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STATE DEPARTMENT FOR PLANNING

Diagnostic Study of the Gender Responsiveness of the National Integrated Monitoring and Evaluation System (NIMES) Kenya

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Final Report

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Abbreviations & Acronyms

AfDB	African Development Bank
AGDEN	Africa Gender and Development Evaluators Network
APEA	Asia Pacific Evaluation Association
APR	Annual Progress Report
CERD	Convention on the Elimination of all forms of Racial Discrimination
CIMES	County Integrated Monitoring and Evaluation System
COK	Constitution of Kenya
COMECs	County Monitoring and Evaluation Committees
CPST	Centre for Parliamentary Studies
CRC	Convention on the Rights of the Child
CSO	Civil Society Organization
CS	Cabinet Secretary
DAM	Document Analysis Guide
ESRWEK	Economic Recovery Strategy for Wealth and Employment Creation
ESK	Evaluation Society of Kenya
FEMNET	The African Women's Development and Communication Network
GE	Gender Equality
GDM	Gender Diagnostic Matrix
GII	Gender Inequality Index
GNI	Gross National Income
GOK	Government of Kenya
HDI	Human Development Index
IDEV	Independent Development Evaluation
IPRSP	Interim Poverty Reduction Strategy Paper
KNBS	Kenya National Bureau of Statistics
KNCHR	Kenya National Commission on Human Rights
M&E	Monitoring and Evaluation
MAMERs	Ministerial Annual Monitoring and Evaluation Reports
MDAs	Ministries, Departments and Agencies
MDP	Ministry of Devolution and Planning
MED	Monitoring and Evaluation Directorate
MOPSYG	Ministry of Public Service, Youth and Gender Affairs
MPND	Ministry of Planning and National Development
NDI	National Democratic Institute
NEP	National Evaluation Policy
NES	National Evaluation System
NGEC	National Gender and Equality Commission
NIMES	National Integrated Monitoring and Evaluation System
NMEP	National Monitoring and Evaluation Policy
NPMF	National Performance Management Framework
NSC	National Steering Committee
PC	Performance Contracting
PDU	Presidential Delivery Unit
PER	Public Expenditure Review
PMS	Performance Management System

PSRDP	Public Sector Reform and Development Programme
TM	Twende Mbele
TNT&P	The National Treasury and Planning
TOC	Technical Oversight Committee

Executive Summary

Introduction

As part of Twende Mbele's efforts to institutionalise equity and strengthen national monitoring and evaluation systems, in partnership with the Kenyan Government through the Monitoring and Evaluation Directorate, it was agreed to conduct a '*Diagnostic Study of the Gender Responsiveness of National Integrated Monitoring and Evaluation System (NIMES) Kenya*'.

The study commissioned was by the National Treasury and Planning (Ministry) through the Monitoring and Evaluation Directorate and supported by a broad national reference group comprising both government and non-government stakeholders. The study was undertaken between June and October 2019.

Background

Twende Mbele, is an African regional initiative which 'supports and documents the collaborative and individual efforts of state-led evaluations [and] emphasizes gender mainstreaming as a cornerstone of national evaluations' (Waller et al, 2019). The research tools used in this study have been used previously in South Africa, Uganda and Benin, and have resulted in revisions to their National Evaluation Policies (for improved gender responsiveness), guidelines for commissioners of evaluations for integrating a gender perspective in government evaluations, and training for government and non-government evaluation practitioners on 'how to' conduct gender responsive evaluations.

Kenya commenced investments in national evaluation systems in the 2000s. During the implementation phase of the Interim Poverty Reduction Strategy Paper (I-PRSP) in 2000-2003 (2019), and as part of the Economic Recovery Strategy for Wealth and Employment Creation (ESRWEC) in 2003-2007, M&E gained a high profile as a critical ingredient for assuring government accountability and for delivering results. In June 2008, following the launch of Kenya's Vision 2030, the M&E Unit became a Directorate charged with the responsibility for supporting the monitoring and evaluation of the Medium-Term Plans of Vision 2030.

Although a signatory to many international treaties and conventions in support of gender equality and equity, Kenya still grapples with retrogressive and harmful socio-cultural practices that have direct and often negative implications on children, women and youth as well as other vulnerable members of society. Unfavourable beliefs persist about gender equality.

Objectives of the study

1. Undertake a diagnostic study of the existing country evaluation system; investigating the extent to which the evaluation policies, procedures, frameworks and internal systems relate to what ought to be characteristic of an effective national gender responsive monitoring and evaluation system.
2. Identify existing and potential barriers as well as enablers for a well-functioning gender responsive M&E system

Methodology

Three principal methods were deployed for data collection namely; interviews, literature reviews and the Gender Diagnostic Matrix. The sample consisted of 36 strategic informants from 20 institutions including MED, other MDAs, constitutional Commissions, Parliament, Civil Society and UN Women.

Limitations of the Study

The major challenge was a delay in commencing and concluding data collection. The data collection exercise was too close to the national census which affected the availability of some key informants from the Kenya National Bureau of Statistics. A minor challenge was related to the small number of respondents who could not fully complete the GDM tool.

Findings

At the national (macro) level, the M&E ecosystem exhibits positive characteristics in the constitutional, legislative, and normative environments which demonstrate commitment to human rights, gender equality and equity. The linkage between the commitment to human rights, gender equality and equity and evaluation is weak because monitoring and evaluation policy documents are silent on these issues. The draft national M&E policy which is yet to be approved and adopted is currently gender blind.

At the institutional (meso) level in MDAs, monitoring is predominant guided by frameworks, processes, procedures and indicators generated principally by government through MED. The Medium-Term Plan (MTP) indicator handbooks include a handful of gender responsive indicators. The high-level strategic support for gender equality, human rights and equity, has not been adequately incorporated into M&E systems and practices in MDAs.

The GDM was successfully used in the study to show those components of the National Evaluation Policy landscape and those of the National Evaluation System with reference to the MDAs which are working and those that are not. The results are consistent with those found in the other countries thus affirming the utility and relevance of the diagnostic line of inquiry introduced by TM. The results show the areas of weakness (such as budgeting and decision-making) and strength (dimensions of gender equality).

Top challenges to gender responsive M&E practice in the country include the culture of patriarchy, inadequate funding for and weak technical capacity, knowledge, skills and competencies.

The 2010 Constitution is the greatest enabler of gender responsive M&E through the Bill of rights which is a blueprint for equality and equity. The existence of a ministry of Public Service, Youth and Gender Affairs as well as the Gender and Equality Commission are critically positive but insufficient conditions for a well-functioning gender responsive M&E system.

Conclusion

While NIMES occupies a central position and is expected to play a key co-ordinating role in government M&E, the operations of this function will benefit from strengthening the capacity and role of MED within the system.

A few strongly positive characteristics for gender responsive M&E at the national and institutional levels exist, but the weak alignment and linkage between the two levels is acting as a significant inhibitor.

Recommendations

In addition to suggestions made for strengthening NIMES by reorganising, re-invigorating and aligning NIMES structures at the national & county levels, the following recommendations are made for;

- Improving the gender responsiveness of current operational areas of NIMES and CIMES through integrating gender equality and equity considerations into key M&E documents such as the policy, framework, guidelines, reports; and improved training for M&E, especially gender responsive M&E training opportunities.

- Strategic structural changes to improve the coordination function of MED for NIMES at the national level and enhance the influence of formal gender equality and equity machineries in national M&E activities through closer working ties between the ministry responsible for gender and the National Treasury and Planning through MED.
- Further development, refinement and extended reach/use of the gender diagnostic tool.

1.0 Introduction

This report presents the '*Diagnostic Study of the Gender Responsiveness of the National Integrated Monitoring and Evaluation System (NIMES) Kenya*'. The study was commissioned by the National Treasury and Planning (Ministry) through the Monitoring and Evaluation Directorate with support from Twende Mbele (TM). This is among the second-generation studies undertaken by TM after those started in 2016 in South Africa, Benin and Uganda.

In 2016, Twende Mbele, and the Africa Gender and Development Evaluators Network (AGDEN) worked to develop a tool and methodology for diagnosing the gender responsiveness of national evaluation policies and systems. This tool called a **Gender Diagnostic Matrix** is a list of 50+ individual items in 6 analytical components. The component items are informed by the gender and development theory and related literature. A 2018 synthesis review of studies which used the GDM (Dadjo, M.) suggested that the tool be refined. This call for a review of the GDM informed this study.

The research reported herein was conducted in Kenya between June and September 2019.

1.1 Objectives of the Study

The Terms of Reference for the assignment state the 'scope of work and indicative tasks' as follows;

1. The development or adaption (if already existing) of a gender diagnostic tool that can be used to evaluate and also track the gender responsiveness of national monitoring and evaluation systems. The consultant is expected to review all possible sources of information relevant to develop this tool including the UN Women resource book entitled "How to measure Gender Responsive Evaluation Handbook (2015)".

2. Undertaking a diagnostic study of the existing country evaluation system; investigating to what extent their evaluation policies, procedures, frameworks and internal systems relate to what ought to be characteristic of an effective national gender responsive monitoring and evaluation system.

- *Review the NIMES*
- *The diagnostic tool should also review the broad M&E institutional framework dimensions (i) policy, (ii) indicators, data collection and methodology, (iii) organization and capacity and (iv) use of M&E outputs*
- *Identify the potential barriers and enablers to having a well-functioning gender responsive M&E system. N.B: It is important that gender equity and equality are viewed in context to determine realistic results¹.*

The objectives for the study approved by the reference group are as follows;

1. Undertake a diagnostic study of the existing country evaluation system; investigating the extent to which the evaluation policies, procedures, frameworks and internal systems relate to what ought to be characteristic of an effective national gender responsive monitoring and evaluation system.
2. Examine the existing evaluation systems and review the National Integrated Monitoring & Evaluation System (NIMES)

¹ Terms of Reference for Gender Responsiveness Diagnostic, 2019, Diagnostic of the Gender Responsiveness of National Integrated Monitoring and Evaluation System (NIMES), Page 2

3. Identify existing and potential barriers as well as enablers for a well-functioning gender responsive M&E system
4. Adaptation (if necessary) of the gender diagnostic tool for effective tracking of the gender responsiveness of national monitoring and evaluation systems.

1.2 Study Approach

The study approach was consistent with the those of similar studies conducted between 2016 and 2018 in Uganda, South Africa and Benin². It used mixed methods and followed 4 steps of; i) document review, ii) key informant interviews, iii) processing and analysis of collected data and iv) developing and validation of the report. As in the other three studies, the main tool deployed was Gender Diagnostic Matrix (GDM).

The GDM is an excel document which is used to assess the degree to which national evaluation policies and systems target and perform on six gender related criteria also called components. It is comprised of two matrices with 30 and 27 items respectively. One matrix, used to evaluate the national policy landscape is referred to as the National Evaluation Policy (NEP) while the other matrix, called the National Evaluation System (NES) is used for interrogating the evaluation system/s in the country. The GDM assesses how existing evaluation policies, frameworks, procedures and M & E systems perform on each component using a scale shown in Table 2 below. The six criteria assessed by the GDM include; gender equality, gender budgeting, decision making, review - revision, participation and sustainability³.

A third GDM matrix was created for this study. Composed of eight items which were extracted from the NEP matrix and used for analysing documents, it is called a document analysis guide (DAM).

1.3 Data Collection Methods

Three principal methods were deployed for data collection. They included interviews, document analysis and the GDM tool.

- Interviews: Mostly face-to-face individual (with a few group) interviews were conducted with key and strategic informants identified by MED and other MDA staff during the pilot phase. All those interviewed had involvement with monitoring and or evaluation at the national, institutional or county levels.
- Literature review: Extensive document reviews of 20+ key monitoring and evaluation related documents was conducted. Some of the documents were; the draft national Monitoring and Evaluation Policy, Monitoring and Evaluation Framework for Kenya, Master Plan for the Implementation of a National Integrated Monitoring and Evaluation System for Kenya.
- GDM administration: The GDM tool was used during the interviews.

The data collection instruments are presented in Annex III and Annex IV.

1.4 Sample

A purposive and stratified study sample of thirty-six (36) individuals was selected from twenty institutions. These institutions included eight (comprising 36%) out of the twenty-two ministries, four parliamentary offices, three county offices, two independent commissions, two civil society organisations and one development partner organisation. Table 1 below shows these institutions and Figure I in Annex VII presents the number of individuals interviewed in each institution.

² See Wokadala, J., 2016; Marock, C & Konstant, T., 2018; Dadjo, M. 2018

³ See AGDEN, Madri van Rensburg, 2016

Table 1: Study Sample Institutions (n = 20)

	Ministries & Departments	Commissions	Parliament	CSOs	Counties	Donors
1.	The National Treasury and Planning <ul style="list-style-type: none"> Monitoring and Evaluation Directorate (MED) Vision 2030 Delivery Unit 	National Gender and Equality Commission (NGEC)	National Assembly	Evaluation Society of Kenya (ESK)	Machakos County	UN Women
2.	Ministry of Public Service, Youth and Gender Affairs <ul style="list-style-type: none"> National Government Affirmative Action Fund (NGAAF) 	Kenya National Commission on Human Rights (KNCHR)	Parliamentary Budget Office	The African Women's Development and Communication Network (FEMNET)	Council of Governors	
3.	Ministry of Health		Centre for Parliamentary Studies		Nairobi County	
4.	Ministry of Education		Parliamentary Research Services			
5.	Ministry of Transport Infrastructure, Housing & Urban Development					
6.	Ministry of Interior and Coordination of National Government					
7.	Ministry of Water and Sanitation					
8.	Ministry of Energy					

1.5 Data Analysis

Data generated from interviews using the Gender Diagnostic Matrix (GDM) was analysed on excel. A four-point rating scale of zero to three (0-3) as shown in Table 2 below was used to score each response to matrix items (see Annex 1I). A zero score represents non-existence of the gender responsive element being investigated; 1, is for partial existence, 2, for full existence and 3, for full existence and implementation. The scores for all respondents were aggregated for each of the 6 components in both the NEP and NES to determine total performance. The performance for a component is calculated by the percentage of the

cumulative scores for each question (item) of the component. The level of performance for all the components is captured as a percentage which reflects the overall degree of gender responsiveness in the national evaluation policy i.e. NEP and the national monitoring and evaluation System -NES. Table 2 below shows the scoring GDM system which is like that used in the UN SWAP-EPI⁴.

Table 2: Gender Diagnostic Matrix Scoring System

<i>Score/Value</i>	<i>NEP Item Response</i>	<i>NES Item Response</i>	<i>DAM Item Finding</i>
<i>0</i>	<i>Non-existent</i>	<i>Non-existent</i>	<i>Non-existent</i>
<i>1</i>	<i>Low/weak existence</i>	<i>Low/weak Existence</i>	<i>Low/weak existence</i>
<i>2</i>	<i>Average existence</i>	<i>Average Existence</i>	<i>Average existence</i>
<i>3</i>	<i>Full existence</i>	<i>Full existence</i>	<i>Full existence</i>

The qualitative data was analysed using Nvivo data analysis software, and SPSS was used for quantitative data.

1.6 Limitations of the Study

The study limitations included late distribution of research letters of introduction to the MDAs which resulted in delayed engagement and difficulty reaching a handful of individuals and respondents who could not complete the National Evaluation Policy (NEP) section of the GDM on account of insufficient familiarity with the draft national monitoring and evaluation policy.

2.0 Background & Context

2.1 Twende Mbele

Twende Mbele (TM) is an African regional peer learning initiative ‘that supports and documents the collaborative and individual efforts of state-led evaluations [and] emphasizes gender mainstreaming as a cornerstone of national evaluations (Waller et al, 2019)’. Starting in the three African countries of Benin, South Africa and Uganda as a collaboration among the three governments, TM has in its second-generation programming expanded to three more; Ghana, Niger and Kenya. The initiative is funded by the UK Department of International Development and has continuing support from the William and Flora Hewlett Foundation. CLEAR-AA and the Independent Development Evaluation (IDEV) of the African

⁴ UNEG UN-SWAP Evaluation Performance Indicator Technical Note April 2018 p.7

Development Bank are TM institutional partners providing strategic and technical support. The Programme has the objective of improving performance and accountability of participating governments through enhancing the technical and institutional capacities of African partners to strengthen their national evaluation systems. The programme envisages stronger national M&E ecosystems, better policies and more effective practices as a way of improving development outcomes and ultimately the lives and livelihoods of all the peoples in these countries. The TM programme provides a platform for sharing resources, cross-country learning opportunities as well as joint development of tools and identification of best practices for generating relevant knowledge. A key result of this collaboration is the generation and use of evidence for policy and programme changes.

TM supports partner countries to strengthen their efforts to integrate gender equality and equity in their national evaluation systems and safeguard the empowerment of women and girls stating that *'evaluation can help those involved in policy-making and programme design have a socio-cultural insight into ... gender norms and expectations in any given context so that appropriate interventions can be designed accordingly.'* And states that; *'Although progress has been made by governments (in) ... fostering gender equality and the rights of women, the extent of gender responsiveness of national monitoring and evaluation systems is still .. relatively new'* <http://www.twendembele.org/gender/>.

2.2 Kenya National Context

Kenya is largely stable politically except during elections with election related violence and isolated but significant incidences of terror attacks in the last two decades. The 2010 Constitution created a two-tier system of government leading to the establishment in 2013 of the forty-seven (47) counties. Each county has an independent assembly responsible for legislation at the county level. In 2013, whereas sixteen (16) women were elected into the national assembly, eighty-two (82) won seats into county assemblies and in 2017, twenty-three (23) women won seats into the national assembly and ninety-six (96) joined county assemblies. Following the 2017 elections, three (3) women became governors (County Chief Executive Officers) and the national government appointed six (6) women into twenty-two (22) available positions of Cabinet Secretary (CS - Head of Ministry or State Department), equivalent to twenty-seven percent (27%) of the total number of CSs (NDI 2018).

Kenya's current economic blueprint "the Kenya Vision 2030" is the main national development strategy document. The aim is to create a globally competitive and prosperous country able to provide a high quality of life for all citizens. The 22-year plan is being implemented in successive five-year medium-term plans (MTPs). Implementation of the third MTP (2018-2022) is currently ongoing.

Socio-cultural situation; The current population of Kenya is estimated at about 47.8 million (Economic Survey, 2019) with men comprising about 49.9% and women 50.1%.

Kenya has signed and ratified a good number of global conventions and protocols in support of gender equality and equity but still grapples with retrogressive and harmful socio-cultural practices that have direct and often negative implications on children, women and youth as well as other vulnerable members of society. Attitudes and cultures are difficult to change, although the country is addressing the bias and disadvantage from marginalisation and inequality through legislation and institutional mechanisms.

The legal framework in Kenya is firmly in support of the principle of gender equality and equity. The Bill of Rights contained in Chapter 4 of the constitution's Article 27 on equality and freedom from discrimination clearly states that equality and non-discrimination shall be the norm. The Constitution of

Kenya⁵ also states that no elective body shall have more than two thirds of its members from the same gender⁶. This key provision is supported by other articles of the constitution and upheld by legislations e.g. Elections Act, 2011 and Political parties Act, 2011. Judicial decisions as well as the body of international treaties and conventions ratified and signed by the country are also in (National Democratic Institute (NDI, 2018) support gender equality and equity⁷. Some national gender related indices are shown in Table 3.

2.2.1 Kenya National Monitoring And Evaluation Context

While there is no prescription, one way or another in this regard, a county's national evaluation landscape is characterised by the existence or absence of a national evaluation framework or policy (NEP) and the nature of the national evaluation system (NES). *'NEPs refer to formal policies defining the purpose, responsibilities, functions and organisation of the public-sector evaluation function in a particular country. National evaluation systems (NESs) are systems put in place to implement NEPs. NEPs and NESs complement each other. NEPs give the normative framework, while NESs refer to the mechanisms that operationalize the principles dictated in the NEPs'*.

During the implementation phase of the Kenya Interim Poverty Reduction Strategy Paper (I-PRSP) in 2000-2003 (2019)⁸, and as part of the Economic Recovery Strategy for Wealth and Employment Creation (ESRWEC) in 2003-2007, M&E gained a high profile as a critical ingredient for assuring accountability and for delivering results of a reform-oriented government. The result was the creation of a Monitoring and Evaluation Unit in the Ministry of Planning and National Development in 2004 to coordinate the implementation of a National Integrated Monitoring and Evaluation System (NIMES). In June 2008, with the launch of a new long-term development strategy for Kenya – Vision 2030, the M&E Unit was elevated to a Directorate with enhanced responsibility to support the M&E of the Vision's five yearly Medium-Term Plans (MTPs). The development of the national monitoring and evaluation system – NIMES in Kenya thus preceded the development and adoption of a national monitoring and evaluation policy (NMEP) in Kenya.

A draft national monitoring and evaluation policy has been in existence and limited circulation since 2012 and in the public domain since 2016; but it is still awaiting cabinet approval as well as passage by parliament. Perhaps on account, the national M&E landscape consists of a mixture of structures and systems at project, programme, policy, institutional (MDAs) and sectoral levels. Some of these are upheld and supported by development partners while others like NIMES and CIMES have government backing. The judiciary uses a different M&E system and one for the national assembly is in the making⁹. Every government ministry, department and agency (MDA) is expected to have an M&E plan as a chapter of its strategic plan. The Strategic plan is the MDA source document for work planning and the basis for their performance assessment which is implemented through a system of performance contracting of Cabinet Secretaries in their role as CEOs of MDAs. This system is for performance monitoring.

⁵ COK Article 2 (5) and 2 (6)

⁶ COK Articles 10 (2), 23, 27, 54 (2), 54 55 (b), 98 (1) (b), and 177)

⁷ National Democratic Institute (NDI, 2018)

⁸ The National Treasury and Planning State Department for Planning Monitoring and Evaluation Department & Council of Governors, 2019, Guidelines for the Development of County Integrated Monitoring and Evaluation System (CIMES)

⁹ Interviews revealed that the Parliamentary Service Commission is currently preparing its Strategic Plan which includes a mandatory chapter on M&E.

2.2.2 National Integrated Monitoring And Evaluation System – NIMES

NIMES was instituted as part of a governance reform agenda with the commitment to embed Results-Based Management (RBM) in the Public Sector Reform and Development Programme (PSRDS). NIMES was considered a critical dimension of the National Performance Management Framework (NPMF) and conceptualised to achieve the following objectives:

1. Build the Monitoring and Evaluation Practice throughout Kenya, ensuring integration of government and its non-state partners in the reporting process;
2. Strengthen capacities for monitoring and evaluation at all levels and for all components of the practice;
3. Produce policy research and key M&E reports;
4. Track follow-up on the implementation of recommendations of major monitoring reports; and
5. Institutionalize standards for harmonized project monitoring and reporting at the national and sub-national levels¹⁰.

The goal of the NIMES is to:

- Provide the government with reliable mechanisms to measure progress with national development goals and plans;
- Report on the efficiency and effectiveness of public programmes and policies;
- Collect and synthesise policy implementation feedback to support resource allocation as well as shared government and international development partner appraisals of results¹¹.

The institutional framework for NIMES consists of the following structures; Monitoring and Evaluation Directorate (MED), Technical Oversight Committee (TOC), National Steering Committee (NSC), Ministerial Monitoring and Evaluation Committees (MMECs), Central Projects and Planning Monitoring Units (CPPMUs), and County Monitoring and Evaluation Committees (COMECs) as shown in Diagram 1, Annex 1). The MED, located in the National Treasury and Planning ministry (TNT&P) is the nucleus of NIMES, acting as the coordinating hub for all M&E activities; specifically, *‘MED will receive information from line Ministries, parastatals, reform programmes, civil society, the private sector and donor partners and provide feedback monitoring reports. In the first instance, focus will be on Government and Local Authority reporting, integrating civil society, private sector and donor partner reporting, as the system becomes more developed,* ¹². Central Projects and Planning Monitoring Units (CPPMUs) with staff seconded from the TNT&P are to be found in all line ministries. They have responsibility to track the implementation progress of policies, programmes and projects within their ministries and agencies, and prepare Ministerial Annual Monitoring and Evaluation Reports (MAMERs) which the MED uses to prepare Annual Progress Reports (APRs) on implementation of the MTPs of Kenya’s Vision 2030. The APRs are supposed to be used to support evidence-based decision making but their production is often delayed.

NIMES operations include; quantitative and qualitative data collection, indicator construction and archiving, research and results analysis, dissemination for advocacy and sensitisation, project monitoring and evaluation, capacity development and policy coordination. The expected outputs of NIMES include; APRs, comprehensive expenditure reviews, mid and end-term reviews and evaluation reports, national monitoring indicator sets, policy research papers, policy briefs and seminars, analysis of census and survey data and quarterly project monitoring reports.

¹⁰ Master Plan for the Implementation of a National Integrated Monitoring and Evaluation System for Kenya, Ministry of State for Planning, National Development and Vision 2030, 2012

¹¹ National Monitoring and Evaluation Policy, Ministry of State for Planning, National Development and Vision 2030, 2012

¹² Master Plan for the Implementation of a National Integrated Monitoring and Evaluation System for Kenya, Ministry of State for Planning, National Development and Vision 2030, 2012

2.2.3 Country Integrated Monitoring And Evaluation System - CIMES

Section 47 of the County Government Act provides that the County Executive Committee designs a performance management system (PMS) and uses it for assessing and reporting on county public service performance. Alongside the PMS, the County Integrated Monitoring and Evaluation System (CIMES) is used for tracking progress with the implementation of policies, projects and programmes outlined in County Integrated Development Plans (CIDPs).

CIMES is expected to do for the County Integrated Development Plans (CIDPs) what NIMES does for the MTPs. It draws its authority from the county performance management framework (2016) and sections of the Intergovernmental Relations Act, 2012 which mandates the evaluation of national or county governments and the recommendation of appropriate action. Just as NIMES relies on MDA reporting of targets and indicators identified in MTP indicator handbooks so is CIMES expected to report using County Indicator Handbooks. Both NIMES and CIMES work closely with statistics offices, using survey as well as administrative data for reporting.

The MED has supported the strengthening of County Integrated Monitoring and Evaluation Systems (CIMES) with training, M&E plans, handbooks and guidelines. While NIMES is the system for planning, budgeting and reporting at the national level, CIMES is for the devolved level¹³. CIMES, operating as a replica of NIMES at the county level is expected to ensure a harmonised and well-coordinated mechanism for M&E in the counties. Each county is expected to establish and operationalise CIMES based on its structure and guidelines developed by MED in consultation with the counties and the Council of Governors.

CIMES is expected to provide essential input for NIMES. However, the integration of the two systems - NIMES and CIMES is yet to be fully accomplished. Within and between the counties, harmonisation among the various M&E systems is also weak¹⁴.

3.0 Findings

3.1 Relevance of A Gender Diagnostic Tool

The ToR for the study stipulated, among other tasks, the ‘*development or adaptation (if already existing) of a gender diagnostic tool that can be used to evaluate and also track the gender responsiveness of national monitoring and evaluation systems.*’ As indicated in the introduction of this report, Twende Mbele commissioned AGDEN to develop a similar tool in 2016. The result of this was the Gender Diagnostic Matrix (GDM) which was first deployed in three studies in Benin, Uganda and South Africa. In 2018, a synthesis of these studies which applied the GDM while affirming its utility as a diagnostic tool recommended the following:

- *Assessment of gender responsiveness of monitoring systems and activities.*
- *Revision of criteria and including additional criteria such as “partnerships” and “clarity of the gender mandate”.*
- *Revision of the items (questions)*

¹³ End Term Review of Implementation of the First Medium Term Plan 2008-2012, Ministry of Devolution and Planning, 2014

¹⁴ Guidelines for the Development of CIMES, April 2019

- *Revising of the scoring scale and include scoring guideline for each question like the model of UN gender scorecard, (p.11).*

In a paper by Twende Mbele titled ‘An African approach for gauging the gender responsiveness of national monitoring and evaluation systems’, published in IDEV’s eVALUation Matters in 2019, TM states that; *‘In 2017, Twende Mbele commissioned a diagnostic study to assess the level of gender responsiveness of the NMES for Benin, Uganda and South Africa, using a home-grown tool based on a robust, participatory and iterative approach¹⁵. This AGDEN gender diagnostic matrix was used as an analytical tool to assess the extent to which provisions to consider gender within the National M&E Plan and the NMES are evident, as well as the level of functionality of those mechanisms for improving gender mainstreaming.’*

These experiences coupled with reports of the GDM tool and especially comments from respondents in the present study expressed in Annex VI indicate that the tool is useful for the purpose of assessing gender responsiveness of national M&E policies and systems. The AGDEN-CLEAR GDM has proved its basic value, utility and relevance as a diagnostic tool and shares characteristics common with other tools of the same genre. It however requires refinement.

Other valuable resources for evaluation diagnostics include; The UNEG *UN-SWAP Evaluation Performance Indicator Technical Note* (April 2018) and a UNDP (undated) ‘National Evaluation in the SDG Era: An On-line Self-Assessment Tool for Evaluation Diagnostics and Strategizing’. Both of these documents propose a rating and scoring system like that used in the GDM. Another useful resource found is the ‘workplace gender diagnostic tool’ of the Australian Government’s Workplace Gender Equality Agency. Some of the key focus areas identified in this workplace tool are similar to those in the GDM. This tool is an excel file with a 0-6 scoring scale (see <https://www.wgea.gov.au/topics/gender-strategy/diagnose-the-status-of-gender-equality-in-your-organisation>). The study also found that the UN Women, EvalPartner & IOCE (2015) publication titled *National Evaluation Policies for Sustainable and Equitable Development How to integrate gender equality and social equity in national evaluation policies and systems* is very useful for understanding and identifying elements that make evaluation policies gender responsive, without the diagnostics. The UN Women resource book entitled “*How to Manage Gender Responsive Evaluation Handbook* (2015)” is a very practical document which provides useful tips and techniques for how to conduct gender responsive evaluations. Both of these documents contribute to the critical body of literature on the subject of gender responsive evaluation policies, systems and practice.

3.2 National Monitoring and Evaluation System

This section of the report responds to the objective to ‘*examine the existing evaluation system*’ to determine if it reflects the ‘*characteristic of an effective national gender responsive monitoring and evaluation system*’. A gender responsive national monitoring and evaluation system is one in which policy pronouncements in support gender equality are effectively implemented by government supported institutional structures which have mandates for maintaining equity. In such a system, monitoring and evaluation procedures, processes and practices have integrated gender equality principles; i.e. sensitivity for gender equality and gender budgeting is commonplace, decision making for evaluation is positively influenced by gender equality responsible entities, broad participation of beneficiary populations is encouraged as a route to equitable and sustainable development for women and disadvantaged populations. An analytical framework which takes into consideration the complex realities of national evaluation

¹⁵ Study reported by Jansen van Rensburg & Blaser-Mapitsa, 2017

landscapes of policies and systems as well as their potential for gender responsiveness was also used in this study to explore this objective. This framework responds to the observation made by Dadjo in 2018 that ‘country systems are not a simple system as implied in the matrix. For the tool to be used more widely, a wider variation in organizational structure should be captured’.

3.2.1 National M&E Systems – An Analytical Framework Proposal for Gender Mainstreaming

Ian Goldman and colleagues as recently as 2018 highlight the challenge with finding useful frameworks which relate to the experience of African national evaluation systems¹⁶. They propose a framework by Holvoet and Renard, (2007) which though valuable because it applies to a developing country context, is embedded in the poverty-reduction discourse of the early years of this millennium. AGDEN¹⁷ presented a framework proposal based on previous work on the diagnostics of gender responsiveness of national evaluation policies in 2016. The conceptual framework is called a National Evaluation Ecosystem framework and is composed of 3 levels and 9 components. The levels correspond to the macro or national, meso or institutional and micro or evaluation project as shown in Diagram 2 Annex 1. Each level is made up of three components which give the character and quality of the level in terms of its gender responsiveness. The components at each level are as follows;

At the macro (national) level:

- i. National laws, legislations or policy/ies – (including national development strategies as well as evaluation policies (NEPs) if any)
- ii. Normative environment i.e. gender equality & human rights declarations, conventions etc
- iii. Advocacy (for gender responsive national evaluation practice and or evaluative thinking)

Meso (institutional/organisational) level components;

- i. Institutional arrangements (i.e. NES -system/s characteristics and properties)
- ii. Institutional capacities & capabilities (readiness)
- iii. Processes & procedures including guides and or guidelines for institutional evaluation practice

Micro (evaluation) level the components;

- i. Evaluation design including criteria, principles and standards (gender responsive and equity focused)
- ii. Evaluation questions and indicators
- iii. Evaluation methodology & standards (i.e. common) evaluation methods and practices.

The framework posits that if all three levels are well developed -that is, components are mature, function fully and harmoniously, the policy environment together with the operational systems will form a good, that is responsive to gender equality and equity national evaluation ecosystem which can more easily and positively influence evaluations. The main focus of the present study were the macro-national and meso-institutional levels of this analytical framework. These levels correspond to the NEP and NES of the GDM.

¹⁶ Goldman, I., Byamugisha, A., Gounou, A., Smith, L.R., Ntakumba, S., Lubanga, T., Sossou, D. & Rot-Munstermann, K., 2018, ‘The emergence of government evaluation systems in Africa: The case of Benin, Uganda and South Africa’, *African Evaluation Journal* 6(1), a253. <https://doi.org/10.4102/aej.v6i1.253>

¹⁷ Etta, F & Sibanda A, Evaluating Gender & Equity in the SDGs: Gender Responsive National Monitoring and Evaluation Systems’, Paper presented at the Asia Pacific Evaluation Association (APEA) Inaugural International Evaluation Conference, 2016 Hanoi, Vietnam, 21-25 November 2016

The section below reports findings of the study interpreted with the National Evaluation Ecosystem analytical framework. The findings are consistent with those from the GDM tool.

The national (macro) and institutional (meso) levels of the national evaluation ecosystem were found to exhibit some well-developed component characteristics although it cannot be said that the entire ecosystem is mature because of the absence of synergies between the two levels and other gaps. At the national (macro) level, for the component of national laws, two key documents – the Constitution¹⁸ and Vision 2030 i.e. the contemporary national development strategy are strongly supportive of M&E and economic and social rights.

The normative environment in Kenya for gender equality can be described as positive. Chapter 4 of the COK - the Bill of Rights, makes provision for equality and freedom from discrimination in Article 27. Clauses six (6) and eight (8) of this article give explicit protection in the form of affirmative action. A department of gender within the Ministry of Public Service, Youth and Gender Affairs exists and a constitutional commission the National Gender and Equality Commission (NGEC) was created by an Act (2011) of Parliament with the mandate to work with all relevant institutions for the realisation of the human rights of citizens. The national Gender and Development policy has recently been revised and approved by government.

At the national (macro) level, the legal, constitutional and normative environments demonstrate good and positive commitment to human rights, gender equality and equity. However, the policy commitment to evaluation at this level is weak because the M&E policy has not been approved or legislated. The synergy and connection between the commitment to human rights, gender equality and equity on one hand and evaluation on the other, is even weaker because strategic evaluation documents make no reference to gender equality, women's empowerment and equity. This situation can explain the poor operational linkages between the two levels of the national evaluation ecosystem (i.e. macro-national and meso-institutional) leading to poor commitment to gender equality in M&E practices at the institutional level.

At the institutional level i.e. MDAs, respondents reported that more monitoring than evaluation is undertaken most of it is framed by government or donor guidance documents which provide operational procedures and indicators. National and County indicator handbooks prepared by MED are usually issued by TNT&P to accompany MTP monitoring for each 5-year development cycle and CIDPs. The indicator handbooks are used by MDAs and counties for tracking performance of projects and programmes and annual reporting. The MTP indicator handbooks have become better by including more and better gendered indicators, whereas the procedures and processes are more gender blind¹⁹.

3.3 Gender Responsiveness of the Kenya National M&E System

This section of the report responds to the study objective to *'investigate the extent to which national evaluation policies, procedures, frameworks and institutional systems as well as processes demonstrate characteristics of an effective national gender responsive monitoring and evaluation system'*. This is done primarily by using the Gender Diagnostic Matrix (GDM) data but triangulated with findings from other sources.

¹⁸ See Articles 10, 56, 174, 195, 201, 203, 225, 226, 227 and Article 43 of the 2010 Constitution

¹⁹ Guidelines/standards for preparation, appraisal, monitoring and evaluation of development projects 2009

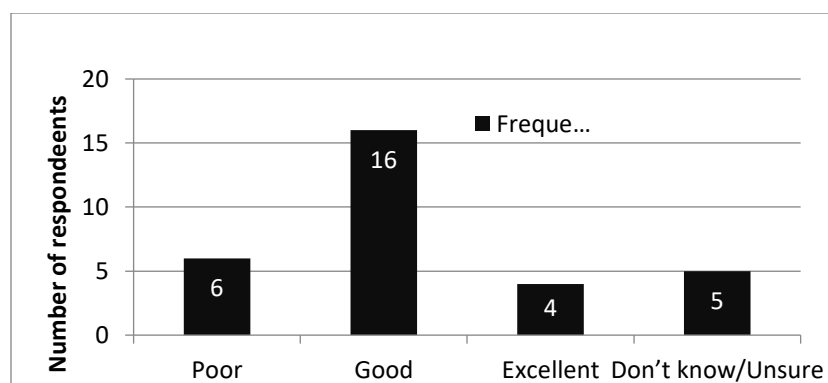
3.3.1. National Integrated Monitoring & Evaluation System -NIMES

Since its creation in 2004, NIMES Kenya has been at the centre of national efforts to institute a culture of M&E. Most strategic informants recognise and work with NIMES as the overall central system through which all M&E data should be channelled, but not all government bodies employ the NIMES in the expected manner. Some MDAs have their own monitoring, evaluation and reporting systems such as the District Health Information System, Health Information System, or donor guided systems. Some government departments and units were found to be engaged in national level monitoring and reporting. Two of such are the Presidential Delivery Unit, and the Vision 2030 Delivery Unit - created in 2008 to support the government's flagship projects. This is seen by respondents as operating parallel systems which pose a potential threat to NIMES' mandate and weakens its influence. As if to confirm this finding, nearly twenty percent (20%) of key informants reported that they either '*do not work with NIMES*' or '*have weak connection*' or have '*no linkages for reporting structures to NIMES*'. This shows a gap in the coordination function of MED and the adoption of NIMES.

Fifty-nine (59) percent of respondents reported that the structure of NIMES was working well or very well. This is interpreted to mean that the structure supporting NIMES composed of the NEC, TOC, COMEC and TAGs in MED (Diagram 1, Annex 1) is functioning well although most respondents expressed the desire to see changes to the system. The nature of change desired for NIMES was in the operations such as '*to be integrated with other government systems*' '*linking sub national levels*', '*revitalisation*' and '*rolling out of e-NIMES*'.

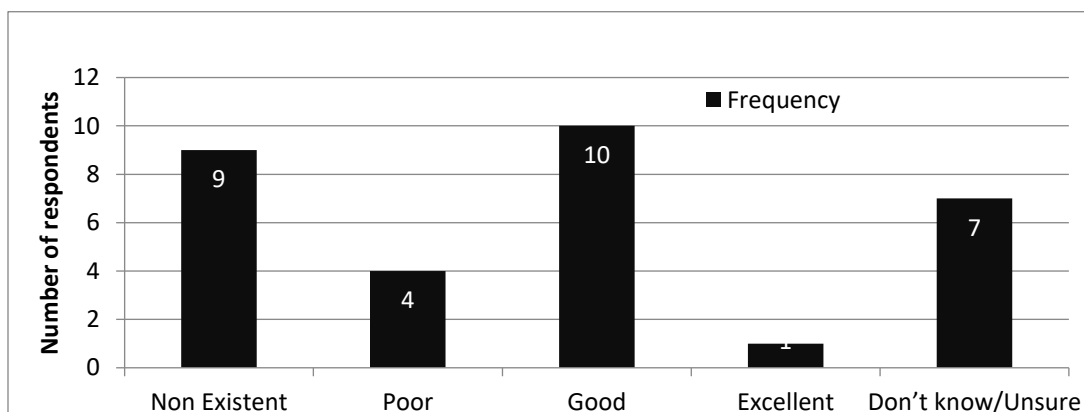
Monitoring and evaluation activities undertaken under the auspices of NIMES in Kenya fall under five operational categories. i) Policy development, coordination and analysis, ii) capacity development and training at the national and county level, iii) development and review of M&E tools and resources, iv) production of reports and v) supporting evaluations, reviews and assessments. The production of reports, e.g. APRs, PERs, was the most frequent activity reported. The reports were hugely appreciated by respondents who however lamented the fact that the reports took too long to be published thereby limiting their use for on-time decision making. It was found that there is currently no formal arrangement for APRs or PERs to be presented to parliament or other stakeholders thereby limiting the optimal use of these valuable reports. Policy development, coordination and analysis, was found to be weak, but capacity development was found to have fared better. Over seventy percent (70%) of respondents reported that their M&E capacities, skills and competencies were good or better with many reporting that their skills had been improved through the efforts of MED. Sixty-five percent (65%) of respondents described their capacity for gender responsive M&E as good or excellent (Figure 1 below) and twenty-nine (29) percent reported that they had no budget for improving their gender responsive M&E skills (Figure 2 below). It was reported that opportunities for general M&E skill enhancement through budget provisions existed in the MDAs but these opportunities were not usually for specialty areas such as gender responsive M&E.

Figure 1: Capacity for Gender Responsive M&E



The development and review of M&E tools and resources was found to be the most successful NIMES operation. MED has generated a good number of guides, guidelines and handbooks in support of M&E for the national and county governments. The national indicator handbooks are critical and valuable tools for monitoring MTPs by MDAs. MED, unlike KNBS which undertakes national surveys e.g. national census from time to time, is not usually engaged in primary data collection, it has a key role in providing guidance on standards²⁰.

Figure 2: Budget for Gender Responsive M&E Capacity Enhancement



The gender responsiveness of many of the tools and resources such as handbooks and guidelines developed can be improved. The latest national handbook for reporting on MTP3 (2018 -2022) has five (5) outcome indicators for gender, youth and vulnerable groups. Four of these are to be monitored and reported upon by the Ministry of Public Service, Youth and Gender Affairs (MOPSYG). These 5 indicators are disaggregated by sex and or age and respond to the SDGs but not to the AU Agenda 2063. Of these gendered indicators, only one i.e. ‘improved tracking of gender budgeting’, is to be reported upon in 2020 by the National Treasury and Planning²¹. Data collection methods and processes are supported by MED outputs in collaboration with the KNBS through line ministries’ administrative data collection systems and much of this data is disaggregated by sex.

3.3.2. Findings from the Gender Diagnostic Matrix - NEP

Nineteen respondents completed the thirty items of the five (5) components in the GDM – NEP. Their cumulative raw scores were converted to percentages to enable comparison of performance between and within the components. The line graphs in Figure 3 below show the performance of each component of the NEP which assesses the national evaluation policy and landscape.

Figure 3 shows that the scores for the gender equality component of the NEP are the highest of all the component scores. High scores represent good gender responsiveness. This result confirms the finding described in section 3.2.1 above that the constitutional, legislative, and normative environment i.e. the national strategic level in Kenya is positive and responsive to gender equality. The highest scoring item in this component is; ‘*Nature of national response to International human & Women’s rights conventions, declarations etc e.g. BPfA, AU’s Maputo Protocol*’ and the lowest is; ‘*The NEP is legislated and in full*

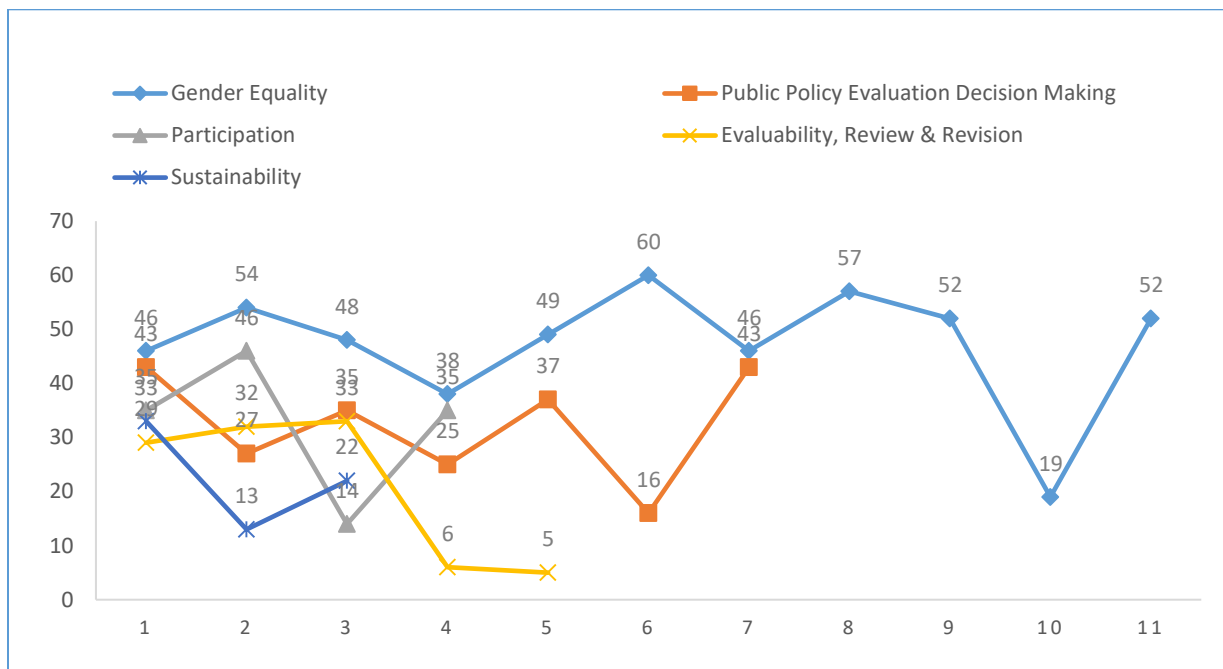
²⁰ Guidelines/standards for preparation, appraisal, monitoring and evaluation of development projects, Ministry of State for Planning, National Development and Vision 2030, Monitoring and Evaluation Directorate,

²¹ 3rd National Reporting Indicator Handbook For the 3rd Medium Term Plan 2018-2022 p. 44-45

implementation'. In comparison to Kenya's 47%, the performance of South Africa, Benin and Uganda on this component in 2016 was 51%, 45% and 38 % respectively putting Kenya in second position among peers on gender equality.

Figure 3 shows the Public policy evaluation decision making NEP scores see-sawing and ranging from 43% to 16% (lowest) with an average of 32%. The comparative figures for Benin, South Africa and Uganda are; 47%, 47% and 27% respectively. The score variability from item to item in the component can be interpreted to mean that there is consistency of gender responsive support. In relation to its peers, Kenya is in third position on this component which addresses when, what, and how to evaluate public policies.

Figure 3: NEP Performance by Component



The best scoring items are 'when to evaluate public policies', and the 'mandatory disaggregation of M&E data by sex' while the poorest performance (16%) is for the item which states that; 'The NEP stipulates how evaluation of public policies can be used to improve gender equality and women's empowerment'.

Notwithstanding the constitutional provision of wide consultation among stakeholders for public policy actions in Kenya, the performance on the participation component was 33% meaning that participation of gender equality advocates and champions in public evaluations is weak.

Performance on the evaluation and revision component as well as for the sustainability component is very weak with average scores of 21% and 23% respectively. The corresponding scores for Benin and Uganda on review, evaluation and revision are in the same low range of 17% and 22%, respectively while South Africa has a performance of 47%. The poor performance in Kenya for this component reflects the reality that the 'NEP has not been reviewed since it was created' and the 'NEP has not undergone evaluation or assessment since it was created' because the draft national M&E policy has not been approved.

Performance on the sustainability component with as 33% and below indicating weak sustainability of current gender mainstreaming efforts.

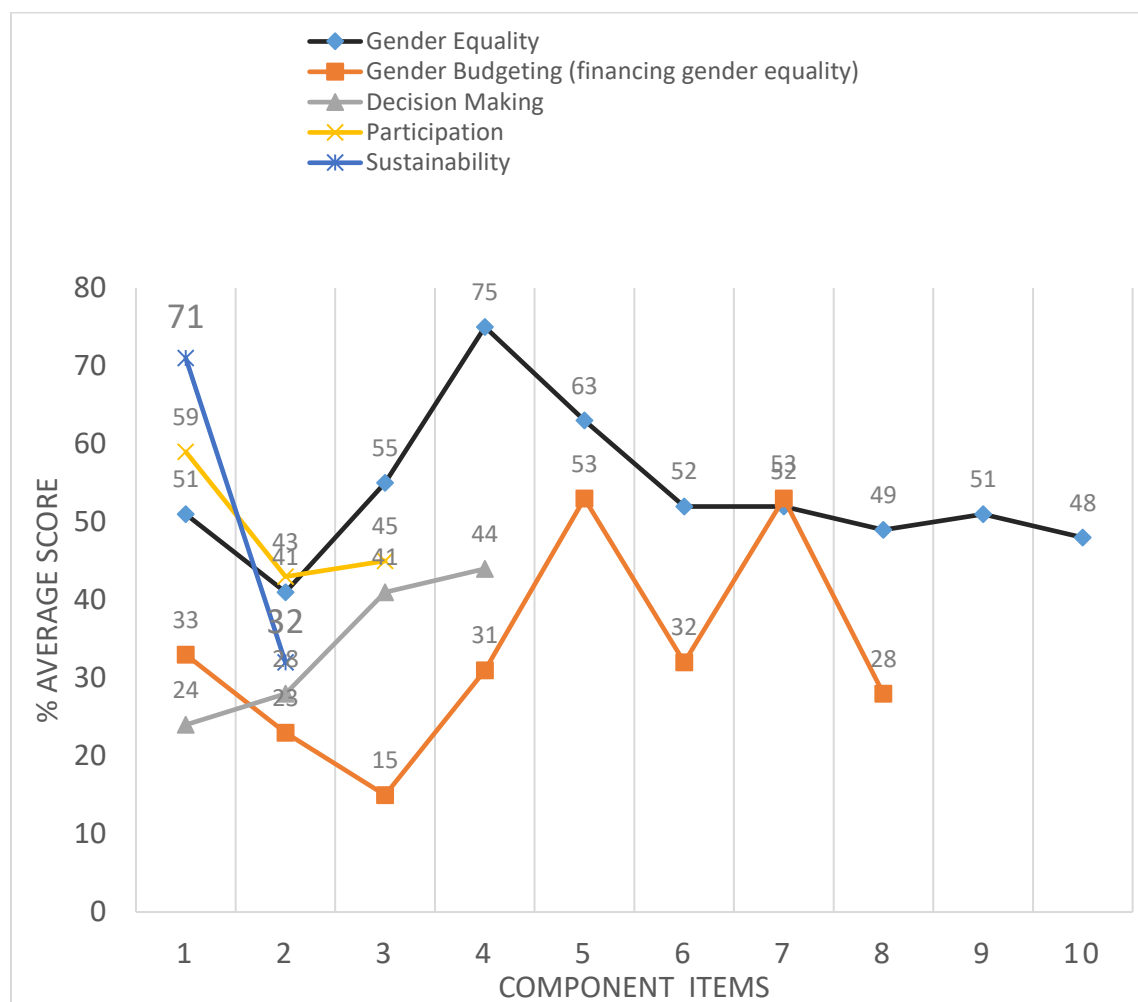
The results from the GDM NEP confirm earlier findings which show a disconnection between the high political strategy level and actions at institutional levels. This is a political situation with far-reaching consequences for development effectiveness in the era of ‘leaving no one behind’.

3.3.2 Findings from the Gender Diagnostic Matrix - NES

Twenty-five informants from MDAs provided answers to as many of the 27 items as they could. The analysis was similar to that undertaken for the GDM NEP.

Figure 4 below presents the results for the five components of GDM NES. The gender equality component which addresses the adequacy of the structure and architecture for gender responsive evaluation culture of MDAs and the role of the designated mandate bearing public institution with the mandate for assuring system-wide gender mainstreaming out-performed other components. With a performance score of 54%, Kenya score of 54% puts its ahead of its peers with scores of 23%, 40% and 43 % for Benin, South Africa and Uganda respectively. The institutional architecture for gender equality in Kenya is fairly good as described in earlier sections. In addition to the positive structural dimensions, there is a public procurement policy that is gender and youth responsive as well as gender focal points (officers) in all MDAs.

Figure 4: NES Results by Component



The gender budgeting component in the NES addresses the adequacy of budgets for gender responsive evaluative actions in the responsible ministry (i.e. Ministry of Public Service Youth and Gender Affairs), as well as other MDAs including the Kenya National Bureau of Statistics, and VOPEs. The average component performance is 34% close to Benin's 33%. Uganda and South Africa both have a better performance rate of 46%. The results show that gender equality and women's rights VOPEs are not funded by the national budget although MED has offered in-kind support (housing) to the national VOPE -ESK since it was created which has conducted some gender related activities.

The decision making component assesses the extent to which; i) MDAs determine national evaluation schedules, ii) gender equality advocates and VOPEs e.g. ESK contribute to improving the gender responsiveness of national or institutional evaluations, iii) the authority wielded by the national machinery and iv) the extent to which this ministry can influence the budget of national evaluations towards greater gender responsiveness. The component performance of 34% places Kenya in third place after South Africa (58%) and Uganda (50%) with Benin in last position (17%). The results show that the Ministry of Public Service, Youth and Gender Affairs can influence the budget of national evaluations to improve their gender responsiveness' but wields little influence over national evaluation schedules'. This result is not out of place because national evaluation scheduling ought to be the responsibility of MED as a NIMES task in consultation with MDAs following agreed national guidelines and standards.

Participation looks at the degree to which other ministries & agencies are involved with MDA institutional or national evaluations, collaboration among institutions in Kenya with responsibility or specialist knowledge in evaluation and the degree to which the MED involves others e.g. VOPEs such as ESK and gender equality advocates in evaluations. The performance on this NES component was 49%; which is lower than Benin, South Africa and Uganda with 78%, 78% and 56% respectively.

The two-item sustainability component interrogates the extent to which NIMES would remain in the national budget and the degree to which the budget in following year for improving gender responsive national evaluations would increase or decrease. The component performance of 51% places Kenya 3rd among its peers with Uganda at 83%, South Africa, 67% and Benin, 50%. The item score of 71% for the first question is among the highest score for all the NES items reflecting a very strong belief that NIMES will remain government supported. On the contrary, there is little faith for improved future budgets for gender responsive national evaluations.

The general message from the results of the NES is that although institutional arrangements, processes and procedures are averagely gender responsive, mainstreaming gender in the M&E of national institutions such as MDAs is not likely to change much in the face of poor budgets and weak influence by gender equality champions such as the NGEC and institutions with the mandate and responsibility such as e.g. MOPSYG.

3.3.4 Findings from Gender Diagnostic Matrix – Document Analysis Matrix - DAM

Four documents were analysed using the DAM. They were; i) *Third National Reporting Handbook for the Third Medium Term Plan 2018-2022*; ii) *National Gender and Development Policy, 2017*, iii) *Draft Kenya National Monitoring & Evaluation Policy, 2016*, and iv) *Monitoring and Evaluation Framework for Kenya, 2015*.

The DAM analysis found that while the draft Kenya National Monitoring and Evaluation Policy and the Monitoring and Evaluation Framework documents have no mention or reference to gender, gender equality, or women's empowerment, the *National Reporting Handbook for the Third Medium Term Plan* has a section dedicated to gender indicators. The *National Gender and Development Policy* has a handful of and quality of mentions of M&E. This analysis shows that whereas the guiding documents for M&E are gender

blind, the gender and development policy document and MTP3 indicator handbook are both responsive to M&E, gender equality and women's empowerment. MED and M&E policy managers would do well to incorporate gender responsive elements in these key policy and practice relevant documents.

3.4 Existing and Potential Barriers for Gender Responsive M&E System

The draft M&E policy and the M&E Framework make no substantial reference to gender equality, equity or women's empowerment. This finding runs contrary to the spirit of this era of the SDGs Goal #5, the 'no one left behind' imperative, and the AU Agenda 2063's Aspiration #6, Goal #17²² which calls for strong actions in support of gender equality.

The most frequently listed challenge for M&E is limited funding, followed by weak political will to entrench M&E and especially, its gender responsive practice. Yet quite contradictorily, informants also listed these two elements among enablers of M&E in Kenya. For gender responsive M&E in particular, in addition to the policy deficit, two formidable challenges remain; the culture of patriarchy and weak technical capacity, knowledge, skills and competencies at the institutional and evaluation project levels. Despite a Supreme Court ruling for MPs to enact the law for a two-thirds gender rule as stipulated in the COK 2010, resistance remains firm²³ with four recorded failures in parliament to date a testament to enduring patriarchal attitudes.

3.5 Enablers for a Well-Functioning Gender Responsive M&E System

The greatest enabler of gender responsive M&E in the country is the 2010 Constitution. The constitution underscores the importance of accountability and transparency and provides a Bill of Rights which is a blueprint for equality and equity. The existence of a ministry of Public Service, Youth and Gender Affairs as well as the creation of a National Gender and Equality Commission in 2008 although critical are insufficient conditions for a well-functioning gender responsive M&E system in the country.

Currently, the creation and financing of NIMES and all its outputs including the popular national M&E Week now in its 8th consecutive year reflect commitment by the GOK for national M&E. The rising recognition of 'evidence-based decision-making' by a small group of parliamentarians is also good sign for improving demand for M&E and hopefully gender responsive M&E.

4.0 Conclusion

This study, deploying a methodology of gender diagnostics, first introduced by TM in 2016 for a new line of inquiry in respect of national M&E policies and systems, has affirmed like earlier studies, the utility of the diagnostic approach when applied to gender mainstreaming and gender equality responsiveness. The study, successfully testing the relevance of the GDM as a tool (albeit with minimal adaptation) for examining the gender responsiveness of the M&E system in Kenya, also highlights how the tool can be used in combination with other resources to strengthen both the understanding of contexts and the identification of specific and targeted gender-related aspects for remedial action.

The global picture of the M&E landscape in Kenya provided by the study shows that while NIMES occupies a central position and is expected to play a critical co-ordinating role, the operations of this function at present though fair, could be greatly improved. A triangulation of results from the analytical framework of the national M&E ecosystem, the GDM and interviews shows the existence of positive elements for gender responsive M&E at the national (macro) and institutional (meso) levels, and the weak alignment between

²² Handbook on Integrated Regional Indicators Framework of Agenda 2030 and Agenda 2063 Concepts, UNECA, January 2017

²³ Mwangi, Anthony, 'What Next For Parliament as Gender Rule Timeline Lapses?' in People Daily, September 5th, 2019

the two levels resulting in poor operationalisation of a gender responsive system. NIMES Kenya which straddles the two levels provides both levels the strategic national platform for M&E through policy directions on one hand and on the other, the institutional support for MDAs with M&E guidelines, procedures, standards etc.

The GDM offers the opportunity for identifying what is working or not working for M&E at the granular level, making gaps and strengths visible. Gaps such as the absence of significant mention of gender and equity elements in the draft national M&E policy, and related documents, weak capacity development and involvement of the formal gender machinery, ministry or in county gender equality advocates with national M&E.

Challenges exist but hope for building a stronger gender responsive M&E system is real because enablers and the tools exist and charting of the pathways is well underway.

5.0 Recommendations

5.1 General Recommendations

A number of recommendations came from the strategic informants for strengthening the NIMES and improve its functionality including:

- The need for rollout of the e-NIMES platform, and integration of e-NIMES with other existing online platforms as well as with other monitoring information collection systems including at the county level;
- The need for a shift in focus from monitoring to evaluation;
- The need for enhanced capacity development and funding;
- MED should create better means of collecting information from counties by appointing M&E focal persons in the national government and others in the county governments to facilitate submission of reports to NIMES and expand the delivery points and space.

5.2 Targeted Recommendations

Institution specific recommendations are as presented below.

5.2.1 MED

- MED should review and finalize the draft M&E policy and bill having taken gender and equity into consideration and push for its adoption and approval by government.
- Improve collaboration for capacity development especially for gender and equity responsive M&E with partners such as UN Women, UNDP, AU, AGDEN and like-minded institutions.
- Increase dissemination of M&E reports which have clear articulation of gender and equity issues.
- MED in collaboration with Twende Mbele and other VOPEs such as ESK, AGDEN, IDEAS, AfrEA could develop an intensive capacity building manual that includes gender responsiveness as a module and use it for expansive and intensive training.

5.2.2 TNT&P

1. Review the reporting line for the CS or PS of the national M&E mandate bearing entity (currently MED/NIMES) so that annual reporting to both the executive and legislative branches of government is mandatory similar to what the Auditor General currently does as a way of amplifying the visibility and utility of the M&E function and underpin its value to taxpayers.

2. Pursue the operational integration of NIMES with other monitoring (or evaluation) and reporting systems in the country e.g. Performance Contracting since the CS is responsible for the performance of the ministry/department.
3. Improve and amplify the positive contributions of M&E to national development through making quality gender integrated NIMES outputs and reports relevant for planning national budgets and especially gender budgeting.
4. The MTP indicator handbook could be reviewed to increase the number of gender responsive indicators and spread the collection of data on them to more/other MDAs.

5.2.3 Twende Mbele and other development partners

In order to take the learning concerning the methodology of gender responsive diagnostics forward, it is recommended that TM;

1. Review and revise the GDM to respond to some of the suggestions that have emerged from this and other related studies and analyses.
2. Prepare a detailed manual for the GDM; its administration, analysis and interpretation, testing in a handful of African countries, launch and roll out to all countries as desired.
3. MED and TM should work together to mobilize resources to support and deepen gender responsive M&E in Kenya.

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7.0 Annexes

Annex 1 Tables and Diagrams

Table 1: Study Sample Institutions (n = 20)

	Ministries & Departments	Commissions	Parliament	CSOs	Counties	Donors
1.	The National Treasury and Planning <ul style="list-style-type: none"> Monitoring and Evaluation Directorate (MED) Vision 2030 Delivery Unit 	National Gender and Equality Commission (NGEC)	National Assembly	Evaluation Society of Kenya (ESK)	Machakos County	UN Women
2.	Ministry of Public Service, Youth and Gender Affairs <ul style="list-style-type: none"> National Government Affirmative Action Fund (NGAAF) 	Kenya National Commission on Human Rights (KNCHR)	Parliamentary Budget Office	The African Women's Development and Communication Network (FEMNET)	Council of Governors	
3.	Ministry of Health		Centre for Parliamentary Studies		Nairobi County	
4.	Ministry of Education		Parliamentary Research Services			
5.	Ministry of Transport Infrastructure, Housing & Urban Development					
6.	Ministry of Interior and Coordination of National Government					
7.	Ministry of Water and Sanitation					
8.	Ministry of Energy					

Table 2: Gender Diagnostic Matrix Scoring System

Score	NEP Response	NES Response	DAM Finding	Response Interpretation
0	Non existent	Non existent	Non existent	Not present/ not found
1	Low/weak existence	Low/weak existence	Low/weak existence	Limited evidence found
2	Average existence	Average existence	Average existence	Mentioned but no or weak implementation
3	Full existence	Full existence	Full existence	In implementation
DK	Don't Know	Don't Know	Don't Know	Unsure
9	No Response	No Response	No Response	Missing information

Table 3: Gender Information Brief - Kenya

Kenyan Population	47.8 Million
Male Population	49.9%
Female Population	50.1%
Women's Life expectancy (in years)	69.7
Men's Life expectancy (in years)	64.9
Fertility Rate (Average births per female)	3.79

Gender Related Human Development Index

Life expectancy at birth		Expected years of schooling		Means years of schooling		Gross National Income per capita		Human Development Index values		F-M ratio
Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	GDI value
69.70	64.90	11.70	12.50	5.70	7.10	2,529	3,398	0.568	0.610	0.931

Source: UNDP (2018), Human Development indices and indicators: Statistical Update Kenya

Gender Inequality Index 2017

GII value	GII rank	Maternal ²⁴ Mortality ratio	Adolescent birth rate	Female seats in parliament (%)	Population with at least some secondary education (%)		Labour force participation rate (%)	
					Female	male	Female	Male
0.549	137	510	80.5	23.3	29.2	36.6	62.4	68.5

Source: UNDP (2018), Human Development indices and indicators: Statistical Update Kenya

²⁴ Maternal mortality ratio is expressed per 100,000 live births and adolescent birth rate is expressed in number of births per 1000 women ages 15-19.

Conventions ratified by Kenya (UN Convention Systems)²⁵

Convention (UN System)	YES/NO	Year
CEDAW International Convention on all forms of Discrimination Against Women (1979)	YES	09.03.1984
CEDAW Optional Protocol (2000)	NO	
CERD International Convention on the Elimination of all forms of Racial Discrimination (1966)	YES	13.09.2001
CRC Convention on the Rights of the Child (1989)	YES	30.07.1990
ILO Convention 138 on Employment Age	YES	09.04.1979
ILO C100 – Equal Remuneration (1951)	YES	07.05.2001
ILO Convention No. 182 Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor	YES	07.05.2001
ILO C111 – Discrimination (1958)	YES	07.05.1997
ILO C156 – Workers with Family Responsibilities (1981)	NO	
ILO C183 – Maternity Protection (2000)	NO	

Source: <http://kenyalaw.org/treaties/treaties/286>

Table 4: 4-Country Comparison of NEP Performance

Country	Gender Equality	Public Policy Evaluation Decision Making	Participation	Evaluability, Revisions & Revisions	Sustainability
Kenya	47	32	33	21	23
Benin	45	47	42	17	56
Uganda	38	27	42	22	56
South Africa	51	47	58	44	44

Table 5: 4-Country Comparison of NES Performance

Country	Gender Equality	Gender Budgeting	Decision Making	Participation	Sustainability
Kenya	54	34	34	49	51
Benin	23	33	17	78	50
Uganda	43	46	50	56	83
South Africa	40	46	58	78	67

²⁵https://lib.ohchr.org/HRBodies/UPR/Documents/Session8/KE/KSC_UPR_KEN_S08_2010_KenyaStakeholdersCoalitionforUPR_Annex3.pdf

Diagram 1: National Institutional Arrangements for NIMES-Kenya

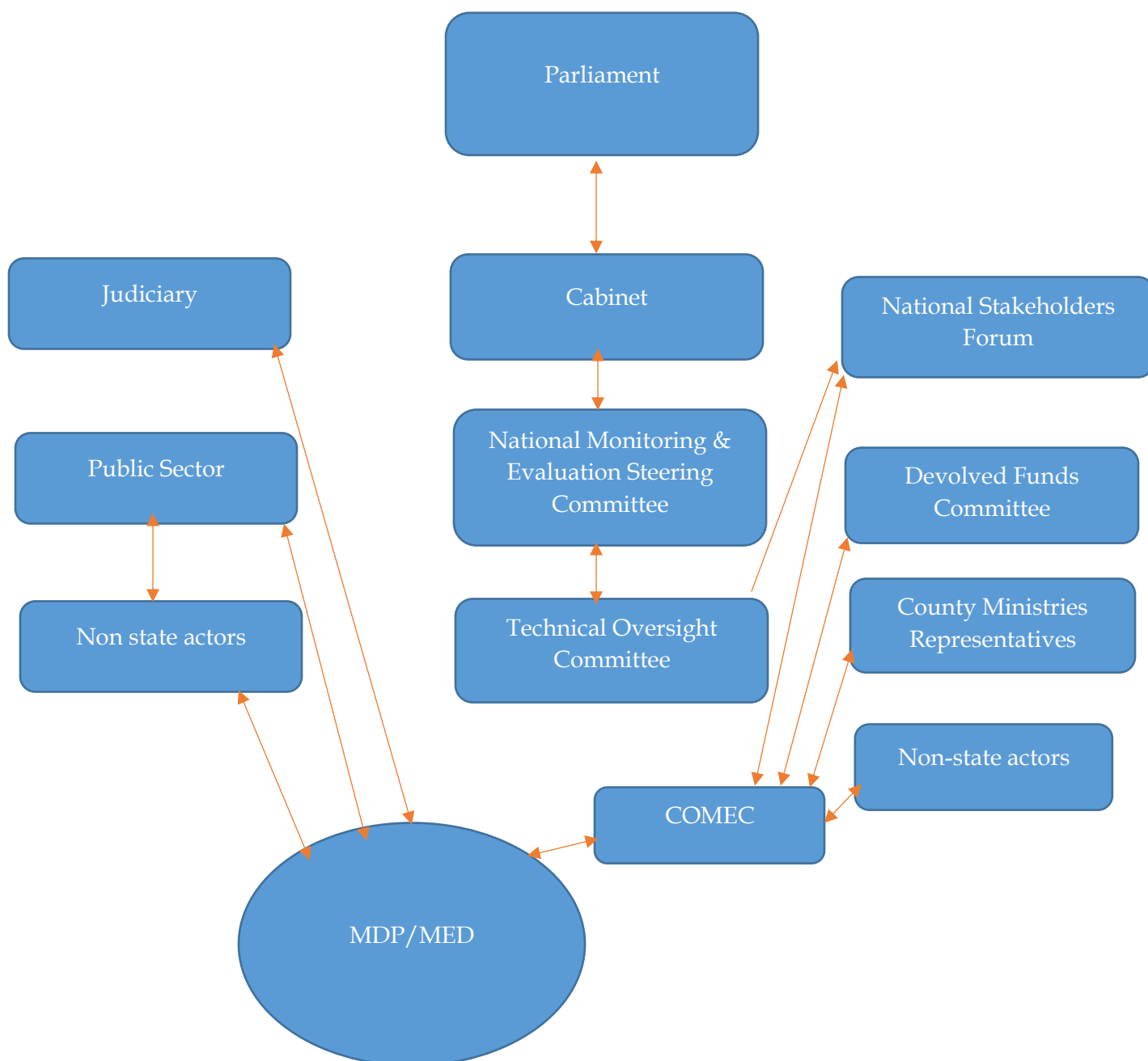
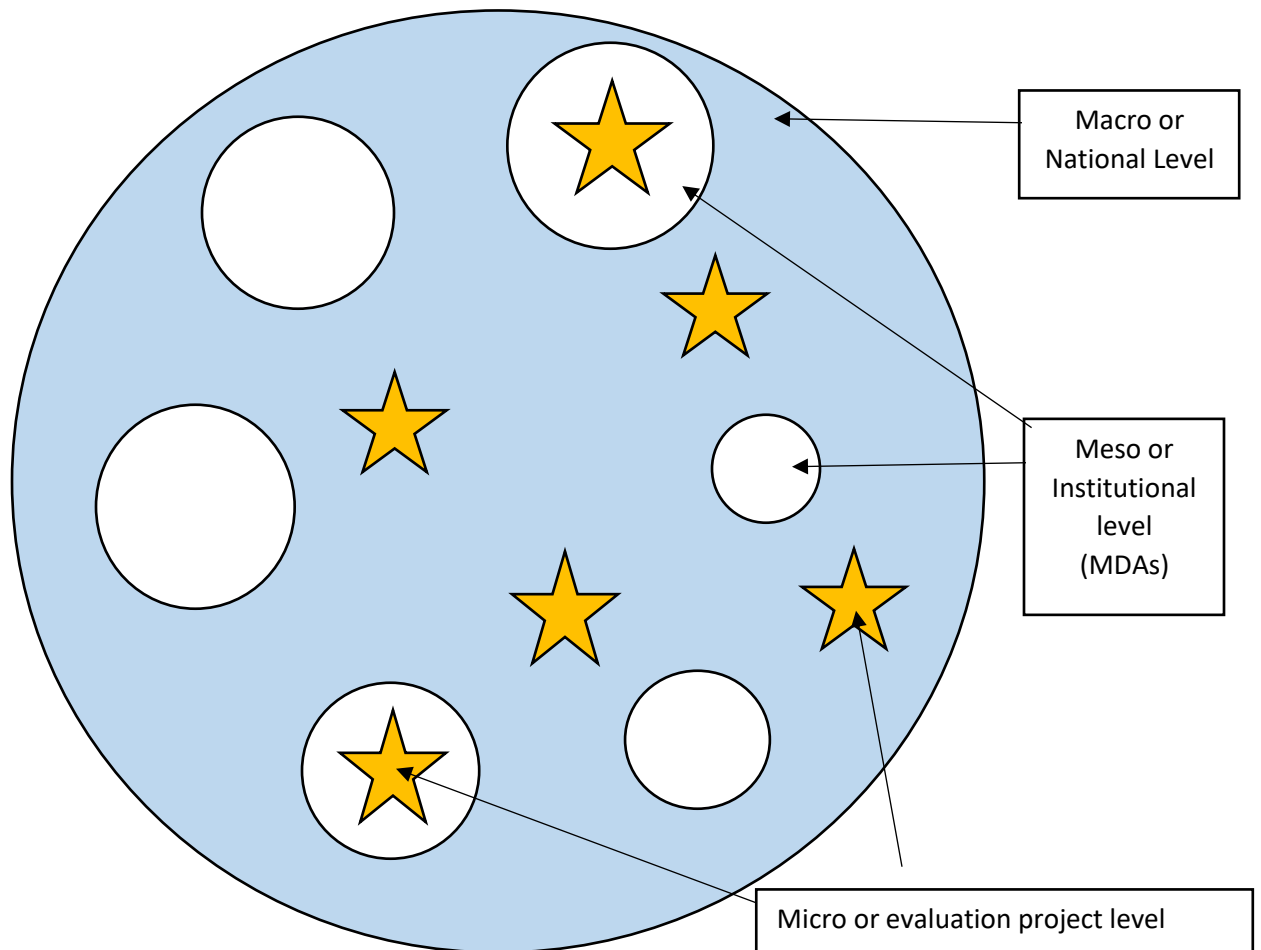


Diagram 2: National Evaluation Ecosystem



Annex II Terms of Reference

Terms of Reference for Gender Responsiveness Diagnostic, 2019

Diagnostic of the Gender Responsiveness of National Integrated Monitoring and Evaluation System (NIMES)

Introduction

The Twende Mbele Programme is a multi-country collaboration between African governments working together by using similar approaches to strengthen their National Evaluation Systems. Funded by the DFID under the SANGAT (Strengthening African Networks for Governance, Accountability and Transparency) Programme, this concerted effort seeks to enhance the technical and institutional M&E capacities of countries so as to improve government performance and accountability. This initiative was founded by three country partners - South Africa, Benin and Uganda, who are jointly sharing resources, facilitating cross learning opportunities, jointly developing tools and identifying best collaboration practices. The Twende Mbele Programme will be a platform to enable deeper learning experiences between committed African governments to work collectively to develop strong national evaluation systems that will generate knowledge to inform development priorities, give strategic direction, influence policy and programme change and improve resource use.

Background

There is a growing awareness for the need for government interventions to be more reflective of the broader realities of societal and cultural norms within its context. It is therefore apparent that for that to happen there is need for monitoring and evaluation systems to be more thoughtful about and account for dynamics that emerge relating to the differences between men and women, how interventions that are implemented affect them and how they respond to them. Thus evaluation can help those involved in policy making and programme designing to have a socio-cultural insight into these gender norms and expectations in any given context so that appropriate interventions can be designed accordingly. Gender-responsive evaluation systems can augment government efforts to promote gender equality and equity by embedding these dimensions into its evaluation approaches, methods, processes and results ultimately deepening gender consciousness in its policies, plans, budgets and programs.

In view of this, the Twende Mbele initiative seeks to explore how the partner countries can strengthen their efforts to make gender equity and equality innate in their national evaluation systems and safeguard the empowerment of women in instances where their needs, views and experiences have been excluded and have been previously discriminated in development programmes implemented by the government. Although significant progress has been made by governments to drive change by fostering gender equality and the rights of women, the extent of gender responsiveness of national monitoring and evaluation systems is still a relatively new concept.

This ToR thus seeks the services of qualified individuals to carry out a gender diagnostic of the NIMES and come up with recommendations that will facilitate and guide its review to make it gender responsive.

Scope of work and indicative tasks

The assignment will involve:

1. The development or adaption (if already existing) of a gender diagnostic tool that can be used to evaluate and also track the gender responsiveness of national monitoring and evaluation systems. The consultant is expected to review all possible sources of information relevant to develop this tool including the UNWomen resource book entitled “How to measure Gender Responsive Evaluation Handbook (2015)”.
2. Undertaking a diagnostic study of the existing country evaluation system; investigating to what extent their evaluation policies, procedures, frameworks and internal systems relate to what ought to be characteristic of an effective national gender responsive monitoring and evaluation system.
 - review the NIMES
 - the diagnostic tool should also review the broad M&E institutional framework dimensions (i) policy, (ii) indicators, data collection and methodology, (iii) organization and capacity and (iv) use of M&E outputs
 - identify the potential barriers and enablers to having a well-functioning gender responsive M&E system. N.B: It is important that gender equity and equality are viewed in context to determine realistic results.
3. Providing recommendations of what may be required to strengthen NIMES to ensure that it builds in the dimensions of gender equality and equity.
 - Identify and develop concrete strategies for strengthening NIMES.

Requirements

The team profile should exhibit at the minimum the following expertise and experience considered essential for the successful completion of this assignment.

- Extensive experience in the field of gender, and at least 5 years of working knowledge or experience in national M&E systems strengthening.
- A post graduate qualification in Gender, Development Studies, Public Administration/ Policy or any other similar field coupled with relevant experience.
- Familiarity with the Government sector systems (previous working experience will be an added advantage)
- Experience in gender analysis and human-rights based approaches
- Post graduate experience in public sector research or programme evaluation with traceable references

Organizations are also welcome to submit expressions of interest for leading the entire diagnostic study, or for contributing one particular area of expertise to fit into a wider team.

Expected Results

1. A gender diagnostic tool with a brief process note reflecting on the application of the tool.
2. Develop a 10 page (minimum) diagnostic report- discussing analysis and findings of the above tasks.

3. Develop a Summary Analysis Report on the general findings from the diagnostic study. The report should contain an Executive Summary, Process, Findings and recommendations of no more than 15 pages and free of jargon. Annexes can be outside this page limit with technical details, list of informants and work schedule. The report should also include recommendations as to changes that might need to be undertaken or strategies that might need to be implemented.

The selected candidate will be contracted for 75 person days and will commence work shortly after recruitment. The diagnostic will take place between the March and July 2019. Extensive availability during this time is essential, as the July deadline is non-negotiable for completion of the research. A service contract will be signed between consultant and the commission agency CLEAR AA.

Applications must include detailed curriculum vitae with three references (two professional and one personal), along with a three (3) page proposal outlining how and when they intend to accomplish this task.

Please provide your professional fee expectation per day while other terms to be discussed in person. The transport cost will be covered by the Monitoring & Evaluation Department while the consultant is responsible for meeting their own accommodation and meal costs where applicable.

Applications should be sent to: Dr. Samson Machuka (Director, Monitoring & Evaluation Department) monitoringevaluationdepartment@gmail.com.

NB: The deadline for applications is March 18, 2019.
Only shortlisted candidates will be contacted

Annex III Deconstructed Gender Diagnostic Matrix

A. National Evaluation Policy (NEP) (*How responsive are existing laws, legislations, National Development Strategies, or National Evaluation Policy to Gender Equality?*)

On a Scale of 0-3 how would you describe i.e. rate the items in the table below:

Non-existent =0, Partial existence =1, Full existence =2, Full existence and in optimal practice (i.e. implemented) =3, Do not Know/Unsure = **DK**

Not at all =0, Partial extent or degree =1, Great extent or degree =2, Always =3, Do not Know/Unsure = DK

Gender Equality		Score					Evidence (Source/Document)
		0	1	2	3	DK	
1.	Degree to which the NEP proposes, engages, reflects or refers to fighting, reducing or eliminating poverty						
2.	Degree of implementation of national laws which guarantee gender equality and women's empowerment						
3.	Number of legislations awaiting passage which protect gender equality, women's empowerment and social protection						
4.	Stage of legislations awaiting passage which protect gender equality, women's empowerment and social protection						
5.	Number [& types (names)] of International human & Women's rights conventions, declarations, signed, ratified & domesticated.						
6.	Nature of national response to International human & Women's rights conventions, declarations etc e.g. BPfA, AU's Maputo Protocol						
7.	Number & type of reference in NEPs and /or National Strategy/ies made of International human & Women's rights conventions, declarations etc.						
8.	A high quality of advocacy in support of gender responsive NEPs						
9.	Degree to which the legislature, govt, donors, VOPEs champion and advocate for gender responsive national evaluation practice						
10.	The NEP is legislated and in full implementation						
11.	The NEP provides or includes a results-based framework for tracking public policy performance						
Public Policy Evaluation Decision Making		Score					Evidence (source)
		0	1	2	3	DK	
1.	The NEP addresses when to evaluate public policies						
2.	The NEP addresses what/which public policies to evaluate						
3.	The NEP addresses how to evaluate public policies						
4.	The NEP stipulates gender responsive evaluation of public policies						
5.	The NEP provides guidelines for the use of evaluations						

6.	The NEP stipulates how evaluation of public policies can be used to improve GE& WE						
7.	The NEP stipulates mandatory disaggregation of national M&E data by sex						

Participation		Score					Evidence (source)
		0	1	2	3	DK	
1.	To what degree does the NEP mandate the participation and inclusion of women, men, girls and boys in evaluations of public policy?						
2.	To what degree does the NEP provide for the participation of VOPEs and other stakeholder groups e.g. in public policy evaluations?						
3.	To what extent does the NEP recognize, support or stipulate the use of gender equality Champions						
4.	To what extent does the NEP anticipate and allow the participation of professional evaluators & or VOPEs in evaluations?						
Evaluability, Review & Revision		Score					Evidence (source)
		0	1	2	3	DK	
1.	Does the NEP provide for Evaluationassessments based on national and international gender mainstreaming best practice?						
2.	Does the NEP provide for reviews and or revision of the NEP based on national and international gender mainstreaming best practice?						
3.	To what extent does the NEP provide for reviews by different stakeholder groups especially women, feminist & gender equality groups						
4.	Has the current NEP undergone a review since it was created?						
5.	Has the current NEP undergone assessment or evaluation since it was created?						
Sustainability		Score					Evidence (source)
		0	1	2	3	DK	
1.	To what extent are the measures to integrate the current NEP with gender mainstreaming best practices and or the national gender policy adequate?						
2.	What is the lifespan of the current NEP?						
3.	How developed are the efforts or measures to extend the life & effects of the NEP beyond the life of the current NEP?						

Gender Diagnostic Matrix Scoring System

Score	Response	Response Interpretation/Meaning
0	Non existent	Not present

1	Low/weak existence	Limited evidence
2	Average existence	Mentioned, but no implementation
3	Full existence	In implementation
DK	Don't Know	Unsure
9	No Response	Not Applicable?

B. National Evaluation System (NES) Institutional Arrangements & Capacities, Processes & Procedures

(Degree to which existing (NES) institutional arrangements are adequate, appropriate and responsive to women's rights & gender equality)

On a Scale of 0-3 how would you describe i.e. rate the items in the table below;

Non-existent =0, Partial existence =1, Full existence =2, Full existence and in optimal practice (i.e. implemented) =3, Do not Know/Unsure =DK

Not at all =0, Partial extent or degree =1, Great extent or degree =2, Always =3, Do not Know/Unsure =DK

Not at all adequate =0, Partially adequate = 1, Adequate = 2, Exceptionally adequate = 3, Do not Know/Unsure = DK

Gender Equality		Score					Evidence (Source Document)
		0	1	2	3	DK	
1.	To what extent does the National Evaluation framework or Plan identify an adequate structure or architecture for gender responsive evaluation?						
2.	To what degree does the national Ministry of Public Service, Youth and Gender Affairs play a role in your Ministry, Department or Agency (MDA) evaluations?						
3.	To what degree does your MDA involve others e.g. Voluntary Organisations for Professional Evaluators (VOPEs) such as ESK and gender equality advocates in commissioned national or institutional evaluations which it commissions?						
4.	How gender sensitive is the institutional culture in your MDA?						
5.	To what extent does your MDA undertake institutional gender audits?						
6.	How adequate is the knowledge of relevant staff of your MDA in; gender analysis, gender responsive evaluation, social analysis & poverty analysis?						
7.	How gender sensitive are the procedures for M&E in your MDA?						
8.	How gender responsive are the guidelines for evaluations in your MDA?						

9.	To what extent is the procurement process for evaluations responsive to gender in your MDA?						
10.	How effective has the advocacy for gender responsiveness of M & E in your MDA been to date?						
Gender Budgeting (financing gender equality)		Score					Evidence (source)
		0	1	2	3	DK	
1.	How adequate is the national budget allocated to the National M&E in your MDA?						
2.	How adequate is the budget for the national Ministry of Public Service, Youth and Gender Affairs to play a supporting role in national evaluations?						
3.	To what degree are gender equality & women's rights VOPEs funded by the national budget i.e. government to support national evaluations						
4.	How adequate is the budget for upgrading relevant skills in gender, social & poverty analysis for staff engaged in programme or M&E activities in your MDA?						
5.	How adequate is the financing of the Kenya National Bureau of Statistics to produce gendered statistics?						
6.	How adequate is government funding for producing and distributing guidelines, for integrating gender in national evaluations?						
7.	To what degree do others i.e. donors, private sector, NGOs, provide funds for integrating gender sensitivity in national evaluations						
8.	To what extent are the guidelines for financing gender responsive evaluations adequate and appropriate?						
Decision Making		Score					Evidence (source)
		0	1	2	3	DK	
1.	To what extent does your MDA determine national evaluation schedules?						
2.	How much authority does the national Ministry of Public Service, Youth and Gender Affairs have to determine the methodology for national evaluations? (<i>None, partial, full – on paper, full - in practice</i>)						
3.	To what extent do gender equality advocates and VOPEs e.g. ESK contribute to improving the gender responsiveness of national or institutional evaluations?						
4.	To what extent can the national Ministry of Public Service, Youth and Gender Affairs influence the budget of national evaluations to improve their gender responsiveness?						
Participation		Score					Evidence (source)
		0	1	2	3	DK	

1.	To what extent are other ministries & agencies involved with your institutional or national evaluations						
2.	To what degree does the main Department responsible for national evaluations (MED) involve others e.g. VOPEs such as ESK and gender equality advocates in evaluations?						
3.	What is the extent of collaboration among institutions in Kenya with responsibility or specialist knowledge in evaluation?						
Sustainability		Score					Evidence (source)
		0	1	2	3	DK	
1.	To what extent will the NIMES remain in the national budget?						
2.	To what degree will next year's budget for improving gender responsive national evaluations increase or decrease						

Gender Diagnostic Matrix Scoring System

Score	Response	Response Interpretation/Meaning
0	Non-existent	Not present
1	Low/weak existence	Limited evidence
2	Average existence	Mentioned, but no implementation
3	Full existence	In implementation
DK	Don't Know	Unsure
9	No Response	Not Applicable?

C. Document Analysis Guide (DAM)

Kenya National Monitoring & Evaluation Policy 2016

(How Gender responsive is the Draft Kenya National Monitoring & Evaluation Policy 2016 to Gender Equality & Women's empowerment?)

#	Description	Evidence (Source e.g. page, paragraph)	Score
1.	Number of mentions of gender equality, women's empowerment or women's rights in the Draft Monitoring and Evaluation Policy for Kenya 2016		
2.	Quality of mentions of gender equality, women's empowerment or Women's rights in the Draft Monitoring and Evaluation Policy for Kenya 2016		
3.	Context of mentions of gender equality, women's empowerment or women's rights in the Draft Monitoring and Evaluation Policy for Kenya 2016		
4.	Number of mentions of equity and human rights in the Draft Monitoring and Evaluation Policy for Kenya 2016		
5.	Quality of mentions of equity and human rights in the Draft Monitoring and Evaluation Policy for Kenya 2016		
6.	Context of mentions of equity and human rights in the Draft Monitoring and Evaluation Framework for Kenya 2016		
7.	Number of times reference made to International human & Women's rights conventions, declarations in the Draft Monitoring and Evaluation Policy for Kenya 2016		
8.	Type of reference made to International human & Women's rights conventions, declarations in the Draft Monitoring and Evaluation Framework for Kenya 2016		

GDM DAM Scoring System

Score	Finding	Interpretation/Meaning of Finding
0	Non-existent in document	Not present
1	Low/weak existence found in document	Limited evidence
2	Average existence found in document	Mentioned, but no implementation
3	Full existence found in document	Implementation evident
DK	Don't Know	Unsure

Annex IV Sample Interview Protocols

Protocol A: Monitoring and Evaluation Department Staff

Date of Interview:

Interviewer:

Time: Start:

End:

Preamble: We are undertaking a study on NIMES-Kenya. You have been recommended to the study team as a valuable source of information in this regard. Your insights, observations, knowledge and opinions are critical for the success of this study. It is for this reason that we solicit your honest and open responses and suggestions to the questions in this Protocol. We will use your responses to make suggestions for improving the gender and equity responsiveness of national evaluations in Kenya. The information which you provide, and your responses will be treated with the utmost discretion and confidentiality.

Thank you very much for your time and responses.

Research Team

PART I: Biographic Information

1. Name _____ Email _____ Phone # _____
2. You are a Man Woman.....
3. Your current designation or Position is
4. How long have you worked in MED?

PART II: Roles & Responsibilities

5. What is your specific role in MED?
6. Could you please describe the nature of your work?
7. Would you please identify all the **activities** that you have undertaken in your current capacity/role since 2018?

<i>Activity #</i>	<i>Brief Description</i>	<i>Location/Date</i>	<i>Please state: Major task or Minor assignment for you</i>

8. Are the activities described above different or like those undertaken in the previous years? If different, please state the dissimilar activities undertaken in previous years.

PART III: National Evaluation Landscape

a) Partner Relationships

9. Which Offices or Ministries do you relate with most frequently in your current role?
10. What activities including evaluations have you undertaken with the above-named offices in your current position since 2018?
11. Which of the above or other unnamed partners do you consider the 3 – 4 most important/ critical for the success of your work?
Please explain why.

b) Familiarity

On a scale 1 -3 (low to high), how familiar are you with?

12. The National M&E Policy
13. National Evaluation Framework

14. National Evaluation Plans
15. Have you been personally involved with their production, review or revision?
16. How have you used them?
17. How adequate is the guidance these documents provide for gender responsive evaluation?

c) M&E Skills etc

18. How would you describe your M&E skills and competencies?
 - a. Excellent
 - b. Good
 - c. Poor
 - d. Non existent
19. How would you describe the opportunities available to you for acquiring or improving your M&E skills and competencies?
 - a. Excellent
 - b. Good
 - c. Poor
 - d. Non existent
20. How would you describe your knowledge, skills and competencies for gender responsive M&E?
 - a. Excellent
 - b. Good
 - c. Poor
 - d. Non existent
21. How would you describe the budget made available to you in MED for improving your knowledge, skills and competencies for gender responsive M&E?
 - a. Excellent
 - b. Good
 - c. Poor
 - d. Non existent
 - e. Don't know/Unsure

PART IV: Monitoring & Evaluation

22. How many public evaluations have you been personally involved in?
23. What is the current nature of monitoring & evaluation practice in MED?
24. What tools (guides) and procedures are used?
25. Which procedures or tools would you change in MED's current monitoring & evaluation practice if any?
Please explain why.

PART IV: NIMES Structure & Performance

26. How well is the current structure of NIMES working?
 - a. Not Sure
 - b. Poorly/Badly
 - c. Fair/OK
 - d. Very Well
 - e. Excellently

Please explain your answer
27. Would you change any dimension of the structure of NIMES? Yes/No
Please explain your answer
28. What results of NIMES are you most proud of?
29. What would you change in NIMES? *Please explain your response*
30. What dimensions of NIMES would you like to see evaluated and why?
31. What are the enabling factors for NIMES?
32. What are NIMES challenges?

33. What other public sector departments undertake monitoring or evaluations?
34. What other questions would you like this study to pursue/Is there something I missed that I ought to have asked/Who else would you recommend that I speak with for this study?

Thank you very much
 Study Team
 July-August 2019

Interview Protocol D: Development Partner

Date of Interview:
Time: Start:

Name of Interviewer:
End:

Preamble: We are undertaking a study on NIMES-Kenya. You have been recommended to the study team as a valuable source of information in this regard. Your insights, observations, knowledge and opinions are critical for the success of this study. It is for this reason that we solicit your honest and open responses and suggestions to the questions in this Protocol. We will use your responses to make suggestions for improving the gender and equity responsiveness of national evaluations in Kenya.

The information which you provide, and your responses will be treated with the utmost discretion and confidentiality. Thank you very much for your time and responses.

Research Team

PART 1: Biographic Information

1. Name _____ Email-----Tel: -----
2. You are a Man Woman.....
3. Your current designation/Position is
4. How long have you worked in your present organisation/agency?

PART II: Roles & Responsibilities

5. Does your organisation/agency support any M&E activities in Kenya? Y N Unsure/Don't Know
6. What is your specific role (now) in relation to national M&E?
7. Could you please describe the nature of your current work?
8. How is your work related to NIMES?
9. Would you please identify any support that your organisation/agency has provided for **Monitoring** and evaluation activities in the country since 2017? Especially any support to MED in the context of NIMES or other Kenyan Government initiative.

#	Nature of Support (Description)	Institution, Location & Date	Please state: Major Project or task or Minor assignment for your organisation/agency
10. Would you please identify any Monitoring and evaluation reports for which your organisation/agency provided support in the Country since 2017.			
Report	Title/Description	Date	Use/Where tabled

PART III: National Evaluation Landscape

Familiarity

11. How familiar are you with the national evaluation landscape in Kenya?
- Very familiar
 - Familiar
 - Weakly familiar
 - Not familiar [**Skip to #18**]

Are you aware if;

- | | | | |
|---------------------------------------------|---|---|---------------------------------|
| 12. There: A National M& E Policy? | Y | N | DK/Unsure |
| 13. There: A National Evaluation Framework? | Y | N | DK/Unsure |
| 14. There: National Evaluation Plan/s? | Y | N | DK/Unsure <i>Please explain</i> |
| 15. There: National Gender Policy? | Y | N | DK/Unsure |

Support for M&E Capacity Strengthening

16. How would you describe your organisation/agency's support to your national partners (MDAs) for national or institutional M&E related activities?
- Excellent
 - Good
 - Poor
 - Non existent
17. How would you describe your organisation/agency's support to your national partners (MDAs) for acquiring M&E knowledge, skills and competencies?
- Excellent
 - Good
 - Poor
 - Non existent
18. How would you describe your organisation/agency's support to your national partners (MDAs) for acquiring knowledge, skills and competencies for gender responsive M&E?
- Excellent
 - Good
 - Poor
 - Non existent
19. How would you describe the funding /resources made available by your organisation/agency to national Voluntary Organisation of Professional Evaluators e.g. ESK, gender activists or gender and equality champions, and CSOs for improving knowledge, skills and competencies for gender responsive M&E?
- Excellent
 - Good
 - Poor
 - Non existent
 - Don't know/Unsure
20. How would you describe the budget made available by your organisation/agency to your national partners (MDAs) for improving knowledge, skills and competencies for gender responsive M&E?
- Excellent
 - Good
 - Poor
 - Non existent
 - Don't know/Unsure

PART IV: NIMES Structure & Performance

21. How familiar are you with NIMES?
- Very familiar
 - Familiar
 - Weakly familiar
 - Not familiar [**Skip to #28**]
22. How well is the current structure of NIMES working?
- Not Sure
 - Poorly/Badly
 - Fair/OK
 - Very Well
 - Excellently
- Please explain your answer
23. How gender sensitive or responsive is the NIMES?
- Not Sure
 - Poorly/Badly
 - Fair/OK
 - Very Well
 - Excellently

Please explain your answer

24. What results of NIMES are you aware of?
25. What results of NIMES are you most proud of? DK/NA
26. What would you change in NIMES? Y/N/ DK *Please explain your response.*
27. What dimensions of NIMES would you like to see evaluated and why?
28. What are the enabling factors for Monitoring & evaluation in Kenya?
29. What are the challenges to Monitoring & evaluation in Kenya?
30. What other monitoring or evaluation systems are you aware of which exist in the country?
31. What other questions would you like this study to pursue/Is there something I missed that I ought to have asked/Who else would you recommend that I speak with for this study?

Thank you very much
Study Team
July-August 2019

Annex V Key Informants

#	Name	Institution
1	Dr. Samson Machuka	Monitoring Evaluation Directorate (MED)
2	Aloyce Ratemo	Monitoring Evaluation Directorate (MED)
3	Richard Munyithya	Monitoring Evaluation Directorate (MED)
4	Bonnie Mathooko	Parliament Research Service
5	Hon. Susan Musyoka	Former Member of Parliament
6	Racheal Musitia	Ministry of Education
7	Benson Kimani	The National Treasury and Planning
8	Dr. Helen Kiare	Ministry of Health
9	Albert Kimsop	Ministry of Transport Infrastructure, Housing & Urban Development
10	David Waga	Monitoring Evaluation Directorate (MED)
11	Vivian Simwa	Ministry of Public Service, Youth and Gender Affairs - National Government Affirmation Action Fund (NGAAF)
12	Prof. Nyokabi Kamau	Centre for Parliamentary Studies Karen (CPST)
13	Rosemary Nderitu	Evaluation Society of Kenya (ESK)
14	Julius Nyanganga	Evaluation Society of Kenya (ESK)
15	Josephat Ileri	Ministry of Public Service, Youth and Gender Affairs
16	William Komu	Ministry of Public Service, Youth and Gender Affairs
17	Phyllis Makau	Parliamentary Budget Office
18	Joash Kosiba	Parliamentary Budget Office
19	Lucy Makara	Parliamentary Budget Office
20	Julie Mwitiga	Parliamentary Budget Office
21	Ousman Chesaro	Ministry of Interior and Coordination of National Government
22	Paul Kuria	National Gender and Equality Commission (NGEC)
23	Hon Priscilla Nyokabi	Former Member of Parliament National Gender and Equality Commission (NGEC)
24	Kepha Omanga	Nairobi County
25	Catherine Mutiwa	Machakos County
26	Kennedy Otina	The African Women's Development and Communication Network (FEMNET)
27	Tony Matolo	Ministry of Energy
28	Maureen Gitonga	UN Women
29	Joshua Musyimi	UN Women
30	Ken Oluoch	Council of Governors
31	David Kiboi	Monitoring & Evaluation Directorate (MED)
32	Naftali Abuya	Ministry of Water and Sanitation
33	Veronica Okoth	Vision 2030 Delivery Unit
34	Abel Sauti	Kenya National Commission on Human Rights (KNHRC)
35	Hon. Makali Mulu	MP Kitui Central
36	Dr Bosco Okumu	Monitoring & Evaluation Directorate (MED)

Annex VI Reflections on the AGDEN-CLEAR Gender Diagnostic Matrix

Introduction

The Terms of Reference for the assignment reported herein indicate among the expected results ‘a gender diagnostic tool with a brief process note reflecting on the application of the tool’.

Among the objectives of the present study is; ‘*Adaptation (if necessary, since the AGDEN Gender diagnostic already exists) of the gender diagnostic tool for effective tracking of the gender responsiveness of national monitoring and evaluation systems.*’

This piece presents a reflection on the application of the tool - the Gender Diagnostic Document Analysis Guide (GDM-DAM) and represents some comments made by a dozen key informants in their own words to retain the flavour of their sentiments.

Background

In 2016, the Africa Gender and Development Evaluators Network (AGDEN) in collaboration with CLEAR -AA developed a tool and methodology for diagnosing the gender responsiveness of national evaluation systems and policies as an output of an assignment commissioned by CLEAR-Anglophone Africa. It is a 2-part excel matrix made up of 6 components and 57 items. The components address areas with potential to impact gender responsiveness while the items are questions. The first matrix i.e. the NEP is used for assessing the degree to which existing laws, legislations, national development strategies, or national evaluation policy support gender equity. This matrix of the GDM is made up of 30 items in five (5) components namely; i) gender equality, ii) public policy evaluation decision making, iii) participation iv) evaluability, review and revision and v) sustainability. These components have 11, 7, 4, 5 and 3 items respectively (as shown in Annex II).

The second matrix in the GDM i.e. the NES, is used for assessing institutional arrangements, capacities, processes and procedures to establish the degree to which existing national institutional arrangements are responsive to women’s rights and gender equality. The NES is made up of 27 items in the following five components; i) gender equality, ii) gender budgeting (financing gender equality), iii) decision making, iv) participation and v) sustainability. These components consist of 10, 8, 4, 3 and 2 items respectively (see Annex II). The NEP and NES are used with individuals who have sufficient familiarity with the national M&E policy and system. They are best used with individuals whose duties involve M&E either at the national, county or institutional levels.

The present study created a third GDM matrix - Document Analysis Guide (DAM). It contains eight items extracted from the earlier version of the NEP (version 1.0 of 2016). It is used to assess the gender responsiveness of principal M&E and related documents only.

In 2018, a synthesis review and report of the studies of National Evaluation Policy and system landscapes of Benin, Uganda and South Africa by Dadjo, M. recommended refinement of the Gender Diagnostic Matrix (tool) and the methodology.

Experience with Application of the GDM

The NEP and NES sections of the GDM were prepared as word documents from their initial excel format and used with each strategic respondent in a face-to-face interview set up. It took between 40 minutes and one hour to administer the two documents. Some respondents declined to complete the NEP on account of insufficient familiarity with the Kenya M&E Policy, the primary document used for the interview.

A few items were difficult to understand but generally, most of the respondents were gracious with the scoring but not with providing the evidence. They usually said they did not have the document at hand to cross check or that it had been some time since they had seen or looked at it. It was evident from this experience that only a few people with good familiarity with the target NEP document/s could give full and valid pictures for the NEPs. The NES was easier to complete as each respondent could relate to it from their own experiences in their organisations although it was best

completed by an individual with an M&E function in the institution. The lesson herein is that a large sample size is not a critical requirement for this study but a good sample.

The scoring was not too difficult for respondents to handle except for a few clumsy or difficult to understand items. However, the researcher had to go over the response set with each new item being interrogated to ensure that the value attribution was consistent. The fuzzy or difficult to understand or complex items would need to be revised. The values were easy enough to remember as they do not have more than necessary variability to confuse, they are four to choose from 0,1,2 or 3.

Respondents expressed the hope, usually after the interview, that it would be good to shorten the time it takes to complete the tool.

Respondent Comments on GDM NEP & NES

At the end of the interviews some respondents were requested to give their opinions of the GDM.

Below are some of the comments provided:

1. Very useful tool. It needs to be done by someone who knows it well.
2. Not hard cos I am in the area it made me think deeply about some aspects it made me assess what we do or not do! Maybe for one not in the area it would be a bit tricky.
3. Very useful it started me thinking and made me realize the things we may have overlooked e.g. e.g. peer reviewing of the policy.
4. It is very good it is a step forward. Gender is an issue which has to be addressed through all the levels planning, implementation & monitoring. The recommendations will be very critical. In the future the recommendations can help us to improve in some areas
5. It has never been done like this. It will be good; I wish it can also be done frequently maybe after 5 years they should come gain to find out what has happened. I like it. Many areas to be exposed It will be good practice if they take place. It would improve service delivery
6. Like tracking of any public policy will show weaknesses and what needs to be done.
7. The tool makes some assumptions about Gender sensitive budgeting
8. It is very good it brings out the fact that there is minimal collaboration in M&E between the different institutions for e.g. you didn't know what the State Department of Agriculture is doing.
9. The tool assumes that we have undertaken Gender Responsive Evaluations.
10. It brings out the gaps in our M&E sys and institutional arrangements.
11. It asks relevant questions it makes you want to read the document again & it is eye opening
12. It makes us a bit keener when we are looking at every document to look at it from a gender lens than before from planning, budgeting, implementation, budgeting & evaluation in every public document - does it recognize being gender responsive always is not a one off but a continuous activity
13. It is a reflective tool and helps the respondent reposition in the spectrum of development of M&E frameworks and structures that are required. If you didn't come, I would not have thought about it.
14. I wish the results would demonstrate that if the investments and better coordination of national systems, structure, infrastructures are not in place, we will expect very little changes.
15. It seems to be the single most exhaustive bullet to ensure that we have integration. We would think that development interventions are the only solutions that we may have. I see this as a reverse process where you integrate this. If you had not come, I would not have thought about it.
16. It is a very nice tool, a deep dive tool. It gives you an opportunity to wear different hats.
17. The tool has been very soul searching I am realizing that there are certain levels of engagement that I haven't had. It has awakened my knowledge & understanding of MED but also created the desire to influence. The questions that I know if we were to talk about they would not be defensive.
18. We need to see our issues acted upon. The questions are appropriate & even the MED itself if they are objective they should be able to change tact issues round data numbers we want that mainstreamed we have been struggling with numbers so if we can have a system that is functional it would be great to have numbers at a click of a button we can work together to influence change.
19. They are relatable & quite useful. They help you develop the indicators that you need. It is good enough.
20. I think it should be for someone who has really interacted with the system.

21. I would have been better placed if NIMES was that active.
22. It doesn't go down deep into the M&E system of the KNHRC
23. It could ask generally about the system and then go down to the Gender responsiveness of it.
24. From this discussion I started to get a feeling that we need to be more clear about some things that we purport to be. So, in a very small way this is making me think for e.g. the values you put in the strategic plan. It is something that I will reflect upon.
25. It is useful it is able to capture most of the issues related to gender.
26. It has made you think differently. Yes, definitely.
27. It is adaptable to Kenya.

Comments on GDM DAM

The present study created the Document Analysis Guide by extracting those items of the NEP which were used only for documents. The DAM was used successfully to analyse four documents including the Kenya National Monitoring & Evaluation Policy 2016.

The DAM seeks and confirms the existence of specific gender related words and key ideas in the document. It was described as user friendly and a quick mechanism for narrowing down to specific areas in large documents. It also assists the user to reflect on the key ideas or major areas. The analysis is authentic, able to compare multiple documents using a similar frame in this case monitoring and evaluation and gender responsiveness. It was used for four different documents in this instance; the Gender and Development Policy, the draft Monitoring and Evaluation Policy, the Monitoring and Evaluation Framework and the MTP III Indicator Handbook.

The GDM and the DAM have shown that they are not only applicable in Kenya, but they have value that the respondents can relate with. There was the feeling among some of the respondents that the tools require further development and testing.

Annex VII Select Data Pictures

Figure 1: Key Characteristics of Study Sample

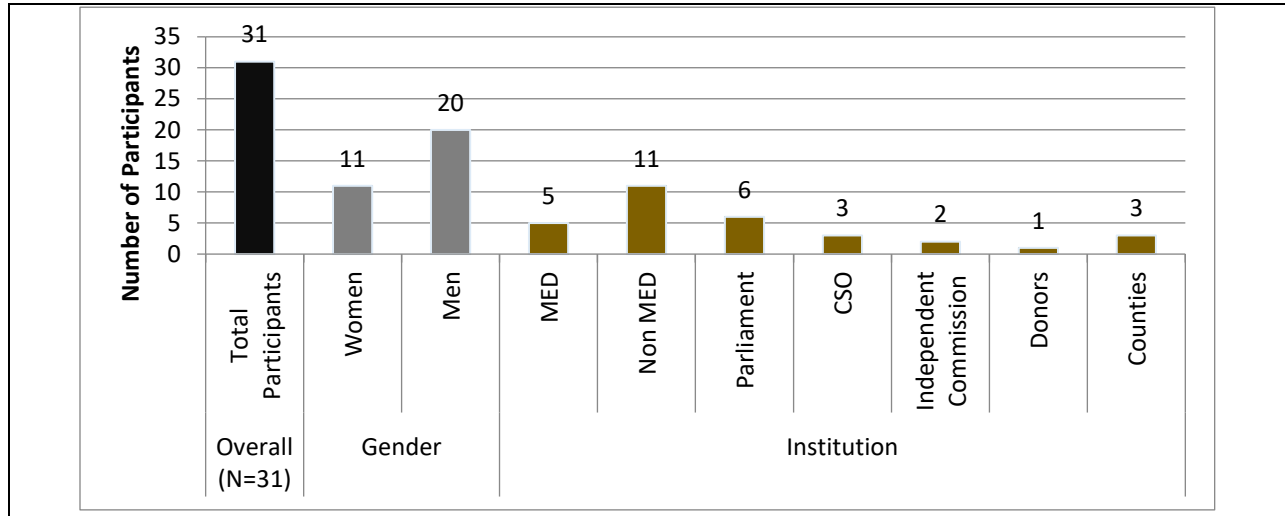


Figure 2: Familiarity with National Evaluation Landscape

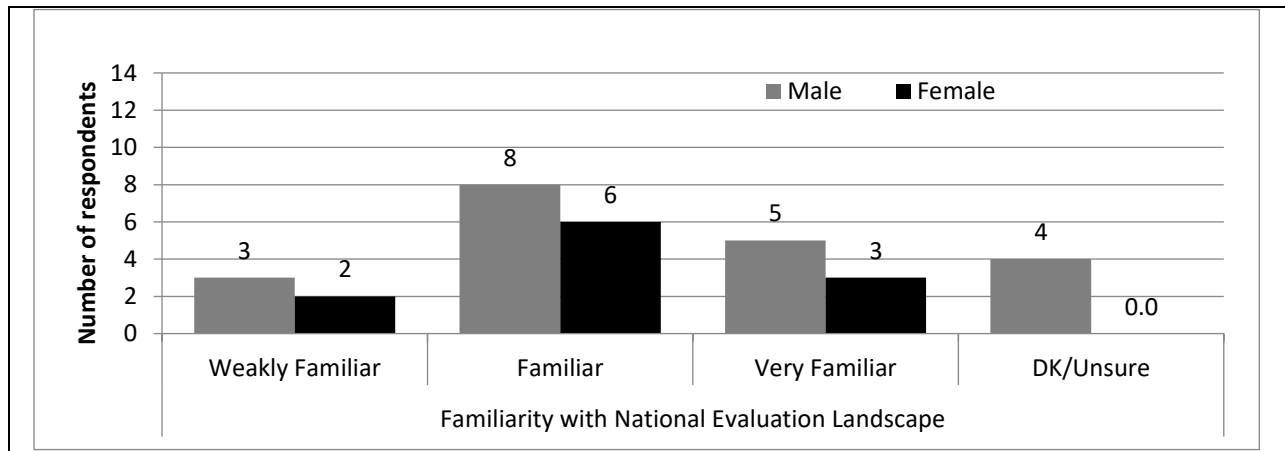


Figure 3: Familiarity with National M&E Policy

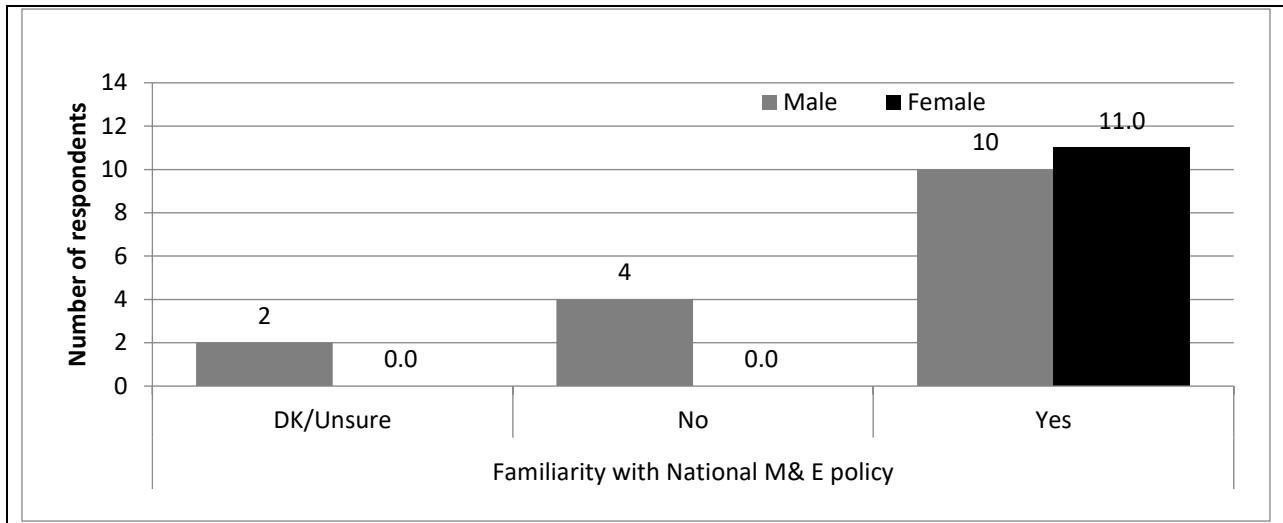


Figure 4: Familiarity with National Evaluation Framework

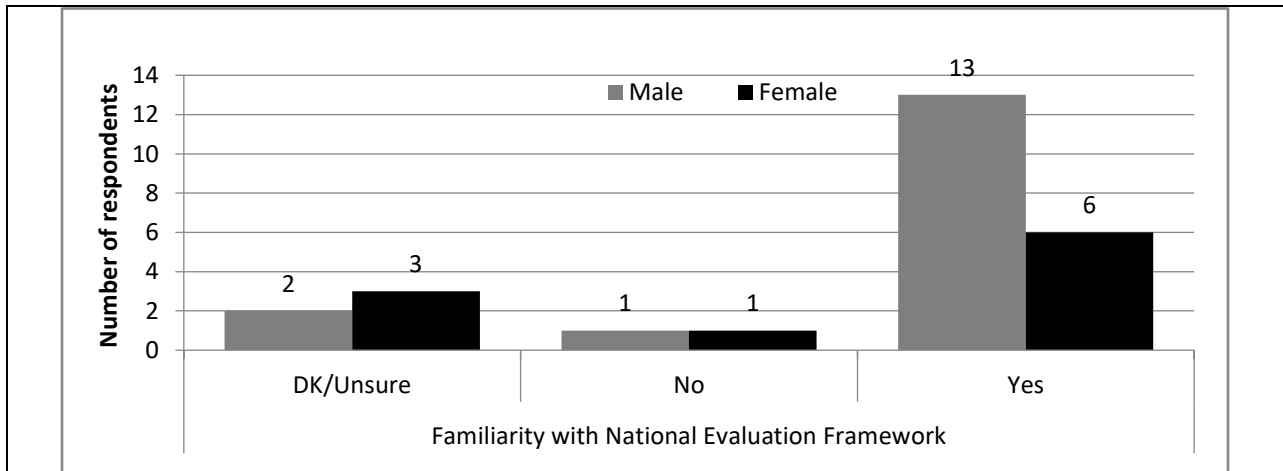


Figure 5: Familiarity with National Gender Policy

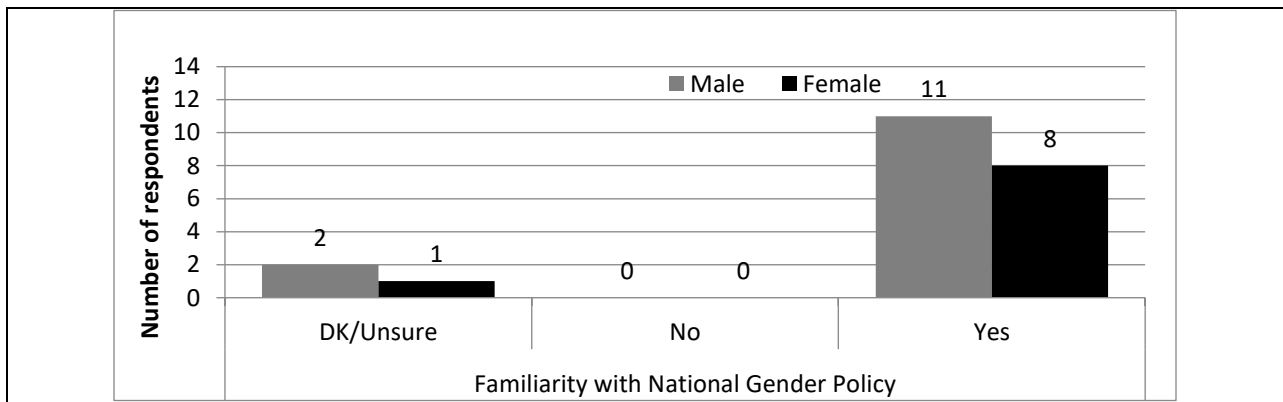


Figure 6: How Well is NIMES Structure Working by Sex?

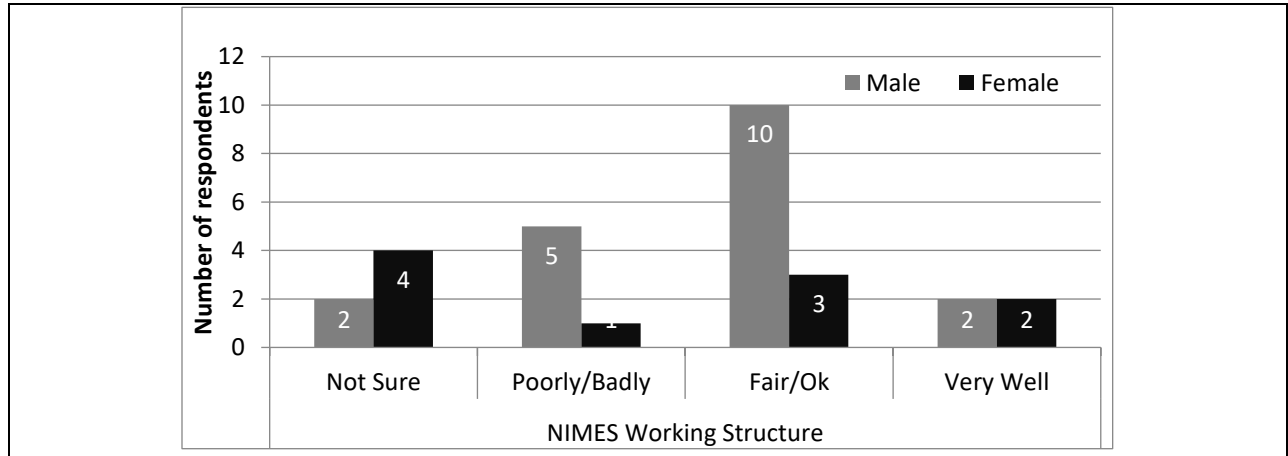


Figure 7: M&E Capacities, Skills and Competencies

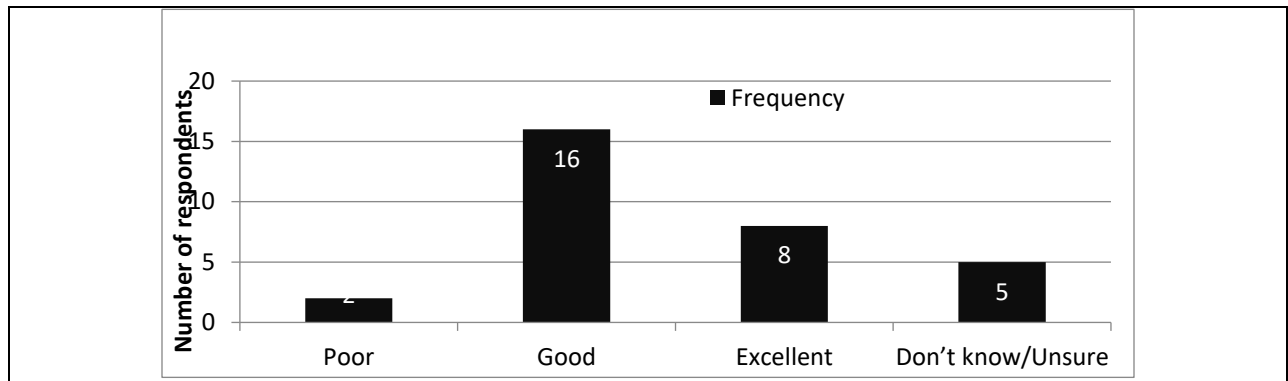


Figure 8: Opportunities for M&E Capacity Enhancement

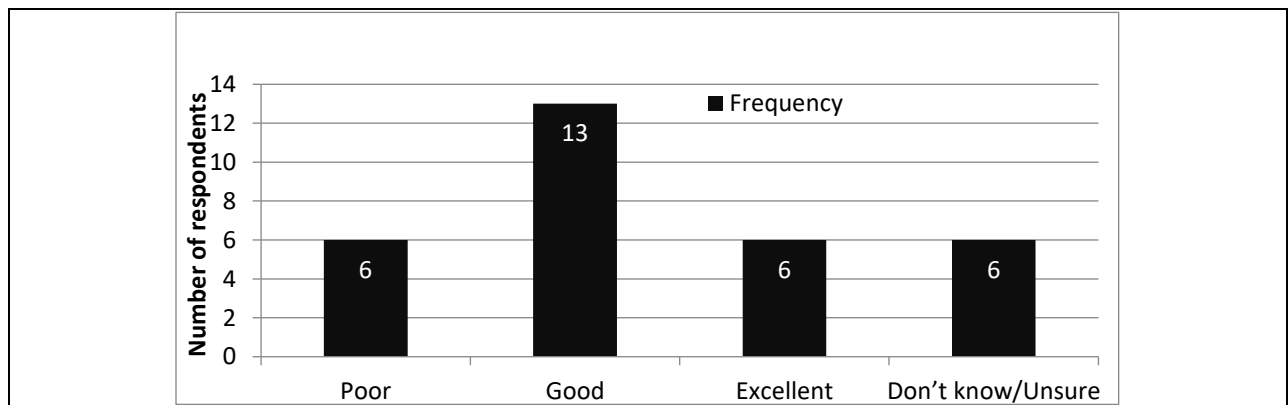


Figure 9: Budget for Gender Responsive M&E Capacity Enhancement

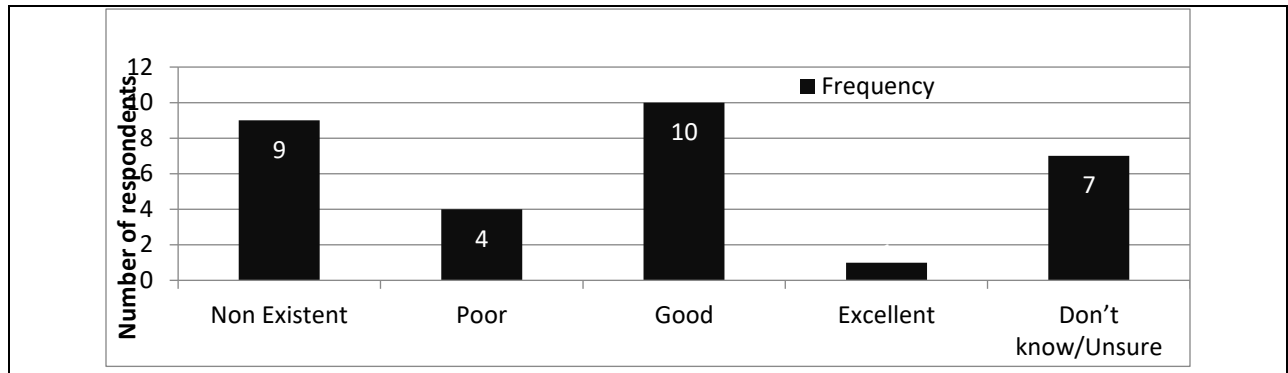


Figure 10: Performance on NEP Components

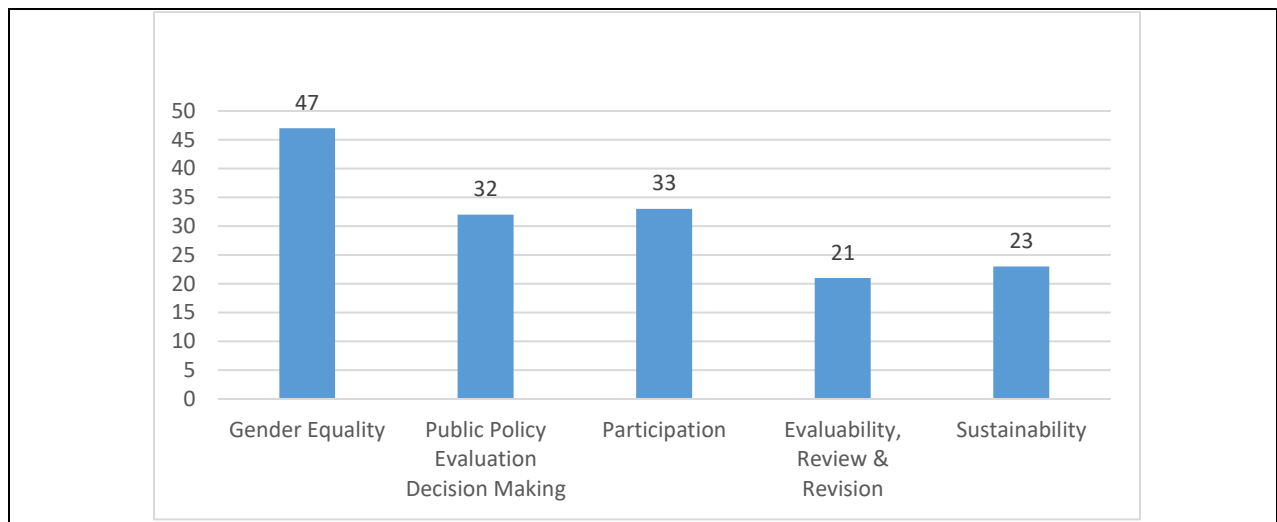


Figure 11: Performance on NES Components

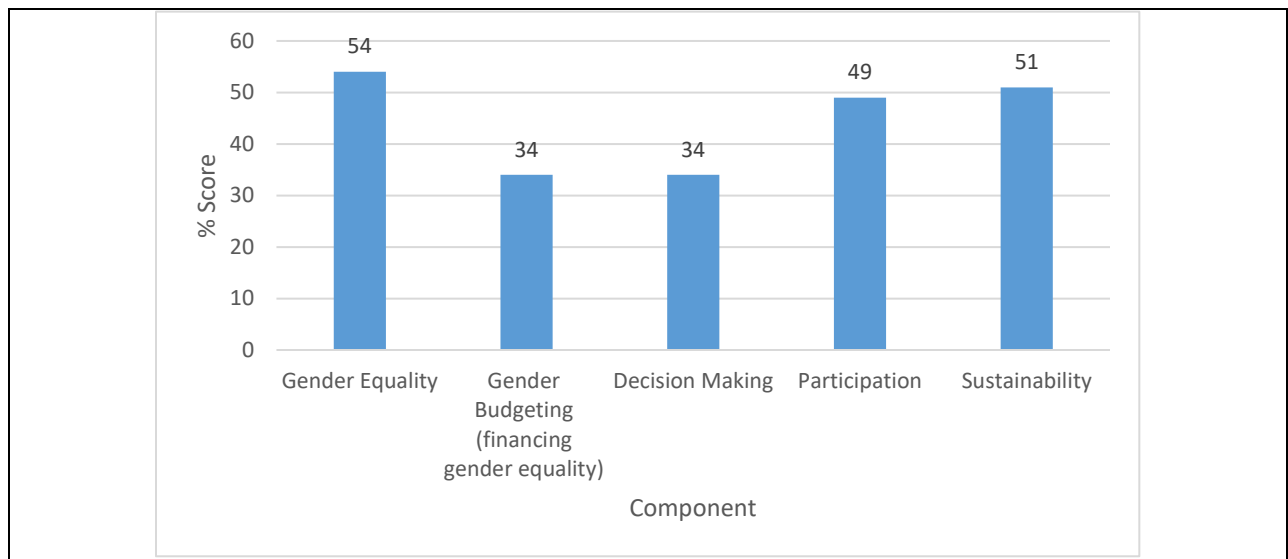
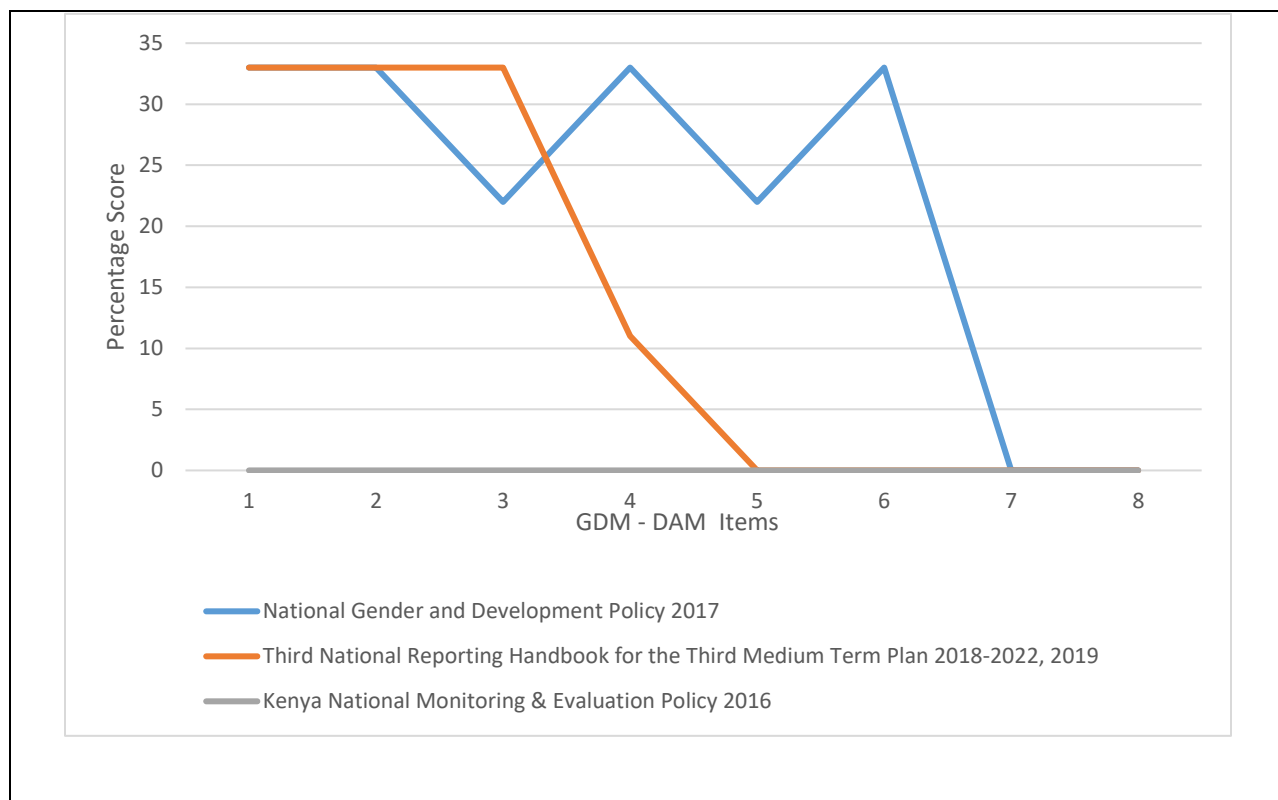


Figure 12: GDM DAM Results – For 3 Policy Documents



#	Item	National Gender & Development Policy 2017	Third National Reporting Handbook for the Third Medium Term Plan 2018-2022, 2019	Kenya National Monitoring & Evaluation Policy 2016
1	Number of mentions of gender equality, women’s empowerment or women’s rights	2	3	0
2	Quality of mentions of gender equality, women’s empowerment or Women’s rights	2	3	0
3	Context of mentions of gender equality, women’s empowerment or women’s rights	2	3	0
4	Number of mentions of equity and human rights	3	1	0
5	Quality of mentions of equity and human rights	3	0	0
6	Context of mentions of equity and human rights	3	0	0
7	Number of times reference made to International human & Women’s rights conventions, declarations etc.	0	0	0
8	Type of reference made to International human & Women’s rights conventions, declarations etc.	0	0	0

Figure 13: Performance Dashboard for NEP, NES, DAM

Performance Legend

Green	NEP/NES/DAM Score = 3
Yellow	Score = 2
Orange	Score = 1
Red	Score = 0

GDM NEP Kenya Results Dashboard		
#	COMPONENT	SCORE
Gender Equality		
1.1	Degree to which the NEP proposes, engages, reflects or refers to fighting, reducing or eliminating poverty	2
1.2	Degree of implementation of national laws which guarantee gender equality and women's empowerment	2
1.3	Number of legislations awaiting passage which protect gender equality, women's empowerment and social protection	2
1.4	Stage of legislations awaiting passage which protect gender equality, women's empowerment and social protection	1
1.5	Number [& types (names)] of International human & Women's rights conventions, declarations, signed, ratified & domesticated.	2
1.6	Nature of national response to International human & Women's rights conventions, declarations etc e.g. BPfA, AU's Maputo Protocol	2
1.7	Number & type of reference in NEPs and /or National Strategy/ies made of International human & Women's rights conventions, declarations etc.	2
1.8	A high quality of advocacy in support of gender responsive NEPs	2
1.9	Degree to which the legislature, govt, donors, VOPEs champion and advocate for gender responsive national evaluation practice	2
1.10	The NEP is legislated and in full implementation	1
1.11	The NEP provides or includes a results-based framework for tracking public policy performance	2
Evaluation Decision Making		
2.1	The NEP addresses when to evaluate public policies	2
2.2	The NEP addresses what/which public policies to evaluate	1
2.3	The NEP addresses how to evaluate public policies	2
2.4	The NEP stipulates gender responsive evaluation of public policies	1
2.5	The NEP provides guidelines for the use of evaluations	2
2.6	The NEP stipulates how evaluation of public policies can be used to improve GE& WE	1
2.7	The NEP stipulates mandatory disaggregation of national M&E data by sex	2
Participation		
3.1	To what degree does the NEP mandate the participation and inclusion of women, men, girls and boys in evaluations of public policy?	1
3.2	To what degree does the NEP provide for the participation of VOPEs and other stakeholder groups e.g. in public policy evaluations?	2
3.3	To what extent does the NEP recognize, support or stipulate the use of gender equality Champions	1
3.4	To what extent does the NEP anticipate and allow the participation of professional evaluators & or VOPEs in evaluations?	1
Evaluation, Review & Revision		
4.1	Does the NEP provide for Evaluation assessments based on national and international gender mainstreaming best practice?	1

4.2	Does the NEP provide for reviews and or revision of the NEP based on national and international gender mainstreaming best practice?	1
4.3	To what extent does the NEP provide for reviews by different stakeholder groups especially women, feminist & gender equality groups	1
4.4	Has the current NEP undergone a review since it was created?	0
4.5	Has the current NEP undergone assessment or evaluation since it was created?	0
Sustainability		
5.1	To what extent are the measures to integrate the current NEP with gender mainstreaming best practices and or the national gender policy adequate?	1
5.2	What is the lifespan of the current NEP?	1
5.3	How developed are the efforts or measures to extend the life & effects of the NEP beyond the life of the current NEP?	1

GDM NES Kenya Results Dashboard		
Item #	COMPONENT	SCORE
Gender Equality		
1.1	To what extent does the National Evaluation framework identify an adequate/optimal structure or architecture for gender responsive evaluation?	2
1.2	To what degree does the national gender machinery play a role in your Ministry, Department or Agency evaluations?	1
1.3	To what degree does your Ministry, Department or Agency engage or involve others e.g. VOPEs and gender equality advocates in national or institutional evaluations which they commission?	2
1.4	How gender sensitive is the institutional culture in your MDA (MED) & agencies with responsibility for national evaluations	2
1.5	To what extent does your Ministry, Department or Agency undertake institutional gender audits?	2
1.6	How adequate is the gender analysis, gender responsive evaluation, social & poverty analysis knowledge of relevant staff in your MED MDA?	2
1.7	How gender sensitive are the procedures & guidelines for national evaluations?	2
1.8	How gender responsive are the guidelines for evaluations in your MDA?	1
1.9	To what extent is the procurement process for national evaluations responsive to gender?	2
1.10	How effective has the advocacy for gender responsive national M & E system been to date?	2
Gender Budgeting (financing gender equality)		
2.1	How adequate is the national budget allocated to the NIMES or NES?	1
2.2	How adequate is the budget for the national gender machinery to play a supporting role in national evaluations?	1
2.3	To what degree are gender equality & women's rights VOPEs funded from/by the national budget i.e government to support national evaluations	1
2.4	How adequate is the budget for upgrading relevant skills in gender, social & poverty analysis for staff in MED - key NES agencies?	1
2.5	How adequate is the financing of the National Statistics Office to produce gendered statistics?	2
2.6	How adequate is government funding for producing, publishing and distributing guidelines, manuals etc for integrating gender in national evaluations?	1
2.7	To what degree do others i.e. donors, private sector, NGOs, etc supply the funds for integrating gender in national evaluations	2

2.8	To what extent are the guidelines for financing gender responsive evaluations adequate and appropriate?	1
Decision Making		
3.1	To what extent does the responsible MED ministry or agency determine national evaluation schedules?	1
3.2	How much authority does the national gender machinery have to determine the methodology for national evaluations?	1
3.3	To what extent do gender equality advocates and VOPEs contribute to improving the gender responsiveness of national evaluations?	1
3.4	To what extent can the national gender machinery influence the budget of national evaluations to improve their gender responsiveness?	1
Participation		
4.1	To what extent are other ministries & agencies involved with national evaluations	2
4.2	To what degree does the main Ministry/agency responsible for national evaluations engage or involve others e.g VOPEs and gender equality groups or advocates?	2
4.3	How effectively do the institutions with responsibility or specialist knowledge in/for evaluations in the country collaborate?	2
Sustainability		
5.1	To what extent will the NES/NIMES remain in the national budget?	2
5.2	To what degree will next year's budget for improving gender responsive national evaluations increase or decrease	1

GDM DAM Dashboard		
National Gender and Development Policy 2017		
Item #	COMPONENT	SCORE
1	Number of mentions of gender equality, women's empowerment or women's rights	3
2	Quality of mentions of gender equality, women's empowerment or Women's rights	3
3	Context of mentions of gender equality, women's empowerment or women's rights	2
4	Number of mentions of equity and human rights	3
5	Quality of mentions of equity and human rights	2
6	Context of mentions of equity and human rights	3
7	Number of times reference made to International human & women's rights conventions, declarations etc.	0
8	Type of reference made to International human & women's rights conventions, declarations, etc.	0