Gender Scorecard

United Nations Country Team in Kenya Performance Indicators for Gender Equality and Women's Empowerment

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Narrative Report

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LIST OF ACRONYMS

AWP	Annual Work Plan
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CSOs	Civil Society Organisations
GBV	Gender-Based Violence
GE	Gender Equality
GM	Gender Mainstreaming
GoK	Government of Kenya
GRB	Gender Responsive Budgeting
ILO	International Labor Organization
IOM	International Organisation for Migration
JP GEWE	Joint Programme on Gender Equality and Women's Empowerment
MoGCSD	Ministry of Gender, Children and Social Development
MoPND&V2030	Ministry of State for Planning, National Development and Vision 2030
M&E	Monitoring and Evaluation
MTEF	Mid-Term Expenditure Framework
MYWO	Maendeleo Ya Wanawake Organisation
NAP	National Action Plan
NCSC	National Civil Society Congress
NGEC	National Gender & Equality Commission
NGO	Non-Governmental Organisation
PWG	Programme Working Group on Gender
PUNO	Participating UN Organisation
RBM	Results-Based Management
SOA	Sexual Offences Act
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/Aids
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNHABITAT	United Nations Human Settlements Programme
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNODC	United Nations Office on Drugs and Crime
UNSCR	United Nation's Security Council Resolution
UN Women	United Nations Entity for Gender Equality and Women's Empowerment
VAW	Violence Against Women
WEF	Women Enterprise Fund
WHO	World Health Organization

I. Background

The United Nations (UN) Gender Scorecard is a globally standardized rapid assessment of the effectiveness of UN country level gender mainstreaming processes developed by the United Nations Development Group. It enables the UN development system to assess how well gender has been mainstreamed through the United Nations Development Assistance Framework (UNDAF) cycle, and allows for comparison and learning between countries that have undergone the gender scorecard exercise. The tool is designed to ensure adherence to international norms for gender equality. The Scorecard focuses on the performance of the UN development system as a whole, rather than the achievements of any one agency. By focusing on gender mainstreaming processes at the highest level, the tool highlights the growing importance of UN agency collaboration and coordination to achieve common goals at the country level.

The key objectives of the exercise, as outlined in the "United Nations Country Team (UNCT) Performance Indicators for Gender Equality Users' Guide" (2008) and as conducted in Kenya, are to:

- Assist the UN to assess the status of gender mainstreaming performance against minimum standards and to stimulate a constructive dialogue within the UNCT about the current status of support for gender equality and women's empowerment;
- Identify successes and best practices toward fostering gender equality;
- Highlight shortcomings and challenges with achieving gender equality;
- Encourage stakeholder dialogue and deepen understanding of the value of gender equality results; and
- Outline steps to facilitate a more comprehensive mainstreaming approach among UN and partner agencies.

The Scorecard was conducted in Kenya in April 2012 toward the end of the 2009-2013 UNDAF cycle. The timing was ideal to allow findings and recommendations to feed into the design of the new UNDAF, planning for which was in early stages at the time of the exercise.

II. Methodology

The UNCT Gender Scorecard methodology measures gender mainstreaming in UN common programming processes across eight dimensions. The method evaluates processes, rather than results, based on the logic that the UN system is solely accountable for its processes, while results depend on the collective effort of numerous actors and external variables that are beyond the power of any individual entity to control.

The UNCT Gender Scorecard works within eight overarching areas of inquiry that encompass 22 indicators to present a holistic measure of gender mainstreaming processes. The eight dimensions center on planning, programming, partnerships, UNCT capacities, decision-making, budgeting, monitoring and evaluation, and accountability.

An international gender specialist worked over a two-week period in April 2012 to complete the Scorecard exercise in Nairobi with support from the UN Kenya Programme Working Group (PWG) on Gender. The consultant utilized both primary and secondary data to inform the assessment. Following a review of key background documents, the consultant facilitated interviews, focus groups and participatory group workshops to engage key players to critically assess the status of UN gender mainstreaming processes. Stakeholders offering input included key representatives from the UN, government agencies, CSO, private sector and donors[1].

The research methodology enabled the consultant to view UN gender mainstreaming processes through the eyes of various players, thereby combining both insider and outsider perspectives in the

1 *See Annex B for full list of stakeholders consulted.*

assessment. The consultant assigned a numerical ranking to each indicator in accordance with the criteria prescribed by the scorecard. Details on ranking, evidence and explanations by indicator are included in Annex A. Average scores in each dimension were calculated by combining indicator scores and dividing by the total number of indicators.

Findings and preliminary recommendations were presented for feedback and discussion to representatives from the PWG. A more formal, but abbreviated, debriefing was then provided for heads of UN agencies at the April 2012 UNCT meeting. Presentations and discussions around scorecard results were designed to move beyond the scores to facilitate a deeper understanding of identified strengths and weaknesses, and how to move forward.

III. Summary of Findings

The findings presented below reflect the average score in each dimension. Scores were based on a 0-5 rating system, with five representing the highest rating. Universal targets for all dimensions is four or above. A rating of four is defined as 'meets minimum standards'. Some dimensions had as many as five indicators, so average scores may conceal variability within dimensions. Refer to Annex A for full

Scorecard Dimension	Average Score
Planning	3
Programming	4.6
Partnerships	3.3
UN System Capacities	2.7
Decision-making	3.5
Budgeting	2.5
Monitoring and evaluation	2
Quality control and accountability	3

explanation and rating of each indicator.

The results reveal that the UN development system in Kenya is currently stronger with gender mainstreaming processes in the areas of programming, decision-making and partnerships. There is room for improvement in planning, UN capacities, budgeting, monitoring and evaluation and quality control and accountability. A synopsis of key findings by dimension is highlighted below, starting with areas that scored more strongly and followed by areas that received a weaker score in the analysis.

Strengths

Programming. The UNCT scored a 4.6, above the minimum standards level on programming, due in large part to the performance of the Joint Programme on Gender Equality and Women's Empowerment (JP GEWE). The program serves as a model for inclusive, participatory planning and programming. The UNCT also has a strong track record in working cohesively to undertake joint advocacy and awareness-raising initiatives around issues such as Gender Based Violence (GBV), International Women's Day and the Commission on the Status of Women (CSW). Despite good results against indicators as laid out in the scorecard methodology, gender equality programming has been limited by weaknesses in other key areas of UN common programming processes including planning, staff capacities, budgeting, monitoring and evaluation and quality control, as detailed below.

Decision-making. The average score of 3.5 is close to the minimum standard of 4. The score reflects the fact that the Coordinator of the JP GEWE and Chairperson of the Program Working Group (PWG) sit on the inter-agency Programme Coordination Group (PCG), which is mandated to directly support the UNCT Heads of Agencies (HOA) Group to implement and monitor compliance for UN common country programming processes, including gender mainstreaming indicators. In addition, the head of UN Women is a member of the UNCT HOA group, and can therefore bring key gender issues to the attention of the UNCT as needed. A report on the JP GEWE is included as a standing agenda item at HOA meetings, but evidence suggests that gender is not regularly discussed outside of that agenda item,

indicating that there remains a need to more deeply engender discourse at the highest levels.
Partnerships. The 3.3 score in the partnerships dimension reflects sound performance across three indicator areas that measure UNCT partnerships with the national gender machinery, women's/gender CSO and marginalized women. While the women's machinery (Ministry of Gender, Children and Social Development and the National Gender and Equality Commission) is engaged in some UNDAF processes and the JP GEWE, they often liaise with individual agencies, rather than the UN system as a whole. Their role in contributing to UNDAF outcomes is not explicit, and they did not feature prominently in processes reviewing the progress of the UNDAF. Similarly, women/gender CSOs are valuable UN partners, but they often function more in an implementers' role, rather than full partners in all consultative processes. There is an identifiable gap in forums that facilitate regular government-CSO engagement on gender issues, and the UN Kenya is well positioned to help bridge that gap.

There is broad agreement from both internal and external sources that the UN as a whole has played a valuable role in focusing initiatives on women from marginalized groups. Excluded women are identified in UNDAF analysis and targeting, although some outcome areas have been more proactive in this approach than others. While marginalized women (and men) have not had direct input into UNDAF processes, they have been represented and targeted as participants and beneficiaries in key programs.

Weaknesses

Planning. The average score of 3 indicates a need for deeper attention to gender mainstreaming in UNDAF planning processes. The score reflects an imbalanced analysis of the country context related to gender equality and women's empowerment in the 2009-2013 UNDAF, with some sectoral areas demonstrating a sounder grasp of key gender issues than others. While gender equality is mentioned in one of the six outcome areas, the outcome is not phrased in a manner that clearly articulates how gender equality will be promoted. Approximately one-fourth of outputs are framed in a gender sensitive manner from amongst those that are conducive to gender mainstreaming, falling just shy of the minimum standard of at least one-third of outputs clearly articulating tangible improvements to gender equality.

The UNDAF gender analysis conducted for this exercise revealed a significant failure to follow-through on stated intent to mainstream gender between the drafting of the UNDAF, the design of the indicators and the baselines gathered. The 2009-2013 UNDAF stated in its cross cutting section on gender that, "all baseline information for the UNDAF will be based on the collection and analysis of sex and age disaggregated data" (page 51). The output indicators were generally framed in a gender sensitive manner[2], however only six out of 308 indicators disaggregated by sex at the baseline level, falling far below the minimum standard[3].

The collective findings on gender mainstreaming in UNDAF outcome, outputs and baseline, as presented in the table below, reveal a significant disconnect between efforts made toward GM at the outcome and output level compared against the baseline and targets. Even data that is readily available in disaggregated form (e.g. enrollment rates, completion rates) were presented in aggregate form at the baseline level, pointing to the need for a more rigorous focus on GM throughout the entire UNDAF design process.

2 *Forty-four percent of output indicators mainstreamed gender, above the minimum standard of 33 percent. This calculation excluded those indicators that were not conducive to disaggregation (e.g. number of health centers, percent of forest cover).*

3 *The scorecard sets the minimum standard for disaggregated data at 100 percent. Even excluding the 175 baseline indicators that are not conducive to disaggregation and taking into account another 34 indicators that may be deemed gender sensitive (if not sex disaggregated), this still falls far short of the standard.*

Gender Mainstreaming in 2009-2013 UNDAF Planning Processes

Scorecard Planning Indicator	Total Number (Percent)		Scorecard Minimum Standard
	GM	No GM	
UNDAF Analysis	Good: 1.1 Moderate: 3.1, 2.1, 3.2	2.2 2.3	Includes analysis of gender inequality; links to key frameworks; sex disaggregated data
UNDAF Outcomes[4]	1	5	At least one outcome clearly targets GE/WE
UNDAF Outputs	29 (25%)	89 (75%)	Between 33 and 50% clearly articulate GE
UNDAF Results Indicators (excludes 175 non-disaggregatable)	56 (44%)	72 (56%)	Between 33 and 50% clearly articulate GE
Baseline Data (excludes 175 non-disaggregatable)	6 (5%)	127 (95%)	All data is sex-disaggregated if possible

UNCT Capacities. With an average score of 3, UN system capacities to mainstream gender emerged as an area requiring attention. The score reflects the strong functioning of the PWG, though limitations in both human and financial capacities were identified as factors limiting ability of the group to fully deliver on the UN coordination outcome of the JP GEWE, which seeks to, among others, build capacity of the UN in Kenya and provide technical support to gender mainstreaming throughout the UNDAF cycle. The UN Kenya does not have a central gender experts roster, and agencies vary in their ability to access other rosters. This has been identified as a gap by the JP GEWE program, and there are plans to develop a database (but limited resource allocation). Lack of capacities and high turnover rates were cited repeatedly as key constraints to more comprehensive gender mainstreaming across the system. This gap has also been targeted for redress under the JP GEWE, but efforts to date have lacked sufficient funding, focus and coordination.

Budgeting. The 2.5 score in this dimension reflects constraints in current budgeting capacities within the UN Resident Coordinators Office (RCO) to capture system-wide budgetary data for planning and monitoring purposes. A growing number of individual agencies have instituted the gender marker system, but the RCO and the UNCT have yet to fully consider the potential means of tracking gender equality expenditures at the highest level.

The closest proxy indicator available shows that government funding to the national women's machinery accounts for only one percent of total expenditures, the lowest of any ministry documented with explicit responsibilities to deliver on MDG targets ("Kenya UNCT Analysis of the 2011/2012 National Budget – MDG Perspective"). Stronger GRB tracking would serve as a powerful monitoring and an advocacy tool for encouraging deeper investment in GE programming.

Monitoring and Evaluation. The monitoring and evaluation dimension garnered the lowest score of the exercise (2), revealing the need for urgent attention in this area. While the UNDAF results framework incorporates gender related outcomes and outputs, the baselines indicators are insufficiently gender sensitive and sex disaggregated to allow for meaningful measurement of results. More importantly, the monitoring frameworks were only validated in 2012, and have yet to be actively operationalized, pointing to M & E issues that are far broader than the gender mainstreaming elements of M & E alone. The UNCT has not carried out a separate gender evaluation or audit during the five-year UNDAF period, although gender was addressed to an extent in progress reports.

Quality Control and Accountability. Quality control and accountability earned a somewhat hazy score of 3 due in part to a lack of verifiable information on the processes that were undertaken during

4 *Outcome 1.1 targets "Strengthened institutional and legal frameworks and processes that support democratic governance, transformation, accountability, respect for human rights and gender equality." The outcome as written does not clearly articulate how GE will be promoted (though handled well in the elaboration of the outputs), so it falls just shy of meeting the minimum standard.*

the design phase of the 2009-2013 UNDAF. According to different institutional memories, the UNCT relied predominantly on internal gender expertise during UNDAF preparation, though there may have been regional support. Reader's Group comments and quality review templates could not be located, so it was not possible to gauge the extent to which those mechanisms functioned adequately to guide the country team to mainstream gender.

IV. Kenyan Context

The current environment in Kenya presents rich opportunities for the country to take decisive steps to move forward toward gender equality. Gender concerns have largely been mainstreamed into the key guiding frameworks that shape governance including Vision 2030, Medium Term Plan (MTP), the Millenium Development Goals and the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW). The Kenyan Constitution (2010) offers unprecedented rights for women and men to realize their full capacities. In addition, upcoming elections, decentralized planning and delivery, and streamlined government processes present rapid shifts to contextual frameworks that offer a chance to change from 'business as usual'. The environment is, in short, enabling. The UN has a critical role to play in taking full advantage of the opportunities presented to shape development processes toward narrowing gender gaps. There are on-going opportunities to seek alignment with a strong group of donors who not only enable, but demand, gender equality programming in Kenya and globally[5].

UN System Strengths

The UN system in Kenya has played an important role in fostering GEWE in the country, but it can and should play an even more central role. Building on the respect it has earned from past performance with well-targeted gender-focused programming, the UN system is uniquely placed to bring together diverse actors from private sector to CSO to government. The UN is already respected in Kenya for its ability to mobilize necessary technical resources in line with international standards. The power of the UN brand is a highly respected mark of quality that elevates the status of GE efforts. Furthermore, the increasing potential for the UN to make more strident impacts in critical areas by 'delivering as one' is well recognized by both internal and external actors.

At this particular point in history, UN in Kenya is able to draw on increasing top-down guidance and standardization of mandatory gender processes across individual UN agencies and from within the UNDG. The recent designation of UN Women as a full-fledged agency offers a valuable new opportunity to draw on their expertise for guidance and coordination of system-wide mainstreaming efforts. Additionally, the UN in Kenya has demonstrated foresight and commitment to collaborative efforts to foster GE by establishing the JP GEWE. The joint programme offers a well-designed mechanism for inclusive, coordinated and visible efforts to make measurable progress toward GE. If adequately resourced, the JP GEWE can play a catalytic role for deepened GM at all levels of interaction.

Challenges in Perceptions

Despite factors noted above that create an enabling environment for gender mainstreaming, there exists amongst stakeholders interviewed for this exercise a palpable perception that gender mainstreaming is about women-focused programming. This influences a pattern by which some actors look to specialized groups or agencies to deal with gender issues, rather than seeking to fully mainstream within sectors. While there appears to be general support for GM within the UN system, few male actors emerged as drivers of change[6]. The failure by some internal and external stakeholders to fully grasp the concept and advocate for change inhibits sector-specific ownership and broader application of GE principles. Efforts must be made to deepen understanding of gender issues as they relate to male and female

5 *Especially Finland, Norway, Sweden and the Netherlands.*

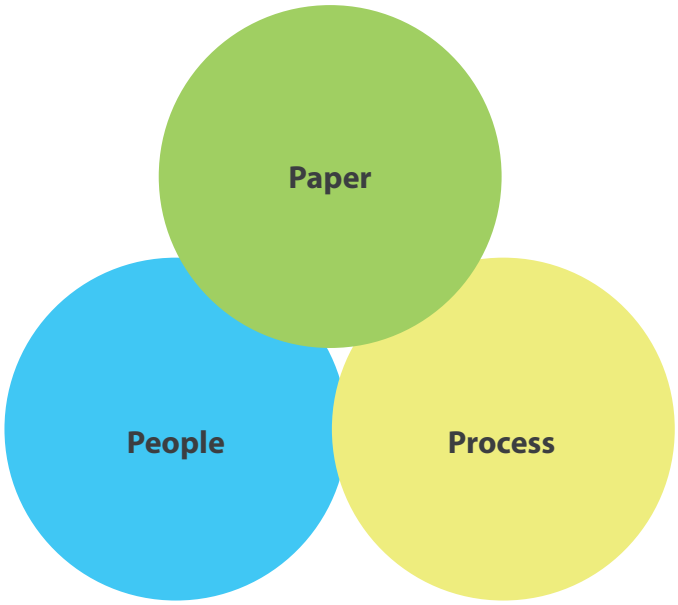
6 *Female heads of agencies and female deputies were notably more visible and vocal in analysis of GM than their male counterparts during group sessions and individual interviews conducted during the scorecard exercise. In addition, there are no men represented on the PWG, reinforcing and reflecting the perception that gender work is done by women for women.*

actors across sectors, and thereby to quell a tendency toward oversimplification and fragmentation that hinders broader realization of human rights and gender equality.

A broader and more accurate understanding of GM will also help to work within the contextual reality of limited financial resources facing the UN system and its development partners. Many actors viewed gender programming as an additional cost or an add-on to regular budgets. According to this mindset, gender is seen as an issue of equality and human rights. However, in reality, gender sensitive programming is not only the 'right' approach, it is also the 'smart' approach in terms of taking proactive steps to increase program effectiveness and sustainability. This angle appears to be poorly understood by many key stakeholders in Kenya, thereby bypassing an important means of advocacy for the UN and partner agencies to move forward the agenda with the understanding that well-targeted financial investments in GE are in the strategic interests of all stakeholders, not just the disadvantaged groups.

The UN system in Kenya at this point in time is a highly complex institution engaged in a process of mainstreaming a gender perspective into its work. A clearer picture of this complicated process emerges by assessing the status of the three inter-related realms of paper, people and process as shown below[7]. The "paper" refers to formal organizational policies and commitments, assessing whether gender equality policies are in place and are reflected in key documents. The "people" refers to human capabilities, assessing levels of staff knowledge, skills, resources and motivation to work toward gender equality. The "process" refers to procedures and practices to see if regular operations integrate gender into systems consistently and coherently. All three realms must function together to achieve optimal GE results.

PPP of Gender Mainstreaming



The scorecard exercise revealed that the UN in Kenya is strong in terms of papers, policies and pledges to mainstream gender. There is, however, significant slippage between the commitments on paper and the implementation process. The vision is clear, but weaknesses in staff capacities, financial allocations and institutional systems stymie full realization of ideals.

V. Recommendations

The recommendations for the UN team in Kenya center on addressing weak areas within the eight dimensions outlined by the scorecard in order to meet minimum standards established by the UNDG. Put more simply, the recommendations focus on connecting the 'disconnect' between the vision (paper) and the operationalization (people and process).

7 *Based on a methodological framework developed by the author.*

The recommendations take into consideration the complexity of the UN machinery whereby each agency has a particular culture and personality that is driven by the mission and vision of the institution, and shaped by the people who comprise the organization at a given point in time. At the same time, the UN system collectively has an obligation to coordinate its efforts in line with the visions laid out in UNDAF and the principles of "Delivering as One". By working collectively, agencies can increase both the depth and breadth of their gender sensitive programming, thereby more effectively supporting partner agencies to reach development objectives.

#1 Prioritize GM in Next UNDAF

Primary Dimension Target: #1 Planning and #8 Quality Control

The new UNDAF design and implementation process offers UN Kenya a critical opportunity to learn from identified strengths and weaknesses with GM in the 2009-20013 UNDAF, and to move forward decisively for stronger GM in the next UNDAF cycle. Better GM in the next UNDAF design requires full commitment of key stakeholders to a step-by-step approach to gender integration at strategic stages as outlined below:

1. Visibly integrate gender into the UNDAF roadmap;
2. Mainstream gender fully in complimentary assessment or commission separate gender assessment if no complementary assessment is undertaken;
3. Ensure in-house sectoral specialists with gender expertise sit on each outcome group and have clear guidelines for GM in UNDAF[8];
4. Build in screening process for GM in early draft stages of complete UNDAF using checklist as a guide (screening may be done by PWG, UNW, M&E WG, or other internal or external experts);
5. Specify requests to UNDG to provide technical reviews of gender as a cross-cutting theme within quality review processes.

Timing: The timing for each step is dictated by the larger UNDAF planning process as laid out in the roadmap. All steps are integrated into larger systems. This is in line with best practices for GM.

Responsibility: RCO to oversee; PCG to operationalize; PWG to provide technical support.

Resources: Most resources are in-house; consultancy costs may be required for gender assessment (item 2) and external specialists to fill gap areas if needed (items 3 and 4)9.

#2 Prioritize GM in all Joint Programmes (JPs)

Primary Dimension Target: #2 Programming

JPs offer simultaneous strength and flexibility to allow agencies to contribute to a larger goal by working in their particular niche area in coordination with partner agencies. There is indicative evidence to suggest that joint programming is particularly able to address women's equality/gender equality issues by involving a broad base of stakeholders, and increasing the likelihood of including stakeholders who are well attuned to gender issues in a particular sector[10]. This pattern is particularly, but not exclusively, evident when UN Women is involved as a cooperating agency. As one of the primary conduits for enabling the UN to deliver as one, JPs can play a central role in building capacities and realizing GE results across agencies if gender is mainstreamed effectively from the start.

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8 *Tools should be adapted and tailored from existing UN resources including "Resource Guide for Gender Theme Groups" that includes UNDAF/CCA planning tools and checklists.*

9 *External specialists should only be used if a thorough assessment of in-house resources reveals a lack of staff capacities and if regional technical support cannot be garnered from any involved UN Agency.*

10 *Author's assessments of JPs in several UN systems in multiple countries.*

UN Kenya had four joint programs at the time of the scorecard assessment, though only two were fully operational. The two operational programs (GEWE and HIV/AIDS) were strong on gender mainstreaming, while the other two programs (food security and youth) were weak on GM in design. No clear procedure was in place to screen for gender and other cross-cutting issues in JPs during the design phase.

The planning stage of any program is arguably the most important juncture for mainstreaming gender due to the strong potential for positive flow-on effects of effective mainstreaming. It is imperative that the UN system focus its GM efforts on JPs as a means of operationalizing GE/WE commitments in a unified way. Suggested steps:

1. Ensure at least one member of the JP design team from amongst participating agencies has sector-specific gender expertise and is provided with clear guidelines to ensure GM in the program from the start.
2. Establish an internal screening process (gender review) of early drafts to be adjusted against a checklist (may rely on PWG, UNW, regional intra-agency experts, and M&E WG as part of review process).
3. Ensure that annual reviews mandate thorough assessment of gender-specific results so that adjustments may be made along the way as needed.

Timing: Timing is dictated by the wider JP planning process; steps are integrated into wider systems.

Responsibility: PCG to oversee, joint teams for each JP to operationalize; PWG to provide technical support (guidelines and tools development).

Resources: In-house resources.

#3 Develop UN System Capacities to Foster GEWE

Primary Dimension Target: #4 UN System Capacities

A concerted effort is required to broaden country level skills for gender mainstreaming by institutionalizing UN system gender training targets and monitoring mechanisms. Capacity development is an on-going need within the UN system due to high staff turnover rates and changing national and international standards. Targeting of system-wide capacity development training should be coordinated under the JP GEWE with committed core agency funds in line with programme design. Targets for training should be strategically geared toward groups that have clearly delineated responsibilities for coordinating and facilitating key mainstreaming initiatives including: UNCT (HOA), PCG, PWG, focal points/teams and M&E WG. Precise targets, duration and depth of training should be decided in a consultative fashion.

Gender training must be understood as a necessary but insufficient condition for gender mainstreaming, and as part of a wider on-going capacity development process that includes hands-on skills development and increasing individual and agency-specific ownership and accountability for GM processes. In addition to 'training', there are numerous strategies within these recommendations to build staff capacities by fostering hands-on skills development through engagement in gender-sensitive planning and programming processes (e.g. through engagement with GM processes in UNDAF and JP planning).

Timing: Immediate and on-going.

Responsibility: UNCT to oversee, PWG to implement.

Cost: Costs are included under recommendation #4.

#4 Empower the PWG to Facilitate Coordinated Delivery on GE Results

Primary Dimension Target: All - cuts across all dimensions

The PWG has clear terms of reference, sound membership and strong leadership. The primary obstacle preventing the PWG from fully achieving its mandate under outcome five for UN system coordination on GEWE is a limited availability of funds. As a working group with broad responsibilities for facilitating the UN 'delivering as one' commitment, the PWG requires core discretionary funds from all UN Agencies to enable it to conduct its work efficiently.

Committing of core funds to the JP GEWE from each agency represents a buy-in at the highest level, and an indication that the UN is serious about delivering as one for GE results. Agencies should demand results from their investment of core resources, and hold the program accountable. Benefits to this model include:

- reduction in piecemeal transaction time and costs for small initiatives;
- enabling wider GM initiatives (e.g. targeted capacity development, external expertise for key initiatives, joint advocacy/communication, process-oriented tools development);
- increased flexibility for PWG to act quickly on small seed activities and strategic inputs;
- increased program accountability and system-wide ownership.

Timing: Immediate and on-going.

Responsibility: HOA to oversee; PWG to implement.

Cost: Approximately USD 200,000/year, which represents 50 percent of total yearly budget needs (additional funds to be secured by JP GEWE external resource mobilization).

#5 Engender UN System M&E Processes

Primary Dimension Target: #6 M&E

The Scorecard assessment revealed a failure to systematically operationalize the 2009-2013 UNDAF results framework, thereby making it impossible to gauge the extent to which the UN delivered on its gender-specific commitments. There was a notable failure to follow through with gender targeting in indicator baselines/targets. While outcomes were generally monitored in terms of activities in progress reports and annual reviews, indicators were not sufficiently engendered nor carefully monitored, so that weaknesses in gender-specific monitoring must be understood within wider UN system M&E issues.

The following actions are recommended for urgent redress in the next UNDAF cycle:

- Expand M&E WG membership to include greater agency representation (the M&E WG currently has only six members);
- Legitimize M&E focal point role with appointment letter; ensure all members are appraised against their role in performance reviews (draw from GFP model);
- Develop M&E WG TORs that include gender mainstreaming in UNDAF and JP M&E frameworks and expanded role for WG to address data gaps for UN system as a whole including data disaggregation gaps;
- Build capacities of M&E WG to mainstream gender in UNDAF and JP M&E frameworks (training, tools provision and experiential learning);
- Operationalize accountability system for M&E WG (individually through IPAS; collectively through PCG monitoring).

Timing: Immediate.

Responsibility: RCO to coordinate; PCG to oversee; M&E WG to operationalize.

Cost: In-house.

#6 Improve UN System Gender Responsive Budgeting (GRB) Tracking

Primary Dimension Target: #7 Budgets

Gender Responsive Budgets (GRBs) are an increasingly important monitoring and advocacy tool for national governments and for the UN system. UN teams are required through RCOs to track system expenditures by UNDAF outcome area and report yearly to UNDG. Assuming that gender features prominently in at least one outcome area, this offers a rough means of evaluating country level expenditures for GE/WE programming in the immediate term (though it will not capture the extent to which gender is mainstreamed in other outcome areas). UN Kenya must ensure that it meets this requirement in the next UNDAF, and then utilize the data generated to monitor programming and address imbalances in resource allocation. This approach offers a short-term fix to the current lack of GRB data at the system level.

UN agencies are increasingly using the gender marker system as a means of tracking agency-specific expenditures toward gender equality programming. Available data may be compiled by the RCO from these sources to offer an indicative picture of system-wide gender programming expenditures. Ultimately, the UN should institutionalize a system-wide gender marker system that allows for analysis of budget allocations toward gender equality across outcome areas, as this will give a more accurate picture of disbursement on gender activities. There are currently discussions at higher UN levels to introduce such a system globally, but this has yet to transpire. UN Kenya may pioneer such a system in the future by building on the institutionalization of the gender marker in key agencies, and drawing on the successes that the humanitarian arm has had with the gender marker in Kenya as a guide.

Timing: 2013 on for indicative budgetary gender assessment by UNDAF outcome area.

Responsibility: RCO and PCG to oversee; outcome WGs and JP teams to implement.

Cost: In-house.

VI. Next Steps and Sequencing

Recommendations have built on strength areas to address identified weaknesses in UN system processes for GM as revealed by the scorecard methodology. Recommendations have been carefully crafted to work within on-going operational systems in recognition of the fact that well-targeted gender mainstreaming efforts should not work in isolation of general system processes. While an indication of timing is noted above, sequencing and timing is dictated to a large extent by wider institutional processes around UNDAF and JP development.

In order for recommendations to move forward, all groups with key responsibilities as outlined above must be held accountable and hold others accountable for changes to planning, capacity development, budgeting M&E systems and quality control. Many of the above recommendations require relatively minor systems adjustments, but relatively major changes to mind-sets. Most require minimal or no financial resources. The entire yearly budget required by agencies to operationalize recommendations is USD 200,000 to allow the JP GEWE to fulfill its obligations to coordinate and support the UN system to mainstream gender[11]. This buy-in and commiserate support from key groups that govern decision-making and coordination (UNCT, PCG, RCO) forms the foundation upon which recommendations are anchored.

11 *Funds that may be required for short-term inputs in cases where all internal options for expertise have been exhausted are generally situated within wider JP GEWE funding or may be sourced from individual agencies. The USD 200,000 yearly request from core agency funds assumes that the JP GEWE is able to leverage another USD 200,000 in external resources per year.*

ANNEX A

UNCT Performance Indicators for Gender Equality and Women's Empowerment

United Nations in Kenya – April 2012

Rating
5 = Exceeds minimum standards
4 = Meets minimum standards
3 = Needs improvement
2 = Inadequate
1 = Missing
0 = Not applicable

Dimensions	Definition	Rating for Kenya
1. PLANNING (CCA/UNDAFs)[12]		
1.a - Adequate UNCT review of country context related to gender equality and women's empowerment Source: UNDG Guidance	**Exceeds minimum standards** Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources. The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women's empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments. All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. Critical capacity gaps are identified in the area of the promotion of gender equality. **Meets minimum standards** Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in access to and control of resources. The analysis notes links to national legal framework relevant to the promotion of gender equality and women's empowerment, and includes reference to CEDAW reports and concluding comments. All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. **Needs improvement** Any two of the above three areas (under *Meets minimum standards*) are met. **Inadequate** Any one of the above three areas (under *Meets minimum standards*) is met. **Missing** **Not applicable**	Rating: 3 – needs improvement Evidence: Secondary data review (2009-2013 UNDAF) Comments: The UNCT has met two of the three criteria under "meets minimum standards." They have failed to fully meet minimum standards due to a failure to fully disaggregate data by sex. This negatively impacts on gender analysis of key issues.

12 *To be completed once during the CCA/UNDAF period. Countries that don't have a CCA/UNDAF, including conflict/post conflict/ crisis countries, should apply these indicators and standards to any other common country planning and programming that the UNCT agrees on. This process will be reviewed on an ongoing basis by the Development Operations Coordination Office.*

Dimensions	Definition	Rating for Kenya
1.b - Gender equality and women's empowerment in UNDAF outcomes Source: UNDG Guidance	**Exceeds minimum standard** More than one outcome clearly articulates how gender equality and women's empowerment will be promoted. **Meets minimum standard** One outcome clearly articulates how gender equality will be promoted. **Needs improvement** One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted. **Inadequate** Gender equality or women's empowerment are given 'token' or minimal attention. **Missing** **Not applicable**	Rating: 3 – needs improvement Evidence: 2009-2013 UNDAF Comments: One out of six UNDAF outcomes focuses on gender equality. Outcome 1.1: "Strengthened institutional and legal frameworks and processes that support democratic governance, transformation, accountability, respect for human rights and gender equality." The intent is clear, but the outcome as written does not clearly articulate how GE will be promoted (though this is handled well in the elaboration of the outputs). Two of the other five outcomes (UNDAF outcomes 2.1, 3.1 and 3.2) imply gender equality with a focus on equitable access and vulnerable groups, but they do not explicitly target gender equality at the outcome level.
1.c - Gender equality and women's empowerment in UNDAF outputs Source: UNDG Guidance	**Exceeds minimum standard** At least one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improvements in progress toward gender equality and women's empowerment. **Meets minimum standard** Between one third and one half of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. **Needs improvement** Less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers which will lead to improved gender equality. **Inadequate** Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality. **Missing** **Not applicable**	Rating: 3 – needs improvement Evidence: 2009-2013 UNDAF Comments: 29 out of 118 outputs (25 percent) articulate gender equality strategies. This analysis combined data for CP outcome and CP outputs, as CP outcomes were distinct from UNDAF outcomes, and were more closely likened to higher level outputs in standard UNDAF frameworks.

Dimensions	Definition	Rating for Kenya
1.d - Indicators to track UNDAF results are gender-sensitive Source: UNDG Guidance	**Exceeds minimum standard** At least one indicator at outcome level, and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. **Meets minimum standard** At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results. **Needs improvement** No gender-sensitive indicators at outcome level, and less than one third of indicators at output level are gender sensitive. **Inadequate** Token reference to gender equality or women in indicators. **Missing** **Not applicable**	Rating: 4 – meets minimum standards Evidence: 2009-2013 UNDAF Comments: Two indicators at outcome level are gender sensitive. Forty-four percent of output indicators were framed in a gender sensitive manner. This was 56 out of a total of 128 output level indicators in the results framework. This excluded UNDAF outcome level indicators and a total of 175 indicators that were deemed not applicable to gender mainstreaming (e.g. percent of forest cover, proportion of health facilities).
1.e - Baselines are gender-sensitive Source: UNDG Guidance	**Meets minimum standard**[13] All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. **Needs improvement** Some data is sex-disaggregated but sex-disaggregation is not systematic. **Inadequate** There is token sex-disaggregation of data. **Missing** **Not applicable**	Rating: 2 – inadequate Evidence: 2009-2013 UNDAF Comments: Despite careful framing of indicators to mainstream gender, only 6 out of 308 baseline indicators at outcome and output level were sex disaggregated in the results framework. Another 34 baselines may be deemed 'gender sensitive' but some of the intended baseline data was missing, leaving this unclear.

13 *It is not possible to exceed the minimum standard in this case, because the indicator refers to an absolute value (all data).*

Dimensions	Definition	Rating for Kenya
2. PROGRAMMING		
2.a - Gender perspectives are adequately reflected in joint programming Source: ECOSOC 1997, 2004, 2005, 2006, TCPR 2007, World Summit Outcome 2005	**Exceeds minimum standard** Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g., in CCA/UNDAFs, MDG report, etc.). UNCT joint initiative(s) (e.g., advocacy and other initiatives) in support of gender equality and women's empowerment exist. **Meets minimum standard** There are detailed, practical and adequately funded programmes addressing the problems and challenges identified in the background analysis of gender inequality and women's rights situation. UNCT joint initiative(s) in support of gender equality exist. **Needs improvement** Meets either one of the two areas above (under *Meets minimum standard*). **Inadequate** Token reference to gender equality in programming. **Missing** **Not applicable**	Rating: 4 – meets minimum standards Evidence: PWG workshop; HOA focus group; PCG focus group; RC interview; government interviews; donor interviews; secondary data Comments: There are on-going initiatives to work together as a UN system to address critical issues under the JP GEWE with different agencies participating according to areas of expertise. Funding is limited, however. UNCT joint initiatives include support for international women's day, 16 days of activism against GBV, advocacy to understand and address GBV, coordinated inputs into CEDAW reporting, CSW, etc.
2.b – Joint programmes Source: UNDG Guidance	**Exceeds minimum standard** Key national gender equality and women's empowerment priorities are being addressed through a Joint Programme on gender equality, and through mainstreaming gender equality into other Joint Programmes. **Meets minimum standard** A Joint Programme on promoting gender equality and women's empowerment is in place, and work is in progress to mainstream gender into other Joint Programmes. **Needs improvement** Joint Programme on promoting gender equality and women's empowerment being formulated, and limited mainstreaming in other Joint Programmes. **Inadequate** No Joint Programme on promoting gender equality and women's empowerment being formulated, and limited attention to gender in Joint Programmes **Missing** **Not applicable**	Rating: 4 – meets minimum standard Evidence: PWG workshop, HOA focus group, PCG focus group, RCO interview, Women's Machinery interview; secondary data Comments: The JP GEWE is in place and securing sound results. The JP on HIV/AIDS has mainstreamed gender well. The JP on Food Security has generally overlooked gender issues during the initial design phase, but the oversight has been 'caught' and efforts are underway to seek specialist input from FAO's regional office. The JP on Youth lacks sufficient gender mainstreaming, and will require focused attention to adjust at early stages.

Dimensions	Definition	Rating for Kenya
2.c - UNCT support for national priorities related to gender equality and women's empowerment Source: TCPR 2007	**Exceeds minimum standard** UNDAF budgetary allocations support implementation of national gender equality legal frameworks, including: - National Plan of Action on Gender Equality and Women's Empowerment. - implementation of CEDAW, and follow-up to CEDAW Committee concluding comments. - collection and analysis of sex-disaggregated data at the national level. - gender mainstreaming in ministries other than the women's machinery. **Meets minimum standard** Meets any three of the above. **Needs improvement** Meets any two of the above. **Inadequate** Meets one of the above. **Missing** **Not applicable**	Rating: 5 – exceeds minimum standard Evidence: PWG workshop, Women's Machinery interview; Government agency interviews, donor interviews; secondary data Comments: The UNCT is providing support in all four indicator areas. UN Women is the key player in this realm, but joint support is garnered through the JP GEWE.
2.d - UNCT support to gender mainstreaming in programme based approaches Source: TCPR 2007	**Exceeds minimum standard** Capacity development provided to relevant government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or equivalent. Capacity development provided to relevant government ministries for mainstreaming gender in General Budget Support programming. Capacity development provided to relevant government ministries for mainstreaming gender in Sector Wide Approaches and/or National Development Plans. **Meets minimum standard** Meets any two of the above. **Needs improvement** Meets any one of the above. **Inadequate** Token attention to gender mainstreaming in programme based approaches. **Missing** **Not applicable**	Rating: 5 – exceeds minimum standard Evidence: PWG workshop, Women's Machinery interview; Government interviews; secondary data Comments: The UNCT has provided substantive support in all three indicator areas including support for GM in the constitution, MTP I and II and Vision 2030. The UN has also been active in training and guideline development for GRB in government systems. UN support to GM in programmes has tended to be individualistic, rather than coordinated or built into larger operational UN systems.

Dimensions	Definition	Rating for Kenya
2.e - UNCT support to gender mainstreaming in aid effectiveness processes Source: TCPR 2007	**Exceeds minimum standard** Gender-responsive budgeting (GRB) is promoted in the Ministry of Finance and other key ministries. UNCT takes lead role in strengthening the Government's ability to coordinate donor support to promote gender equality. UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches. **Meets minimum standard** Meets any two of the above. **Needs improvement** Meets one of the above. **Inadequate** Token attention to gender mainstreaming in aid effectiveness processes. **Missing** **Not applicable**	Rating: 5 – exceeds minimum standard Evidence: PWG workshop, Women's Machinery interview; government agencies interviews; donor interviews Comments: UNCT promotes GRB in the Government through Ministry of Gender, Ministry of Planning, Ministry of Finance and GEC. It takes a role in strengthening the government to coordinate donor support to promote GE via serving as a secretariat to the Gender Sector Coordination Group (GSCG), but it does so as UN Women, rather than the UN system as a whole, and the role is arguably not a 'lead' role as the GSCG remains limited in its ability to function fully as a coordinating mechanism. It is recognized that gender is not brought out prominently in the more significant Donor Coordination Group (DCG) and this remains a gap area for GM coordination. The UN supported a gender audit of the draft constitution. The UN provides on-going human resources (seconded staff) to serve as technical advisors and bolster GM in key ministries.

Dimensions	Definition	Rating for Kenya
3. PARTNERSHIPS		
3.a - Involvement of National Machineries for Women / Gender Equality and women's departments at the sub-national level[14] Source: UNDG Guidance	**Exceeds minimum standard** Women's machinery/department participates fully in: Consultations about CCA/UNDAF planning (e.g. the prioritization retreat). Development of UNDAF outcomes, outputs and indicators. As key informants/stakeholders in the monitoring and evaluation of UNDAF results. Full participation means that the women's machinery/department is present at meetings, is involved in decision-making, and that recommendations made are followed-up and there is involvement at the implementation level. Role of women's machinery in supporting achievement of UNDAF outcomes clearly defined. **Meets minimum standard** Women's machinery/department participates fully in CCA/UNDAF consultations. Role of women's machinery/department in supporting achievement of UNDAF outcomes clearly defined. **Needs improvement** Women's machinery/department participates fully in one of the above (under *Meets minimum standard*). **Inadequate** Token participation by women's machinery/ department. **Missing** **Not applicable**	Rating: 3 – needs improvement Evidence: PWG workshop; Women's Machinery interview; secondary data Comments: The women's machinery is engaged in all UNDAF processes, but not prominently so. The Ministry of Gender garnered only 1 percent of the 2011/12 national budget. As an entity, they tend to perceive their engagement with only a few key agencies, rather than the UN system as a whole. Despite the cross-cutting nature of their mandate, their role in supporting UNDAF outcomes is not clearly defined. They were not considered a key stakeholder in the 2011 UNDAF progress report(ing) process.

14 *To be completed once during the CCA/UNDAF process.*

Dimensions	Definition	Rating for Kenya
3.b - Involvement of women's NGOs and networks[15] Source: UNDG Guidance	**Exceeds minimum standard** Women's NGOs and networks participate fully in: Consultations around CCA/UNDAF planning (e.g. the prioritization retreat). Development of UNDAF outcomes, outputs and indicators. Monitoring and evaluation of UNDAF results. Full participation means that women NGOs and network representatives are present at meetings, involved in decision-making, that recommendations made are followed-up, and that they are also involved at the implementation level. Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. **Meets minimum standard** Women's NGOs and networks participate fully in CCA/UNDAF consultations. Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined. **Needs improvement** Women's NGOs and networks participate fully in one of the above (under *Meets minimum standard*) **Inadequate** Token participation by women's NGOs and networks. **Missing** **Not applicable**	Rating: 3 – Needs improvement Evidence: PWG workgroup; CSO focus group, donor interviews Comments: While select gender CSOs participated in planning stages of the UNDAF, CSOs are generally not fully aware of nor engaged in all UNDAF processes although they may be deeply involved in implementation. Women/gender CSOs tend to work bilaterally with particular agencies as grantees, rather than engage with or even perceive the UN system as a whole. Forums for linking CSO, government and donors interested in gender issues are limited, and have been identified as a gap area. There is an external perception that links to UN are based on networks and connections in large part. Greater levels of inclusivity across groups (CSO, government, donor, private sector) occur around planned advocacy events, and the UN is perceived to have an active role in facilitating and participating. CSO were involved in development of the JP GEWE as stakeholders.
3.c - Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives Source: UNDG Guidance	**Exceeds minimum standard** Women from excluded groups and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis. UNCT proactively involves women from excluded groups in planning, implementation, decision-making, and monitoring and evaluation. Women from excluded groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNDAF outcomes and outputs. **Meets minimum standard** Women from excluded groups clearly identified in UNCT country level analysis. Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs. **Needs improvement** Meets one of the above (under *Meets minimum standard*). **Inadequate** Token involvement of women from excluded groups. **Missing** **Not applicable**	Rating: 4 – meets minimum standards Evidence: PWG workshop, government agency interviews; donor interviews, Women's Machinery interview; CSO focus group; secondary data Comments: Women from excluded groups are clearly identified in the UNDAF in analysis and targeting, though some outcome areas have more successfully done this than others (see indicators 1.a and 1.b above). While women from excluded groups have not had direct input into UNDAF design, representatives from these groups have been involved via CSO engagement, and excluded groups are targeted as participants and beneficiaries in numerous programs.

15 *To be completed once during the CCA/UNDAF process.*

Dimensions	Definition	Rating for Kenya
4. UNCT CAPACITIES		
4.a - Multi-stakeholder Gender Theme Group is effective Source: TCPR 2007	**Exceeds minimum standard** Gender Theme Group adequately resourced, and resourced equally to other Theme Groups. All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs). Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. Gender Theme Group has a clear terms of reference with membership of staff at decision making levels and clear accountability as a group. **Meets minimum standard** Gender Theme Group adequately resourced. Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF. Gender Theme Group has a clear terms of reference. **Needs improvement** Meets any two of the above (under *Meets minimum standard*). **Inadequate** Meets any one of the above (under *Meets minimum standard*). **Missing** **Not applicable**	Rating: 3 – needs improvement Evidence: PWG workshop; HOA interviews, RC interview, PCG focus group, secondary data Comments: While the PWG is resourced adequately in terms of human power, there are limitations in terms of financial prowess. Despite the requirement to coordinate the UN and build capacities for GM, the PWG is allocated no core budget from UN Agencies and must therefore rely on external funding form donors. The PWG is chaired by the Coordinator of the JP GEWE (funded by UN Women). It includes representatives as high as the level of agency deputy representative. The PWG has a clear terms of reference in line with JP GEWE goals. This includes building the capacity of national machineries and gender mainstreaming in key counterpart institutions as well as GM coordination across the UN system. The steering committee of the JP GEWE involves key external actors at the highest level (it is chaired by the Permanent Secteray of the MoGCSD and Co-chaired by the UN RC) including government agencies and donors. The PWG did not exist at the time of the current UNDAF preparation.

Dimensions	Definition	Rating for Kenya
4.b - Capacity assessment and development of UNCTs in gender equality and women's empowerment programming Source: ECOSOC 2006	**Exceeds minimum standard** Resident Coordinator systematically promotes, monitors and reports on capacity assessment and development activities related to gender equality and women's empowerment. Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years). The impact of the gender component of existing training programmes regularly reviewed, and revised based on the review. Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every year after this). Gender specialists and gender focal points receive specific training (minimum four days of training a year on gender equality and women's empowerment programming). **Meets minimum standard** Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and women's empowerment Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years). Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this). Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming). **Needs improvement** Any two of the above (under *Meets minimum standard*) are met. **Inadequate** Token attention to capacity development of UNCTs in gender mainstreaming. **Missing** **Not applicable**	Rating: 2 – inadequate Evidence: PWG workshop, HOA focus group, PCG focus group, RC interview, RCO interview Comments: It is not possible to tick any of the criteria set forth under the 'meets minimum standard' category. Limited capacity and high staff turnover rates are broadly recognized as a weakness in system-wide GM efforts. Some agencies make it mandatory for staff to undertake a basic gender sensitization course ("The Gender Journey") but this is not uniform across the UN system. Technical gender training tends to be on an opportunistic, ad-hoc basis. There is currently no monitoring of staff capacities at the UNCT level. Capacity building of UN staff is incorporated into the JP GEWE program, but there have yet to be specific interventions in these areas. The scorecard exercise offers a form of a capacity assessment that should help to galvanize support for targeted initiatives to raise capacities.

Dimensions	Definition	Rating for Kenya
4.c - Gender expert roster with national, regional and international expertise used by UNCT members[16] Source: ECOSOC 2006	**Exceeds minimum standard** Gender expert roster exists, is regularly updated and includes national, regional and international experts. Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality and women's empowerment). Roster used on a regular basis by UN agencies (dependent on size of UN country programme). **Meets minimum standard** Gender expert roster exists. Roster used on a regular basis by some UN agencies (dependent on size of UN country programme). **Needs improvement** Roster in place but not updated or utilised. **Inadequate** No roster exists. **Missing** **Not applicable**	Rating: 3 – needs improvement Evidence: HOA focus group; PWG workshop Comments: A national gender experts roster does not exist. Some agencies have their own experts rosters at national, regional and/or global levels that may or may not allow for them to screen for the field of 'gender' in a search. Rather than rely on a single 'gender experts roster,' staff tend to source International or national gender expertise as needed through the procurement system. This gap area has been identified for attention under the JP GEWE.
5. DECISION-MAKING		
5.a - Gender Theme Group coordinator is part of UNCT Heads of Agency group Source: TCPR 2007	Yes/No	Rating: 3 – Needs improvement Comments: The PWG is headed by the Coordinator of the JP GEWE. This position sits on the PCG as the head of a JP, but does not sit on the UNCT HOA group. The JP GEWE is represented by the head of UN Women on the UNCT HOA group.
5.b - UNCT Heads of Agency meetings regularly take up gender equality programming and support issues Source: TCPR 2007	**Exceeds minimum standard** Gender equality programming and support issues included in 75% of Heads of Agency meetings. Decisions related to gender equality Programming and support issues are followed through. Meets minimum standard Gender equality programming and support issues are included in 50% of Heads of Agency meetings. Decisions related to gender equality programming and support issues are followed through. **Needs improvement** Heads of Agency meetings occasionally include gender equality programming on their agenda. **Inadequate** Token attention to gender equality programming and support issues. **Missing** **Not applicable**	Rating: 4 – meets minimum standard Evidence: HOA interviews; RC interview; secondary data Comments: There is a standing item on the UNCT HOA agenda to report on the JP GEWE. According to a review of the minutes for the last nine months, gender equality issues were included in most of the meetings, but rarely were they discussed outside of the JP GEWE, suggesting that there is room for improvement to fully mainstream gender into discourse at the highest levels.

16 *The roster can be maintained at national or regional levels.*

Dimensions	Definition	Rating for Kenya
6. BUDGETING		
6.a - UNCT Gender responsive budgeting system instituted Source: ECOSOC 2005	**Exceeds minimum standard** The UNCT has implemented a budgeting system which tracks UNCT expenditures for gender equality programming, as a means of ensuring adequate resource allocation for promoting gender equality. **Meets minimum standard** The UNCT has clear plans for implementing a budgeting system to track UNCT expenditures for gender equality programming, with timelines for completion of the plan noted. **Needs improvement** Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming. **Inadequate** The issue of implementing a budgeting system to track UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this. **Missing** **Not applicable**	Rating: 1 – Missing Evidence: RC interview, RCO interview, HOA focus group; secondary data Comments: The RCO is not at this time able to track budget expenses by outcome area nor does it have other means of tracking gender expenditures for the UN system as a whole. The issue of implementing a budgeting system to track UN wide expenditures for GE programming had not been raised in Kenya, but there is openness to adapting systems if top-down guidance was offered.
6.b - Specific budgets allocated to stimulate stronger programming on gender equality and women's empowerment Source: ECOSOC 2005	**Exceeds minimum standard** Specific budgets to strengthen UNCT support for gender equality and women's empowerment located for: Capacity development and training of UNCT members. Gender equality pilot projects. Support to national women's machinery. Support to women's NGOs and networks. Maintenance of experts' roster. Gender mainstreaming in CCA/ UNDAF exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.). **Meets minimum standard** Specific budgets allocated for any four of the above. **Needs improvement** Specific budgets allocated for any three of the above. **Inadequate** Specific budget allocated for one or two of the above. **Missing** **Not applicable**	Rating: 4 – meets minimum standard Evidence: RCO interview; PWG interview; Women's Machinery interview; CSO focus group; secondary data Comments: The JP GEWE serves as the pilot programme that has successfully enabled the UN system to meet minimum standards. There is UN support for the women's machinery targeted under the JP GEWE. Capacity development of the UN (including this exercise) is included in the GEWE framework though there have not yet been specific activities in this realm. Development of a gender experts roster is also included in the plans of the JP GEWE. In most cases, budgets are limited and external resource raising has been required. Budgets for GM in the next UNDAF exercise may come from the JP GEWE, but have yet to be allocated. GM in the current UNDAF was handled by an internal team with technical support.

Dimensions	Definition	Rating for Kenya
7. MONITORING AND EVALUATION		
7.a - Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women's empowerment Source: UNDG Guidance	Exceeds minimum standard A dedicated gender equality evaluation is carried out once during the UNDAF period. Gender audit undertaken once during UNDAF period. The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. The UNDAF Annual Review reports on the main gender-related expected results. Resident Coordinator reporting covers the main gender-related expected results. Gaps against planned results are rectified at an early stage. **Meets minimum standard** The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results. Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned. All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex. The UNDAF/CAP Annual Review reports on the main gender-related expected results. Resident Coordinator reporting covers the main gender-related expected results. **Needs improvement** Any four of the above (under *Meets minimum standard*) are achieved. **Inadequate** Less than four of the above (under *Meets minimum standard*) are achieved. **Missing** **Not applicable**	Rating: 2 - inadequate Evidence: RC interview; M and E Group interview; secondary data Comments: The UNCT met 3 out of 5 criteria under meets minimum standards. The UNDAF M and E Framework allows for measures of gender-related results, but baseline indicators have not been formed in a gender sensitive manner by and large, and there has been a failure to carefully collect and monitor data throughout the UNDAF cycle to substantively gauge gender-specific results. There are opportunities for more comprehensive gender sensitive M and E with the new UNDAF. The 2011 Progress Report and the 2010 and 2011 RC Annual Reports report on gender-specific activities, rather than results.

Dimensions	Definition	Rating for Kenya
8. QUALITY CONTROL AND ACCOUNTABILITY		
8.a - CCA/UNDAF quality control[17] Source: UNDG Guidance	Exceeds minimum standards Gender experts involved in all aspects of CCA/UNDAF preparation. Readers' Group comments refer specifically to gender equality and empowerment of women. Evidence of changes based on Readers' Group comments concerning gender equality and empowerment of women. Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA/. Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF. Meets minimum standard Gender experts involved in all aspects of CCA/UNDAF preparation. Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA. Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF. Needs improvement Meets only one or two of the above (under *Meets minimum standard*). Inadequate Token attention to gender equality during review and quality control exercises. Missing Not applicable	Rating: 3 – Needs improvement Evidence: RCO interview; HOA interviews; secondary data Comments: In-house gender expertise was generally relied on for UNDAF preparation. Verbal reports on support from regional or external experts vary. There was some recollection that a sub-group was responsible for GM in the design phase, but memories on the make-up and exact inputs of this group varied. UNDG quality review documentation including readers comments and quality review templates could not be located, so it is not clear if meaningful guidance was offered on assessing gender as a cross-cutting issue. Gender expertise was not sufficiently utilized in design of results framework and M and E matrix.

17 *To be completed once during the CCA/UNDAF process.*

ANNEX B

Persons Consulted

NAME	TITLE/AGENCY

Internal Stakeholders

Aeneas C. Chuma	UN Resident and Humanitarian Coordinator
Janneke van der Graaff-Kukler	Programme Coordinator (JP GEWE), UN Women
Sini-Maria Heikkila	M&E/Compliance Analyst (JP GEWE), UN Women
Banu Khan	Project Officer (PWG member), UN Women
Margaret Adongo	Sr. Programme Asst/Gender Advocate, WFP
Alice Kimani	CT/PD Program Officer, IOM
Queen Katemu	Gender and HIV Officer, FAO
Rachael M'rabu	Gender Expert, UN Habitat
Cecilia Kimenia	Assistant Representative, (PWG member), UNFPA
Lynette Luvai	Programme Officer, (PWG member), UNDP
Gloria Ndekei	National Project Coordinator, (PWG member), ILO
Teweldebirhan Girma	M&E Officer, WFP
Dorothy Mongi	Programme Associate, UNDP
Violet Kinuthia	PWG member, UNICEF
Asseneth Cheboi	M&E Officer, UNICEF
Consolata Kimata-Waithaka	Gender Focal Point, IOM
Alice A. Ochanda	Programme Officer, (PWG member), UNESCO
Ola Altera	Country Representative, UNIDO
Maya Harper	Country Coordinator, UNAIDS
Zebib Kavuma	Country Director, UN Women
Henry Ndede	Representative to the UNCT, UNEP
Madhavi Ashok	Deputy Representative, UNICEF
Patrick Lavand'homme	Head of Coordination, OCHA
Jacqueline Kegode	UN Coordination Officer, UNIDO
Abdulai Tinorgah	Chief, Child Survival and Development, UNICEF
Jane Maijua	JP Youth Coordinator, ILO
Girmay Haile	Senior Institutional Advisor, UNAIDS
Humphry Uaramagi	WHO
Maria-Threase Keating	Country Director, UNDP
Danston Ondachi	UN Coordination Specialist, RCO
Lister Chapeta	Programme Analyst, (PWG member), UNFPA
Pamela Tuiyott	Programme Officer, (PWG member), UN Women

NAME	TITLE/AGENCY

External Stakeholders

Professor C. Suda	Secretary for Gender and Social Dev., MoGCSD
Marko Lehto	Counselor, Finnish Embassy
Naisola Likimani	FEMNET
Benard Ogoi	AMWIK
Jackline Makokua	Maendeleo Ya Wanawake Organization
Kavutha Mutuvi	Gender Advisor, National Aid Control Council
Asa Torkelsson	Dr. Gender Advisor, World Bank
Katherine Muoki	Director Science & Technology, Ministry of Planning
Moses Ogolla	Director Sectoral Division, Ministry of Planning
John Owour	Head of Social Division, Ministry of Planning
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ANNEX C

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