Ministry of Gender Sports, Culture and Social Services In Partnership with the World Bank

GENDER MAPPING AND CAPACITY ASSESSMENT Of UGIs In Kenya Government ministries
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BACKGROUND TO THE UGIs

In 1994 the Kenya government through the Women Bureau set out to integrate women into the development agenda of the day. The Bureau was meant to influence the integration of women friendly issues into the design and implementation of programs through government planning processes. The desire to involve women especially in the economic and social activities was based on the various statistics drawn from various credible studies stating economic and social disparities that exist between men and women.

Until the 1970s, mainstream research, policy and planning virtually ignored the economic role of women. Development plans and policies were based on men and then generalized to all people, or they prescribed a development future in which men were assumed to be the only breadwinners and women and children their dependants. The practical outcomes of many of these policies and program were seen to have adversely affected the welfare of many women.

During this period, the dominant view expressed mainly by development workers from outside Africa was that women’ participation in development was outside the economic mainstream and mainly restricted to activities for which women were stereotypically most suited: family and child welfare, household work, etc. On the other hand, with extensive studies and qualitative research within Africa showed that most women in developing countries were crucial participants in economic and social sector, although many were at a social and economic disadvantage in making effective contributions to growth and development. (Refer: Oxfam Gender Training Manual)

In 1975, at the UN Decade for Women held in Mexico, emphasis was placed on disaggregating by sex all national economic and social statistics. The objective of this was mainly to make visible to planners the full extent of women’s economic participation, particularly in areas traditionally considered to be male-dominated; and the status of women in terms of their income, health and education.

Studies revealed that women are poorer than men and suffer more severely from the ill effects of economic down turn as compared to men. (Refer: The world Bank Policy Research: Engendering Development). While poverty is indeed a major concern to many countries of the world, it wears a female face.

An effort to address this disparity evolved a development approach, Women In Development (WID) that would not leave women out of development processes. The (WID) approach however, had its own limitation in addressing the women’s plight. It situated women’s participation in development processes to mean work but not necessarily making development decisions. The approach sought to integrate women into development by making more resources available to them in an effort to increase women’s efficiency in their existing roles. This resulted in increased women’s workload, reinforced inequalities and widened the gap between men and women.
Gender and Development (GAD) approach followed with the objective of addressing the gaps that had been left by the WID approach. GAD approach sought to intervene by carrying out an analysis of men’s and women’s roles and needs in an effort to empower the disadvantaged and improve their position relative to the other in ways which would benefit and transform the society as a whole. GAD is therefore seen to be driven by a powerful motivation to work for equity and respect for human rights for all people.

WID as an approach that needed to address glaring disparities that existed between men and women in economic and social levels failed to carry out an analysis of why women had been ignored by development planners and of what women’s and men’s roles were, as this was not part of this approach.
EXECUTIVE SUMMARY

The Women’s Bureau, which is in the process of changing its identity to the Gender Division, is still caught in a rut of the WID (Women In Development) approach. As is articulated above, the GAD approach analyses the needs of both men and women and develop intervention strategies to address the imbalance. Being seen and perceived in their approach to activity implementation as a women movement has not helped matters very much in its effort to mainstream gender. The resistance to embrace its activities can be seen in both men and women in the Ministries as a “Beijing affair” (women only) which has no development value to the Ministries core functions. Some women observed that their roles and responsibilities in their particular Ministry is based on their professional qualification and achievements rather than on their gender. So identifying with a Women Bureau and its activities is to plead for preferential treatment at the work place. The character of the Women Bureau that they see is reflective in the WID perspective just as the name suggests and not the GAD approach that is desirable and all inclusive.

UGIs and the Women’s Bureau

It was clear that while almost all Ministries assessed expected the Gender Division to lead the way in facilitating the establishment of UGIs in all Ministries, the Division itself was not really up-to the challenge due to its limitation in design. Being a division, they said, was limiting in traversing the breadth and width of their own Ministry and other Ministries. The Ministry is known as Gender, Sports, Culture and Social services. While each of the components of the Ministry viz. Sports, Culture and Social Services are departments, Gender remains a Division creating the impression that it is of low premium to the Ministry’ core functions.

Following recommendations made at the 3rd International Women Conference of 1985 in Nairobi, individual countries were required to work out modalities of establishing Units of Gender Issues as the vehicle through which the Ministries would mainstream gender by linking the gender perspective to the design of government economic development policies and its effort to address persistent gender disparities. As at the time of this assessment, none of the Ministries assessed had established a UGI including the Ministry of Gender Sports Culture and Social Services. It was clear that some Ministries such as the Ministry of Agriculture had established a gender Unit that they called Gender Equity Mobilization Support Unit (GEMS) to address the gender concerns that they as a Ministry faced in their extension work. The GEMSs were established after a study commissioned by the Ministry of Agriculture and Rural Development as it was known then, to build the capacity of their technical staff to articulate gender issues effectively in Agriculture through data analyses, effective planning and policy formulation towards improved food security and poverty reduction. The influencing factor here for the Ministry of Agriculture to address gender in its core function was the realization that their extension work was not making as much impact as had been envisaged.
Apart from the Ministry of Agriculture mentioned above, some Ministries were in the process of establishing gender desks with the objective of undertaking the envisaged roles of the UGIs, while others had formed something akin to gender clubs. The design of the gender desks for instance or gender clubs as assessed was clearly limiting and was only meant to create a garnish effect within the Ministries, creating the impression that gender was being implemented. The gender desk it seemed, was a one person affair, and was most unlikely to influence planning and budgeting at the Ministries level. Many of these also stemmed from personal interest rather than from strategic Ministry needs. Because they were not institutionalized, these initiatives were rendered very susceptible to collapse in the event that the interested party was either redeployed or retired.

It would seem from the assessment carried out that the National Country Program mandated by the 1985 International Women Conference in Nairobi never held a follow-up meeting to develop the terms of reference spelling out clearly the character of a UGI. It was clear in our assessment that sufficient information and guidelines were not provided to the Ministries on how a UGI needed to look like, who should head such a unit, its composition, its relationship and practical benefit to each Ministry, its composition, reporting lines …. In the absence of clear guidelines provided by an authoritative body mandated to oversee the establishment of the UGIs, Ministries were at a loss as to how they were expected to take gender mainstreaming on board through the establishment of the Units.

The Consultants together with the Gender Division convened a second meeting of stakeholders to validate the view that UGIs have not been established in all the Ministries assessed. At this meeting, the following Ministries (stakeholders) were represented: Planning, Livestock, Agriculture, Labor, Education, Attorney General, NEMA and Social Services. They all concurred that UGIs have not been established in their respective Ministries. Their attendance to UGI meetings have been mainly out of self initiative and interest in gender issues rather than formal deployment to the task by the management.

In the wake of this realization, it would be our humble suggestion that two issues need to be looked at anew for a UGI to be effective:

- The Ministry of Gender, Sports, Culture and Social Services should provide the Gender Division with a clear Mandate and teeth/clout to enable it to wear confidently the roles and responsibilities of spearheading the institutionalization of the UGIs in Ministries. Effort needs to be put into designing the Gender Division to position it to meet the emerging challenges placed on its lap.

- Involve the stakeholders in designing the character of a UGI, to avoid the ambiguity in its conceptualization by Ministries. All the Ministries assessed have different pictures of what a UGI needs to look like.

**UGI Current Scenario**
Among the 13 Ministries assessed, none of them have formally established a UGI. Ministry of Agriculture/Livestock and Fisheries Development are the only Ministries that have created a similar outfit to a UGI known as Gender Equity Mobilization Strategy (GEMS). Ministries who were attempting to establish a UGI relied only on their interpretation of what they thought a UGI ought to look like, since a common guideline was not provided. The following categories were noted as an attempt to create a UGI:

- **Gender desk.** This is a Unit within the Ministry established to coordinate “gender” issues. Often, it is run by one or two people who are full time deployed to other responsibilities with little bearing on gender functions. The people managing the gender desk are not assessed on their performance in carrying out their responsibilities related to gender. They attend gender workshops when there are opportunities for training but are limited in effecting gender skills within their Ministries because planning and budgeting have not taken gender on-board.

- **Individuals with keen interest in gender issues:** These are people who out of their own initiative have developed interest in gender issues. They get materials on gender and educate themselves on the subject they organize meetings for their fellow colleagues to discuss gender issues. This category of people are not formally recognized by the Ministries, however, when there are letters/memos concerning gender these are directed to them. They can be given time off to attend gender training organized outside of their offices if at that time they do not have an assignment relevant to their deployment. The limitations here are that the gender activities going on are not supported by the particular Ministries. The activities revolve around individuals and not institutions. They become moribund immediately the individual is deployed in another Ministry or transferred elsewhere.

- **Ministry Officials that act as informal gender desks:** These are senior officers that receive official communication from the top marked to their attention. In the majority of cases, these senior officers receive these letters marked to them because they are female. The top official probably think that gender is women issues and is best dealt with by a female senior officer. The limitation here is that most of the officers that these letters are marked to do not understand what needs to be done in-terms of gender mainstreaming at the ministry level and have not received gender analysis training to be able to use her position to incorporate gender issues/functions in the Ministry.

- **Ministries waiting for UGI to be established by Gender Division:** Some Ministries felt that the responsibility to drive the gender issues
within the Government Ministries falls within the docket of Ministry of Gender, Sports, Culture and Social Services. As such, they are waiting for the Gender Ministry to Establish the UGI in their Ministry and to let them know how gender fits into their professional work. This particular view has its limitation as it lacks ownership. Their argument is that they have nothing to do with gender concerns as they are a “professional” Ministry without any bias towards women.

The Ministry of Gender, Sports, Culture and Social Services is currently developing a Sessional paper on Gender and Development. This move by the Ministry signals a critical step in the Government to develop a Gender Mainstreaming Strategy. The draft copy of the strategy still in preparation provides a sectoral gender assessment approach which would allow individual Ministries to incorporate gender issues reflective of their unique functions into policy dialogue with the government and the various stakeholders.

In government planning, gender issues cut-across all aspects of the economy and society, the strategy potentially presents an excellent opportunity to integrate gender into the Ministries work. Its objective is to examine array of substantive areas in various Ministries and to ensure that priority gender-related development issues are adequately identified and addressed through the Ministries core functions.

It was clear that this strategy will indeed allow staff at all levels to appreciate gender concerns and integrate them in the work of the Ministries. In our assessment, the present situation in almost all Ministries assessed presents dilemma in-terms of gender mainstreaming and lack clear understanding of the following:

- How gender is defined and why gender issues make a difference in their work with the Ministries.
- What the gender issues are in the core functions of their Ministries
- What tools are necessary for implementing gender education and analysis in their individual Ministries

From the figures received provided in the charts in this report, it can be noted that Budgeting and Staffing capacity which is the most important component scored the lowest 11.5%. The gender issues from Ministries can be articulated only when gender training and budgeting has been addressed adequately.

**Capacity of UGI/Ministries to mainstream gender**

A critical assessment area of this assignment was in the domain of gender staffing and budgeting. The tool for the assignment sought to assess the deliberate allocation of budget targeting gender mainstreaming and qualified gender staff at the Ministry level. These two components were major key areas in establishing how Ministries were positioned in their objective of mainstreaming gender concerns in their core functions. Through these components the assessment sought to explore how gender mainstreaming was incorporating Economic Recovery Strategy for Wealth and Employment Creation.
program within those functions. Cumulatively, the Ministries were assessed to be having low capacity in budgeting and availability of staff to carry out gender mainstreaming.

At present, it could be concluded that the Ministries do not have staff with adequate grounding in gender, deployed to address mainstreaming activities. In the same breath, the Ministries do not also have financial capacity to mainstream gender in their core functions as no budgetary allocation has been made towards this. Until the Ministries take a deliberate step to deploy staff specifically to carry out gender mainstreaming activities and allocate a budget for it, it will still remain elusive. The implications of this would also mean that the government does not have the capacity to link gender effectively to the other human resource components and plans such as planning, policy, practice and Poverty Reduction and Employment Creation.

During the assessment the majority of respondents were senior government officers within Ministries at policy level. They were enthusiastic, upbeat and indicated ready support towards linking gender to their Ministries activities. However, appreciation of what needs to be done in terms of establishing the UGIs presented a set-back in the potential implementation of gender mainstreaming. Our assessment indicated that the gender mainstreaming is a reality in the making within government Ministries if the staff are provided with targeted requisite information, education, training, policy and targeted sustainable budgetary allocation.

Some ministries assessed had suggestions on how a UGI should be managed. One particular Ministry suggested that their UGI would be headed by a male person at the level of Deputy Director or an Economist, arguing that this would help break down the stereotype that gender is a women issue and the hierarchy would create respect across other departments. It was also recommended that some communication to individual Ministries regarding policy position on Gender should emanate from the office of the Secretary to the cabinet in close consultation with the Permanent Secretary Gender, Sports, Culture and Social Services. This, it was argued, would make gender a priority theme in all Ministries.

Due to limited understanding of gender and its relevance to the work of the Ministries, opportunities presented by the various key stakeholders such as Planners, Inspectorate of Personnel Management, Treasury and policy makers have not been involved adequately in taking the gender agenda forward. Once the UGIs have been established as key focal points within Ministries, it would be useful to involve various key stakeholders to influence the gender mainstreaming in the Ministries.

Gender training planning is absolutely necessary to cover different categories of people such as, Ministers, Permanent Secretaries, Parliamentarians, Directors, etc. While the need to undertake training in gender policy formulation, influencing, lobbying and advocacy is overwhelming for the UGIs, the skills would enable the Units to work closely with the above mentioned partners to ensure that effective law reforms are made that are gender responsive. The benefit of having a gender specialist either on the UGI
staff or a consultant to guide the implementation process of gender mainstreaming would be enormous.

In this assignment, the assessment focused mainly on the existing capacity the Kenya Government Ministries have in mainstreaming gender through the Units of Gender Issues. The UGIs of each Ministry as had been said before in this assessment was expected to identify the unique gender concerns in the individual Ministries and address them through the core functions of those Ministries. It is important to note in this report that while the UGIs are yet to be established, a number of important gender activities have been going on.

The Gender Division has conducted several training activities of Ministry officials of various carders. These trainings have been important in awareness creation among the staff.

At another level, activities on gender have been carried out effectively through government supported programs. Within the Office of the President, Arid Lands Resource Management Project (ALRMP) is currently running development projects in 21 arid and semi-arid districts of Kenya. Their long-term development project objective was worked out to deal with the effects of drought, targeting community development, drought management, marketing and infrastructure development.

ALRMP has since the commencement of the phase two project cycles in September 2003, articulated and defined the place of gender in their project implementation schedule. The gender mainstreaming is reflected in all policy, project, administrative and financial activities and in their organizational procedures.

The Project has developed a Gender Action Plan to guide the project in mainstreaming gender in their activities. In the action plan, ALRMP has clearly indicated the mandate of the Gender Action Plan, their Objectives and activities related to all their projects and defined terms of reference to include the character and identity of the gender focal points. ALRMP is working closely with other relevant government Ministries and partners to take the gender commitments forward into policy and implementation.

The assessment noted the value in coordination, networking and consolidation of gender activities at the governmental level for impact. The different approaches by the different players should be considered both healthy and desirable when they are coordinated as shared learning enhances performance. ALRMP and the Gender Division do not know the good things that each other plan and do within Ministries on gender, and yet the Gender Division should have been at the forefront in assisting the Office of the President to articulate the gender aspect of the ALRMP through the UGI at the Ministry. There is a lot that The Gender Division and ALRMP can learn from each other in terms of establishing structures and working with existing systems in effectively mainstreaming gender activities. It is hoped that when the UGIs will have been established, this coordination and consolidating gender activities will also be enhanced.
In-light of the initial findings during the assessment drawn from focus group discussions, we realized that it was not necessary to carry out a literature review on documents such as performance review, job descriptions, employee policy statements/manual, mission statement and strategic plan, since the respondents made it clear that gender had not been incorporated in them.
1. CONSULTANCY TERMS OF REFERENCE

Background

The consultancy was carried out by KALAUSI Consultants, a social development consultancy firm. KALAUSI is a firm that works closely with development partners in East, Central and the Horn of Africa.

The title of this assignment was: **Capacity enhancement for the implementation of the economic recovery for wealth and employment creation strategy by key Units of Gender Issues in the Government of Kenya key sectors of the economy.**

The Ministry of Gender, Sports Culture and Social Services are in the process of spearheading gender mainstreaming in the core functions of the various government Ministries through the establishment of Units of Gender Issues in all ministries. In the same breath, “the Government has adopted a new strategy that incorporates wider consultations and broader participation of various stakeholders in planning and implementing its economic recovery efforts to stop the increase in the incidence of absolute poverty and gradually reduce the current level. The issues and priorities identified by districts and sectors during consultations are geared towards promoting economic growth and sustainable development. This would help improve the quality of life and reduce poverty”.

Units of Gender Issues are viewed by the Government as the engine through which gender mainstreaming would be driven through sectoral policies and programs. In-light of this, the Government proposed to “build the capacity of Units of Gender Issues to enable them gender mainstream the implementation of the Government’s economic recovery program”. To achieve this, the assignment was meant to conduct “**a mapping exercise that will show who the key stakeholders are and identify what they do and their role in the implementation of the Economic Recovery Strategy for Wealth and Employment Creation program**”. The assignment was also meant to carry out a training needs assessment for Key Units of Gender Issues and provide a way forward for training.
Objectives

The objectives of the consultancy were to:

- Support the Government through the Division of Gender and Development to identify key gender concerns in all the Units of Gender Issues.
- Assess the capacity of these Units to effectively mainstream gender in their respective programs and policies.
- Determine and prioritize the training needs of the Units of Gender Issues.
- Propose a suitable capacity enhancement program based on all the needs identified and prioritized.

Expected outputs

KALAUSI was expected to carry out the following:

- Identify the key gender issues in each of the UGI’s
- Provide justification on the issues that need immediate address
- Assess the capacity of each unit in relation to implementation of the Economic Recovery Strategy for Wealth and Employment Creation program.
- In collaboration with the Division of Gender and Development, develop a proposal for a capacity enhancement skills for gender analysis as well as on areas that are critical for effective gender mainstreaming of these sectors and in particular in implementation of the Economic Recovery Strategy.
2. FORMATION AND PURPOSE OF THE UGIs

Following the recommendations of the Mexico Conference in 1975 on the need for setting up structures for integration of Women in Development (WID), the Government through the Women’s Bureau established focal points in line ministries in 1994 to deal with these issues. Through a series of workshops, the focal points, referred to as Units of Gender Issues (UGIs) in collaboration with the Women Bureau, developed terms of reference to assist with the pursuant of gender mainstreaming in the various government sectors.

The Terms of reference assigned the UGIs the responsibility of facilitating mainstreaming of gender responsive planning in every Ministry.

Units of Gender Issues were expected to play the following roles in all sectors:

- Ensure that policies developed in various Ministries and programs designed are implemented with gender issues and concerns effectively taken on-board.
- Ensure a holistic approach in gender responsive planning.

The role of the Women’s Bureau was seen as:

- Facilitating the institutionalization of the Units of Gender Issues in the Ministries.
- Be responsible for coordinating the Units of Gender Issues.

3. ASSESSMENT SCOPE & METHODOLOGY

Overview of the assessment

The assessment was administered by the consultants in an interactive Focus Group Discussions with teams drawn from each Ministry. The members forming the Focus Group Discussions were to be drawn from the departments of Planning, Finance, Administration and Units of Gender Issues.

The group members discussed the questionnaires to form consensus on what they believed was the current state of gender mainstreaming in the various components of human resource development within their Ministries. For each of the human resource components provided in the matrix (see appendix for questionnaires), the group was required to circle the statement that best described the current status of their Ministry. If only part of the statement applied, they were required to circle the previous statement.
The consensus was based on two assumptions. The first assumption: That no single member of the Ministry possesses the complete picture and that accurate picture is best obtained by pooling these individual perceptions represented by people from Administration, Planning, Finance and Units of Gender Issues. The second assumption is that carefully chosen indicators can provide convincing factual evidence and allow a group of people to come to agreement through consensus on what may initially seem to be incompatible viewpoints.

The groups reached consensus, not by voting, but by patiently sorting through all opinions and coming to a decision that each member could accept and work with, even if it did not completely match his or her preference. It is through this consensus and suggestions that the assessment has come up with findings and capacity building suggestions presented in this document.

**The Instrument**

The components described in the instrument for this study relate to the different parts of a human resource system. Some of these describe structural and organizational elements (e.g., staffing and budget).

Other components describe management systems that are critical to managing human resources, such as performance management and supervision. Other components relate to staff training and development activities.

The instrument used sought to explore how effective the human resource management system e.g. *Budgeting & Staffing, Planning, Personnel Policy and Practice, Data, Performance Management and Training* integrates all of these components in the context of gender mainstreaming.

**Scoring guideline (what the scoring means)**

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<tr>
<td>Scores</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>%</td>
<td>0%</td>
<td>33.3%</td>
<td>66.6%</td>
<td>100%</td>
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<tr>
<td>No gender function being considered within the Ministry activity</td>
<td>Some gender activities are going on in an ad hoc manner. There is no link between the gender activities going on and the Ministries functions.</td>
<td>Gender activities are going on and are linked to the Ministries priorities and changes in the core sector and practice. These are carried out within a developing system in a focused manner.</td>
<td>Gender activities are going on and are linked to the Ministries priorities and changes in the core sector &amp; practice with a developed system and in a focused way</td>
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About the tool

The tool provided a process through which an organization can assess how well it is functioning in relation to gender mainstreaming and determine what steps it can take to incorporate effectively gender issues in its core functions.

Stages of development

It is assumed that most Ministries are at different stages of development for different human resource components within gender at any given time, because the components have received different levels of attention as the organization developed. (based on their perceived relation to the core functions of the organization). The numbers (1, 2, 3, 4) at the top of the assessment instrument refer to levels of development in ascending order.

The first level describes a Ministry that is either just beginning to develop a human resource system within the context of gender or has not yet paid very much attention to that component. The fourth level describes an organization that is operating effectively with regard to that component, and may need to direct its energies to components that are at lower levels of development.

If a Ministry falls consistently in the first two levels then these would be considered as being in lower stages of development. It would imply that in that component gender issues/functions are yet to be deliberately incorporated within the core functions of the Ministry.

Stages 3 & 4 would indicate that a Ministry was making deliberate effort in terms of planning, budgeting and policy to mainstream gender functions in their core activities.

Other tools:

Other than the questionnaire, the assessment benefited from:

- Document analysis
- Observation

The Indicator:

The assessment required that the respondents paid significant attention to indicators. An indicator is physical evidence of status. It answers the question, “What can we see that tells us that what is said is so?”

Training Needs

The questionnaire was designed to draw out the first stages of a needs assessment. The respondents, having gone through the questionnaires, identified some of the training needs that would be critical and necessary in engendering their organizations.
Limitations experienced

Information/communication

- Only 13 of the scheduled 24 Ministries were assessed. The remaining 9 Ministries were not ready for the assessment having received no communication to the effect from the Gender, sports, culture and social services Ministry. The consultants discussed the way forward with both the Ministry staff and the World Bank in-terms of timing and interviewing the remaining 9 Ministries. It was agreed that the 13 Ministries already assessed would be a fair representation of the government Ministries and adequate in providing a credible picture of the capacity available in mainstreaming gender in their core activities.

Logistics:

- There would have been great value in sampling some of the local authorities to see what capacity does exist at that level as had been recommended by both the World Bank and the Ministry of Local government. However, the logistical facilitation was not made available to the assignment although a proposal had been made to the Ministry. The World Bank could not act on this request when it was renewed as it had not been included in the original proposal. The Local Authorities especially Naivasha, Nakuru, Kiambu, Thika were not visited as planned for lack of logistical arrangements.

The quality of the assessment was however not compromised with the constraints identified. It is important to note that even if we were to interview all the Ministries, the assessment outcome being presented in this report would not have changed. The consultants received very warm reception and cooperation at the highest level of the Ministries visited. The government considered this assignment with the seriousness it deserved, as indicated by the senior officers assigned the responsibility to discuss gender mainstreaming with the consultants.
ASSESSMENT RESULTS

1. GENDER BUDGET AND STAFFING CAPACITY

Under the Capacity component, the Ministries were subjected to a set of human resource development instruments. These assessed the existing capacity of the Units of Gender Issues (UGI) to effectively mainstream gender in their respective programs and policies through budgeting and staffing.

- Gender Budget
- Gender Staffing

The assessment sought to assess the budgetary allocation and qualified gender staff that the Ministries have charged with the responsibility of mainstreaming gender concerns in the core functions of those Ministries and how the gender activities have incorporated Economic Recovery Strategy for Wealth and Employment Creation program within their functions.

Gender Budget

Within the capacity component, it was assumed that if there is no funding specifically allocated within the budget of the Ministry to undertake the gender activities, then by extension there would be no gender activities being carried out within that ministry.

Of the 13 ministries assessed, 10 of them making up 76.9% confirmed that they did not have a budget allocation targeting gender activities. 3 of the ministries (Livestock, Agriculture, Planning and National development) representing 23.1%, said that they had limited funds available for gender activities. They confirmed, however, that the limited funds were not drawn from the Ministry line budgets but from externally-funded programs.

The ministry of Planning and National Development has limited funds for gender activities provided by the GTZ, while the Ministries of Agriculture and Livestock Development source their gender activities funding from Swedish International Development Agency (SIDA) under a joint project known as National Agricultural and Livestock Extension Project (NALEP).

Only the ministries of Agriculture and Livestock Development have made any real strides in identifying gender issues and incorporating them in the core functions of their...
ministries. The Ministry had carried out a study to specifically identify and address the effects of gender on their extension services. The then Ministry of Agriculture and Livestock Development responded to gender needs in their areas of work by creating Gender Equity Mobilization (GEMS) units within its extension services to help address the gender issues while linking the same to their core functions as a Ministry. Although NALEP has been considered as an effective vehicle for mainstreaming gender within the core functions of these Ministries, its activities are only restricted to 42 districts spread over five provinces, namely Nyanza, Western, Rift Valley, Central and Eastern. The Arid and Semi-Arid Lands (ASAL) are not included. *(Refer GEMS Newsletter July – December 2001).* NALEP’S long-term purpose is stated as “to increase the effectiveness of integrated extension services to farmers and agro-pastoralists… to contribute to social and economic development and reduced poverty in rural communities”.

It is interesting to note here, that even the Ministry of Gender, Sports, Culture and Social services, which, according to the terms of reference of the Units of Gender Issues, is expected to spearhead the gender mainstreaming in all the government Ministries, does not have a budget from the treasury targeting gender mainstreaming. The budget allocation specific to gender within this Ministry is for the Women’s bureau as a division whereas all the other divisions and departments are not allocated a gender budget. As far as the internal protocol of the Ministry of Gender, Sports, Culture and Social Services is concerned, the Women’s bureau does not feel confident enough that it has the mandate to influence gender mainstreaming in all the Ministries let alone their own.

Other than the Ministry of Agriculture and the Ministry of Fisheries and Livestock in the NALEP project, no other Ministry said that they have funds specifically allocated for gender activities in the ERS and PRSP sector program which is reviewed annually and adjusted if possible.

The assessment revealed that the Ministries had a mean score of 7.7% in their current allocation of funding for gender activities in their work- this being measured against an ideal of all ministries allocating a budget to gender mainstreaming.

**Gender staffing**

Under *gender staffing*, 10 ministries representing 76.9% of the Ministries assessed confirmed that they do not have staff specifically charged with the responsibility to help institute, steer and operationalize the UGIs within their ministries. The remaining three Ministries representing 23.1% confirmed that they have staff charged with the responsibility of carrying out gender activities within their Ministries.

The Ministries of Gender, Agriculture and Labor said that they do have gender staff but they are not adequately skilled in gender related subjects. Their deployment takes up gender activities as a subsidiary responsibility.

Agriculture is the only Ministry that has staff solely deployed to its gender unit. This has resulted in a well developed unit that publishes their own newsletter known as GEMS.
While most Ministries have personnel that have undergone various levels of gender training in workshops/seminars, they are not deployed to institutionalize gender functions in their Ministries.

It is instructive to note, however, that the Ministry of Gender, Sports, Culture and Social Services do not either have UGI or staff charged with the responsibility of establishing Units of Gender Issues in their own Ministry and yet this is the Ministry that, presumably, has the responsibility of establishing UGIs in all the other Ministries. The assessment noted that the Gender Division may not have the clout necessary for taking up the responsibility of establishing these Units within their Ministry leave alone other Ministries since it is only a division and not a department. This status of the Gender Bureau, it seemed, was a limiting factor in its mandate.

The Ministries, according to the consensus reached with the respondents, do not have capacity to mainstream gender. In-terms of staff, the Ministries only scored a mean of 12.8% in the matrix in their current capacity to spearhead gender in the body of its work.

**Conclusion:**

76.9% of the Ministries assessed have neither budget nor staff deployed to take-up responsibilities for mainstreaming gender in their respective ministries, while 23.1% have unreliable, unsustainable funding sources and staff with limited experience which may not be adequate to undertake gender mainstreaming in the Ministries.

All the 13 ministries assessed fall within level 1 and 2 of the human resource development instrument shown above. Assessed against this instrument, the Ministries scored a mean of 7.7% in gender budgeting and 12.8% in availability of trained and adequate staff with responsibilities of mainstreaming gender activities.

**Staffing & Budgeting Capacity** as a component being assessed scored a mean of 0.35 against a maximum of 4. This would mean that in terms of consolidated mean score the Ministries only have 11.5% capacity to mainstream gender in their core functions.

This would mean that most ministries do not set aside financial resources targeting gender mainstreaming in their Ministries. They also do not deliberately deploy staff to undertake specific functions in ensuring that Units of Gender Issues are established with realistic goals and practical strategies.

The lack of focused human capacity and financial allocation towards gender mainstreaming in Ministries’ core functions is indeed a real impediment towards the realization of this goal. It would be highly doubtful for gender mainstreaming in Ministries to take off without budget allocation and trained staff. If this area is not considered seriously, the gender mainstreaming will still remain on paper, an academic idea good enough to discuss in workshops without having a bearing on the Ministries’ systems and operations.
The assessment revealed that the Ministries are in their infancy stages of developing a human resource system that is gender responsive and has therefore not paid very much attention to gender and have not made any deliberate effort in terms of planning, budgeting, staffing and policy to mainstream gender functions in their core activities.

**Training needs**

1. Convene stakeholders meeting to discuss what a UGI is and guidelines on the establishment
2. Sensitization of policy makers on gender issues.
3. Training Needs Analysis.
4. Engendering the budget.

**Summary of the budget capacity of ministries**

- There are no ministry line budgets for gender. Where the budget exists it is an activity budget and not for mainstreaming gender
- Ministries of Livestock and fisheries, Agriculture, Planning and National Development have externally funded budgets.
- The 11.5% funding capacity is from an external source and therefore is unreliable, and unsustainable.
2. PLANNING

Topics covered:

- Ministry Mission/Goals
- Gender Planning

Ministry Mission/Goals

The assessment particularly restricted itself to exploring how the ministries formally linked gender concerns to its core activities as reflected in its values and purpose. The first step towards gender mainstreaming would be the development of policy statements linking gender to the Ministry’s core functions, purpose and values.

In Planning, the assessment focused on how the organizational mission/goals provides direction to the gender mainstreaming strategies and how the human resource development plan provides direction to the incorporation of gender issues into the core functions of the ministries functions.

The assessment established that only two Ministries Agriculture and Livestock and Fisheries Development making up (15.3%) do have a policy statement linking it to gender planning and implementation, while the rest of the Ministries (84.7%) have a policy statement that is not linked to gender. The Ministries’ statement is silent on gender functions. The goals only address what the Ministries do without necessarily reflecting the gender implications in core functions, purpose and values.

In terms of missions and goals, the Ministries averaged a total mean score of 1.65 representing 21.8% in the matrix.

Planning

The assessment sought to determine whether or not gender planning is incorporated with in the Ministries long range strategic planning and if it is used in targeting awareness creation among the staff.

10 Ministries (76.9%) out of the 13 assessed responded that they do not have annual gender activities planned. Whatever the gender activities carried within these 10 Ministries are not based on any formal assessment of staffing needs. These plans are erratic in the manner in which they are implemented and are carried out subject to the availability of external funding.

Only 3 Ministries (23.1%) Labor, Agriculture and Livestock and Fisheries Development confirmed that they do have annual gender plans, however, these plans targets gender awareness creation among the Ministry staff and is both based on assessment of needs
and address ERS and PRSP in their Ministries functions but are not subjected to evaluation for effectiveness.

No ministry has set up a system of gender monitoring and evaluating the plans and activities to establish their effectiveness.

**Conclusion**

In terms of Planning, it was found that there is very little capacity for gender mainstreaming among the Ministries assessed. The average mean of Planning as a component stands at 1.65 out of a maximum of 4. This represents a mean score of 21.8% in gender planning within Ministries.

The mean would infer that all the Ministries assessed do not have the capacity to incorporate gender into their annual planning. While Poverty Reduction Strategy Paper (PRSP) consultative process recognizes gender as a cross-cutting issue that affects Ministries’ functions, they have not ensured that Gender Analysis (GA) is reflected in all phases of the Ministries’ activities.

It can be concluded that the Ministries assessed do not either have the capacity at present to provide direction to the Ministries’ work of mainstreaming gender through strategic planning.

**Training needs**

1. Sensitization at the policy-making level
2. Translation of policy into plans and activities
3. Gender Monitoring and evaluation
4. Gender analysis
5. Gender and the ERS/PRSP
6. Gender programming
3. Personnel POLICY and PRACTICE

Topics covered:

- Job classification and Systems
- Recruitment, Hiring, Transfer and Promotion
- Orientation Program
- Policy Manual
- Discipline, Termination, and Grievance Procedures

All the elements included under Personnel Policy and Practice provided an essential framework for defining gender responsive terms and conditions of work with effective gender policies. It is hoped that this will enhance better performance management and supervisory systems.

While this component may not necessarily be centrally linked to gender mainstreaming in questionnaire, the assessment sought to explore the nature of capacity present within the government system that can be used effectively to mainstream gender responsive human resource management policy, planning and practice.
**Job classification and systems**

The assessment of this aspect was not based on gender requirements but only sought to establish the existence of a system within the Ministry that serves both men and women.

All ministries scored high in this aspect due to the fact that the Directorate of Personnel Management (DPM) has an established system of job classification that is followed strictly. All the 12 ministries (91.7%) fall within the level 3 and 4 of the assessment instrument which states that the Ministries have job classification systems. However 3 Ministries indicated that the job classification system is not used as a basis for other human resource development and gender functions, while the remaining 9 Ministries confirmed that the job classification system is used for other human resource development planning and staffing functions. 1 Ministry did not respond to this question.

**Recruitment, hiring, transfer and promotion**

In this component, 11 Ministries representing (84.6%) said that no formal process exists for recruitment, hiring, transfer and promotion based on gender sensitivity/responsiveness, while 2 Ministries representing 15.4% maintained that the system exists that are gender sensitive/responsive but are not followed during recruitment, transferring and staff promotion.

During the assessment, it was noted that whenever a consideration/bias is shown to one gender in the course of carrying out any of these duties, it would be purely based on the discretion of the officers conducting the exercise but not on gender policy. It was argued that merit and not gender were the considerations used in carrying out these functions.

**Orientation program**

All the 13 Ministries assessed confirmed that none of them had a formal orientation for new employees on gender functions and its relationship with ERS, PRSP, mission, goals and performance standards expected of the employee with in the Ministry in a way that make people feel welcomed and valued.

**Policy manual**

Only 2 Ministries (15.4%) Agriculture and Health said that they have a policy manual with a position on gender falling within the mean score of 2 and 1 respectively. The two Ministries benefited from an external funding body outside of the mainstream ministry budget.

The rest of the Ministries representing 84.6% said that a policy manual does not exist stating the Ministries position on gender.
**Discipline, termination and grievance procedures**

This aspect of the instrument was not based on gender requirement but only asked to establish if procedures do exist that are fair to both men and women.

76.9% of the Ministries assessed confirmed that formal procedures do exist based on performance standards and are known to all employees and used consistently. The Ministries scored highly in this area confirming the existence of a well laid out Code Of Regulations (COR) that guides procedures in this component.

Only 23.1% said that procedures exist but are not clearly related to performance standards.

**Conclusion**

The mean in personnel policy and Practice is 2.71 representing 57.1%. This is the capacity of the system the government have in place to develop gender responsive personnel policy and practice. Our conclusion is that the government is strong on Personnel Policy and Practice but weak in linking gender functions within the same system.

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**Training needs**

- Gender responsive human resource management training for CEO’s, personnel officers, DPM, heads of dept, PS’s
- Gender policy formulation, influencing, lobbying, advocacy skills
Although the government is strong on personnel policy and practice it has a weak capacity to link gender with personnel policy and practice.

4. DATA FORMULATION AND MANAGEMENT

Areas Covered:

- Employee Data
- Computerization

Under data, the component sought to explore what systems are in place for tracking people working for Ministries and the employee data that is used to accurately project gender responsive employment needs and decision making.

Employee Data

In employee data, 69.2% of the Ministries interviewed confirmed that employee data is available and up-to date. Of this number, 7 Ministries forming 53.8% with an excellent mean score of 3 said that data is formally used in human resource development, planning and forecasting while 15.4% falling within the mean score of 2 said that this data is not formally used in human resource planning or forecasting.

Only 3 Ministries (23%) felt that while most of this data is available, it is not always maintained or kept up to date.
This aspect of the questionnaire was also not engendered but forms an essential component by which information can quickly be accessed and used in decision making in regard to engenderment.

**Computerization of Data**

61.6% of the Ministries interviewed confirmed that computers and management systems are available. Of this number, 15.4% said that, while the computers and management systems are available, staff members are not trained and data files are incomplete. 46.2% of this number said that data files are up-to date and staff members receive training.

30.8% of all Ministries assessed conceded that while there are computers there are no resources to develop system for data management.

**Conclusion:**

At the Ministries level, the overall mean of data management stands at 3.25 representing 75.0%. This would mean that most Ministries have computers and have developed data management systems with relevant staff trained in the management of data. Nevertheless, technical staff across the board generally lacks the necessary capacity to effectively articulate gender issues in their respective Ministries. It would also seem that collection and analysis of such data for effective planning and policy formulation geared towards the realization of improved food security and poverty reduction is lacking. However, Ministries rely on the Central Bureau of Statistics to provide data that they would wish to use as need arises. Ideally the Ministries may need to cooperate with CBS in coming up with data analyzed to meet the unique needs of individual Ministries. The Ministries scored 75.0% in data management and systems.

**Training needs**

Gender responsive data systems management / information management systems
The Performance Management and Supervision systems component mainly focused on defining how people and job functions interact and how the work that they do is geared towards supporting the goals of the Ministry.

This assessment sought to explore the nature of capacity present within the government system that can be used effectively to mainstream gender responsive performance management.

**Job descriptions**

There was a general consensus that job descriptions are adequately covered in the schedules of duty that are updated on an “as needed” basis.

**Staff supervision**

Staff supervision also rated high. Most ministries felt that supervisors understood their roles and lines of authority well.
Work planning and performance review

Most of the ministries, 9 (69%) fell on level 3 of the questionnaire in this aspect which indicates that, whereas there is a work planning and performance review system (annual appraisal) in place, it is not utilized on a consistent basis or even as a basis for making personnel decisions.

6. TRAINING

Areas covered:

- Staff training
- Management and leadership Development
- Monitoring & Evaluation

Gender training is an essential component of an effective human resource system. It is most effective when it is managed and integrated into the other components of human resource planning, policy, and performance management.
This section sought to identify how gender training is incorporated into the various Ministries core functions and what role monitoring and evaluation systems play in establishing substantive outcomes and impacts.

**Staff training**

7 Ministries representing (53.8%) of the total Ministries assessed said that they do not have a training plan for gender mainstreaming and gender analysis in their master plans.

5 Ministries representing 21.8% of Ministries assessed confirmed that gender training is offered to the staff members but it is done on an ad-hoc basis and is not based on a formal process of assessing gender training needs that is specifically linked to the key priorities and changes in the Ministries core sector and program. All gender training mentioned above, is carried out subject to donor funding and is therefore irregular.

It is only the Ministry of Agriculture which confirmed that gender training is a formal component of the Ministries. Training is actually linked to staff gender training needs and key priorities and changes in the core sector and practice of that Ministry.

Only the ministry of Agriculture has some focus and regularity in its staff training program carried out within NALEP. This is, however, not available to all staff and neither is it evaluated for results.

Our observation was that quiet a large number of officers within the ministries have had gender training at various levels. However, since the individual staff members trained are not specifically deployed to deal with the responsibilities of gender mainstreaming in their respective ministries, the training is not channeled into the system in a focused manner as to address a felt need and therefore the value of the training received is lost.

**Management and leadership development**

6 Ministries fall between score 1 and 2 of the matrix which means that there is emphasis on developing strong gender capacity in the ministry leadership, but this is done irregularly.

The ministry of Agriculture again stands out here in their Training of Trainers (TOT) program as they train their field staff in gender responsive agricultural implementation. The field staff, in turn train others in the field towards making gender relevant to their core functions. None of the other ministries assessed have incorporated gender in this way.

**Monitoring and evaluation**

7 (54%) of the ministries do not have a functional system for monitoring and evaluation of gender activities. 6 Ministries fall within level 2 stating that they have a limited capacity for understanding gender integrated monitoring and evaluation of activities.
Since the majority of the Ministries interviewed are still in the conceptualization stage of coming up with a Unit of Gender Issue, developing an effective tool to identify criteria for evaluation of the unit had not been done.

**Conclusion:**

The respondents in Ministries assessed agreed that while gender training has been provided to some staff within Ministries (17.9% staff training on gender), there has been no deliberate assessment of staff training needs that should link specifically the training to the needs identified. Again the gender training needs if they were to be assessed, their relevance should be linked to the Ministries priorities and changes in their core sector and practice. This link was seen to be absent in the trainings that were carried out.

It was also generally accepted that there was no capacity for gender integrated monitoring and evaluation skills within the staff at the Ministries. Gender activities carried out within Ministries could not be subjected to any monitoring and evaluation standards to determine substantive outcomes and impacts due to lack of capacity in monitoring and evaluation.

The cumulative mean for training as a component of the assessment is 1.65 translating to 20.5% capacity of the government to mainstream gender in its functions.

**Training needs**

- Gender and leadership
- How to integrate a gender dimension into monitoring and evaluation
- Planning of gender training programs
There has been no deliberate assessment of staff training needs that gender training can address
- Gender training is carried out on an ad hoc basis
Mean Component score by Ministries

- Budget and Staff: 11.5
- Planning: 21.8
- HRD-DATA: 75.0
- Performance Management: 72.2
- Training: 20.5
- Personnel Policy: 57.1
7. SUGGESTIONS FOR IMMEDIATE ATTENTION

In all these scenarios outlined above, there are needs that should be addressed first so as to create an enabling environment for gender mainstreaming to be effectively implemented in the Ministries. These needs can be summarized as follows:

Breaking down the gender misconception:

- Perspective of gender has not been understood by majority of staff in the various carders of the Ministries. It has been assumed that it is a women issue which has no bearing on the core functions of the Ministries. With focused training this misconception can be streamlined and gender as a crosscutting issue will definitely find its place and relevance in what Ministries do.

- In-order to breakdown the gender misconception as women’s concern, senior officers at the level of Assistant Secretary or Economist, preferably men, should be appointed as focal points to head Units of Gender Issues.

- There were suggestions to the effect that some communication to individual Ministries regarding policy position on Gender should emanate from the office of the Secretary to the Cabinet in close consultation with the Permanent Secretary Gender, Sports, Culture and Social Services so as to be considered priority theme within the government functions.

Capacity building

- There are people who are interested in gender concerns and its relevance to their work within Ministries, but do not have the requisite skills and the support of the Ministry and the systems to incorporate gender in their work. There is an already enthusiastic pool of personnel that can be kitted with gender skills, planning and budgetary allocation that will effectively implement gender mainstreaming in Ministries. These are planners, economists, administrators and finance officers.

Increased Mandate for the Gender Bureau

- The respondents from the Ministry of Gender, Sports, Culture and Social Services said that the clout of the Gender Unit should be
enhanced. It should be given an expanded mandate by elevating it to a department to allow it to confidently spearhead the issues of gender across Ministries.

8. PROPOSED CAPACITY ENHANCEMENT

Several areas were identified for intervention through training. The following areas were considered important and necessary in the following order:

1. INFRASTRUCTURE:

Stakeholder meeting should be held to determine the character of a UGI and develop understanding and guidelines for its establishment: The assessment revealed that Units of Gender Issues have not been formed in almost all the Ministries as had been recommended in 1994 due to a combination of factors. It would seem that the National Country Program mandated by the 1985 International Women Conference in Nairobi never held follow-up meetings to develop terms of reference spelling out clearly the character of a UGI.

2. GENDER TRAINING:

The assessment drew-out training needs that are critical to capacity enhancement among Ministries’ staff which will ensure effective implementation of gender mainstreaming with Government Ministries. Capacity building within the context of gender training for the majority of staff will start from introductory stages. The following training areas are suggested:

i. **Introduction to Gender**

9. **Gender concepts**: participants’ social analysis become finer and their social interventions more finely tuned when they are aware of all the complex ways in which society slots people into different categories and roles and the ways in which roles can be the basis of both cooperation and conflict.

10. **Building gender awareness and self awareness.** This area of training will provide critical understanding of gender before they move on to gender analysis. It introduces the concept of gender and explores participants’ values and ideas about gender relations. It begins to look at gender and development.

11. **Gender and Development**: To walk the participants through the transformation from Women in Development
(WID) to Gender and Development (GAD) and its appreciation and relevance in the context of development.

12. **Gender Analysis:** various gender analysis tools will be introduced and participants will be provided with skills on how to use these analysis tools to assess the gender needs in their programs and within their ministries. The objective of this training will be to equip participants with tools that will help them to develop gender responsive programs based on assessed needs.

**ii. Planning and programming**

i. **Gender responsive Planning:** This training area will equip the Ministry officials with essential skills for gender-responsive planning. It will provide skills for mainstreaming gender from the conception phase of a project, through to the evaluation phase. It will also incorporate the PRSP and the Economic Recovery Strategy (ERS).

ii. **Gender monitoring and evaluation:** The training will equip participants with the capacity to develop tools for gender monitoring and evaluation for their programs and activities.

iii. **Training of Trainers:** This training will provide participants with trainer skills that are usable in identifying training needs and developing appropriate training programs for various ministry personnel and their partners. The participants for this workshop would in majority of cases be the personnel who staff the UGIs.

**iii. Management and Leadership development**

- **Gender and leadership:** The training will provide participants with gender and development leadership skills.

- **Gender responsive Policy Formulation:** The participants will be equipped with skills to analyze, formulate and influence policy through lobbying and advocacy.

- **Gender sensitive data systems and Management:** This training will equip participants with the development of gender responsive data management systems.

- **Gender responsive human resource management:** This training will enhance participants’ skills in developing gender responsive human resource management systems. It
is recommended that the participants who attend this training include the following:

- CEOs
- Personnel officers
- Heads of departments
- Permanent secretaries
- DPM personnel
## APPENDICES

**Appendix 1:**

**Assessment schedule:**

<table>
<thead>
<tr>
<th>WEEK ONE</th>
<th>MINISTRY</th>
<th>DATE</th>
<th>REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Ministry of Home Affairs</td>
<td>24/2/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>3.</td>
<td>Ministry of Planning &amp; National Development</td>
<td>25/02/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>4.</td>
<td>Ministry of Agriculture</td>
<td>26/02/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>5.</td>
<td>Ministry of Public Works and Housing</td>
<td>26/02/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>6.</td>
<td>Ministry of Livestock &amp; Fisheries Development</td>
<td>27/02/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>7.</td>
<td>Ministry of Labour and Human Resources Development</td>
<td>27/02/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td><strong>WEEK TWO</strong></td>
<td><strong>MINISTRY</strong></td>
<td><strong>DATE</strong></td>
<td><strong>REMARKS</strong></td>
</tr>
<tr>
<td>8.</td>
<td>Ministry of Finance</td>
<td>1/03/04</td>
<td>Visited but not interviewed</td>
</tr>
<tr>
<td>9.</td>
<td>Ministry of Lands &amp; Settlement</td>
<td>1/03/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>10.</td>
<td>Ministry of Justice &amp; Constitutional Affairs</td>
<td>2/03/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>11.</td>
<td>Ministry of State for Provincial Administration &amp; National Security</td>
<td>2/03/04</td>
<td>Visited but not Interviewed</td>
</tr>
<tr>
<td>12.</td>
<td>Ministry of Health</td>
<td>3/3/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td><strong>WEEK THREE</strong></td>
<td><strong>MINISTRY</strong></td>
<td><strong>DATE</strong></td>
<td><strong>REMARKS</strong></td>
</tr>
<tr>
<td>15.</td>
<td>Ministry of Transport &amp; Communication</td>
<td>4/3/04</td>
<td>Visited but not Interviewed</td>
</tr>
<tr>
<td>17.</td>
<td>Ministry of Local Government</td>
<td>10/3/04</td>
<td>Interviewed</td>
</tr>
<tr>
<td>18.</td>
<td>Ministry of Foreign Affairs</td>
<td>8/3/04</td>
<td>Neither visited nor Interviewed</td>
</tr>
<tr>
<td>19.</td>
<td>Ministry of State for Public Service</td>
<td>8/3/04</td>
<td>“</td>
</tr>
<tr>
<td>20.</td>
<td>Ministry of Cooperative Development</td>
<td>9/3/04</td>
<td>Neither visited nor interviewed</td>
</tr>
<tr>
<td>22.</td>
<td>Ministry of Tourism and Information</td>
<td>10/3/04</td>
<td>Neither visited nor interviewed</td>
</tr>
<tr>
<td>23.</td>
<td>Ministry of Regional Development</td>
<td>10/3/04</td>
<td>Neither visited nor interviewed</td>
</tr>
<tr>
<td>24.</td>
<td>Ministry of Gender, sports, culture and Social Services</td>
<td>11/03/04</td>
<td>Interviewed</td>
</tr>
</tbody>
</table>
### Appendix 2: The assessment questionnaire

#### Human Resource Development - CAPACITY

<table>
<thead>
<tr>
<th>Stages of Human Resource Development &amp; Capacity</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>Training Needs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>HRD/Gender Budget</strong></td>
<td>There is no budget allocated for gender activities in the ERS and PRSP sector programs within the Ministry.</td>
<td>There is limited money available to fund specific gender activities in the ERS and PRSP sector programs within the Ministry.</td>
<td>Budget is allocated for specific gender activities in the ERS and PRSP sector programs however the allocation is irregular and cannot be relied on for any useful long –range planning or the development of systems.</td>
<td>Funds are allocated for specific gender activities in the ERS and PRSP sector programs a permanent budget item, reviewed annually and adjusted if possible.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>HRD/Gender Staff</strong></td>
<td>There is staff within the Ministry specifically charged with the responsibility to help institute, steer and operationalize the UGI with the objective of mainstreaming gender process within the sector programs, but without experience related to gender.</td>
<td>There is staff within the Ministry specifically charged with the responsibility to help institute, steer and operationalize the UGI with the objective of mainstreaming gender process within the sector programs, but they have limited experience related to gender.</td>
<td>There is staff within the Ministry specifically charged with the responsibility to help institute, steer and operationalize the UGI with the objective of mainstreaming gender process within the sector programs, with basic understanding of gender functions.</td>
<td>There is staff within the Ministry specifically charged with the responsibility to help institute, steer and operationalize the UGI with the objective of mainstreaming gender process within the sector programs, with adequate experience.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Human Resource Development Capacity - PLANNING

<table>
<thead>
<tr>
<th>Stages of Human Resource Development &amp; Capacity</th>
<th>Training Needs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Organizational Mission/Goals</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No formal statement exists linking the Ministry’s mission/goals to gender planning and implementation within the framework of ERS and PRSP.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A statement exists on Ministry’s Mission/Goal, but does not link it to gender planning and implementation within the framework of ERS and PRSP sector programs.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A statement exists of the Ministry’s Mission/goals linking it to annual gender planning and implementation within the framework of ERS and PRSP sector programs, however, it is not used regularly for long-range forecasting.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A statement exists of the Ministry’s Mission/Goals linking it to annual gender planning and implementation within the framework of ERS and PRSP sector programs and is also used for forecasting long-range staffing and recruitment needs.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>HRD/Gender Planning</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No annual gender activities plan exist that targets awareness creation on gender concepts and analysis in the ERS and PRSP sector programs.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual gender activities plans exist for the Ministry, but is not based on a formal assessment, awareness creation and integration of the ERS and PRSP sector programs, the mission, organizational goals, staffing needs and training out-puts.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual gender activity plan exists, targeting awareness creation among the Ministry staff based on gender concepts in the ERS and PRSP sector programs, organizational goals, staffing needs, and training, but it is not further evaluated for effectiveness.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual gender activity plan exist targeting awareness creation among the Ministry staff on gender concepts and analysis in the ERS and PRSP sector programs, organizational goals and training out-puts. It is implemented, evaluated, and used for long-range strategic planning</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Personnel POLICY and PRACTICE

### Stages of Human Resource Development & Capacity

<table>
<thead>
<tr>
<th>Job classification and systems (Title/qualifications for: Professional, technical, support staff)</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>Trainig Needs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>No formal system exists to classify jobs, skills and qualifications required for each classification.</td>
<td>No formal system exists to classify jobs, skills and qualifications required for each classification.</td>
<td>There is some attempt to classify jobs, but it is uneven and incomplete.</td>
<td>A job classification system exists, but it is not used as a basis for other human resource development and gender functions (eg. job, description, hiring, salary/benefits)</td>
<td>A job classification system exists and is used in a formal manner for other human resource development planning and staffing functions.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| Recruitment, Hiring, Transfer and promotion | No formal process exists for recruiting, hiring, transferring and promoting staff that are gender sensitive, but they are not followed. | There are formal systems for hiring, transferring and promoting staff that are gender sensitive according to the established criteria, but they are not used consistently. | There are formal systems that are gender sensitive for hiring, transferring and promoting staff according to the established criteria, but these are used consistently. | |

| Orientation program | There is no formal orientation program for new employees on gender functions. | There is a program for orientation of new employees on gender functions, but it is not implemented on regular basis. | Orientation for new employees on gender functions is carried out routinely, but does not emphasize its relation to ERS, PRSP, mission, goals, and performance standards expected of the employee at the Ministry. | Orientation is offered to all new employees on gender functions emphasizing its relationship with the ERS, PRSP, the mission, goals and performance standards expected of the employee at the sector program in a way | |
| Policy Manual | No policy manual exists with a clear position on the Ministry’s position on gender. | Policy manual does exist, but it is out of date and does not include current information including policy position on gender. | A current policy manual does exist with the Ministry’s policy position on gender, but it is not available to all employees and is not always used as a basis for personnel decisions. | An updated policy manual does exist with the Ministry’s policy position on gender and is available to all employees. It serves as a reference guide to all questions about employment in the Ministry and is reviewed and updated regularly. |
| Discipline, Termination, and Grievance Procedures | No formal procedures exist | Formal procedures do exist, but they are not clearly related to performance standards. | Formal procedure based on performance standards exists, but they are not followed in any consistent manner. | Formal procedures based on performance standards are known to all employees and used consistently. |
### Human Resource Development - DATA

<table>
<thead>
<tr>
<th>Stages of Human Resource Development &amp; Capacity</th>
<th>Training Needs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Employee data</strong> (number of staff, location, skill/education level, gender, age, year of hire, salary level)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. None of this data is collected on any kind of systematic basis.</td>
<td>None of this data is available and up to date, but data is not formally used in human resource planning or forecasting.</td>
<td>None of this data is available and up to date. Systems are in place. Data is formally used in human resource development planning and forecasting.</td>
</tr>
<tr>
<td>2. Most of this data is collected, but not maintained or kept up to date.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. All of this data is available and up to date, but data is not formally used in human resource planning or forecasting.</td>
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</tr>
<tr>
<td>4. All of this data is available and up to date.</td>
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<td></td>
</tr>
<tr>
<td><strong>Computerization of data</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. There are no computers or data systems available to the Ministry externally or internally.</td>
<td>Computers and data management systems are available, but staff not trained and data files are incomplete.</td>
<td>Computers and data management systems are in place and data files up to date. Staff receive training.</td>
</tr>
<tr>
<td>2. There are computers in place, but no resources to develop systems for data management.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Computers and management systems are available, but staff not trained and data files are incomplete.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Computers and data management systems are in place and data files up to date.</td>
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</tr>
</tbody>
</table>
## Human Resource Development – PERFORMANCE MANAGEMENT

<table>
<thead>
<tr>
<th>Stages of Human Resource Development &amp; Capacity</th>
<th>Training Needs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1</strong> Job descriptions (job titles, qualifications, responsibilities, supervisor)</td>
<td></td>
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<tr>
<td>No job descriptions are developed.</td>
<td></td>
<td></td>
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<tr>
<td>Some staff have job descriptions, but they are not always up to date and/or are very general, lacking job responsibilities and supervision</td>
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</tr>
<tr>
<td>All staff have job descriptions, but they are not all complete or up to date with specific duties and lines of supervision.</td>
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</tr>
<tr>
<td>Complete job descriptions exist for every employee and are kept up to date through a regular process of review. Specific duties and lines of supervision are clearly stated.</td>
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<tr>
<td><strong>2</strong> Staff supervision</td>
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<td></td>
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<tr>
<td>There is no clear system of supervision. Lines of authority is unclear, staff are not recognized for their achievements.</td>
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<td></td>
</tr>
<tr>
<td>There are established lines of authority, but the supervisor’s role and function is not understood and little supervision takes place. Limited staff recognition.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisors understand their roles and lines of authority and meet regularly with their staff to develop work plans, evaluate performance and publicly recognize staff for their achievements.</td>
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<tr>
<td>Supervisors increase staff performance by assisting staff with professional development plans and encouraging them to learn new skills. Supervisors receive skills training periodically.</td>
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<tr>
<td><strong>3</strong> Work planning and Performance Review (A formal work planning and performance review system)</td>
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</tr>
<tr>
<td>There is no work planning and performance review system in place.</td>
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<tr>
<td>A work planning and performance review system is in place, but it is informal and does not include work plans and performance objectives developed jointly with staff.</td>
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</tr>
<tr>
<td>There is a formal system and supervisors are required to develop work plans and performance objectives with each employee and review performance in the past, but this is not done on a consistent basis.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Supervisors and staff develop work plans jointly and performance reviews are conducted on a regular basis. Orientation sessions and a manual are provided to all staff. Reviews are used for personnel decisions.</td>
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</tbody>
</table>

## Human Resource Development – TRAINING
<table>
<thead>
<tr>
<th>Stages of Human Resource Development &amp; Capacity</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>Training Needs</th>
<th>Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Staff training</strong></td>
<td>There is no training plan on gender mainstreaming and analysis for the staff.</td>
<td>Gender training is offered on an ad-hoc basis but it is not based on a formal process of assessing staff gender training needs nor is it linked to the Ministry’s key priorities and changes in the core sector &amp; practice</td>
<td>Gender training is a formal component of the Ministry and is linked to staff gender training needs and the Ministry’s key priorities and changes in the core sector &amp; practice, but it is not available for all staff, nor is it evaluated for results.</td>
<td>Gender training is a valued part of the Ministry and opportunities are developed for staff based on their assessed gender training needs and also on the needs that are linked to the Ministry’s priorities and changes in the core sector &amp; practice.</td>
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</tr>
<tr>
<td><strong>Management and leadership Development</strong></td>
<td>There is no policy or philosophy regarding the importance of developing strong gender and development capacity for the Ministry’s leadership.</td>
<td>There is emphasis on developing strong gender and development capacity but it is not done on a regular basis.</td>
<td>The Ministry makes an effort to develop managers with strong gender and development background through training and also through mentoring and challenging job assignments, but participation is selective.</td>
<td>A plan for management and leadership development on gender and development is in place and there is an opportunity for everyone to participate based on performance and other established criteria.</td>
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<tr>
<td><strong>Monitoring &amp; Evaluation</strong></td>
<td>Sector program staff members do not have skills for incorporating gender integrated monitoring and evaluation of activities.</td>
<td>Sector program staff members have limited skills for incorporating gender integrated monitoring and evaluation of activities.</td>
<td>Sector program staff members have the required skills for incorporating gender integrated monitoring and evaluation of activities, but do not carry out the activities that provide substantive outcomes and impacts.</td>
<td>Sector program staff members have the required skills for incorporating integrated monitoring and evaluation of activities in order to provide substantive outcomes and impact.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
REFERENCE:

- Gems Newsletter – July – December 2001
- Gender Integration in Agriculture and Livestock Extension by Washington Ochola, Ed. By Grace Mitoko & Mwanarasumba
- The Kenya Strategic Country Assessment – A Woeld Bank Report - 2003
- The Oxfam Gender Training Manual – Suzanne Williams
- Units of Gender Issues – Proposed Terms of Reference