Division of Labour in Practice: Responding to Paris Declaration Principles and a Model for Financing Gender Equality in Kenya

Session 6

A Case study presented by:

- The Canadian International Development Agency (CIDA)
- The United Nations Development Fund for Women (UNIFEM)

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1.0 The Background

Kenya is signatory to the key international women’s human rights agreements including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action (BPFA) and the Millennium Development Goals (MDG). In spite of these commitments, gender inequality remains a major obstacle to poverty reduction and sustainable development. Key gender concerns in Kenya include limited participation of women in leadership and decision making at all levels, discriminatory practices in access to resources such as land, financial resources, education and employment, gender based violence and other human rights violations against women.

Most donors in Kenya support gender equality in one way or another through mainstreaming in their programs and support for interventions addressing specific GE issues. In 1998 key donors and UN agencies established the Gender Donor Round Table as a forum for information exchange and monitoring of the country commitments to the Beijing Declaration and Platform for Action. UNIFEM was identified as the secretariat and facilitates the work of the GDRT. Over the years the GDRT has been used as a focal point for GE in the country but with no clear channels for influencing government or donor policies and strategies for gender integration.

In the Year 2006, the Kenya government adopted a National Policy on Gender and Development which provides the framework for gender mainstreaming in sectoral policies and strategies. The Government has also established the National Commission for Gender and Development to facilitate gender mainstreaming in national development and advise government on gender concerns in the country. While these were seen as important milestones in the advancement of gender equality, there are serious concerns regarding their operationalization. The women’s machinery is severely constrained in terms of personnel and other resources and has a very low profile compared to many other departments and Ministries.

Kenya has a vibrant civil society; strong women’s organizations and non-state actors who have played a key role in making gender inequalities more visible and demanding government accountability for gender equality. The enactment of the Sexual Offences Act in 2006 is a result of such lobbying. However, funding for GE work has tended to be small, short-term, unpredictable and uncoordinated. Experiences and lessons learned from these efforts strongly point to a need for long-term programmatic approaches for GE.

Over the last 13 years CIDA has supported gender equality work in the country working largely through women's organizations and other civil society actors addressing strategic gender issues. While valuable results and experiences have been generated as a result of these efforts, limitations to short term isolated projects have also been identified including lack of institutional mechanisms for learning between project, limited impact and limited interaction between different actors.
Several factors could account for the under-achievement in promotion of gender equality in Kenya and which define the current landscape in work for gender equality. These include but are not limited to:

- Low and unpredictable investments by both government and donors for gender equality
- Weak capacities in Gender Responsive Budgeting to eliminate gender biases in national development
- Little concern for national ownership of women in PRS and other national development planning
- Weak national dialogue for gender equality
- Little analytical work in gender equality
- Little Harmonization in support for gender equality among donors apart from MDG3 target on women’s participation in The Gender and Governance Programme (GGP) managed by UNIFEM
- Lack of a national accountability framework for gender equality

Kenya and its development partners have moved forward in the implementation of the Paris Declaration on Aid Effectiveness and adopted The Kenya Joint Assistance Strategy for the period 2008-2012 as the framework for donor support to the country’s development plans. The implementation of the Paris Declaration could be viewed as reflection of new values in development partnership towards a collective responsibility in addressing nationally defined development priorities. It represents the reform of aid delivery and its management in a manner that should improve “development outcomes” in the application of guiding principles of ownership, alignment, harmonization, mutual accountability and managing for results.

The Global consensus on MDGs directs the alignment of aid and cooperation towards its eight development goals. However, there is also consensus that the MDGs are not fully realizable without addressing their gender equality dimensions. With regard to the implementation of the Paris Declaration, addressing gender equality dimensions would imply at a practical level that among other things:

- Gender Equality is recognized as a component of poverty reduction and national development
- That the new aid architecture targets and monitors gender equality by ensuring adequate financing for programmes to respond to women’s needs and putting in place accountability systems to track contributions to Gender Equality.

It is this analysis that guided the engagement of CIDA, UNIFEM and other donors, UN agencies and Ministry of Gender, under the umbrella of The Gender Donor Roundtable (GDRT) in the planning processes for the implementation of the Paris Declaration for Kenya.
2.0 Measures applied for Gender Equality in adoption of The Paris Declaration

With the advent of the Paris Declaration Agenda, The GDRT became the platform of engagement on the content and implications of the PD for gender equality. Analysis of experiences in supporting gender equality in the country seemed to point to the risks of marginalization of gender issues and voice within macro policies and processes. Indeed the experience in the development and implementation of the PRSP clearly demonstrated “gender evaporation” along the planning process; a gender thematic group participated actively in the process to identify and articulate gender and women’s concerns, yet the PRSP final document was largely blind to gender issues. The GDRT was thus concerned that gender issues are adequately analyzed and incorporated in the initial planning of the Harmonization, Alignment and Coordination (HAC) process and the preparation of the Joint Assistance Strategy.

Conscious, deliberate steps were thus taken by the GDRT to apply the Paris Declaration to the advantage of Gender Equality (GE).

As the focal point for GE the GDRT began to lobby for space to influence the HAC planning process and invited the HAC secretariat to explain its processes to the GDRT and discuss opportunities for inputs on GE. At the same time individual members many of whom have responsibilities for GE in their organizations, were asked to lobby their agency representatives to the HAC for support to Gender issues.

Further steps taken were as follows:

(i) *A Strategic Gender Review:* Early in the year 2006, CIDA facilitated a strategic gender review\(^1\) to recommend options of supporting and promoting gender equality in reformed aid delivery brought about by the Paris Declaration. The review provided an initial situational analysis on gender equality work in the country and the challenges likely to be faced by stakeholders with the new dispensation. The review also made recommendations for an immediate engagement of the gender sector with Harmonization, Alignment and Coordination processes of the country in order to provide technical advice on integration of gender. It further recommended the design a model for financing of Gender Equality suitable to the Context of the Paris Declaration.

(ii) *A Technical Advisory Approach:* Out of the recommendations of the strategic review, a partnership between CIDA and UNIFEM was forged in consultation with government and other donors to retain a Gender Advisor based at UNIFEM responsible for the implementation the two recommendations of the strategic review above. The choice to work with UNIFEM was based on the recognition that UNIFEM has the mandate to provide technical support to governments on GE, enjoys respect from government, donors and civil society. UNIFEM was therefore best placed to facilitate a consultative approach involving the different stakeholders to develop a model for GE programming for Kenya.

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\(^1\) Refers to Review Report” Strategic Directions for Gender Equality in Kenya” April 2006.
Step 1 - Integration of gender within KJAS Framework

Within the framework of the GDRT, the Gender Advisor coordinated inputs to subsequent drafts of the Kenya Joint Assistance Strategy and provided gender analysis to the HAC secretariat on the KJAS drafts. The championing of gender issues saw the recognition of gender as a separate development sector in the KJAS framework and a commitment of donors and government to target finances to gender equality through a basket fund for gender which will ensure provision of technical assistance to the Ministry of Gender.

CIDA is currently the lead donor for the Gender Sector within the KJAS Division of Labor (DoL) framework. The deputy lead donor is The Embassy of Norway while UNIFEM is the Secretariat supporting the technical and coordination functions of the Gender Sector as part of the UN system.

Step 11 - Design of a Model for Financing of Gender Equality

The effort to develop a model for financing of Gender Equality has taken cognizance of the implications of the Paris Declaration (Opportunities and risks) and the country context with regard to the promotion of gender equality. A research methodology was adopted in a scoping study that was designed to define the existing gender equality programming scenario and assess the appropriateness of existing joint funding mechanisms for Gender Equality Financing.

The specific scope of the study was to Map out players in the sector, their roles and priorities for the sector, establish the vision and commitment of stakeholders in support of women’s rights and gender equality in the country, identify gaps in programming (areas of focus, resources, capacities, delivery, measurement, leadership, communication, management and coordination), Identify current donor support, funding channels and levels, commitment to future investments for gender equality, identify concerns of stakeholders in harmonized approaches, review strengths and weaknesses of different funding mechanisms with regard to Paris Framework for aid effectiveness and lessons learnt in joint programming in the country, and define parameters for an effective harmonized programming model for Gender Equality in the context of the Paris Declaration.

Consultations were held with government ministries, CSOs, Donors and UN agencies to ensure ownership and alignment of the approach.

High level consultations with Government targeted ministries of Finance for their role in resource mobilization, coordination and supervisory role over sectoral ministries, the ministry of Planning for its role in national planning, monitoring and reporting, the ministry of Gender for its technical role in the promotion of Gender Equality. Other government ministries targeted by the study were those that were implementing or were preparing to implement SWAPs. These are The Ministry of Justice and constitutional affairs (the GJLOs programme), The Ministry of Education (KESSP), The Ministry of Health, The Ministry of Water, among others. The consultations with the ministries also sought to assess capacities for gender mainstreaming and support provided by the ministry of gender. The findings indicated that some ministries were unaware of the National Policy on Gender and
Development pointing to the weak support by the Ministry of Gender and low capacities within the sectoral ministries for gender work. Harmonization was seen as good by government for the predictability and transparency it would bring. Reduced transaction costs and capacity building in gender were also seen as advantages.

Civil society organizations were targeted for the study taking into consideration their programme focuses in promotion of women’s rights, their geographical focus and size. There was a deliberate attempt to reach to organizations working at community levels. Civil Society consultations utilized questionnaires to individual organizations, individual face to face interviews and then roundtables. Discussions focused on expectations for harmonized approaches in financing for gender equality and identification of gaps. CSO’s expressed fears about loosing touch with donors and the lack of flexibility in harmonized programme frameworks that could undermine innovativeness in gender equality work.

Donors and UN agencies participated in the study with a focus on improvements that needed to be made for higher achievements in Gender equality. Experiences with harmonized approaches and their concerns were sought. The Gender Donor Roundtable was kept briefed on the progress of development of the model and inputs sought in order to refine the model. Most donors appreciated the benefits of harmonization in reducing their costs and ease in monitoring impacts when there is a framework with clear targets and indicators. Some however feared loss of control and touch with their traditional partners.

Thus the consultation process helped stakeholders to identify and articulate their interests in the proposed model. From this process, the initial parameters for the model were defined.

The Paris Declaration framework was then used to inform the design of the proposed Model for Gender Equality.

The Proposed Model for Financing of Gender Equality (see annex 1 below)

3.0 What Does The Model Aim to Achieve?
The proposed model builds on existing successes and elements in harmonized programming (e.g. The Gender and Governance Programme) and aims to expand partnerships and programme management capacities for higher achievements for gender equality through the application of the Paris Declaration Principles of Aid Effectiveness as below:

(i) Ownership
   - Intends to ensure involvement of different actors so that policy agenda on gender equality can be owned beyond government and donors. The Modality aims to support initiatives at different levels of society
   - Government leadership through the Ministry of Gender but also with commitment built at different levels of government and support for gender mainstreaming within other ministries (technical working groups of the Gender Sector Working Group with gender focal points within relevant ministries)
   - Technical assistance to government and national dialogue on gender in national development planning
(ii) Harmonization:
- The Model proposes a common framework of targets and actions and Program Approach to the promotion of women’s rights and gender equality drawing in all the stakeholders in the sector, government, donors, The UN, The civil society for consistency in support
- Policy dialogue through an overarching mechanism of development coordination on the issue, sharing of information
- Recognition of diverse approaches to promotion of gender equality arising from the complexity of the issue (specific targeting and gender mainstreaming, flexibility)
- Gender Equality perspectives applied to programmatic support for other sectors through gender mainstreaming
- Donor efficiency and reduction of transaction costs in disbursement of funds to both government and civil society

(iii) Alignment:
- The Model has linkages with government and establishes dialogue, supports implementation of the national policy on gender and development in priorities of focus
- The Model will support capacity building among stakeholders for alignment

(iv) Managing for Results
- The Model proposes a longer-term commitment for the achievement of gender equality among stakeholders
- The Model incorporates Government’s ministry of planning to ensure articulation of results in gender equality within national planning and monitoring process and is linked to the KJAS monitoring framework

(v) Mutual Accountability
- The model is linked to KJAS accountability mechanism besides the common framework of targets and indicators
- The model incorporates joint reviews by all stakeholders.

5.0 Results Realized to Date

This is the first year for the implementation of KJAS for Kenya. The Model for financing of Gender Equality is still being finalized. However, some results have been realized with regard to GE as follows:
- Increased dialogue on GE issues at the HAC Group level and in the sector groups
- Gender has been recognized as a cross-cutting issue and as a development sector in the KJAS arrangement
- The process has triggered interest by government for technical support on integration of gender
- The Gender Sector Working Group has provided a platform for engagement between government, donors, CSOs and other stakeholders on Gender Equality.
There is increased attention to gender in other pool fund mechanisms e.g. SWAPs

6.0 Lessons Learnt

6.1 The Harmonisation, Alignment and Coordination process

- It is important to engage early enough with the HAC process (representation, analysis) in order to inform the process and negotiate for attention to gender
- Expertise on gender analysis is not guaranteed in the sectoral areas of focus and thus the champions of gender equality must work across all sectors to support such analysis
- Difficulties in engendering mainstream sectoral strategies make it imperative to advocate for Gender as a separate sector in order ensure there is leadership in mainstreaming and overall accountability on gender

6.2 Development of A Harmonized Model for financing of Gender Equality

- In consultations for a harmonized model, inclusiveness must be ensured. CSO roundtables for model reached out to CSOs in their different size and categories
- Harmonization requires understanding of the people involved, their expectations, fears, strengths, weaknesses. It also requires relationship building
- It is important to begin from the known in promoting the idea of a harmonized approach eg experiences in GGP, Swaps
- Considerations in the design of a harmonized model must include a country’s development challenges in promotion of GE, institutions and their mandates, the vision and priorities of the stakeholders in the promotion of GE
- The multiplicity of stakeholders to be involved for a cross-cutting issue requires adequate investment in time and resources (for Kenya GE model, consultations are still on-going and the proponents have adopted a step-wise and iterative approach

7.0 Challenges Encountered

The following challenges have been encountered in the practical response to the Paris Declaration for Gender Equality:

(i) Varying levels of donor commitment to harmonization
(ii) Fears among Civil Society on depersonalization of aid when harmonization occurs
(iii) Concerns on the efficacy of promoting gender equality through gender machineries that are often weak and suffering low priority status in government. How can Gender Equality become a goal for government as a whole?
(iv) Data availability: How to expand baseline data for monitoring GE beyond MDG baselines. This would ensure that progress and results for broader aspects of GE are monitored
ANNEX 1: The structure of the proposed Gender Equality Fund

GENDER EQUALITY FUND TECHNICAL ADVISORY COMMITTEE (TAC)
Representatives of:
- Donors
- UN theme group on gender
- Government of Kenya

SUB COMMITTEES
- Donor Steering Committee
- Ministry of Finance
- UN Theme Group on Gender
- GOK (inter-ministerial)

PROGRAMME AND FINANCIAL MANAGEMENT AGENT (PFMA)
- UNIFEM

CIVIL SOCIETY ORGANIZATIONS (CSOs)

GOVERNMENT OF KENYA

MINISTRY OF FINANCE
- Coordinates GSWG

MINISTRY OF GENDER

MINISTRY OF PLANNING

OTHER LINE MINISTRIES

GENDER SECTOR WORKING GROUP (GSWG)
- Crosscutting gender analysis
- Policy dialogue

ADVISORY GROUP STRUCTURES AND STAKEHOLDER GROUPS
- NCEP
- DG FUNDS
- PSR
- etc
Management Model: Alternative I

### Technical Advisory Committee (TAC)
- TAC Sub-Committee

### Programme and Financial Management Agent (PFMA)
- Resource Mobilization
- Reporting

### THEMATIC CALLS FOR PROPOSALS

### ANNUAL WORK PLANS

### Civil Society Organizations (CSOs)
- Long-term funding
- Annual work plans (3 years)

### Flexible and Short-term Funding (Up to 12 months)

### Programme Reviews/ Learning Platforms

### Monitoring and Evaluation
- Advocacy
- Dissemination of results

### Government of Kenya

### Appropriation in Aid

### Ministry of Finance
- Financial
- Policy
- Disbursement
- Auditing

### Ministry of Gender
- Work
- Planning
- Implementation
- Programme reporting

### Ministry of Planning
- Crosscutting M&E
- National reports

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- Crosscutting M&E
- National reports