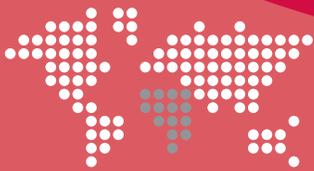


SUMMARY CASE STUDY REPORT

Joint Evaluation of Joint Programmes on Gender Equality in the United Nations System



KENYA JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN'S EMPOWERMENT



in partnership with



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A number of people contributed to this report. The case study was conducted by IOD PARC, an external and independent evaluation firm and expresses the views of the firm.

This case study is part of an overall evaluation process managed by an Evaluation Management Group that was chaired by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and composed of representatives from the independent evaluation offices of the commissioning entities - United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), and the Millennium Development Goals Achievement Fund (MDG-F) in partnership with the Governments of Spain and Norway.

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The full evaluation report can be found at:

<http://gate.unwomen.org>

Disclaimer: The text of this summary report does not necessarily reflect the views of the commissioning United Nations entities and their Executive Boards, the Governments of Spain and Norway or United Nations Members States. The text has not been edited to official publication standards and the commissioning United Nations entities and the Governments of Spain and Norway accept no responsibility for error.

Summary Case Study Report

Joint Evaluation of Joint Programmes on Gender Equality in the United Nations System

**KENYA JOINT PROGRAMME ON GENDER
EQUALITY AND WOMEN'S EMPOWERMENT**



Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CMT	Core Management Team
CSO	Civil Society Organization
DaO	Delivering as One
FGM	Female Genital Mutilation
GBV	Gender-Based Violence
GEEW	Gender Equality and the Empowerment of Women
HRBAP	Human Rights-Based Approach to Programming
ILO	International Labour Organization
IOM	International Organization for Migration
KJAS	Kenya Joint Assistance Strategy
KJPGEEW	Kenya Joint Programme on Gender Equality and Women's Empowerment
KNBS	Kenya National Bureau of Statistics
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MDG-F	Millennium Development Goals Achievement Fund
MoGCSD	Ministry of Gender Children and Social Development
MYWO	Maendeleo Ya Wanawake Organization
NAP	National Action Plan
NGEC	National Gender and Equality Commission
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PWG	Programme Working Group
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	United Nations Joint Programme on HIV and AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNiTE	United Nations Secretary General Campaign to End Violence Against Women
UNODC	United Nations Office on Drugs and Crime
VAW	Violence Against Women
WHO	World Health Organization

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1. INTRODUCTION AND BACKGROUND

Rationale/role within the evaluation

This summary report is based on a case study of the Kenya Joint Programme on Gender Equality and Women's Empowerment (KJPGWE). It is one of five case studies¹ that form part of a wider Joint Evaluation of Joint Gender Programmes in the United Nations System, which was launched in May 2012.²

The overall purpose of the joint evaluation is 'to provide evaluative information for the strategic direction and use of joint gender programmes within the United Nations system reform process and support future policy and guidance on their design, implementation, monitoring and evaluation (M&E) for a more coordinated and effective United Nations system contribution to advance gender equality at the country level'.

The evaluation's unit of analysis is joint gender programmes operating at national level, established between 2006 and 2010, and which encompass a range of geographical and thematic areas.³ This case

study is explicitly not a full external evaluation of the KJPGWE, for which a wholly different approach, design and methodology would be required. This report is a summary of a fuller version of the original case study, which was developed for use by the evaluation team, country stakeholders and the evaluation's governance structures.

Case studies are intended to deepen the evaluation evidence base; to increase understanding of how joint gender programmes operate in different contexts including opportunities and barriers experienced; to learn what results were being generated how, why and through which pathways; and to channel this information into a form accessible to United Nations country teams, those who design future joint gender programmes, and those engaged in the ongoing case study joint gender programmes. The case study encompassed five overarching areas of enquiry centred on relevance; ownership; coherence, synergies and efficiency; accountability and sustainable results.

Method⁴

The case study applied a set of structured evaluative tools, including an evaluation matrix, aligned with that for the global evaluation, a pre-defined set of 'models' of JGPs and the indicative theory of change for the global study⁵ which was tested during a field visit to Kenya by a team of three from 18-24 November 2012; stakeholder analysis and budget mapping tools;⁶ and a semi-structured interview guide.⁷ Findings were generated through systematic analysis of documentation, supplemented by an initial round of telephone interviews; budgetary and financial analysis; the field mission to Nairobi; and subsequent telephone, Skype

1 The other case studies are of joint gender programmes in Albania, Liberia, Nicaragua and the State of Palestine.

2 The evaluation was commissioned by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the Millennium Development Goal Achievement Fund (MDG-F) and the Governments of Norway and Spain.

3 The KJPGWE was one of two joint gender programmes in Africa selected as case studies, where 55 per cent of the JGPs in the portfolio are based. Kenya is a low-income country with a relatively mature aid environment and a Gender Inequality Index reading of above 0.5. It has a number of interesting features – it is an integrated one i.e. with several rather than one thematic focus; has a large number of participating United Nations agencies (14); a high budget target relative to other JGPs (\$56 million over five years); has UN Women as lead agency; and co-exists with three other thematic United Nations joint programmes in Kenya.

4 See Annex 1 for the methodology description applied to the five case studies.

5 See Annexes to Evaluation Synthesis report for these tools.

6 See Annexes 2 (Stakeholder analysis) and 3 (Budget analysis) respectively.

7 See Annex 4.

and face-to-face interviews with interlocutors whom it had not been possible to meet whilst in-country.⁸ In total, 46 interlocutors were interviewed, including:

- 31 partner United Nations and donor agencies;
- 7 national government representatives;
- 6 civil society and private sector representatives; and
- 4 donor agency representatives.

Validation of findings was conducted through a feedback exercise held during the field mission, and by circulating the draft report to national stakeholders for comment. Limitations to the case study included the relatively short field time available; and the phased

approach of the KJPGWE, whereby the focus to 2012 was primarily on building systems and processes, meaning that documentation of development results was too recent to provide a solid base of such reporting.⁹ Information available from the other thematic joint programmes in the United Nations system in Kenya provided some useful insights, but was not sufficient to provide a robust comparator¹⁰ (see Annex 6 for information on thematic joint programmes). Despite these caveats, the KJPGWE provided a useful contribution to the evaluation and a valuable case study from which others can learn.

8 An additional four face-to-face interviews and one telephone interview was subsequently conducted for those not possible to meet during the field mission.

9 This limitation extended to the mid-term evaluation, conducted in late 2011, which was purposefully process oriented.

10 The other joint programmes in the United Nations system in Kenya are on youth employment and empowerment; food security and nutrition; and, HIV and AIDS.

2. OPERATIONAL AND POLICY CONTEXT FOR THE JOINT GENDER PROGRAMME

Political and socio-economic dimensions

Kenya is one of the largest economies and most industrialized countries in East Africa and has a population of around 42 million. Nine out of ten Kenyans have access to a mobile phone,¹¹ yet the maternal mortality rate is 360 per 100,000 live births, placing it 28 out of 183 countries.¹² Projections indicate that Kenya is not on track to reach the Millennium Development Goal (MDG) target of halving poverty by 2015.¹³

Despite turbulence in 2007-2008, following years of one party rule, there is now a new and promising Constitution (2010) which, along with judicial reform, provides a legal platform for improved human rights in Kenya, including freedom from discrimination on the basis of 'race, sex, pregnancy, marital status, health status, ethnic or social origin, colour, age, disability, religion, conscience, belief culture, dress, language or birth'. This was enacted following 20 years of failed attempts at constitutional reform.¹⁴

Aid environment

The overall aid environment was conducive to reform in 2008-2009, when the current United Nations Development Assistance Framework (UNDAF)

(2009-2013) and the KJPGWE were conceived. Donors in 2007 created the Kenya Joint Assistance Strategy (KJAS) (2007-2012) as a mechanism for more harmonized and aligned delivery of aid.¹⁵ The United Nations is a member of the KJAS. Donor policies at the time were also very supportive of United Nations reform. Kenya continues to provide a relatively mature aid environment and one which is not overly aid dependent.¹⁶

Gender

The Constitution also paved the way for a number of additional bills designed to protect women's rights such as the Family Protection Bill (which addresses domestic violence), the Marriage Bill, the Matrimonial Property Bill and the Equal Opportunity Bill. Yet significant structural and other barriers to equality of opportunity, participation and realization of women's rights persist.¹⁷ Kenya ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1984, but not all of its norms are incorporated into national legislation or policy. The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa¹⁸ has been signed but not yet ratified. Due in part to the existence of several legal frameworks (statutory, customary and Islamic), implementation of gender-responsive laws and essential reforms is slow.

11 World Bank, "Kenya at the Tipping Point?", Kenya Economic Update, Edition No. 3 (Washington, D.C., World Bank, 2010). Available from http://siteresources.worldbank.org/KENYAEXTN/Resources/KEU-Dec_2010_with_cover_e-version.pdf.

12 <http://www.indexmundi.com/g/r.aspx?c=ke&v=29>

13 National average poverty declined from 51 per cent in 1997 to 46.1 per cent in 2005-2006, but there are significant regional variations and this is higher than neighbouring Tanzania (about 36 per cent) and Uganda (about 31 per cent). Ibid.

14 <http://www.kenyaconstitution.org/>

15 <http://www.aideffectiveness.go.ke/>

16 Official development assistance (ODA) as a percentage of gross national income was 5.1 per cent in 2010 (<http://data.worldbank.org/indicator/DT.ODA.ODAT.GN.ZS>).

17 Government of Kenya, Seventh Periodic Report on CEDAW (undated but covering February 2006 to April 2009) and the Concluding Observations of CEDAW Committee on the Seventh Period Report (April 2011) (CEDAW/C/KEN/CO/7).

18 <http://www.achpr.org/instruments/women-protocol/>

Women in Kenya continue to be disadvantaged through deeply entrenched patriarchal traditions, social norms and practices which block equitable access to economic, social and political opportunities.¹⁹ Violence against women (VAW) is widely tolerated by public opinion²⁰ and despite widespread reports of rape and sexual assault during the 2008 post-election violence, investigation and prosecution has been inadequate.²¹ Women's political representation stood at 9.8 per cent in 2012²² compared with 56.3 per cent in Rwanda and 35 per cent in Uganda.

The women's movement in Kenya is made up of many different groups and spaces. One of the oldest groups, the Maendeleo ya Wanawake Organization (MYWO)²³ dates from 1952. There is a multiplicity of women's non-governmental organizations (NGOs), which range from rights-based to welfare-focused. Assessments suggest a lack of common goals and collective activities, little connection between organizations operating nationally and grassroots rural women's groups, and dependence on and competition for external funding.²⁴ There has been a recent opening of political space allowing for strengthened agenda-setting by women's organizations.²⁵

The United Nations System in Kenya

The United Nations system in Kenya is complex with many Country Offices for Somalia as well as Kenya (17) based in Nairobi, along with several regional offices, and even two United Nations agency headquarters. One result of this complexity is that United Nations agencies do not necessarily know one another as well as they might in a single country context. Developing the UNDAF (2009-2013) was reportedly a challenge.²⁶ At one point in the initial planning process, there were 200 outcome statements as every agency wanted to see their mandate directly reflected. This was reduced to 12 and finally to six outcomes in the final UNDAF document.²⁷ But those six outcomes are compound outcome statements which are extremely broad in nature.²⁸ The reality in 2008 was that the UNDAF was not well owned. Agencies paid lip service to it but continued with business as usual.²⁹

Other United Nations Joint Programmes

Despite not being a pilot country for Delivering as One (DaO), the United Nations system in Kenya and the Government were keen to adopt the approach despite limited understanding of the requirements. Spearheaded by the Resident Coordinator's Office, a year-long consultation process took place in 2008-2009 from which it was agreed that there would be four joint programmes to pilot the coordinated approach.³⁰

Annex 6 includes a list of other joint United Nations programmes in Kenya. These include programmes on HIV and AIDS (\$93.3 million³¹, funded through agencies' own budgets); youth (\$24 million, led by the International Labour Organization [ILO]); and food security and nutrition (\$80 million, led by the Food and Agriculture Organization [FAO]). These programmes did not provide robust comparators for the joint gender programme but they did allow some limited comparison to be made.

19 For example, the 1981 Law of Succession Act, which enshrines equality between women and men is not consistently applied or interpreted.

20 CEDAW Reports 2006 and 2010.

21 Amnesty International Kenya, "Briefing to the UN Committee on CEDAW", 30 November 2010. Available from www.amnesty.org/en/library/info/AFR32/017/2010/en.

22 This is likely to improve in the 2013 elections when the new constitution provision is implemented such that no more than two-thirds of the membership elective or appointive bodies are from one gender.

23 A partner in the KJPGWE.

24 UN Women and Embassy of Sweden, Kenya (April 2012), Evaluation Report of Kenya Human Rights Program; PACT Kenya (2010) Kenya Civil Society Strengthening Programme 2010 Annual Report; and numerous website articles including those of African Woman and Child Feature Service (<http://www.awcfs.org/new/index.php/projects/wielding-power-for-women-in-kenya>); Caucus for Women's Leadership (www.kwpcaucus.org/) and Centre for Rights Education and Awareness (www.creawkenya.org).

25 Antje Daniel, *Women's organizations in the post-conflict situation in Kenya – Recovering social and political spaces* (n.p., n.d.).

26 Interviews with a number of people who were involved in the process.

27 UNDAF document and interviews.

28 Interviews, UNDAF framework and joint gender programme programme document.

29 Endorsed by several respondents and UNDAF annual reviews.

30 Of which only two had signed programme documents at the time of this case study.

31 Unless otherwise stated currency refers to United States dollars.

3. PROGRAMME DESCRIPTION

Rationale

The joint gender programme was conceived at a time when United Nations reform was underway (though Kenya was not a pilot country for DaO); the Government of Kenya had embarked on its first Medium-Term Plan (2008-2012) and was about to bring to fruition constitutional reform that had long been promised; and the lead gender ministry was developing its strategic plan. The wider donor community was responding to the development effectiveness agenda (e.g. through the KJAS). Synchronicity between the joint gender programme and UNDAF is therefore a significant feature of the KJPGWE, which was primarily conceived as a mechanism to spearhead the United Nations reform process of DaO, while being aligned to national gender equality and the empowerment of women (GEEW) priorities.

Implementation and timeline

The programme document was developed and the programme commenced in 2009, with document signature in 2011. The programme is of five years' duration (2009-2013), extended to mid-2014 to coincide with the extended timeframe of the current UNDAF. This allows for further UNDAF and joint programme planning in alignment with the second Kenyan Medium-Term Plan (2013-2017). Annex 7 contains a detailed timeline of the programme.

In recognition of the scale of the task to introduce new ways of working in the United Nations, a decision was taken to implement the KJPGWE in three phases: design and start-up (2009); moving towards joint United Nations support (2010-2011); and realizing joint United Nations support (2012-2013).³²

³² Interviews, programme document and mid-term evaluation.

Budget

The projected budget was \$56.5 million of which 50.4 per cent was expected to come from participating United Nations agencies, and the additional 49.6 per cent of budget from joint fund-raising or donor support. The programme is funded through two modalities – parallel funding by participating agencies and (from 2011) pass-through funding for donor funds sourced locally for the joint gender programme. Programmatic and financial accountability rests with partner agencies for their respective components of the joint gender programme. For pass-through funds the Memorandum of Understanding identifies the UNDP Multi-Donor Trust Fund Office (now Multi-Partner Trust Fund Office) as Administrative Agent for the joint gender programme, responsible for administrative management of pass-through funds.

Partner agencies

The programme brings together 14 participating United Nations agencies³³ under one programmatic framework, representing the largest number of agencies in the portfolio of joint gender programmes for this evaluation. The five strategic priority (Output) areas (linked to 3 UNDAF Outcomes) are:

³³ ILO, IOM, OCHA, UN Women, UN-Habitat, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UNICEF, UNIDO, UNODC and WHO.

Output area	Partner United Nations agencies
Gender Mainstreaming	Led by UN Women ³⁴ with the United Nations Human Settlements Programme (UN-Habitat), the United Nations Environment Programme (UNEP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), UNFPA, United Nations Children's Fund (UNICEF) and the World Health Organization (WHO)
Addressing Gender-Based Violence (GBV)	Led by UNFPA with the International Organization for Migration (IOM), the Joint United Nations Programme on HIV and AIDS (UNAIDS), UN Women, UNICEF, the United Nations Office on Drugs and Crime (UNODC), UNESCO and WHO
Gender and Governance	Led by UNDP with UN Women and UNESCO
Economic Empowerment	Led by ILO with UN Women, UNDP, UNESCO and UNIDO
United Nations Coordination and DaO	Led by UN Women working with all agencies

The principal national partner is the Ministry of Gender, Children and Social Development (MoGCSD). The Ministry of State for Planning National Development and Vision 2030 is also a partner and represented on the high-level programme Steering Committee (see below). The joint gender programme also works with other line ministries and agencies, such as the Kenya National Bureau of Statistics (KNBS), and with many civil society organizations (CSOs) and the private sector.

Management and Coordination

Figure 2 shows the organising structure for the joint gender programme, which drew on lessons from DaO and global United Nations joint programme initiatives for its establishment.³⁵

- The main technical body for implementation and monitoring is the United Nations Programme Working Group (PWG) along with the Core Management Team (CMT) both of which operate

under the Resident Coordinator's system. The PWG is composed of technical representatives of each participating United Nations agency, and is subdivided into technical Output Teams. The Output Teams are responsible for planning monitoring and implementation of activities and are expected to meet at least monthly. An Output Lead agency is appointed to chair and coordinate each Output Team and to take responsibility for programmatic direction in respective outputs. The CMT is comprised of the Output Lead agencies. It was intended to consolidate inputs from the five lead agencies and oversee annual planning, monitoring and reporting but, in practice, the functions of the CMT have largely been fulfilled by the PWG.³⁶

- The coordinating agency³⁷ is UN Women with responsibility for mobilizing, supporting and coordinating inputs to the joint gender programme and for documenting lessons learned. UN Women is accountable to the United Nations country team for joint gender programme performance. The role of coordination is supported by a Joint Programme Secretariat, led by a Coordinator, whose role is specified.

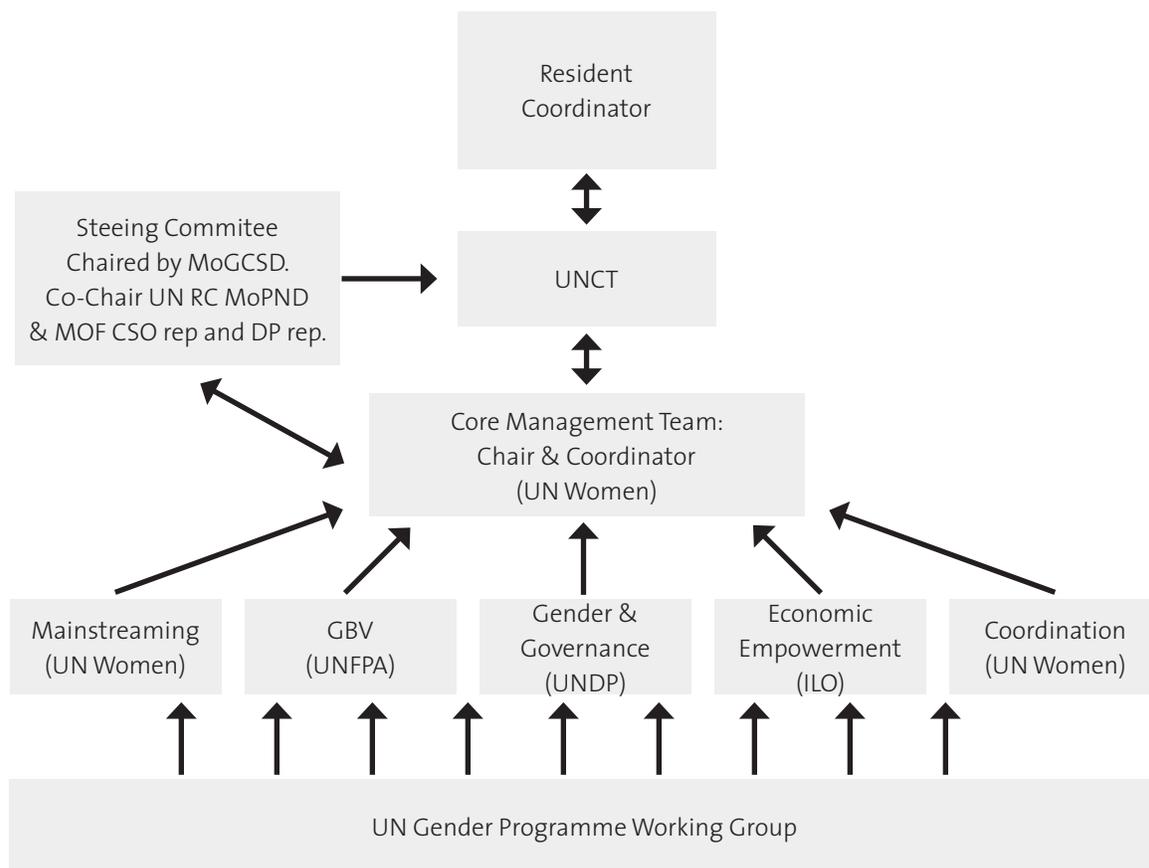
³⁴ UN Women was created by General Assembly resolution 64/289 in 2010 and became operational in 2011. It is a new organization that combines and expands the mandate of its four predecessor entities (the Division for the Advancement of Women [DAW] the International Research and Training Institute for the Advancement of Women [INSTRAW], the Office of the Special Adviser on Gender Issues and Advancement of Women [OSAGI] and the United Nations Development Fund for Women [UNIFEM]). UNIFEM was the predecessor entity engaged in this joint gender programme prior to 2011.

³⁵ Government of Kenya and United Nations Kenya, Joint Programme on Gender Equality and Women's Empowerment Programme Document 2009-2013.

³⁶ The mid-term evaluation calls for a reclarification of its role.

³⁷ Equates to lead agency in other joint gender programmes.

Figure 1: Organizing Structure of KJPGewe



- Oversight, guidance and strategic direction are provided by the joint United Nations-national partner Steering Committee, which is co-chaired by the Permanent Secretary of the MoGCSD. This was set up in 2011 includes membership from government, civil society, the private sector and development partners. It meets twice per year and ‘as needed’. In 2012 it also established working groups to pursue specific issues.
- The United Nations country team has overall responsibility for ensuring the accountability and harmonisation of the KJPGewe. The country team approves workplans and budgets and substantive decisions related to implementation. Decision-making is by consensus.³⁸

During 2012, Output Teams (but not the PWG) have been opened up to government and CSOs, and Output 1 and 4 teams are now co-chaired by government representatives. Annual work planning also includes national representatives.

³⁸ <http://mptf.undp.org/factsheet/fund/JKE10>

4. THEORY OF CHANGE

Conceptual model

No explicit theory of change was developed for the KJPGWE. The essence of its core theory is that better GEEW development results can be achieved when United Nations agencies provide consolidated support to GEEW nationally to increase capacities of duty bearers; build capacity of key actors to respond to and prevent GBV; improve gender responsiveness of national reform processes; increase economic opportunities for women; and build United Nations agencies internal capacity to mainstream gender. There is no overarching goal or objective but these are loosely aligned to three UNDAF outcomes³⁹ and there are 18 sub-outputs. Causal pathways are not made explicit.

The model overleaf was developed by the case study team, based on the evidence arising from this study. It was developed ex post, once all the evidence gathered by the study had been analysed. Accordingly, it constitutes an analytical output of the study, rather than an ex ante framework for analysis. The analysis in the 'findings' section below has applied the evaluation matrix for the study, rather than the theory of change.

The developed theory of change sets out the strategies and features of the KJPGWE and the pathways from these towards the process-level changes created and the ensuing interim results generated on the trajectory towards ultimate development results.

Assumptions

A number of assumptions were made at programme design, some of which were not adequately assessed.

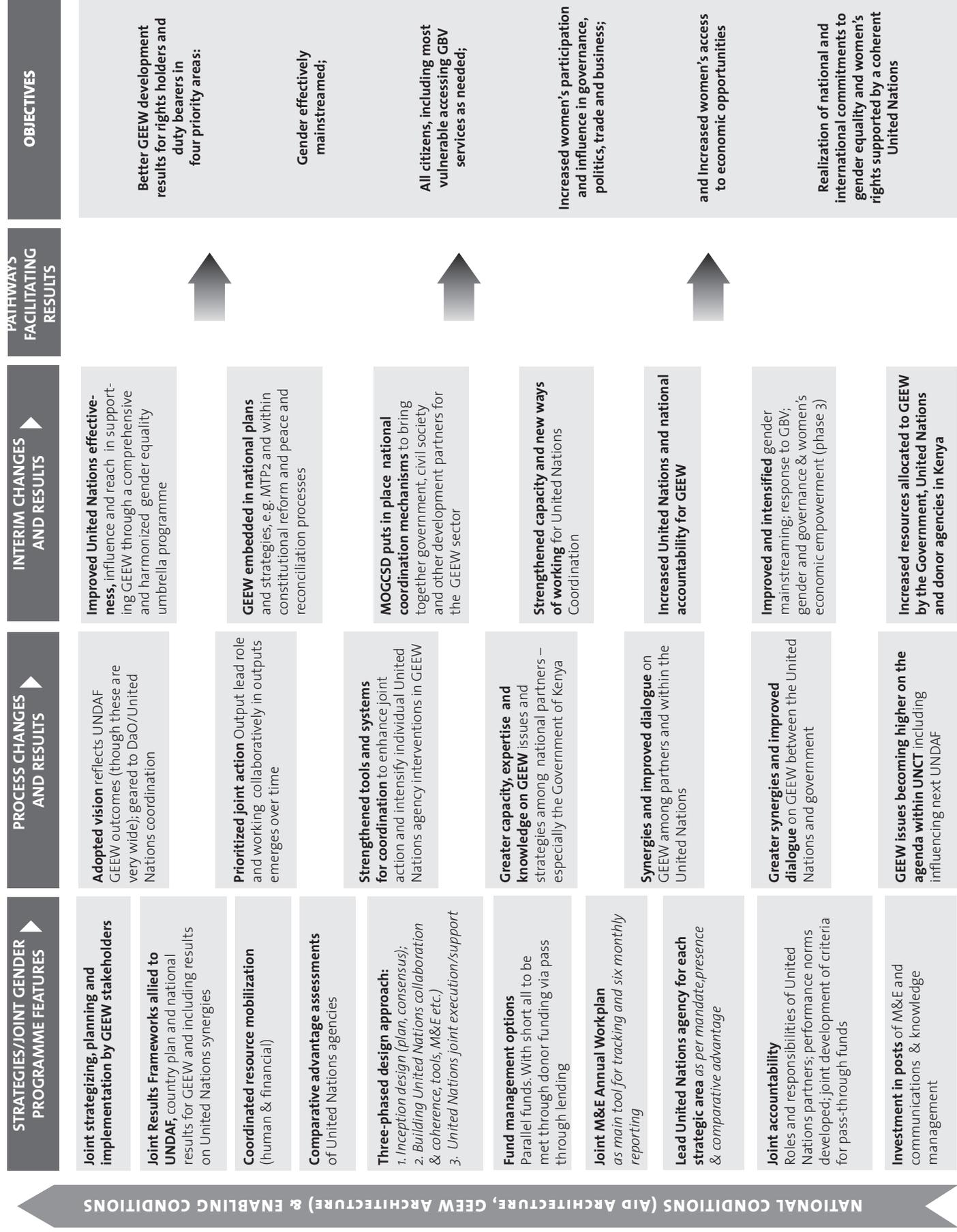
This has led to a more uphill struggle than anticipated and a need to creatively address bottlenecks as they arose. As follows:

- That working collaboratively with and through 14 participating United Nations agencies would be feasible within existing procedures of these agencies;
- That donor policies and funding would be supportive of the joint gender programme and contributions forthcoming;
- A widespread understanding about working jointly could be fostered in the first two years to enable subsequent joint gender programme delivery, and that this understanding would generate buy-in;
- Programmatic cohesion was feasible without a common budget and through the use of parallel modalities;
- That the national environment would be conducive to women's organizations collective and active engagement in the joint gender programme, even in the absence of a clear joint gender programme strategy for helping to build common ground; and
- That adequate dedicated expertise to address GEEW would be available within the participating United Nations agencies and partner agencies.

These assumptions are further unpacked and explored in the findings and conclusions on the following page.

³⁹ The UNDAF outcomes are (1) enhanced gender equality and empowerment of women; (2) existence of a functioning national integrated protective services system, particularly for women and children i.e. the right to access protection services progressively realised and (3) adoption of pro-poor and gender sensitive economic policies and programmes increased and business environment productivity and competitiveness of micro, small and medium enterprises improved.

Figure 2 – Theory of Change – KJGPEWE



5. KEY FINDINGS

a) Relevance

Alignment with normative frameworks

The KJPGWE programme and document are relevant and aligned in its programme priorities with Kenya's international commitments on GEEW as represented by CEDAW, the Beijing Platform for Action and the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo).

Alignment with national gender needs⁴⁰

The programme is well aligned with national commitments on gender made by the Government of Kenya in Vision 2030 (which indicates four areas for GEEW intervention: opportunity, empowerment, capabilities and vulnerabilities); the first medium-term plan (2008-2012) which highlights gender equality and women's socio-economic development; and the new 2010 Constitution (particularly in relation to governance issues). The design of the joint gender programme coincided with the development of the MoGCSD Strategic Plan (2008-2012) and sector medium-term plans (2008-2012), which provided an opportunity for alignment with national and sector gender priorities.⁴¹ The support of UNFPA and UN Women are acknowledged in the 2008 National Action Plan (NAP), which updates the 2008 Gender and Development Policy and provides a platform for the joint gender programme.

Alignment with national gender priorities

Apart from use of the situation analysis undertaken for the UNDAF, no specific gender or human rights-based analyses or socio-cultural or political economy analyses, including conflict assessments or

risk analysis⁴² were undertaken for the joint gender programme. Nor was the capacity to work within a joint programme included in the analysis undertaken of partner United Nations agencies.

There was however unanimity from all Government and civil society interviewees that planning for the KJPGWE was highly consultative. It was indicated that the interests of marginalized groups of women were represented during this consultation process, though they were not directly consulted.⁴³ A joint United Nations/MoGCSD stakeholder workshop was held during design which brought together nine government ministries and agencies; eleven CSOs; seven donor agencies and eleven United Nations agencies.⁴⁴ The draft programme document also underwent validation at a workshop involving United Nations and Government partners, including the Resident Coordinator, several Heads of United Nations agencies and the Minister of Gender.

In terms of areas targeted, the joint gender programme targets work at the national level and does not have any overall county/province focus, though implementation of some outputs, e.g. Output 2 on GBV, Output 3 on governance and Output 4 on economic empowerment, do support work in specific locations. But this work is not joined up across outputs to target any particular sub-groups of women and girls. While there is consensus that the programme addresses the needs of women, there is insufficient separation out of, for example, ethnic groups, geographic areas and age to support appropriate strategies to target the most affected and to track changes in their lives.

⁴⁰ The mid-term evaluation report (2012) provided a score of 90.5 per cent across all respondents on the relevance of the joint gender programme to national development plans.

⁴¹ Government of Kenya documents and KJPGWE Process Report (November 2009).

⁴² There is a risk log table in the programme document but this is static, no risk assessment was conducted and risk management has not been formalized. Some risk identification is happening, e.g. UNICEF GBV mapping in anticipation of possible post-election violence in 2013, but there is not a systematic or comprehensive approach for the joint gender programme.

⁴³ Based on informant recall but also endorsed by the Gender Scorecard Report 2012.

⁴⁴ KJPGWE Process Report (November 2009) unpublished document.

Operational relevance

The joint gender programme opted for an inclusive approach, aligned with the breadth of the three relevant outcomes in the UNDAF, and to provide a broad 'umbrella' for United Nations work on gender.⁴⁵ All represent important components of addressing gender inequality in Kenya and also the breadth of gender work being undertaken by United Nations agencies operating at the time of design.⁴⁶

Creation of UN Women proved to be a fortunate happenstance for the joint gender programme as the process of reform had raised the profile of GEEW and, allied with wider reforms of the United Nations system, created an enabling environment for the joint gender programme. UN Women was supportive of joint programmes and willing to invest in advocacy, consultation and design, as was UNIFEM before it. Persuasive arguments were put forward in several interviews about the influence of a committed band of gender activists across a number of United Nations agencies who sought to operationalize GEEW commitments in the UNDAF (2008-2013).⁴⁷

To ensure grounding in the operational context, a mapping of gender capacity took place within 13 of the partner United Nations agencies. However, only UNFPA and UN Women had gender expertise within their staff, while UNICEF had a consultant and UNEP had a senior gender advisor for the region. Most participating United Nations agencies relied on programme officers and/or focal points to undertake work on gender; and the assessment also identified gender capacity needs of participating United Nations

agencies.⁴⁸ Thus a high degree of unsubstantiated faith was placed in national and United Nations stakeholders and systems to successfully implement a complex GEEW programme.

The joint gender programme did not separately or systematically analyse capacity of key government or CSO partners. Capacity assessments of national partners subsequently undertaken have been responsive to specific plans within individual output areas rather than conducted to provide a comprehensive baseline or to inform an overarching strategy on this issue for the joint gender programme.⁴⁹ There was no evidence of attention to clarifying priority capacity issues beyond the technical, such as financial or systems, or of assessment of the absorptive capacity of national partners to effectively engage with a wide-spanning joint gender programme.

There is evidence however of KJPGewe subsequently responding to this gap. The 2011 Annual Report and 2012 workplan recognize the importance of gender capacity assessments for upcoming devolved institutional structures and this is part of the joint gender programme 2013 workplan. A capacity assessment of the new National Gender and Equality Commission (NGEC) in its transition from the National Commission for Gender and Development was conducted and technical assistance provided by participating United Nations agencies.

Risk

Although a risk log table is present in the programme document, a risk assessment was not conducted and risk management is not formalized. The approach has been to address issues when they come to joint gender programme attention and/or to undertake work as an output or sub-output strand towards preparedness for risk. Such an example is current UNICEF work on GBV mapping which, if necessary, will help respond quickly to any post-election violence in 2013.

45 The term 'UNDAF umbrella' was used regularly by respondents.

46 Programme document and KJPGewe Process Report 2009 plus interviews.

47 Previous failed attempts to develop a joint programme on gender included a) VAW and b) institutional capacity for gender mainstreaming. These had left individuals and the Gender Theme Group frustrated and keen to get it right this time (Process Report 2009 and interviews). The experience influenced the attention given to building of consensus and of active participation of all participating United Nations agencies.

48 An unpublished document titled Table 3.3 Mapping of United Nations Gender Capacity (undated, unattributed, produced during design phase).

49 Such sub-output specific capacity assessments are identified in annual reports for example.

Human rights-based approaches

The programme document is explicit in its adoption of a human rights-based approach to programming (HRBAP) in the joint gender programme and proposes several measures to achieve this, though these have not emanated from any comprehensive assessment or prioritization of target groups based on human rights-based analysis.⁵⁰ It identifies the key human rights instruments and related documents that guide the joint gender programme such as CEDAW and related protocols, the Beijing Platform for Action and United Nations Security Council resolution 1325 on Women, Peace and Security, as well as the MDGs. There is evidence from reports and interviews of the joint gender programme helping to raise awareness of reporting obligations and some evidence within specific Outputs of responsiveness to rights holders.⁵¹

The programme document and subsequent reports do not reference groups whose rights typically need protection such as women living with HIV and AIDS; migrant workers; and women living with disabilities. Nor do they make explicit reference to engaging men and boys, who are primary gatekeepers at the household, society and workplace levels and whose attitudes and behaviour fundamentally affect the likelihood of girls and women realizing their rights.

In general, the emphasis which emerges from workplans and reports is much more on upstream support to duty bearers such as Ministries, officials, police, magistrates etc. without equivalent identification and response to rights holding target group populations.⁵² Despite measures indicated in the programme design, there is insufficient explicit disaggregation on the basis of rights in joint gender programme workplans

and in monitoring and reporting. Some of this is implicit but warrants more attention.

In practice, many interviewees acknowledged that application of human rights-based approaches is not well understood by participating United Nations agencies or national partners, including donors. UNICEF indicated that they are in the process of strengthening their understanding of the approach and its practical application and would willingly share this with the joint gender programme.⁵³

Overall

The KJPGWE is highly relevant to both the Kenya and the United Nations context. It is well aligned to priorities indicated in both Government of Kenya planning documents and gender policies and UNDAF. It was endorsed by the Kenyan government and is rated highly by national stakeholders as a significant contribution to addressing national gender goals.⁵⁴ It was developed in parallel with key national planning documents and has endeavoured to remain relevant in an evolving context by adapting its strategies to capitalize on opportunities presented by constitutional and political reform, decentralized planning and restructuring within Ministries, departments and agencies, including those leading on gender.⁵⁵ Despite recognition of the importance of HRBAP however, the bias has been significantly towards capacitating duty bearers with insufficient analysis and disaggregation of specific groups of rights holders.

b) Ownership

The principle of ownership adopted in the evaluation and case study is a broad based one encompassing citizens as well as government; it incorporates national-level leadership and support from development partners to strengthen capacity to deliver

⁵⁰ These measures include mutual and shared accountability of all partners as duty bearers through inclusion of national stakeholders in joint planning; support to the most marginalized communities in Kenya; supporting advocacy, and raising awareness on reporting obligations on key conventions and frameworks.

⁵¹ Examples include Output 2 training for community leaders on human rights, and legal and medical aspects of the legislation on female genital mutilation (FGM) and Output 3 on enhancement of the role of women in peacebuilding and conflict prevention initiatives.

⁵² Annual reports and interviews.

⁵³ There may be an opportunity here for wider joint gender programme influence if it were, for example, to be included as part of capacity building of Output Teams in terms of how they apply this lens in their approach to work planning and implementation.

⁵⁴ Interviews, the mid-term evaluation and the gender scorecard.

⁵⁵ Annual Reports and Workplans; Interviews.

this.⁵⁶ Building and sustaining ownership for gender results has proven to be a particular challenge for nations and agencies, and one to which a joint gender programme might be expected to pay particular attention⁵⁷. Attention here is not only on ownership of joint gender programme interventions but if and how this contributes to long-term national ownership of gender commitments. Building capacity to support such ownership is one of the identified process changes and results in the KJPGewe theory of change.

Understanding of ownership

National ownership is stated as a key principle of KJPGewe in the programme document: 'National ownership and leadership as a prerequisite'. This is not clearly defined in this document or subsequent materials but much reference is made to the Paris Declaration Principles, so the evaluation's definition would appear to be relevant. Most joint gender programme interviewees equate ownership with alignment to Government GEEW priorities. This alignment is very good, as attested to by all parties, but this does not encompass all dimensions of ownership.

Strategies for ownership

In its strategies and interventions, the joint gender programme is very much geared towards national (particularly government) leadership of the agenda.⁵⁸ It works closely with the Ministry and the new NGEC and other ministries and development agencies to support their mandate delivery.⁵⁹ The joint gender programme has not yet responded with a holistic assessment and strategy to ensure that women's representatives play a significant leadership role. The

mid-term evaluation and gender scorecard reports both observe that women's groups/GEEW CSOs operate more as implementers than full partners in joint gender programme decision-making, a finding shared with this case study. Despite recent efforts, the joint gender programme does not seem sufficiently sighted on the importance of national dialogue between government and the women's movement and the role it might play in brokering this.

Government representatives interviewed stressed the importance of developing mechanisms to bring all national stakeholders on gender together, and in 2012 asked for joint gender programme support for this. As an endorsement of the joint gender programme structures, they suggested modelling the national process on these.⁶⁰ Plans were underway in late 2012 (a Task Force and a Concept Note) to support the national planning and coordination function on GEEW by supporting MoGCSD to set up national coordination structures. In the process, the mandates of the Ministry and of the NGEC will also be clarified, something that the joint gender programme will help broker dialogue on. Another recent positive step towards broad-based national ownership of the GEEW agenda, is the creation (in late 2012) of the multi-stakeholder Kenya Chapter for the United Nations Secretary-General's Campaign to end Violence Against Women (UNiTE) as a national platform for GBV issues.

The joint gender programme's interventions are geared towards supporting national efforts, rather than solo United Nations initiatives. This was acknowledged as a key asset by the MoGCSD and other government partners interviewed. Further integration has been achieved through a number of strategies including:

- Work to strengthen national legal and policy frameworks in terms of their gender responsiveness. Participating United Nations agency contributions can be seen in terms of, e.g. a National Policy for the Abandonment of FGM/Cutting (2010); a Social

56 Derived from the Paris Declaration Aid Effectiveness Principle. Available from <http://www.oecd.org/development/aideffectiveness/34428351.pdf>

57 Supported by numerous evaluations and syntheses, such as African Development Bank Mainstreaming Gender Equality A Road to Results or a Road to Nowhere (2012) and Paris Declaration Evaluation Phase 2 Full Report (Woods B., J Betts et al. 2011).

58 Illustrated for example by joint gender programme support for articulation and strengthening of new national structures for GEEW, including clarity on mandates.

59 Interviews, annual workplans and reports, mid-term evaluation 2012 report.

60 Steering Committee Minutes and interviews.

Protection Policy (2012) and passage of three bills, including one on Family Protection (2012),⁶¹

- Capitalizing on opportunities provided by constitutional change, upcoming 2013 election and devolution to integrate and build capacity for gender. Participating United Nations agencies were active in raising levels of awareness on the importance of women's participation as candidates and voters and in building profile for the affirmative action elements of the Constitution such as the two-thirds principle, i.e. that the ratio of female to male parliamentary representatives should not be less than 1:2.⁶² They also built capacities of women as mediators in District Peace Committees and supported voter education. The scale of the challenge is huge when one considers that joint gender programme focus has thus far been primarily centrally focused, while there will soon be 47 devolved counties.⁶³
- Embedding GEEW in the second mid-term plan - The joint gender programme PWG members participated in sector working group meetings in developing the second mid-term plan. This was implemented as a short-term strategy to increase the likelihood that national priorities are better captured, and thus reflected in country performance reporting and given attention. But the need for this is also a reflection of weak GEEW capacity in government planning structures such as those of the second mid-term plan.

61 Contribution of individual United Nations agencies towards these laws and policies was indicated, more so than the joint gender programme per se. This is another instance of the fudge between the joint gender programme and joint programming, since the joint gender programme reports such progress under its 'umbrella' even where the work may have been pursued unilaterally (or even by another joint programme, such as the global Joint Programme on Elimination of FGM/C, which is implemented by UNFPA and UNICEF in Kenya).

62 For example, a regional dialogue was held in 2012 with countries of the region to learn from their experience and use was made of the media to promulgate information on the two thirds principle.

63 The expected number at end 2012.

Integration into national reporting

The capacity of the lead Ministry (MoGCSD) and of national partners to monitor and track progress on gender is a matter of particular concern. During these interviews and at the annual retreat in 2012, the MoGCSD was vocal that it is unable to verify joint gender programme, or wider, performance on its mandate, as it lacks capacity to monitor. These issues are much wider than the remit of the joint gender programme but they significantly impact on its ability to track results. One relevant joint gender programme intervention is strengthening of capacity to collect, analyse and use sex-disaggregated data. This involved work with the KNBS and the Monitoring and Evaluation Directorate of the Ministry of State for Planning National Development and Vision 2030 in relation to prioritized areas.⁶⁴

Coordination and decision-making

The joint gender programme management and coordination structures are intended to strengthen national and participating United Nations agencies ownership of the joint gender programme. Until 2012, national partners were only represented on the Steering Committee, which, while a high-level policy body with high-level representation, meets only twice per year; and which minutes suggest is not operating as a forum for significant national-level input to joint gender programme strategic direction.⁶⁵ Government partners would prefer a more active and regular role in technical direction and oversight of the joint gender programme and see this as resting with the United Nations PWG at present. The move in 2012 to include national partners in Output Teams creates opportunity for their increased involvement in technical planning and oversight; and it is positive that two of the four are co-chaired by relevant high-level Ministry officials. National partners do have an opportunity to influence prioritization during the well regarded annual work planning process, something appreciated

64 Education, health, planning, gender and finance.

65 The voices of CSO representatives on the Steering Committee were hardly visible in the minutes.

by all.⁶⁶ However the view is that the United Nations holds the purse strings, which clearly limits the sense of national ownership.

Financial decisions are made by the United Nations country team,⁶⁷ something which United Nations interviewees felt essential at this stage of the programme. However, the Government would prefer pooled to parallel funding and to have more of a say in how funds are allocated. They cited non-alignment of joint gender programme and government budget cycles as a challenge but even more disruptive for national leadership was the lack of reliability of expected levels of funding from year to year. There was no evidence of government investment in the joint gender programme budget from national resources and some were perplexed at any suggestion that they might invest in a 'United Nations programme'.

Resource allocations to national partners

All interviewees and available documents which address these issues are clear that GEEW is seriously underfunded. A proxy indicator from the Gender Scorecard Report suggests that only about one per cent of government expenditure goes to the national women's machinery, the lowest of any ministry charged with explicit MDG target delivery. An indicator of improvement in levels of investment is the creation of the NGEN which is now funded from the central government budget. It was clear from interviews that the joint gender programme fulfils a critical role in assisting government to fulfil their mandate, but this is not sustainable. The low level of investment does raise questions about the cross-government and development partner commitment to GEEW, something which will become clearer when the second mid-term plan results framework and budget are agreed.⁶⁸ Given the current national financial climate, there was a degree of pessimism in most quarters, raising a significant challenge for the joint gender programme due to finish in mid-2014.

66 Only a small minority of the 100 or so CSOs involved in implementation attend the planning meetings and there is no strategy for ensuring representation.

67 The Steering Committee minutes do not indicate any financial reporting to the Steering Committee.

68 Decentralization will further complicate this, since responsibility for prioritizing gender will be devolved to multiple authorities.

It is clear from the 2011 figures⁶⁹ that significant resources are channelled to and through national partners in every output area with the lion's share going to them and little to direct participating United Nations agencies implementation. Much of the funds is channelled into implementation and is subject to United Nations agency specific procedures in terms of contracting, planning and reporting tools and one year funding cycles; rather than supporting engagement at a more strategic level and/or using national partner systems.⁷⁰

A large part of the KJPGWE deals with capacity development of national stakeholders, a critical element for strengthening ownership (and an expected process change in the theory of change). Many examples of capacity development, particularly of duty bearers and, to a lesser degree of rights holders, can be cited for each output of the joint gender programme. What is lacking is a holistic assessment of competencies and absorptive capacity of partners in the Government of Kenya and civil society to support a more comprehensive and strategic approach to capacity development. The mid-term evaluation report calls for institutional strengthening of implementing partners and in particular attention to the need of MoGCSO for 'concentrated investment in fewer areas' and of CSOs for building capacity to be more strategic, rather than use as a channel for implementation.

Overall

The KJPGWE has utilized many effective strategies to implement its principle of 'national ownership and leadership as a pre-requisite'. It has supported the gender machinery to take a stronger leadership role and has helped embed changes in new national systems, processes and plans. The definition of ownership pursued was, however, somewhat narrow such that insufficient attention was given to building ownership through the women's constituency or a broader citizen base, including men and boys, and the focus was mostly on government leadership. This imbalance appears to be addressed more in recent interventions. Within the joint gender programme

69 The KJPGWE Kenya Annual Report 2011 provides a useful figure illustrating the breakdown.

70 This is grounded in wider United Nations systemic issues and not unique to the KJPGWE in Kenya.

structures itself, there is scope for increasing national involvement in decision-making.

c) Coherence, synergies and efficiency

Coherence

Surrounding context

The situation with United Nations support to GEEW prior to the joint gender programme was described as one of ‘all agencies for themselves, scattered support to national priorities and no coordination’ (Phase 1). In such a context, coherence, synergies and efficiencies cannot be achieved overnight, as has been the experience of the KJPGWE.

Design process

At the design stage, the expectation was that three years would be sufficient to build the necessary procedures, tools and ways of working to generate process results. The final two years would deliver development results as a joint programme.⁷¹ The impossibility of this task is realized if the first three years (Phase 1 and 2) are mapped onto the theory of change, leaving the last two years to make the transformative changes needed for joint contribution to gender impact (Phase 3).

Comparative advantage was applied to determine how best to utilize available participating United Nations agencies’ expertise, which included mapping of gender capacity (found to be limited). In effect all who wanted to found a place. A broad and inclusive approach, rather than one prioritizing national gender needs was adopted, whereby outputs reflected ongoing activities of participating United Nations agencies thus allowing them to pursue their individual mandates and programmes, albeit through a collaborative process. This approach has given rise to persistent ‘confusion’ about what is included and what excluded in this encompassing joint gender programme and what GEEW work belongs outside it.⁷²

71 In fact at the end of 2012 interviewees felt that they were still in Phase 2 of the programme.

72 The term ‘confusion’ was used regularly in interviews by participating United Nations agencies, donors and national partners.

Unified framework for implementation

The joint gender programme was successful in bringing together 14 participating United Nations agencies and 3 line ministries under one programme framework, in articulating a conceptual framework with five strategic priorities (outputs) and 18 sub-outputs and in building systems around this for planning, monitoring and reporting.

The programme has 18 sub-outputs across the 5 outputs but each of these areas has limited cross-linkages. Thus a pathway through to a prioritized set of gender development results at impact level was not as clear as would be expected of a defined joint programme, and is more suggestive of an effort to provide a comprehensive approach to addressing GEEW nationally through harmonized United Nations support. This breadth of the vision was confirmed by several joint gender programme stakeholders, who indicated that the primary intention was to enhance overall coherence on GEEW work of United Nations agencies rather than to create a specific, coherent GEEW programme.

While the joint gender programme has helped raise awareness on GEEW across the United Nations system in Kenya, the opportunity has not been grasped to foster a common understanding of GEEW across participating agencies. This remains patchy and highly varied between and even within participating United Nations agencies.⁷³ In this context it is hardly surprising that the case study did not find a coherent vision for the joint gender programme or even a common understanding of what constitutes gender equality.

Sampled annual reports of several United Nations agencies over the timeframe fail to make any reference to working with and through a joint gender programme, even while reporting on interventions and results that form part of joint gender programme workplans and annual reports and where an agency is the lead for an Output. Agencies have the responsibility to report on these results – but one would expect that the experience of working jointly, and which results emanated from collaborative work, also warrant

73 Supported also by gender scorecard findings which called for a broader and more accurate understanding of gender mainstreaming in the United Nations system in Kenya, and the UNICEF 2012 Annual Report which reports on agency gaps in understanding identified through a gender audit.

a mention.⁷⁴ This suggests that participating United Nations agencies do not yet fully appreciate joint working on GEEW.

Implementation

Considerable progress however has been made towards coherence in Phase 2 of the KJPGWE. Tools have been developed to support coherence such as the annual work programme (, which is the main planning and monitoring tool for the joint gender programme. This has moved from capturing what individual participating United Nations agencies were already intending to do, to guiding the work of individual participating United Nations agencies.⁷⁵ The shift has been subtle and is by no means complete, and is hindered by the limitations of annual planning for transformative change and capacities of participating United Nations agencies and of output leads to plan for and report against results.

However, the annual work programme process has resulted in tangible gains for coherence, including closer working between the M&E Compliance Analyst with output leads in generating output workplans; and a training session on Transformational Results Reporting by the UN Women Regional Evaluation Specialist at the 2012 annual work programme annual retreat. But overlaps remain in participating United Nations agencies planning with partners, and gaps in information sharing. Government ministries and development agencies and CSOs confirm that they still sometimes liaise directly with individual United Nations agencies rather than through joint gender programme structures.⁷⁶

74 The UNFPA Kenya Annual Report 2012 makes not a single mention of the joint gender programme even where it reports on GEEW results or on partnerships, resource mobilization or M&E. Yet, UNFPA is the lead agency for Output 2. UNFPA is conducting a country programme evaluation of its Seventh Country Programme support to the Government of Kenya. The report is expected in 2013 and will be interesting to note attention to joint gender programme. UNDP, another lead agency (Output 3) reports on the joint programme on HIV& AIDS but not on the KJPGWE (see UNDP Annual Report 2012).

75 Review of KJPGWE Annual Work Programmes for 2011, 2012 and 2013, Annual Progress Reports for 2010 and 2011 and mid-year report 2012.

76 Supported by the gender scorecard report in relation to wider gender work of the United Nations with its partners.

The role of the Coordinator and Secretariat was acknowledged by all in terms of development of systems for coordination and communication but also in steering the process of change within the United Nations and ensuring understanding and buy-in from partners. Investing in a strengthened Secretariat with a full-time highly skilled Coordinator, subsequently supported by an M&E and Compliance Analyst and more recently by a Communications and Knowledge Management Analyst, has helped provide support to the participating United Nations agencies and to national partners in working together through the joint gender programme. The presence of the Joint Gender Programme Coordinator in key decision-making bodies and her access to and support from the Resident Coordinator has helped gather participating United Nations agencies support for the joint gender programme. The joint gender programme is now a standing item on the United Nations country team meeting agenda and the Joint Gender Programme Coordinator is co-chair of the Programme Coordination Group.

Financial reporting

The existence of different United Nations agency business models and tools complicates the ready application of the joint gender programme systems. The parallel funding modality means that agencies do not feel accountable to financially report separately into the joint gender programme in addition to within agency reporting. Resource mobilization has also been challenging. There is a significant funding shortfall compared with joint gender programme estimates (at design and in workplans). In addition to the core and non-core funds channelled through parallel funding, additional resources are expected from joint resource mobilization efforts of the United Nations system in Kenya. The programme document proposes that this be done through Resident Coordinator, the United Nations country team, UN Women or inter-agency teams, yet all parties are reluctant to take responsibility.⁷⁷ Competition for funding is a persistent barrier to coherence, with donors expressing uncertainty about the provision of additional funds for the joint gender programme as individual participating United

77 Included interviews with the designated parties and endorsed by mid-term evaluation findings (p.35-36).

Nations agencies continued to request funds for GEEW unilaterally. Incentives at the moment tend to favour sourcing of individual agency funds more than raising funds for the joint gender programme.

Joint performance monitoring and measurement

The joint gender programme produces annual reports and mid-year reports which capture progress against the five outputs and the workplan, though much of the M&E Analyst's time is spent working with individual agencies to gather information leaving limited time for analysis on results. For the mid-year report 2012 the output leads input directly into the matrix for output reporting at the retreat. This reporting responsibility is also now included in their performance areas but there is still 'the challenge of wearing two hats – the joint gender programme and own agency'.

Despite the existence of an M&E framework, which is well conceptualized and has good indicators, it could really only be fully utilized from late-2011 with dedicated capacity on board.⁷⁸ By late 2012, the bulk of the M&E and Compliance Analyst's time was spent on basic programme and reporting demands. The joint gender programme relies on national partners for higher level results tracking (in which they are constrained due to lack of resources and capacity).

Synergies

There is consensus that the joint gender programme has enhanced the level of engagement on GEEW nationally and between the United Nations and national partners in general. The consultative design process was judged by all to have been a major factor in creating this.⁷⁹ Specifically:

- Synergies between the United Nations and national partners: There is consensus that the joint gender programme has enhanced the level of engagement between the United Nations and national partners in general, though this has not yet extended to line ministries and agencies not yet directly involved. Engagement in the second mid-term plan process provides significant new dialogue opportunities with non-traditional partners. Engagement in planned

78 Joint programme GEEW Monitoring Plan 2012 and interviews.
79 Endorsed by the mid-term evaluation report.

work on devolution will provide further opportunity for wider engagement with the Government of Kenya and CSO partners locally but also presents significant challenge in terms of capacity for the joint gender programme to support at local levels.

- Synergies among national partners: Government and non-government interviewees attest to the higher profile and improved leadership of MoGCSD on GEEW and are prepared to attribute much of this to the joint gender programme.⁸⁰ Joint working has been fostered at output level, notably in relation to affirmative action policy and on GBV, including the UNiTE campaign. The joint gender programme has provided opportunities for private sector organizations to gain access to and lobby government ministries on issues relevant to women.
- Synergies among the United Nations: There is clear evidence that the joint gender programme has raised the profile of GEEW within the United Nations. The United Nations country team and Resident Coordinator take pride in the achievements of the 'flagship' joint gender programme in demonstrating effective work on GEEW.⁸¹ The arrival of additional pass-through funds has also stimulated increased interest and debate in the United Nations country team through the process of agreeing criteria, including performance based, for allocation of these resources.

There was no evidence on if and how the joint gender programme had catalysed wider gender mainstreaming in other programmes of the United Nations or even in other joint programmes as this was not being tracked.⁸² The Gender Theme Group was subsumed within the PWG, leaving a gap in responsibility for looking at wider United Nations gender mainstreaming issues.

80 The fact that the Government of Kenya is seeking to introduce parallel coordination mechanisms to that of the joint gender programme at national level is evidence of positive joint gender programme influence.

81 Resident Coordinator Reports 2011, Report on United Nations country team retreat 2012.

82 No influence could be deduced from review of documents and interviews conducted related to thematic joint programmes

However, the information available on synergies is generally weak, with examples provided here being anecdotal. There has been no clear thinking around or focus on tracking synergies, which is an area where joint gender programmes are expected to add value.

Efficiency

Efficiency gains are central to the joint gender programme premise and theory of change.⁸³ The case study sought evidence on whether the United Nations' efficiency in gender work had improved through the use of the joint modality in Kenya. The KJPGWE does seek efficiency gains but since transaction costs, harmonized procedures etc., are not systematically tracked, the evidence base is limited.⁸⁴

Findings were as follows:

- There is evidence of somewhat reduced burdens for national partners. National partners, valued and received added benefits from being able to engage and collaborate in joint gender programme structures, planning and meetings. Work has been streamlined, bureaucracy has been reduced in the main ministry's dealings with the United Nations; however, bilateral government engagement with individual participating United Nations agencies on gender still persists,⁸⁵
- For the United Nations burdens have increased. The joint gender programme requires a heavy investment of time in meetings, joint planning and joint implementation (where that has occurred). Many of the joint gender programme representatives expressed a personal commitment to GEEW which helped them go 'the extra mile' to work collaboratively. But this view was not necessarily widely held within their agencies, where specific agency projects,

83 Joint Programme on GEEW Newsletter, February 2013.

84 The presentation to the October 2012 retreat and the report on this event highlight nine areas where value added might be expected including harmonization and reduced transaction costs. PowerPoint presentation from the Joint Gender Programme Secretariat, October 2012.

85 Interviews with different stakeholders, the gender scorecard report and annual reports. The fact that the Ministry wishes to replicate nationally the coordination structures of KJPGWE is endorsement of the benefits and values perceived from working in this way.

mandate and imperatives still predominate over a desire for collaboration. Work has been done by the Secretariat to minimize this burden;⁸⁶ and

- For civil society, burdens remain unchanged: Civil society interviewees also acknowledged the benefits of engaging in joint structures, planning and meetings. However they indicated that, despite the joint gender programme coordination, this has not translated into reduced transaction costs with individual CSOs still working bilaterally with several participating United Nations agencies and experiencing the application of individual agency procedures and tools, including different reporting schedules.⁸⁷

Lack of specific gender capacity and high turnover rates within the participating United Nations agencies and the technical PWG are also key constraints to efficiency but efforts to address these challenges are underfunded and insufficiently focused and coordinated.⁸⁸ The technical gender and programme resources that participating United Nations agencies contribute to the joint gender programme⁸⁹ are low for an ambitious programme, with none of the Output Leads providing full-time gender or programme management expertise to what is a significant portfolio of work.

In terms of financial management, each United Nations agency manages its own activities within the joint gender programme annual workplan and related budget, according to their own procedures. Individual participating United Nations agencies' accounting systems do not allow for disaggregation to the joint

86 Measures taken by the joint gender programme to reduce transaction costs to participating United Nations agencies include a shift (in 2012) from quarterly to semi-annual reporting and the development of monitoring tools and guidance designed to reduce data collection costs and burden. The M&E and Compliance Analyst provides support to agencies in reporting and in 2012 this was partially done using a template filled in during the annual review retreat.

87 A short case study on MYWO in the mid-term evaluation report goes further to indicate staff burnout and high turnover due to long hours of proposal writing and report writing to different reporting templates of participating United Nations agencies. Mid-term Evaluation Report (p. 37).

88 A point made strongly in some interviews, in Annual Reports and in the Gender Scorecard 2012 Report.

89 See Annex 9 on Human Resource Allocations.

gender programme; and their technical and financial staff do not want to commit to separating the line items.

Both 2011 and available 2012 data indicate almost a 50 per cent gap between the planned and funded budget for each year. Such underperformance on revenue generation reflects a lack of accountability of participating United Nations agencies for failure to deliver on pledges towards expected GEEW results. Funds were also late in arriving which compromised implementation and caused frustration for national partners.⁹⁰

Overall

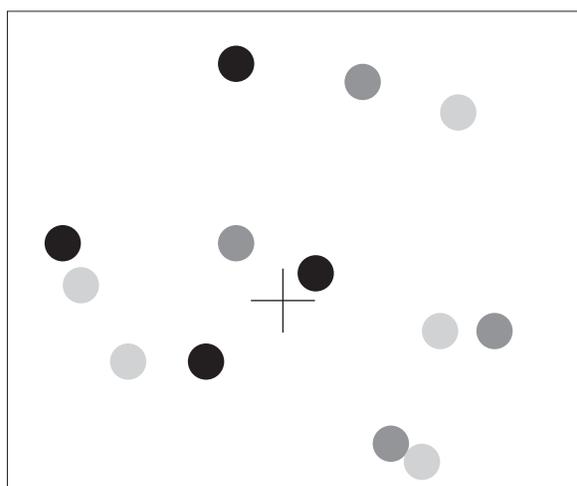
The KJPGWE has worked hard to achieve coherence, synergies and efficiencies as evidenced by the consultative design phase; the phased approach to implementation; and investment in coordination and support functions to create the model of joint working on GEEW that they aspired to. But the scale of the task was underestimated and intensified by the complexity of the programme (four major themes plus coordination) and the number of parties involved (14 participating United Nations agencies, over 100 CSOs and three line Ministries). Progress is also stymied by systemic barriers related to individual agency adherence to own procedures; by the level of commitment to coherence by agencies, including joint resource mobilization; by the level of competence in gender and in results based programming, and by lack of a shared vision on expected results. There is not yet conclusive evidence on the value added of the joint gender programme in terms of burden reduction for partners, particularly participating United Nations agencies and CSOs, but some evidence that government is experiencing reduced transaction costs.

Given these findings, and particularly progress towards process gains, from a very low entry point in 2009, the KJPGWE is judged to have moved from a fully, dispersed/parallel model of operating (no shared vision, operating independently) to a partially dispersed/parallel model (increased focus, coordination and clusters of joint response); and is

⁹⁰ Annual retreat and Annual Workplan 2012 report and interviews.

set to transit further to a core cluster model (common vision is shared by at least some agencies and there is increased harmonization and coordination in implementation).⁹¹ It may not be possible to realize a more harmonized model with 14 participating United Nations agencies and multiple national partners, i.e. a close cluster model (a common vision is shared by a group of agencies who implement in a fully harmonized and coordinated way). See Figure 4 for the current model.

Figure 3: Model of KJPGWE



Where the central vision is held by one or a very few core agencies; implementation takes place largely bilaterally (sometimes in mini-clusters of its own) around this; but with minimal gearing towards it

d) Accountability

Accountability for the joint gender programme has various dimensions: mutual, downwards and horizontal. It implies a reciprocal commitment, with national actors and development partners presumed to hold each other to account.

There is evidence of efforts to build mechanisms for mutual accountability (national and development partners each sharing and holding one another to account) in the KJPGWE through the structures put in place. Opportunities for national partners were limited by the fact that the high-level Steering

⁹¹ This was the most common view expressed by interlocutors as well as the case study team.

Committee meets only twice per year and the PWC had representatives only from participating United Nations agencies. The (recent) creation of working groups of the Steering Committee; the inclusion of national partners in Output Teams and the annual joint work planning has helped open the space for this function.

Horizontal accountability

The accountability challenge for the joint gender programme needs to be put in wider context. The Gender Scorecard 2012 Report highlighted the inability to track gender equality expenditures within United Nations agencies and the United Nations country team; the absence of any United Nations country team gender audit or evaluation over the five years of UNDAF 2009-2013; and a monitoring framework for UNDAF not validated until 2012 – with poor baseline indicators for sex disaggregation. Even assessing the gaps is problematic as individual participating United Nations agencies do not feel obliged to report separately either on finance (parallel funds) or results related to the joint gender programme, and regard this as double reporting.

The role of Output Lead was not sufficiently well defined and many felt that they were over-reliant on the Secretariat. Nor were they adequately being held to account for progress. The absence of dedicated staff and turnover of staff are likely contributing factors here. The present levels of joint gender programme monitoring do not sufficiently respond to the accountability task, and despite investment in the function, the task is too large for the Secretariat to carry alone.

In effect, individual participating United Nations agencies remain the primary unit of account for performance. The Resident Coordinator, while supportive of the joint gender programme, does not have authority to hold others to account. The United Nations country team is now more engaged on GEEW issues through reporting on the joint gender programme as a regular agenda item in their meetings but this has not extended to actively exercising accountability.⁹²

⁹² Sample of minutes of United Nations country team meetings and retreat report, supported by interviews with participating United Nations agencies.

This challenge is not unique to GEEW. The annual review of UNDAF found that agencies are continuing to work independently across the whole of United Nations programming as they fear losing fund-raising autonomy.

The primary line of accountability for participating United Nations agencies remains upwards to their headquarters and donors. Efforts have been made by the joint gender programme to cultivate a culture of shared accountability through introduction of performance norms, approved by the United Nations country team. These however remain discretionary for each agency to utilize or not and there are no sanctions for not doing so. The criteria for the 2012 pass-through funds includes one on output performance, which it is hoped will foster peer responsibility across the participating United Nations agencies in each Output. Members of the Programme Coordination Group indicated that they are discussing a Code of Conduct for agencies as part of preparation for the next UNDAF.

There was little evidence of recognition of the importance of downward accountability to rights holders, and no explicit strategies to address this. As previously indicated the rather centralized nature of the KJPGWE, the fact that civil society partners were seen more as implementers than stakeholders with rights, and the limited disaggregation in the KJPGWE has not fostered this spirit. The resource gap between pledges and what is made available (over a 40 per cent gap appears likely) has not been addressed at the highest levels of the programme.

Incentives for accountability

Having 'coordination' as a defined output area in the programme allied with the leadership qualities of the Coordinator has been particularly important for fostering accountability for GEEW across stakeholders in the joint gender programme. One strategy adopted is to continue to set the estimated budget for the joint gender programme at the required levels, and to use the shortfalls to demonstrate that all partners – national, United Nations and other donors – are falling short of their responsibilities to GEEW.⁹³

⁹³ Unfortunately, there is as yet no evidence that this 'mirror holding' exercise is bearing fruit in realized pledges.

However, there are no organizational incentives provided for fulfilling the role of joint gender programme coordination or Output Lead. Not even UN Women country representatives are assessed on joint gender programme coordination success, leaving much dependent on the commitment of individuals. Initially staff from participating United Nations agencies did not have responsibilities of the joint gender programme listed in their job descriptions, meaning it was an add-on to many individuals' workload. The shift towards including this in job descriptions supports greater organizational commitment to the joint gender programme and greater accountability for follow-through on responsibility to the joint gender programme. Acknowledging this investment of time and human resources by individual agencies to the joint gender programme is, albeit slowly generating greater buy-in and accountability.

With the Communications and Knowledge Management Analyst on board from end of 2012, it is hoped that increased and regular communication on progress will also help raise not just knowledge and awareness, but also ownership and accountability towards the joint gender programme.

Overall

There are mixed messages about accountability in the KJPGWE. For national partners, while opening of additional space within the structures has helped, the absence of decision-making input to financial decisions limits the scope for this to develop. Developing joint accountability within the United Nations system is proving to be a challenge and it is questionable how committed or accountable some agencies are to joint delivery. The Secretariat has been creative in trying to build this but the existing incentives and systemic barriers are not supportive and the M&E systems, despite investment, are not yet adequate to the task. The United Nations country team and the United Nations Resident Coordinator are supportive of the joint gender programme but this has not extended to exercising joint accountability for performance, for progress and for fundraising. These are challenges common to other JGPs but are intensified by the scale of this programme.

e) Sustainable results

The KJPGWE through its phased approach and reflected in the theory of change – was mindful from the outset of the need for process changes/results in order to reap the GEEW benefits of United Nations collaborative working with national partners. The pace of change has been slower than expected however and in late 2012, this case study found the programme, despite progress, still struggling with expected process results and not yet at the point of joint delivery of GEEW development results.

Notwithstanding this, development result gains have been achieved and are attributed in annual reports to the joint gender programme, but likewise claimed by individual agencies.⁹⁴ Thus it has proven challenging for the case study to distinguish between what has been achieved jointly and what bilaterally, and it is impossible to be conclusive from the evidence and within the time available. The KJPGWE in reporting does not make such distinctions (another indication of how much closer it is to joint programming than a joint programme). It is these development results, claimed in the joint gender programme Annual Reports and triangulated as far as feasible, i.e. the first line of development results at interim level in the theory of change that this section explores (see Annex 8 for further results information).

There is unanimity that the joint gender programme has helped place national and international commitments to GEEW on a stronger footing and raised the national profile of work on gender. From the outset, building the capacity of the gender machinery to deliver on its mandate has been an area of high investment i.e. strengthening the policy, legislative and accountability framework, gender mainstreaming and building capacity of key national institutions. There is evidence from triangulation with a range of stakeholders to support the argument that joint

⁹⁴ The same results are reported on by several individual participating United Nations agencies as achievements of their agencies, rather than joint efforts, e.g. UNFPA and UNDP annual reports Kenya for 2012. The UNICEF Kenya Annual Report 2012, by contrast, does indicate where achievements were the result of joint programme.

gender programme support, over and above single agency support, has contributed to:

- The new Constitution, which endorses CEDAW and other international commitments on human rights, a new Gender Policy aligned with this, and a National Affirmative Action Policy;
- Approval of three bills – Family Protection Bill, Marriage Bill and Matrimonial Property Bill;
- Approval of the NAP for Security Council resolution 1325 domestication, institutionalization of Government of Kenya’s responsibility and an M&E framework;
- Emergence of new institutions such as the NGE (with a dedicated budget line), with increased clarity of roles between NGE and the lead ministry;
- Improved coordination of the GEEW sector, including its response to development of the new Medium-Term Plan in 2012 and mainstreaming of gender in the plan and in sectors (around which the PWG organized to ensure gender coverage across sectors);⁹⁵ and
- Increased capacity of the KNBS, selected officials in line ministries and at district level for gender responsive planning, budgeting, and M&E.

It is very difficult to differentiate the joint gender programme contribution to thematic results for rights holders, since these results are also claimed by individual agencies.⁹⁶ However, most interviewees acknowledged that the joint gender programme had added value through the annual work planning (strong endorsement) and the Output Team inputs (some but varied endorsement) in improving development effectiveness through better coordination, networking and information sharing. Some of the

⁹⁵ CSOs and other Ministries attested to the increased visibility and direction from MoGCSD and ascribed this to the joint gender programme support and impetus.

⁹⁶ Passage of the Prohibition of Female Genital Mutilation Act (2011) is an illustration of where opinion is divided on whether this is a joint gender programme or a UNFPA contribution to achievement. The UNFPA 2012 Annual Report and most interviewees, partner United Nations agencies, Government and CSOs, attribute United Nations support as coming from UNFPA, and were unable to express any joint gender programme added value role, but it is reported as such in the joint gender programme Annual Report.

thematic interim development results achieved, for which there is some evidence of joint gender programme value added, include:

- A stronger national framework for addressing GBV as evidenced by:
 - i. A national training curriculum on GBV for service providers;
 - ii. Increased support to the policy, judicial officers and health workers in a more coordinated manner to improve GBV prevention and treatment services (despite progress made, there is acknowledged persistent duplication of efforts in this area across participating United Nations agencies and significant underfunding with only 30 per cent of 2012 joint gender programme target);
 - iii. GBV mapping of preparedness in urban and rural communities, including information on referral pathways, service gaps and training needs as an online service;⁹⁷
 - iv. GBV Emergency Coordination Task Force in humanitarian settings established (many United Nations agencies along with other partners are members of a GBV subcluster since 2008);
- Gender in the governance structures⁹⁸ as illustrated by:
 - i. Progress towards women’s participation in political processes including a regional dialogue to draw on neighbouring country experience, leadership training for women, involvement of youth in advocating for this and sustained media coverage of the issue in build up to 2013 elections;
 - ii. Increased number of women at grassroots supported to compete for political positions (working with CSOs); and
 - iii. Gender-responsive civil and voter education curriculum produced and used to reach millions (working with media and over 100 CSOs).

⁹⁷ UNICEF Annual Report 2012.

⁹⁸ This is the largest area of investment of the joint gender programme but includes just four participating United Nations agencies. There is considerable overlap between the claims of the joint gender programme and those of the Gender and Governance Programme (Phase 3) led by UN Women. The mid-term evaluation (December 2011) does not acknowledge the KJPGWE but does emphasize working jointly within the joint gender programme programme.

• Improved support for women's economic empowerment:

- i. Strengthening of women's umbrella business associations and networks and establishment of women's cooperatives; and
- ii. An apex body – the Federation of Women Entrepreneurs Associations, with over 250,000 active businesswomen, supported⁹⁹

The wide remit of this joint gender programme, whereby it endeavours to coordinate all of the GEEW work of participating participating United Nations agencies, inevitably affects focus and thus the results achieved. The point here is not that there has not been significant contribution by the joint gender programme per se to national-level GEEW changes, but there is not strong evidence to prove or disprove this, beyond consensus of stakeholder views. The only identified independent affirmation that the joint gender programme has contributed to GEEW gains comes from a regional evaluation of violence against women and girls which found that the KJPGewe was more efficient, organized and productive than country situations without joint gender programmes and that this provided a positive enabling environment for partners to work on violence against women and girls, even in the absence of a strategy guiding this¹⁰⁰

Sustainability of results

There is no reference to, or explicit strategy for, sustainability in the programme document and no definition of what it means. Overall the main modality for sustainability has been building capacities of national partners, chiefly through training, technical support and increased access to research and evidence.

The joint gender programme has been strategic in influencing key elements of the national agenda in relation to GEEW, such as the Constitution, which stands to have major impact on sustainability of

rights and results for girls and women. One particularly promising modality which the joint gender programme is supporting is the embedding of GEEW in all of the sectors of the new second mid-term Plan. Capacity-building has been geared towards this (e.g. planning officers at central and district levels) and expertise has been sourced. Plans are also underway to support the national planning and coordination function on GEEW by supporting MoGCSD to set up national coordination structures which are expected to parallel those of the joint gender programme.

Overall

The programme has been strategic in capitalizing on opportunities to embed strengthened commitments and implementation strategies in national-level constitutional, political and legislative changes and in the new mid-term plan. It has helped put in place a number of favourable conditions for sustainability of results. Building from a low base, national capacities, particularly of central government officials in targeted areas to plan, budget and manage for GEEW results has been built. Investment in demand side agencies, civil society and private sector has been less, and these are on a less secure base currently. The other major challenge for sustainability going forward is retaining the attention and increasing the investment of government and development partners in GEEW results.

99 In its website list of partners, the Federation of Women Entrepreneurs Association (FEWA) identifies individual United Nations agencies rather than the joint gender programme.

100 UN Women (2012). *Thematic Evaluation of UN Women Action to End Violence against Women in the East and Horn of Africa sub-region* (p. 39).

6. CONCLUSIONS AND LESSONS LEARNED

The KJPGWE was conceived at a time of significant change. There was desire to move to DaO and the joint gender programme was viewed as a pilot for this. The international dialogue on United Nations reform on the Paris Declaration Principles and the Accra Agenda for Action were supportive of joint working. The emergence of UN Women as a new entity gave a push to building the visibility of GEEW and to carving a profile for the future agency, hence significant investment by UN Women at the conceptualization and design stages. The proposition of a constitutional review in Kenya gave hope to GEEW advocates and the gender machinery that gains could be made and raised the appetite for collaboration and for United Nations support. Nationally, development partners, including the United Nations, were already organized into one shared KJAS. But, in practice, there was little understanding at any level of the scale of change required to work jointly and of the modality of a joint programme.

The joint gender programme that emerged was, by any account, a complex one including 14 participating United Nations agencies with different expectations and approaches, three main Government of Kenya partners and several others from government, civil society and private sector. The ambition was high, in that it set out to encompass and make more coherent all GEEW work of United Nations agencies in Kenya. Thus it could be argued that the KJPGWE is more about joint programming than a joint programme.¹⁰¹ But complexity comes with a price and also begs the question that the joint gender programme might achieve more and better development results if it had adopted a more strategic and focused approach rather than an inclusive one, i.e. with fewer thematic areas and participating agencies. Given the low level of experience in joint working across the United Nations

system, it has made the task of coordinating and supporting the process hugely challenging.

Despite a consultative design process culminating in a programme document which had drawn on joint programme experience from elsewhere, a high degree of learning by doing was required. Structures and systems supported joint partner planning through the annual work programme and engagement of high-level national partners at the Steering Committee level, but otherwise the technical direction and financial decisions of this joint gender programme have rested squarely with the United Nations. This is shifting positively in 2012 with the revitalization of Output Teams and the inclusion of national partners, helping build more focus and technical oversight.

Despite the scale and complexity of the challenge, the joint gender programme has made significant gains in terms of process and systems. It has contributed to tangible results and has been responsive to context and has grasped opportunities to advance GEEW in both upstream work on constitutional reform and legislation and downstream work engaging with Kenyan citizens preparing for 2013 elections. It has worked with and supported multiple civil society and women's organizations, though not yet in a way that has measurably promoted common ground and the emergence of strong autonomous and linked women's movements. The programme has helped to expand the range of government ministries and agencies that see gender equality as an issue for them and who have capacity to incorporate this, though proof of the effectiveness of this has not yet materialized. Tracking and reporting on results is showing signs of improvement but from a relatively low base which did not fully utilize the M&E/results framework designed for the joint gender programme until specialist expertise was secured.

¹⁰¹ However, the lens applied in this evaluation was that of a joint gender programme.

There has been significant investment in coordination and specifically the Secretariat staffing. This investment in expertise in the Secretariat does not appear to have been matched by investment within the participating United Nations agencies however, something further compounded by high turnover of staff and limited specialist gender expertise. Having a specific output on DaO has helped the programme to resource the coordination function and to garner cross-United Nations country team support for the joint gender programme by putting it in a wider context than gender alone.

Despite progress, the level of oversight and accountability by the United Nations system as a whole remains inadequate. The United Nations country team and the Programme Coordination Group are now more sighted than they were previously on GEEW, but this is more reactive than proactive. The United Nations country team has endorsed performance norms to provide incentive and cultivate accountability for the joint gender programme, but their application remains the premise of individual agencies. Yet there remain flaws in relation to the adequacy of the sites and the mechanisms for accountability within the joint gender programme system at present. Critically, the United Nations system (Resident Coordinator/ United Nations country team) does not have a mechanism to track gender equality expenditures (such as a gender marker system) and does not hold agencies to account for their investments. Resolving these systemic shortcomings goes beyond any particular country office or Resident Coordinator's Office and will require headquarter involvement.

Lessons have been learned and innovations have been trialled. Hindsight has shown that a number of assumptions at the outset have not held true, thus creating gaps in the theory of change and challenges in the pathway towards higher level results. These include assumptions that:

- Donor funding would be available – This did not materialize as planned and the shortfall of almost half of the original budget has had inevitable knock-on effects on what can be achieved and on progress towards higher level results;

- Development of a common understanding and joint United Nations process for resource mobilization could be achieved - Despite considerable efforts this continues to be a challenge. Competition for funds continues to be a barrier to effect joint working and the United Nations country team has not (yet) demonstrated accountability for addressing this;
- One joint gender programme would be able to effectively encompass the three gender outcomes of UNDAF – The chief lesson here is that UNDAF is useful as a framework only if it is well conceived and owned, which was not the case here.
- That sufficient capacity would be available/strengthened in participating United Nations agencies and national partners – The lesson here is that, despite conducting a capacity assessment on gender, other than the coordinating agency and investment in the Secretariat, there was almost no increase in the available gender expertise to implement such a complex programme as KJPGewe; and
- Participating agencies were genuinely committed to joint working – If such were the case, one would expect agencies to make a point of reflecting on their performance and experience of working jointly in their annual reports. Rather there is evidence of even Output Lead agencies reports failing to acknowledge that their achievements were within the framework of the joint gender programme.

The joint gender programme is a pilot. It has shown persistence and innovation in paving the way which can be of value to other joint programmes. It continues to evolve and to set the ground for the next UNDAF and decisions about joint gender programme future. The following section indicates the direction that the case study suggests for the joint gender programme at this point in time in the Kenya context.

7. IMPLICATIONS FOR THE JOINT GENDER PROGRAMME

The KJPGWE is on a positive trajectory. Gains have been made in enhancing coordination and cohesiveness of the GEEW work of United Nations agencies from disjointed beginnings with limited experience of working together and little understanding the DaO. This work will continue.

The programme is also currently at a critical juncture on the pathway to change. Planning for a new second mid-term plan and for a new UNDAF provides opportunities that the joint gender programme and other joint programmes in Kenya must grasp and take into 2013 strategic planning and results focus. Key amongst these suggestions are the following:

- Develop a strategic vision of GEEW for the joint gender programme – underpinned by a theory of change shared by all partners and which clearly locates accountability for results with national partners and gears its systems and approaches towards this;
- Be realistic on what is achievable and what constitutes a coherent GEEW programme – thus be prepared to have a two-tier joint gender programme for now with (a) some core fully committed prioritized results that participating United Nations agencies and national partners are fully accountable to plan, implement and report on jointly within the joint gender programme and (b) a wider ‘umbrella’ set of results with the current loose joint accountability mechanisms and reporting arrangements;
- Make accountability sites and mechanisms clear and focused on downward accountability to Kenyan citizens with oversight and peer-accountability mechanisms;
- The KJPGWE has ensured that critical capacities are in place, such as a skilled Coordinator with leadership qualities, competencies of negotiation and influence, technical understanding of GEEW and expertise in programme management; and an M&E specialist

conversant with results-based management and with tracking results who works with Government of Kenya, as well as participating United Nations agencies. But attention is also needed to capacities within participating United Nations agencies, especially Output Leads, and requires a strategy and proper investment;

- The margins for manoeuvre at the level of the joint gender programme and Secretariat have limits. The United Nations country team, the Programme Coordination Group and the Resident Coordinator’s Office must be prepared to take a proactive role in the success of the joint gender programme, including for joint resource mobilization and for accountability and incentive mechanisms. There is also a limit however to what can be achieved at country level and a much more proactive role in helping to make joint gender programmes work is needed from United Nations headquarters and central agencies, for example, in helping resolve transaction costs created by different business models and procedures. This is not unique to joint gender programme s but needs saying in all relevant fora until the issues raised are resolved.

The KJPGWE has now taken on a Communications and Knowledge Management Analyst, who is already beginning to attract positive comment from participating United Nations agencies for the work being done on, e.g. tracking media coverage by output area. There is significant potential here to increase understanding of the value of the joint gender programme and to stimulate and sustain interest across national and United Nations partners and potential supporters. Lessons on how to make this asset effective could be a useful contribution of the KJPGWE to wider learning on the joint gender programme modality.

ANNEX 1: METHODOLOGY

OUTLINE

Joint Evaluation of Joint Gender Programmes in the UN System

Case Study of Joint Gender Programmes: Methodology Outline

1. BACKGROUND AND PURPOSE

Field studies of five joint gender programmes in five different operating contexts will take place during November 2012. This short note sets out the generic methodological approach to be adopted during each field study. Specific methods for field study and general data sources are set out in the evaluation matrix template, attached. This will be tailored for specific contexts, depending on contextual factors, data availability and key lines of enquiry brought up by the desk study.

2. METHODS TO BE APPLIED

The main operational tool for field study is the evaluation matrix. This provides a template geared to indicators against the evaluation questions. It provides a systematic way of mapping data against indicators, in a transparent way, so that clear chains of evidence can be developed for analysis.

The evaluation matrix will be applied throughout the study process. A partly-populated version will be developed, based on the data gathered during desk review stage, as part of the preparatory stage. Field study will interrogate, triangulate and deepen this enquiry, with gaps being filled where they inevitably exist, and some of the specific lines of enquiry relevant to the individual joint gender programme being followed up.

The methodological approach to be adopted will operate within this common framework, to be adapted to context as required. However, the core elements will remain constant, in order to ensure that findings are

generated in a systematic way, and therefore facilitate robust analysis at synthesis level. Below the evaluation matrix, the specific methods to be applied are:

i) Context and stakeholder mapping

For each joint gender programme, it will be important to develop a timeline of context, stakeholders and events during the programme's lifetime. For the design stage, for instance, it will be important to understand not just the role of civil society and women's groups in design, but how this relates to the wider environment of socio-political relationships, including the role of national women's machineries. This is critical both for the importance the evaluation places on context and for responding to the full set of evaluation questions.

Two main tools will be used for this purpose:

- A stakeholder analysis tool, in Annex 2, to analyse the functions, relative influence and power of different stakeholders as they relate to the joint gender programme; and
- A timeline, template in Annex 7, to map out the events in the programme's lifetime. This will be developed by teams ex ante as part of the preparatory process and used as a discussion point during the mission.

ii) Development of a specific programme theory

An indicative generic programme theory for joint gender programmes was developed during the inception phase of the study, and subsequently developed further by evidence generated during the desk review stage. Field studies will develop individual programme theories for the joint gender programmes under study. These will be developed with programme staff, applying the generic model developed and adapting this to the specific joint gender programme. Specific focus will be placed on:

- How the joint gender programme has contributed to expected GEEW outcomes;
- What interconnections arise between joint gender programmes and the different levels of results observed (pathways to results – this will be particularly important, and a separate template has been developed for the purpose);
- What conditions have facilitated results (applying the generic set of conditions already developed and attached); and
- What assumptions are evident, as well as whether and how these have been managed (applying generic set of assumptions pre-developed and also attached).

The programme theory template provided will be populated/refined/made specific to the joint gender programme by the field study team. The distinct programme theories developed will then be analysed and collated to develop an overarching programme theory for joint gender programmes at synthesis level, which has both emerged from desk review data and been tested in the field.

iii) Models of joint gender programmes

From desk analysis, several potential ‘models’ of joint gender programmes emerged, which are indicatively only at this stage. These have been applied, in a light sense, to the selection of joint gender programmes for field study, to ensure diversity. It is recognized that they are likely to be fluid, with joint gender programmes moving through them at different stages, from conceptualization and design through to implementation.

For each joint gender programme, a specific schematic will be developed based on the models provided. This will take place through discussion and validation with stakeholders. The assumptions embedded in the design stage as described above, can also be assessed at this stage. At synthesis level, therefore, as for the individual programme theories, these can be synthesized and analysed to demonstrate the range of possible options for joint gender programmes ‘models’.

iv) Secondary data analysis

Analysis will take place of national datasets, where these are relevant to either context mapping or

programme performance. This is particularly relevant to results, where data from desk review stage will benefit from intensification.

Similarly, analysis will also take place of secondary data unavailable to the team previously (though much data has already been supplied by programme teams). This will apply the systematic analytical tool developed at desk study stage, which is geared to the indicators and sub-questions of the evaluation matrix. Data will be plotted in to the evaluation matrix, with sources being clearly specified.

v) Financial and budgetary analysis

Financial and budgetary analysis of the programme will also need to take place, particularly since the desk review stage found disbursement delays to be a very prominent feature of all sample joint gender programmes. Budgets will be analysed using the standard and very simple format attached: anticipated contributions/actual contributions per year; anticipated expenditure/actual expenditure per year; and position at project end-date.

Reasons for any disbursement delays will need to be explored, particularly as these relate to the JP mechanism used (parallel, pooled, pass-through) and to issues such as procurement requirements and the MDG-F requirement for 70 per cent of funds to be disbursed before the release of the next tranche of funding.

vi) Interviews

Interviews are likely to absorb a prominent part of the actual methods applied at field study level. These will apply a semi-structured interview format – again geared to the evaluation matrix but also pursuing specific lines of enquiry that have arisen for sample joint gender programmes during desk study. The interview format will be adapted as appropriate by individual teams to the specific joint gender programmes for different groups of interlocutors. Interview data, as for all other data, will serve both as primary data in itself and to validate/triangulate all other data streams. It will also be recorded onto the partly-populated evaluation matrix against the relevant indicator or question. The generic semi-structured interview guide will also provide the basis for developing specific focus group guides.

vii) Participatory tools

Participatory approaches – such as focus groups and process tracing - will be used where the field teams consider that their use will enhance the quality and accessibility of information. These are most likely to take place with groups of stakeholders involved in programme delivery rather than with primary beneficiaries themselves, which would require a wholly different methodological approach. Such approaches may be particularly valuable when seeking to understand the context within which joint gender programmes have operated over time or the ‘added value’ of working jointly for results on GEEW.

Tools which will be applied are mainly those above, including the timeline and stakeholder mapping tool, and standard interview and focus group guide. As above, all data will be plotted onto the evaluation matrix.

3. VALIDATION AND TRIANGULATION.

To support triangulation/complementarity/interrogation, findings from the desk review will be plotted onto the relevant evaluation matrix template in advance of the field study, and areas where enquiry needs to be deepened/validated and tested/interrogated identified. All pieces of data arising from the

desk review will be triangulated during the field study, to ensure that internal validity is maximized, for example by applying any independent data from civil society which reflects on the joint gender programme performance, the partnerships and synergies it has supported or otherwise, etc. Minimum thresholds will be applied, e.g. a report from a single interviewee does not ‘count’ as reliable data, but a consistent set of reports will do so (though be explicitly reported as arising from interview data only).

4. ANALYSIS AND REPORTING

Analysis for field study reports will apply the evaluation matrix as the main analytical tool across data streams, grouping evidence around the indicators within it, including those on human rights and gender equality, and providing summary evidenced progress assessments. Reporting will take place to the agreed structure and length, to ensure comparability of findings and maximum contribution to the final report. Reports will be written in clear and concise language, without the use of jargon or acronyms. Content will focus on analysis and progress assessments, rather than description. The report structure will be that reflected in the evaluation matrix (i.e. oriented around the evaluation strategic priority questions).

ANNEX 2: STAKEHOLDER ANALYSIS

Stakeholder analysis matrix	Sector	Organization	Position	Influence on JGP design, implementation and achievement of results (low/medium/high)	Importance in JGP design implementation and achievement of results (low/medium/high)
1	Government	Gender & Social Development	Lead Government of Kenya partner & signatory to joint gender programme. Steering Committee Chair	Medium	High
2	Government	National Gender Equality Commission	Mandate still being resolved	Nil – did not exist	Low
3	Government	Planning, National Dev & Vision 2030	Partner Output 1 & JGP signatory	Low (not party at design)	Medium
4	Government	Finance	Signatory	Low	Low
5	United Nations	Resident Coordinators Office	Steering Committee co-Chair	High (responsible for initiating joint gender programme)	Medium
6		UN Women	Host to Secretariat Output Lead 1 & 5	High	High
7		UNFPA	Output 2 lead	Medium	Medium
8		UNDP	Output 3 lead	High	Medium
9		ILO	Output 4 lead	Med	Medium
10		Other participating United Nations agencies	Participating agency	Low	Low
11	CSOs – multiple	Gender mainstreaming; GBV, governance & economic empowerment	Implementing agency	Low	Low (even those on Steering Committee don't participate actively)
12	Private Sector agencies	GBV Economic empowerment	Implementing agency	Low	Low (though represented on Steering Committee)
13	Donors	Finland	M&E and Compliance Analyst Attends Steering Committee	Low	Medium
14		Norway	Pass-through funds 2012	Medium	Medium
15		Other donors	Waiting for new UNDAF	Low	Low

Participation matrix

	Informed	Consulted	Partnership	Control
Identification	CSOs Donors	Participating United Nations agencies who input little but sought to benefit from additional resources; Government of Kenya	Participating United Nations agencies who engaged fully in planning	UN Women Resident Coordinator's Office
Planning	Non-engaged donors Line ministries (non-signatories to joint gender programme)	Participating United Nations agencies as above NGEC CSOs who participate in KJPGWE Annual Workplan event and on Steering Committee; Engaged donors	Participating United Nations agencies As above MGCSD & MPND&V2030 – attend Steering Committee	UN Women Joint Gender Programme Secretariat
Implementation	Most CSOs Non-engaged donors through dialogue	Some CSOs who attend Annual Workplan & output meetings Donors on Steering Committee	Government of Kenya who attend Output meetings CSOs who attend Output meetings	Participating United Nations agencies
M&E	MoGCSD is very clear that it has been unable to do any monitoring or tracking of results related to joint gender programme activities Engaged donors	CSOs through reporting on activities and those (selected few) who attend the Annual KJPGWE Workplan and review, and therefore participate in assessment of progress	Output Leads in theory but lack the oversight, processes and information required to be able to track any transformational change, i.e. results as opposed to activities	Joint Gender Programme Secretariat - just getting to grips with this

ANNEX 3: BUDGET ANALYSIS

Despite an estimated budget of \$56.5 million for the KJPGWE, of which 50.4 per cent was to come from United Nations agencies, the additional 49.6 per cent of budget did not materialize from joint fund-raising or donor support. The initial budget describes pledges made by the participating United Nations agencies. All funding therefore for 2009-2011 inclusive came from core and non-core resources. None of this was pooled or included in pass through joint gender programme mechanisms, all is parallel funded. Each organization manages its own activities within the joint gender programme annual workplan and related budget, according to their own procedures. Accounting for joint gender programme funded activities by each participating United Nations agency is expected through the Output Team Leader but this is proving challenging. As the remit of the joint gender programme is so wide and the boundaries between what agencies do through pre-existing partnerships and what fits within the KJPGWE is so blurred, it is a huge challenge to track what agencies have invested in the KJPGWE, and many don't feel obliged to report on use of parallel funds within the KJPGWE. This table summarizes the best available estimates of the funded budget.

In 2009, there was no Coordinator and no responsibility or capacity to track funding and expenditure.

In 2010, a Coordinator joined in May and the Coordination Office did attempt to collect expenditure data. However, they are not confident of the figures based on reporting provided and are thus unable to provide more than an aggregate estimate for sharing.¹⁰² Individual participating United Nations agencies' accounting systems did not allow for disaggregation to the joint gender programme, e.g. one expenditure line may cover JGP-related expenses and more. Technical and financial staff from participating United Nations agencies did not want to commit to separating the line items. The requirement to nourish buy-in to the programme was considered to be more important than pursuing accuracy in reporting on parallel funding of the joint gender programme. In addition the joint gender programme was not signed until early 2011, making it even more challenging to get cooperation of participating United Nations agencies in provision of parallel funding breakdown.

In 2011, with a M&E and Compliance Officer on board before the end of the year, financial data were analysed and presented in the 2011 Annual Report. The estimated expenditure for 2011 was around \$14.4 million according to the annual workplan associated budget, of which just over \$7.5 million was estimated to have been spent according to the Annual Progress Report. The rationale for ongoing tolerance for significant gaps between planned and actual budgets is unclear and cannot be supportive of rational, prioritized results planning.

Joint Gender Programme Funded Budget as of February 2013.

Year	Status of information	Parallel funds \$	Pass through funds \$	Total
2009	Estimate			Not available
2010	Estimate	9,639,860	0	9,639,860
2011	Actual (as accurate as possible)	7,543,707	0	7,543,707
2012	Estimate	9,689,295	1,221,196	10,910,491
2013	Estimate	5,271,330	1,054,000	6,325,330
Total	Estimate	32,144,192	2,275,196	34,419,388

¹⁰² An example of information for one Output in 2010 was shown whereby there was clear discrepancy between the narrative and the reported delivery rate across all agencies within that output.

	Output 1 Gender Mainstreaming	Output 2 GBV	Output 3 Gender & Governance	Output 4 Economic Empowerment	Output 5 Coordination & DaO
Annual Workplan 2011 estimated budget	\$2,145,964	\$4,775,368	\$5,220,856	\$1,683,667	\$540,500
Estimated 2011 spend and % of total spend	\$1,157,960 (<16%)	\$2,288,795 (30%)	\$3,415,952 (<48%)	\$431,000 (<6%)	\$250,000

Source: Extrapolated from 2011 Annual Report (estimated actual) and Annual Workplan 2011 (estimated budget)

The report on the October 2012 retreat indicated that the JGP faced a shortage of funds in 2012, e.g. 70 per cent of projected 2012 activities for Output 2 (GBV) were not funded and Output 4 indicated that agencies had not provided promised financial (and human) resources to this area, which they feel is seriously

underfunded (only <6 per cent of 2011 funding). Figures on this could not be provided for 2012 and it is challenging for the Secretariat to track and monitor this. However, tolerance of significant underfunding, e.g. Output 2, does not make for results-focused planning.

Budget Totals by Output (\$) in 2012 Estimates				
Output	Estimated Budget	Funded Budget (Parallel & Pass through)	Funds still to be raised through JGP	Funding gap (%)
Gender mainstreaming	3,240,737	2,000,349	1,240,388	38
GBV	4,758,233	1,484,700	3,273,533	69
Gender & Governance	6,625,942	6,553,392	72,550	1
Economic empowerment	2,237,462	450,050	1,787,412	80
Coordination & DaO	595,500	422,000	164,500	28
TOTALS	17,457,874	10,910,491	6,538,383	37

In 2012, pass through funds were available for the first time. These are administered by UNDP through the Multi-Partner Trust Fund Office. Expenditure figures for 2012 will not be available until May 2013 but the allocation of the three tranches was made. Allocation of resources is guided by a set of criteria and takes place in phases. It includes performance criteria in the allocation process at the Output Level, which does not allow subsequent allocations to under or non performing outputs. This is intended to promote an output team, rather than individual agency, collaborative spirit. The application of the criterion will apply from one year to the next as the allocation per output is decided for the full year in three tranches in one go.

A total of \$1.2 million was committed and received from Norway for 2012. This was allocated pretty evenly across the five outputs. Nine of the 14 participating United Nations agencies received some funds, with UN Women, leading on two Outputs, receiving the largest amount (approximately 39 per cent), followed by UNDP (approximately 16 per cent); and UNESCO (approximately 15 per cent) with other sums between 2 per cent and 8 per cent. It allows for 7 per cent to indirect costs per output.

ANNEX 4: SEMI-STRUCTURED INTERVIEW GUIDE

Joint Evaluation of Joint Gender Programmes in the United Nations System: Case Study Tools and Methods Semi-structured interview guide: GENERIC

Introduction

Brief description of evaluation/purpose of interview/ confidentiality and anonymity

1. DESIGN

a. What were the main drivers for design of the joint gender programme in the country at the time? How did it respond to national need?

b. How did the main features of the operating context (Delivering as One, fragile situation, middle-income, the aid architecture and the policy context for GEEW etc.) influence the design process?

c. To what extent were national partners (government and civil society) involved in the design process? Would you say that the design process was a truly collaborative one?

d. To what extent were issues of capacity, including the capacity of the aid architecture, national stakeholders and the United Nations itself, addressed?

e. What has been the role of donors as drivers of joint gender programmes?

f. What efforts were made to develop a common vision and understanding among stakeholders? Who led the visioning process?

g. What efforts were made to develop a common terminology and discourse among stakeholders? Who led this?

h. How were roles of individual agencies and partners decided?

i. What incentives and barriers were found to conducting the design process jointly?

j. Did any tensions and difficulties arise? How were these resolved?

k. How was gender expertise deployed within the design process?

l. Was the design process for the joint gender programme perceived as different from a single-agency approach? How?

m. Was the design process sufficiently robust in your view or would you suggest anything different from hindsight?

2. DELIVERING RESULTS AND VALUE ADDED

a. Which staff were assigned to work on the joint gender programme by different agencies, at which level, and with what expertise on GEEW? Was dedicated staff time built into implementation?

b. What was the role of gender expertise in implementation? Advisory or other?

c. What factors – if any - bound agencies together in joint delivery? (shared vision, coordination function, accountability etc.). How did this work and why?

d. What were any barriers to joint implementation? What effects did these have on the achievement of results?

e. How effective was the joint gender programme in achieving development outcomes in terms of benefits for girls and women/reduction in gender inequalities?

f. What were some of the specific pathways/facilitating factors towards results?

g. What tangible changes have occurred in terms of United Nations and partner coordination? [Beyond

‘improved relationships’]. How have these affected the delivery of results?

h. What effects on normative commitments can be seen?

i. What was it about the joint gender programme which helped and hindered the achievement of results?

j. Did you observe any difference in (a) the types of result aimed for by the joint programme and (b) how results are achieved (compared with other/prior single agency programmes)?

k. Was the time frame realistic for the expected results?

l. How did performance reporting work? Was this a joint responsibility, or did each agency report separately on results? What was its quality, and was it cohesive?

m. Were the accountability measures/strategies for performance on results adequate to ensure full responsibility by all partners (United Nations agencies, national partners)?

i. Where does/did accountability rest?

ii. What is/was the role of the Regional Coordinator and Gender Theme Groups?

n. Did any areas of poor performance by specific agencies arise, and how were these addressed?

o. What do you feel was/is most needed to ensure increased joint gender programme focus on and reporting on results?

p. Did the joint approach, in your view, lead to a programme which was ‘more than the sum of its parts’? Or was the approach more of ‘business in parallel’?

3. NATIONAL OWNERSHIP AND SUSTAINABILITY

a. What measures did you observe within the joint gender programme to strengthen national ownership and sustainability (capacity-building, cost sharing, decision-making etc.) and how effective were these?

b. Did the implementation and monitoring of the joint gender programme support meaningful participation of different categories of duty bearers and rights holders and promote social inclusion? What helped to ensure this and what were the main challenges?

c. What voice did national partner groups (including civil society and women’s organizations) have in

implementation? Were they perceived as strategic partners?

d. What has been the influence of the joint gender programme on national practices and approaches for GEEW, and institutional strengths? Is there any evidence of strengthened capacity and momentum of partner institutions to deliver GEEW results?

e. Has the introduction of GEEW tools and approaches in government agencies and ministries had any effect on increased government resource allocation to GEEW?

f. Have government of other national partners made any budgetary or other in-kind commitments to the joint gender programme?

g. Do you have any examples or suggestions about how the joint gender programme can help overcome challenges to national ownership?

h. Any there examples of new innovation in the joint gender programme, leading to strategic entry points for mainstreaming GEEW in government, with potential impact nationally?

4. SYNERGIES

a. To what extent has the joint gender programme contributed to synergies with other national (or regional) initiatives in relation to GEEW:

i. Within the United Nations family (e.g. United Nations country team, Gender Team, United Nations theme groups, mainstreaming of GEEW within other thematic joint gender programmes);

ii. With national partners (e.g. strengthened partnerships, wider engagement of non-traditional gender partners, more effective networking and collaboration between government and civil society on GEEW); and

iii. With other development partners (e.g. Development Partners Gender Group; gender in accountability frameworks; gender on the agenda of Joint Assistance Strategy/equivalent priorities)

b. What are the incentives and barriers (administrative, procedural, structural and cultural) to working jointly on GEEW issues?

c. Has the joint gender programme been able to attract any new resources (including in-kind contributions, human and financial), beyond those in the original design? What are the sources of these resources

ANNEX 5: LIST OF INTERVIEWEES

United Nations agencies

- Joint Programme Coordinator, joint programme GEEW and member of the Programme Coordination Group
- M&E and Compliance Analyst, joint programme GEEW
- Communications and Knowledge Management Analyst, joint programme GEEW
- Regional Evaluation Specialist (Africa), UN Women
- Regional Programme, M&E Officer EHARO, UN Women
- Country Director, UN Women Kenya (Programme Coordination Group and United Nations country team)
- Programme Officer, UN Women Kenya (Programme Working Group)
- Gender/Peacebuilding Specialist, UNDP
- Programme Officer, Peacebuilding & Conflict Prevention, (UNDP)
- Programme Officer, Democratic Governance Unit, (UNDP)
- Gender Practice Leader, UNDP Regional Service Centre East and South Africa
- United Nations Coordination Specialist, Resident Coordinator's Office
- Coordinator, UNEP Kenya Country Programme (United Nations country team)
- Senior Programme Officer, UNEP (Programme Working Group)
- Associate Programme Officer, UNEP (Programme Working Group)
- Deputy Representative, UNICEF (Programme Coordination Group)
- Chief of Child Protection and Human Rights Focal Point, UNICEF
- Programme Officer (Programme Working Group) UNICEF
- Programme Officer UNICEF (Programme Working Group)
- National Programme Coordinator, Women Entrepreneurship Development and Gender Equality Programme, ILO and Output Lead Economic Development
- National Programme Officer, Youth Employment ILO
- Programme Manager, UNODC (Programme Working Group)
- Programme Officer, Cross Cutting Issues in Science, UNESCO
- Assistant Representative UNFPA, (Programme Working Group)

- Deputy Representative, UNFPA (Programme Coordination Group and United Nations country team)
- UNIDO (Programme Working Group)
- Social Mobilization and Partnership Adviser, UNAIDS (Programme Working Group)
- Representative for Kenya and Eritrea (by phone), UNIDO, (United Nations country team)

Government of Kenya

- Acting Permanent Secretary, Ministry of Gender, Children and Social Development (MOGCSD) (Chair, Steering Committee)
- Programme Officer, MOGCSD
- Senior Statistics Officer, KNBS
- Director of Sectoral Planning, Ministry for Planning, National Development and Vision 2030 (Steering Committee member)
- National Professional Project Personnel, National Gender and Equality Commission
- Director of Planning Infrastructure, Science, Technology and Innovations Directorate, Ministry of Planning, National Development and Vision 2030 (Steering Committee member)

Donors

- Gender Adviser, Canadian Cooperation Office (CCO), Canadian International Development Agency
- First Secretary, Royal Norwegian Embassy
- Counsellor, Embassy of Finland
- First Secretary and Consul, Embassy of Spain

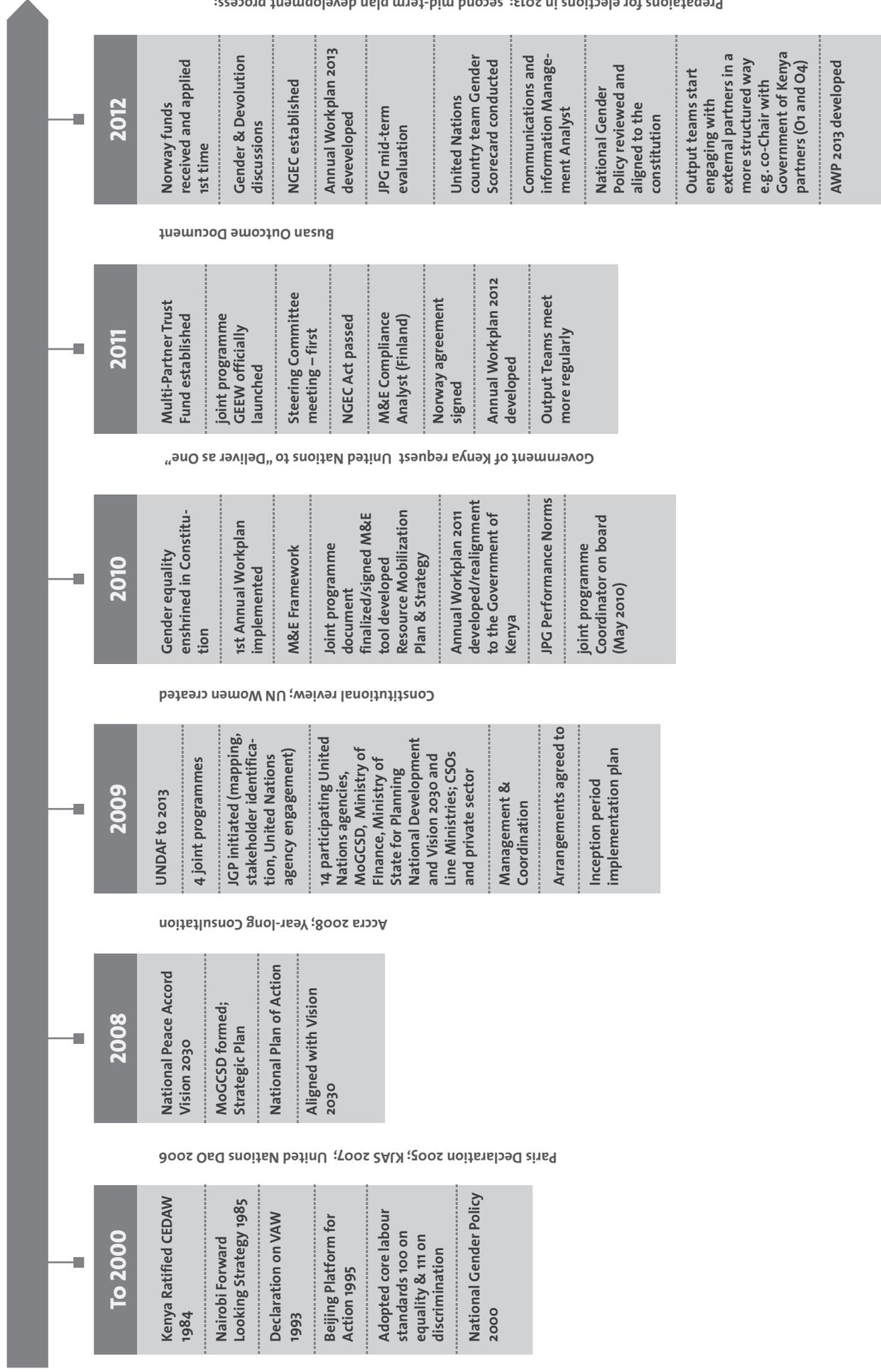
Civil Society Organizations

- Federation of Women Entrepreneurs Association (FEWA)
- Acting Executive Director, Maendeleo Ya Wanawake Organization (MYWO) (Steering Committee member)
- Official, Gender Violence Recovery Centre (GVRC), Nairobi Women's Hospital
- African Women's Development and Communication Network (FEMNET) (Steering Committee member)
- Executive Director, Centre for Education and Rights Awareness (CREAW)
- Chairperson, Women's Political Alliance (WPA) (a meeting organized separately by the case study team as WPA is not directly involved in joint gender programme)

ANNEX 6: UNITED NATIONS JOINT PROGRAMMES IN KENYA

Joint Programme	Duration	Lead Agency	Number of partner United Nations agencies	Budget in Programme Document	Budget Actual (or most up to date estimate)	Funding Modality	a) Programme document b) Evaluation available
GEEW	2009-2013 (extended to mid-2014).	UN Women	14	\$56.5 million	\$34.4 million of which \$2.3 million is pass through from Government of Norway.	Pass through and parallel	a) Yes b) mid-term evaluation
Support on AIDS	2008 - 2012 (extended to mid 2014).	UNAIDS	16	\$93.3 million	Funds through agencies own budgets. \$15.4 million Pass through to 2012 (DFID extra budgetary \$20 million). United States Government (through the President's Emergency Plan for AIDS Relief) funds 3 international and 1 national post.	Own funds and Pass through.	a) Yes b) Yes Mid-term review (internal)
Youth Document not signed end 2012	Originally 2010-2013 revised to March 2012 to Dec 2013.	ILO	10	\$24 million (\$13 million 'funded' & \$11 million unfunded)	Agencies own funds (amount not available.)	Pass through (none secured yet) Parallel	a) Yes b) No
Food Security & Nutrition Document not signed end 2012	2010-2012 revised to 2011-2015	FAO	7	\$80 million	Not available	Pass through and parallel	a) Yes b) No

ANNEX 7: TIMELINE



ANNEX 8: INTERIM DEVELOPMENT RESULTS

Reporting on development results has improved with each annual report but by end of 2012 and despite efforts of the Secretariat, there continued to be shortcomings in this due to capacity constraints to work with results across stakeholders, including participating United Nations agencies.

Illustrative Snapshot of Reported Achievements and Challenges of the KJPGewe¹⁰³

Output	Illustrative achievements at end-2012	Challenges
Gender Mainstreaming: Examples in this Output are weighted towards duty bearers	<ul style="list-style-type: none"> • Key line ministries and MoGCSD supported to develop national gender policies • The transition of the National Commission for Gender and Development (NCGD) to the NGEC was supported • The KNBS was supported to develop 13 gender-sensitive monographs based on the 2009 Census data • Surveys and studies on GEEW conducted and used by partners in planning 	Gender mainstreaming is a very wide output area – possible value in having fewer priorities for the Output Team Output Team meetings are irregular, leading to inadequate information sharing Some overlaps between participating United Nations agencies in services to line ministries
GBV Examples in this Output have a mix focused on rights holders or duty bearers	<ul style="list-style-type: none"> • National training curriculum on sexual and gender-based violence for service providers • Regional guidelines for cross-border victims of trafficking in East Africa • Capacity-building for those upholding FGM legislation • Community facilitators of change and Islamic scholars advocating for FGM change • Support to NGEC on 16 Days of Activism 	Insufficient coordination of GBV service providers in Government, CSOs and the United Nations Limited funding for scope of activities required to address GBV (only 30% of 2012 target) Some persistent duplication of efforts across participating United Nations agencies
Gender & Governance Examples in this Output have a mix focused on rights holders or duty bearers	<ul style="list-style-type: none"> • Capacity strengthening support to key constitutional, electoral and peace institutions/processes including for women's engagement in processes • Gender responsive civil and voter education curriculum produced and used – including participating United Nations agencies partnerships with over 100 CSOs • Support to NGEC in development of a NAP on resolution 1325 • Collaborative leadership training for 179 leaders in political parties, including 1/3 women 	Broad scope under gender and governance not matched with equal human resources (4 out of 14 participating United Nations agencies participating at Output 3 level) Turnover of staff
Women's Economic Empowerment Examples in this Output have a mix focused on rights holders or duty bearers	<ul style="list-style-type: none"> • Strengthening of women's umbrella business associations and networks • Support to establishment of a District Business Solution Centre • Savings, credit and finance institutions that provide loans to women supported to strengthen women groups access to loans • Information and communication technology (ICT) training for women 	Limited resources for funding economic empowerment Few CSOs with capacity in economic empowerment Insufficient inclusion of government institutions in joint programme structures (though Ministry of Labour now co-chairs Output Team)

¹⁰³ Based on annual reports 2010 and 2011, mid-year report 2012, mid-term evaluation report, annual reports of individual participating United Nations agencies and case study interviews.

Output	Illustrative achievements at end-2012	Challenges
United Nations Coordination & DaO Internal to the United Nations	<ul style="list-style-type: none"> • Improved M&E and compliance in reporting • Pass through funds effectively used in 2012 • Broadly representative and well regarded Joint Gender Programme Annual Workplan process, with joint gender programme workplans now influencing individual participating United Nations agency workplans • Communications and Knowledge Management Analyst in place by end 2012 • Strengthened functioning of Output Teams 	Systems requirement for dual tools for planning, monitoring and reporting; Lack of clarity on resource mobilization responsibilities; Delays in developing Communications Strategy (now in hand)

Source: Compiled from annual reports, mid-term evaluation report, case study interviews, other documents

Despite the progress indicated above and some evidence of benefits for people,¹⁰⁴ particularly related to GBV, there is recognition that progress to date on development results that reach Kenyan citizens has been limited – or at least the extent of this is uncertain. Augmenting such views expressed at interview and in the mid-term evaluation are the results of a small survey conducted with 12 participating United Nations agencies prior to the October 2012 retreat. When asked, 64 per cent of respondents ‘neither agree nor disagree’ that the creation of the joint programme GEEW has clearly benefitted, for instance, vulnerable Kenyan women and girls; while 36 per cent ‘somewhat agree’ to this.¹⁰⁵

The following table provides an overview of key interim results achieved, disaggregated for rights holders and duty bearers. This draws on annual reports, the mid-term evaluation report, other documents and case study interviews. Triangulation of annual reports with the mid-term evaluation and other evaluations and reviews and from interviews, confirm a joint gender programme (or participating United Nations agency) contribution to the interim results reported in this table. This finding is augmented by a discussion of what experience has shown about the pathway to results and assumptions made about the logical links to results, identified in the theory of change.

¹⁰⁴ Evidence is based on documentation and reporting, including the mid-term evaluation.

¹⁰⁵ KJPGWE Report on the Annual Workplan 2013

Progress towards results

INTERIM LEVEL RESULTS FOR RIGHTS HOLDERS		INTERIM LEVEL RESULTS FOR DUTY-BEARERS	
Results area	Specific results/Examples	Results area	Specific results/Examples
Improved access to services	<ul style="list-style-type: none"> • Support to the police, judicial officers and health workers in a coordinated manner to improve GBV prevention and treatment services • GBV emergency task force in humanitarian settings established to coordinate prevention and response • Income generating activities related to solar water kiosk for women in Nairobi's low-income area with wider benefits from availability of affordable safe water • Training and business skills for women entrepreneurs, e.g. registration, on patent rights and on standards and bar coding 	Improvements in the capacity of national machinery/ structures	<ul style="list-style-type: none"> • New national Gender Policy aligned with new Kenya Constitution • Improved MoGCSD coordination of GEEW (attested to by a variety of stakeholders) • New NGEC with oversight role – support to resolution of mandate clarity • Application of gender-responsive budgeting in government planning and budgeting processes e.g. gender-responsive budgeting training of 43 staff members from the MoGCSD, Ministry of State for Planning National Development and Vision 2030 and the Ministry of Finance; & Support to the NGEC via secondment of a national Gender-Responsive Budgeting Officer; • Increased capacity of 37 District Development Officers, District Gender Officers and District Commissioners in gender responsive planning, M&E
Improved awareness of GEEW-related rights	<ul style="list-style-type: none"> • National outreach for International Women's Day events involving multiple women's groups • Significant media coverage on issues of GBV • Research and dissemination on violence against children and on FGM/C • Improved understanding of gender dimensions of peacebuilding and conflict prevention through support to relevant commissions and committees 	Improvements in the national knowledge base for GEEW issues	<ul style="list-style-type: none"> • Support to reporting and analysis on affirmative action in the public service (increase from 15 to 41 ministries and development agencies reporting from 2010 to 2012) • NAP on resolution 1325 nearing completion • Support to KNBS and ILine Ministries on improved databases and sex disaggregation and analysis in selected sectors (education, health, planning, gender, finance)
Improvements in the capacity of rights holder groups	<ul style="list-style-type: none"> • Expansion of networks of community members and leaders advocating against FGM/C including training of 810 and a network in each country • ToT Training of Trainers (100) for gender-responsive civic education across all counties • Partner strengthening to provide women's leadership training across Kenya • Involvement of men through the 'Million Fathers' campaign to reject GBV 	Availability of tools and standards for GEEW-sensitive policymaking/gender mainstreaming	<ul style="list-style-type: none"> • The National Affirmative Action Policy to guide gender equality principles in the new Constitution • Passing of the Prohibition of Female Genital Mutilation Act, the National Gender and Equality Commission Act and the inclusion of gender specific articles in electoral and land laws. • Gender Guide for the Kenyan Constitution – A Curriculum Tool for Civic and Voter Educators; • A data base of aspirant women and a training manual 'Six Steps to Election Victory'
Improved capacity of CSOs, women's organizations for networking or advocacy	<ul style="list-style-type: none"> • Establishment of the Kenya Chapter of the UNiTE campaign which brought together many CSOs in a collective platform • Following a Forum on Women's Leadership the establishment of the Kenya Women's National Charter, which consists of 18 chapters touching on important issues affecting women today; training and capacity-building in 7 counties and signing up of 23 political parties who will address the charter in their manifestos • Support to a partner to enhance participation of women with disabilities in politics and electoral process 		

Source: Compiled from review of progress reports, mid-term evaluation and from case study interviews.

ANNEX 9: HUMAN RESOURCE ALLOCATIONS

United Nations Agency	Human Resource Allocation to KJPGWE in 20122	
	Title	Percentage time 2012 in practice3 (%)
Coordinating Agency: UN Women (overlap with Output 5)	KJPGWE Coordinator	100
	M&E Analyst KJPGWE	100
	Communications & Information Management Analyst (from October)	100 from start time in October 2012
Lead Agency: UN Women Strategic Priority 1 Input to Output 2	Gender Advisor	15
	Programme Officer	30
Lead Agency: UNFPA Strategic Priority 2	Assistant Representative	15
	Programme Officer 1	20
	Programme Officer 2	20
Lead Agency: UNDP Strategic Priority 3	Gender Adviser	20 overall (50 since start of post)
	Programme Officer 1	10
	Programme Officer 2	Minimal
Lead Agency: ILO for Strategic Priority 4	Programme Officer	100 as work fits fully within the joint gender programme
UNIDO	Programme Officer	Currently approximately 40
UNEP	Senior Programme Officer	5
	Associate Programme Officer	10
UNODC	Programme Manager	5
UNICEF (Output 2)	Programme Officer	15-20
	Other inputs not estimated	Note additional inputs not estimated
UNESCO	Programme Officer	30

ANNEX 10: LIST OF DOCUMENTS REVIEWED

Documents reviewed as part of the desk review

(These documents also informed the case study report)

- KJPGWE Programme Document 2009-2013 Unpublished report
- KJPGWE Memorandum of Understanding between UNDP and Participating UN Organizations (April 2011) Unpublished report
- KJPGWE Process report 2009 Unpublished report
- KJPGWE Annual Progress Reports 2010 and 2011 Unpublished reports
- KJPGWE Resource allocation process document, 2011 Unpublished report
- KJPGWE Performance Norms, Final joint gender programme Kenya, undated (Annex 3) Unpublished report
- KJPGWE Mid-term evaluation 2012
- United Nations Common Country Assessment 2001
- United Nations Development Programme (UNDP). Country Programme Document 2009-2013 DP/DCP/KEN/1 undated
- UNDP Country Programme Action Plan 2009-2013 Undated
- United Nations Development Group (2009). United Nations Development Assistance Framework for Kenya 2009-2013
- Government of Kenya (2000). National Gender and Development Policy
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- Government of Kenya, National Commission on Gender and Development (2009), National Framework Response & Prevention of GBV in Kenya
- Government of Kenya, Ministry of Gender, Sports, Culture, and Social Services, Plan of Action 2008-2012 to Implement the National Policy on Gender & Development and M&E Framework 2009
- National Coordinating Agency for Population and Development State of Kenya Population 2011
- International Federation of Women Lawyers – Kenya and Centre on Housing Rights and Evictions Joint Submission Shadow CEDAW report Kenya 48th Session 2011
- UN 2011 CEDAW Concluding observations CEDAW/C/KEN/CO/7
- UN 2006 CEDAW Consideration of 5th and 6th Periodic Reports CEDAW /C/KEN/6
- Human Rights Watch (2012). Turning Pebbles: Evading Accountability for Post-Election Violence in Kenya
- World Bank (2011). Navigating the storm, delivering the promise with a special focus on Kenya’s momentous devolution: Kenya economic report. Kenya economic update; edition no. 5. Washington, DC: World Bank

Additional documents reviewed during field visit

- African Development Bank (2012). Mainstreaming Gender: A Road to Results or a Road to Nowhere Synthesis Report 2012. Tunisia: Operations Evaluation Department, African Development Bank.
- KJPGWE Annual Work Plan 2012 – update April 2012 – unpublished document
- Government of Kenya and United Nations Kenya. Joint Programme on Gender Equality and Women’s Empowerment Programme Document 2009-2013 Undated.
- KJPGWE (August 2010) M&E Tools and Guideline for use of M&E Tools – unpublished document

- KJPGWE (October 2012) Coordinator’s Power point presentation at annual planning retreat – unpublished document
- KJPGWE (October 2012) Report of annual planning retreat- unpublished document
- KJPGWE M&E Components – undated and unpublished document
- KJPGWE Mid-year Review Report for 2012: Evaluators Caroline Chikoore & Felix M’mboyi unpublished
- KJPGWE Minutes of the Programme Working Group meeting – reviewed a sample of 4 from 2012 (17/1; 30/1; 27/3; 19/6)
- KJPGWE Monitoring Plan 2012 - unpublished
- KJPGWE Newsletters (reviewed 3): No. 2/2011; Issue No. 3 (undated but likely late 2012); and Newsletter February 2013
- KJPGWE Steering committee meeting minutes January 2012 and August 2012
- KJPGWE Timetable for M&E
- KJPGWE Budget for the KJPGWE programme
- KJPGWE Allocation of Pass-Through Funds for 2012
- KJPGWE Reporting Template for 2012
- United Nations (2011). Resident Coordinator Annual Report for Kenya 2011
- United Nations Country Team Kenya. Gender Scorecard: Performance Indicators for Gender Equality and Women’s Empowerment May 2012
- United Nations Kenya (2011) Office of the Resident Coordinator MDG Achievement Fund and the Private Sector. Case studies from Kenya <http://www.undg.org/docs/12609/MDG-Achievement-and-the-Private-Sector-in-Kenya.pdf>
- United Nations, Office of the Resident Coordinator in Kenya (2011). Progress Report on the Implementation of the Kenya United Nations Development Assistance Framework (K-UNDAF) 2009-2013
- UN Women Annual Report 2011-2012 (Global report, reviewed for Kenya joint gender programme references)
- UN Women (2012). Thematic Evaluation of UN Women Action to End Violence against Women in the East and Horn of Africa sub-region
- UN Women (2011). Mid-term evaluation of the Gender and Governance Programme III in Kenya (2008–2011). Report prepared by G. Zimbizi et al.
- United Nations country team Regular meetings (sample minutes 2011 & 2012 and United Nations country team retreat 2012 report)
- United Nations Development Group 2012 Mainstreaming Human Rights into Development Stories from the Field: Kenya
- UNDP (2013) Kenya Working Towards Sustainable Development Annual Report and Financial Statements 2012
- UNFPA (2012). Mapping Private Sector Support to MDG5 in Kenya
- UNFPA Kenya Annual Report 2012 UNFPA and Government of Kenya June 2013 <http://countryoffice.unfpa.org/kenya/?publications=7399>
- UNFPA/UNICEF (2011) Joint Programme on FGM/C, Annual Report, Kenya, 2011
- UNICEF Annual Report for Kenya, 2012, ESARO http://www.unicef.org/about/annualreport/files/Kenya_COAR_2012.pdf
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- Nisar Ahmad Khan & Wangeci Chege (April 2012). Evaluation Report of Kenya Human Rights Program. Commissioned by UN Women and Embassy of Kenya
- PACT Kenya (2010). Kenya Civil Society Strengthening Programme 2010 Annual Report –unpublished report of a USAID supported programme

Joint Programme on Youth

- United Nations Joint Programme Youth: Revised Programme Document – Youth Employment and Empowerment: A United Nations Joint Programme (2010-2013) ILO, FAO, UNICEF, UNDP, UNIDO, HABITAT, IOM, UNOCHA, UNODC, UNFPA

- United Nations Joint Programme Youth Results Matrix 2010-2013 – unpublished
- United Nations Joint Programme Youth Resource Mobilization and Communication Action Plan (draft) undated, unpublished
- United Nations Joint Programme Youth Annual Retreat Report June 2011 unpublished
- Joint Programme on AIDS
- UN Kenya Joint programme of support on HIV & AIDS 2011 Annual Report – unpublished
- UN Kenya Joint programme of support on HIV & AIDS 2012 mid-year review – unpublished

