



Institute of
Economic Affairs



Kenya University
Women's Economic
Empowerment Hub



GENDER RESPONSIVE BUDGETING

TRACKING NATIONAL BUDGETS 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



Budget allocations on Women's Economic Empowerment Initiatives in Kenya primarily focuses on key sectors

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 was 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 (Kenya National Bureau of Statistics, 2020), yet the entire budget with WEE friendly initiatives on averages 23% of the national budget in the financial year 2021/22, and 25% for financial year 2022/23 This is an indicator of the inadequate attention accorded to women's empowerment matters albeit some state department dedicated towards WEEI, e.g. the National Gender and Equality Commission, Department for Social Protection, and State Department for Gender.
- The Budgetary allocation at National level to WEE is concentrated on eleven state departments. The State Department for Gender and the National Gender and Equality Commission allocated 100% of their total budget to Women's Economic Empowerment Initiatives (WEEI) over the two fiscal years under analysis. While WEEI-sensitive programs were discernible in all the eleven state departments, isolating expenditure on women's initiatives across departments proved challenging due to the highly aggregated nature of most figures on budgetary allocations.
- Budget allocations on Women's Economic Empowerment Initiatives in Kenya primarily focuses on key sectors, including education, health, social services, and gender departments. Supported initiatives encompass a range of areas such as school health, nutrition, and meals; Reproductive, Maternal, Neo-natal, Child, and Adolescent Health (RMNCAH); family planning; free maternity services; provision of sanitary towels; investments in national safety programs; and the implementation of internship and apprenticeship programs across various government ministries, departments, and agencies.



Allocation of budgets for Women's Economic Empowerment represents a crucial initial phase effective implementation of these financial resources

Strengthening commissions responsible for Women's Economic Empowerment through adequate budget allocation and the establishment of a robust legal framework is crucial to ensure compliance with constitutional provisions on gender equality.

- In the State Department of Education, the programme on school health, nutrition and meals have 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. Reliance on donor funding for certain programs raises concerns about the sustainability of these initiatives. The absence of gender-disaggregated data on spending poses a limitation in evaluating the impact of government initiatives in addressing gender inequalities in women's economic empowerment.
- 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.

- Allocation of budgets for Women's Economic Empowerment represents a crucial initial phase effective implementation of these financial resources. A comprehensive and well-executed implementation strategy is essential for unlocking the full potential of these budgets and fostering positive and lasting change for women in the economic domain. Monitoring spending through absorption rates serves as a metric for implementation progress.
- The existing literature in this analysis highlights that budget reviews at both the national and county levels have demonstrated some efforts toward allocating resources to specific actions, interventions, or programs with a direct impact on addressing gender inequality. However, a notable gap exists in the evidence to indicate whether, during the budgeting processes, practitioners systematically assess how each allocation affects women, men, girls, and boys, respectively. The current approach to budget reporting, coupled with the lack of disaggregation in reporting on budget allocations and executions, poses a challenge in tracing financing directed towards priority policy areas on Women's Economic Empowerment Initiatives (WEEI) in state departments such as land, housing, environment, and agriculture.

General Recommendations

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

- 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, and enhancing their decision-making powers and control over resources¹. Literature shows that WEE is recognized as a precondition to achieving SDGs² 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.



The various women economic empowerment initiatives by the government is an indicator of its commitment to gender equality.

¹ (Gates Foundation,2021)

² (UN Women,2021)

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 budgets on WEEI in Kenya. There is limited Kenyan literature showing the link between public resource allocations 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 (Kenya National Bureau of Statistics, 2020). 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 (World Bank, 2019) places the female participation in Kenya's labor force at 49.2% in 2019³. 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 Kenya⁴. 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.

³ (World Bank, 2019)

⁴ (Kenya National Bureau of Statistics, 2015)



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 institution⁵.

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

⁵ (Kenya National Bureau of Statistics, 2020)

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 Judiciary⁶. This can also be attributed to barriers of entry from all stages for example, in nomination and election.

UN Women (2020) acknowledges that there are widespread and persistent challenges regarding WEE. In their recent Women Empowerment Index, 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 men⁷.

The various women economic empowerment initiatives 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 (National Gender and Equality Commission (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 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 programs influences the performance of women in Kenya.

⁶ (Kenya National Bureau of Statistics,2020)

⁷ (UN Women,2020)



2.0 Policy Review



The National Gender and Equality Commission (NGEC) plays a key role in development and implementation of women economic empowerment initiatives in Kenya.

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 (Access to Government Opportunities, 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



Photo Credit: Google

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 (2017), Gender Data Sheet (2015), The Status of Women Report (2017) and the Kenya National Action Plan on UNSCR 1325 for Women, Peace and Security (2016) 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 budget on WEE. Data on public budgets 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. 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.

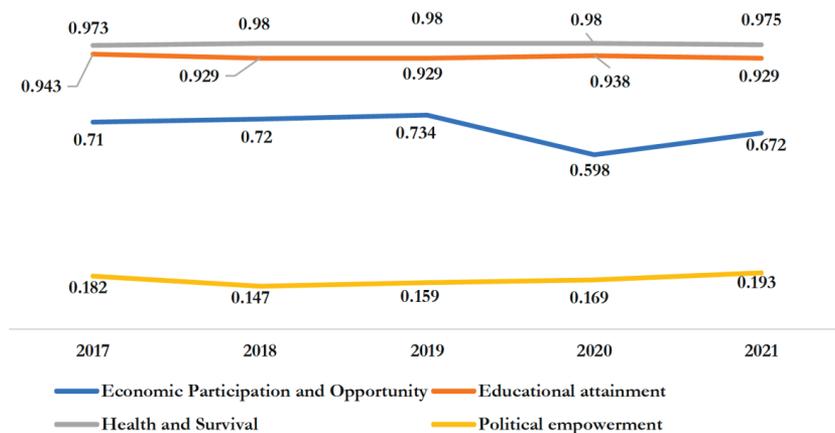
The closure of gender gap in primary education is attributed to Kenya's free primary education program launched in the year 2003 to make primary education accessible to all at no cost. However, the score drops to 0.896 in enrolment in secondary education and further drops to 0.737 for the enrolment in 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 institution⁸.

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. 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

⁸ (Kenya National Bureau of Statistics, 2020)

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 (The 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 Kenya National Census conducted in 2019 estimates the percentage population of women at 50.5% of the entire population making their contribution vital to the growth of the country (Kenya National Bureau of Statistics, 2020). 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, enhanced decision-making powers, control resources and effectively participate in.

Table 1: Simulation 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
% Of GDP	3.8	31.1	34.88	10.0	31.1	41.1

Source: CRAWN Trust/ Kenya Integrated Household Budget Survey 2015/16

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%. 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).

2.4 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.



.....there is a missed opportunity as to women's contribution to Gross Domestic Product (GDP).



Table 2: Selected Indicators on Women's Socioeconomic Situation in Kenya

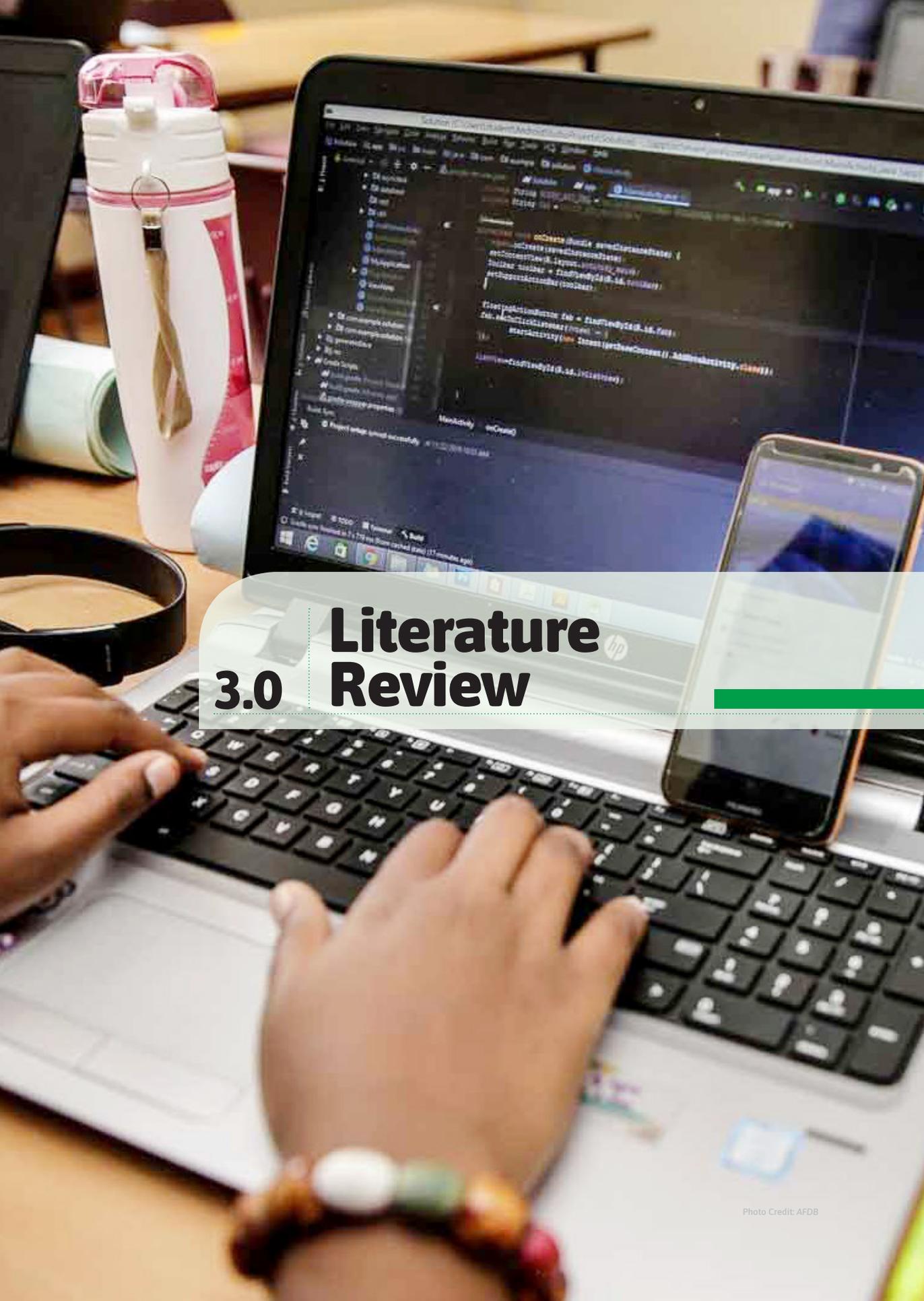
	2021
Population Statistics	
Male population (million)	19.19
Female population (million)	19.42
Total population (million)	38.61
Economic	
Employed female population below international poverty line (Age 15+)	28.5%
Employed male population below international poverty line (Age 15+)	27.5%
Female unemployment rate (Age 15+)	2.9%
Male unemployment rate (Age 15+)	2.6%
Political	
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%
Social	
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%
Legal frameworks that Promote, Enforce and Monitor Gender Equality (% of Policies)?	
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)

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 7th 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 3rd 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.



3.0 Literature Review



Very few decision makers and budget practitioners routinely apply GRB tools and practices in planning and budgeting process.

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



Kenyan government's spending towards gender equality is highly likely to be larger than is currently traceable.

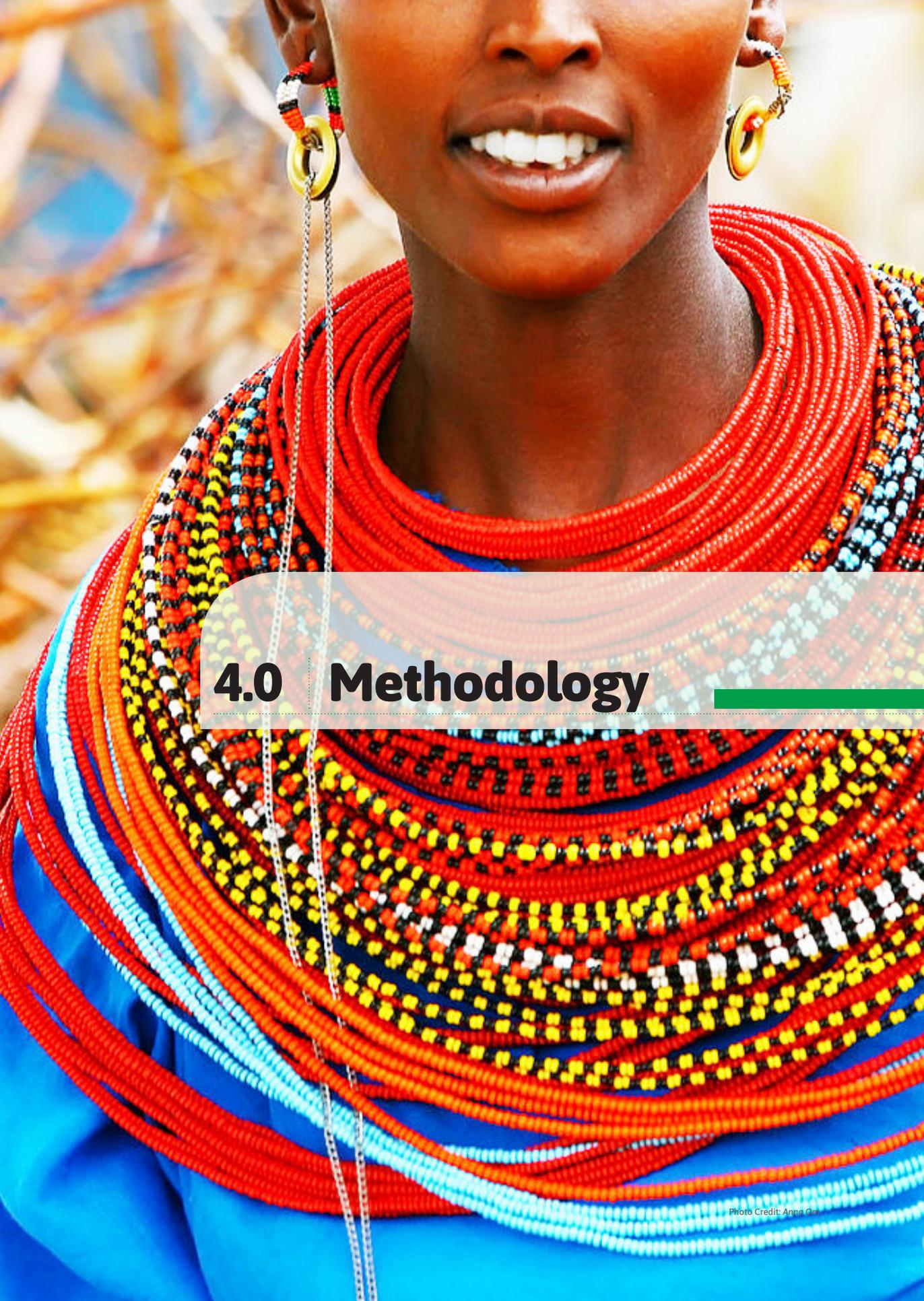
big picture analysis and secondly narrowing down to provide state departments analysis in agencies with initiatives that address gender equality. This study combines data published across different budget documents to address data gap challenges to some extent and estimate the share of gender equality 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.

3.3 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 approaches to collect data that was used to generate informed conclusions and recommendations on ways to close the GRB implementation gap. The 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 involves analysing existing women's empowerment policies objectives 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 relevant literature.

II. Conducting Gender Responsive Budgeting Analysis

Upon mapping out the WEEI policies, the study conducted a comprehensive gender-responsive budget analysis to scrutinize the formulation of budgets across diverse ministries. The primary objective was to ascertain the extent to which women's economic empowerment is considered during the budgetary planning phase, evaluating whether financial provisions are consciously earmarked for initiatives that promote the economic empowerment of women. By examining the allocation patterns and decision-making processes of budget planners, the study aimed to uncover whether there is a deliberate and proactive

effort within various ministries to integrate women's economic empowerment initiatives into the financial planning framework

In this analysis, the Institute of Economic Affairs did not examine all national government budget documents. Instead, it adopted a selective approach, guided by the mapping of the WEEI, with a particular focus on sector reports. The focus extended to program-based budgets and supplementary budgets, encompassing both recurrent and development expenditures for the national government.

The analysis entailed a "big picture" budget allocation trend analysis. This analysis further progressed into a budget allocation analysis of the different sub-programs and their delivery units to understand whether the allocation is coherent with government policies and plans. This analysis has used the term "women's sensitive program" to mean interventions and programs targeted toward improving the economic empowerment of women in the National government state departments, commissions,

and ministries. The delivery units chosen encompassed areas like gender and socio-economic empowerment, gender mainstreaming, legal compliance and redress, youth development, National Safety Net Programs, and early learning/basic education for the fiscal years 2021/22 and 2022/23.

The study identified 11 ministries implementing specific programs dedicated to women's economic empowerment. These initiatives offer specialized services tailored to enhance women's access to affordable credit, increase their incomes, improve their skills, and foster an enabling environment for their participation in economic, social, and political decision-making. These efforts are facilitated through government-established initiatives such as affirmative action funds, and expenditures in health, education, and other services.

These entities encompass Gender and Affirmative Action, National Gender and Equality Commission, higher education and research, basic education, vocational and technical training, youth affairs and arts, the National Treasury, social protection, senior citizens and special programs, labor, health, and the Teacher Service Commission. The subsequent phase involved the description of budget allocations for each of

these entities in the fiscal years 2021/22 and 2022/23 to facilitate comparative analysis. Collectively, these ministries' total allocation budgets are KSh 877.3 million in FY 2021/22 and KSh 875.12 million in FY 2022/23 which combines both recurrent and development expenditures. This is 41% of the total MDA budget in FY 2021/22 and 42% in FY 2022/23.

It is worth noting that certain programs focused on women's economic empowerment may be integrated into different ministries or state departments. For example, under the Nairobi Metropolitan Service, the Executive Office of the President used to oversee Pumwani Maternity Hospital, which received an allocation of KSh 476,970,900 in the fiscal year 2020/21.

The methodology employed for this analysis involved a meticulous examination, line by line, of every delivery unit within the respective ministries. The primary source of information for this scrutiny was the program-based budgets. Subsequently, the budget allocations for all women's sensitive delivery units within each sub-program in every ministry were aggregated. The primary source of data for these allocations was derived from the estimates of recurrent and development expenditures presented to the National Assembly in the form of the second Supplementary

Budgets for the years 2022/23 and 2021/22, released in October of each respective year. These allocations were instrumental in estimating the proportion of State Department spending dedicated to women's programs for the specified financial years.

It is essential to note that, in this process, the "General Administration and Planning" component was incorporated into the line budgets identified as relevant to the study. The assumption underlying this inclusion is that a facilitating budget exists for the implementation of these delivery units. However, a limitation was encountered in that the study did not apportion a percentage of the "General Administration and Planning" budget. Instead, the entire amount was added, as the Supplementary budgets did not provide a breakdown of this figure into specific delivery units.

The analysis also checked on the absorption rates of funds allocated and service delivery toward WEEI at the National Level. However, we found out that the Office of the Controller of Budgets Reports doesn't granulate all these figures into the different delivery units as is done in the budget allocation stage so that one can know how they performed. This made it hard to compute the second-order effect analysis which focuses on absorption and implementation. Therefore, the study ended up just focusing on the first-order effect which is responsiveness to whether allocation follows the policies.



The sensitivity analysis entailed the consideration of three variables, specifically the four distinct definitions of Women's Economic Empowerment, the corresponding count of programs aligning with these definitions, and the proportion of Women's Economic Empowerment budgets relative to the overall ministerial budget. Subsequently, the sensitivity was categorized into four clusters: 0 to 24%, 25 to 49%, 50 to 74%, and 75 to 100%. Notably, the cluster encompassing 75 to 100% is considered the most sensitive in this context.

The study also borrowed from Rhonda Sharp's 3-category tool which aims to incorporate a gender equality perspective into the budgeting process and the policies that underpin it. Rhonda Sharp's three-way categorization of expenditure breaks down budget expenditures into three main categories:

1. Gender-specific Expenditure Targeting Women and Girls

This step is important in assessing the initiatives and projects that have been designed specifically to address the needs and challenges faced by women and girls in the different state departments in Kenya. These include programs like women's literacy projects, which aim to improve female literacy rates or access to credit facilities that then enable women to take part in economic activities. The focus is on addressing gender-specific issues and promoting the well-being, empowerment, and advancement of women and girls.

2. Expenditure Promoting Equal Opportunities in the Public Sector

This category is concerned with reducing gender disparities and promoting equal opportunities in the public sector ensuring that individuals regardless of gender, have equal opportunities for employment and advancement. 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.

3. Mainstream Expenditure

This entails budget expenditures not included under the two previous categories generally comprise over 95 percent of budget expenditure. While not explicitly targeted at gender-specific or equal opportunity initiatives, mainstream expenditures contribute to the overall functioning of government and public services. It's important to consider how these expenditures may impact different genders and ensure they do not inadvertently reinforce gender inequalities. 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 an example of a data collection tool.

Rhonda Sharp's methodology has proven valuable in illustrating that the essence of a gender-responsive budget goes beyond merely allocating limited resources to gender-specific programs. By segmenting the budget into three expenditure categories, it has successfully highlighted that mainstream expenditures also play a role in influencing gender dynamics within public service delivery. However, the tool has its limitations, as it does not differentiate between terms such as 'women' and 'gender.' Additionally, its three-way categorization primarily serves expenditure analysis, and only two categories (categories 1 and 3) directly relate to processes within the budgetary cycle. Notably, there is a prevailing tendency to confine gender budget analysis to the first expenditure category, given its ease of tracking compared to the more complex examination of gender implications in mainstream expenditure.

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 officers' 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 documents, including Estimates of recurrent and development expenditure and program Budgeting. All these documents were sourced from the National Treasury. To ensure that we provide some trend analysis, we will focus on two financial years 2021/22 and 2022/23.

Primary data was collected from key stakeholders through purposive key informant interviews from both the state and non-state actors.



A comparative analysis of the impact of budgets on men, boys, girls and women is the first step in gender responsive budgeting.



5.0 Key Findings



.....the budgetary process aligns with Women's Economic Empowerment (WEE) needs,

5.1 Share of WEEI Budgetary Allocations for all Ministries, State Departments and Agencies

This section presents an analysis of the Women's Economic Empowerment Initiatives (WEEI) budget at the national level. It encompasses the total executive budget for the identified eleven MDAs with a WEEI component. This budget analysis aims to shed light on how the national government is actively advancing gender equality and ensuring that budgetary allocations and policies are aligned to achieve gender equity. The objective is to scrutinize programs and evaluate how government allocation and spending align with established policies on women's economic empowerment in Kenya.

5.2 State Department Budget Allocation on Women's Economic Empowerment at the National Level

5.2.1 Introduction

This section delves into the analysis of budget allocation initiatives for Women's Economic Empowerment at the national level. As outlined in the methodology, the focus was on eleven state departments providing WEEI-sensitive services, and the process is clearly outlined in that section. The study concentrates on these specific departments, recognizing that WEEI

mainstreaming and advocacy should extend beyond explicit services to encompass all government departments.

In terms of budget allocation, the combined budget for the eleven state departments and ministries, detailed in the Table below, constitutes 40% and 42% of the entire national executive budget for both FY 2021/22 and FY 2022/23. This shows that the combined budget allocation within those two years has seen an increment of about two percentage points. However, in absolute numbers, it has decreased by KSh 2.2 billion from KSh 877 billion in FY 2021/22 to KSh 875 billion in FY 2022/23. This is because, the three top MDAs that have witnessed a reduction in their allocation of WEEI are the State Department for Youth Affairs and the Arts, the National Treasury, and the Ministry of Health at 55%, 30%, and 22% respectively. The one that has presented a notable increase is the State Department of Education at 31%. The analysis provided had challenges in obtaining detailed information on specific spending allocations within some state departments, making it difficult to differentiate the proportion dedicated to WEEI.

In the same breadth, WEE initiatives take up 63% of their entire budget allocation for the chosen eleven MDAs and 23% and 25% of the total MDA budget in FY 2021/22 and FY 2022/23 respectively. Notably, the State Department for Gender, the National Gender and Equality Commission, and the Teacher Service Commission are reported to allocate 100% of their total budget to WEEI for these

two years under study. However, the concern is raised regarding whether all the spending in these departments is genuinely geared toward empowering women. Conversely, certain departments like the National Treasury and State Department for Vocational and Technical Training allocate significantly lower percentages to WEEI, standing at 9% and 9.7% respectively.

Table 3: Comparison of Women's Economic Empowerment Actual Budget as Shares of Ministries Budgets in KSh Million (FY 2021/22 and 2022/23)

Ministries, State Departments and Agencies	Budget (2021/22)			Budget (2022/23)			Annual Percentage Change (WEE Budget)
	Ministry Budget	WEE Budget	% Share of WEE	Ministry Budget	WEE Budget	% Share of WEE	
State Department for Gender and Affirmative Action	3,621	3,621	100	3,946	3,946	100	9
National Gender Commission	450	450	100	408	408	100	-9
State Department for Higher Education and Research	105,717	16,279	15.4	108,450	16,412	15.1	1
State Department for Basic Education	107,359	90,737	84.5	134,822	119,188	88.4	31
State Department for Vocational and Technical Training	23,053	2,238	9.7	24,416	2,577	10.6	15
State Department for Youth Affairs and the Arts	5,395	5,323	98.7	2,538	2,381	93.8	-55
National Treasury	170,107	15,225	9	147,563	10,728	7.3	-30
State Department for Social Protection, Senior Citizens Affairs and Special Programs	37,211	29,307	78.8	38,246	30,091	78.7	3
Ministry of Labor	3,611	2,195	60.8	3,357	2,383	71.0	9
Ministry of Health	130,469	44,653	34.2	111,185	34,878	31.4	-22
Teacher Service Commission	290,319	290,108	99.9	300,195	298,954	99.6	3

Ministries, State Departments and Agencies	Budget (2021/22)			Budget (2022/23)			Annual Percentage Change (WEE Budget)
	Ministry Budget	WEE Budget	% Share of WEE	Ministry Budget	WEE Budget	% Share of WEE	
Total Budget and Share Allocation to Ministry	877,313	500,136	63	875,127	521,945	63	4
Total MDAs Budget	2,152.62	500,136	23	2,085.74	521,945	25	

Source: Various Supplementary Budgets (2021/22 and 2022/23)

The Women's Economic Empowerment Strategy 2020 – 2025 report notes that Kenya has historically faced a high level of gender inequality. The Women's Economic Empowerment Strategy aligns with the government's transformational agenda, integrating gender equality and women's empowerment into priority initiatives like Affordable Housing, Manufacturing, Universal Health Care, Food Security, and Nutrition. Given the importance of interrogating key sectors of the economy to establish the extent of initiatives focused on Women's Economic Empowerment, continued efforts to enhance transparency and detailed reporting within state departments are crucial. This would enable a more comprehensive understanding of the impact and effectiveness of budget allocations and expenditures on WEEI programs across different sectors.

In theoretical terms, policymakers are presumed to be rational actors driven by the goal of maximizing women's economic empowerment within the

constraints of the budget. However, in practice, a discrepancy emerges as we examine ministries to assess whether their behavior aligns with the optimization assumption.

The data presented in Table 4 reveals a varied range of sensitivity scores based on the rankings from the highest to the lowest. Notably, in agencies like the Teacher Service Commission, the budgetary process aligns with Women's Economic Empowerment (WEE) needs, reflecting adherence to the optimization assumption. Conversely, in departments such as the National Treasury, this alignment is minimal. This diversity indicates varying degrees of prioritization across organizations. The significance of this information lies in its capacity to spotlight specific ministries during the budget formulation stage, facilitating a nuanced understanding of improvement opportunities. Consequently, the insights gained can inform targeted efforts aimed at enhancing gender sensitivity in these departments.

Table 4: Table: Gender Sensitivity Analysis for Different MDAs

Ministry, State Departments and Agencies		Total Sensitivity
1	Teacher Service Commission	0.92
2	State Department for Social Protection, Senior Citizens Affairs and Special Programs	0.85
3	State Department for Gender and Affirmative Action	0.83
4	Ministry of Labor	0.80
5	National Gender Commission	0.75
6	State Department for Youth Affairs and the Arts	0.74
7	Ministry of Health	0.69
8	State Department for Early Learning and Basic Education	0.68
9	State Department for Vocational and Technical Training	0.53
10	State Department for Higher Education and Research	0.30
11	National Treasury	0.30
Average Sensitivity for the 11 Ministries, State Departments and Agencies		0.68

Source: Institute of Economic Affairs, Kenya (2024)

As outlined in the methodology, sensitivity was classified into four clusters: 0 to 24%, 25 to 49%, 50 to 74%, and 75 to 100%. Notably, the cluster ranging from 75 to 100% is deemed the most sensitive in this context with the one closest to 100 being more sensitive than the rest. The average sensitivity score across all eleven entities is 0.68 (68%), indicating a slightly above moderate level of gender sensitivity. This provides an overall assessment of the commitment within the government to consider and address women's economic initiatives in budgetary allocations and policies. Among the eleven Ministries, Departments, and Agencies (MDA), none fall into the lowest sensitive category, two fall into the second lowest sensitive category, four are categorized as moderately sensitive, and five are classified as the most sensitive.

Notably, the Teacher Service Commission (TSC) is the highest at 0.92 indicating a strong commitment to gender-sensitive policies and budget allocations. This suggests that the TSC prioritizes addressing gender-related issues within the education sector. On the other end, the National Treasury and the State Department for Higher Education and Research have the lowest score at 0.30 each suggesting lower consideration of gender-related issues in the overall budgetary allocation process.

Interestingly, one can deduce that MDAs such as the State Department for Gender and Affirmative Action and National Gender Commission which allocate 100% of their budgets to WEEI would be the ones considered most sensitive. However, this is not the case as they rank 3 and 5 respectively. This is attributed to several reasons.

One, WEEI encompasses different objectives and this shows that these institutions only focus on improving the incomes of women and the creation of an enabling environment.

The sections below discuss specific WEE budget information by the eleven state departments at the national level to understand what explains the gender sensitivity for each of them.

5.2.2 Ministry of Health

The Health Sector plays a key role and indeed is a great contributor to national economic growth by ensuring that the population of a country is productive and has a healthy life. The sector report for the medium-term expenditure framework 2022/23-2024/25 indicates that the government has continuously increased resources towards the health sector to improve quality and bring health care closer to the people for the 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's economic empowerment will have to be achieved.



The Ministry of Health has five programs namely, Preventive and Promotive and Reproductive Health, National Referral and Specialized 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 2010 Kenya Constitution namely, health policy, health regulation, national referral facilities, capacity building, technical assistance to Counties, and provision of Universal Health Coverage.

Reproductive, Maternal, Neonatal, Child and Adolescent Health (RMNCAH) is a sub-program under the broader Preventive, Promotive,

and Reproductive Health. It Looks into family planning, maternal and child health; primary health care; procurement of family planning and reproductive health commodities; vaccines and immunizations; upgrading maternal and newborn care units; and primary health care in the devolved context. The specific outputs that can be measured in terms of WEEI include family planning services whereby the measure would be 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 postnatal care and vaccination and immunization services.

Table 5: Table: Ministry of Health Allocation (KSh Billions)

State Department Initiatives	2021/22	2022/23
Preventive, Promotive and Reproductive Health	30.08	20.34
National Referral and Specialized Services	50.28	50.82
Health Research and Development	11.35	10.02
General Administration, Planning and Support Services	8.10	10.09
Health Policy, Standards and Regulations	30.66	19.92
Total Ministerial Budget	130.47	111.19
% Share of Ministry of Health to MDA Budget	6	5
% Share of WEEI sensitive programs to Health Sector Allocation	34	31
% Share of Ministry of Health WEEI sensitive program to MDA Budget	2.1	1.7

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The allocation for the Ministry of Health constitutes 6% and 5% of the MDA budget for FY 2021/22 and FY 2022/23 respectively. Examining this trend, the Ministry's budget as a percentage of the national executive budget has decreased over the two years, dropping from KSh 130 billion to KSh 111 billion.

This decrease can be attributed to a structural change in the organization. In FY 2021, the Ministry of Health existed as a single unit. However, in FY 2022/23, it was split into two entities: the Ministry of Health and the State Department for Public Health and Professional Standards. Combining these two entities, the total allocation stands at KSh 116 billion. Effectively, this implies that the health budget has decreased by a total of KSh 14 billion, representing an 11% reduction. It's noteworthy that a significant portion of the ministry's allocation is directed towards National referral and specialized services, accounting for 45% of the entire ministerial budget in FY 2022/23. Conversely, the least spending is allocated to Health Research and Development.

Regarding programs with WEE sensitivity, overall, the Ministry of Health has a sensitivity score of 0.69 concerning the allocation of programs directed toward WEE initiatives. The Ministry is moderately committed to women's economic empowerment initiatives. This is because, out of the 130 delivery initiatives, an average of 29 have been specifically allocated to Women's Economic Empowerment and Inclusion (WEEI). These initiatives include activities such as upgrading maternal and Newborn care units, implementing health insurance subsidy programs, providing free maternity services, equipping maternity units, constructing children's hospitals, and offering nutrition and family planning services.

In terms of allocation, they make up 2.1% and 1.7% of the MDA budget allocation in FY 2021/22 and FY 2022/23 respectively. In terms of nominal value, the allocation to WEE has experienced a decline, decreasing from KSh 44.6 billion to KSh 34.8 billion. This decrease can be attributed to reductions in budget allocations for various delivery units. For instance, in FY 2021/22, the allocation for family planning, maternal, and child health was KSh 53.7 million, but it was reduced to KSh 29.2 million. Similarly, the budget for the procurement of family planning and reproductive health commodities saw a decrease from KSh 863 million to KSh 427.5 million.

The key informant interview revealed that the Ministry of Health has been targeting a health financing department that actively gets involved in programs and initiatives relevant to women's 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 the Linda Mama Programme that focuses on free maternity services in all public facilities, the program is usually allocated KSh. 4 billion annually for free delivery services, post and antenatal 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 health first for them to be economically empowered. Initially, the ministry had an output-based approach where mothers were given vouchers system to deliver in health facilities to participate in economic and national development matters. The output-based approach is the one that gave birth to the Linda Mama program, the Linda Mama resources are sufficient for mothers who seek government services.

5.2.3 State Department for Gender and Affirmative Action

The State Department for Gender operates as a sub-sector within the Social Protection, Culture, and Recreation Sector (SPCRC), with a mission to advance sustainable employment, best labor practices, sports, gender equality and equity, community and vulnerable group empowerment, diverse cultures, heritage, and arts.

The primary mandate of the State Department for Gender is to promote fair participation and non-discrimination in the enjoyment of benefits by women, men, boys, girls, and all vulnerable groups across social, economic, and political activities. This includes fostering policy management, implementing special programs for women's empowerment, supporting equity through complementing national

government programs, mainstreaming gender in Ministries, Departments, and Agencies (MDAs), domesticating international treaties/conventions on gender, community mobilization, formulating policies and programs on Gender-Based Violence (GBV), and promoting bead-based products for cultural and economic purposes.

The sector plays a vital role in implementing gender provisions outlined in the constitution and international obligations, acknowledging gender inequality as a significant challenge impacting socio-economic growth and inclusivity in the country. Inequality is particularly evident in education, job placements, appointments, and business opportunities, leading to the rise of social issues. To address these challenges, the sector has initiated various programs, including gender mainstreaming, affirmative action, gender-responsive budgeting, and providing catalytic funds to support vulnerable groups and social schemes.

In response to the COVID-19 pandemic, the sector highlights government-initiated strategies and containment measures, such as economic stimulus programs, aimed at providing support and relief to women, men, boys, girls, and vulnerable groups. These efforts reflect a commitment to addressing the multifaceted impact of the pandemic on various segments of the population.

Table 6: State Department for Gender Budget Allocation (KSh Billions)

State Department Initiatives	2021/22	2022/23
Affirmative Action	2.19	2.19
Gender Mainstreaming	0.45	0.79
Gender and Socio-Economic Empowerment	0.67	0.66
General Administration, Planning and Support Services	0.21	0.20
Gender County and Sub-County Activities	0.11	0.11
Total Ministerial Budget	3.62	3.94
% Share of State Department for Gender Budget to MDA Budget	0.17	0.19
% Share of WEEI sensitive programs to State Department for Gender Budget Allocation	100	100
% Share of State Department for Gender WEEI sensitive program to MDA Budget	0.17	0.19

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The State Department has prioritized three gender-sensitive initiatives, namely gender and social-economic empowerment, gender mainstreaming, and gender county and sub-county support services. Under the Gender Empowerment Programme, technical directorates from the State Department for Gender, Uwezo Fund, Anti FGM Board, and WEF collaborate to achieve key outputs such as providing sanitary towels to school girls, supporting women, youth, and persons with disabilities (PWD) entrepreneurs on AGPO, conducting entrepreneurship training for the National Strategy on Women Economic Empowerment, offering financial and entrepreneurship training to women, youth, and PWD, and campaigning against Gender-Based Violence (GBV).

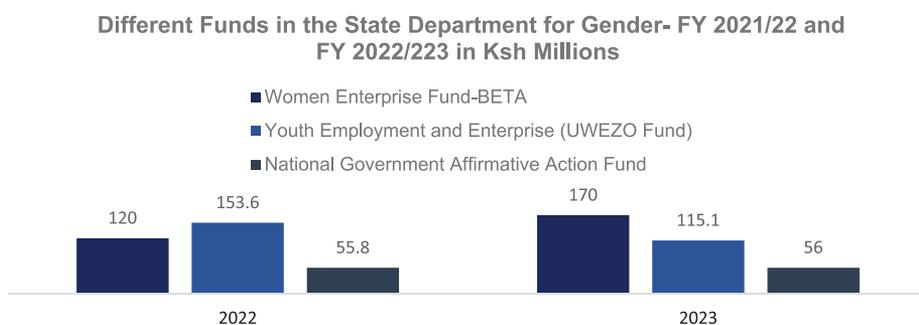
In the Gender Mainstreaming initiative, key outputs involve enhancing stakeholders' capacity

in gender and leadership skills, mainstreaming gender policies and plans, harmonizing gender programs, monitoring compliance with gender treaties/conventions and obligations, conducting research on gender enhancement, and reviewing gender policies. The Gender County and Sub-County Support Services focus on activities such as training or sensitizing individuals on Anti-FGM and providing training to key actors on analyzing gender statistics.

The State Department for Gender has experienced a slight increase in its budget share as a percentage of the MDA budget, growing from 0.17% in the fiscal year 2021/22 to 0.19% in the fiscal year 2022/23. This slightly upward trend is represented by KSh 324 million. In terms of resource allocation within the state department, gender initiatives programs consistently receive 100% of the department's total budget.

Furthermore, the component on general administration and planning, which includes the gender field service program, ranks among the lowest in resource allocation compared to other major components. This suggests a potential area for review and adjustment to ensure adequate support for gender-related activities within the department. Regarding programs with WEE sensitivity, overall, the State Department for Gender has a sensitivity score of 0.83 concerning the allocation of programs directed toward WEE initiatives. The Ministry is very committed to women's economic empowerment initiatives.

Figure 2: Allocations of Funds for Various Programs Within the State Department for Gender and Affirmative Action



Tracking the effects of budgeting and spending on allocations towards women's programs is crucial for understanding women empowerment initiatives established by the government and development partners in Kenya. One way this can be done is by looking at the funds allocated towards this. This department has a total of four funds, namely; National Government Affirmative Action Fund, Affirmative Action Social Development Fund, Women Enterprise Fund, and Youth Employment and Enterprise (Uwezo Fund). Of the four, the Affirmative Action Social Development Fund has the highest allocation at KSh 2.13 billion while the least is National Government Affirmative Action Fund at KSh 55.8 million.

The Uwezo Fund was designed to facilitate access to finances for women, youth, and persons with disabilities at the constituency level. This initiative aims to promote businesses and enterprises, contributing to economic growth in alignment with the goals of Vision 2030 and the Sustainable Development Goals such as eradicating extreme poverty and hunger promoting gender equality, and empowering women. The Uwezo Fund operates with a highly devolved structure, embracing a bottom-up approach with decision-making taking place at the grassroots level.

The government has instituted the Women Enterprise Fund which provides accessible and affordable credit to support women in starting

and expanding businesses for wealth and employment creation. The government allocations to the Women Enterprise Fund from the fiscal year 2021/22 to 2022/23 as reflected in the chart above, bring the total amount allocated for the two years to stand at KSh 290 million. The fund is viewed as an empowering program, seen as a vehicle to transform and empower women in the country. The trend shows that the allocations to the fund have been increasing from KSh 120 million to KSh 170 million.

The absorption rates for both the gender empowerment and mainstreaming components were 89% in FY 2022/23 and 95.85% in 2021/22. The lowest absorption rate is in the affirmative allocation which stood at 87.1% while the rest of the subprograms had absorption rates of above 90%. The National Government Budget Implementation Review Report FY 2022/23 posits that during the fiscal year 2022/23, the State Department for Gender accomplished the following milestones: it provided support to 301 Affirmative Action Groups under the National Government Affirmative Action Fund. The department, in collaboration with the Anti-Female Genital Mutilation Board, successfully disseminated 2,500 campaign messages to combat female genital mutilation. Furthermore, it facilitated the access of 550 women to Government

Procurement Opportunities, offering assistance in financial literacy, financial inclusion, and intercountry and cross-border trade through the Socio-Economic Empowerment Directorate. Additionally, through the Gender Mainstreaming Sub-Programme, the State Department demonstrated significant progress by capacity-building 638 government institutions on Gender Mainstreaming, surpassing the initial target of 200 institutions.

Key informant interviews have highlighted the positive impact of funds in certain counties, indicating that these resources have transformed lives by facilitating access to education for children and improving overall livelihoods. Notably, the funds have empowered women to participate in merry-go-rounds, leading to an increase in household assets. Moreover, the State Department for Planning implemented an Economic Empowerment Programme between 2013 and 2018, targeting youth of all genders. This initiative involved collaboration with counties and the UNDP, resulting in the establishment of four Biashara Centers in Kwale, Taita Taveta, Marsabit, and Turkana counties. These Biashara Centers served as comprehensive hubs where youth could gather and access information on various training opportunities, further contributing to their economic empowerment.



**..... challenges persist,
particularly the lack of
a legal framework to
enforce equity**

5.4.4 National Gender and Equality Commission

After the promulgation of the Constitution of Kenya in 2010, the government took significant steps to address gender inequality through a series of policies, legislative changes, and institutional reforms. One key institution that was established in response to this commitment is the National Gender and Equality Commission (NGEC). This commission operates with the mandate of promoting gender equality and preventing discrimination for all individuals, with a specific focus on special interest groups, as outlined in Article 27 of Kenya's 2010 Constitution.

The Special Interest Groups (SIGs) identified in this context encompass women, persons with disabilities, children, youth, older members of society, and minority and marginalized groups. These groups were chosen based on historical discrimination and existing economic constraints that either do not affect the general population or impact them to a lesser extent. The

establishment of the National Gender and Equality Commission and the recognition of these special interest groups underscore the government's dedication to addressing historical inequalities and fostering a more inclusive society in Kenya.

In fulfilling its mandate, the NGEC operates under the guidance of various legislations, both at the local and international levels, as Kenya is a signatory to various international treaties. The commission is actively engaged in reviewing national and county-level policies to ensure compliance with principles of gender equality and inclusion. From a planning perspective, the commission focuses on a main program designed to promote gender equality and freedom from discrimination. This program includes sub-programs such as legal compliance and redress, gender mainstreaming and coordination, public education, advocacy, and research. These sub-programs align with the mandates outlined in the National Gender and Equality Commission Act of 2011.

Gender mainstreaming, a crucial component in achieving gender equality, is a key focus for NGEC. The commission has reviewed gender mainstreaming reports from MDAs, County Governments, and corporations. However, a notable challenge remains in the implementation of recommendations provided by the commission to these public institutions.

Over time, NGECE has adapted its functions to align with new government commitments, guiding necessary interventions and the resource requirements for implementation. An illustrative example is the Health Act of 2017, which mandates support for working women to breastfeed at work by establishing lactation stations. The NGECE has played a role in offering advisory support to ministries, departments, agencies, and private actors through the development of guidelines for reference and implementation in line with this legal requirement.

Table 7: National Gender and Equality Commission (NGECE) Budget Allocation (KSh Million)

State Department Initiatives	2021/22	2022/23
Legal Compliance and Redress	30.30	10.49
Mainstreaming and Coordination	10.84	19.65
Public Education, Advocacy and Research	26.76	13.36
General Administration, Planning and Support Services	381.98	364.86
Total Ministerial Budget	449.89	408.37
% Share of NGECE budget to MDA Budget	0.021	0.020
% Share of WEEI sensitive programs in NGECE	100	100
% Share of NGECE WEEI sensitive program to MDA Budget	0.021	0.021

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The budgetary allocations to NGECE showed consistent growth in the previous years except for a decrease in the financial year 2020/21 which then further declined in the FY 2022/23. The reduction in allocation to KSh. 408.37 million from KSh. 449.89 million in the financial year 2022/23 is attributed to cuts in legal compliance and redress, policy education, advocacy, and research sub-sections. While there is no specific pattern in budgetary allocations across NGECE's programs, it is evident that the largest share is spent on administration, planning, and support services. As the commission expands its regional offices to enhance service delivery, there seems to be a need to maintain

this specific sub-program budget as almost 90% of the entire budget.

NGECE operates under the Governance Justice, Law and Order Sector (GJLOS), one of the ten budget sectors designed to ensure an efficient approach to planning and guide the budgeting process. Despite GJLOS typically receiving 5 to 7% of the total MDA budget, NGECE's budgetary allocation as a share of the total GJLOS allocation is minimal at less than 1% for the financial years under review. As a share of the total MDA budget, NGECE's allocation is less than 0.1%. The commission has consistently reported inadequate funding as a hindrance to meeting its mandate, with a notable

resource gap evident in the variance between the commission's resource requirement and allocation. Regarding programs with WEE sensitivity, overall, the NGECC has a sensitivity score of 0.75 concerning the allocation of programs directed toward WEE initiatives. The Ministry is very committed to women's economic empowerment initiatives.

Despite facing funding challenges, NGECC has demonstrated good budget implementation, as reflected in high absorption rates. In the financial year 2022/23, the commission's expenditure was KSh. 397.09 million against the approved budget of KSh 398.25 million. This translated to an absorption rate of 97.2% in the FY 2022/23. This was an improvement from the previous year FY 2021/23 which stood at 95.7%.

All initiatives and programs by NGECC are inherently gender-sensitive in line with its mandate. Under the gender mainstreaming and coordination sub-program, the commission has developed a database with data on sexual and gender-based violence indicators. Stakeholders have been trained, and key indicators established, with the expectation that this data will inform future interventions on sexual and gender-based violence programs at the county level. The commission has also engaged in public interest litigation cases and audits of government programs, extending these activities to the private sector.





However, challenges persist, particularly the lack of a legal framework to enforce equity and inclusion-related constitutional provisions, hindering the uptake and compliance by both the government and the private sector to guidelines established by NGEI. Strengthening the commission through sufficient budget allocation and the establishment of a necessary legal framework is essential to ensure adherence to constitutional provisions on gender equality. The functions of the commission are crucial not only for gender equality but also for complementing the functions of other government institutions and collaborating with constitutional bodies to protect and promote rights related to the principle of equality and freedom from discrimination.

5.2.5 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). The Constitution of Kenya, with a focus on increasing access and participation of youth in all economic, social, and political spheres, mandates the establishment of measures such as affirmative action programs and legislation to promote youth representation in Parliament. In response to these commitments, the State Department for Youth Affairs was established. The primary goal of this department is to provide comprehensive policy leadership on youth development and empowerment.

The specific mandates of the State Department for Youth Affairs encompass a wide range of responsibilities, including the management of youth policy, empowerment of youth, harnessing and developing youth talents for national development, mainstreaming youth considerations in national development initiatives, and managing the promotion of engagement with youth for national development.

Recognizing the fragmentation of youth programs across various state departments, the State Department for Youth Affairs actively collaborates with and oversees stakeholders engaged in youth promotion activities. This collaborative approach ensures a more coordinated and effective implementation of youth-related initiatives and policies. The establishment of this department reflects the government's commitment to creating an inclusive and empowered youth population, aligning with constitutional directives for affirmative action and increased youth representation in key sectors of society.

The State Department for Youth Affairs operates with two main programs: Youth Empowerment Services and Youth Development Services. The Youth Empowerment Services

program is designed to enhance youth employability, entrepreneurship, and job creation for national development. On the other hand, the Youth Development Services program aims to strengthen the capacity of youth for improved livelihoods and effective engagement in national development.

There have been changes in the reporting framework in this Ministry. Notably, during the financial years 2017/18 and 2018/19, there was no budgetary allocation provided for administration and planning within the State Department for Youth Affairs. This was due to the relocation of the programs under this department to the State Department for Public Service, where they received budgetary allocations under the same department. This shift in reporting and budget allocations to different state departments is a recurring theme across various government entities, ministries, and agencies. It presents a challenge in tracking progress, evaluating performance, and identifying gaps in program implementation and resource allocation. Addressing these challenges in reporting consistency and alignment will be crucial for enhancing transparency, accountability, and the overall success of youth-focused initiatives across different government entities.

Table 8: State Department for Youth Affairs Budget Allocation (KSh Millions)

State Department Initiatives	2021/22	2022/23
Youth Development Services	4,590.9	1,163
Youth Employment Scheme	474.1	785.51
Youth Coordination and Representation	98	0
General Administration, Planning and Support Services	232.41	339.16
Total Ministerial Budget	5,395.4	2,287.7
% Share of Youth Affairs budget to MDA Budget	0.25	0.12
% Share of WEEI sensitive programs in Youth Affairs	98.7	94
% Share of Youth Affairs WEEI sensitive program to MDA Budget	0.25	0.11

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The provided table summarizes the allocation to the State Department for Youth Affairs for the fiscal years 2021/22 to 2022/23. The allocation for the State Department for Youth Affairs constitutes 0.25% and 0.12% of the MDA budget for FY 2021/22 and FY 2022/23 respectively. Examining this trend, the Ministry's budget as a percentage of the national executive budget has decreased over the two years, dropping from KSh 5.39 billion to KSh 2.29 billion, a 50% reduction. This decrease is attributed to the reductions in budget allocations for specific delivery units. For example, the youth development services that are involved in the number of youths trained in sustainable communities was reduced from KSh 238.5 million in FY 2021/22 to KSh 6.583 million in FY 2022/23. This is among the chosen delivery units for WEEI, which means that it then affects the WEEI budget allocations in the preceding year. Notably, youth coordination and representation which had a budget of KSh 98 million is not featured in FY 2022/23.

In this, the program Youth Development Services takes up the largest allocation of the budget. This program focuses on sensitizing youth to entrepreneurship skills, talent development, and the management of youth empowerment centers. Graduates under this program engage in internships and apprenticeships across government ministries, departments, and agencies. While this initiative has increased the number of beneficiaries, there is a noted limitation in coordinating a smooth transition to employment. This suggests a potential short-term approach to addressing youth unemployment challenges. Additionally, the programs mainly target youths in the formal sector through internships and business loans, potentially neglecting interventions for the informal sector, which may contribute to unintended inequalities among the youth.

Regarding programs with WEE sensitivity, overall, the state department has a sensitivity score of 0.74 concerning the allocation

of programs directed toward WEEI initiatives. The Ministry is moderately highly committed to women's economic empowerment initiatives. This is because out of the 34 delivery initiatives as stated in the Supplementary budgets for the respective years an average of 14 have been specifically allocated to Women's Economic Empowerment and Inclusion (WEEI). These initiatives include activities such as the Youth Enterprise Fund, empowering of youth centers, training of youth in leadership and governance, and the number of youths that have been able to access subsidized youth-friendly sexual reproductive health services.

In terms of budget performance, the state department demonstrates high absorption rates, reaching 84.9% and 96% in the financial years 2021/22 and 2022/23 respectively. This indicates that the state department consistently utilizes a significant portion of its approved annual budget. However, when it comes to the absorption rates of the delivery units that are related to women components, it becomes hard to state the absorption rates for these.

While the state department provides data on the number of beneficiaries, amounts disbursed, and the implementation of its mandates, there is a notable absence of non-financial data such as situational analysis or program frameworks to guide future rollout or phase-out. The lack of disaggregated data on beneficiaries limits the determination of the



proportions of the state department's budget that is gender-responsive. However, assuming the youth population comprises both males and females, the state department's spending is considered gender-responsive. To address data gaps and enhance the database on key youth development indicators, the State Department aims to publish the Kenya National Youth Development Index and update it in subsequent years (State Department for Youth Affairs, 2022). This index will be crucial in assessing and measuring the performance of youth empowerment programs and the status of youth in comparison to government development initiatives at both the national and county levels. The data in the index will also inform the development of youth policies and projects.



Photo Credit: Wikimedia



5.2.6 State Department for Social Protection, Pensions, and Senior Citizens Affairs

The State Department for Social Protection plays a crucial role in coordinating social protection policies and programs for vulnerable groups in Kenya. Specifically, the department manages social assistance and development programs targeting people living with disabilities, older persons, and children. It also facilitates and tracks employment creation and general human resource development, recognizing the persistence of inequalities, particularly among vulnerable groups, despite the overall economic growth.

In the implementation of the state department's budget, inadequate resources are reported as the main challenge, negatively impacting youth field services, the provision of loans and business development services for the youth, and the operationalization of youth empowerment centers. A comparison of the resource requirement versus 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 stated resource requirement (National Treasury, 2021). The state department does not justify the resource requirement based on any evidence, creating uncertainty about the sufficiency of the stated requirement.

The government of Kenya is actively involved in raising the welfare of its citizens through cash transfer programs administered by the State Department for Social Protection. The National Safety Net Program (NSNP) serves as a key component of the government's initiatives to enhance social protection delivery in the country. Established to provide a common operating framework for various cash transfer programs and reduce administration costs, the NSNP encompasses programs such as the Persons with Severe Disabilities Cash Transfer, Older Persons Cash Transfer, and Hunger Safety Net Cash Transfer. As of the end of the financial year 2020/21, 1,165,809 households have benefited from these cash transfer programs. The state department aims to increase the number of beneficiary households to 2,372,765 by the end of the financial year 2022/23.

To enhance financial access for vulnerable groups, the State Department for Social Protection supports self-help groups and community-based organizations through activities such as group registration, training on income-generating activities, local purchase order funding, and linkage to microfinance institutions and, to some extent, non-state actors. Beyond technical and financial support, the department also takes the lead in introducing bills and strategies related to social protection. An example is

the Older Person's Bill, which has been submitted to the Attorney General for drafting. This bill aims to provide a comprehensive framework for the care of older members of society, empowering and protecting the elderly while maintaining their well-being, safety, and security. The initiatives undertaken by the State Department for Social Protection reflect a commitment to addressing the specific needs of vulnerable groups and fostering inclusive growth and social welfare in Kenya.

Table 9: State Department for Social Protection, Senior Citizens Affairs, and Special Programs Budget Allocation in KSh Millions

State Department Initiatives	2021/22	2022/23
Social Welfare and Vocational Rehabilitation	642.1	822.2
Community Mobilization and Development	672.9	765.03
Child Community Support Services	2,639.5	2,884
Child Rehabilitation and Custody	460.6	465.03
Social Assistance to Vulnerable Groups	32,583.4	33,014.4
Administrative Support Services	212.2	294.97
State Department Initiatives	2021/22	2022/23
Total Ministerial Budget	37,210.62	38,246.1
% Share of Youth Affairs budget to MDA Budget	1.73	1.83
% Share of WEEI sensitive programs in Youth Affairs	78	79
% Share of Youth Affairs WEEI sensitive program to MDA Budget	1.36	1.44

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The budget allocation and expenditure by the State Department for Social Protection witnessed an increasing trend from the fiscal years 2021/22 to 2022/23 from KSh 37.2 billion to KSh 38.24 billion indicating an increasing trend of KSh. 1.035 billion from the previous year. On average, 78.5% of this allocation is gender-sensitive. In terms of the total allocation to the MDA budget, the State Department's share averages 0.175%. Cash transfers, the largest component of the program, provide benefits to both men and women. According to the latest census conducted in 2019, the distribution between men and women from the age of 60 shows that the number of women is

much more than that of men. This data illustrates that women derived more of the benefits from these funds, indicating a positive impact on gender inclusivity in the distribution of cash transfers. With these figures, notably, the implementation rates have been 92% and 94% for FY 2021/22 and FY 2022/23.

Outstandingly, the increase in budget allocation for the earlier years is attributed to the enrolment of 533,000 beneficiaries under the Older Persons Cash Transfer program and efforts to cushion vulnerable households against the effects of the COVID-19 pandemic. Despite the decrease in the most recent fiscal year, the initiatives and outputs of the programs under the state department demonstrate a wholly gender-responsive budget.



Supporting individuals through training on revenue-generating activities, business registration, and providing loans and grants is a more sustainable approach that reduces dependency.

The Social Development and Children Services Program, which aims to empower communities for effective participation in socioeconomic activities and provide protection and care to children and victims of human trafficking, has utilized its budgetary allocations for various initiatives. These include the provision of grants, training, and scholarships for People Living with Disabilities (PLWD), rescue missions for elderly persons in distress, and registration and monitoring of charitable children's institutions and adoption societies. The program had targeted to train 120,000 self-help groups and community-based organizations by 2022/23 and plans to provide training to street persons to facilitate their reintegration into the community.

The National Safety Net Program aims to coordinate social protection efforts 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 part of ongoing efforts, the State Department provides cash transfers to vulnerable groups. Strategies are being implemented to strengthen the delivery of social protection interventions. The development of a single registry by the state department under the National Safety Net Program is seen as a critical step to improving the management of cash transfers and enhancing their impact. In the medium term (2021/22-2023/24), the program planned to enroll beneficiaries of cash

transfers into the National Health Insurance Fund to reduce vulnerability associated with out-of-pocket health expenditure. These strategies reflect the department's commitment to improving the efficiency and effectiveness of social protection initiatives for vulnerable populations.

While the state department's initiative to provide sunscreen lotions to 12,650 persons with albinism is well-intentioned, there is a need to replace such short-term interventions with long-term policies. Supporting individuals through training on revenue-generating activities, business registration, and providing loans and grants is a more sustainable approach that reduces dependency. In the execution of its budget, the state department reports overwhelming demand for social protection services, exacerbated by the effects of the pandemic, underscoring the need for sustainable programs. Paradoxically, the State Department also reports a low uptake of affirmative action tenders reserved for people living with disabilities. This might be attributed, in part, to a lack of awareness of government interventions, as demand is high, but uptake remains low. The state department aims to increase awareness of the 2% affirmative action program for tenders reserved for people living with disabilities.

5.2.7 State Department for Labour

The State Department for Labour is entrusted with the responsibility of establishing, reviewing, and

coordinating social security and employment policies to promote decent work, skills development, and sustainable job creation. The primary focus is on enhancing the productivity of the labor force to ensure value for money spent on personnel expenditure. The department's employment policy covers a broad spectrum, ranging from child labor policy to internship policy.

Through its two main key programs, namely the Promotion of Best Labour Practices and Manpower Development, Employment, and Productivity Management, the State Department undertakes initiatives with specific outputs, which are tracked through key performance indicators. For instance, the number of labor disputes resolved serves as one of the indicators. The Promotion



of Best Labour Practice program is dedicated to fostering harmonious industrial relations by ensuring compliance with both local and international laws, protecting the rights of Kenyan workers (both in the country and migrant workers), and regulating trade unions.

In response to the constitutional provision under Article 159(2), which encourages alternative dispute resolution, the State Department established an Alternative Dispute Resolution mechanism for labor and employment disputes. A memorandum of understanding was established between the government and social partners, such as the Federation of Kenyan Employees (FKE) and the Central Organization of Trade Unions (COTU), to guide job protection and support for employers during the pandemic.

However, one challenge faced by the State Department is the inadequate capacity of institutions involved in social dialogue, which has impacted successful negotiations between stakeholders. Notably, despite this, the department has intervened in resolving over 14,000 labor disputes, including strikes and workplace stoppages, during the period between 2017/18 and 2019/20. Efforts should be made to enhance the dispute resolution system to avoid prolonged disputes beyond the appropriate time for resolution. Additionally, economic disputes referred to the State Department by the Labor Relations Court have been investigated.

The Manpower Development Program within the State Department for Labour is dedicated to various initiatives aimed at enhancing the competitiveness of Kenya's workforce. One key aspect of this program is the establishment of the Kenya Labour Management Information System (KLMIS), which serves as a comprehensive platform for labor market information covering both the private and public sectors. KLMIS plays a pivotal role by providing essential labor market information, serving as a one-stop shop for users. It contributes to the formulation of labor policies and assists in the design of policies by identifying and addressing labor market issues. Over time, KLMIS is expected to reduce transaction costs associated with labor markets by overcoming information gaps and providing a more efficient and informed platform for labor market agents.

Additionally, the National Employment Authority Integrated Management System (NEAIMIS) has been developed as a web-based portal. NEAIMIS offers various services, including the registration of employment agencies, the employers' register, and the listing of job vacancies. These systems collectively contribute to the enhancement of labor market information and streamline processes related to employment.

One acknowledged limitation in assessing the impact of government initiatives in addressing inequalities is the lack of gender-disaggregated data.

Researchers have pointed out that this data gap hinders a comprehensive evaluation of the various programs. The systems such as KLMIS and NEAIMIS are essential tools to address these challenges by providing more detailed and disaggregated data. By capturing gender-specific information,

these systems can contribute to a more nuanced understanding of the impact of government initiatives on different segments of the population, helping to tailor policies to address specific needs and promote gender equality in the labor market.

Table 10: State Department for Labour Budget Allocation in KSh Millions

State Department Initiatives	2021/22	2022/23
Policy Planning and General Administrative	441.15	546.41
Promotion of Harmonious Industrial Relations	361.18	431.56
Regulation of Trade Unions	21.93	20.05
Provision of Occupational Safety and Health	281.24	310.85
Human Resource Planning and Development	413.77	285.97
Provision of Industrial Skills	1,553	1,296.3
Employment Promotion	474.58	392.62
Productivity Promotion, Measurement and Improvement	64.09	72.77
Total Ministerial Budget	3,610.9	3,356.5
% Share of Youth Affairs budget to MDA Budget	0.17	0.16
% Share of WEEI sensitive programs in Youth Affairs	60.8	71
% Share of Youth Affairs WEEI sensitive program to MDA Budget	0.10	0.11

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23



Photo Credit: unesco.org

In the financial year 2022/23, the State Department for Labour received an allocation of KSh. 3.3 billion, indicating a decreasing trend from KSh. 3.6 billion in 2021/22 representing a decrease of KSh. 0.25 billion from the previous year. On average, 65.9% of this allocation is gender-sensitive, showcasing a steady increase from 60% in the financial year 2021/22 to 71% in 2022/23. In terms of the total allocation to the MDA budget, the State Department's share averages 0.165%. With these figures, notably, the implementation rates have been 93% and 82% for FY 2021/22 and FY 2022/23.

To promote harmonious industrial relations, the Promotion of Best Labour Practice program has undertaken activities such as withdrawing children from child labor and establishing child-labor-free zones. Farmers and healthcare providers have been trained and sensitized on occupational safety and health. The department has also resolved disputes between Kenyan migrant workers and employers in Qatar and Saudi Arabia, with efforts made to repatriate workers in distress. However, the number of disputes resolved yearly has remained constant over time, indicating a potential need to increase targets as demand for such services grows. Bilateral trade agreements are also being pursued to ensure safe, orderly, and regular labor migration.

Remarkable accomplishments have been realized. Within the Promotion of Harmonious Industrial Relations Sub-Programme, the State Department conducted 12,659 inspections in workplaces, specifically focusing on wages and terms and conditions of employment. In the Occupational Safety and Health Sub-Programme, the department conducted medical examinations for 148,699 workers engaged in hazardous occupations and inspected 22,101 pieces of dangerous industrial equipment. Furthermore, the State Department demonstrated its commitment to enhancing productivity by providing training to 262 officers from 53 State Corporations. The training focused on productivity improvement, encompassing aspects such as Business Process Re-engineering and continuous improvement.

Despite these successes, the State Department for Labour faces challenges. An aging workforce contributes to human resource capacity issues, and efforts are being made to replace retired technical officers at the county level and recruit new staff with a focus on succession management. The department also faces challenges in managing labor migration, aiming to address this through the signing of bilateral agreements on employment conditions with countries where Kenyans work. Streamlining various initiatives, such as the *Kazi Mtaani* project, is crucial to align them with

the national agenda, creating skilled workers and ensuring benefits for vulnerable groups. An effective design for the informal sector is also necessary to optimize human resource utilization and develop a competitive workforce as the sector expands.

5.2.8 The National Treasury

The National Treasury formulates, implements and monitors the economic and fiscal policies of the government. In the FY 2022/23, the national treasury implemented more than 100 programs with less than 10% of these programs focused on directly addressing WEE initiatives. These include the Special Global Funds, the Directorate of Procurement, Supporting Access to Finance and Enterprise Recovery, and Pensions among others.

Table 11: Budget Allocation for the National Treasury (KSh. Billion)

	2021/22	2022/23
National Treasury Allocations	170.11	147.56
% share of the NT allocation to NG Budget	7.9	7.1
% share of NT allocation to WEEI sensitive programs	9	7.3

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The National Treasury was allocated KSh. 170.11 billion in FY 2021/22 and KSh. 147.56 billion in FY 2022/23. This is a reduction of KSh.22.55 billion, which is 13.2%. part of the reason for this reduction is based on the fact that there were budget cuts for some programs, including railway transport and road transport because some of the projects were either completed or put on hold.

In 2021/22, the National Treasury WEE budget was KSh. 15.23 billion. This was slashed in 2022/23 by 29.5% to KSh. 10.73 billion. While the treasury budget was reduced by 13.2%, the WEE budget under the national treasury was cut by 29.5%. It is therefore evident that budget cuts for the national treasury greatly affected the implementation of WEE initiatives.

This analysis shows that The National Treasury is among the MDAs whose programs have the least sensitivity to WEE initiatives at 0.30. this is true even for the budgets. In 2021/22, only 9% of the National Treasury Budget allocation could be considered as sensitive to WEE initiatives. This went down significantly to 7.3 % in 2022/23.

The allocation for the National Treasury accounted for a share of 19% and 17% for 2021/22 and 2022/23 respectively of the 11 selected MDAs, coming second in both financial years after the Teachers Service Commission. However, the National Treasury only accounts for a share of 3% in 2021/22 and 2% in 2022/23 for the combined WEE budget. In nominal terms, out of the KSh.500.24 billion in 2021/22 and KSh. 521.95 billion

in 2022/23, the WEE budget under the National Treasury has been KSh. 15.23 billion and KSh. 10.73 billion respectively.

Not only do the programs under the National Treasury have minimal sensitivity to the WEE initiatives, but their budgets too. The analysis shows that the National Treasury ranks the lowest in sensitivity to WEE initiatives according to the methodology adopted by this study. The analysis also shows that the National Treasury has the smallest share of its budget dedicated to WEE initiatives, and the only one below 10% in the fiscal year 2022/23. Notably, the National Treasury had the second-highest decrease of the WEE budget when comparing 2021/22, where the budget was cut down by 33%.

5.2.9 The State Education Sector

All four sub-sectors in the education sector were identified to be important for this study on women's economic empowerment initiatives and subsequently selected. These include three state departments and the Teachers Service Commission. The three state departments operate under the Ministry of Education at the national level while the Teachers Service Commission is an independent

commission established under Chapter 15 of the Constitution of Kenya. The overall vision of the sector is to provide quality and inclusive education, training and research for sustainable development. Education has often been widely cited as the backbone of development. For sure, it is a source of skilled manpower and contributes to better health outcomes among other national goals.

The sector receives the highest budgetary allocation of the 10 sectors. In FY 2021/22, the sector was allocated KSh. 528.28 billion, equivalent to 24.5 of the total allocation to the sectors. This was increased by almost KSh. 40 billion to 567.81 billion in FY 2022/23, which is 27.2% of the total allocation to the MDAs under the 10 sectors.

In total, the education sector runs 13 different but related and coordinated programs. Ten of these programs fall under the Ministry of Education. Specifically, the State Department for Technical, Vocational Education and Training and the State Department for University Education and Research each manage three programs. The State Department for Basic Education has four. There are three programs under the Teachers Service Commission.



The Free Primary Education (FPE) sub-program under the Primary Education Program is the largest in terms of resources allocated.

Table 12: Table: Budget Allocation for the Education Sector

Ministries, Departments and Agencies (MDAs)	2021/22 Allocation	% Share of Sector Budget	2022/23 Allocation	% Share of Sector Budget
State Department for Basic Education	107.36	20	134.44	24
State Department for Vocation, Technical Education and Training	23.05	4	24.16	4
State Department for University Education and Research	105.72	20	108.45	19
Teachers Service Commission	290.83	55	300.20	53
Total Sector	528.28	100	567.81	100
% Share of MDAs Budget	24.5		27.2	

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The Teachers Service Commission received 55% of the sector budget allocation in FY 2021/22 followed by the State Departments for University Education and Basic Education in that order with 20% each. The State Department for Vocational, Technical Education and Training had the lowest share of the sector budget. In FY 2022/23, TSC again got the largest share, getting 53% of the entire budget for the sector. Although the share allocated to TSC went down, the amounts in nominal terms increased. It was followed by State Departments for Basic Education; and for University Education at 24% and 19% respectively. Like the previous year, the State Department for Vocational, Technical Education and Training had the least share at only 4%, a similar percentage as the previous year.

The Ministry of Education

The Ministry of Education (MoE) is the principal ministry responsible for handling education matters in the country. The ministry is organized

into three state departments. These are the State Department for Basic Education; the State Department for Technical, Vocational Education and Training; and the State Department for Higher Education and Research. In FY 2021/22 and 2022/23, two new state departments were created; the State Department for Post-Training and Skills Development; and the State Department for Implementation of Curriculum Reforms. While their budgets are counted in the total sector allocations, they do not form part of the analysis.

This analysis will focus on the three traditional state departments.

State Department for Basic Education

The State Department for Basic Education, also referred to State Department for Early Learning and Basic Education, manages the basic education sub-sector. Its core mandate includes providing early childhood, primary and secondary education, teacher education and

management and their related basic education policy. It manages primary and secondary education institutions, national examinations and certification, and curriculum development among other things.

The state department has four programs. These are Primary

Education and Secondary Education, whose broad objectives are to enhance access, quality, equity and relevance of basic education. The other two are Quality Assurance and Standards and General Administration, Planning and Support Services.

Table 13: Table: Budget Allocation for the Education Sector

Program/or select Sub-programs	2021/22	2022/23
- Free Primary Education	18.14	23.00
- School Health, Nutrition and Meals	2.40	3.93
Primary Education	22.41	28.54
- Free Day Secondary Education	75.04	95.65
Secondary Education	75.78	96.50
Quality Assurance and Standards	4.31	4.02
General Administration, Planning and Support Services	4.86	5.38
Total allocation for State Department	107.36	134.44
% share of the State Dept. allocation to NG Budget	5.0	6.4
% share of the State Dept. allocation to WEEI-sensitive programs	84.5	88.4

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

In FY 2021/22, the State Department for Basic Education was originally allocated KSh. 105.81 billion. This was increased by 1.5% to KSh. 107.36 billion in Supplementary Budget II. In FY 2022/23, the state department was allocated KSh. 134.44 billion, an increase of KSh. 27 billion using the FY 2021/22 allocation as the baseline. This is equivalent to a 25% increase. One of the primary reasons for the increase was to avail more resources for the implementation of CBC, with grade 6 learners transitioning to junior school.

In FY 2021/22, KSh.90.74 billion of the budget allocation for the state department can be categorized as WEE-sensitive. This is equivalent to 84.5% of the allocation. There was an improvement in 2022/23 whereby 88.4% of the budget for the state department was considered WEE-sensitive. In nominal terms, this was KSh. 119.19 billion, which translates to an additional KSh. 24.45 billion or 31% growth in the WEE budget under the state department.

This analysis has identified that the State Department for Basic Education has a sensitivity of 0.68 as per the methodology of the study. This means that it ranks among the top MDAs whose programs are more sensitive to WEE initiatives. In addition, as demonstrated above, the budget for the state department increased in the sensitivity

The Free Primary Education (FPE) sub-program under the Primary Education Program is the largest in terms of resources allocated. In the two years under analysis, the sub-program has been allocated at least 80% of the share of budget resources allocated under the main program. The program catered for 8.85 million and 8.12 million learners in FY 2021/22 and FY 2022/23 respectively. Nearly half of the beneficiaries must be females if one looks at the enrolment numbers. To a large extent, these funds were given to schools as capitation as well for the construction of key infrastructure like classrooms. This commitment by the government to increase resources for FPE is important in ensuring improved access to primary education.

Another sub-program that needs special mention is the Adult and Continuing Education (ACE). There were 127,892 learners under the program in 2022/23. Analysis of the data on enrolment by gender from KNBS shows that nationally, more than 60% of learners under the ACE program are female.

The School Health, Nutrition and Meals sub-program is also crucial. Not only does it contribute to high retention rates, but it also contributes to improving the well-being of the learners. In 2021/23, more than 2.3 million learners benefited from school meals, the number reaching 2.3 million in 2022/23. Additionally, 898,379 and 1,682,492 girls received sanitary towels in 2021/22 and 2022/23 respectively.

It is the secondary education program that receives the largest share of the allocation for the state department. The program was allocated KSh.75.78 billion and KSh. 96.5 billion in the FY 2021/22 and 2022/23 respectively, which is 70.5% and 71% as a share of the total allocation for the state department.

Data from the Ministry of Education shows that secondary school enrolment has achieved gender parity. In both 2021/22 and 2022/23, more than 3 million learners benefited from Free Day Secondary Education (FDSE) in more than 9,000 public schools across the country. There was also investment in infrastructure like laboratories, which helps to promote quality learning. Particularly, these resources were spent on payment of school fees for learners and the provision of social support. This program also has some elements of gender sensitization for learners countrywide.

State Department for Vocation, Technical Education and Training

The mission of the State Department for Vocational, Technical Education and Training is to provide, promote and coordinate quality, inclusive and relevant vocational education and training for the enhancement of the national economy and global competitiveness.

The two main programs under this State Department are Technical Vocational Education and Training; and Youth Training and Development whose objective is to enhance and promote access, equity, quality and relevance of technical and vocational education and training. The third and last program is general administration, planning and support services which provide effective and efficient support services and linkages to the other programs.

Table 14: Budget Allocation for the State Department for Vocational, Technical Education and Training

Programs	2021/22	2022/23
Technical Vocational Education and Training	22.86	23.90
Of which: - Technical Trainers and Instructor Service	17.76	18.79
- Infrastructure Development and Expansion	3.99	3.84
Youth Training and Development (for Revitalization of Youth Polytechnics)	0.06	0.05
General Administration, Planning and Support Services	0.14	0.20
Total for State Department	23.05	24.16
% share of the State Dept. allocation to NG Budget	1.0	1.2
% share of the State Dept. allocation to WEEI sensitive programs	9.7	10.6

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

The State Department for Vocation, Technical Education and Training receives the least amount of budget allocations in the education sector. In FY 2021/22, it was allocated KSh. 23 billion. The allocation was only increased by KSh. 1.3 billion in FY 2022/23. It is important to note that enrolment to TVET institutions is going up. In both Financial years, more than 90% of the resources allocated have gone to the technical vocational education and training program.

In nominal terms, the WEE budget increased by KSh. 339 million, an equivalent of a 15% increase from KSh. 2.24 billion in 2021/22 to KSh. 2.58 billion. Though the amount of increase is little in nominal terms, it is significant considering the increase in terms of percentages. When compared among the 11 selected MDAs, the State Department for Vocation, Technical Education and Training ranks second, after the Department for Basic Education in the percentage increase of WEE budget in FY 2022/23 as compared to FY 2021/22.

This analysis shows that the share of the total budget for the state department that can be classified as the WEE budget is 9.7% and 10.6% for financial years 2021/22 and 2022/23 respectively. The sensitivity of programs under the state department to WEE initiatives is 0.53, which is below the average of 0.68 for the 11 selected MDAs.

State Department for University Education and Research

The mission of the State Department for University Education is to provide, promote and coordinate the delivery of quality education, training and research and enhance the integration of science, technology and innovation into national production systems for sustainable development. To achieve this, the state department runs three programs. These are University Education; Research, Science, Technology and Innovation; and the General Administration, Planning and Support Services.

The goal of the university education program is to increase access to university education. It seeks to promote access to quality and relevant university education equitably. This can be measured by checking student enrolment numbers against the targets set. Under the Higher Education Support Services, the University Funding Board is to ensure that capitation is provided to government-sponsored students.

The formulation and implementation of development programs; and harnessing research, science, technology and innovation is to be achieved under the research, science, technology and innovation program. This program supports building and equipping of key infrastructures like laboratories, and commercialization of innovations.

The general administration, planning and support services provide support services necessary for the implementation of the key programs. This can be measured during the monitoring and evaluation

Table 15: Budget Allocation for the State Department for Vocational, Technical Education and Training

Program/ Sub-programs	2021/22	2022/23
University Education	104.45	107.05
- University Education	86.95	89.67
- Quality Assurance and Standards	0.39	0.38
- Higher Education Support Services	17.11	17.10
Research, Science, Technology and Innovation	1.04	1.07
- Research Management and Development	0.66	0.66
- Knowledge and Innovation Development and Commercialization	0.09	0.13
- Science and Technology Development and Promotion	0.28	0.27
General Administration, Planning and Support Services	0.23	0.33
Total Allocation for State Department for University Education	105.72	108.45
% share of the State Dept. allocation to NG Budget	4.9	5.2
% share of the State Dept. allocation to WEEI sensitive programs	15.4	15.1

Source: Supplementary 2 Program Based Budgets 2021/22 and 2022/23

In the financial year 2022/23, the state department for university education was allocated KSh.108.45 billion. This was KSh. 2.73 billion more than the allocation for FY 2021/22. Expressed as a percentage, the allocation for the state department grew by 2.6% as compared to the previous financial year. As a share of the total MDAs budgets, it increased from 4.9% in 2021/22 to 5.2% in 2022/23. This increase as a share of the total budget is partly because of the increase of the allocation by KSh. 2.73 billion as well as the fact that the total budget for MDAs was reduced.

For the two financial years, the university education program has been allocated close to 99% of the budget for the state department. This leaves The Research, Science, Technology and Innovation Department; and the General Administration, Planning and Support Services to share the remaining 1%. The university education program achievements can be measured using the number of students enrolled in the universities and also completed infrastructure projects. This is also the

program where student placement to universities and access to student loans, bursaries and scholarships as well as capitation to universities is managed.

The increase in the budget allocation for the state department is because of the increase in the number of university enrolments which drives demand for more capitation to universities and student loans, bursaries and scholarships.

This analysis shows that in both 2021/22 and 2022/23, it is only 15% of the budget allocations for the State Department can be considered to be WEE sensitive. Furthermore, the sensitivity of the programs under this State Department to WEE initiatives is 0.30. This means that the State Department for Higher Education and Research ranks the lowest on WEE sensitivity in the education sector. More so, it is one of the two MDAs among the selected 11 with the lowest sensitivity to WEE initiatives according to this analysis.

A group of women in traditional Maasai attire are walking through a savanna landscape. They are wearing colorful, patterned shukas (cloths) in shades of orange, blue, and red. The background shows a vast, open plain with scattered trees and a sky filled with soft, white clouds. The overall scene is peaceful and captures a moment of daily life in a rural setting.

6.0 Summary and Conclusion



Closing these gender data gaps is identified as a critical precursor for achieving gender equality in the country.....

This study aimed to investigate whether MDA budget allocation aligns with the objectives of women's economic empowerment by collecting numerical data on budget allocations and analyzing existing policies and initiatives. The data, sourced from various budget documents, including supplementary budgets, program-based budgets, and sector working group reports, sought to build a comprehensive understanding of current policies. The focus was on assessing whether the enhancement of women's well-being, including increased income levels and greater decision-making power, should involve allocations within different state departments.

At the national level, eleven state departments were identified with programs dedicated to women's economic empowerment initiatives. The State Department for Gender and the National Gender and Equality Commission allocated 100% of their total budget to Women's Economic Empowerment Initiatives (WEEI) over the two fiscal years under

analysis. While WEEI-sensitive programs were discernible in all the eleven state departments, isolating expenditure on women's initiatives across departments proved challenging due to the highly aggregated nature of most figures on actual spending.

Expenditure on women's economic empowerment in Kenya primarily focuses on key sectors, including education, health, social services, and gender departments. Supported initiatives encompass a range of areas such as school health, nutrition, and meals; Reproductive, Maternal, Neo-natal, Child, and Adolescent Health (RMNCAH); family planning; free maternity services; provision of sanitary towels; investments in national safety programs; and the implementation of internship and apprenticeship programs across various government ministries, departments, and agencies. Strengthening commissions responsible for women's economic empowerment through adequate budget allocation and the establishment of a robust legal framework is crucial to ensure compliance with constitutional provisions on gender equality. Additionally, the reliance on donor funding for certain programs raises concerns about the sustainability of these initiatives. The absence of gender-disaggregated data on spending poses a limitation in evaluating the impact of government initiatives in addressing gender inequalities in women's economic empowerment.

While the allocation of budgets for women's economic empowerment represents a crucial initial phase, the actual impact hinges on the effective

implementation of these financial resources. A comprehensive and well-executed implementation strategy is essential for unlocking the full potential of these budgets and fostering positive and lasting change for women in the economic domain. Monitoring spending through absorption rates serves as a metric for implementation progress.

However, assessing the success of individual delivery units has proven challenging, as the Controller of Budget documents lack a detailed breakdown of expenditures for these units, offering only limited information. For instance,

the Ministry of Health's FY 2022/23 report outlines the Maternal and Child Health program, encompassing components like Social Protection in Health and Health Policy, Planning, and Financing. Absorption rates, ranging from 85% to 111.9%, indicate high absorption, with Preventive, Promotive Health Services achieving a 99.9% absorption rate. In the development sector, the Free Maternity Program (Strategic Intervention), initiated on July 10, 2013, with a total estimated project value of 70 million, has achieved a 61% project completion rate as of June 30, 2023.

Table 16: Budget Allocation for the State Department for Vocational, Technical Education and Training

Sub-Program	Approved Estimates	Expenditure	Absorption Rate
Social Protection in Health	7,247	7,212.32	99.5
Health Standards and Regulations	418	354.92	85
Health Policy, Planning and Financing	11,663	13,048.72	111.9

Source: National Government Budget Implementation Review Report FY 2022/23

The existing literature in this analysis highlights that budget reviews at both the national and county levels have demonstrated some efforts toward allocating resources to specific actions, interventions, or programs with a direct impact on addressing gender inequality. However, a notable gap exists in the evidence to indicate whether, during the budgeting processes, practitioners systematically assess how each allocation affects women, men, girls, and boys, respectively. The current approach to budget reporting, coupled with the lack of disaggregation in reporting on budget allocations and executions, poses a challenge in tracing financing directed

towards priority policy areas on Women's Economic Empowerment Initiatives (WEEI) in state departments such as land, housing, environment, and agriculture.

In response to these challenges, the Institute of Economic Affairs in Kenya (IEA-Kenya) suggests the secondment of gender officers in all state departments, ministries, and agencies at the national level, with a similar cascade at the county level. Closing these gender data gaps is identified as a critical precursor for achieving gender equality in the country, emphasizing the importance of a comprehensive and gender-sensitive approach to budgeting and reporting mechanisms.



7.0 Policy Recommendations



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

1. Secondment of Gender Officers across Ministries, State Departments, and Agencies

To advance gender mainstreaming and ensure the effective integration of WEEI across all government entities, it is recommended to establish gender mainstreaming departments in every ministry at the national level and extend this initiative to the county level. While this analysis has identified eleven state departments that exhibit sensitivity to WEEI, advocating for gender mainstreaming should extend beyond these departments to encompass all government entities. Key Informant Interviews (KII) underscore the importance of gender mainstreaming cutting across all departments, emphasizing a comprehensive approach to enhance gender equality and women's economic empowerment.

Recognizing the significance of this endeavor, the Treasury has taken steps by establishing a gender mainstreaming committee.

This committee is tasked with ensuring effective handling of issues affecting both men and women. Moreover, the Treasury has conducted training sessions for gender committee members, producing various gender reports on integrating gender equality into its programs and initiatives. This commendable effort should serve as a model for replication in all state departments at both the national and county levels in Kenya.

As a sector convenor, the National Treasury holds a pivotal role in spearheading this initiative. The Treasury must ensure that sector reports include specific programs addressing women's initiatives across all state departments. The State Department for Gender can also play a critical role in facilitating this process. For instance, similar to the Treasury stationing auditors in different ministries, the State Department for Gender can second staff to various ministries, enabling the practical realization of gender mainstreaming and fostering an environment conducive to gender equality and women's economic empowerment.



Data collection responsibilities could be delegated to gender officers in ministries, ensuring a systematic flow to the relevant agencies.

2. Disintegrated Gender Data

The absence of gender-disaggregated data poses a challenge in evaluating the impact of women's economic empowerment initiatives in Kenya. Notably, significant data gaps exist in areas such as unpaid care/ domestic work, key labor market indicators, gender and poverty, physical and sexual harassment, and women's access to assets. Addressing these gaps is crucial for advancing gender equality in Kenya.

Moreover, when data is available, challenges arise due to discrepancies in the reporting framework across various budget documents. It is essential to harmonize the reporting framework at each stage, including alignment

between supplementary budgets and implementation progress reports overseen by the controller of budgets. Data collection responsibilities could be delegated to gender officers in ministries, ensuring a systematic flow to the relevant agencies. Reports should specifically highlight the gender-based distribution of beneficiaries for programs and initiatives.

The IEA Kenya recommends the establishment of a gender management database, regularly updated with disaggregated data on women's initiatives as a minimum standard. Additionally, there is a proposal to enhance capacity in developing and using national guidelines for the collection, collation, and analysis of sex-disaggregated data. These measures aim to improve the understanding and monitoring of women's economic empowerment efforts in Kenya.

3. Increased Allocation of Gender-Related Budgets for the State Departments at the National Level

To enhance gender outcomes, the national-level State Department needs to address impediments affecting the effective implementation of gender-sensitive budgets, particularly the challenge of aligning work plans with procurement plans, which significantly contributes to low absorption rates. Additionally, there is a crucial need to incrementally



increase investments in gender initiatives, aligning with the WEEI policy commitments to achieve SDG targets and enhance gender-related spending by 2030.

To advance gender equality in key sectors such as Health, Education, and Social Services, state departments should gradually raise the proportional allocation for gender-related projects. Examining the government allocations to the Women Enterprise Fund-BETA from the fiscal year 2021/22 to 2022/23 the disbursement totaled KSh 290 million. This fund serves as an empowering program aimed at transforming and empowering women in the country. It is therefore great to see an upward trend in allocations from KSh 120 million to 170 million in those two years under review. It is imperative to escalate this figure to fortify and enhance the effectiveness of this program in advancing the well-being of women in the nation.

4. Implementation of Existing Legal and Institutional Framework

While the current legal and institutional framework is adequate for promoting gender-responsive budgeting (GRB), there are notable implementation gaps throughout the entire budget cycle, ranging from planning to evaluation. The guidelines provided by the Kenya gender-responsive budgeting framework is clear in defining and outlining the processes for achieving GRB. However, there is a

significant challenge in translating these guidelines into practical actions, resulting in the persistence of gender gaps that are addressed through specific, need-based programs and initiatives.

A quick look at the budget spending by government ministries, departments, and agencies indicates that women empowerment initiatives are predominantly focused on certain sectors, particularly health, social protection, and education. This narrow focus is problematic as gender gaps and inequalities extend across all sectors and aspects of society. While women empowerment initiatives are crucial for addressing immediate inequality, relying solely on these programs in the long term tends to isolate rather than integrate gender issues throughout the entire development process.

To address these challenges, a more holistic alternative policy tool is needed, and gender-responsive budgeting emerges as the best option. Legislative measures on gender should be firmly anchored in the law to ensure effective resource mobilization. This approach will not only provide a comprehensive framework for addressing gender disparities across various sectors but also ensure that gender considerations are seamlessly integrated into the overall development agenda, fostering long-term sustainability and equality.



.....when data is available, challenges arise due to discrepancies in the reporting framework across various budget documents.

5. Budget Transparency and Comprehensive Budget Information and Budget Code for Gender

To enhance transparency and accountability in budgeting, the national government should refine the level of detail in budget information. This improvement should go beyond offering disaggregated data solely on government programs related to women's economic initiatives. There is a need for explicit gender budget codes to be incorporated, facilitating in-depth budget analysis and tracking. This inclusion should be integrated into the chart of accounts, ensuring standardization and thereby enabling seamless comparative analysis.

By introducing specific gender budget codes, it becomes possible to identify, allocate, and monitor financial resources dedicated explicitly to gender-related initiatives. This not only provides a clearer picture of the government's commitment to women's economic

empowerment but also allows for a more accurate evaluation of the impact and effectiveness of these initiatives. Standardizing these codes in the chart of accounts ensures consistency and comparability across different budgetary segments, aiding researchers, policymakers, and the public in assessing trends and making informed decisions regarding gender-responsive budgeting.

6. Prioritization of Domestic Resource Mobilization to Address Donor Dependency and Enhance Sustainability in the Health and Education Sectors Programmes That Target Women's Initiatives

The Key Informant Interviews (KIIs) and sector reports highlight a reliance on donor funding for women's initiatives in the education and health sectors. These programs encompass various areas such as sanitary provision, health, and Water, Sanitation, and Hygiene (WASH) training, community-led total sanitation, and the procurement

and distribution of family planning, HIV, TB, and malaria commodities. Notably, the withdrawal of donor funding, exemplified by the cessation of USAID funding under the Afya Elimu Fund in the health sector, poses a challenge. Kenya's classification as a low-middle-income country on the path to self-reliance further intensifies the impact, especially on critical public health programs.

The reduction or cessation of donor funding, particularly for commodities related to Tuberculosis (TB), HIV, Malaria, Reproductive, Maternal, Newborn, Child, and Adolescent Health (RMNCAH), necessitates a

shift towards greater reliance on domestic resources. The government must anticipate these changes and plan accordingly to prevent a potential reversal of gains made in women's initiatives. Ensuring the availability of the full budget for these programs, with a specific focus on women's initiatives, becomes crucial. To mitigate the potential negative effects, there is an urgent need for the national government to increase its support through enhanced domestic funding in both the health and education sectors. This strategic move will contribute to sustaining the progress achieved and safeguarding the well-being of women in the country.

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Appendixes

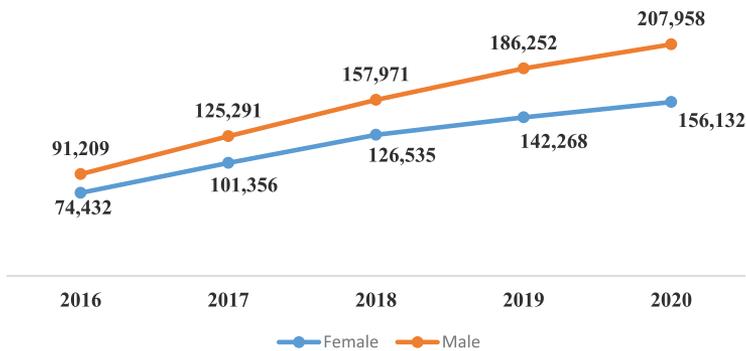
Examples of women's economic empowerment initiatives requiring increased resource allocations from the National Treasury

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

Figure 3: 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 shows the enrolment of male and female students in Kenyan universities

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

Source: Kenya Economic Survey 2021

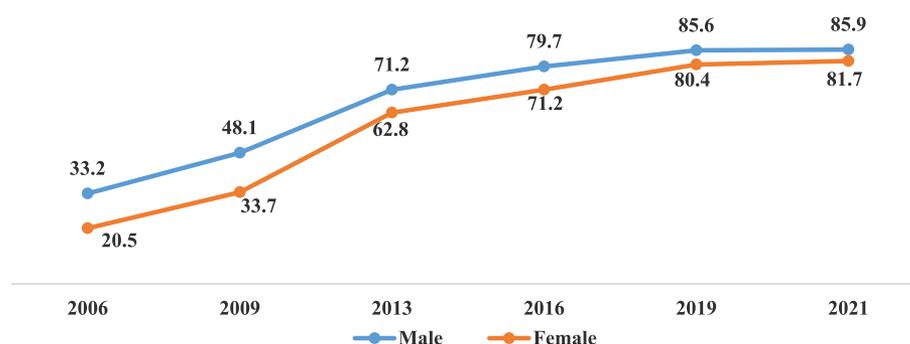
Appendix 3: Women Rights to Protection against Sexual and Gender Based Violence

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

Figure 4: 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
Planning/ Formulation	<ul style="list-style-type: none"> • Analysis of needs of women and men, boys and girls • Gender Impact Analysis (GIA) of proposed spending by departments • Analysis of gender impact of revenue raising policies
Approval	<ul style="list-style-type: none"> • Cumulative impact assessment of the whole budget
Implementation	<ul style="list-style-type: none"> • Assessment of whether funding to ministries, departments and agencies matches budget allocations • Publication of gender responsive outcomes and indicators to enable monitoring and tracking
Evaluation	<ul style="list-style-type: none"> • Review of sectoral/ministerial/departmental spending to ensure it is in line with budget proposals • Assess if government programmes have met objectives for gender equality

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)
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)



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