

EVALUATION SUMMARY

KENYA

JOINT PROGRAMME ON GENDER
EQUALITY AND WOMEN'S
EMPOWERMENT



MID-TERM EVALUATION

JOINT PROGRAMME ON GENDER EQUALITY AND WOMEN'S EMPOWERMENT



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PROJECT SUMMARY

Country: Kenya

Thematic area: Cross-cutting Joint Programme

Implementing Partners: UN Women – Gender Mainstreaming, UNDP – Gender and Governance, UNFPA – Gender Based Violence and ILO Economic Empowerment. Government of Kenya and Civil Society Organizations.

Duration of Project: 2009 - 2013

Budget: USD\$ 56.5 million.

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

“The joint programme was a watershed in enhancing UN coherence and cohesion in Kenya that brought together 3 line ministries and 14 UN agencies under one programme framework.”

I. Background

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

II. Program Purpose and Goals

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

1. Gender mainstreaming
2. Gender based violence
3. Gender and governance
4. Economic empowerment
5. UN Coordination and Delivering as One

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

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

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

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

III. Evaluation Objectives and Scope

Evaluation Purpose: The mid-term evaluation provides an independent assessment of the processes and outputs of the “Joint Programme on Gender Equality and Women’s Empowerment”; a formative / learning outlook based on evidence collected and how the processes and outputs contribute to the overarching goal. The objectives were to review the design, implementation strategy, monitoring tools, institutional arrangements and progress made under the five Outputs. The evaluation also assessed to what extent the programme is progressing towards its overarching goal.

Data, Sources, Collection and Analysis Methods: The evaluation draws conclusions based on

triangulation of evidence from different methods and sources both primary and secondary. Data was collected through five (5) methods:

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

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

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

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

on topics, yet had a high candid response rate and carried higher burden on informants.

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

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

IV. Findings

i. Relevance of objectives: The program demonstrated links to national, regional and international strategies, policies and frameworks. The overall program intent was relevant in harmonizing the operations of the UN system in the support to the GoK effort on gender equality and women's empowerment. The resultant program framework content of the JP GEWE was considered a reflection of the national priorities and needs.

ii. Relevance of approaches: Good programming practices were observed by the evaluation in the use of country gender analysis, gender mapping and a coherent conceptual framework with clear outcomes and inputs, activities and performance indicators based on RBM programming standards. Good feedback system was noted and ability to learn from previous successes and failures on joint programs.

iii. Relevance of stakeholders: Good practices were noted in multiple stakeholder inclusion. The JP was relevant in the inclusion of the traditional development partners of the UN, i.e., government line ministries and CSOs within the governance structure and as recipients building ownership of the programme. Under the DaO initiative, the role

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

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

v. Effectiveness:

UNCT: The program was effective in placing the management structure higher up within the UN system enabling it to effectively influence cooperation of UN agencies.

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

vi. Efficiency: JP serves as a flagship for UN-Women in terms of good operating standards in coordination. UN-Women was efficient as the focal point for communication at multiple levels; UNCT frequent reporting on progress, UNPWG monitoring of workplan, and as focal point for engagement with external stakeholders. The evaluation noted high commitment and ownership of the joint programme within UN-Women. Good practices were noted in the use of RBM in planning and M&E framework. The results matrix is elaborate with

comprehensive outcomes, outputs, inputs and SMART indicators.

vii. Sustainability: JP has achieved ownership of the initiative with a conceptual framework that is embedded in the national gender priorities. Indication of commitment by beneficiaries is evident with GoK and CSOs investing their own resources in gender initiatives, which also indicates sustainability of activities. Replication of coordinated approach to gender is noted with the inter-governmental linkages of the line ministries working on gender.

V. Conclusions & Recommendations

1. Accountabilities for Strategic Issues Elevated to UNCT :

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

2. Strengthened Role of Governance Structure:

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

3. Strengthened Delivery Capacity of the UNPWG:

i) Develop guidelines, toolkits and other material to support gender analysis, gender mapping and systematic use of disaggregated data by development partners. ii) Broaden GBV to include (i) adolescent

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

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

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

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

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

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

Committee to enable their concerns to be heard at governance level.

VI. Lessons

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

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

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

iv. Recruitment of a JP Coordinator and key staff (M&E and Communications) that work closely with appointed individual agency focal persons is essential for realization of outcomes in joint programs.

v. Effective coordination requires relevant skills in negotiation, leading meeting and project management at all levels. Output leads to be chosen according to skills in this area.

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

vii. Planning for joint programs should look beyond the historic 3-5 years to provide adequate time for realization of the intended outcomes of reducing transaction and overhead cost for the UN system and national development partners.

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

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

For further details of key findings under each area, please see the full mid-term evaluation report, available at:

<http://gate.unwomen.org/evaluationadmin/manageevaluation/viewevaluationdetail.html?evalid=4557>

