instance, some respondents in the KIIIs mentioned a lack of adequate attention or equal level of support to some of the components, particularly to Output 4, i.e. economic empowerment of women. The level of appreciation or interest to engage in economic empowerment of women is stated to be low among most PUNOs. Review of the profile of participating UN agencies and budget breakdowns by Outputs also indicates that economic empowerment of women is not given adequate attention by PUNOs and is the least resourced of the four substantive thematic focus areas of the JP.

### 3.4.2. Application of the HRBA and RBM

The extent to which the human rights based approach (HRBA) to programming and results based management (RBM) have been understood and pursued in a coherent fashion is another evaluation question under the coherence criteria. The JP Programme is premised on the human rights of women and aimed at promoting the substantive human rights of women. As such, it is inherently linked to the women’s rights framework, a key element of a human rights based approach. However, the application of HRBA and gender equality approach is more than addressing or explicit link to substantive human rights. It additionally requires the conscious and consistent application of the basic principles of human rights, such as accountability, empowerment, participation, non-discrimination and attention to vulnerable groups, in the whole process of the programming.
An HRBA audit of the JP GEWE was conducted, although it was mainly limited to assessment of the Programme document. Generally, the audit applauded the JP for underlining the importance of HRBA in terms of reliance on guidance provided by several human rights instruments, the identification of affirmative support to marginalized groups, mutual and shared accountability between all partners including duty bearers and right holders. In addition, the audit identified some specific gaps in the design of the JP in light of HRBA. These include: lack of disaggregated data on the profile of stakeholders having participated in the design of the Programme; and, failure to address indivisibility, interdependence and universality of rights in the achievement of the program results.

In practice, there are limitations on the level of understanding and consistent application of the HRBA and RBM by Programme stakeholders. For instance, in most cases the Programme reports (mid-year and annual reports) do not present data in a gender-disaggregated manner. Similarly, the application of RBM is not reflected in the reports of the JP, which suffer from shortcomings in linking activities and achievements with the results and indicators. The capacity limitations to adequately apply the HRBA and RBM in the design and implementation of the JP apply to both the UN agencies and implementing partners. For instance, the process report, which documented the design of the JP GEWE, has identified weak capacity for programming among PWG members especially in the use of RBM for planning as one of the key challenges encountered in the course of developing the Programme.

### 3.5. Impact

Assessing impact in the context of the JP GEWE faces two major challenges at the outset. The first is that the realization of impact takes time. The JP is still in the process of implementation with an anticipated completion date of December 2014. Thus, the time is not yet ripe to assess the full impact of the Programme. The second challenge is internal to the JP. The Programme document (results framework) of the JP does not clearly articulate an overall goal and corresponding indicators against which impact may be assessed. Because of these factors, it is difficult to make an adequate assessment of impact of the JP.

Accordingly, the evaluation only attempted to point out already apparent changes likely to have long term effects as a result of the JP based on the overall nature of the Programme. These changes are observed at three levels, namely, changes in coherence within the UN, policy and structural changes and changes in the lives of targeted women.

The JP has had a visible impact in terms of enhancing UN coherence and greater attention to gender issues/mainstreaming in the UN. For instance, the JP has significantly informed the new UNDAF for Kenya (2014-2018) and promoted UN coherence in other areas for the future in terms of working together. The JP has also promoted greater attention to gender equality and women’s empowerment in the UN system.
A case in point is the change in the number of gender indicators in the new UNDAF as compared to the previous one.

The JP has contributed to the adoption of a number of national policy and structural changes. These include changes in the coordination structures, sector gender strategies, gender related statistics, and institutionalisation of gender study/course. These policy and structural changes are expected to have long term effects in addressing gender issues in the country.

Finally, the JP has brought about actual changes in the income and lives of targeted women, although the number of women directly targeted by the JP is limited. For instance, from the field visits conducted during the evaluation and discussions with women groups in various counties in Naivasha, Migori, Makueni, and Nyeri, there are evidences indicating that interventions of the Programme resulted in protection and rehabilitation of women exposed to GBV and improvement of the lives of women targeted through activities under the economic empowerment component. On the other hand, the quantitatively limited support to women has had the unintended impact of raising expectations among targeted women that are yet to be met.

### 3.6. Sustainability

The Programme document of the JP GEWE does not identify specific sustainability measures. However, from review of the Programme and its implementation strategies, some sustainability measures can be identified. Accordingly, alignment of the JP GEWE with national policies/priorities, consultations and joint planning with stakeholders and implementation of projects/activities through government and other national stakeholders as well as focus on capacity building initiatives could be considered sustainability strategies and measures adopted by the Programme. Yet, explicit exit strategies and adequate measures for sustaining the gains and scaling-up of good practices and outcomes of the JP GEWE are not in place. Many partner organizations visited by the evaluation team indicated that they are wondering what will happen when the Programme ends in December 2014 – “is there going to be phase II?” Consolidating, documenting and disseminating best practices, what worked or not, and what need to be scaled-up remains a gap/challenge under the Programme.

#### Chart 10: Sustainability of Programme Results

<table>
<thead>
<tr>
<th>Response</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>63.16%</td>
</tr>
<tr>
<td>No</td>
<td>26.32%</td>
</tr>
<tr>
<td>Unsure/DK</td>
<td>10.53%</td>
</tr>
</tbody>
</table>

The sustainability of achievements varies among outputs or results owing mainly to the nature of the outputs and results. Barring dramatic reversals in the context, achievements related to putting in place gender related polices, strategies and structures will survive the phasing out of the Programme as long as they are adopted and lunched. On the other hand, the sustainability of some capacity development results has been affected by government restructuring and movement of staff within government institutions. In particular, results achieved through the training of gender focal points in the previous MoGCSD have been compromised by the changes in the gender machinery at the national level.
3.7. Management and Coordination

3.7.1. Clarity and appropriateness of coordination and management structures

As indicated in the Programme description, the main management and coordination structures of the JP as per the Programme Document are the RC, UNCT, PSC, coordinating agency (UN Women), Secretariat, CMT/PWG, Output Team, and AA (UNDP/MPTF). The responsibilities of each of these management and coordination structures were defined with a level of clarity in the Programme Document. The majority of survey respondents (84.21%) view that the management and coordination responsibilities of the Programme were defined very clearly or to a medium degree.

Most of the contacted PUNOs and coordinating government partners consider the management structure of the Programme to be appropriate in terms of promoting ownership and efficiency of the management system. In particular, all PUNOs emphasised that the decision to create the JP GEWE Secretariat with a full-time Programme Coordinator has contributed significantly to the effective management and coordination of the Programme.

The structure and support provided by the PSC structure, apart from providing strategic guidance to the implementation of the Programme, have been essential in promoting the participation of key stakeholders (GoK, CSOs, UN and Private Sector) and enhancing ownership of the Programme by these stakeholders. The PSC has been co-chaired at higher decision-making levels in the GoK and the UN putting the Programme and GEWE issues on a higher platform of influence. However, the PSC has not been active for more than a year now and this created some gaps in the coordination of the Programme, particularly in terms of reducing the leadership and ownership of the Programme by national stakeholders.

Moreover, a national level Gender Sector Working Group (GSWG) has been established to serve as a platform to coordinate stakeholders involved in GEWE sector. While this is a positive development, the relationship of the PSC with the GSWG structure is an issue that needs to be addressed since there is a potential risk of redundancy, overlap and burden on involved institutions. This concern was raised by some government counterparts.

The UNCT has been providing oversight on the development of the Programme and providing guidance for implementation. The JP has been a standing agenda in the UNCT meetings since 2011 and this has

Chart 11: Clear Definition of Coordination Structures and Responsibilities

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contributed to increased information about the JP at higher decision making in the UN and resulted in a relatively increased support to the Programme by PUNOs.

Although the Programme document identified the Core Management Team (consisting of output leads), this structure was not established. Its role in the management of the Programme has been assumed by the PWG. The PWG has been meeting once a month regularly and played significant role in the coordination of the Programme. However, a gap in information flow between PWG members and their respective institutions/agencies was a problem. The coordinating agency and the secretariat tried to fill this gap by making sure that important discussions/decisions in the UNCT are transmitted to PWG members and the vise-versa.

In relation to communication, the JP has a dedicated Programme website, which is an important medium through which the Programme achievements could be communicated. The website also hosts daily press summary on gender related issues that are additionally disseminated to stakeholders via e-mail. The value of the website in extending the communication net beyond institutional stakeholders to access the public has been significant.

In general, the major issue in the management system is one of horizontal accountability. For instance, there is no mechanism to ensure that involved UN structures are accountable for fund raising and delivery of planned funds and activities. Similarly, the mutual accountability between the UN and GoK is very weak.

Moreover, the evaluation has found that both PUNOs and GoK institutions involved in the management and implementation of the JP face capacity limitations. The Programme secretariat, which has only two full time staff, is over-stretched because of the limited staff and extensive mandate. The PUNOs similarly suffer from limitations in management capacity owing mainly to staff shortages and turnover. Capacity limitations in the understanding and implementation of HRBA and RBM within the UN and partners are already discussed under section 3.4.2 above.

3.7.2. Coordination and collaboration with other Joint Programmes

There have been four joint programmes initiated by UN Kenya. The Joint Programme on HIV/AIDS started prior to the JP GEWE while the other two flagship JPs, on youth empowerment and food security, did not practically takeoff. The design of the JP GEWE has been informed by lessons drawn from the JP on HIV/AIDS as well as the other attempts at joint programming. This is particularly true in relation to the management structure and the importance of a full time dedicated Programme coordinator. However, practical coordination and collaborations between the JP GEWE and the JP HIV/AIDS were minimal, essentially limited to attendance by HIV/AIDS representative of PWG meetings of the JP GEWE. The only identified good example of collaboration between the JP GEWE and JP HIV/AIDS relates to the FKE /ILO/SONY initiative in Migori County, where each Programme contributed 10,000 USD to mobilize the women living with HIV/AIDS and widows to engage in IGAs.

3.7.3. Application of mid-term review recommendations

A mid-term evaluation of the JP was commissioned in early 2012 as an independent assessment of the processes and outputs of the Programme. The purpose of the mid-term evaluation was to review the Programme design, implementation strategy and institutional arrangements and monitor the progress of the Programme. The evaluation came up with a list of recommendations along evaluation criteria as well as seven general recommendations. The general recommendations included:
- Better use of data and enhance activities to target group ‘young girls’
- Enhance coherence at UNCT level and prioritize communication strategy
- Strengthen coordination capacity of Output Lead Agencies
- Enhance Programme focus towards comprehensive institutional strengthening
- Elevate Programme indicators to international standards
- Articulate plan to enhance UN coordinated service delivery with partners to reduce their transaction costs
- Develop transition strategy beyond the lifespan of the Joint Programme

Following the submission of the MTR report, a management response was prepared and presented in August 2012. The response indicates that the management of the JP has agreed to almost all the recommendations. The evaluation has found that most of these MTR recommendations have been applied.
IV. Conclusions, Lessons Learnt and Recommendations

4.1. Conclusions

The success of a joint programme is the outcome of complex interactions between a large number of stakeholders, policies and resources that are jointly mobilized and effectively used to implement the agreed upon activities. UN agencies and other stakeholders/partners such as government ministries, local authorities and civil society organizations directly influence the implementation and outcome of a joint programme. Likewise, a wide range of gender responsive policies and other strategic frameworks, in a diverse country like Kenya, influence both gender mainstreaming and the possibility for women’s empowerment in all sectors.

Broadly speaking the JP GEWE had two pronged objectives, procedural and substantive. The procedural objective of the JP was changing the way the UN system works (how UN agencies interact, share information and work with national stakeholders) to bring about coherence and cohesion in UN support to national stakeholders. The substantive objective, on the other hand, was changing/improving the gender equality and women’s empowerment situation in the country focusing on gender mainstreaming, gender based violence, political participation and economic empowerment.

These objectives were found to be relevant. The procedural objective is well placed in the context of aid effectiveness initiatives at the global level and is aligned with the DaO reform process within the UN. Moreover, the objective addressed clear gaps and limitations in the operations of UN Kenya especially in relation to gender related cooperation and collaboration. Similarly, the substantive objective has taken into account the country context in terms of policies on gender equality and women’s empowerment, capacity of key institutional actors and the needs of target groups/beneficiaries.

Overall, the implementation and performance of the Programme was found to be acceptable. The Programme progressed well towards achieving its two major objectives. At the start of the Programme adequate information was not available on who is doing what on gender among UN agencies, let alone coordination and collaboration. The situation has changed dramatically as the implementation of JP GEWE progressed. Now adequate information on gender related interventions of the UN is available and foundations have been laid down for collaboration on gender issues within and outside the Programme.

Notable achievements have also been made in relation to improving gender equality and women’s empowerment, the legal and policy framework and institutional capacity. Although limited, community level interventions have brought about positive changes in the lives of women and communities. The strong coordination and leadership by the management as well as the alignment of the Programme with government policies have contributed to the effectiveness of the JP.

The achievements of the JP GEWE should be seen in the light of the challenges faced by the Programme. Among others, the JP GEWE has faced programming, financial, commitment, and capacity related challenges. In terms of Programme design, the JP was more of a collation of already planned gender related interventions of PUNOs. Although bringing the already planned and budgeted gender related interventions of PUNOs to the JP helped the Programme to take-off on time, it resulted in weak coherence and inadequate linkages among components and results chain of the Programme. Moreover, the planned financial resources for the Programme were not fully mobilized. Constraint in capacity has been a challenge both for the PUNOs and partners. Lack of strong support from some key structures and stakeholders within the UN and GoK as well as the existence of weak accountability mechanism were also
among the challenges faced by the Programme. These challenges have compromised the level of Programme achievements. However, within all the limitations, the Programme has performed well and laid down a solid foundation in the two categories of objectives. It has brought useful lessons for addressing GEWE issues and for implementing and coordinating future joint programmes in Kenya.

4.2. Lessons Learnt

- An effective and efficiently implemented joint programme requires a programme that is jointly conceptualized, logically coherent and clearly articulated and understood, with one fund/budget, and effective monitoring and accountability mechanisms.
- An effective joint programme also requires strong government ownership and leadership, commitment of resources and effective monitoring.
- The commitment and good will on DaO by the UN family – preferably in the form of a mature DaO system with guidelines, framework, and incentives – is critical in making a joint programme work.
- The effective operationalization of a joint programme requires a strong leadership or champions as evidenced by the failure of other planned JPs to take off. A joint programme requires investment on coordination and addressing challenges as they arise.
- For a joint programme to work it is important that all stakeholders (UN agencies as well as coordinating and implementing partners) have adequate capacity to carry out the joint work. Every link and joint in the chain must be strong. A capacity assessment and a plan for capacity development of stakeholders are crucial.
- Parallel funding arrangements have the tendency to weaken the responsibility and accountability for resource mobilization, financial reporting and reporting on activities. A common fund is important to work jointly.
- Joint programming does not take place within the normal vertical accountability framework of agencies. Rather it is implemented using accountability structures that are horizontal and multi-agency in nature. The conscious design of strong accountability structures is thus crucial for joint programming.

4.3. Recommendations

1. **Mainstreaming GEWE in UNDAF implementation:** The new UNDAF (2014-18) emphasizes joint programming along all priority areas. Considering the joint programming approach adopted in the new UNDAF, the major focus for UN coherence on GEWE issues should be on ensuring that GEWE issues are mainstreamed within all UNDAF programmes. In some countries, a gender advisor or quality assurance team are appointed under the UNCT. The existence of a comparable structure in Kenya would be an advantage. Thus, it is recommended for the UNCT to establish a UN body/structure that ensures coherence in the mainstreaming of gender in UNDAF implementation.

2. **Development of guidelines on the design and management of joint programmes:** The UNCT does not have clear framework and guidelines on the management of joint programmes that provide guidance and incentives for PUNOs to actively participate in JPs. Of course, there are guidelines on joint programmes and programming at the UN headquarters level. However, these guidelines need to be made more accessible, specific and relevant to the context in Kenya. Accordingly, it is recommended for the UNCT to develop guidelines on the design and management of Joint Programmes in Kenya, taking into account the relevant guidelines at the international level. Among others the guidelines should address when and how joint programmes should be designed, how they should be managed, including the role and responsibilities of each participating UN agency.
3. **Structure of future JP on GEWE:** When it comes to continuation of the Programme, there are two alternatives that can be drawn from the experience of the JP GEWE and similar programmes elsewhere. The first is to design a similar generic GEWE Programme that brings together all the GEWE related activities of PUNOs. The second involves the design of more focused and demand driven separate JPs on specific thematic issues related to GEWE.

The continuation of a similar generic JP on GEWE is not recommended for various reasons. The current JP GEWE was relevant to the context within which it was designed – a context characterized by limited joint planning, collaboration and information sharing among PUNOs on GEWE issues. However, the context has since changed. Particularly the joint programming approach adopted in the new UNDAF has changed the programming context within the UN. This has made the mainstreaming of GEWE issues more important than a generic JP on GEWE. Accordingly, the design and structure of a future JP on GEWE has to take this change in to account and needs to move to the next level of programming. Moreover, the practical feasibility of bringing together all GEWE related interventions of individual UN agencies into one Programme is highly questionable. The experience of the existing JP GEWE itself has shown that this is a very difficult task that poses serious programmatic challenges.

The second alternative of having one or more focused and demand driven JPs is more programmable and easier to effectively implement and monitor. Although gender is a crosscutting issue which should primarily be mainstreamed in all UNDAF programmes, there are some gender issues that necessitate specific and separate interventions. Accordingly, the action plan under the new UNDAF is expected to include some fully gender specific interventions, such as strengthening the national gender machinery and addressing GBV. This could provide an opportunity to design demand driven and focused joint programmes on gender equality and women’s empowerment on such areas.

Accordingly, it is recommended that consideration be given to designing more focused and demand driven joint programme/s based on gender specific interventions to be identified in the action plan under the new UNDAF.

4. **Design of a joint programme:** Some important issues have emerged from the implementation and evaluation of the JP GEWE in Kenya that could inform the design of a truly and workable joint programme in the future. Based on these lessons, the following are recommended:

   a. **Ensure that any future JP is conceptualized, planned and implemented as a truly joint process rather than a mapping and collation of activities already designed by PUNOs independently.**

   b. **Put in place a clear and comprehensive monitoring and accountability mechanism in any future JP to ensure its effective and efficient implementation.** A joint programme by definition involves a large number of actors involved in the planning, implementation and coordination of the programme. It is thus essential that the commitments made by each actor are followed through.

   c. **Consider establishing a single budget, preferably in the form of pooled funding.** A single budget will give the programme a better chance of effectively monitoring the mobilization and utilization of funds.

   d. **Enhance the ownership and leadership of the government and other national stakeholders.** There are some important experiences in the JP GEWE in terms of ensuring programme
ownership and leadership by the GoK through consultation and membership in the programme management structures. However, there is a need to move to the next level in terms of enhancing government ownership and leadership, preferably to fully using government systems and mechanisms for programme and financial management. Alignment to or using government systems is one of the basic principles of aid effectiveness enshrined in the Paris Declaration and emphasized in the DaO initiative. Considering the existing capacity limitations in government systems and the lack of well developed mutual accountability mechanisms between the UN and GoK, the feasibility of fully using government systems for the programme and financial management of the JPs would be problematic in the near future. Accordingly, it is recommended to apply a phased approach accompanied by interventions aimed at strengthening government systems and mutual accountability mechanisms. The recommendation to enhance participation, ownership and capacity also applies to civil society and private sector stakeholders.

5. **Targeting and focus areas in future UN GEWE interventions:** Important lessons and issues have emerged from the implementation and evaluation of the JP GEWE in relation to determining strategic thematic areas as well as level of interventions and target groups for future UN interventions in the area of GEWE. Based on these lessons, the following are recommended:

   a. **Work at national level to improve the enabling environment and building the capacities of duty bearers.** Considering the resources and the comparative advantage of the UN as well as considering the potential wider impact of bringing about strategic changes in the policy, legal and institutional framework on GEWE, it is justified for UN interventions to focus more on the supply side of addressing GEWE issues.

   b. **Enhance targeting, working with and developing the capacity of country governments as duty bearers.** The idea of devolved government, which has been implemented under the recent Kenyan constitution, had given county level structures extensive mandates relevant to gender equality and women’s empowerment. This provides an important opportunity for improved implementation capacity of duty bearers at sub-national levels. Although there were some efforts to target and build the capacity of county governments in the current JP GEWE, they were not sufficiently targeted mainly because the devolved government structure was introduced after the JP was designed. However, in future UN interventions on GEWE issues, it is important to adequately target these structures.

   c. **Work at community level to empower community structures and women (right holders), focusing on innovative approaches that can be scaled up.** The current JP GEWE has to some extent operated at community level targeting women and their structures, i.e. rights holders. This should continue as it is important to the supplement the work on duty bearers (at the national and county levels) by empowering right holders. However, considering the huge resources required for community level interventions, particularly for economic empowerment of targeted women, UN’s interventions at community level should focus on institutional capacity building of community structures and supporting innovative approaches with potential to generate good practice for replication and scale-up.

   d. **Ensure linkage and complementarity between national/county level and community level interventions.**
6. **More comprehensive adoption of result based capacity development approach:** Most of the JP GEWE activities were directed at national capacity development. The strategies used include: staff secondment, provision of training, support for institutionalization of gender related courses in existing training programmes, provision of external consultants, and support for coordination and networking. The effectiveness and sustainability of some of these strategies focusing on external support, i.e. staff secondment and provision of consultancy services, is questionable. The effectiveness of one-off trainings without clearly defined results and actions was also identified as a limitation. Thus, in future capacity development interventions related to GEWE, **it is recommended that future capacity development interventions give adequate attention to develop clear and appropriate capacity development strategies informed by the framework of a “result based capacity development approach.”**

7. **Long term projects to enhance the participation of women in political and peace building processes:** The JP GEWE projects in the area of enhancing the participation of women in political and peace building processes were mainly for short duration tied with the election cycle. However, a more sustained initiative is required to address the deep-rooted problems that act as barriers to women’s participation in political and peace building processes. Building capacities also takes a significant period. **Accordingly, the design of relatively continuous interventions in the area that are not tied only to election cycles is recommended.**

8. **Work both on women and men:** Although there have been efforts to target men in the implementation of the JP GEWE like the ‘million father’s day’ initiatives, most of the community level interventions of the programme disproportionately focused on women. Unfavourable social structures and attitudes are mainly responsible for problems related to like women’s political participation and GBV. Thus, addressing the root causes of such issues requires a broader focus to include all community members and both men and women. **Thus, the already started initiatives of the JP GEWE to target both men and women should be pursued more strongly in future GEWE interventions.**
Annexes
Annex 1: Terms of Reference

TERMS OF REFERENCE

FINAL EVALUATION OF THE GOK/UN JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN’S EMPOWERMENT (JP GEWE)

Responsible administrative unit: UN Women Kenya
Duration of assignment: 25 Days; March-May 2014
Application deadline: 07 February 2014
Expected start date: 03 March 2014

I. Background of the Programme
The Government of Kenya-UN Joint Programme on Gender Equality and Women’s Empowerment (JP GEWE) was established in 2009 following a year-long intense consultation with national stakeholders. It was set to run from 2009 to 2013, but received an extension to 30 June 2014, to align with the extension of the current UN Development Assistance Framework (UNDAF). 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) 2009-2014.

The Programme was designed to align with national priorities on gender equality and women’s empowerment in Kenya, the foundations of which are elaborated 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 National Framework towards response and prevention of GBV (2009), Agenda item 4 of the National Accord and Reconciliation Agreement, and the Millennium Development Goals.

The Programme is guided by the principles of the UN reform process and the ‘Delivering as One’ agenda. It brings together 14 of the 17 UN agencies resident in Kenya (at the time of setting up) under one programmatic, budgetary, monitoring and evaluation framework, one 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 (RC) as Chair of the UN Country Team (UNCT). The UN system appointed UN Women to be their coordinating agency with the mandate of organizing the development and implementation of the UN Joint Programme on Gender Equality and Women’s Empowerment both within the UN and with national counterparts.

The Programme has in place several management and oversight arrangements. The National Steering Committee (NSC), chaired by the Permanent Secretary in the Ministry of Gender (now the Gender
Directorate) provides overall policy guidance, ensuring that the Programme outcomes and implementation are in line with the national development goals.

Within the UN, the JP GEWE is implemented and monitored through the UN Programme Working Group on Gender which consists of technical staff from all participating UN agencies.

Each of the five pillars in the JP is in turn led by one UN agency, responsible for convening other agencies and national partners to encourage a more coordinated approach to work.

The overall co-ordination of the programme is managed by a Secretariat hosted at UN Women. The Secretariat is responsible for a) day-to-day operations; b) support to the functioning of the management structures; c) programmatic alignment to national priorities and providing policy advice where required d) coordinating the development, operationalization and continued monitoring and coordination of the monitoring and evaluation of the Programme including timely reporting to the UN Country Team (UNCT), donors and national counterparts; e) coordinating joint resource mobilization (f) coordinating the implementation of the JP Communication Strategy.

Financial administration and reporting is handled by the Multi Partner Trust Fund (MPTF) which is managed by UNDP.

The JP GEWE aims to contribute to national objectives by working on five inter-related strategic priority areas, namely:

i. **Gender Mainstreaming** to strengthen the capacity of the national gender machinery\(^\text{36}\) 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

ii. **Gender Based Violence** interventions that seek 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 behaviour 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

iii. **Gender and Governance**, specifically support to 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.

iv. **Economic Empowerment** of women through support to 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.

\(^{36}\) MoGCSD, NCGD, Gender focal point system
v. **UN Coordination and “Delivering as One”** initiatives which 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, monitoring and evaluation of the JP GEWE has been the Ministry of Gender, Children and Social Development (MoGCSD) (now the Gender Directorate under the Ministry of Devolution and Planning), in close collaboration with the Ministry of State for Planning National Development (now the Ministry of Devolution and Planning). The Programme also works with other relevant line ministries\(^{37}\), women’s rights and other Civil Society Organizations (CSOs), the private sector and relevant county level actors.

**II. Introduction and rational for the evaluation:**

**a) Purpose**

The evaluation of the JP GEWE was planned in line with the Programme Document and the Standard Administrative Agreement which provides for an evaluation at the end of the implementation period. The evaluation will be carried out in accordance with United Nations Evaluation Group (UNEG) guidelines which provide for a systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the JP’s work, strengthen the decision-making process and support the Government in developing an enabling environment for gender mainstreaming.

The purpose of the evaluation is to assess the Joint Programme operations, administration, and outcomes in order to identify lessons and good practices that can improve future gender equality and women’s empowerment Joint Programmes and joint programming in Kenya.

The evaluation will look at progress made under the 5 Priority Areas and evaluate the extent to which the JP has met its overarching development goal. The specific objectives of the final evaluation are:

- To assess to what extent the Programme has contributed to the overall development goals of the country (i.e. contribution/alignment with Vision 2030, Ministry of Gender, Children and Social Development’s Strategic Plan 2008-2012 and UNDAF 2009-14).
- To assess the level of progress made in the implementation towards achieving the goal and outcomes set out in the programme document and identify impacts of the programme that can be sustained and scaled-up;
- To identify and share lessons learned regarding the value of the approach and the relevance of the methodological and institutional arrangements in supporting national gender equality and women’s empowerment priorities;
- To identify and analyse challenges specific to the context or overall implementation, and suggest ways of addressing these in the future;

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\(^{37}\) These are the key line ministry each agency works with
To assess the extent to which recommendations of the mid-term evaluation have been incorporated; and
To verify the effective and efficient use of funds to deliver results

The evaluation will be conducted between March and May 2014, by a team consisting of one international team leader and a national counterpart.

b) Scope and approach
The evaluation will be guided by the five key evaluation criteria: effectiveness, efficiency, relevance, impact and sustainability. All criteria will be examined with a focus on gender and human rights principles. This final evaluation will look into all activities implemented under the five Outcomes of the Joint Programme from mid-2009 to February 2014. The document review and interviews will take into account the relevant preparatory work spanning 2008 – 2009 that went into development of the JP. As this is a Joint Programme the evaluation should look at the links between the five Priority Areas and analyse progress made as a whole.

The geographic scope of the evaluation will be the national and county level sites in which the JP GEWE actively implements programming. The evaluation will include field visits to a selection of these sites, offering the evaluation team an opportunity to visit field sites for all relevant outputs. The final selection of the field sites will be done in collaboration between the evaluation team and the JP GEWE PWG.

The evaluation should draw on the Programme Document log frame, M&E Framework which includes monitoring tools for each output that outline relevant indicators, baselines and targets.

The approach should include the voices of historically excluded groups of women such as those in rural areas, youth and survivors of GBV. The evaluating team may further define the overall approach by adopting complementary methodologies and approaches, such as a case study approach that explores a specific outcome as the “case” and prioritizes the evaluation questions suggested in this TOR to maintain a utilitarian focus.

(c) Clients:
The clients of the evaluation and main audience of the report are:
- Relevant staff in target ministries, county governments and other government institutions, constitutional and other Commissions,
- Women’s rights and other civil society organizations partnering with the JP GEWE
- Participating UN agencies in Kenya
- The Government of Norway as a key contributor to the pass through fund The national Steering Committee members
- Programme Working Group members
- UN agency Headquarters
- Other key development partners supporting the gender sector in Kenya

(d) Evaluation Use:
Aligned with the United Nations Evaluation Group (UNEG) Norms and Standards, this evaluation has an explicit focus on utility. The UN in Kenya and the Government of Kenya will be the primary users of this evaluation. The evaluation will be used to contribute to the development of the “Strategic Results Framework on Delivering as One UN on Gender Equality and Women’s Empowerment in Kenya”, which is being developed to complement the new UNDAF (2014-18).

A synthesized knowledge product(s) drawing upon lessons learned about the process and management of the joint programme will provide recommendations for effective planning, management, monitoring and evaluation for future joint programmes on gender in Kenya. Lessons learned and information relating to the outcomes of the Joint Programme and its impact will provide input into the priority areas of focus for future joint programming.

The evaluation results will be used to also increase knowledge among key stakeholders, donors and partners on the utility of the Joint Programme modality as a means of contributing to Kenya’s development priorities. Knowledge products in print form as well as pieces for publication on the JP GEWE website and that of participating UN agencies will be developed. The development of this document will be done by the evaluating team, in close collaboration with the JP GEWE Secretariat, the Coordinating Agency and PWG Output leads.

III. Evaluation Process

The evaluation will be undertaken according to UNEG Norms and Standards, accessible at http://www.uneval.org/normsandstandards/index.jsp

The management arrangements for the evaluation will ensure the effective participation and engagement of JP stakeholders. The evaluation report including the management response to evaluation recommendations will be disclosed publicly through the UN Women Global Accountability and Tracking of Evaluation Use System http://gate.unwomen.org/index.html and the JP GEWE website www.jpgewe.org

The evaluation will be shared broadly with all stakeholders involved in the JP to inform future initiatives. See also “Evaluation Code of Conduct and Evaluation Standards and Principles” http://www.unevaluation.org/unegcodeofconduct

Key Evaluation Questions

Relevance

- Has the programme addressed the relevant rights and needs of the target group(s) in the country? Have new, more relevant needs emerged that need to be addressed?
- Is the programme design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?
- Do the planned activities address the problems identified?
- What rights does the programme advance under CEDAW, the Millennium Development Goals, other international and regional commitments on gender equality and women’s empowerment? How has the programme contributed towards the achievement of MDG3 in Kenya?
• Have the stakeholders taken ownership of the programme concept?
• To what extent did the programme contribute to the Ministry of Gender, Children and Social Development’s Strategic Plan 2008-2012, the National Commission on Gender and Development (NCGD) Strategic Plan (2008-2012) and UNDAF 2008-2014?

Effectiveness
What has been the progress made towards achievement of the expected outcomes and expected results? What results have been achieved?
• What are the reasons for the achievement or non-achievement of results?
• To what extent have beneficiaries been satisfied with the results?
• Does the Programme have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges?
• To what extent have the capacities of duty-bearers and rights-holders been strengthened?
• Have the invested resources achieved the desired result?
• How has the JP contributed to achieving the national agenda?
• How has the JP enhanced ownership and contributed to the development of national capacity to address gender equality and women’s empowerment issues?
• Has the programme produced demonstrable successes?

Efficiency:
• How has the JP affected transaction costs for the government and agencies?
• Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?
• How have the UN Agencies supported GoK as ONE?

Coherence:
• To what degree did partners work towards the same results with a common understanding of and building on the inter-relationship between interventions?
• To what extent was the Human Rights Based Approach (HRBA) to programming and results based management understood and pursued in a coherent fashion?
• To what extent (administration, planning, implementation, reporting, fundraising) did the JP work as ONE?
• To what extent did the JP enhance UN coherence with regard to support for national priorities on gender equality, women’s rights and empowerment in Kenya?

Impact:
• What, if any, are the positive or negative, primary or secondary, long term effects produced by the JP, directly or indirectly, intended or unintended

Sustainability:
• What is the likelihood that the programme achievements will be sustained after the JP support comes to an end?
• Are national partners able to continue with the programme? How effectively has the programme built necessary capacity of people and institutions (of national partners and implementing partners) to sustain or replicate the results achieved?

• Based on the findings of the evaluation and demand from the beneficiaries and national institutions, which components and/or results of the programme should be carried over into a second phase, and are there any recommendations for their improvement?

Management and Coordination:
• How well are responsibilities delineated and implemented in a complementary fashion?
• To what extent did the various management structures set up (Steering Committee, Programme Working Group) contribute to the functioning and substantive work of the JP? What were the challenges and how can these be addressed in future?
• How well have the coordination functions been fulfilled?
• Were management and implementation capacities adequate?
• Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?
• Were recommendations of the mid-term review significantly addressed?

IV. Main Outputs of the Evaluation

The evaluators will be expected to deliver:

a) An Inception Report, outlining the key scope of the work and intended work plans of the team. The inception report will be discussed and agreed with the Evaluation Reference Group.

b) A presentation of findings and recommendations, in line with the agreed scope of work, will be presented to the Evaluation Reference Group (prior to presentation to Steering Committee)

c) A presentation of findings and recommendations, in line with the agreed scope of work, will be presented to the Steering Committee(s) (prior to departure)

d) A draft Report will be presented and discussed with the Joint Programme’s management and key stakeholders before the departure of the consultants.

e) A Final Report with specific recommendations will be submitted within two (2) week of the Consultants’ departure.

The quality of the report will be determined by conformance with the UN Women quality checklist for evaluation reports.

V. Methodology

a) Desk Review of Documents;

b) Initial meetings with key stakeholders including: Joint Programme Secretariat, UN Women Country Representative, UNCT, RC, JP Output lead agencies, national Gender Machinery, JP GEWE Programme Working Group (PWG); Embassy of Norway etc.;

38. A format for the final report will be agreed with the Evaluation Reference Group and the evaluation team.
c) Consultation workshops with different groups of stakeholders (i.e. civil society, targeted Government partners, beneficiary groups, implementing partners, other Joint Programme Managers);
d) Field visits and information gathering;
e) Verification of findings with key stakeholders, including Technical Committee;
f) Presentation of findings and recommendations to the Steering Committee;
g) Final drafting of report.

The evaluators will collect secondary data from desk reviews and verify them with primary data from field visits, interviews and workshop. During the process of data gathering the evaluator will compare, validate and cross-validate 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.

Desk Review
Before conducting field visits, the evaluator will review the programme document, progress reports, work plans and emergency work plans, UN agency reports, mission and workshop reports, baseline surveys, monitoring data, country data and previous evaluation reports etc. This will also include in-depth context analysis of the Joint Programme from a desk review of documents that can also answer questions of relevance.

Key informant 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.

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.

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.

VI. Management Arrangements, workplan and time frame
UN Women and the JP GEWE Secretariat will select the evaluation consultant/team. UN Women will be responsible for contracting the evaluators. The JP GEWE Secretariat will manage the consultants. Ultimate reporting of the evaluation consultant/team will be to the participating UN agencies through the Coordinating Agency.
Following UN Women Evaluation Policy, a management response will be developed within six weeks after report finalization, with contributions from all participating UN agencies.

The Evaluation will be conducted under the overall guidance and supervision of an Evaluation Reference Group comprising the JP GEWE Secretariat, the Coordinating Agency (UN Women), PWG, Government counterparts as seconded by the JP GEWE Steering Committee and civil society representatives. This Evaluation Reference Group will provide quality assurance at all stages of the evaluation. It will serve as a consultative body and sounding board for feedback on the evaluation. It allows stakeholders to express their information needs and enhance learning and ownership of the evaluation findings. Ultimately it helps to enhance the credibility of the evaluation findings and therefore their use.

The proposed evaluation team will be comprised of a lead international evaluation expert and one national evaluation expert. The duration of the evaluation is 45 working days between March and May 2014.

VII. Documents that will be shared with evaluators

The following documents, though not exhaustive will be shared with the evaluators:

- Vision 2030
- Medium Term Plan I and II
- UNDAF 2008-2014
- Joint Programme on Gender Equality and Women’s Empowerment (JP GEWE) Programme Document
- JP GEWE Annual Work Plans (AWPs) 2009-14
- Mid-year and annual progress reports (and presentations on progress and achievements)
- Mid Term Evaluation of the JP GEWE
- Joint Evaluation of Joint Gender Programmes in the UN System (commissioned by UN Women, UNDP, UNICEF, UNFPA, the MDG-Fund, and the Governments of Norway and Spain)
- JP GEWE, participating agency and partner reports, publications and promotional materials

VIII. Required competencies and qualifications

**Qualifications:**

An advanced University degree (Masters Degree or equivalent) in a relevant Social Science (Public Administration, anthropology, agricultural economics, development studies, Business Administration, International Relations) and with formal research skills.

- At least 10 years of experience conducting evaluations with a minimum of 5 years as evaluation team leader
- High proficiency in English
- Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports
- Good knowledge and understanding of the UN system, the Delivering as One agenda, inter-agency coordination mechanisms and Joint Programmes an asset.
- Knowledge of issues concerning governance, women's rights and gender equality
• Specific knowledge in the subject area [e.g. democratic governance, economic empowerment, GBV and/or gender mainstreaming]
• Thorough knowledge of results-based management and strategic planning processes
• Excellent facilitation and communication skills
• Wide experience in quantitative and qualitative data collection methods and –analysis including surveys, focus group discussions, key informant interviews etc.
• Ability to deal with multi-stakeholder groups
• Ability to write succinct and analytical evaluation reports
• Willingness and ability to travel to the different project sites in the country
• Ability to work in a multidisciplinary team

**Application Procedures:**
Applications (for each consultant) should contain:
• A brief cover letter (not exceeding one page), clearly indicating (i) Experience in the area of evaluation and expertise (ii) Indicative daily fee in US Dollars and (iii) period of availability.
• A current and updated Curriculum Vitae
• Contact details for 3 references. Please note that your previous employers/clients could also be contacted.

*Incomplete applications will not be considered. Please provide all requested materials*

Please submit your application through the UNDP job site [http://www.undp.org/content/undp/en/home/operations/jobs.html](http://www.undp.org/content/undp/en/home/operations/jobs.html). The deadline for applications is 07 Feb 2014.

**Annex 2: Evaluation Matrix**

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Evaluation Questions</th>
<th>Sources of Information</th>
<th>Tools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relevance</td>
<td>Has the programme addressed the relevant rights and needs of the target group(s) in the country? Have new, more relevant needs emerged that need to be addressed?</td>
<td>GoK and UN reports on the country context; research reports, baseline surveys and other documents Beneficiaries and implementing institutions</td>
<td>Document review KII Survey FGD/group interview</td>
</tr>
<tr>
<td></td>
<td>Is the programme design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?</td>
<td>Program document, AWPs, narrative reports and evaluation reports</td>
<td>Document review</td>
</tr>
<tr>
<td></td>
<td>What rights does the programme advance under CEDAW, the Millennium Development Goals, other international and regional commitments on gender equality and women’s empowerment? How has the programme contributed towards the achievement of MDG3 in Kenya?</td>
<td>CEDAW, MDG documents; National reports on gender equality and MDGs; Program document, AWPs, narrative reports and evaluation reports</td>
<td>Document review</td>
</tr>
<tr>
<td></td>
<td>Have the stakeholders taken ownership of the programme concept?</td>
<td>Program documents; UN Agencies; Government institutions</td>
<td>Document review KII</td>
</tr>
<tr>
<td>Effectiveness</td>
<td>To what extent did the programme contribute to the Ministry of Gender, Children and Social Development’s Strategic Plan 2008-2012, the National Commission on Gender and Development (NCGD) Strategic Plan (2008-2012) and UNDAF 2008-2014?</td>
<td>MoGCSD Strategic Plan; NCGD Strategic Plan; UNDAF Coordinating government institutions; UN agencies</td>
<td>Document review KII; survey</td>
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<tr>
<td>Program document, AWPs, periodic reports, Involved government institutions; Participating UN agencies Implementing partners beneficiaries</td>
<td>Program document review KII; survey FGD Case study Field observation</td>
<td></td>
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</tr>
<tr>
<td>To what extent have beneficiaries been satisfied with the results?</td>
<td>Program document, AWPs, periodic reports, Involved government institutions; Participating UN agencies Implementing partners beneficiaries</td>
<td>Program document review KII; survey FGD Case study Field observation</td>
<td></td>
</tr>
<tr>
<td>What has been the progress made towards achievement of the expected outcomes and expected results? What results have been achieved?</td>
<td>Program document, AWPs, periodic reports, Involved government institutions; Participating UN agencies Implementing partners beneficiaries</td>
<td>Program document review KII; survey FGD Case study Field observation</td>
<td></td>
</tr>
<tr>
<td>What are the reasons for the achievement or non-achievement of results?</td>
<td>Program document, AWPs, periodic reports, Involved government institutions; Participating UN agencies Implementing partners beneficiaries</td>
<td>Program document review KII; survey FGD Case study Field observation</td>
<td></td>
</tr>
<tr>
<td>To what extent has the JP contributed to achieving the national agenda?</td>
<td>Program document, AWPs, periodic reports, evaluation reports Coordinating government institutions; UN Agencies Implementing partners</td>
<td>Program document review KII, Survey</td>
<td></td>
</tr>
<tr>
<td>How has the JP enhanced ownership and contributed to the development of national capacity to address gender equality and women’s empowerment issues?</td>
<td>Program document, AWPs, periodic reports, evaluation reports Coordinating government institutions; UN Agencies</td>
<td>Program document review KII, Survey</td>
<td></td>
</tr>
<tr>
<td>Efficiency</td>
<td>How has the JP affected transaction costs for the government and agencies? Have the UN Agencies supported GoK as ONE?</td>
<td>Program document, AWPs, periodic reports, evaluation reports Coordinating government institutions; UN Agencies</td>
<td>Program document review KII, Survey</td>
</tr>
<tr>
<td>Topic</td>
<td>Question</td>
<td>Sources</td>
<td>Methodologies</td>
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</tr>
<tr>
<td>Coherence</td>
<td>Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?</td>
<td>Program document, AWP, periodic reports, evaluation reports Coordinating government institutions; UN Agencies</td>
<td>Document review KII, Survey</td>
</tr>
<tr>
<td>Coherence</td>
<td>To what degree did partners work towards the same results with a common understanding of and building on the inter-relationship between interventions?</td>
<td>Management and monitoring reports Minutes of SC UN Agencies Coordinating government institutions</td>
<td>Document review KII</td>
</tr>
<tr>
<td>Coherence</td>
<td>To what extent was the Human Rights Based Approach (HRBA) to programming and results based management understood and pursued in a coherent fashion?</td>
<td>Programming and reporting documents UN Agencies Coordinating government institutions Other implementing partners</td>
<td>Document review KII Survey Field observation</td>
</tr>
<tr>
<td>Coherence</td>
<td>To what extent (administration, planning, implementation, reporting, fundraising) did the JP work as ONE?</td>
<td>Programming and reporting documents UN Agencies Coordinating government institutions Other implementing partners</td>
<td>Document review KII Survey Field observation</td>
</tr>
<tr>
<td>Coherence</td>
<td>To what extent did the JP enhance UN coherence with regard to support for national priorities on gender equality, women’s rights and empowerment in Kenya?</td>
<td>Programming and reporting documents UN Agencies Coordinating government institutions Other implementing partners</td>
<td>Document review KII Survey Field observation</td>
</tr>
<tr>
<td>Impact</td>
<td>What, if any, are the positive or negative, primary or secondary, long term effects produced by the JP, directly or indirectly, intended or unintended</td>
<td>Programme reports Beneficiaries Implementing partners UN Agencies Coordinating government institutions</td>
<td>Desk review FGD KII Field observation</td>
</tr>
<tr>
<td>Sustainability</td>
<td>What is the likelihood that the programme achievements will be sustained after the JP support comes to an end?</td>
<td>Programme reports Beneficiaries Implementing partners UN Agencies Coordinating government institutions</td>
<td>Desk review FGD KII Field observation</td>
</tr>
<tr>
<td>Sustainability</td>
<td>Are national partners able to continue with the programme? How effectively has the programme built necessary capacity of people and institutions (of national partners and implementing partners) to sustain or replicate the results achieved?</td>
<td>Programme reports Beneficiaries Implementing partners UN Agencies Coordinating government institutions</td>
<td>Desk review FGD KII Field observation</td>
</tr>
</tbody>
</table>
### Management and Coordination

<table>
<thead>
<tr>
<th align="left">How well are responsibilities delineated and implemented in a complementary fashion?</th>
<th>Programme document</th>
<th>Desk review KII</th>
</tr>
</thead>
<tbody>
<tr>
<td align="left">To what extent did the various management structures set up (Steering Committee, Programme Working Group) contribute to the functioning and substantive work of the JP? What were the challenges and how can these be addressed in future?</td>
<td>Programme documents</td>
<td>Desk review KII</td>
</tr>
<tr>
<td align="left">How well have the coordination functions been fulfilled?</td>
<td>UN Agencies Coordinating government institutions</td>
<td>KII</td>
</tr>
<tr>
<td align="left">Were management and implementation capacities adequate?</td>
<td>UN Agencies Coordinating government institutions</td>
<td>KII</td>
</tr>
<tr>
<td align="left">Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?</td>
<td>UN Agencies Coordinating government institutions</td>
<td>KII</td>
</tr>
<tr>
<td align="left">Were recommendations of the mid-term review significantly addressed?</td>
<td>UN Agencies Coordinating government institutions</td>
<td>KII</td>
</tr>
</tbody>
</table>

### Annex 3: Data collection tools

#### Key Informant Interview Guides

**Introductory notes**

- The following guiding questions are intended mainly to be used for semi-structured interviews with representatives key stakeholders of the JP GEWE programme:
  - UN Agencies (representatives of the RCO, UNCT, participating UN agencies)
  - GoK (representatives of major coordinating and implementing government partners)
  - CSOs (representatives of Steering Committee member CSOs)
  - Development partners (representatives of JP GEWE funding donors)
- The questions provided below are meant to serve as a menu. Only relevant questions will be used in each interview, depending on the experience and involvement of the interviewee in the programme.

**Steps**

- Introduction of evaluator/s and interviewee
- Introduction of interview purpose
- Obtain the consent of the interviewee
- Question and answer

**Guiding Questions**

**Relevance**

To what extent the programme has addressed relevant rights and needs of target groups? Have there been more relevant needs that should have been addressed by the programme?

Was the overall design of the programme appropriate, coherent and realistic?
To what extent the programme is aligned to and advances national policies and priorities as well as UNDAF 2008-2014?

To what extent the programme is aligned to and has contributed towards the achievement of international and regional commitments on gender equality and women empowerment, as enshrined in the CEDAW, MDGs, etc?

Have the major stakeholders taken ownership of the programme concept, in particular the joint programme concept and its implications?

**Effectiveness:**

To what extent the programme achieved each of its 5 planned outcomes and results under them?

What were the major factors that positively or negatively impacted the achievement of results?

How was the quality of the outputs or benefits delivered by the programme, including the satisfaction of beneficiaries?

To what extent the programme approaches and strategies have been effective in building national ownership and capacity to address gender equality and women’s empowerment issues?

Has the programme put in place and implemented effective monitoring mechanisms to measure progress as well as to identify and address challenges faced during implementation?

**Efficiency:**

Are sufficient resources allocated to the programme? Have programme funds and activities been delivered in a timely manner? If there were delays, what were the causes?

How has the programme affected transaction costs for the government and UN agencies? Do you have specific examples?

**Coherence:**

To what degree did partners work towards the same results with a common understanding of and building on the inter-relationship between different programme components?

To what extent was the Human Rights Based Approach (HRBA) to programming and results based management understood and pursued in a coherent fashion?

To what extent did the JP work as ONE and enhance UN coherence?

**Impact:**

Can you please state the major long term effects produced by the programme?

**Sustainability:**

What is the likelihood that the programme achievements will be sustained after the JP support comes to an end? Are there changes in national institution’s policy, structure and capacity that would contribute to sustain or replicate the results achieved?

Which components and/or results of the programme should be carried over into a second phase?

**Management and Coordination:**

Was the management and coordination arrangement set out in the programme document appropriate and realistic? Were the responsibilities of the management structures clearly defined and understood by all?

How well the coordination functions have been fulfilled? What were the challenges and how can these be addressed in future?

Were management and implementation capacities adequate?

Has the programme made strategic use of coordination and collaboration with other Joint Programmes to increase its effectiveness and impact?

Were recommendations of the mid-term review significantly addressed?
Lessons learned and recommendations

In your opinion, what are the major lessons to be drawn from the implementation of the JP GEWE? What recommendation do you suggest to improve similar future programmes, in terms of programme thematic focus, management and administration, strategies, working procedures, stakeholders participation, etc?

Focus Group Discussion Guidelines

Introductory notes

• The following FGD/group interview guidelines are intended to be used with selected representatives of beneficiaries (individuals and community members) and project officers and local government stakeholders in field visit sites.
• Depending on the number of participants and issues that would emerge in the process, an FGD or group interview session could take between 1-2 hours.
• The FGD sessions with beneficiary women and community members will be facilitated by the independent evaluators without the presence of representatives from stakeholders.
• In facilitating the FGD sessions with beneficiaries, the evaluators will present the discussion questions in a less theoretical and technical manner to ensure active and effective discussions.

Steps

• Introduction of evaluator/s and FGD participants
• Introduction of the FGD purpose
• Obtain the consent of the FGD/group interview participants
• Question and answer

Part I: FGD with programme beneficiaries

– Relevance
  o What are the major problems related to gender equality and women’s empowerment in your local community?
  o What JP GEWE related specific project was implemented in your area?
  o How were you involved in the project? What services did you receive at individual or community level through the project?
  o Howe important and relevant was the service/support your received to you or your community?
  o Have you or any community member participated or been consulted in the design of the project?
– Effectiveness
  o What have you and your community benefited from the implemented project?
  o How do you see the quality of the support/service you received? Are you satisfied with the service you received?
– Impact
  o What long term structural changes/effects related to gender equality have resulted from the implementation of the project in your community?
– Sustainability
  o Can the local community and direct beneficiaries maintain the results of the project after financial support has been withdrawn?
Part II: FGD/group interview with Field Level Implementers and Institutional Stakeholders

Relevance
- What are the major gender related problems in the project implementation area?
- To what extent has the field level project implemented in the area taken into account the prevalent gender related problems in the project implementation area?
- Have you or anyone from your institution participated or been consulted in the design of the implemented project? What about other project level stakeholders and implementers?
- Was the local community consulted or given a chance to participate in the design of the specific project implemented in your area?

Effectiveness
- What specific projects are supported under the JP programme in your area? Which UN agencies support the program? What are the thematic areas of focus?
- How often do you report on the project activities? To whom? In what format? (can you provide documentation on the specific project?)
- What were the major planned activities under the project?
- What was the progress in relation to planned activities and results?
- What results has the project achieved in your area? What has it failed to achieve?
- How has your institution and your community benefited from the implemented project?

Efficiency
- Was the resource allocation sufficient/adequate to conduct planned activities and bring about planned results?
- Have the planned resources and activities been delivered in a timely manner? If not, why not?

Impact
- What are the major impacts or long-term effects of the project in terms of gender equality?

Sustainability
- Can the implementing partners, local community and direct beneficiaries maintain the results of the project after financial support has been withdrawn?

Additional comments and observations

Survey Questionnaire

Introduction
The Government of Kenya-UN Joint Programme on Gender Equality and Women's Empowerment (JP GEWE) is a programme designed to run from 2009 to 2014. Now that the JP implementation period is drawing to a close, an independent team of evaluators has been engaged to evaluate the Programme. The evaluation will look at progress made under the five Priority Areas and evaluate the extent to which the JP has met its overarching development goal. This questionnaire has been developed as part of an
evaluation exercise designed to assess the Joint Programme operations, administration, and outcomes in order to identify lessons and good practices that can improve future gender equality and women’s empowerment Joint Programmes and joint programming in Kenya.

We would be very grateful for your time in providing answers to the following questions with as much specificity, clarity and candidness as possible.

In responding to a YES or NO or other close-ended questions, please provide additional information if necessary to serve as illumination to the specific question.

We thank you for your time and candor.

1. **Respondent Profile**
   1.1. Gender: Male □ Female □
   1.2. Institution Represented ________________________________
   1.3. Type of institution
       1.3.1. UN Agency □
       1.3.2. GoK Institution □
       1.3.3. NGO/CSO □
       1.3.4. Private sector organization □
   1.5. How long have you involved in the management or implementation of the JP GEVE?
       1.5.1. One year □
       1.5.2. Two years □
       1.5.3. Three years □
       1.5.4. Four years □
       1.5.5. Five years □
   1.6. Which of the 5 JP GEWE outputs does your organization work with?
       1.6.1. Gender mainstreaming □
       1.6.2. Gender Based Violence □
       1.6.3. Gender and governance □
       1.6.4. Women’s economic empowerment □
       1.6.5. Delivering as One □

2. **Relevance**
   2.1. The JP is expected to respond to the needs of the country in terms of the development and gender context. In your opinion and related to the output area that you work on, to what extent has the programme responded to the actual needs of the country in general and target groups in particular?
       2.1.1. To a large extent □
       2.1.2. To a medium extent □
       2.1.3. To a small extent □
       2.1.4. Unsure/Don’t know □
2.2. To what extent have the JP goal and objectives been aligned to GoK Policies\textsuperscript{39}?
   2.2.1. To a large extent 
   2.2.2. To a medium extent 
   2.2.3. To a small extent 
   2.2.4. Unsure/Don’t know 

2.3. To what extent has the JP been aligned to Kenya –United Nations Development Assistance Framework?
   2.3.1. To a large extent 
   2.3.2. To a medium extent 
   2.3.3. To a small extent 
   2.3.4. Unsure/Don’t know 

2.4. To what extent have the stakeholders understood and taken ownership of the joint programme concept?
   2.4.1. To a large extent 
   2.4.2. To a medium extent 
   2.4.3. To a small extent 
   2.4.4. Unsure/Don’t know 

3. Effectiveness
   3.1. To what extent has the programme achieved its intended results in your output area/s?
      3.1.1. Achieved all or most of the results 
      3.1.2. Achieved some of the results 
      3.1.3. Achieved very few of the results 
      3.1.4. Unsure/Don’t know 

   3.2. Did the program have an effective monitoring and evaluation system both at output and programme levels?
      3.2.1. To a large extent 
      3.2.2. To a medium extent 
      3.2.3. To a small extent 
      3.2.4. Unsure/Don’t know 

   3.3. To what extent has the JP GEWE contributed to the development of national capacity to address gender equality and women’s empowerment issues?
      3.3.1. To a large extent 
      3.3.2. To a medium extent 
      3.3.3. To a small extent 
      3.3.4. Unsure/Don’t know 

4. Efficiency
   4.1. Have programme funds been delivered in a timely manner? Did you release or receive funding for activities in a timely manner?

\textsuperscript{39} Including the Ministry of Gender, Children and Social Development’s Strategic Plan 2008-2012, the National Commission on Gender and Development (NCGD) Strategic Plan (2008-2012), Vision 2030
4.1.1. To a large extent □
4.1.2. To a medium extent □
4.1.3. To a small extent □
4.1.4. Unsure/Don’t know □

4.2. Have programme activities been conducted/supported as planned/in a timely manner?
   4.2.1. To a large extent □
   4.2.2. To a medium extent □
   4.2.3. To a small extent □
   4.2.4. Unsure/Don’t know □

4.3. Did UN agencies work effectively together to deliver on this JP and support the GoK?
   4.3.1. To a large extent □
   4.3.2. To a medium extent □
   4.3.3. To a limited extent □
   4.3.4. Unsure/Don’t know □

5. **Coherence**

5.1. Do you believe that partners involved in the JP GEWE have a common understanding of the program components and their interrelationship?
   5.1.1. To a large extent □
   5.1.2. To a medium extent □
   5.1.3. To a limited extent □
   5.1.4. Unsure/Don’t know □

5.2. To what extent was the Human Rights Based Approach (HRBA) to programming and results based management understood and pursued in a coherent fashion?
   5.2.1. To a large extent □
   5.2.2. To a medium extent □
   5.2.3. To a limited extent □
   5.2.4. Unsure/Don’t know □

6. **Sustainability**

6.1. Do you believe that the programme achievements will be sustained after the JP support comes to an end?
   6.1.1. To a large extent □
   6.1.2. To a medium extent □
   6.1.3. To a limited extent □
   6.1.4. Unsure/Don’t know □

6.2. Has the programme built necessary capacity of people and institutions (of national partners and implementing partners) to sustain or replicate the results achieved?
   6.2.1. To a large extent □
   6.2.2. To a medium extent □
   6.2.3. To a limited extent □
   6.2.4. Unsure/Don’t know □

7. **Management and Coordination**
7.1. Are management and coordination structures and corresponding responsibilities clearly defined and understood?
   7.1.1. Very clearly □
   7.1.2. To a medium degree □
   7.1.3. To a very limited extent □
   7.1.4. Unsure/Don’t know □

7.2. How do you assess the actual coordination of the programme (both at output and programme levels)?
   7.2.1. Coordinated very well □
   7.2.2. Coordinated satisfactorily □
   7.2.3. Coordinated poorly □
   7.2.4. Unsure/Don’t know □

8. Additional information
   8.1. What are the core gender equality and women’s empowerment related problems in the country? Have these been addressed by the JP?

   8.2. What were the most serious challenges in terms of program design, implementation, monitoring and evaluation?

   8.3. What are the major lessons to be drawn from the design and implementation of the JP?

   8.4. What recommendations do you have to improve similar future programmes, in terms of programme thematic focus, management and administration, strategies, working procedures, stakeholders participation, etc?

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**Annex 4: List of Institutions Consulted**

<table>
<thead>
<tr>
<th>Category</th>
<th>Organization/section</th>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>UN Agencies</td>
<td>RCO/UNDP</td>
<td>Resident Representative</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Former RC</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Gender Specialist</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Programme Officer</td>
</tr>
<tr>
<td>UN Women</td>
<td>Country Director</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Programme Officer</td>
<td></td>
</tr>
<tr>
<td></td>
<td>JP GEWE Programme Expert</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Former JP GEWE Programme Coordinator</td>
<td></td>
</tr>
<tr>
<td>UNFPA</td>
<td>Deputy Representative</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Programme Officer</td>
<td></td>
</tr>
<tr>
<td>Organization</td>
<td>Position</td>
<td></td>
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<tr>
<td>---------------------</td>
<td>-----------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>UNICEF</td>
<td>Country Representative</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Programme Officer</td>
<td></td>
</tr>
<tr>
<td>UNIDO</td>
<td>Country Representative</td>
<td></td>
</tr>
<tr>
<td></td>
<td>JP Focal Person</td>
<td></td>
</tr>
<tr>
<td>UN Habitat</td>
<td>JP Focal Person</td>
<td></td>
</tr>
<tr>
<td>UNESCO</td>
<td>Programme Specialist</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Programme Officer</td>
<td></td>
</tr>
<tr>
<td>ILO</td>
<td>JP Focal Person</td>
<td></td>
</tr>
<tr>
<td>GoK</td>
<td>MoDP/Gender Directorate</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Chief Gender Specialist</td>
<td></td>
</tr>
<tr>
<td>MoH</td>
<td>Deputy Head, Gender Mainstreaming Unit</td>
<td></td>
</tr>
<tr>
<td>IEBC</td>
<td>Manager, Partnerships, and Gender Focal Person</td>
<td></td>
</tr>
<tr>
<td>Ministry of Education, Science &amp; Technology</td>
<td>Youth Officer and Focal Person</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Former Focal Person</td>
<td></td>
</tr>
<tr>
<td>KNBS</td>
<td>Gender Statistics and Focal Person</td>
<td></td>
</tr>
<tr>
<td>National Cohesion and Integrity Commission (NCIC)</td>
<td>Commission Secretary</td>
<td></td>
</tr>
<tr>
<td>University of Nairobi</td>
<td>UNESCO/UNTWI Chair</td>
<td></td>
</tr>
<tr>
<td>Ministry of Industrialization</td>
<td>Director of MSE</td>
<td></td>
</tr>
<tr>
<td>Naivasha Local Government</td>
<td>Assistant Chief</td>
<td></td>
</tr>
<tr>
<td>CSOs</td>
<td>Maendeleo Ya Wananwake</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Programme Officer in charge of Gender Equality</td>
<td></td>
</tr>
<tr>
<td>ACORD</td>
<td>Kenya Country Director</td>
<td></td>
</tr>
<tr>
<td>NCCK</td>
<td>Senior Programme Officer Governance &amp; Social Services</td>
<td></td>
</tr>
<tr>
<td>CRANDLE</td>
<td>Executive Director</td>
<td></td>
</tr>
<tr>
<td>Fida</td>
<td>Programme Officer</td>
<td></td>
</tr>
<tr>
<td>Private Sector</td>
<td>FKE</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Isaac Kiema</td>
<td></td>
</tr>
<tr>
<td>SonySugar, Migori County</td>
<td>Clinical Officer &amp; Head of Comprehensive Health Care</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Medical Officer</td>
<td></td>
</tr>
<tr>
<td>DPs</td>
<td>Norwegian Embassy</td>
<td></td>
</tr>
<tr>
<td></td>
<td>First Secretary</td>
<td></td>
</tr>
</tbody>
</table>

**Annex 5: List of Documents Reviewed**

1. 28 Too Many, Country Profile: FGM in Kenya, May 2013
5. Agenda item 4 of the National Accord and Reconciliation Agreement
7. Caroline Njue and Ian Askew, Medicalization of Female Genital Cutting Among the Abagusii in Nyanza Province, Kenya, New York, Population Council, Frontiers in Reproductive Health Program, 2004
15. Joint Programme on Gender Equality and Women’s Empowerment (JP GEWE) Programme Document
17. Joint Programme on Gender Equality and Women’s Empowerment, Annual Report 2011, 1 January to 31 December 2012
19. Joint Programme on Gender Equality and Women’s Empowerment, Mid-Term Evaluation Report, February 2012
20. JP Kenya Gender GEWE, Financial Reporting on Sources and Uses of Funds, For the period ending 31 December 2012
21. JP Kenya Gender GEWE, Financial Reporting on Sources and Uses of Funds, For the period ending 31 December 2013
23. JP-GEWE, Standard Memorandum of Understanding (MoU) for the Joint Programme on Gender Equality and Women’s Empowerment in Kenya, April 2011
27. Silvia Grandi, Evaluation of UN Women Partnership with the International Conference on the Great Lakes Region (ICGLR), Final Evaluation Report, January 19, 2014
30. The Millennium Development Goals
31. The Ministry of Gender, Children and Social Development (MoGCSD) Strategic Plan (2008 – 2012)
32. The National Commission on Gender and Development (NCGD) Strategic Plan (2008-2012)
35. The Sessional paper no. 2 of May 2006 on Gender Equality and Development
36. UN Economic and Social Council, Mainstreaming a gender perspective into all policies and programmes in the United Nations system, Report of the Secretary-General, 17 April 2014
37. UN Women, Closing the Gender Gap: The Promise of Devolution, 2013
40. UN Women, Global Evaluation Reports Assessment and Analysis System (GERAAS), UN Women Evaluation Office, New York, January 2014
41. UN Women, UN Joint Programme on Gender Equality (UNJPGE) –Uganda, Mid-Term Evaluation Report, March 24, 2013

Annex 6: GoK - UN Joint Programme on Gender Equality and Women’s Empowerment Results Framework

Priority Area 1: Gender Mainstreaming

<table>
<thead>
<tr>
<th>JP Output 1:</th>
<th>Output Indicator</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity in key national institutions to develop, monitor</td>
<td>O.1. National and devolved gender machineries coordinating, implementing and evaluating gender</td>
<td>Annual plans and budget Background to the Budget 2011/12 and 2012/13</td>
<td>Constitution dispensation after the referendum on the current gender machinery is gender friendly</td>
</tr>
</tbody>
</table>
and evaluate National Development Policies, Legislations and Plans with gender responsive criteria ensured

<table>
<thead>
<tr>
<th>Baseline</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>gender mainstreaming study to be conducted in 2010</td>
<td>At least the MoGCSD has systems for coordination, implementation and evaluation of gender mainstreaming at national and devolved level by 2013</td>
</tr>
</tbody>
</table>

Baseline: gender mainstreaming study to be conducted in 2010
Target: At least the MoGCSD has systems for coordination, implementation and evaluation of gender mainstreaming at national and devolved level by 2013

Baseline: Kenya Law review Study commissioned by UNIFEM
Target: At least 2 bills/policies and/or protocols past that enhance women’s access to justice, women’s political representation, land, environment and natural resources and/or access to financial services

<table>
<thead>
<tr>
<th>Baseline</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key laws, policies and protocols are gender responsive</td>
<td>At least 2 bills/policies and/or protocols past that enhance women’s access to justice, women’s political representation, land, environment and natural resources and/or access to financial services</td>
</tr>
</tbody>
</table>

Baseline: Kenya Law review Study commissioned by UNIFEM
Target: At least 2 bills/policies and/or protocols past that enhance women’s access to justice, women’s political representation, land, environment and natural resources and/or access to financial services

<table>
<thead>
<tr>
<th>Result 1.1.</th>
<th>Result Indicators</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>National gender machinery is effectively coordinating, monitoring and evaluating gender mainstreaming process in the MTP and Key Sectors by 2013</td>
<td>1.1.a. M&amp;E system within the MoGCSD established Baseline: No M&amp;E unit, M&amp;E framework available Target: At least the M&amp;E Unit established and operational, leading M&amp;E of gender mainstreaming processes within GoK line ministries</td>
<td>MOGCSD and NCGD reports Gender Policies from targeted Ministries Reports from state corporations</td>
</tr>
<tr>
<td>Link to MoGCSD: Outcome 2 output 1: A coordination strategy for gender mainstreaming in all sectors and at levels developed and adopted Outcome 2 output 3: M&amp;E Framework to Track sectoral gender responsive planning and implementation developed Link to NCGD Strategic Plan 2008-2012: Corporate Strategy</td>
<td>1.1.b. Results-based financial, management and M&amp;E systems in place within the NCGD (NCGD SP 2008-2012 B.2 Outcome 1 pg 57) Baseline: Nil as per NCGD strategic plan Target: The NCGD has identified and corrected audit systems gaps and systems are compliant with RBM, capacity of NCGD enhanced through identification of training needs and at least 2 training conducted</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Result 1.2.</th>
<th>Result Indicators</th>
<th>Means of Verification</th>
</tr>
</thead>
</table>

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40 National Machinery refers to Ministry of Gender, National Commission on Gender and Development, Gender Focal points in line ministries and sub-nationally

41 A coordination strategy for gender mainstreaming in all sectors at all levels, M&E system to track sectoral gender responsive planning, gender responsive statistical tools and processes developed, GRB, systematic training of gender focal points and high-level officials (MoGCSD – strategic plan 2008 – 2012)
Key government institutions\(^2\) enabled to collect, analyze and disseminate sex and age disaggregated data to inform policy formulation and planning by 2013.

Link to MoGCSD Outcome 2, Output 4: National Gender Machinery (and KNBS) develop gender responsive statistical tools.

UNDAF CP OUTPUT 1.1.3.2
- Improved collection, analysis and dissemination of high quality, gender sensitive population and development data

1.2.a. Number of institutions generating reports with sex and age-disaggregated data and able to analyse the data to inform the sector policy and planning process

Baseline: (i) No formal mechanism for the MoGSD - Gender Division to support gender analysis in sector policy and planning (ii) A capacity assessment for NCGD for compiling, analysing and disseminating qualitative and quantitative gender disaggregated data to be conducted in 2010 (AWP 2010)

Target: 2 out of the 6 key institutions are able to prepare timely reports with sex disaggregated data and to analyse and influence planning from a gender perspective

<table>
<thead>
<tr>
<th>Result 1.3.</th>
<th>Result Indicators</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity of targeted(^3) ministries for gender responsive policy, planning and budgeting enhanced by 2013</td>
<td>1.3.a. Number of finance and planning officers in line ministries trained in GRB and gender mainstreaming (derived from MGCSD M&amp;E Framework)</td>
<td>List of participants indicating: sex, ministry, position</td>
</tr>
<tr>
<td>Link to MoGCSD Outcome 2, Output 5: Gender responsive budgeting initiatives promoted. NCGD Outcome 1: Institutionalization of Gender responsive Budgeting</td>
<td>Baseline: Capacity assessment of the NCGD and agreement of Technical assistance required (AWP 2010)</td>
<td>Background to the Budget 2011/12 and 2012/13 MGCSD and NCGD reports</td>
</tr>
<tr>
<td></td>
<td>Target: At least 4 gender responsive budgeting initiatives supported and (high level) officials in 2 line ministries trained and supported in applying gender mainstreaming throughout the planning and implementation process. Supported ministries present gender sensitive plans and budgets</td>
<td></td>
</tr>
</tbody>
</table>

Result 1.4

1.4. Number of institutions generating reports with sex and age-disaggregated data and able to analyse the data to inform the sector policy and planning process

Baseline: (i) No formal mechanism for the MoGSD - Gender Division to support gender analysis in sector policy and planning (ii) A capacity assessment for NCGD for compiling, analysing and disseminating qualitative and quantitative gender disaggregated data to be conducted in 2010 (AWP 2010)

Target: 2 out of the 6 key institutions are able to prepare timely reports with sex disaggregated data and to analyse and influence planning from a gender perspective

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\(^3\) These are the line ministries participating UN agencies are working with (inter alia: MoJNCCA, MoHEST, MoHE, MoH).
MTEF process is gender responsive to allocate and utilize public resources by 2013

**NCGD Outcome 1:** Institutionalization of Gender responsive Budgeting

<table>
<thead>
<tr>
<th><strong>Result 1.5</strong></th>
<th><strong>Result Indicators</strong></th>
<th><strong>Means of Verification</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key laws, policies and legislation are gender responsive and operational</strong></td>
<td><strong>1.5.a.</strong> Number of policies/laws that are gender responsive and are being implemented</td>
<td>MoGSCD semi-annual report on progress</td>
</tr>
<tr>
<td>Linked to: NPGD 2008-2012: Law and Justice section</td>
<td>Baseline: Social protection policy gender neutral; No gender and STI Policy for Ministry of Higher Education, Science and technology; the passing of a new constitution will provide for a baseline of legislation and policies that need to be reviewed through a gender lens.</td>
<td>Line Ministry reports</td>
</tr>
<tr>
<td>Relevant national, regional and international human rights instruments disseminated, domesticated and implemented (MoGCSD Outcome 1, Output 2)</td>
<td>Target: At least two policies or laws targeted by the UN are gender responsive.</td>
<td>Policy documents</td>
</tr>
</tbody>
</table>

**1.4.a.** Number of CSO’s systematically participating in GRB initiatives and engaged in the MTEF process
Baseline: No GRB Network;
Target: Established GRB network (one)

**1.4.b.** Key line ministries and Parliament apply GRB
Baseline: Key line ministries and Parliament not applying GRB
Target: At least the Ministry of State for Planning, National Development and Vision 2030 and the Ministry of Finance) apply GRB in the MTEF process

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44 Through regular invitation and participation in meetings
45 MoPND and Ministry of Finance
**Priority area 2: Gender Based Violence**

<table>
<thead>
<tr>
<th>JP Output 2:</th>
<th>Output Indicator</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Targeted formal and informal institutions and responses effectively addressing GBV/VAW including in emergency and post-emergency situations and particularly among marginalized vulnerable populations</td>
<td>O.2.a. Existence and number of stakeholders implementing the National GBV Action plan by 2013. <strong>Baseline:</strong> No action plan in place <strong>Target:</strong> Action plan printed and disseminated and at least 10 institutions implementing plans</td>
<td>Institution work plans/report Activity reports from at least 3 agencies working in marginalized areas District Committee Reports Situation Reports issued during/after emergencies</td>
<td>Draft constitution is passed during August 2010 Referendum Action Plan on GBV is adopted and disseminated Political will Availability of human and financial resources for the implementation of Action Plan.</td>
</tr>
<tr>
<td>Linked to MoGCSD’s Strategic Plan Outcome 3 Linked to NCGD strategic plan 2008-2012: strategic issue four Derived from UNDAF CP OUTPUT 1.1.3.3 and linked to UNDAF CP Output 2.1.5.3</td>
<td>O.2.b. No. of facilities/institutions/safety nets providing survivors with coordinated GBV prevention and response services. <strong>Baseline:</strong> To be entered by Oct. 2010 based on baseline studies extracting data from existing studies(^{47}) (consultant work) <strong>Target:</strong> To be determined in October 2010 when baseline available</td>
<td>Position paper on one stop centres Annual Police Crime Statistic ReportsVictimization Survey (KIPPRA and UNODC)</td>
<td></td>
</tr>
</tbody>
</table>

### Result 2.1.

**Police, military, judiciary, CSOs, and health service providers operate within accepted international/regional/national instruments, policies, strategies and protocols for sustainable prevention and response to SGBV by 2013**

Linked to: MoGCSD Strategic Plan 2008-2012 Outcome Outcome 3, Output 3) UNDAF CP OUTPUT 1.1.3.3

<table>
<thead>
<tr>
<th>Result Indicators</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1.a. Number of police, military, health care, judicial, immigration and CSO officers trained to adequately respond to survivors of GBV resulting in strengthened legal-medical links. Baseline: Low awareness of the SoA among police, judiciary and health care workers reported by SoA Taskforce (SoA has expanded the definition of rape to comply with international jurisprudence); Weak legal-medical link (source National Framework towards response and prevention of GBV); Limited financial and human capacity of the SoA taskforce to implement its mandate (SoA taskforce); Target: Number of police, military, health care, judicial, immigration and CSO officers adequately responding to survivors of GBV resulting in strengthened legal-medical links</td>
<td>NCGD reports NGOs and CBO reports SoA Taskforce reports/papers MoGCSD reports</td>
</tr>
</tbody>
</table>

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\(^{46}\) This includes: Sexual Violence; Physical Violence (including trafficking and Slavery); Emotional and Psychological Violence; Harmful Traditional Practices and Socio-Economic Violence (as defined in the NCGD National Framework towards response and prevention of GBV)

\(^{47}\) Mapping of health services draft report (UNFPA/NCGD), VAW study by UNIFEM, ACORD study on protection and restitution for survivors on SGBV in Kenya
<table>
<thead>
<tr>
<th>Result 2.2.</th>
<th>Result indicators</th>
<th>Means of Verification</th>
</tr>
</thead>
</table>
| Key International, regional and national (human rights) laws, policies, strategies and protocols to prevent and respond to GBV designed and adopted by 2013 | **2.2.a.** Number of national policies and laws developed and have relevant implementation frameworks\(^{48}\) by 2013  
Baseline: FGM bill/policy, Family Protection Bill, Matrimonial Property Bill to be tabled in Parliament; Anti-trafficking Bill ready to be tabled in parliament (Immigration Act being used for anti-trafficking issues (CEDAW report 2009:53))  
**Target:** National Policy and Action Plan for the abandonment of FGM formulated, adopted and implemented (MoGCSD Outcome 1, Output 3 and Outcome 3, Output 2); National Policy on Sexual Offences Act drafted; Social protection bill enacted; FGM bill/policy, Family Protection Bill, Matrimonial Property Bill (re)drafted in line with the SoA and a new constitutional dispensation | CEDAW reports (govt, shadow and UN)  
SoCGD taskforce reports  
NCGD and MoGCSD reports  
FIDA reports |
| **Linked to:**  
MoGCSD Strategic Plan 2008-2012 Outcome 1, Output 3; Outcome 2, Output 2; Outcome 3, Output 2 and 4)  
NPGD Action Plan 2008-2012 Law and Justice Outcome 2  
UNDAF CP OUTPUT 1.1.3.3 | **2.2.b.** Number of outstanding international/regional treaties including Optional Protocol’s signed/ratified by Kenya by 2013.  
**Baseline:** Relevant International signed/ratified:  
**Outstanding:** Optional Protocol to CEDAW;  
**Relevant regional instrument signed/ratified:**  
**Outstanding:** the African Youth Charter and the African Charter on Democracy, Elections and Governance.  
**Target:** At least one of outstanding treaties/OP’s signed and one of the already signed instruments ratified by 2013 | CEDAW reports  
Min of Justice Report  
KNCHR report |

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\(^{48}\) Protocols, procedures, strategies, action/implementation plans
Result 2.3.

CSOs networks (e.g. GBV National Working Group, GCN, GBV survivors network) developing and utilizing coordinated strategies for the prevention and response to GBV using community structures by 2013

Linked to:
MoGCSD Strategic Plan 2008-2012 Outcome 3, Output 4 National Framework towards response and prevention of GBV expected result: 9.1 on Community involvement UNDAF 2.1.5.3

2.3.a. Number of strategic partners preventing and responding to GBV at community level identified, strengthened and linkages, synergies and collaboration strengthened

Baseline: Weak capacities, linkages, synergies and collaboration at community level (Source: NCGD National Framework towards response and prevention of GBV); Carry out GBV needs assessment49 (NCGD National Framework towards response and prevention of GBV result 9.1)

Target: GBV/ FGM/C networks established in at least 5 districts; involvement of men as agents of change against GBV (FGM/C) through training of district networks and supporting at least 5 sporting and/or social events;

2.3.b. Number of behavioural change and awareness programmes at community level supported

Baseline: Harmful cultural practices and limited knowledge on GBV at community level (Source: NCGD National Framework towards response and prevention of GBV)

Target: Support the development and implementation of at least 5 behavioural change programmes at community level; Support at least 2 education and information campaigns on gender based violence (VAW and Anti-Trafficking) and the development and distribution of appropriate IEC materials at community level; (derived from NCGD National Framework towards response and prevention of GBV)

Means of Verification
GBV National Working Group semi-annual report
CSO quarterly reports
NCGD reports on the “Co-ordination of GBV Prevention and Response Project”

Priority area 3: Gender and Governance

JP Output 3:
The gender and governance agenda effectively supported and advocated for by key stakeholders (Civil Society, state and non-state actors)

<table>
<thead>
<tr>
<th>Output Indicator</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>O.3.a Proportion of women in decision making within public sector, Parliament and sub-national Councils increase equitably and incrementally to at least 30% over a period of 4 years. (MGCSD, Ministry of State of Planning, National Development and Vision 2030)</td>
<td>MGSCD reports on implementation of affirmative action MoPNDVision 2030 progress reports</td>
<td>Political will CSO capacity to implement strategies Transparency in appointments</td>
</tr>
</tbody>
</table>

Baseline:
Status women in senior GOK positions 50, parliament: 9.5% and councils: 15.8% (Report of implementation of affirmative action from Ministry of Gender /CEDAW 2009)

Target: 30% of all senior positions in GOK held by women

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50 Job Groups U,T,S,R, and Q are the top most levels in the public service. For status see NCGD strategic plan 2008-2012 pg 17
Constitutional reforms, electoral reforms, consolidation of national cohesion and unity, addressing impunity (NCIC and TJRC and Peace Committees), decentralized structures

| 0.3.b. (Agenda 4) reforms and related institutions integrate gender into their work by 2013 | MGSCD semi-annual report |
| Baseline: “Old” Constitution is gender neutral. Draft policy on Peacebuilding and Conflict Management is gender neutral |
| Former ECK/ current IIEC has gender related activities in place for voter registration, voter education and voter information |
| Political parties act – affirmative action |
| Agenda 4 highlights inter alia judicial reform measures including a strong commitment to human rights and gender equity |
| (2) Performance contracting – which is increasingly gender responsive |
| (3) Ensure equity and balance are attained in development across all regions including in job creation, poverty reduction, improved income distribution and gender equity |
| Target: At least 60% of targeted reform processes are gender responsive |

<table>
<thead>
<tr>
<th>Result 3.1.</th>
<th>Result Indicators</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender integrated into constitutional, electoral reforms and peace and reconciliation processes by 2012</td>
<td>3.1.a. Draft Constitution is gender responsive and if passed, relevant gender related laws are identified and advocated for. (Engendering the laws falls under Output 1) <strong>Baseline:</strong> Current Constitution is gender neutral <strong>Target:</strong> Draft Constitution is gender responsive</td>
<td>Draft Constitution Relevant laws identified</td>
</tr>
<tr>
<td></td>
<td>3.1b Increased participation of women in peace and reconciliation processes at local levels. <strong>Baseline:</strong> 50 DPCs have a one-third gender ratio <strong>Target:</strong> 100 DPCs have a one-third proportion gender ratio by 2013</td>
<td>Police Reform Reports CEDAW Report National Steering Committee on Peacebuilding and Conflict Management (NSC) Reports Statutory Commission reports</td>
</tr>
</tbody>
</table>

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*Constitutional reforms, electoral reforms, consolidation of national cohesion and unity, addressing impunity (NCIC and TJRC and Peace Committees), decentralized structures*
3.1c. Increased number of women participating in electoral processes
(voter registration, referendum, elections 2012, political party decision-making)

**Baseline:** Number of registered Voter in 2007 Male: 7,559,570, Female 6,736,610 CEDAW (2009:56); political parties dominated by men with weak adherence to the 30% affirmative action under the political parties act No. 10 of 2007; [%] of women voters in General Elections 2007 and in referendum 2010

**Target:** At least a 10% increase in female representation in political offices and participating in electoral processes (derived from M&E Framework for Gender Mainstreaming MoGCSD)

Result 3.2.

<table>
<thead>
<tr>
<th>Result indicators</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSAs advocating for increased women's representation, participation and influence in governance and politics</td>
<td>CSO record of activities/target group</td>
</tr>
<tr>
<td>Linked to: MoGCSD Outcome 5, Outputs 1,2 and 3</td>
<td>CSO record of participant achievements</td>
</tr>
<tr>
<td>NPGD Action Plan: section on “Political Participation and Decision-making”</td>
<td>KEWOPA reports, IIEC reports</td>
</tr>
</tbody>
</table>

PRIORITY AREA 4: ECONOMIC EMPOWERMENT

<table>
<thead>
<tr>
<th>JP Output 4:</th>
<th>Output Indicator</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Targeted public and private sector institutions, women's organizations, groups and networks ensuring increased women's access to economic opportunities</td>
<td>O.4.a. Number of women accessing technical training, business development and/or financial services by 2013</td>
<td>Semi-annual record from targeted institutions, WEF Records</td>
<td>Availability of funds for proper surveys and review of curriculum.</td>
</tr>
</tbody>
</table>

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52 Public Institutions e.g. KIPI, KIRDI, MOI, JKUAT, K.I.E MOT, WEF FEF. Private Sector Associations
53 ASCAs, RoSCAs and groups/individuals other than family/friends
**Target:** At least 15% increase in the number of women accessing technical training, business development and/or financial services.

**O.4.b.** Number of women entrepreneur networks established, strengthened and actively redressing their challenges

**Baseline:** Mapping exercise of existing SME networks and clusters (AWP 2010 - this needs to be done)

**Target:**
- A strong umbrella women’s entrepreneurs associations
- A strong Umbrella women’s SACCO in place and offering effective services to women entrepreneurs
- At least 2 sector based women associations formed

### Result 4.1.

<table>
<thead>
<tr>
<th>Key institutions providing appropriate/sustainable Business Development and Financial Services for women entrepreneurs</th>
<th><strong>Result Indicators</strong></th>
<th><strong>Means of verification</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1. a. Proportion of targeted BDS and Financial Service Institutions (FSI) that provide profitable and relevant business training for women by 2012</td>
<td>(Requires JP/MGSCD data collection) TOTS Certification reports Reports from targeted BDSs and FSIs</td>
<td></td>
</tr>
<tr>
<td>Baseline: (i) 250 BDS TOTS trained to date by ILO, WEF has trained 64 TOTS as pilot in every district, (ii) Map, profile and assess the capacity of BDS providers to give services to women entrepreneurs. (AWP 2010)</td>
<td></td>
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<tr>
<td>Target: (i) Number of trained male/female entrepreneurs that engage in innovative/profitable business increased by 15%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.1.b. Standardized and harmonized tools in BDS and number of FSI’s disbursing WEF</td>
<td>Semi-annual record of tools developed/harmonised in each of the two sectors</td>
<td></td>
</tr>
<tr>
<td>Baseline: 5 ILO adapted tools . 31 financial intermediaries currently disbursing WEF loans</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Target: 10 ILO business tools adapted. Additional 30 FIs to be procured by WEF;</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Result 4.2.

<table>
<thead>
<tr>
<th>Vocational training and other key Business Development Institutions providing increased skills transfer for women in modern and appropriate technologies in target districts (Youth Polytechnics, Business Solution centres, KIRDI)</th>
<th><strong>Result Indicators</strong></th>
<th><strong>Means of Verification</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>4.2.a. Number of women trained and applying skills in modern and appropriate technologies in targeted vocational and BDI’s by 2013</td>
<td>ILO record of: skills trained/institution</td>
<td></td>
</tr>
<tr>
<td>Baseline: Survey on KIRDI and 25 village polytechnics (AWP 2010) will define target and the term “appropriate”</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Target: At least 3 profitable and locally relevant skills trained in each of the targeted institutions; At least 2000 women trained with 50% applying skills.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.2.b. Number of women trained by business solution centres in modern and appropriate skills by 2013</td>
<td>UNDP records for BSC</td>
<td></td>
</tr>
<tr>
<td>Baseline: Need for a baseline on profitable business skills training tools. 1 business solution centre providing training in modern and appropriate skills</td>
<td></td>
<td></td>
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<tr>
<td>Target : 2000 women trained; 50% applying skills</td>
<td></td>
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</tbody>
</table>
**Result 4.3.**

| Result Indicators |  
| --- | --- | --- |
| 4.3 Increased membership of relevant/effective networks/clusters addressing business and market opportunities in target provinces, for both female and male entrepreneurs in target provinces |  
| 4.3.a. Proportion of women in networks/clusters that assist members to overcome business and market constraints | Baseline: Gender Responsive Mapping exercise of existing SME networks and clusters carried out and clustering plan developed (AWP 2010 – to be done)  
Target: To be determined when baseline is known | Baseline study  
Network/cluster reports |
| 4.3.b. No of women entrepreneurs accessing markets information/services from their networks | Baseline: NCGD baseline study on current status of women accessing economic opportunities to be conducted.  
Target: to be determined | Semi-annual network activity report |

**PRORITY AREA 5: JP Coordination and UN “Delivering as One”**

<table>
<thead>
<tr>
<th>JP Output 5:</th>
<th>Indicator</th>
<th>Means of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| Comprehensive and coherent UN support for gender equality in Kenya provided within the framework of the UN Joint Programme on Gender Equality and Women’s Empowerment | O.5.a. Number of UN agencies harmonizing and aligning their support to gender equality in Kenya through the contributing to UN Joint Programme on Gender Equality and Women’s Empowerment | • Signed Programme document  
• Interagency agreements  
• Appointment and agreements with Administrative Agent | • All UN Agencies engage fully in the “Delivering as One” Process  
• RC support  
• UNCT support  
• Individual HoA and deputy HoA support  
• Individual UN staff officially assigned to work on the programme |
|  | O.5.b Extent to which the UN is “Delivering as one” for gender equality and women’s empowerment | • Signed Programme document  
• One financial framework and management arrangements  
• CA appointed  
• One RM plan |  
|  | O.5.c Qualitative level of delivery, coordination and participation of all stakeholders in the Joint Programme | UN agency attendance lists  
Programme document  
Annual and semi annual reports  
Minutes of meetings |  

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54 at least 70% of relevant meetings participated in throughout programme period
<table>
<thead>
<tr>
<th>Result 5.1.</th>
<th>Outcome Indicators</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ongoing gender related and gender specific programmes of all UN agencies coordinated within the framework of the JP</td>
<td>5.1.a. Coordinated implementation of the ongoing gender related and gender specific programmes of all UN agencies completed and replaced by new interventions within the framework of the Joint Programme (Joint UN Support)</td>
<td>Annual Work Plans, Programmes, Progress Reports</td>
</tr>
<tr>
<td></td>
<td>Baseline: UN agencies not coordinating activities</td>
<td></td>
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<tr>
<td></td>
<td>Target: at least 80% of UN activities under the Joint Programme have been planned together (Joint support) to ensure coherence and cohesiveness by 2013</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Result 5.2.</th>
<th>Outcome indicators</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>All UN organizations working together for a comprehensive, coherent JP</td>
<td>5.2.a. JP's AWPs implemented through “Delivering as One”</td>
<td>Management arrangements, ToRs, Programme document section on management arrangements</td>
</tr>
<tr>
<td></td>
<td>Baseline: UN agencies working in silos</td>
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<tr>
<td></td>
<td>Target: By 2011 JP management arrangements under the programme agreed to and fully operational; By the end of each planning year, the JP's AWP implemented through “Delivering as One”, initially through coordination efforts moving to “Joint Support”</td>
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</tr>
<tr>
<td></td>
<td>5.2.b Existence of a Joint UN resource mobilization for the programme</td>
<td>Resource mobilization action plan, Financial reports, Relevant signed agreements.</td>
</tr>
<tr>
<td></td>
<td>Baseline: UN agencies working in silos</td>
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<tr>
<td></td>
<td>Target: Agreements finalized within UNCT on funding modalities for programme and relevant agreements signed; At least 50% of targeted programme resources mobilized are funded through the “pass-through” modality.</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Result 5.3.</th>
<th>Outcome indicators</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implementation of the JP being regularly monitored by UNCT and key stakeholders</td>
<td>5.3.a. Existence of monitoring and evaluation system for the JP GEWE</td>
<td>Results Matrix, M&amp;E Framework, plan and tools</td>
</tr>
<tr>
<td></td>
<td>Baseline: No M&amp;E system in place</td>
<td></td>
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<tr>
<td></td>
<td>Target: M&amp;E framework, plan and tools developed and approved by UNCT and stakeholders</td>
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<tr>
<td></td>
<td>5.3.b. Existence of an MTR and end evaluation plan</td>
<td>MTR report, Evaluation report</td>
</tr>
<tr>
<td></td>
<td>Baseline: No system, ToR or plan for MTR or the end evaluation in place</td>
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<tr>
<td></td>
<td>Target: MTR and end evaluation conducted and lessons learned incorporated in programme implementation and design.</td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Result 5.4.</th>
<th>Outcome indicators</th>
<th>Means of verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>All UN agencies have capacity for gender responsive planning, programming and budgeting and for the implementation of the JP</td>
<td>5.4.a. Number of capacity building initiatives for gender responsive planning, programming and budgeting and for the implementation of the JP</td>
<td>UN capacity assessment report, Capacity building reports</td>
</tr>
<tr>
<td></td>
<td>Baseline: UNCT capacity assessment for the UN will have a component on gender planning, programming and budgeting. This will from the baseline – To be undertaken in 2010)</td>
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<td></td>
<td>Target: To be filled in following capacity assessment.</td>
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</tbody>
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55 UN PWG set up, CMT meeting, Steering Committee functional etc.
56 MoU with Administrative Agent, LoA with development partners, MoU with participating UN Agencies
57 Steering Committee; technical teams which include UN and relevant national partners and donors
### Annex 7: Summary Tables on Progress Towards Achievement of Results

#### Output 1: Gender Mainstreaming

The following table presents the results, targets and achievements for the first output of the JP GEWE:

<table>
<thead>
<tr>
<th>Output/Results</th>
<th>Indicators</th>
<th>Targets</th>
<th>Progress Towards Achievement of Results</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>JP Output 1: Capacity in key national institutions to develop, monitor and evaluate National Development Policies, Legislations and Plans with gender responsive criteria ensured</td>
<td>0.1 National and devolved gender machineries coordinating, implementing and evaluating gender mainstreaming in the ministries, departments and agencies</td>
<td>At least the MoGCSD has systems for coordination, implementation and evaluation of gender mainstreaming at national and devolved level by 2013</td>
<td>The MoGCSD developed a draft M&amp;E framework for gender mainstreaming in 2011/2012 (but not validated and launched)</td>
<td>Target partially achieved, as fully fledged system for coordination and evaluation of gender mainstreaming is work in progress</td>
</tr>
<tr>
<td></td>
<td>0.2 Key laws, policies and protocols are gender responsive</td>
<td>At least 2 bills/policies and/or protocols passed that enhance women’s access to justice, women’s political representation, land, environment and natural resources and/or access to financial services</td>
<td>Anti FGM Act (2011), Social Protection Policy (2012), Social Assistance Act (2013), Marriage Act (2013), The protection Against Domestic Violence Bill (2013) and Matrimonial Property Act (2014) were enacted</td>
<td>Target fully achieved, considering the bills/policies adopted and in the pipeline</td>
</tr>
</tbody>
</table>

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5.5.a. The UN Communicating as ‘One’ on GEWE issues.

Baseline: UN communication un-coordinated and strategy not in place.

Indicator: The Resident Coordinator participates in at least 2 public events as the head of the programme. The Coordinating Agency participates in at least 2 public events as chairperson of the JP GEWE. At least two national events are supported through Joint UN support efforts.

Communications strategy Official speeches
| Result 1.1: National gender machinery is effectively coordinating, monitoring and evaluating gender mainstreaming process in the MTP and Key Sectors by 2013 | 1.1a M&E system within the MoGCSD established | At least the M&E Unit established and operational, leading M&E of gender mainstreaming processes within GoK line ministries | M&E system was developed (but not formally adopted)  
M&E Unit was not established in the Previous Gender Division in MoGCSD or in the present Gender Directorate in MoDP  
The Gender Directorate relays on the data generated by the M&E Directorate in the MoDP (now MoD&P)  
The Programme enhanced the capacity of the M&E Directorate in the MoDP to mainstream gender in government plans and programmes, including in the MTP II  
However, the previous MoGCSD and the present Gender Directorate receives data and monitors the application of the 2/3 gender rule in ministries as it applies to employment and staff. The Directorate also interrogates sector plans submitted to make sure they are gender responsive. | Target partially achieved |
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</thead>
<tbody>
<tr>
<td>1.1b Results-based financial, management and M&amp;E systems in</td>
<td>The NCGD has identified and corrected audit systems gaps and systems are</td>
<td>The Programme supported the transformation of NCGD into NGEC</td>
<td>Target partially achieved</td>
<td></td>
</tr>
<tr>
<td>Result 1.2: Key government institutions(^5^8) are collecting, analyzing and disseminating sex and age disaggregated data to inform policy formulation and planning by 2013</td>
<td>1.2a Number of institutions generating reports with sex and age-disaggregated data and able to analyse the data to inform the sector policy and planning process</td>
<td>2 out of the 6 key institutions are able to prepare timely reports with sex disaggregated data and to analyse and influence planning from a gender perspective</td>
<td>- Developed the capacity of NEEC through training and staff secondment(^5^8) - The aspect of developing results based M&amp;E system in the NCGD was not pursued with the new Commission</td>
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<tr>
<td><strong>Target largely achieved</strong></td>
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<tr>
<td>The establishment of the Gender Resource Centre could be considered as an additional achievement</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Result 1.3: Capacity of key sectoral ministries for gender responsive policy, planning and budgeting enhanced by 2013</th>
<th>1.3a Number of finance and planning officers in line ministries trained in GRB and gender mainstreaming</th>
<th>At least 4 gender responsive budgeting initiatives supported and (high level) officials in 2 line ministries trained and supported in applying gender mainstreaming throughout the planning and implementation process; and, Supported ministries present gender sensitive plans and budgets</th>
<th>- Gender audit of the MoE for 4 districts conducted - More than 8,000 officers in line ministries trained on GRB and gender mainstreaming - Capacity development support was provided to the Ministries of Health, Education and Environment to develop gender responsive policies - The Kenya School of Government adopted a course on Gender and Economic Policy Management Initiatives as part of its Strategic Plan; conduct studies; establish forums, etc.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Target largely achieved</strong></td>
<td></td>
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</tbody>
</table>

\(^{58}\) Monitoring and Evaluation Directorate, KIPPRA, MoGCSD, NCGD and Kenya National Bureau of Statistics, Sectoral Directorate of MoPND
| Result 1.4: MTEF process is gender responsive to allocate and utilize public resources by 2013 | 1.4a Number of CSO’s systematically participating in GRB initiatives and engaged in the MTEF process | Established GRB network (one) | – 5 CSOs supported to conduct GRB training  
– GRB network not established (not reported) | Target not achieved, as a GRB network is not established |
| 1.4b Key line ministries and Parliament apply GRB | At least the Ministry of State for Planning, National Development and Vision 2030 and the Ministry of Finance apply GRB in the MTEF process | – GRB guidelines were developed with the MoGCSD  
– GRB Guidelines for parliamentarians was developed  
– The CRA adopted a gender index for the decentralised budget allocation formula  
– Review of social budgeting guidelines was conducted | Target largely achieved |
| Result 1.5: Key laws, policies and legislation are gender responsive and operational | 1.5a Number of policies/laws that are gender responsive and are being implemented | At least two policies or laws targeted by the UN are gender responsive | – Anti FGM Act (2011), Social Protection Policy (2012), Social Assistance Act (2013), Marriage Act (2013), The protection Against Domestic Violence Bill (2013) and Matrimonial Property Act (2014) were enacted  
– SGBV policy and sector gender policies for the education, environment and health sectors developed (but not yet launched) | Target fully achieved |

**Output 2: Gender Based Violence**

The following table presents the results, targets and achievements for the first output of the JP GEWE
| JP Output 2: Targeted formal and informal institutions and responses effectively addressing GBV/VAW including in emergency and post-emergency situations and particularly among marginalized vulnerable | 0.2a Existence and number of stakeholders implementing the National GBV Action plan by 2013 | Action plan printed and disseminated and at least 10 institutions implementing plans | National SGBV Policy drafted, but not adopted. National GBV Action Plan to be developed and adopted once the policy is validated and approved. However, a number of Programme stakeholders implemented activities to address GBV. Thus there is progress towards achieving the result.  
Target not achieved, as the National GBV Action Plan is yet to be put in place.

| 0.2b No. of facilities/institutions/safety nets providing survivors with coordinated GBV prevention and response services | To be determined in October 2010 when baseline available; deferred to 2011 | GBV Recovery Center at the Lodwar District Hospital established
- Kenyatta National Hospital GGBV Recovery Centre strengthened
- GBV Portal established with information on more than 190 service providers which enhanced referral system and coordinated service provision
- National GBV Hotline 1195 launched which enhanced reporting of GBV cases and service provisions to survivors
- The Kenya Chapter of the UN Secretary-General’s UNiTE Campaign to End Violence against Women and Girls was established
- The National GBV Working Group established | No target had been set.

NB: However, good initiatives were undertaken that had potential of having positive impact.

| Result 2.1: Police, military, judiciary, CSOs, and health service providers operate within accepted international/regional/national instruments, | 2.1a Number of police, military, health care, judicial, immigration and CSO officers trained to | Number of police, military, health care, judicial, immigration and CSO officers adequately trained; but, accurate data is not available
- Targeted institutions supported to develop service standards, information | Target largely achieved |
<table>
<thead>
<tr>
<th>Result 2.2: Key International, regional and national (human rights) laws, policies, strategies and protocols to prevent and respond to GBV designed and adopted by 2013</th>
<th>2.2a Number of national policies and laws developed and have relevant implementation frameworks by 2013</th>
<th>National Policy and Action Plan for the abandonment of FGM formulated, adopted and implemented; National Policy on Sexual Offences Act drafted; Social protection bill enacted; FGM bill/policy, Family Protection Bill, Matrimonial Property Bill (re)drafted in line with the SoA and a new constitutional dispensation</th>
<th>Anti FGM Act (2011), Social Protection Policy (2012), Social Assistance Act (2013), Marriage Act (2013), The protection Against Domestic Violence Bill (2013) and Matrimonial Property Act (2014) were enacted</th>
<th>SGBV policy drafted</th>
<th>Target achieved</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.2b Number of outstanding international/regional treaties including Optional Protocol's signed/ratified by Kenya by 2013</td>
<td>At least one of outstanding treaties/OP’s signed and one of the already signed instruments ratified by 2013</td>
<td>The Optional Protocol to CEDAW and African Charter on Democracy, Elections and Governance were among the outstanding instruments to be focused by the Programme</td>
<td>However, these instruments have not been ratified by Kenya</td>
<td>---</td>
<td>Target not achieved</td>
</tr>
<tr>
<td>Result 2.3: CSOs networks (e.g. GBV National Working</td>
<td>2.3a Number of strategic partners</td>
<td>i)GBV/ FGM/C networks established and</td>
<td>---</td>
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</tr>
</tbody>
</table>
Group, GCN, GBV survivors network) developing and utilizing coordinated strategies for the prevention and response to GBV using community structures by 2013

preventing and responding to GBV at community level identified, strengthened and linkages, synergies and collaboration strengthened

at least 5 districts;
ii) involvement of men as agents of change against GBV (FGM/C) through training of district networks and
iii) supporting at least 5 sporting and/or social events

engaged in GBV/FGM in 5 districts;
– ii) forums held with councils of elders in districts involving men;
– Men for Gender Equality Now (MEGEN)
– iii) A large number of social events supported every year

Target largely achieved

2.3b Number of behavioural change and awareness programmes at community level supported

Support the development and implementation of at least 5 behavioural change programmes at community level; Support at least 2 education and information campaigns on gender based violence (VAW and Anti-Trafficking) and the development and distribution of appropriate IEC materials at community level;

– PUNOs supported a large number of community level activities and campaigns

Target largely achieved

Output 3: Gender and Governance

The following table presents the results, targets and achievements for the third output of the JP GEWE

<table>
<thead>
<tr>
<th>Output/Results</th>
<th>Indicators</th>
<th>Targets</th>
<th>Progress Towards Achievement of Results</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>JP Output 3 The gender and</td>
<td>0.3a Proportion of women in decision</td>
<td>30% of all senior</td>
<td>Achieved</td>
<td>Target partially achieved</td>
</tr>
<tr>
<td>Result 3.1: Gender integrated into constitutional, electoral reforms and peace and reconciliation processes by 2012</td>
<td>3.1a. Draft Constitution is gender responsive and if passed, relevant gender related laws are identified and advocated for</td>
<td>Draft Constitution is gender responsive</td>
<td>Target achieved</td>
<td></td>
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<td>---</td>
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<td></td>
</tr>
<tr>
<td>3.1b. Increased participation of women in peace and reconciliation processes at local levels</td>
<td>100 DPCs have a one-third proportion gender ratio by 2013</td>
<td>Out of the 200 operational and active DPCs, 126 have adhered to the one-third gender principle in their composition</td>
<td>Target achieved</td>
<td></td>
</tr>
<tr>
<td>3.1c. Increased number of women participating in electoral processes</td>
<td>At least a 10% increase in female representation in political offices and participating in electoral processes</td>
<td>Percentage of women among registered voters increased from 47% to 49% between 2007 and 2013</td>
<td>Target partially achieved</td>
<td></td>
</tr>
</tbody>
</table>

| Result 3.2: NSA's implementing strategies for increasing women's representation, participation and influence in governance and politics | 3.2a. Proportion of women in decision making within public sector, Parliament, sub-national Councils and political work increase equitably and incrementally to at least 30% | 30% of all senior positions in GoK, councils, Parliament and political | Target partially achieved |
Output 4: Economic Empowerment

The following table presents the results, targets and achievements for the fourth output of the JP GEWE.

<table>
<thead>
<tr>
<th>Output/Results</th>
<th>Indicators</th>
<th>Targets</th>
<th>Progress Towards Achievement of Results</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>JP Output Four: Key public and private sector institutions, women's organizations, groups and networks ensuring increased women's access to economic opportunities</td>
<td>0.4a. Number of women accessing technical training, business development and/or financial services by 2013</td>
<td>At least 15% increase in the number of women accessing technical training, business development and/or financial services</td>
<td>Not much information is available to enable evaluators to make an informed decision on this.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>0.4b. Number of women entrepreneur networks established, strengthened and actively redressing their challenges</td>
<td>– A strong umbrella women’s entrepreneurs associations</td>
<td>– 2 sector based women’s cooperatives have been established (Ceramics and Poultry) in Nyeri</td>
<td>Target partially achieved</td>
</tr>
<tr>
<td></td>
<td></td>
<td>– A strong Umbrella women’s SACCO in place and offering effective services to women entrepreneurs</td>
<td>– Five Community Support Groups (of Widows) created and supported in Migori</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>– At least 2 sector based women associations formed</td>
<td>– A gender sector board established by the Kenya Private Sector Association (KEPSA) in 2011</td>
<td></td>
</tr>
<tr>
<td>Result 4.1: Key institutions providing appropriate/sustainable Business Development and</td>
<td>4.1a. Proportion of targeted BDS and Financial Service Institutions (FSI) that provide</td>
<td>Number of trained male/female entrepreneurs that engage in innovative/</td>
<td>Training of 312 entrepreneurs/trainees was reported</td>
<td>Adequate data not available</td>
</tr>
</tbody>
</table>

Baseline: 16% of top government positions (U,T,S,R,Q) are held by women; 21 of 222 (9.5%) of MPs are Female (CEDAW 2009: 59); 15.8% female representation in local authorities – civic positions (CEDAW 2009: 60);
<table>
<thead>
<tr>
<th>Result 4.1: Financial services for women entrepreneurs</th>
<th>4.1b. Standardized and harmonized tools in BDS and number of FSI’s disbursing WEF</th>
<th>10 ILO business tools adapted. Additional 30 FIs to be procured by WEF</th>
<th>10 ILO Business tools adapted. In total, 88 financial intermediaries have been approved to disburse WEF loans.</th>
<th>Target achieved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 4.2: Vocational training and other key business development institutions providing increased skills transfer for women in modern and appropriate technologies</td>
<td>4.2a. Number of women trained and applying skills in modern and appropriate technologies in targeted vocational and BDI’s by 2013</td>
<td>At least 3 profitable and locally relevant skills trained in each of the targeted institutions; At least 2000 women trained with 50% applying skills</td>
<td>Only 455 reported trainees</td>
<td>Target partially achieved</td>
</tr>
<tr>
<td>Result 4.3: Increased numbers of networks/clusters for women entrepreneurs addressing business and market constraints</td>
<td>4.3a. Proportion of women in networks/clusters that assist members to overcome business and market constraints</td>
<td>No target has been set</td>
<td>KEPSA supported to develop a gender responsive strategic plan; 5 women’s associations assisted to join the KEPSA; supported the establishment and registration of the Kenya Chapter of PROWE; and supported the establishment and operation of 2 women</td>
<td>No data to make an informed decision</td>
</tr>
</tbody>
</table>

The adapted tools are: (1) Assessment Framework for Growth-Oriented Women Entrepreneurs; (2) FAMOS Check; (3) Get AHEAD (Gender and entrepreneurship together); (4) Gender-sensitive value chain analysis (5) IYES -Improve Your Exhibition Skills; (6) Month of the Women Entrepreneur; (7) WEA Capacity Building Guide; (8) WED Capacity Building Guide (9) Business Group Formation Empowerment: Empowering Women and Men in Developing Communities Trainer’s Manual; (10) Financial Education: Trainers’ manual, Managing Small Business Associations, Reader and Trainers’ Manual
Output 5: UN Delivering as One

The following table presents the results, targets and achievements for the fifth output of the JP GEWE

<table>
<thead>
<tr>
<th>Output/Results</th>
<th>Indicators</th>
<th>Targets</th>
<th>Progress Towards Achievement of Results</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Comprehensive and coherent UN support for gender equality in Kenya provided within the framework of the UN Joint Programme on Gender Equality and Women's Empowerment</td>
<td>O.5.a. Number of UN agencies harmonizing and aligning their support to gender equality in Kenya through the contributing to UN Joint Programme on Gender Equality and Women's Empowerment</td>
<td>At least 10 of Resident UN Agencies in Kenya working under the JP</td>
<td>– 14 UN Agencies in Kenya have worked under the JP</td>
<td>Target achieved</td>
</tr>
<tr>
<td></td>
<td>O.5.b Extent to which the UN is “Delivering as one” for gender equality and women’s empowerment</td>
<td>“One Programme Developed”; “One Financial Framework developed”; “UN Resident Coordinator leading programme and Coordinating Agency Appointed”; “One Resource mobilization plan”</td>
<td>– Programme document developed and officially signed in 2011</td>
<td>– One common budget in the form of pass-through funding established for part of the Programme</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>– Leading CA was appointed</td>
<td>– A Resource mobilization plan developed in 2010</td>
</tr>
<tr>
<td></td>
<td>O.5.c Qualitative level of delivery, coordination and participation of all stakeholders in the Joint Programme</td>
<td>Consistent participation in programme by at least 10 UN agencies through management</td>
<td>– PWG meetings have been consistently attended by about 10 representatives of PUNOs</td>
<td>Target largely achieved</td>
</tr>
</tbody>
</table>

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62 at least 70% of relevant meetings participated in throughout programme period
<table>
<thead>
<tr>
<th>Section</th>
<th>Description</th>
<th>Details</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.1. Ongoing gender related and gender specific programmes of all UN agencies coordinated within the framework of the JP</td>
<td><strong>5.1.a.</strong> Coordinated implementation of the ongoing gender related and gender specific programmes of all UN agencies completed and replaced by new interventions within the framework of the Joint Programme (Joint UN Support)</td>
<td>At least 80% of UN activities under the Joint Programme have been planned together (Joint support) to ensure coherence and cohesiveness by 2013</td>
<td>Target fully achieved</td>
</tr>
<tr>
<td>5.2. All UN organizations working together for a comprehensive, coherent JP</td>
<td><strong>5.2.a</strong> JP’s AWPs implemented through “Delivering as One”</td>
<td>By 2011 JP management arrangements were set up and fully operational; By the end of each planning year, the JP’s AWP implemented through “Delivering as One”, initially through coordination efforts moving to “Joint Support”</td>
<td>Target partially achieved</td>
</tr>
<tr>
<td></td>
<td><strong>5.2.b</strong> Existence of a Joint UN resource mobilization for the programme</td>
<td>Agreements finalized within UNCT on funding modalities for programme and relevant agreements signed; At least 50% of targeted programme resources mobilized are funded through the “pass-through” modality.</td>
<td>Target partially achieved</td>
</tr>
<tr>
<td>5.3. Implementation of the JP being</td>
<td><strong>5.3.a.</strong> Existence of monitoring and M&amp;E framework, plan and tools developed and</td>
<td>M&amp;E framework, plan and tools developed</td>
<td>Target partially achieved</td>
</tr>
</tbody>
</table>

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63 UN PWG set up, CMT meeting, Steering Committee functional etc.
64 MoU with Administrative Agent, LoA with development partners, MoU with participating UN Agencies
<table>
<thead>
<tr>
<th>5.3.b. Existence of an MTR and end evaluation plan</th>
<th>MTR and end evaluation conducted and lessons learned incorporated in programme implementation and design.</th>
<th>– MTR conducted – lessons and recommendations incorporated – End evaluation-under way</th>
<th>Target achieved</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.4. All UN agencies have capacity for gender responsive planning, programming and budgeting and for the implementation of the JP</td>
<td>5.4.a. Number of capacity building initiatives for gender responsive planning, programming and budgeting and for the implementation of the JP</td>
<td>No target was set</td>
<td>No target was set</td>
</tr>
<tr>
<td>5.5. UN communications strategy on fulfilment of women’s rights and gender equality developed.</td>
<td>5.5.a. The UN Communicating as ‘One’ on GEWE issues.</td>
<td>The Resident Coordinator participates in at least 2 public events as the head of the programme. The Coordinating Agency participates in at least 2 public events as chairperson of the JP GEWE. At least two national events are supported through Joint UN support efforts.</td>
<td>– Programme communication strategy developed – RC and CA participated in more than 2 public events each – The Programme also supported relevant public events at the national level</td>
</tr>
</tbody>
</table>

Annex 8: Short Biographies of the Evaluators

**Mr. Yoseph Endeshaw (Team Leader)** is an independent consultant with more than 18 years of professional experience in the area of good governance and development (including in the areas of human rights, civil society, rule of law, decentralization, gender equality and environmental protection). He holds a Master of Laws (LL.M) degree from the University of Calgary in Canada. He has significant experience in capacity building of both government and non-government institutions through providing trainings, conducting organizational structure and capacity assessments, designing projects and plan of actions. He has provided programme and thematic evaluations and other consultancy services for different development actors, including the European Commission, USAID, World Bank, UN Agencies and a number

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65 Steering Committee; technical teams which include UN and relevant national partners and donors
of International and local NGOs. Mr Endeshaw has been teaching different law courses at the Ethiopian Civil Service College and the Law Faculty of the Addis Ababa University.

**Okwach Abagi (Team Member)** holds a PhD in Sociology/Comparative Education from McGill University, Canada and is currently the Director of OWN & Associates: Centre for Research & Development, a regional think tank, based in Nairobi. Okwach is an M&E and Capacity Development Specialist, with over 20 years of professional experience in the social sector. Over years of policy research and education development, Okwach has a vast experience in developing and managing work programmes, co-coordinating training programme, conducting research and policy analysis, gender analysis and training, and mentoring young researchers. He was professor of education at Kenyatta University in the 80s, was a senior researcher at the Institute of Policy Analysis and Research (IPAR) in the 90s, and also worked as Senior Policy Advisor at the Strategy and Policy Unit (SPU) in the Office of the President, Republic of Rwanda 2008-2011. He has offered technical assistance to various regional and international organizations including various UN Agencies like UN Women, UNICEF, UNDP, UNESCO, and UNEP and has extensive experience working in Kenya, Tanzania, Rwanda, Uganda, Malawi, South Africa and Lesotho among other countries in Sub-Saharan Africa. Okwach has published widely and has participated in policy debates in education, gender equality and M&E issues in the region.