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Women's Economic Empowerment

**Gender Responsive Budgeting: Tracking the Effects of Budgets and Public Spending on Women's Economic Empowerment Initiatives (WEEI) in Kenya**

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## Acronyms and abbreviations

AGPO	Access to Government Procurement Opportunities
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women
COTU	The Central Organization of Trade Unions
CRS	Creditor Reporting System
ERS	Economic Recovery Strategy
FGM	Female Genital Mutilation
FKE	Federation of Kenyan Employees
GBV	Gender Based Violence
GDP	Gross Domestic Product
GJLOS	Governance Justice, Law and Order Sector
GRB	Gender Responsive Budgeting
HIV	Human Immunodeficiency Virus
IEA	Institute of Economic Affairs-Kenya
IMF	International Monetary Fund
KIHBS	Kenya Integrated Household Budget Survey
KII	Key Informant Interviews
KLMIS	Kenya Labour Management Information System
KNBS	Kenya National Bureau of Statistics
KNCHR	Kenya National Commission on Human Rights
MDAs	Ministries, Departments and Agencies'
MTP	Medium Term Plan
NEAIMIS	National Employment Authority Integrated Management System
NGAAF	National Government Affirmative Action Fund
NGEC	National Gender and Equality Commission
NSNP	National Safety Net Program
OCoB	Office of the Controller of Budget
OECD	The Organisation for Economic Co-operation and Development
PAIR	Public Administration and International Relations
PLWD	People Living with Disability
PPDR	Public Procurement and Disposal Regulations
PWDs	Person with Disabilities
RMNCAH	Reproductive, Maternal, Neo-natal, Child and Adolescent Health
SAGAs	Semi-Autonomous Government Agencies
SDG	Sustainable Development Goals
SMEs	Small and Medium Enterprises
TB	Tuberculosis
UNDP	The United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	The United Nations Children's Fund
UNSCR	United Nations Security Council Resolution
USAID	United States Agency for International Development

WASH

Water, Sanitation and Hygiene

WEEI

Women's Economic Empowerment Initiatives

WEF

Women Enterprise Fund

## Executive Summary

### Introduction

Adequately funded programmes targeting women's economic empowerment initiatives are essential in the realization of women's control over resources, increasing their income levels as well as enhancing their decision making within households and in public spaces. Women's economic empowerment includes women's ability to have access to and control over productive resources, meaningful participation in economic decision-making at all levels from the household to international institutions. The Kenya national government funding model through its state departments shows that comprehensive application of gender responsive budgeting (GRB) would provide an opportunity for the government to directly link the budgetary allocations to gender priorities and commitments. GRB processes should be aligned to public finance management *laws* in order to provide the legal basis for the use of GRB in engendering the budget process in the country.

Adopting the 2030 Agenda for Sustainable Development Goals (SDG), governments committed to achieve gender equality and empower all women and girls. This is reflected in Sustainable Development Goal 5 (SDG5) and in gender-specific targets in 11 of the 17 SDGs. The National Policy on Gender and Development encourages and provides a framework to Kenya's national and 47 county governments to integrate and mainstream gender into their development planning and budgeting. This report seeks to establish the progress Kenya has made towards these commitments by analysing national budget allocations to Women's Economic Empowerment Initiatives (WEEI) and by looking at how the budgets are spent at the national level. Since the budget is the most important economic and policy instrument used by governments to translate their policies and commitments into service delivery, it serves as a good basis to draw policy and budget advocacy strategy in building a case for investment in WEEI not only from a rights angle but also from an economic, social and political perspectives.

This study also seeks to establish whether the overall government spending and the initiatives by the state departments translate into improved women's economic empowerment initiatives in Kenya. Specifically, the study's objectives were to identify the main policies and initiatives on women's economic empowerment in Kenya and analyze whether government budget and spending respond to gender needs in terms of providing an enabling environment for women's economic empowerment.

### Findings from the national budget analysis

- The Kenya National Census conducted in 2019 puts the percentage population of women at 50.5% of the entire population and thus their economic contribution is vital to the development of the country (KNBS, 2019), yet the entire budget with WEE friendly initiatives on average is 24.6% of the national budget in the four financial years, from 2017/18 to 2020/21. This is an indicator of the inadequate attention accorded to women's empowerment matters albeit some state department indication of spending 100% towards

WEEI, e.g., the National Gender and Equality Commission, Department for Social Protection, and State Department for Gender.

- The ‘big picture’ expenditure trend analysis’ reveals there was an increase in spending for financial year 2019/2020 of 22.7% to 25.2% in the financial year 2020/2021 in nominal terms attributed to government strategies to address the effects of Covid-19 pandemic, by putting in place different containment measures, including economic stimulus programmes, to cushion women and men, boys and girls and the vulnerable groups against the impacts of the pandemic. However, according to a [report](#) by Human Rights Watch, the Kenyan government failed to prevent gender-based violence or ensure access to services for survivors during the [COVID-19](#) pandemic thus suggesting that the increase in spending by the state department was not properly targeted towards activities designed to reduce GBV in the country.
- The National Gender and Equality Commission, the Department for Social Protection, and State Department for Gender are among the eight state departments that are the most WEE-sensitive ministries, as they have 100% of their budgets dedicated to WEEI related services. In contrast, the least WEE-sensitive department is the state department of Youth Affairs of National Government, with WEE-related spending averaging 9.1% for the four years examined in this analysis.
- In order to contribute to addressing the data gaps and improve database in the state department of Youth Affairs, on key youth development indicators, the state department targets to publish the Kenya National Youth Development Index and targets to update the index in subsequent years (State Department for Youth Affairs, 2022). This index is critical in monitoring the country’s capacity to assess and measure the performance of youth empowerment programmes and the status of youth in comparison to development initiatives implemented by the government.
- The spending in the State Department for Social Protection, Pensions & Senior Citizens Affairs reports overwhelming demand for social protection services which has been worsened by the effect of the pandemic; further the state department reports low uptake of affirmative action tenders reserved for people living with disabilities. This could in part be explained by lack of awareness on government interventions since the demand is high but the uptake on the other hand is low. The state department should target to increase awareness on the affirmative action programme on tenders reserved for people living with disabilities and promoting WEEI.
- In the State Department of Education, the programme on school health, nutrition and meals has specific outputs which are donor funded. These programmes include training on water, sanitation and hygiene (WASH) health services access and utilization, sanitary towers provision and distribution and training on basic health matters. Partnership between the government and the development partners is essential for sustainability of these programmes.

## **General recommendations**

On the basis of this study, the following are some key policy messages specific to WEEI spending:

- Establishment of a gender management database to be updated regularly and should include disaggregated data on women's initiatives as a minimum standard. There should be a deliberate move to strengthen the capacity, to develop and use the national guidelines on collection, collation and analysis of sex disaggregated to inform women's empowerment policies.
- The existing legal and institutional framework is sufficient to promote gender responsive budgeting. However, there are implementation gaps across the budget cycle which need to be addressed.
- The national governments should increase resources to WEE issues and in turn improve the welfare of women through increased income levels, giving them more entrepreneurial skills, and further enhance women's decision-making and control over resources.
- Create gender mainstreaming departments in all ministries at the National level and cascade mainstreaming at the county level. This analysis identified only eight state departments ministries which are sensitive to WEEI. Realization of mainstreaming of gender issues at both national and county levels of governance, requires advocacy to go beyond the eight-state departments.
- Prioritization of domestic resource mobilization to address donor dependency and enhance sustainability in the health and education sectors programmes that target women's initiatives.

## **Recommendations on enhancing budget allocation transparency**

- The national government should improve details of budget information by not only providing disaggregated information on government programmes on women's economic initiatives but explicitly develop gender-related budget codes (to appear in the national budget allocations) to facilitate budget analysis and tracking.
- Periodically publish state departments and counties with WEE related budget allocations that surpass the agreed upon or planned minimum spending levels in absolute or relative terms.

## **1.0 Introduction**

### ***1.1 Background***

Women's Economic Empowerment (WEE) is about improving the welfare of women through increased income levels, giving them more entrepreneurial skills, enhancing their decision-making powers and control over resources (Gates Foundation, 2022). (UN Women, 2017) reports that WEE is recognized as a pre-condition to achieving sustainable development and is at the core of the 2020 Agenda. Specifically investing in women's economic empowerment sets a direct path towards gender equality, poverty eradication and inclusive economic growth. Women are already making enormous contributions to economies, whether in businesses, on farms, as entrepreneurs or employees, or by doing unpaid care work at home. Thus, increasing funding for initiatives designed to improve WEE is one of the most important strategies accelerating economic development of any country.

To this end, and in particular following the promulgation of the Constitution of Kenya in 2010, the government initiated various measures through policies, legislative and institutional reforms towards enhancing WEE. From planning and budgeting perspectives, efforts through the Ministry of Finance and Planning towards mainstreaming of gender have gained traction. Institutions such as the National Gender and Equality Commission with the mandate of promoting and ensuring that gender equality and freedom from discrimination according to Article 27 of the Constitution were established. Affirmative action funds to improve women's participation in entrepreneurship among other initiative were established.

Overall government investment and initiatives have been on the rise but whether this is translating to improved WEE is not clear. Thus, it is timely to take stock of the situation. Through this project, the Institute of Economic Affairs-Kenya conducted this research to track the effects of budgets and public spending on WEEI in Kenya. There is limited Kenyan literature showing the link between public resource allocations to and spending on WEE initiatives and how these resources influence WEE outcomes, such as female labor force participation or entrepreneurship.

### ***1.2 Statement of the problem***

The Kenya National Census conducted in 2019 puts the percentage population of women at 50.5% of the entire population and thus their economic contribution is vital to the development of the country (KNBS, 2019). The success of women participating in all economic activities equally should not just be limited to ensuring that they have increased income levels, raise healthier families, enhance their decision-making powers, control resources but also should also effectively participate in improving the country's welfare.

As a country, Kenya has witnessed fiscal policy geared towards advancing gender equality, directly or indirectly through spending on health education and other services. For these reasons, the government has over the years been budgeting and spending resources on various WEE programs

and projects such as women enterprise fund, Uwezo fund and Access to Government Procurement Opportunities (AGPO).

The (World Bank, 2019) places the female participation in Kenya's labor force at 49.2% in 2019. Despite this being as high, women participation is most evident in unpaid care work and low skilled labor. Women are as a result earning less than their male counterparts and thus more susceptible to poverty. Furthermore, although employment rates for both women and men are almost equal, the rate of female unemployment is higher, almost double that of male, accounting for 64.5% of the unemployed in Kenya (KIHBS Survey, 2016). It is clear that unemployment disproportionately affects women. Equally in public sector employment it shows a higher participation of men and the fact that women are in dominant in lower job groups. This is mostly attributed to barriers of entry to formal employment.

Besides, in labor force participation, education and training plays a critical role in determining the nature of employment taken up by women. Evidence shows that enrolment, retention, transition and completion rates of various levels of education are higher in men than in women. This can be attributed to issues such as early pregnancies, cultural bias for boy's education over girls, engagement in house chores, absenteeism during menstrual cycle and so on. Confirmation from the 2019 Kenya Population and Housing report puts the ratio of women who graduated from a learning institution at 25.5% compared to that of men at 27.4%. On the other hand, 16.6% of the entire female population in Kenya has left an education level before completion while about 3.8 million female Kenyans have never been to school or a learning institution (KNBS, 2019).

In response to increasing participation of women and other vulnerable groups in all economic, social and political decision-making processes, the government established the affirmative action funds. These funds according to Kenya's Vision 2030, long term development blue print, are intended to foster social and economic equity for these population groups. They include, Women Enterprise Fund (WEF), the National Government Affirmative Action Fund (NGAAF), Youth Enterprise Funds, Uwezo Fund and Access to Government Procurement Opportunities (AGPO). Notably these funds are important to realization of key Sustainable Development Goal number (5) on gender quality and number 8) on inclusive economic growth and the creation of decent work. For example, the establishment AGPO Programme is aimed at empowering women by giving them more opportunities to do business with government. Women and other marginalized groups are allowed to procure 30% of public goods and services. However, reports show that women are restricted to low value tenders.

Decisions making powers in women lie in their homes, in public spaces and also in the corporate sector. In relation to the women representation in the public sector in Kenya, the three arms of government fall short of meeting the two thirds gender rule in certain levels. Women represent 21.8% of the members of parliament and 28% in the Supreme Court, the highest court in the land, under the Judiciary. This can also be attributed to barriers of entry from all stages for example, in nomination and election. (KNBS, 2020) acknowledges that there are widespread and persistent challenges regarding WEE. Women Empowerment Index 2020 estimates about 29% of women aged 15-49 years in Kenya are empowered. The incidence of women's empowerment is more in

urban areas (40%) against 22% in rural areas and favors older women (40-49 years) cohort, the more educated households and those headed by men.

The various women economic empowerment initiative by the government is an indicator of its commitment to gender equality. Budgets are the strongest expression of a government's political priorities but little success is seen in incorporation of women economic empowerment initiatives in the budget making process as reported by the National Gender Equality Commission in an assessment of Kenya's gains with gender responsive budgeting (NGEC, 2016).

### **1.3 Objectives of the study**

- i. To identify the main policies and initiatives on women's economic empowerment in Kenya.
- ii. To analyze whether government budgets and spending patterns respond to gender needs related to providing the enabling environment for women's economic empowerment.
- iii. To examine how government resource distribution and policies on women-focused programmes influences performance of women in Kenya.

## **2.0 Policy Review**

### ***2.1 Kenya's commitments to gender equality***

Kenya's commitment to advancing gender equality is embedded in Kenya's 2010 Constitution. Article 27(3) states that women and men have the right to equal treatment including the right to equal opportunities in political, economic, cultural and social spheres. Article 27(6) further mandates the State to take legislative and other measures, including affirmative action programmes and policies designed to redress any disadvantage suffered by individuals or groups because of past discrimination (Kenya Law, 2021). True to its commitment, the State has made progress in terms of raising awareness, developing policies, women economic empowerment initiatives and programs.

Vision 2030, the national economic policy framework, is the overarching policy for women economic empowerment in Kenya. Vision 2030 is a long-term strategy for Kenya's social, political and economic growth and outlines programmes to promote gender equality and women empowerment. It seeks to address challenges limiting women economic empowerment including inadequate financial resources, inadequate gender disaggregated data for effective policy formulation, planning, budgeting and assessing women's contribution to the economy (Kenya Vision 2030, 2021). It is implemented through five-year medium-term plans with medium term plan 1 2008-2012, medium term plan 2 2013-2017 and medium-term plan 3 2018-2022. The first two medium term plans have already elapsed and medium-term plan 3 is currently underway.

Through medium term plan 1, the government introduced a number of initiatives on gender mainstreaming and made it a standard target in all Ministries, Departments and Agencies' (MDAs) annual performance contracts effective from financial year 2009/2010. To promote the economic empowerment of women through accessible and affordable credit, the Women Enterprise Fund

(WEF) was established in 2007 to support women entrepreneurs. The mission of WEF is to mobilize resources for sustainable access to affordable financial and business support services to economically empower Kenyan women. It aims to reduce gender inequality in entrepreneurship by creating opportunities, developing capacity and infrastructure to support women (Kenya Vision 2030, 2021). The fund disburses micro-credit to marginalized women who have little or no access to credit, education, training and social capital, taking into account good loan repayment and demand. In addition, WEF-Soko, a marketing initiative developed under MTP-1, supports WEF entrepreneurs' access to markets around the globe by showcasing their products on the fund's website.

The government is committed to provide free compulsory basic education to every child in the country in accordance with the Basic Education Act 2013. It is also in line with Kenya's commitment to the UN Sustainable Development Goals (State Department for Gender, 2021), particularly Goal 4 which states that all boys and girls should be able to have a quality education. The Sanitary Towels programme to girls in public schools was first launched in 2011 under the Ministry of Education which have been procuring and distributing the sanitary towels to girls from disadvantaged backgrounds. The program was initiated to reduce the number of girls who miss school due to menstruation. Access to sanitary towels is a big challenge for many girls who come from poor families in Kenya with UNESCO estimating that around half of all school-age girls do not have access to sanitary pads. Indeed, the 2016 UNESCO report estimates that one in 10 girls in Sub-Saharan Africa is absent from school during their menstrual cycle (UNESCO, 2014).

Aimed at building on the successes of the first medium term plan, the second medium term plan comprised two flagship projects on promoting gender and women's empowerment. These are Gender Mainstreaming and Women's Empowerment. Under Gender Mainstreaming, the Ministry of Devolution and Planning, which was previously mandated to implement gender programmes, was expected to coordinate the monitoring of gender mainstreaming across MDAs to enhance the capacities of the decentralized gender functions in order to effectively push forward the gender mainstreaming agenda. The Uwezo Fund was launched in 2014 as an avenue for incubating enterprises, catalyzing innovation, promoting industry, creating employment, and growing the economy to benefit women, youth and persons with disabilities (Kenya Vision 2030, 2021). These marginalized groups are provided resources for credit and access to affirmative action programs such as access to government procurement opportunities (AGPO). Uwezo fund has also helped young entrepreneurs market their products through trade fairs.

Access to Government Procurement Opportunities program was launched in 2013 with the aim to facilitate the enterprises owned by women, youth and persons with disabilities to be able to participate in Government opportunities. This was made possible through the implementation of the legal requirement that 30% of Government procurement opportunities be set aside specifically for enterprises owned by these groups (National Treasury, 2021). As a result, the program is aimed at empowering them by giving them more opportunities to do business with Government. By increasing opportunities for women to win government tenders in areas where they have a business advantage, it is expected that they will expand their businesses and thus increase employment in their sectors. The Anti-Female Genital Mutilation Board was established in December 2013 following the enactment of the Prohibition of Female Genital Mutilation Act, 2011 (Anti-FGM

Board, 2021). It is in the Ministry of Public and Gender Affairs. The board's functions include designing and formulating policy, programmes relating to female genital mutilation and the implementation of the act. The board also provides technical support to the government and other institutions engaged in the programmes aimed at eradication of female genital mutilation.

The medium-term plan 3 emphasizes promotion of gender equality in the following programmes: The Women Enterprise Fund, UWEZO Fund, National Government Affirmative Action Fund (NGAAF), Access to Government Procurement Opportunities (AGPO), Prevention and Response to Gender-Based Violence, the Elimination of Female Genital Mutilation (FGM), Gender Mainstreaming and the Sanitary Towels Programme. The Uwezo Fund is to be scaled up, while the National Government Affirmative Action Fund aims to enhance women's access to financial facilities. Under medium term plan 3, the government is also establishing the Access to Government Procurement Opportunities (AGPO) Preference and Reservations Secretariat to offer technical and advisory services to procuring entities to help youth, women, and people with disabilities to access government tenders.

The National Gender and Equality Commission (NGEC) plays a key role in development and implementation of women economic empowerment initiatives in Kenya. The commission is mandated to promote gender equality and freedom from discrimination by monitoring, facilitating and advising on the integration of these principles in all national and county policies, laws, and administrative regulations (National Gender and Equality Commission, 2021). The ministry implementing the Women Enterprise Fund is the Ministry of Public Service, Youth & Gender Affairs and it is committed to offering accessible and affordable financial and innovative business support services to Kenyan women. The ministry is also responsible for implementing Uwezo fund and Access to Government Procurement Opportunities program. The state department for gender under the ministry of public service, youth and Gender affairs monitors, evaluates and is responsible for logistics of the entire program. The Anti-FGM board which is also a semi-autonomous government agency under the ministry of public service, youth and gender affairs implements the various programs aimed to eradicate female genital mutilation.

As seen in the different initiatives rolled out by the government to enhance women economic empowerment, much has been done in terms of policies and initiatives. Budgets are the strongest expression of a government's political priorities but little success is seen in incorporation of women economic empowerment initiatives in the budget making process as reported by the National Gender Equality Commission in an assessment of Kenya's gains with gender responsive budgeting. The Women and Men in Kenya Facts and Figures Booklet (KNBS, 2017), Gender Data Sheet (UN Women, 2017) and The Status of Women Report (UN Women, 2018) among others were developed to support government's commitment to gender mainstreaming (State Department for Gender, 2021). There is effort in gender mainstreaming as seen in the various publication but disaggregated gender data across ministries is still not available.

This study will analyze the progress of the various initiatives discussed above, tracking government's spending on the same. Data on public expenditure is published on various reports by the national treasury and the office of controller of budget. The auditor general's report will

also be a valuable addition in assessing the progress of women economic empowerment initiatives as it contains auditor general's opinion analysis and opinion of government expenditure.

## ***2.2 Existing gender inequality***

The Global Gender Gap Index has been published on an annual basis from the year 2006 (Women Economic Forum, 2020). The index measures the indicators; political empowerment, economic participation, education attainment and health, on a score of 0 to 1, with 0 being the highest inequality and 1 being the highest equality (opposite of Gini index). The data collected is helpful in tracking the progress on the relative gaps that are there between women and men particularly in respect to parameters such as health, education, economic participation, and political empowerment. Political empowerment indicator seeks to measure the number of women and men involved in the political arena by assessing positions such as parliamentarians and ministerial positions. Economic participation indicator examines the representation of both genders in the labour market through review of income gaps and representation in both professional and technical work.

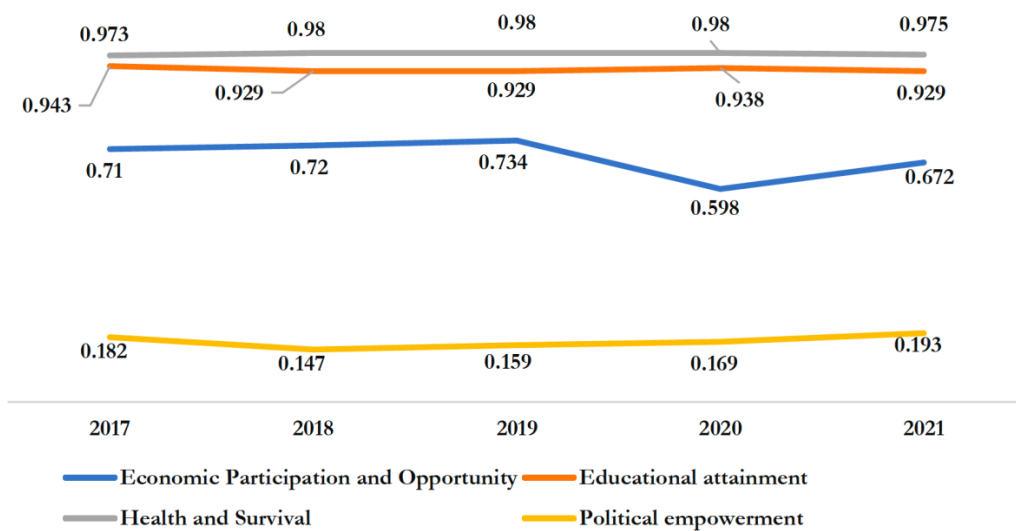
On the other hand, education attainment indicator looks at factors such as literacy levels and school enrolment across different levels of education in Kenya. The health indicator considers life expectancy, the number of missing women in a country and the live births ratio. The overall score is an aggregate of scores across the four indices mentioned above. In 2021, Kenya ranked 95 out of 156 countries in the report with an overall score of 0.692, this is an increase from a 0.671 score in 2020 at position 109 out of 149 countries. At this rate, it will take Kenya 137.9 years to achieve gender parity. With 69.2% of the gender closed, an improvement of 2.1% from 2020, Kenya has a gap of 30.8% to close before achieving gender equality. Across the four indices, Kenya registered high scores in education attainment and health and survival indices across the last five years (2017-2021). In 2021, Kenya scored 0.929, closing 92.9% of the gender gap that existed in education attainment. This was a decrease from 0.938 in 2020. Among the four indicators used to measure education attainment, Kenya scored the highest possible score of 1 in enrolment in primary education.

The closure of gender gap in primary education is attributed to Kenya's free primary education program launched in the year 2003 to make primary education accessible to all at no cost. However, the score drops to 0.896 in enrolment in secondary education and further drops to 0.737 for the enrolment in tertiary education indicator. This implies that retention, transition and completion rates of various levels of education are higher for men than for women. This can be attributed to issues such as early pregnancies, cultural bias for boy's education over girls, engagement in unpaid care work, absenteeism during menstrual cycle and so on. Confirmation from the 2019 Kenya Population and Housing report puts the ratio of women who graduated from a learning institution at 25.5% compared to that of men at 27.4%. On the other hand, 16.6% of the entire female population in Kenya has left an education level before completion while about 3.8 million female Kenyans have never been to school or a learning institution.

An analysis of data from the Kenya Integrated Household Budget Survey 2015/16 shows that an additional year of schooling increases an individual's income. This evidence supports the need for

an increase in more women transitioning to the higher levels of education as income increases with each additional year in school. The mean income for an individual with postgraduate qualifications is 16 times that of an individual who has zero years of schooling. The mean wage progressively increases from Ksh. 4,553 with zero years of schooling to Ksh. 74,711 for the postgraduate level of education (KIHBS, 2016). Education also reduces infant mortality as reported by UNICEF. In the study done in India, the infant mortality rate of babies whose mothers have received primary education is half that of children whose mothers are illiterate. Despite remarkable progress across education and health sub-indices, gender inequality is pronounced across economic participation and political empowerment sub-indices.

**Figure 1.0: Kenya’s performance across the four sub-indices in 2021**



*Source: Compiled by IEA Kenya from different publications of Global Gender Gap Index*

### 2.3 The Social Cost of Women’s underrepresentation in the Economy

The social cost of gender inequality is high. First, there is unrealized potential of the impact of women on their families and the economy at large. A report by World Bank, “Unrealized Potential: The High Cost of Gender Inequality in Earnings’ finds that if women had the same lifetime earnings as men, global wealth would increase by \$23,620 per person, on average, in the 141 countries studied, for a total of \$160 trillion. Additionally, the International Financial Corporation estimated there was a credit gap of \$285 billion and 70 per cent of women-owned business are either not served or under-served (World Bank Group, 2017). Based on these numbers, it is estimated that closing the credit gap for women owned small and medium enterprises (SMEs) across the developing world as a whole could boost income per capita growth rates by over 1.1 per cent on average (International Finance Corporation, 2019).

The most significant body of work has focused on the macro-economic case for nations, regions, or sectors as a whole. Most notably, the International Monetary Fund (IMF) has found that gender inequality is associated with income inequality as well as reductions in the variety of goods that countries produce and export. Conversely, advancing equality is associated with a variety of

positive macro-economic impacts, including higher Gross Domestic Product (GDP). Just addressing employment gaps could raise GDP anywhere from 5 percent in the U.S. to 34 percent in Egypt. Taken as a whole, these and other studies support the idea that gender equality is a key contributor to growing and strengthening national, regional, and global economies. The success of women participating in all economic activities equally is not only limited to the constitutional mandate of equal human rights but also ensuring realization of increased income levels, healthier families and enhanced decision-making powers.

**Table 1.0: Scenarios of Women’s Relative Contributions to GDP**

Sector	Women’s Compensation at 61.17% that of Men			A Simulation Scenario where Compensation between men and women is Equivalent (i.e., 50:50)		
	Compensation of Employees	Operating Surplus	Total	Compensation of Employees	Operating Surplus (due to non-labor inputs)	Total
Agriculture	50.43	1,447.37	1,497.80	132.88	1,447.37	1,580.25
Industrial	36.23	459.21	495.44	95.46	459.21	554.67
Services	282.66	1,121.14	1,403.8	744.83	1,121.14	1,865.98
Total	369.32	3,027.72	3,397.04	973.18	3,027.72	4,000.90
<b>% Of GDP</b>	<b>3.8</b>	<b>31.1</b>	<b>34.88</b>	<b>10.0</b>	<b>31.1</b>	<b>41.1</b>

Source: (CRAWN Trust, 2020)

Second, there is a missed opportunity as to women’s contribution to Gross Domestic Product (GDP). The Kenya Integrated Household Budget Survey 2015/16 estimated women’s contribution to GDP through the formal sector at 34.88% (KIHBS, 2016). As shown in *Table 1*, in a scenario where women had equal economic opportunities as men and earned equal wages as men, the contribution of women to GDP would be 41.1% (CRAWN Trust, 2020). The opportunity lost in contribution to GDP when women do not earn equivalent amount of wage as men in the formal sector is Ksh. 603.86 billion. This value is higher when the informal sector is incorporated and when the productivity effect of women’s effort that is induced by fairness is considered.

Women across the globe spend more time on unpaid care work. Globally, they spend 4.42 hours on unpaid work compared to the males who spend 1.4 hours on unpaid work. Kenya does not have time-use survey done over a significant period of time across Kenyan regions to accurately estimate the average time spent on unpaid care work by women. However, there is some comprehensive data by KIHBS 2015/2016 on women committed to household work (unpaid care work) that shows a similar trend to the global one. In 2014/2015, 31.6% of women while 28.8% of men in labour force were in unpaid care work. The number of both female and male caregivers

is 235,339 and 59,968 in 2019/20, respectively. Female caregivers accounts for 79.7 per cent of the total caregivers. This is a clear indication that the burden of caregiving is mostly undertaken by females (Economic Survey, 2021).

### **2.3 Kenya’s Progress Towards Women’s Empowerment**

Kenya, with women accounting for slightly more than a half, that is, 50.5 percent (24.01 million) of the 47.5 million (KNBS, 2019) people should aspire to see every woman enjoy basic rights and contribute to the overall economic growth. To assess Kenya’s progress towards women empowerment, various ways can be used. For instance, UN Women documents 72 gender specific indicators in the women count data hub for 193 states to measure progress towards gender equality. Table 2.0 below captures some of these select indicators that give a broad picture of the situation of women empowerment in Kenya under three main categories; economic, social and political. Given that Kenya is a signatory to international treaties, commitments in blue print such as Sustainable Development Goals are also used to track progress. More specifically, SDG number 5 on gender equality and women empowerment.

As seen across the scores of these indicators, Kenya has made significant progress on legal frameworks that promote, enforce and monitor gender equality. However, the pace at which measures aimed at promoting gender equality are not keeping up with the expectations in legal and policy documents. Progressive provisions in law have not delivered gender equality in practice. National Policy on Gender and Development reports that despite a progressive Constitution that promotes gender equality and women’s empowerment, gender inequality remains a key issue of concern in Kenya. The patriarchal social order supported by statutory, religious and customary laws and practices; and the administrative and procedural mechanisms for accessing rights have continued to hamper the goal of attaining gender equality and women’s empowerment.

Among the East Africa countries, in terms of the overall score, Kenya closed the least gender gap according to the Global Gender Gap Index 2021, with an overall score of 0.692. Rwanda ranks first in East Africa and 7<sup>th</sup> globally, closing a gender gap of 80.5% in 2021. Rwanda has closed 72.6% of the gender gap in economic participation with women participating in the labour force more than men and wage equality progressing at a fast pace (80.9% gap closed). Burundi closed a gender gap of 76.9% ranking 3<sup>rd</sup> globally in economic participation having closed 85.5% of the gender gap. In terms of labour force participation, Burundi has closed a gender gap of 78.2%. generally, income levels are low in Burundi but the country has closed 97% of the gender gap that exists in estimated earned income. In 2021, Tanzania closed 70.7% of the gender gap, having achieved gender parity in enrolment in primary and secondary education.

**Table 2:0: Selected Indicators on Women’s Socioeconomic Situation in Kenya**

	2021
<b>Population statistics</b>	
Male population (million)	19.19
Female population (million)	19.42

Total population (million)	38.61
<b>Economic</b>	
Employed female population below international poverty line (Age 15+)	28.5%
Employed male population below international poverty line (Age 15+)	27.5%
Female unemployment rate (Age 15+)	2.9%
Male unemployment rate (Age 15+)	2.6%
<b>Political</b>	
Proportion of seats held by women in national parliaments (% of total number of seats)	21.6%
Proportion of elected seats held by women in deliberative bodies of local government	33.5%
Proportion of women in managerial positions	24.8%
<b>Social</b>	
Proportion of mothers with new born receiving maternity cash benefit	30.2%
Prevalence of severe food insecurity in the adult population- female	78.3%
Prevalence of severe food insecurity in the adult population- male	72%
<b>Legal frameworks that promote, enforce and monitor gender equality (% of policies)??</b>	
Overarching legal frameworks and public life	100%
Legal framework to address violence against women	90%
Legal framework on marriage and family	83.3%
Legal framework to promote employment and economic benefits	66.7%

Source: (UN Women, 2020)

### 3.0 Literature Review

#### 3.1 Introduction

Whereas the Kenyan government has made positive strides on the legislative, policy and institution fronts towards women's economic empowerment, there are overall concerns on the operationalization of the same. Presently, Kenya has neither a policy nor legal framework to guide gender responsive budgeting despite existing literature on gender responsive budgeting showing the crucial link between budgets and economic empowerment. Since the 1990's emergence of promotion of gender equality through policy commitments, a key obstacle to operationalization has been inadequate allocation of public resources. Research in this area confirm that there has been a gap between policy goals, budget allocations and outcome of allocations.

#### 3.2 Empirical Literature

According to (Development Initiative, 2020) baseline assessment on gender responsive budgeting (GRB) in Kenya, both national and county government recognize GRB as ultimate planning and budgeting tool to close ever growing gender inequalities and a single most effective strategy of supporting Kenya achieve all set targets within the sustainable development goals. The assessment

applied mixed methods involving detailed interviews and secondary budget data to assess the extent to which the national budget and 6 county budgets for the period 2016 to 2019 were responsive to gender needs. Similar to this study, the assessment developed a questionnaire and interviewed state agencies, non- state actors, arms of county government in Kitui, Kajiado, Kisumu, Nakuru, Kilifi, and Bomet.

Budget reviews at national and county level showed efforts of resource allocation to specific actions and interventions or programs that have a direct impact on addressing gender inequality. However, the assessment notes that there is lack of evidence to show if during budgeting processes, the practitioners interrogate how each of the budget allocations shall impact on women and men, girls and boys respectively. This implies that decisions on public investment on empowerment initiatives and programs are not informed by evidence in terms of resource allocation and the existing or new policies. The assessment concludes that budgets in Kenya are to generate a general impact on development and no efforts are made to delineate quantifiable impact on women and men.

The assessment's scope provides literature on budget practices at the county level and gives insight on integration of GRB into county processes. Analysis of three-year budgets at the county level reveals some best practices in setting county priorities. For example, Kitui consistently allocated higher budgets to water, agriculture and irrigation in line with the county integrated development plan while the county of Kisumu allocated more resources to health services due to high diseases burden experienced in the county. All these have implications on gender relations. Very few decision makers and budget practitioners routinely apply GRB tools and practices in planning and budgeting process. Furthermore, GRB is not institutionalized because there is lack of incentives and sanctions including gender disaggregated data for programming WEE initiatives.

The study is rich in analysis of qualitative data but falls short in analysis of quantitative data used. Given the objective of the study, one would expect that the review of budgets would show a breakdown of budgetary allocations to gender needs at the national and county level. However, the study provides a comprehensive overview of expenditure across water, agriculture, health and education sector with no disaggregation of gender sensitive programs in the sectors' spending. This is attributed to data limitation during project implementation. Despite the review being limited to specific sectors, the sectors reflected the specific needs of the sample counties and will serve as a guide to budget analysis. The authors reports that key empowerment indicators, especially sustainable development goals indicators were not the key focus for budgeting.

(Lewis, 2021) reiterates lack of quality data as a challenge to undertaking gender responsive budgeting analysis in a study on gender financing in Kenya where a transparency assessment of the availability and quality of data published was conducted. In the absence or lack of access to quality data that clearly outlines where funding is going, to whom, and which sectors, it is difficult for stakeholders across all organizations to find gaps, plan and implement programs to address gender inequality in Kenya. (Jamie Holton & Henry Lewis, 2021) assessed to what extent Kenya's national expenditure for 2018/19, 2019/20 and approved budget estimates for 2020/21 focus on improving gender equality. The authors also analysed international donors' gender aid based on their self-reporting to the OECD Creditor Reporting System (CRS) for 2018.

The study findings note that while there are noteworthy policies and guidelines for GRB in Kenya, implementation gaps persist. Government ministries, state departments and agencies (MDAs) do not signpost their budget allocations as GRB, nor do they say how their funds support government commitments as outline in various policies such as the National Policy on Gender and Development. As expected in the absence of disaggregated data, it is difficult to paint a comprehensive picture of government funding that supports Kenya's gender equality commitments. With the current application of GRB, it is only possible to track national funding towards key gender equality institutions in Kenya and their programs, and a few adjacent initiatives earmarked for women economic empowerment.

The tunnel vision approach taken by authors in assessing gender responsiveness of the national expenditure meant that only three key institutions with mandates to improve gender equality in Kenya were considered for review under the study. The institutions include; the State Department for Gender, the National Gender and Equality Commission (NGEC), and the Kenya National Commission on Human Rights (KNCHR). These institutions implement multiple programs responding to national gender equality priorities as articulated in the National Policy on Gender and Development. Additional gender financing under the Ministry of Health towards free reproductive and maternal healthcare were also tracked and considered gender responsive. Cumulatively, the percentage of traceable gender equality financing budget as a share of total annual average was estimated at 0.3% for the three financial years; 2016/17, 2017/18 and 2018/19. The average estimate of 0.3% is stated with a disclaimer that the share of gender equality financing is likely to be higher than that.

Nevertheless, due to the current approach to budget reporting and the lack of disaggregation in reporting on budget allocations and executions, it is a challenge to track financing responding to priority policy areas such as land, housing, environment, and agriculture. It also makes it difficult to capture initiatives that partially address gender equality such as business loans and grants under the Youth Enterprise Development Fund. Since these initiatives and departments target various groups and issues, and their published budgets are not disaggregated substantially to identify allocations among them, it is currently not possible to determine how much of those funds directly target gender equality. As such, the Kenyan government's spending towards gender equality is highly likely to be larger than is currently traceable. In the case of international donors' gender aid for Kenya, the study estimated this at \$ 693 million, accounting for 21% of total development assistance received in 2018. This suggests that in 2018, donors spent approximately nine times more on improving gender equality in Kenya than the Kenyan government.

Building on the strengths and weaknesses in existing literature, this study takes a wholistic approach in analysis of national government expenditure by first giving the big picture analysis and secondly narrowing down to provide state departments analysis in agencies with initiatives that address gender equality. This study combines data published across different budget documents to address data gap challenges to some extent and estimate the share of gender equality funding as a share of the total budget. A wholistic approach will point to sectors with least progress in gender mainstreaming and gender equality financing.

### ***3.2 Overview of Literature***

The existing literature suggests that one explanation for the implementation gap of gender responsive budgeting in Kenya could be that the current GRB guidelines, as developed by National Gender and Equality Commission (NGEC), offer insufficient practical tools or methodologies to help the national and county governments to tag or classify their budget allocations as GRB. This presents an opportunity for NGEC to improve on the initial guideline and promote institutionalization of GRB. More consistent and comprehensive application of GRB would provide an opportunity for the Kenyan government to directly link the budgetary allocations to gender priorities and commitments. GRB processes should be aligned to public finance management laws in order to provide the legal basis for the use of GRB in engendering the budget process in Kenya.

The available gender financing data offers a starting point to track funding to various gender equality priorities. Current evidence shows that gender equality mandates are limited to certain sectors and the push should be a multi sectoral approach. The State Department for Gender makes disbursements to a number of funds that link to strengthening normative, legal, policy and administrative frameworks for gender equality, addressing disparities in access to education, poverty eradication, and sexual and gender-based violence. These include the National Government Affirmative Action Fund, Uwezo Fund, and Women Enterprise Fund. The NGEC also implements programs on legal compliance and redress, public education, advocacy, and implementing constitutional provisions on human rights and awareness raising on gender equality and women's rights.

#### **4.0 Methodology**

The study used both qualitative and quantitative approach to collect data that was used to generate informed conclusions and recommendations on ways to close the GRB implementation gap. Quantitative approach involved collecting data on budget allocations in numerical form so that conclusions can be drawn from statistical calculations. Qualitative research on the other hand involved analyzing existing women's empowerment policies and initiatives to build a rich understanding of how these policies can best be financed.

#### ***4.1 Research Design***

- i. Mapping out policies and WEEI in Kenya

The first part of the analysis mapped out policies on women's economic empowerment initiatives (WEEI) in Kenya related to fiscal policy by combing through various documents including legislations, policies, ministerial strategic plans and any relevant literature.

- ii. Conducting Gender Responsive Budgeting analysis

Upon mapping out the WEEI policies, the study undertook a gender responsive budget analysis to assess the responsiveness of budgetary allocation and spending on WEEI. In this analysis, we did not comb the entire national government budget documents but selective, informed by the mapping out of WEEI particularly focused more on the sector reports and programme-based budget for the national government.

The analysis entailed a “big picture” expenditure trend analysis. This analysis further progressed into expenditure analysis of sub-programmes in order to understand whether distribution of spending is coherent to government policies and plans. This analysis has used the term “women’s sensitive programme” to mean interventions and programmes targeted toward improving economic empowerment of women’s in the National government state departments. The study identified all the ministries that have women’s economic empowerment initiatives specific programme which provide specific services to women and in turn directly promote and improve women access to affordable credit, increase women’s participation in economic, social and political decision-making process through government established initiatives like affirmative action funds, spending in health, education and other services.

These key women’s economic empowerment sensitive services or programmes include basic education, health, social protection, youth development services, and market competition and creation of an enabling business environment. This followed by identifying spending for each of these ministries for four financial years, 2017/18 to the financial year 2020/21 for comparison purposes. Based on the information available, we summed up spending for all the women’s sensitive programme in each ministry and used this information to estimate the proportion of state department spending dedicated to women’s programme” for each of the four financial years. importance they give to children issues of course vis a vis their mandates.

The study also borrowed from the “five –step approach by Budlender, Debbie, Diane Elson, Guy Hewitt and Tanni Mukhopadyyay (2002) on gender sensitive budgetary analysis tool which notes that that most gender budget exercises have focus on five steps to date. These are:

1. Documenting and analysing the situation of women and girls mainly in the public sector; This step is important in assessing the situation of WEE in Kenya and trying to understand the different WEE needs and priorities addressed in ministries, departments and agencies of the government. activities.
2. Assessing policies, programmes and projects in terms of their gender responsiveness— activities. For example, WEE policies evaluated under this study include free sanitary towel programme.
3. Assessing resources and budget adequacy-inputs.

This section covered budgetary allocations by ministries that have specifically expenditure by government ministries, department and agencies (MDA) on WEEI at the macro level. Decisions about budgetary spending directly affect women’s ability to overcome barriers to labour market inclusion by determining the extent and coverage of essential public services available to support them and their families (UN Women, 2015). Example: Are the policies targeted towards WEE allocated enough resources is example of data collection tool.

4. Monitoring spending and service delivery-outputs

The analysis also checked on the absorption rates of funds allocated and service delivery toward WEEI at the National Level.

5. Assessing changes in WEE outcomes

This study assessed the impacts of the existing policies and programmes on WEE and the extent to which the situation uncovered in step 1 above has changed.

## 4.2 The Approach

Gender responsive budgeting is a key tool in implementation of gender mainstreaming and attainment of gender equality. The twin track approach, which includes gender sensitive and gender transformative programmes, is commonly used for gender mainstreaming and advancing gender responsive budgeting. Gender sensitive programme approach recognizes the specific needs and realities of men and women but does not necessarily seek to change gender roles. Gender transformative programme approach seeks to transform gender relations through questioning of individual attitudes, institutional practices and broader social norms that create and reinforce gender inequalities and vulnerabilities (Majumdar, 2019). Literature review confirms that Kenya has focused on gender sensitive programmes strategy and approach that have been enforced, mostly through affirmative action programmes. Given the gender sensitive programmes, implementation requires intentional measures to incorporate a gender perspective in planning and budgeting frameworks in addressing gender gaps.

In order to achieve gender responsive budget, three tools have been established; i) Diane Elson's tool, Rhonda Sharp's 3-category tool and the Debbie Budlendar's 5-step approach. The three approaches are similar in their methodology as all the three aim to incorporate gender equality perspective into the budgeting process and the policies that underpin it. The choice of the most appropriate tool greatly depends on the type of budget system and budget documents available. A comparative analysis of the impact of budgets on men, boys, girls and women is the first step in gender responsive budgeting. Rhonda Sharp's three-way categorization of expenditure breaks down budget expenditures into the three main categories (gender specific expenditure, expenditure that promote gender equity within the public service and mainstream expenditure).

Rhonda Sharp tool has been useful in demonstrating that focusing on limited allocations to gender-specific programmes is not the point of gender responsive budget. In addition, breaking down the budget into these three categories of expenditure has helped raise awareness of the fact that mainstream expenditures also have a gender impact on public service delivery. In terms of weaknesses, the 3-category tool fails to distinguish between terms like 'women' and 'gender' and the three-way categorization is only helpful for expenditure analysis. Revenue analysis is equally important given that measures used by government to raise revenue affects women and men differently.

The dominant tool of the three tools is the 5-step approach that is used to analyse on going expenditure. The approach has been used either directly or indirectly by civil society organizations in implementing gender responsive initiatives. This method draws on the South African experience and is the basis of Diane Elson's gender-aware policy appraisal (UN Women, 2006). Many civil society-led initiatives have applied it in analysing a particular policy, programme or sector, such as HIV/AIDS. The five-step approach involves situational analysis of men, women, girls and boys, reviews how existing policies address the situation and whether the allocated resources are sufficient. The approach further monitors expenditures to assess whether funds were spent as

planned and the impact of policies and expenditures. One of the approach's main strengths is that by combining it with Rhonda Sharp's analytical framework, governments can also use it to report on the gender implications of on-going public expenditure.

The Diane Elson's approach was developed to train and build the capacity among civil servants to analyse expenditure of the ministries of health, education and agriculture. The approach has six tools and they are based on their interaction with the budget cycle; pre- and post-budgeting stages. At the pre-budgeting stage, there are four tools and they focus on the analysis of the potential gender impact of government expenditure using participatory approaches such as surveys and focus groups that can be fed into budget formulation. During post-budgeting, the tools concentrate on the analysis of the impact of on-going government programmes and budgets. They help reveal to what extent policy and programmes are gender sensitive. The findings also serve to improve the analytical capacity of pre-budgeting tools in the formulation of future budgets.

Collectively, the use of these tools is supposed to lead to gender sensitive changes in policy and budgets. In practice, however, the absence of sex-disaggregated data and the need for considerable technical expertise has limited the use of these tools and resulted in short and weak budget analysis. According to (ILO, 2003), pre-budgeting tools seem to be more practical than post-budgeting tools since they appear to require less technical resources and capacity.

#### **4.3 Description of variables**

The first key outcome is increased government budget prioritization towards WEE initiatives in Kenya. In the planning process, the government should plan spending in the various sectors of the economy whether on social protection, health, education and agriculture that are geared toward women economic empowerment. The second outcome is improved and better targeted spending toward WEE initiatives in Kenya. Various WEE programs and projects such as women enterprise fund, Uwezo fund and Access to Government Procurement Opportunities (AGPO). For example, AGPO, Women and other marginalized groups are allowed to procure 30% of public goods and services. However, reports show that women are restricted to low value tenders. The key findings will advocate for women to be awarded high value tenders.

Thirdly is improved commitments and accountable institutions on WEE initiatives in Kenya. Generated reports by Ministries, Departments and Agencies (MDAs) should have commitments of policies and funds on women economic initiatives. Publication and publicizing of the reports on women economic initiatives by MDAs and sharing information easier. Fourthly is increased CSOs and government officer's engagements and coordination on public spending on WEE initiatives in Kenya. The engagement between the CSOs and government officers will start with the peer review of the research paper as well as during the dissemination period.

#### **4.4 Data Types and Sources**

This exercise largely relied on secondary data of recurrent and development expenditure from various budget document, including Estimates of recurrent and development expenditure, Programme Based Budgeting, Budget Policy Statement, Sector Working Group Reports, Quarterly Economic and Budgetary Review Reports.

All these documents were sourced from the National Treasury. Other documents including quarterly budget review and implementation report from the Office of the Controller of Budget (OCO B) as well as any relevant literature. To ensure that we provide some trend analysis, we will focus on three financial years 2017/18-2019/20. Primary data was collected from key stakeholders through purposive key informant interviews from both the state and non-state actors.

## **5.0 Key Findings**

### **5.1 Share of WEEI budgetary allocations for all ministries and departments**

This section provides WEEI budget analysis at the national level. It shows total executive budget, spending for all state department that has WEEI component and the actual spending on women economic initiatives at the national level. This budget analysis will help to understand how the national governments is promoting gender equality and helps to ensure that budgets and policies are geared toward achieving gender equality. Indeed, it is intended to analyze programs and examine government programs spending is responding to already outlined policies on women economic empowerment in Kenya.

Women's economic empowerment is central to realizing women's rights and gender equality. Women's economic empowerment includes women's ability to access to and control over productive resources, meaningful participation in economic decision making at all levels from the household to international institutions. A review of spending by state departments at the national level for FY 2017/2018 to FY 202/2021 reveals total actual spending in the state department which are sensitive to WEEI has been increasing in relative terms as a share of the total executive budget from 35.17% in the FY2017/18 to 38.53% in the FY 2020/2021. This is a high level analysis showing the proportion of resources that is shared in state the department that have specific programmes on WEEI expressed as a share of the entire executive budget.

The analysis also reveals lack of consistency in spending toward WEEI at the state department level. The percentage share of state department total spending on WEEI sensitive programmes to the total budget for statement department with WEEI varied for the fiscal years under this analysis. Fiscal year 2017/18 recorded a share of 26.44 %,2018/2019 recorded 23.9%,2019/2020 recorded a share of 22.7% while the fiscal year 2020/2021 had a share of 25.2%. With exception of fiscal year 2020/2021 which recored percentage increase of 25.6% in spending on WEEI,the trend shows that the state department recorded a decline trend in spending from 26.1% in the financial year 2017/18 to 22.7% in the financial year 2019/2021. This is not a good sign for entrenching gender equity across government state departments. The increase in spending for financial year 2019/2020 of 22.7% to 25.2% in the financila year 2020/2021 in nominal terms is attributed to government strategies to address the effects of Covid-19 pandemic, by putting in place different containment measures including economic stimulus programmes to cushion women and men, boys and girls and vulnerable group.

Expressing the spending on WEEI as a share of Gross Domestic Product (GDP), the trend shows that the share has been reducing from 1.77% in the fiscal year 2017/2018 to 1.62% in the fiscal year 2020/2021. This reflects that despite the Kenyan government commitment towards gender equity, there is still low allocation of resources towards women programmes and this demonstrates the need for state department effective programmes targeting women which can go a long way in enhancing women's access to economic opportunities.

**Table 3:0: Share of WEEI budgetary allocation for FY 2017/2018 to 2020/2021**

	2017/2018	2018/2019	2019/2020	2020/2021
Total executive budget (KSh Million)	1,578,340	1,749,568	1,928,820	1,887,662
Total for State departments with WEEI Component (KSh Million)	555,085	639,573	718,609	727,351
Total spending WEEI Actuals for all gender sensitive state departments (KSh Million)	146,788	152,560	163,113	183,459
% share of state department with WEEI component in executive budget	35.17	36.56	37.26	38.53
% Share of Total spending on WEEI Actuals for gender sensitive State departments in Total budget (for State departments with WEEI component)	26.44	23.85	22.7	25.22
% share total WEEI actual as a share of GDP	1.77	1.64	1.47	1.62

Source: (National Treasury, 2017-2020)

*Note: A state department or government ministry is gender sensitive if it has a budget line for a WEEI Activity. Thus, a gender sensitive ministry or department is assumed to have a gender responsive budget (GRB).*

## **5.2 State Department Spending on Women's Economic Empowerment at the National Level**

This section provides Women's economic budget spending initiatives analysis at the national level. It shows the eight state departments that offer WEEI sensitive services or programmes, including: Gender and social economic empowerment, gender mainstreaming, legal compliance and redress, youth development services, National safety Net Program's and early learning and basic education in 2017/18 to 2020/21 and computation of estimated percentage share that is allocated to all services/programmes that deal with WEEI per the state department. For the purpose of this study, the focus is on these eight state departments ministries despite the fact that WEEI mainstreaming and advocacy should go beyond the impacts of explicit and specific services for women's across all government state department.

The total budget of the eight state departments taken together as shown in table 2.0 account for 38.53% of the entire national executive budget in 2020/21, an increase by 3.4 percentage points from the year 2017/18. The increase is attributed to Support provided to women, youth and PWDs entrepreneurs on AGPO and Partnership with Private sector and MDAs enabled surpassing of

the target in 2019/20. Another outcome achieved was on the Entrepreneurship training undertaken for windows and of which the target was surpassed since more support was received from partners (Trade mark EA, UN- women) for the fiscal years 2018/19 to 202/2021. It is important however to note that under the Financial and entrepreneurship training Support provided to Women, Youth and PWD outcome, the fund helped to enhance the awareness and public sensitization on its products and easing of the loan guideline to cushion the beneficiaries against the Covid-19 Pandemic for the fiscal years 2019/21 to 2020/2021.

Further assessment from table 2.0 also reveals that the State Department for Gender, National Gender and Equality Commission and State Department for Social Protection account 100% of the total budget on WEEI for the four fiscal years under this analysis. In five out of the eight state departments, it was possible to isolate WEEI programmes and hence the reason why in table 2.0 we have specific share of allocations in these state departments which include the State Department for education, National Treasury, State department for Labour, State department for Youth Affairs and Ministry of Health.

**Table 4:0: Comparison of Women’s Economic Empowerment actual budget as a shares of Ministries Budgets**

Financial Years	State department for Gender		National Gender and Equality Commission		Ministry of Health		State department for Youth Affairs		State Department for Social Protection		State department for Labour		National Treasury		State for
	% Share of WEEI in the ministry	Total Budget (KSh Million)	% Share of WEEI in the ministry	Total Budget (KSh Million)	% Share of WEEI in the ministry	Total Budget (KSh Million)	% Share of WEEI in the ministry	Total Budget (KSh Million)	% Share of WEEI in the ministry	Total Budget (KSh Million)	% Share of WEEI in the ministry	Total Budget (KSh Million)	% Share of WEEI in the ministry	Total Budget (KSh Million)	% Share of WEEI in the ministry
2017/2018	100	4,385	100	325	1.83	54,613	13.9	22,240	100	22,189	4.4	2,004	41.34	58,248	23
2018/2019	100	3,910	100	346	3.35	74,534	9.63	16,329	100	31,301	6.1	3,237	31.51	55,091	20
2019/2020	100	4,009	100	376	2.46	108,505	11.27	21,453	100	40,945	5.5	3,803	33.38	74,883	18
2020/2021	100	3,311	100	354	4.12	107,902	1.27	3,210	100	31,505	5.9	3,370	47.87	107,612	19

Source: (National Treasury, 2017-2020)

The information provided on actual spending from the sector reports is largely aggregated. For example, under the state department for gender, out of an estimated aggregate allocation of Ksh 209 million for gender social economic empowerment in 2017/18, we cannot tell the proportion dedicated to specific women programme. Another example is in the same state departments spending amounting of ksh.645 million on general administration which again does not provide any specific information on what number of resources was dedicated the women initiatives on administering women programmes. It is for this reason, the analysis focused only in the specific state departments that has sensitive programmes toward WEEI as shown in table 2.0 above.

In addition to State Department for Gender, National Gender and Equality Commission and State Department for Social Protection account 100% of their total budget on WEEI. The state department which recorded significant sensitive spending on WEEI is the National Treasury and the state department of education. The state department of education has seen a reduction in spending from 23.3% to 19.6% for the years 2020/2021 and the year 2017/2018 respectively while National Treasury recorded varying spending in WEEI sensitive programmes ranging from 41.3% in the fiscal year 2017/2018, fiscal years 2018/2018 recorded 31.5%, Fiscal year 2019/2022 recorded 33.4% while fiscal year 2020/2021 recorded 47.9% spending on WEEI programmes in the departments. What stands out from table 2.0 above is the significantly large proportion of spending in the gender specific departments which include the State Department for Gender, National Gender and Equality Commission and State Department for Social Protection (amounting to 100%) which raises the question as to whether all the spending in those departments is geared toward empowering women.

According to the Women's Economic Empowerment Strategy 2020 – 2025 report notes, in the past, Kenya compared to other nations still has a high level of inequality against women due to the gender gap but currently the situation is slightly improving. For example, in 2014/2015 financial year, approximately Ksh. 9.2 billion were executed out of Kshs.17 billion representing 54.18%. This amount benefited 1,896 youths, 2,313 women and 162 PWDs entrepreneurs. The strategy takes cognizance of the government transformational agenda for the nation which identify four priority initiatives to be implemented over the five-year period 2017-2022, namely: Affordable Housing, Manufacturing, Universal Health Care, Food Security and Nutrition and has committed to integrate gender equality and women's empowerment in all phases of implementation. It is therefore important to interrogate the key sector of the economy and establish the extent to which each sector is setting up initiatives that focuses on WEE.

The following sections, discuss specific WEE budget information by the eight state departments at the national level.

### **5.3 State Department for Gender**

The State department for gender is a sub-sector within the social protection, culture and recreation sector with the sector missions as promoting sustainable employment, best Labour practices, sports,

gender equality and equity, empowerment of communities and vulnerable groups, diverse cultures, heritage and arts. The mandate of state department for gender is essentially engendering policy management, having special programmes for women empowerment, promotion of equity through complimenting national government programmes, gender mainstreaming in Ministries, Departments and Agencies (MDAs), Domestication of International Treaties/Conventions on Gender, community Mobilization, policy and programmes on Gender Based Violence (GBV) and Promotion of beads-based products for cultural and economic purposes.

The sector takes cognizance and provide technical lead in the implementation of gender provisions as stipulated in the constitution and international obligations and also acknowledges gender inequality as a major challenge affecting socio-economic growth and inclusivity in the country. The inequality is more prevalent in education, job placements, appointments and business opportunities resulting to escalation of social vices. Various programs have been put in place that include gender mainstreaming, affirmative action, gender responsive budgeting and availing catalytic funds that support vulnerable groups and provision of social schemes. As part of strategies to address the effects of Covid-19 pandemic, the sector shows how the government initiated some strategies and containment measures including economic stimulus programmes to cushion women and men, boys and girls and are vulnerable group.

**Table 5.0: State Department for Gender spending (Ksh Million)**

State department initiatives	2017/2018	2018/2019	2019/2020	2020/2021
Gender and social economic empowerment	209	669	732	410
Gender Mainstreaming	1,402	935	869	512
Total Gender Socio-Economic Empowerment and Gender Mainstreaming	1,611	1,604	1,601	
Community Development	2,130	2,075	2,130	2,130
General administration, planning and support services	645	231	278	259
Total Gender	4,385	3,910	4,009	3,311
Total SPCR Sector allocation	45,196	53,057	69,147	56,695
% Share of WEEI sensitive programmes to SPCR sector allocation	9.7	7.4	5.8	5.8
% Share of SPCR sector allocation to National Budget	1.71	1.85	1.95	1.79
% Share of WEEI sensitive programme to National Budget	0.17	0.14	0.13	0.104

Source: (National Treasury, 2017-2020)

Table 5.0 above shows budgetary allocations to sub-programmes in the state department for gender for 2017/2018 and 2020/2021 financial years. The state department has two initiatives which are gender sensitive. These programmes are gender and social economic empowerment and gender mainstreaming. The Gender Empowerment Programme consists of the Technical Directorates of the State Department for Gender, Uwezo Fund, Anti FGM Board and WEF. The key output in this initiatives include Provision of sanitary towels to school girls, Support provided to women, youth and PWDs entrepreneurs on AGPO, Entrepreneurship training undertaken for National Strategy on Women Economic Empowerment developed, Financial and entrepreneurship training Support provided to Women, Youth and PWD and Campaign against GBV. Gender mainstreaming components key outputs include Stakeholders capacity building on Gender and Leadership skills, mainstreaming gender Policies and plans, Harmonizing gender programmes, ensuring Compliance of gender treaties/Conventions and obligations monitored, research on gender enhanced and gender Policies reviews. The other components in the statement are community development and general administration and planning.

The state department for gender accounts a share of 1.71%, 1.85%, 1.95% and 1.79% to the national budget in fiscal years 2017/2018 to fiscal year 2020/2021. Comparing this with prior years, the state department spending as a share of the national budget has substantially increased from a low of 0.16% in the fiscal year 2014/2015 to 1.4 % for the fiscal year 2016/2017 of the national total budget. This shows that sector has been on upward trend on spending toward the state department for genders in nominal terms. Allocations towards gender initiatives programme as a proportion of the state department total gender is at 100%. However, the proportion of resource allocation to gender initiatives programmes compared to the Sector allocation is on a downward trend from 9.7% in the year 2017/2018 to 6.7 % for the year 2019/2020. Huge number of resources in the state department is allocated toward community development component which could explain the downward trends compared with the others programs in the state department. Additionally, the component on general administration and planning has a gender field service programme and resource allocation in this programme which rank lowest compared to the other major components.

The absorption rates for both component on gender empowerment and mainstreaming was 93% for FY 2017/18, 84% in FY 2018/2019 and 85% in FY 2019/2020. The low absorption rate in FY 2018/19 and FY 2019/20 is attributed to non-release of exchequer to support the capital transfers to Uwezo and Women Enterprise Fund (WEF) with late releases attributed the government missing targets on revenue collection by government thus affecting disbursement to MDAs. On the Capital expenditure for this Programmes, they represent transfers to Uwezo Fund and Women Enterprise Fund. In FY 2018/19 and FY 2019/20 the SAGAs did not receive the entire requested exchequer for their allocations hence the low absorption rate. Key informant interviews revealed that in some counties, the funds have transformed people's life, especially enabling people to take their kids to school and improved livelihood generally. Additionally, through the same funds, women were empowered to

participate in merry go rounds consequently increasing their household assets. Additionally, the state department for planning had economic empowerment Programme in 2013-2018 targeted youth of either gender and collaborated with counties and UNDP and initiated 4 biashara centers in four counties; Kwale, Taita Taveta, Marsabit and Turkana. Biashara Center was a one stop shop where the youth could gather and access information on relevant training opportunities.

#### 5.4 National Gender and Equality Commission

Following the promulgation of the Constitution of Kenya in 2010, the government initiated various measures through policies, legislative and institutional reforms towards addressing gender inequality. Institutions such as the National Gender and Equality Commission, with the mandate of promoting gender equality and freedom from discrimination for all, with a focus on special interest groups according to Article 27 of the Constitution were established. The Special Interest Groups (SIGs) include: women, persons with disability, children, youth, older members of society, minority and marginalized groups. These groups were identified based on past discrimination and existing constraints in the economy that either do not apply to the general population or apply to a lesser degree.

In execution of its mandate, the commission is guided by various legislations, both local and international since Kenya is also a signatory to international treaties. The commission has reviewed a number of Kenya’s policies, both at the national and county level, to ascertain compliance to the principles of gender equality and inclusion. From a planning perspective, the commission has one main programme that aims to promote gender equality and freedom from discrimination. The sub programmes; legal compliance and redress, gender mainstreaming and coordination, public education, advocacy and research, reflect the commission’s mandates as stated in the National Gender and Equality Commission Act 2011. A key predecessor to achieving gender equality is implementation of gender mainstreaming across all sectors. NGECE has made progress in review of gender mainstreaming reports by MDAs, county governments and corporations, but implementation of recommendations by the commission to the public institutions remains a gap.

Overtime, the commission has aligned its functions with new government commitments to guide on interventions necessary to uphold equality and resource requirement to implement the interventions. A case example is in relation to Health Act 2017 which requires all employees to support working women to breastfeed at work through establishment of lactation stations. NGECE offered advisory support to ministries, departments, agencies and private actors through development of guidelines for reference and implementation.

**Table 6.0: National Gender and Equality Commission (NGECE) spending (Ksh Million)**

Gender Responsive initiatives	2017/2018	2018/2019	2019/2020	2020/21
Legal compliance and redress	36.6			5.33

		32.7	6.79	
Mainstreaming gender and coordination	43.4	52.2	9.33	11.3
Public Education, Advocacy, And Research	48.2	55.7	16.52	25.2
General administration, planning and support services	196.80	205.3	343.48	312.36
Total gender responsive initiatives	325.00	345.90	376.12	354.19
Total National Gender and Equality Commission	325.00	345.90	376.12	354.19
Total GJLO Sector allocation	173,502	165,175.15	176,585.60	173,447.78
% Share of WEEI sensitive programmes to GJLO sector allocation	0.19	0.21	0.21	0.20
% Share of GJLO sector allocation to National Budget	7.17	5.70	6.07	5.48
% Share of WEEI sensitive programme to National Budget	<0.1%	<0.1%	<0.1%	<0.1%

Source: (National Treasury, 2017-2020)

Budgetary allocations to the commission have recorded growth in the years under review, except in financial year 2020/21 as summarized in the table above. The decrease in allocation to Ksh. 354.19 million from Ksh. 376.12 million in financial year 2019/20 is attributed to the general cuts in non-priority expenditure across all MDAs to provide more resources for interventions related to Covid-19. Budgetary allocations across the programmes show no peculiar pattern but it is evident that the largest share of the commission's allocation is spent on administration, planning and support services. As the commission operationalizes more regional offices with the aim of improving service delivery, this is expected to increase as shown in the displacement of allocation in financial year 2019/20 and 2020/21 from other sub programmes to administration and support services.

NGEC is under the Governance Justice, Law and Order Sector (GJLOS), one of the ten budget sectors that have been created to ensure efficient approach to planning and to guide the budgeting process. On average, the sector is allocated 5 to 7% of the total national budget. Budgetary allocation to NGEC as a share of total allocation to GJLOS is very minimal at less than 1% for the four financial years under review. As a share of total national budget, budget allocation to NGEC is less than 0.1%. The commission has persistently reported inadequate funding as a hindrance to meeting its mandate. The resource gap can be shown in the variance between the commission's resource requirement and allocation.

In financial year 2019/20, the commission stated resource requirement of Ksh. 754.26 million but was only allocated 376.12 million, translating to 50% resource gap. This inadequacy was addressed, though not fully, through resource mobilization and collaborative implementation with partners sharing similar mandates. An examination of the actual expenditure of the budget out of the planned expenditure by the commission ascertains good budget implementation as seen in high absorption rates. In financial years 2018/19-2020/21, the commission's expenditure was Ksh. 345.9, Ksh. 376.12 and Ksh. 354.19 million respectively against approved budget of Ksh. 361.8, Ksh. 391.2 and Ksh. 372.01 million. This translates to absorption rates of 96% in financial year 2018/19 and 2019/20, and 95% in financial year 2020/21.

All the initiatives and programmes by the commission are gender sensitive given its mandate. Under gender mainstreaming and coordination sub programme, the commission has developed a database with data on identified sexual and gender-based violence indicators. With stakeholders trained and key indicators established, this data is expected to inform future interventions on sexual and gender-based violence programs and county level implementation. Similarly, the commission has undertaken public interest litigation cases and audit of government programmes. This has been expanded to the private sector as well. Under legal compliance sub programme, the commission spearheaded the process of developing a framework towards realization of the two thirds gender principle. Despite these achievements, lack of a legal framework to enforce equity and inclusion related constitutional provisions has hindered the uptake and compliance by government and private sector to guidelines established by the commission.

The functions of the commission are crucial and needs to be sustained for gender equality to be realized. The commission also complements functions of other government institutions and works with other constitutional bodies such as National Commission on Human Rights, the Commission on Administrative Justice to ensure efficiency, effectiveness and collaborations in the protection and promotion of rights related to the principle of equality and freedom from discrimination. As such, the commission should be strengthened through sufficient budget allocation and establishment of necessary legal framework to ensure adherence to constitutional provisions on gender equality.

## **5.5 Ministry of Health**

The Health Sector play a key role and indeed is a great contributor to the national economic growth through ensuring that population of a country are productive and has a healthy life. The sector report for the medium-term expenditure framework 2022/23- 2024/25 indicates that that government has continuously increased resources towards the health sector to improve quality and bring health care closer to the people for sustainability of the nation's human capital base. Given the new constitutional dispensation, health policy formulation and running of tertiary hospital facilities is a national function while service delivery in health care is largely a devolved function. This scenario will need concerted efforts in restructuring human resource management, infrastructure development and maintenance,

health financing, donor funding and partnerships particularly if the concerns of women economic empowerment will have to be achieved.

The Ministry of Health has five programmes namely, Preventive and Promotive and Reproductive, Maternal, Neo-natal, Child and Adolescent Health (RMNCAH)Service; National Referral and Rehabilitative Services; Health Research and Development; General Administration, Planning and Support Services; and Health Policy, Standards and Regulations. The Programmes ensure that the Ministry carries out its mandate as per the Fourth Schedule of the Constitution namely, Health policy, health regulation, national referral facilities, capacity building, technical assistance to Counties and provision of Universal Health Coverage. Reproductive, Maternal, Neo-natal, Child and Adolescent Health (RMNCAH) in this analysis is the programme that has specific initiatives that are sensitive to economic empowerment. The specific outputs that can measured in terms of WEE include family planning services whereby the measure would the proportion of women of reproductive age receiving family planning commodities; maternal neonatal and child health services where the measure would be the proportion of pregnant women attending the antenatal care and post -natal care and vaccination and immunization services.

**Table 7.0: Ministry of Health Spending (ksh Million)**

State department initiatives	2017/2018	2018/2019	2019/2020	2020/2021
<b>Preventive and Promotive Health Services</b>				
Communicable disease prevention	3,999	4,736	3,219	5,580
Noncommunicable disease prevention & control	204	286	420	333
Radioactive Waste Management	149	201	88	120
RMNCAH	1,004	2,497	2,654	4,446
Environmental Health	276	529	57	146
Disease Surveillance and Response	n. s	n. s	2,640	5,575
<b>Total preventive and promotive health services allocations</b>	<b>5,632</b>	<b>8,249</b>	<b>9,078</b>	<b>16,200</b>
National Referral and specialized Services	23,084	33,878	38,09	44,222
Health Research and Development	5,778	8,141	8,814	9,321
General Administration & support services	7,778	8,141	8,814	7,281
Health Policy, standard and Regulation	12,676	17,504	44,900	30,878
<b>Total Health sector allocation</b>	<b>54,613</b>	<b>74,534</b>	<b>108,504</b>	<b>107,902</b>

% Share of WEEI sensitive programmes to Health sector allocation	1.83	3.35	2.46	4.12
% Share of Health sector allocation to National Budget	3.4	4.2	5.6	5.7
% Share of Ministry of Health WEEI sensitive programme to National Budget	0.04	0.09	0.09	0.14

Source: (National Treasury, 2017-2020)

*Note: n.s stands for “not stated”. It means that the respective ministries do not provide explicit information on budgetary allocation.*

The Ministry of Health spending accounts for 3.4% and 4.2 % of the national budget for the years 2017/18 and 2018/19 respectively while year 2019/2020 and 2020/2021 recorded 5.6% and 5.7 % share of spending the executive budget respectively. Comparing this trends, the Ministry’s spending as a share of the national elective budget has substantially increased over the four years trend by 2.3%. As for the programme which is WEE sensitive, it accounts for 1.83% and 3.35% of the ministry’s spending in 2017/2018 and 2018/2018 respectively while the year 2019/20 and 2020/21 recorded 2.46% and 4.12 % respectively. In nominal terms, the spending has been increasing from the year 2017/18 to 2020/22 by 2.27%. The bulk of the ministry’s spending goes to National referral and specialized, health policy standards and communicable diseases preventions.

The key informant interview revealed that the ministry of health has been targeting a health financing department which actively get involved in programs and initiatives relevant to women economic empowerment. Notably, the ministry of health has maternal and reproductive health that focuses on women and girls, ensuring mothers and young girls access services; such as, antenatal care and healthy sensitization services generally. Additionally, they have a gender desk to look at gender balance matters. Of importance to note is that the ministry has *Linda mama Programme* that focuses on free maternity services in all public facilities, the programme is usually allocated ksh.4 billion annually for free delivery services, post and ante natal services as well as any other pregnancy related complications. The rationale for all these initiatives by the ministry of health is to ensure that women are in good healthy first for them to be economically empowered. Initially, the ministry had output-based approach where mothers were given vouchers system to deliver in health facilities in order to participate in economic and national development matters. The output-based approaches are the one that gave birth to Linda mama programme, the Linda mama resources are sufficient for mothers who seek government services.

## 5.6 State Department for Youth Affairs

By Constitutional definition, youths are categorized as marginalized and are considered as a collective of all individuals who are ages 18-34 (CoK, 2010). In order to increase access and participation of youth all economic, social and political spheres, the Constitution further mandates establishment of measures including affirmative action programmes and legislation to promote representation in

Parliament. It is along these commitments that the state department for youth affairs was established with the aim of providing overall policy leadership on youth development and empowerment. The specific mandates of the state department range from management of youth policy, youth empowerment, harnessing and developing youth talents for national development, mainstreaming youth in national development, managing to promoting engagement with youth for national development. Given the fragmentation of youth programmes across other state departments, the state department for youth affairs collaborates and oversees stakeholders engaged in youth promotion activities.

The state department has two main programmes; youth empowerment services and youth development services. The objective of youth empowerment services programme is to enhance youth employability, entrepreneurship and job creation for national development. On the other hand, youth development services programme aims to strengthen capacity among the youth for improved livelihoods and effective engagement in national development. However, there are changes across the years under review where the programmes are moved to other state departments. An example is shown in the table below where for financial years 2017/18 and 2018/19, no budgetary allocation is given for administration and planning since the programmes under state department were allocated budgets under other state departments. The programmes under the state department for youth were moved to the state department for public service and received budgetary allocation under the same department. These variations in reporting framework across financial years is a recurring theme across various state departments, ministries and agencies and poses a challenge in tracking of progress and identifying gaps.

Nonetheless, the transfers across the departments have not changed the programmes' objectives and have collectively made achievements in line with the objectives. In financial year 2019/20, Ksh. 473.3 million was disbursed to youth enterprises, a decrease from Ksh. 549.2 million in financial year 2017/18 but an increase from Ksh. 323.2 million in financial year 2018/19 (National Treasury, 2021). Further, 67,621 youths received business loans to cushion youth owned enterprises against the effects of Covid-19. The disbursement of funds in form of business loans were also accompanied by training and sensitization on access to government procurement opportunities. The state department also facilitated 12,900 youths to establish cottage industries and engaged 72,350 skilled youth in the housing construction sector. Youth empowerment centres, which are modelled as a one stop Centre on information for youth and a platform for integrating services offered to youths have also been established across the country by the state department.

As published in various budget documents, the state department offers data on the number of beneficiaries and the amounts disbursed to beneficiaries and in implementation of its mandates. However, the data on the number of target beneficiaries, skills offered and budget allocation is not accompanied by non-financial data such as situational analysis or programme framework to inform future roll out or phase out. Lack of disaggregated data on the beneficiaries limits the determination of the proportions of the state department's budget that is gender responsive. Based on the

assumption that the youth population comprises of both male and female, the state department's spending is considered gender responsive.

In order to contribute to addressing the data gaps and improve database on key youth development indicators, the state department targets to publish the Kenya National Youth Development Index and targets to update in subsequent years (State Department for Youth Affairs, 2022). This index will be critical in improving the country's capacity to assess and measure the performance of youth empowerment programmes and the status of youth in comparison to development initiatives implemented by the government at both levels (National and County). The data in the index will also guide the development of youth policies and projects.

**Table 8.0: State Department for Youth Affairs (Ksh Million)**

State Department Initiatives	2017/2018	2018/2019	2019/2020	2020/2021
Youth Development Services	1,169.65	1,638.49	1,838.65	2,556.19
National Youth Service	15,117.86	14,078.13	18,671.43	15,241.44
Youth Employment Scheme	367.82	569.67	634.63	379.43
Youth Coordination and Representation	34.20	42.34	98.00	98.0
General Administration, Planning and Support Services	n. s	n. s <sup>1</sup>	210.34	177.32
Total Gender Responsive Initiatives	16,723.73	16,328.63	21,453.05	18,452.38
Total State department for youth affairs	16,723.73	16,328.63	21,453.05	18,452.38
Total PAIR Sector allocation	159,993.34	169,571.06	190,350.18	251,951.47
% Share of WEEI sensitive programmes to PAIR sector allocation	10.5	9.6	11.3	7.3
% Share of PAIR sector allocation to National Budget	6.05	5.90	6.16	7.96
% Share of WEEI sensitive programme to National Budget	0.84	0.56	0.69	0.101

Source: (National Treasury, 2017-2020)

<sup>1</sup>Note: n.s stands for "not stated". It means that the respective ministries do not provide explicit information on budgetary allocation.

The table above summarizes expenditure by the state department for youth affairs for four financial years (2017/18-2020/21). In terms of budget performance, the state department registers absorption rates of 93%, 98% and 94% respectively in financial years 2018/19, 2019/20 and 2020/21. This means that the state department mostly executes large share of its approved annual budget. The national youth service programme, which is a voluntary work and educational programme for youths, accounts for the largest share of the state department's spending. This is mostly attributed to the fact that the programme undertakes construction of buildings and infrastructures in the service and those projects tend to have high expenditures. In financial year 2019/20, out of the total expenditure of Ksh. 21.5 billion, 87% (Ksh. 18.7 billion) of the spending was by the national youth service programme. Similarly, in financial year 2020/21, the national youth service programme spending accounts for 83% of the state department's total spending of Ksh. 18.5 billion.

Youth development services programme ranks second in terms of spending in the state department at 14% in financial year 2019/20 and 8% in financial year 2020/21. The programme sensitizes youth on entrepreneurship skills, talent development and management of youth empowerment centres. Under this programme, graduates have been engaged in internship and apprenticeship across government ministries, departments and agencies. This initiative has increased the number of beneficiaries over time but there is still limited coordination in ensuring transition to employment. Therefore, this points to a short-term approach to challenges of unemployment facing the youth. In addition, these programmes target youths in the formal sector through internships and access to business loans, with little consideration for informal sector interventions. This might have the unforeseen consequence of exacerbating inequalities among the youth.

In implementation of the state department's budget, inadequate resource is reported as the main challenge, often negatively impacting youth field services, provision of loans and business development services amongst the youth, and operationalization of youth empowerment centres. A comparison of the resource requirement vs resource allocation for the state department as stated in the medium-term sector reports confirms that on average the state department receives 50% of the resource requirement stated (National Treasury, 2021). The state department does not justify the resource requirement based on any evidence hence no certainty that the requirement stated are indeed sufficient.

## **5.7 State Department for Social Protection, Pensions & Senior Citizens Affairs**

State department for social protection is mandated to coordinate social protection policy and programmes for vulnerable groups. More specifically, the state department undertakes management of social assistance and development programmes for people living with disability, older persons and children. The state department also facilitates and tracks employment creation and general human resource development. Kenya has consolidated its position as East Africa's economic hub. Despite the growth in the economy, inequalities persist disproportionately among vulnerable groups,

necessitating incorporation of social protection policies in various policies aimed at driving inclusive growth.

The government of Kenya is interested in raising the welfare of its citizens through cash transfer programmes under state department for social protection. The National Safety Net Program (NSNP) is a social protection programme established as part of the government’s initiatives to improve and enhance social protection delivery in the country. The establishment of the NSNP builds on Kenya’s commitment to reducing poverty, as articulated in Vision 2030. In particular, NSNP was established to provide a common operating framework for the various cash transfer programs and reduce administration costs. The cash transfers include; persons with severe disabilities cash transfer, older persons cash transfer and Hunger Safety Net Cash Transfer. By the end of financial year 2020/21, 1,165,809 households have been supported through the three cash transfer programmes and the state department targets to increase the number of beneficiary households to 2,372,765 by the end of financial year 2022/23.

In order to improve financial access by vulnerable groups, the state department for social protection has supported self-help groups and community-based organizations through registration of the groups, training on income generating activities, local purchase order funding and linking the groups to micro finance institutions and to some extent, non-state actors. In addition to technical and financial support, the state department also spearheads introduction of bills and strategies related to social protection. The older person’s bill which has been submitted to the Attorney General for drafting is an example of a bill introduced by the state department. This bill aims to provide a framework for the care of older members of society by establishing a framework for the empowerment and protection of the elderly and the maintenance of their well-being, safety, and security.

**Table 9.0: State Department for Social Protection, Pensions & Senior Citizens Affairs (Ksh. Million)**

Gender Responsive initiatives	2017/2018	2018/2019	2019/2020	2020/21
Social Development and Children Services	2,821.18	3,974.93	3,343.32	3,443.68
National Safety Net Program	19,174.22	27,063.65	37,373.60	27,874.28
Policy, Planning and General Administrative Services	193.69	262.10	228.46	186.76
Total gender responsive initiatives	22,189.09	31,300.68	40,945.38	31,504.72
Total state department for social protection	22,189.09	31,300.68	40,945.38	31,504.72
Total SPCR Sector allocation	45,196.19	53,057.14	69,147.44	56,695.19

% Share of WEEI sensitive programmes to SPCR sector allocation	49.1	59.0	59.2	55.6
% Share of SPCR sector allocation to National Budget	1.87	1.83	2.38	1.79
% Share of WEEI sensitive programme to National Budget	0.92	1.08	1.41	1.00

Source: (National Treasury, 2017-2020)

Budget allocation and expenditure by the state department for social protection has been increasing between the period 2017/18-2019/20 but decreases from Ksh. 40.945 billion to Ksh. 31.504 billion in financial year 2020/21. The increase in budget allocation in financial year 2017/18, 2018/19 and 2019/20 is attributed to enrolment of 533,000 beneficiaries under the older persons cash transfer programme and cushioning of vulnerable households against the effects of COVID-19 pandemic. Based on the initiatives and outputs by the programmes under the state department, its budget is wholly gender responsive.

Social development and children services programme aims to empower communities for effective participation in socioeconomic activities as well as to provide protection and care to children and victims of human trafficking. Over the period under review, among the initiatives the programme has utilized its budgetary allocations on include provision of grants, training and scholarship to People Living with Disability (PLWD), rescue of elderly persons in distress, registration and monitoring of charitable children institutions and adoption societies. The programme targets to train 120,000 self-help groups and community-based organizations by 2022/23 and train street persons in order to reintegrate them into the community.

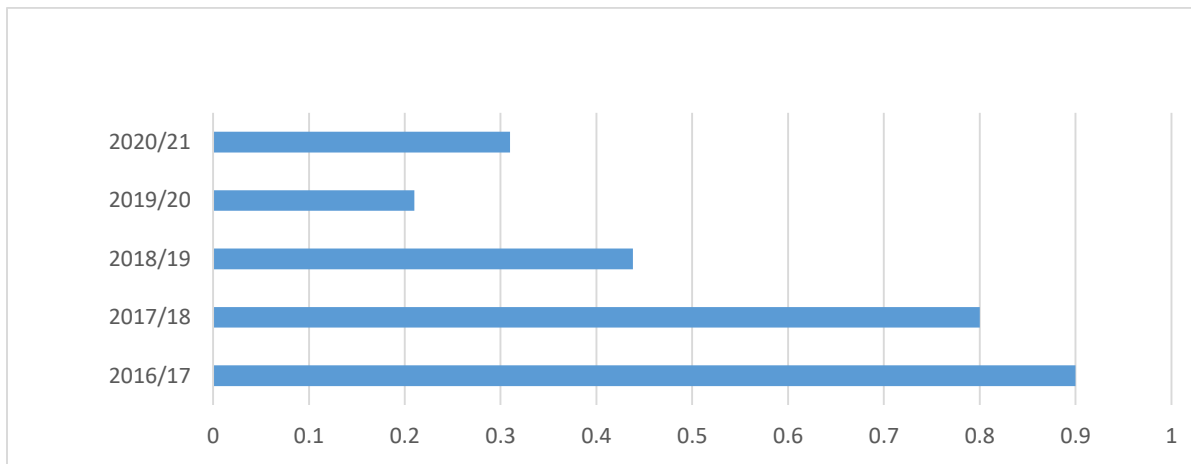
National safety net program aims to promote coordination of social protection and cushion vulnerable groups including children, persons with disabilities, older persons and street families to meet basic human needs and live a dignified life. As the state department continues to offer cash transfers to the vulnerable groups, there are strategies targeted to strengthen delivery of social protection interventions. The existing cash transfer system is a complex web of highly inefficient, often overlapping programs that provide a wide variety of uncoordinated cash transfers to different groups. The single registry being developed by the state department under national safety net program will improve management of the cash transfers and improve impact. In the medium term 2021/22-2023/24, the programme will enroll beneficiaries of cash transfers to national health insurance fund to reduce vulnerability as a result of out-of-pocket health expenditure.

As much as the state department's initiative to supply 12,650 persons with albinisms with sunscreen lotions is in good faith, there is need to replace such short-term interventions with long term policies. Support through training on revenue generating activities, registration of businesses, loans and grants is an alternative approach that is sustainable and reduces dependency. In execution of its budget, the

state department reports overwhelming demand for social protection services, and this has been worsened by the effect of the pandemic, further justifying the need for sustainable programmes. Ironically, the state department also reports low uptake of affirmative action tenders reserved for people living with disabilities. This could in part be explained by lack of awareness on government interventions since the demand is high but uptake on the other hand is low. The state department targets to increase awareness on the 2% affirmative action programme on tenders reserved for people living with disabilities.

Tracking effects of budgeting and spending on allocations towards women programmes can go a long way in understanding women empowerment initiatives the government and development partners has established. In Kenya, the government has established a women enterprise fund which is a Semi-Autonomous Government Agency in the Ministry of Public Service, Youth & Gender Affairs which provide accessible and affordable credit to support women to start and expand business for wealth and employment creation. As a strategy, the Women Enterprise fund partners with County government through signing of memorandum of association with the sole purpose of economically transforming the livelihood of women in the counties. The government allocations toward women enterprise fund from fiscal year 2016/17 to 2021/21 as reflected in the estimates of expenditures and Table 7.1 below show a total of Ksh 2.658 billion having being disbursed. The fund set up is an empowering programme seen as a vehicle to transform and empower women in the country. The trends from the year 2016/17 show that the allocations toward the fund have been dwindling from a high of Ksh 0.9 billion to Ksh 0.31 billion in the fiscal year 2020/21.

**Figure 2.0: Allocations towards women enterprise fund (Ksh billion)**



Source: (National Treasury, 2016-2021)

### 5.8 State department for Labour

The state department for labour is mandated to establish, review and coordinate social security policy and employment policy in order to promote decent work, skills development and sustainable job

creation. Focus has been on enhancing productivity of the labour force in order to achieve value for money spent on personnel expenditure. The employment policy ranges from child labour policy to internship policy. The state department, through its two main key programmes; promotion of best labour practices and manpower development, employment and productivity management, undertakes initiatives with targeted outputs, tracked through key performance indicators such as number of labour disputes resolved. Promotion of best labour practice programme promotes harmonious industrial relations through ensuring compliance with both local and international laws, protection of Kenyan workers' rights both in the country and migrant workers and regulation of trade unions.

Following the constitutional provision under article 159(2) that encourages alternative dispute resolution, the state department established the alternative disputes resolution mechanism for labour and employment disputes. A memorandum of understanding between the government and social partners, i.e., Federation of Kenyan Employees (FKE) and COTU to provide guidance on protection of jobs while cushioning employers from adverse effects of the pandemic on the business environment. However, inadequate capacity of institutions of social dialogue has been a challenge in successful negotiations between stakeholders. During the period between 2017/18-2019/20, the state department also intervened to resolve slightly over 14,000 labour disputes such as strikes and workplace stoppages but the system should be enhanced to avoid labour disputes dragging on beyond the proper time for resolution. In addition, economic disputes referred to the state department by the labour relations court have been investigated.

Manpower development programme similarly undertakes various initiatives to enhance competitiveness of the country's workforce. Labour market information is essential in helping people make informed decisions and the Kenya Labour Management Information System (KLMIS) was established as a one stop shop for labour market information covering both private and public sector. KLMIS provides the basis for labour policies and informs the design of policies based on identification of labour market issues. Over time, the system will contribute to a reduction in transaction costs of labour markets as the system overcomes incomplete information of labour market agents. Another system developed to enhance labour market information is the National Employment Authority Integrated Management System (NEAIMIS), which is a web-based portal that provides services such as registration of employment agencies, employers register and vacancies. Researchers report that lack of gender disaggregated data is a limitation towards assessing the impact of the various government initiatives in addressing inequalities. The various systems and the data generated from the same will address challenges of data gaps.

**Table 10.0: State Department for Labour (Ksh. Million)**

Gender Responsive initiatives	2017/2018	2018/2019	2019/2020	2020/21
Promotion of best labour practice	733.53	639.08	604.12	619.64

Manpower development, employment and productivity management	1,778.99	2,075.13	2,649.43	2,317.66
General administration, planning and support services	561.48	522.80	549.06	432.23
Total gender responsive initiatives	2,512.52	2,714.21	3,253.55	2,937.30
Total state department for labour	3,074.00	3,237.01	3,802.61	3,369.54
Total SPCR Sector allocation	45,196.19	53,057.14	69,147.44	56,695.19
% Share of WEEI sensitive programmes to SPCR sector allocation	4.4	6.1	5.5	5.9
% Share of SPCR sector allocation to National Budget	1.87	1.83	2.38	1.79
% Share of WEEI sensitive programme to National Budget	0.11	0.11	0.10	0.09

Source: (National Treasury, 2017-2020)

In financial year 2019/20, the state department for labour was allocated Ksh. 3.8 billion, an increase from Ksh. 3.2 billion in 2018/19 and Ksh. 3.1 billion in 2017/18. Budget allocation to the state department of labour has an increasing trend except for financial year 2020/21 where the allocation of Ksh. 3.4 billion was a decrease of Ksh. 0.4 billion from the previous year. Of this allocation, on average 85% is gender sensitive, and the share has been increasing for the period under review from 82% in financial year 2017/18 to 87% in 2020/21. As a share of total allocation to social protection sector, the state department's allocation is 5% on average. In order to promote harmonious industrial relations, promotion of best labour practice programme has among other activities withdrawn children from child labour and child labour free zones established. Farmers and health care providers were trained and sensitized on occupational safety and health.

With the rising cases of foreign employment labour disputes, especially domestic workers who have been reported as victims of abuse in the Middle East, the state department has resolved disputes between the Kenyan migrant workers and employers in Qatar and Saudi Arabia. Workers in distress have also been repatriated. The number of disputes resolved yearly by the state department has been constant overtime and there is need to increase the targets as demand for the service increases. Equally, bilateral trade agreements should be pursued to ensure safe, orderly and regular labour migration. Through manpower development, employment and productivity management programme, by 2020, 75,679 job seekers have been placed in employment and 66,619 students placed under industrial attachment while 117,375 persons were trained in relevant industrial skills.

In implementing its mandate, the state department for labour reports experiencing challenges in human resource capacity contributed by an aging workforce. The state department targets to replace retired technical officers at the county level, recruit staff and establish proper succession management to prevent the stagnation. Inadequate labour migration management framework has also limited the extent of intervention to repatriate Kenyan migrant workers and resolve foreign employment disputes. The state department is pursuing signing of bilateral agreements on conditions of employment with countries where Kenyans work. The state department for labour needs to streamline its various initiatives, including the Kazi Mtaani project and align it to the national agenda, with the aim of creating skilled workers and ensure the vulnerable groups benefit from it. In addition, an effective and efficient design for the informal sector is necessary to ensure that as the sector expands, there is optimal human resource utilization and a competitive workforce.

## 5.9 The National Treasury

The National Treasury is domiciled in the Public Administration and International Relations (PAIR) Sector which plays a pivotal role in the Economy by providing overall national leadership and policy direction towards the realization of the country's development agenda. The mandate of the National Treasury is the formulation and implementation of financial and economic policies that promote economic transformation in Kenya. The National Treasury has five strategic programmes which include; Public Financial Management; Economic and Financial Policy Formulation and Management; Market Competition and Creation of an Enabling Business Environment; Government Clearing Services and General Administration, Planning and Support Services. The first three strategic programmes are deemed to be the one which contains WEEI in the National Treasury.

**Table 11.0: The National Treasury (ksh Million)**

State department initiatives	2017/2018	2018/2019	2019/2020	2020/2021
Public Financial Management	22,169	15,043	23,534	49,661
Economic and Financial Policy Formulation and Management	1,527	1,927	1,099	1,517
Market Competition and Creation of an Enabling Business Environment	381	387	361	332
<b>Total Gender sensitive initiatives</b>	<b>24,077</b>	<b>17,357</b>	<b>24,994</b>	<b>51,510</b>
Government Clearing Services	38	56	n. s	15
General Administration, Planning and Support Services	34,127	37,678	49,888	56,086
<b>Total National Treasury(NT) allocation</b>	<b>58,248</b>	<b>55,091</b>	<b>74,883.19</b>	<b>107,612</b>
<b>Total Sector Allocation</b>	<b>212,661</b>	<b>169,215</b>	<b>190,029</b>	<b>251,951</b>
% Share of WEEI sensitive programmes to NT Budget	41.34	31.51	33.38	47.87

% Share of WEEI sensitive programmes to sector allocation	11.32	10.26	13.15	20.44
% Share of Sector allocation to National Budget	8.04	5.89	6.15	7.96
% Share of NT WEEI sensitive programme to National Budget	0.29	0.19	0.22	0.46

Source: (National Treasury, 2017-2020)

*Note: n.s stands for “not stated”. It means that the respective ministries do not provide explicit information on budgetary allocation.*

Spending by the National Treasury decreased between the period 2017/18 and 2019/20 from 41.3% to 31.5% but increased from 33.4% to 47.9% in fiscal year 2020/21. General Administration, Planning and Support Services and public finance programme had a higher spending across all the four years in this analysis. The specific initiatives spending included access to loans through the agriculture finance corporation and the number of registered AGPO enterprises. Through the KII, this analysis noted that in National Treasury, gender mainstreaming should cut across all departments. This is a notable effort in enhancing gender equality and women economic empowerment. Further, the Treasury has established a gender mainstreaming committee to ensure issues affecting both men and women are handled effectively. In the same effort, they have developed and trained gender committee members on its content and produced several gender reports on how to integrate gender equality in all its programs and initiatives.

### **5.10 State Department for Education**

The sector takes cognizance of the mandates of its six sub-sectors namely Early Learning & Basic Education; Vocational and Technical Training; University Education; Post Training and Skills Development; Implementation of Curriculum Reforms; and Teachers Service Commission. The sub-sectors derive their mandates from Executive Order No. 1 of May 2020 (Revised) on “Organization of the Government of the Republic of Kenya”. The sector aims at promoting a responsive and equitable education and training system that facilitates access, mobility, self-esteem, progression and fair chances to the disadvantaged, discouraged and the traditionally marginalized learners to acquire a formal qualification that matches their prior knowledge and skills.

The education sector report for the Medium-Term Expenditure framework 2022/23 – 2024/25 indicates that the sector is focused on achieving the objects of the Kenya Constitution 2010, with on education and training and national priorities as envisaged in the Kenya Vision 2030, the “Big 4” Agenda, Post Covid-19 Economic Recovery Strategy (ERS), and other international commitments. The Sector will therefore transformative and will undergo reforms in order to enhance access and inclusivity as well as improve quality and relevance. This will ensure that the education system promotes innovativeness and lifelong learning. These reforms require additional investments in order to meet the expectations of the citizens through improvement of education outcomes.

A review of the sector programme performance indicates the sectors has outlined six programmes' initiatives for the delivery of its outcome. This programme initiatives include Early learning and basic education, vocational and technical training, University education and research, post training and skill development, teachers service commission and general administration, planning and support services. The programme in the sector which focuses on initiatives geared toward women is the early learning and basic education. An example of the programme under the component of early learning and basic education is the provision of school health nutrition and meals. The key areas which focus on women empowerment include training management committee on school meal programmes and procurement and distribution to primary school girls in targeted regions sanitary towels.

The state department for education recorded a spending of 24.90% as share of the executive national budget for the year 2020/21. Out of this figure, Teacher's service commission received a share of 14.55% followed by the department of early learning and basic education with 4.88% and the department of university education and research spending of 4.38%. Vocational and technical training as well as post training and skill development spent 1.09 % and 0.01% respectively. All the other financial years 2017/18,2018/19 and 2019/2020 had a share of spending to the national executive budget of 24.78%,26.0% and 24.1% respectively. This shows that the spending for the state department had been within the same range of 24% to 26% for a period of four years. The department with sensitive Women economic initiatives is the Early learning and basic education. While spending as a share of the executive budget has remained constant over a period of four years, the share of WEEI sensitive programme to state department total spending declined from 23.43% for year 2017/2018 to 19.59% in the year 2020/2021

**Table 12.0: Department for Education (ksh Million)**

State department initiatives	2017/2018	2018/2019	2019/2020	2020/2021
Early learning and basic education	91,638	95,372	87,492	92,123
Vocational and technical training	12,768	16,759	17,843	20,539
University education and research	90,915	101,812	103,134	82,654
Post training and skill development	n. s	56	114	122
Teacher service commission	217,630	240,808	256,093	274,634
Total State Department sensitive programme on WEEI	91,638	95,372	87,492	92,123
Total Education Sector allocatio	391,081	454,825	464,635	470,087
% Share of WEEI sensitive programmes to Education sector allocation	23.43	20.97	18.83	19.59

% Share of Education sector allocation to National Budget	24.8	26.0	24.1	24.90.
% Share of WEEI sensitive programme to National Budget	1.11	1.03	0.79	0.81

Source: (National Treasury, 2017-2020)

In financial year 2020/21, the state department for education spent Ksh. 470.1 billion, an increase from Ksh. 5.5 billion in 2019/20 and year 2018/19 spent ksh454.8 billion an increase of ksh 63.7 billion in 2017/2018. The spending in the state department of education was on upward trends for the four on nominal terms. When this figures on spending are expressed as a share of education to the executive budget, on average, the share of allocation is at 24% for the four years with an exception of the fiscal year 2018/19 which recorded a spending of 26.0 % to initiatives which ae sensitive to WEEI. Of this spending in the education sector, on average 23.4% is gender sensitive, and the share has been decreasing for the period under review to 19.6% in 2020/21.

The financial year 2019/20 recorded the lowest spending at 18.8% from 21% in the year 2018/19. The programmes targeted in the fiscal year 2020/21 included gender sensitization under the free primary education which actualized 4,698 participants but the targeted number was not achieved due to Covid-19 pandemic containment measures. Other programmes under the free primary education that recorded included gender champions with a target of 7,852 participants trained and construction of toilets/wash facilities in the targeted school of 1,843 facilities. It is important for the numbers to be more disaggregated to ascertain the number of men/men who were trained and benefited from the constructed facilities. This will go a long way in balancing/increasing programmes that benefit women in the education sector and establishment of gender-responsive sanitation facilities.

The spending of WEEI sensitive programme as a share the executive budget show some declining trend from 1.11 % in the year 2017/18 to 0.8% in the year 2019/20 and 2020/21 in the sector. This spending trends shows that either the state department require more resources focusing on women initiatives or the state department need to review programmes that focuses on WEEI for the realization of women of rights in the country. It is important to note that under the free primary education component, the programme on school health, nutrition and meals, there are specific outputs donor funded which include training on WASH access and utilization, sanitary towers provision and distribution and training on health. This implies that this is one of the programmes that are donor dependent and therefore this raises questions of sustainability. It is therefore important for the government to partner with the donors in training and provision of this essential a services for sustainability purposes. Similarly, donor execution of funds resulting to poor outcomes. During the Key Informant interviews, what come out as a success story is the provision of Sanitary towels by state department for basic education for women empowerment because many women now are able to access education thus, they are empowered in the long run.

## 6.0 Summary and Conclusions

This study was designed to understand whether social spending at the national levels respond towards the fulfillment of women's economic empowerment through collating data on budget spendings in numerical form and analyzing existing women empowerment policies and initiatives to build a rich understanding of the existing policies. The data collected relied on secondary sources of recurrent and development expenditure from various budget documents, including estimates of recurrent and development expenditure, programme-based budgeting, sector working group reports, quarterly economic and budgetary review reports. This was important in finding out whether improving the welfare of women through increased income levels, enhancing their decision-making powers and control over resources should be through spending in the various state departments.

At the National level, eight state departments have programmes which have initiatives dedicated towards women's economic empowerment. State Department for Gender, National Gender and Equality Commission and State Department for Social Protection account 100% of their total budget on WEEI for the four fiscal years under this analysis. The huge spending in this state department is attributed to the fact that the first stop for initiatives on women would be this three state departments. In five out of the eight state departments, it was possible to isolate WEEI sensitives programmes although it was not possible to specifically isolate spending on women initiatives across the department as most of the figures on actual spending are highly aggregated.

Spending on women's economic empowerment is concentrated on education, health, social services and gender departments. The initiatives funded include school health, nutrition and meals; Reproductive, Maternal, Neo-natal, Child and Adolescent Health (RMNCAH), family planning; free maternity services; sanitary tower provision; spending on national safety programmes; internship and apprenticeship across government ministries, department and agencies. To improve WEEI in Kenya, it is important for the commissions be strengthened through sufficient budget allocation and establishment of necessary legal framework to ensure adherence to constitutional provisions on gender equality. Further, there are programmes that are donor dependent which raises the question of the initiative's sustainability and lack of gender disaggregated data on spending is a limitation towards assessing the impact of the various government initiatives in addressing inequalities on WEEI.

Existing literature in this analysis shows that budget reviews at national and county level showed some efforts of resource allocation to specific actions and interventions or programs that have a direct impact on addressing gender inequality. There is also lack of evidence to show if during budgeting processes, the practitioners interrogate how each of the budget allocations impact on women and men, girls and boys, respectively. The current approach to budget reporting and the lack of disaggregation in reporting on budget allocations and executions is a challenge on tracing financing responding to priority policy areas on WEEI in such state departments of land, housing, environment, and agriculture. The IEA-Kenya through this analysis suggests the need to create a gender mainstreaming departments in all state departments at the national level and this should be cascaded at the county level and provision of gender disaggregated would help in assessing the impact of the various women's economic empowerment initiatives in Kenya. Closing these gender data gaps is a predecessor for achievement of gender equality in Kenya.

## 7.0 Policy Recommendations

On the basis of this study, the following are key policy messages specific to WEEI-related departments and ministries in Kenya;

- ***Gender mainstreaming in all state departments***

Create gender mainstreaming departments in all ministries at the National level and cascade mainstreaming at the county level. This analysis identified only eight state departments ministries which are sensitive to WEEI and for realization of mainstreaming of gender issues at both level of governance, advocacy should go beyond the eight-state department to across all government state department. Through the KII, this analysis noted that gender mainstreaming should cut across all departments. This is a notable effort in enhancing gender equality and women economic empowerment. Further, the Treasury has established a gender mainstreaming committee to ensure issues affecting both men and women are handled effectively. In the same effort, they have developed and trained gender committee members on its content and produced several gender reports on how to integrate gender equality in all its programs and initiatives which should be replicated to all the state departments at the national and county level in Kenya. As a sector convenor, the National Treasury should take lead in this initiative by ensuring that sector reports have specific programmes on women's initiatives across all the state departments.

- ***Increase allocation and utilization of gender related budgets for the state department at the national level***

In order to realize improved gender outcomes, the state department at the national level should address bottlenecks affecting absorption of gender sensitive budgets especially in regard to synchronizing work plans with procurement plans which is a major cause of low absorption rates. Additionally, progressively scale up investment in gender through adhering to WEEI policy commitment towards realizing targets of SDG and improved gender spending by 2030, on gender related ministries of Health, education and social sector state departments should progressively increase proportionate allocation to gender related projects. The government allocations toward women enterprise fund from fiscal year 2016/17 to 2021/21 as reflected in the estimates of expenditures and Table 7.1 below shows a total of Ksh 2.658 billion having being disbursed. The fund set up is an empowering programme seen as a vehicle to transform and empower women in the country. The trends from the year 2016/17 show that the allocations toward the fund has been dwindling from a high of Ksh 0.9 billion to Ksh 0.31 billion in the fiscal year 2020/21. This figure show be scaled to improve this vehicle for improving the welfare of women's in this country

- ***Implementation of existing legal and institutional framework***

The existing legal and institutional framework is sufficient to promote gender responsive budgeting. However, there are implementation gaps across the budget cycle, all the way from planning to evaluation. The Kenya gender responsive budgeting guideline is clear on the definition and processes towards achieving GRB. There is poor translation of these guidelines as existing gender gaps are addressed through specific need-based programmes and initiatives. Similarly, review of the budget

spending by government ministries, departments and agencies reveals that women empowerment initiatives are limited to certain sectors (mostly health, social protection and education sectors), yet gender gaps and inequalities exist across all sectors and aspect of the society. Though women empowerment initiatives are a necessary step to correct past inequality in the short term, as a long-term strategy, it isolates rather than integrates gender issues throughout the development process. The best wholistic alternative policy tool is gender responsive budgeting. Legislations on gender should be anchored well in law for effective resource mobilization

- ***Disaggregated gender data***

Lack of gender disaggregated data has been a limitation towards assessing the impact of the various women economic empowerment initiatives in Kenya. The largest gaps were in areas of unpaid care/ domestic work and key labour market indicators. In addition, many areas such as gender and poverty, physical and sexual harassment and women's access to assets lack comparable methodologies for regular monitoring. Closing these gender data gaps is a predecessor for achievement of gender equality in Kenya. In instances where data is available, the mismatch in reporting framework across different budget documents poses a challenge. The reporting framework in the budget documents at each stage should also be harmonized to facilitate tracking and monitoring. More specifically, the reports should identify beneficiaries of programmes and initiatives by gender. The IEA Kenya proposes that there should be an established a gender management database to be updated regularly and include disaggregated data on women's initiatives as a minimum standard and also strengthen the capacity to develop and use of the national guidelines on collection, collation and analysis of sex disaggregated data.

- ***Budget transparency and comprehensive budget information and budget code for Gender***

The national government should improve details of budget information by not only providing disaggregated information on government programmes on women's economic initiatives but explicit gender budget codes to facilitate budget analysis and tracking. This should be provided through the chart of accounts for standardization in order to facilitate comparative analysis.

- ***Prioritization of domestic resource mobilization to address donor dependency and enhance sustainability in the health and education sectors programmes that target women's initiatives***

It is evident from the KII conducted and the sector reports that education and health sector have programmes on women initiatives that are donor funded. This programme includes sanitary provision and distribution; training on health and WASH access and utilization; initiatives toward community led total sanitation; procurement and distribution of family planning commodities and procurement

and distribution of critical HIV commodities for prevention, treatment and care. Kenya is experiencing donor funding reduction or cessation of funding of public health programmes with Withdrawal of donor funding e.g. (USAID) under the Afya Elimu Fund in the health sector and Kenya being classified as a low middle income country on the road to self-reliance will affect many donors funded programs especially commodities for TB, HIV, Malaria and RMNCAH which the Government is expected to fund from domestic resources. Unavailability of the full budget on this programmes focusing on women's initiatives will lead to reversal of gains made which then calls for the national government to increase government support in terms of domestic funding in the health and education.

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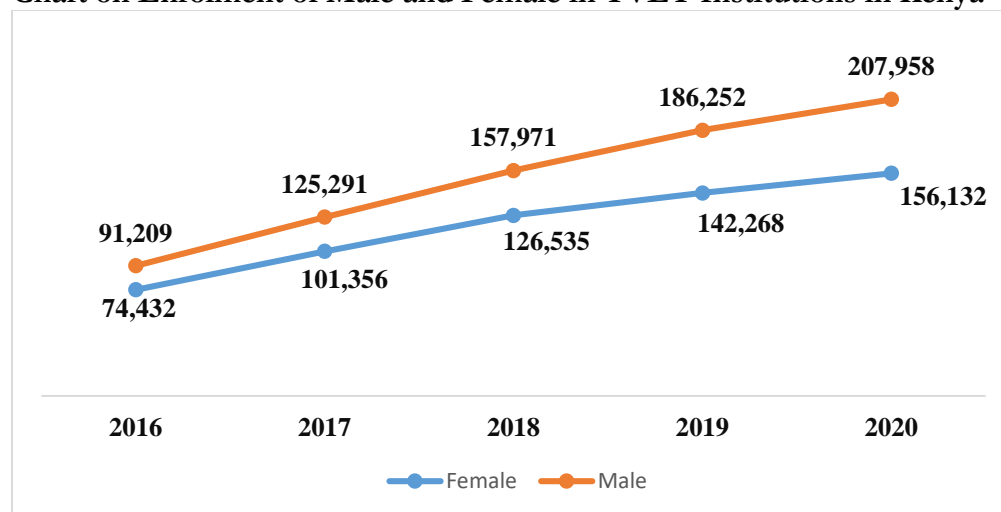
## **Appendixes: Examples of women's economic empowerment initiatives requiring increased resource allocations from the National Treasury**

### ***Appendix 1: Women and tertiary education***

As explained under section 2.2, Kenya has made significant progress in closing the gender gap in access to education. The scores however decline in higher level of education pointing to challenges in transition among girls from secondary to tertiary level. Primary to Secondary Transition Rate data from 2016 to 2020 show that in 2020, the rate increased by 9.2 percentage points to 94.6% from 85.4%

in 2019. The increase is attributed to Government policy to ensure 100 per cent transition of all pupils from primary to secondary education (Economic Survey, 2021). Total enrolment in secondary schools recorded a growth of 8% to 3,520,400 in 2020 of which 50.3% were girls. These figures confirm the high scores in the gender gap closed in access to primary and secondary school education.

**Chart on Enrolment of Male and Female in TVET Institutions in Kenya**



Source: Economic Survey 2021

Enrolment in Technical and Vocational Education Training (TVET) has been on an increase for the five years under review for both male and female. However, both in nominal values and percentage growth, female enrolment is lower and growing at a lower rate respectively in comparison to male enrolment. In 2020, male enrolment in TVET institutions increased by 12% while that for female increased by 10%.

**Appendix 2: Enrolment of males and females in universities**

The table show the enrolment of male and female students in Kenyan universities

	2017/18	2018/19	2019/20	2020/21
<b>Male</b>	303,856	306,278	303,044	325,871
<b>Female</b>	218,203	213,184	206,424	220,828

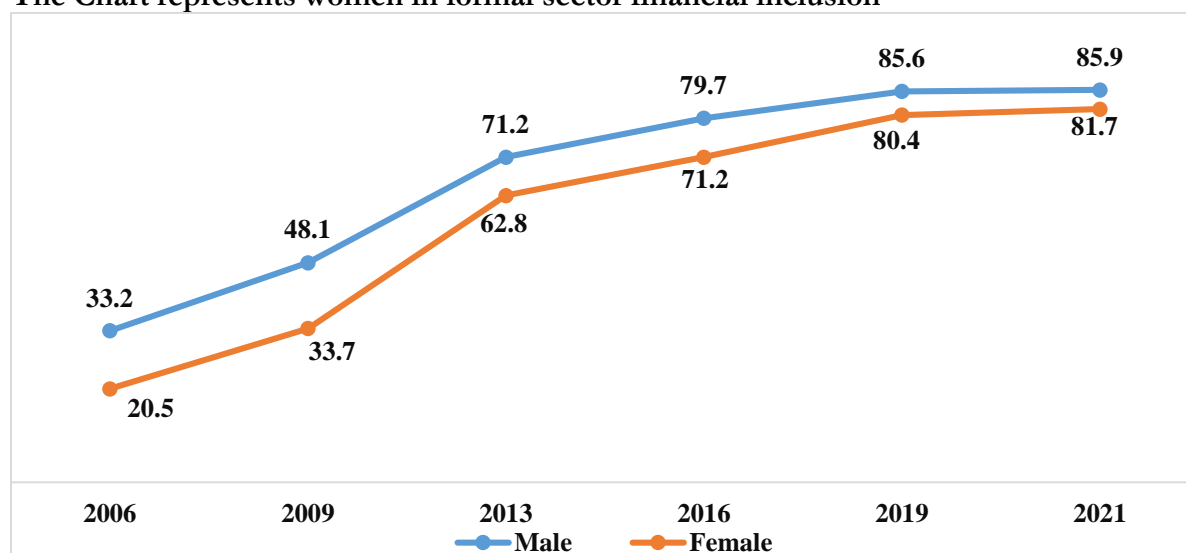
Source: Kenya Economic Survey 2021

### ***Appendix 3: Women Rights to Protection against Sexual and Gender Based Violence***

The Government is committed to addressing prevention and response to GBV and has developed robust policies and laws that seek to prevent and respond to gender-based violence (GBV) which include: the National Policy on Prevention and Response to Gender Based Violence. Various initiatives have also been undertaken to deal with Sexual and Gender Based Violence in Kenya including the establishment of Gender Desks in police stations, capacity building on SGBV, improvement in government support in providing support services such as shelters for GBV survivors, supporting toll free SGBV hotlines and increased advocacy against SGBV. Despite these initiatives, the reported cases of gender-based violence in 2020 increased to 3,884 from 2,189 in 2019. This has been attributed to stay at home due to slow down of economic activities to curb the spread of Covid-19.

### ***Appendix 4: Women and financial Inclusion***

The Chart represents women in formal sector financial inclusion



Source: Fin Access Household Survey 2021

### ***Appendix 5: Alignment of GRB in the existing budget stages***

Budget Stages	Proposed Actions
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Planning/ Formulation	<ul style="list-style-type: none"> <li>• Analysis of needs of women and men, boys and girls</li> <li>• Gender Impact Analysis (GIA) of proposed spending by departments</li> <li>• Analysis of gender impact of revenue raising policies</li> </ul>
Approval	<ul style="list-style-type: none"> <li>• Cumulative impact assessment of the whole budget</li> </ul>
Implementation	<ul style="list-style-type: none"> <li>• Assessment of whether funding to ministries, departments and agencies matches budget allocations</li> <li>• Publication of gender responsive outcomes and indicators to enable monitoring and tracking</li> </ul>
Evaluation	<ul style="list-style-type: none"> <li>• Review of sectoral/ministerial/departmental spending to ensure it is in line with budget proposals</li> <li>• Assess if government programmes have met objectives for gender equality</li> </ul>

Source: IEA Kenya

**Appendix 6: A template showing how to calculate resource allocation towards WEEI as a share of Ministries, Departments and Agencies of the National Government**

Financial Year	Ministry of Public Service and Gender State Department for Gender		State Department for Youth		Ministry of Education		State Department for Labour	
	% Share to WEEI	Total Budget (Ksh Mn)	% Share to WEEI	Total Budget (Ksh Mn)	% Share to WEEI	Total Budget (Ksh Mn)	% Share to WEEI	Total Budget (Ksh Mn)
2017/18								
2018/19								
2019/20								
2020/21								

Source: Own computation

***Appendix 7: List of key informants interviewed***

**State Actors**

- (i) The National Treasury
- (ii) State Department for Planning
- (iii) State Department for Gender
- (iv) State Department for Youth
- (v) State Department for Social Protection
- (vi) National Gender and Equality Commission (NGEC)
- (vii) Kenya National Bureau of Statistics (KNBS)
- (viii) Ministry of Education
- (ix) Ministry of Health
- (x) The Kenya Women Parliamentary Association (KEWOPA)

**Non-State Actors**

- i. Crown Trust
- ii. UN Women
- iii. Kenya Women Finance Trust (KWFT)
- iv. Centre for Rights Education and Awareness (CREAW)