



**MINISTRY OF FOREIGN AFFAIRS
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Kenya case study

Evaluation of support to gender
equality in Danish development
cooperation (2014-2021)

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List of Abbreviations

ACT!	Act Change Transform
CAP	Climate Action Plan
CVE	Countering Violent Extremism
CSO	Civil Society Organization
DDD	Doing Development Differently
DED	Development Engagement Document
EAC	East African Community
FGD	Focus Group Discussion
FIDA	Federation of Women Lawyers
GBV	Gender-Based Violence
GFP	Gender Focal Point
GoK	Government of Kenya
GRES	Gender Responsive Evaluation System
GVRC	Gender Violence Recovery Centre
ICDP+25	International Conference on Population and Development 25th anniversary
IDLO	International Development Law Organization
KCP	Kenya Country Programme
KES	Kenyan Shilling
KII	Key Informant Interview
LGBTI	Lesbian, Gay, Bisexual, Transgender, and Intersex
M&E	Monitoring and Evaluation
MCH	Maternal and Child Health
MEAL	Monitoring, Evaluation, Accountability and Learning
MFA	Ministry of Foreign Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PLWD	People Living with Disability
PSS	Peace, Security and Stability
RDE	Royal Danish Embassy

RPS	Resilience, Peace and Stability Programme
SRHR	Sexual and Reproductive Health and Rights
SPA	Strategic Partnership Agreement
SSC	Strategic Sector Cooperation
TMEA	Trade Mark East Africa
ToR	Terms of Reference
UNFPA	United Nations Population Fund

Introduction

The purpose of this case study is to explore how the policy priority of gender equality translates into results in Kenya. One of the countries with the longest history of Danish development engagement, dating back to independence in 1963, and with decades of gender programming evolving over time.

This section focuses on gender in the wider country programming, with four deep dives into specific examples. These range from a targeted intervention on gender-based violence to programmes that integrate gender into wider policy objectives on trade promotion and countering violent extremism, to a final example in the waste management sector that has transformative potential for gender relations despite starting as gender-blind.

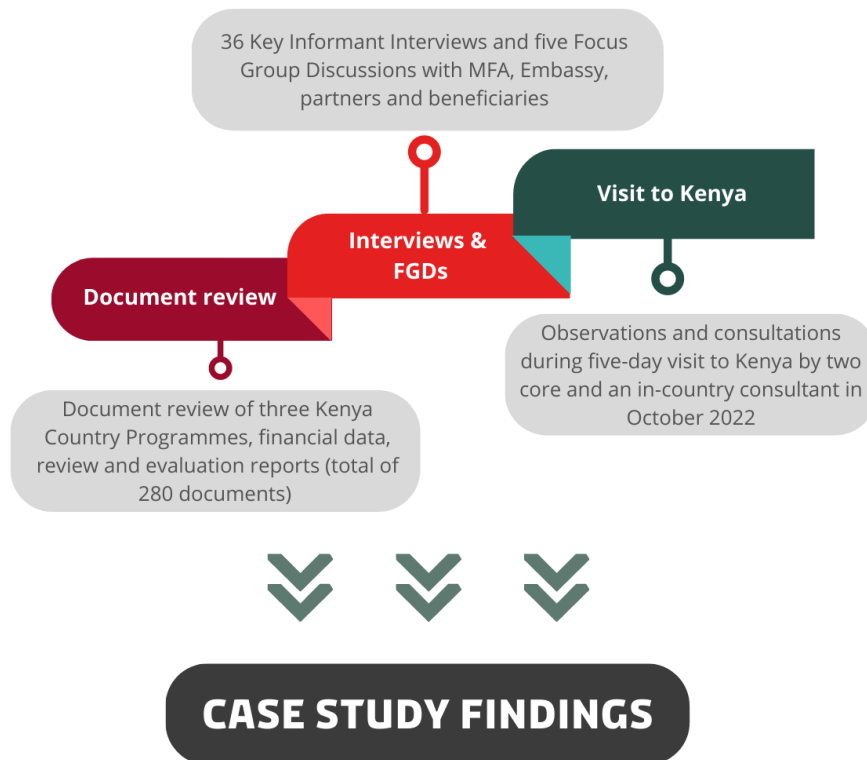
The project deep dives are complemented by examples of gender integration in the wider country engagements such as climate resilience and innovation as well as in the ever more important policy dialogue where long-standing Danish engagement in Sexual and Reproductive Health and Rights culminated in the International Conference on Population and Development (ICDP+25) co-convened by UNFPA, Denmark and Kenya at a high-profile event in Nairobi in November 2019.

Methodology

A key priority guiding the choice of method and case selection was to analyse outcomes of targeted gender integration but also to include development engagements with a broader focus to shed light on the grey zone of mainstreaming and gender impact of development activities with a different primary focus than gender. The evaluation assessed these cases in more detail in consultations with embassy staff, implementing partners and a selection of beneficiaries such as female cross-border traders and stakeholders such as law enforcement officers met during a visit to Kenya, as summarised in the visual below. In addition to the four deep-dives, the evaluation also included examples of gender equality integration in the wider Kenya country programming. These examples were not as visible in programme documentation but became evident in consultations during the field visit.

Desk study and scoping interviews during the inception phase informed selection of the four project deep-dives within the Kenya case study. The study was conducted from June to October 2022, triangulating findings from programme documentation with a total of 42 informants from interviews and focus group discussions and observations during a field visit in October 2022 (Figure 1).

Figure 1: Evaluation methodology



1. Country programme findings

Denmark has a long history of bilateral development engagement with Kenya, dating back to the early 1960s. Gender equality programming has evolved over time but with elements of continuity in support for women’s organisations, minority rights-defenders, survivors of gender-based violence, female entrepreneurship and sexual and reproductive health and rights. As shown in Table 1, Denmark’s current engagement in Kenya is multifaceted and comprises a variety of instruments and modalities. Several of these are funded by ODA and relevant for gender equality. Notable examples of this are the Strategic Partnership Agreement with the Danish Family Planning Association and substantial funding from Denmark for AmplifyChange, a global SRHR mechanism for civil society that have dedicated activities in support of both reproductive and sexual minority rights. The country programme is considerable in scope and importance but only one of several modalities promoting gender equality, rights, and diversity with support by Denmark.

Table 1: Context of the Country Programme in Kenya

Instruments and modalities that the bilateral development programme in Kenya is implemented alongside include but are not limited to:

- *Danish political dialogue with Kenya (including through the EU)*
- *Peace and Stabilisation Programme Horn of Africa (incl. defence)*
- *Commercial relations (promoted by the Danish Trade Council)*
- *Fair Market-based Partnerships for Sustainable Development*
- *Strategic Sector Cooperation (environment, food safety, energy)*
- *The Investment Fund for Developing Countries (IFU)*
- *EU, multilateral organisations, funds and programmes*
- *Humanitarian assistance (related to crises in Somalia, Sudan)*
- *Strategic Partnerships (Danish CSOs funded by MFA)*
- *International Organisations (e.g., AmplifyChange funded by MFA)*

Source: Strategic framework Denmark Kenya 2021-2025.

Three bilateral country programmes have been in place during the period of evaluation. The Kenya Country Programme from 2010-2015 was coming to an end at the outset of the evaluation period while the 2016-2020 country programme was being implemented throughout. The present Kenya Country Programme (KCP) only started at the end of the period as it stretches from 2021-2025. However, due to the formative nature of this evaluation, looking to draw on lessons learned to inform future efforts, inevitably references are also made to the current KCP (2021-2025) in the presentations and perspectives of this chapter. This pull effect towards the present is reinforced by the fact that data forming the basis of this evaluation was collected from informants engaged in current programming and future perspectives.

Table 2: Kenya Country Programme (2016-2020)

Objective and engagements	Gender integration	Continuity
<p>Implementation of Constitution, consolidation of an accountable, inclusive, and participatory democracy based on increased stability thru:</p> <ul style="list-style-type: none"> (i) Democratic practices. (ii) Public sector effectiveness. <p>Peace, security and stability.</p>	<p>Gender integration in targeted support (such as women in politics) and mainstreaming in CVE and CSO support.</p>	<p>Continuity as governance was merged with health in new KCP 2021-2025.</p>
<p>Inclusive greener growth with higher employment through: (i) Sustainable growth and jobs from investment and trade; and (ii) Sustainable use of natural resources and community resilience.</p>	<p>Evidence of some mainstreaming results in trade and natural resource management engagements.</p>	<p>‘Climate and resilience’ & ‘Sustainable jobs’ in KCP 2021-2025.</p>
<p>Provision of equitable access to quality health care through: (i) Support to devolved health sector as operational support for primary health care facilities and health systems strengthening at all levels; (ii) support for sexual and reproductive health and rights.</p>	<p>Support for targeted interventions on GBV and mainstreaming in sector priorities such as MCH of high relevance to gender equality.</p>	<p>Health and governance merged in KCP 2021-2025, incl. SRHR support.</p>

Gender analysis during programme design

Gender integration in the bilateral country programme was found to be informed by dedicated gender analysis as per the Aid Management Guidelines¹. In 2013-14, the embassy undertook background studies on inequality, peace and security and joined forces with Sweden and Finland in an assessment of gender equality, women’s empowerment and gender mainstreaming². In the Country Programme Document, the gender analysis is summarized as follows in the context section:

Discrimination continues, not least with regard to women and minority groups, including sexual minorities (...) Gender inequality persists although the new Constitution has far-reaching provisions to address issues such as affirmative action to raise women’s representation in public offices and elimination of gender discrimination in law, customs and practices related to land.

¹ Ministry of Foreign Affairs of Denmark: Aid Management Guidelines for Country Strategic Frameworks, Programmes and Projects – Annex-1 Context-Analysis.

² Embassies of Denmark, Sweden and Finland in Kenya 2014: Gender Equality, Women's Empowerment and Gender Mainstreaming in Country Programming.

*Despite some positive trends, women are still under-represented in public institutions, elected assemblies, and in management positions in the labour market*³.

Design of the bilateral country programme for 2021-2025 included an assessment of the context of gender equality in the broader picture of human rights.

However, preparations emphasised internal analysis as the then Gender Focal Point established an embassy task force to guide a self-assessment process of the bilateral development portfolio to identify gaps and opportunities. Embassy staff felt this process had been thorough and helpful to varying degrees. Most staff were able to convincingly mention one or more examples of dedicated gender elements of their programme engagements.

Three overall objectives for the current engagement are reflected in the *Strategic Framework for Denmark-Kenya 2021-2025*. The document refers to ‘gender equality and women’s rights, youth, and inclusion of marginalised groups’⁴ as concerns cutting across all three priority areas of:

1. **Green, sustainable and inclusive growth:** Promote green, sustainable and inclusive economic growth and decent jobs with an emphasis on youth as well as market opportunities for Danish companies and investors with relevant solutions.
2. **Democratic governance, human rights and equitable access to services:** Strengthen democratic participation and citizen engagement, protection of human rights, including sexual and reproductive health and rights (SRHR), access to justice as well as delivery of equitable public services through the implementation of the Constitution and devolution.
3. **Resilience, peace and stability:** Promote resilience, peace and stability in Kenya by curbing violent extremism, preventing man-made and natural crises, and strengthening Kenya’s pro-active role in regional peace and security and as a host-community for refugees.

Bilateral engagements from 2014-2021 essentially represent significant continuity over time in its inclusion of governance, service delivery in health, natural resource management and private sector development. Key implementing partners include Government of Kenya (Treasury, Departments of Health, Environment and Natural Resources), business networks and civil society stakeholders such as the Federation of Women Lawyers (FIDA).

³ Ministry of Foreign Affairs of Denmark: Kenya Country Programme 2016-2020 (September 2014), p. 4.

⁴ Ministry of Foreign Affairs of Denmark: Strategic Framework Denmark – Kenya Partnership 2021-2025, p. 6.

Gender support across the country programme

FIDA supports implementation of the 2/3 gender principle of the Kenyan Constitution (2010) that states that no one gender should occupy more than two-thirds in elective or appointive positions. This was subjected to case study as an example of gender change results in representation in a 2016 Evaluation Study. The other Kenya case in the 2016 evaluation study was in the category of recognition, more specifically support through the HIV/AIDS Alliance for a regional network defending sexual minority rights (Ishtar)⁵. Evaluation assessment of the country engagement in Kenya confirmed that both strategic priorities remained high on the agenda. FIDA remains an implementing partner under the governance programme. Human rights defenders from sexual minority groups benefit from Danish support under a CSO mechanism and the embassy was also found to be involved in other types of technical exchange and dialogue.

Other examples of gender integration over and above the four projects analysed in the following section include the integration of women in peace-keeping mechanisms in northern Kenya. Northern Rangeland Trust conduct a Peace Ambassador Programme aiming to give women voice and agency in advocating for solutions to community conflicts typically over cattle. Also, in a climate initiative currently being rolled out entitled 'Financing Locally Led Climate Action Programme', modalities are being explored for representation of women on the ward committees envisaged to make decisions on resource allocation at community level as part of a programme with the World Bank.

Key trends of gender budgetary allocations

Kenya was never the largest recipient of bilateral aid from Denmark but looking at the evaluation period 2014-2021, Kenya has ranked between being the 2nd to being the 8th largest recipient country measured by disbursements⁶. Budget scope for the Kenya Country programme for 2016-2020 amounted to DKK 970.5 million.

EQ1 and 2: What have been the development and key trends of gender budgetary allocations the Kenya country programmes over the period 2014-21?

⁵ Ministry of Foreign Affairs of Denmark: 'Evaluation Study - Lessons learned from promoting gender equality in Danish development Cooperation', 2016, p. 20-27.

⁶ <https://openaid.um.dk/countries-and-regions>

What have been the main drivers behind these priorities? What are the main factors behind the shift in integrating gender equality in Danish development cooperation?

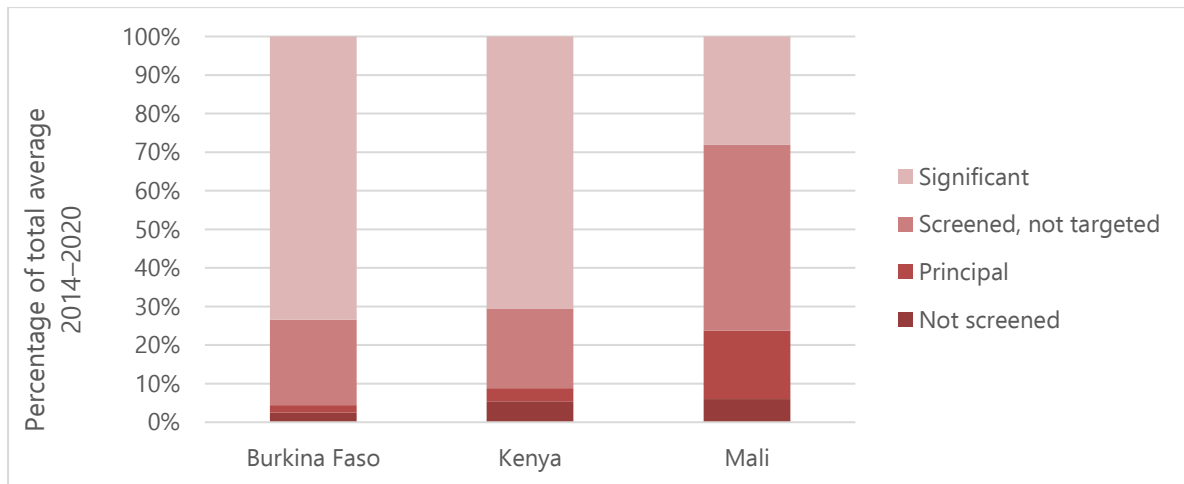
Table 3: CSO partners supported by Denmark.

Civil society partners engaged in gender programming supported by Denmark include local partners funded through the URAIA umbrella network funded directly by the Country Programme and grassroots groups applying successfully for grants from AmplifyChange, an SRHR mechanism Denmark was instrumental in establishing and that has Kenya as one of its top five recipient countries. Also, Danish CSOs with an MFA Strategic Partnership Agreement or funding through CISU are widely engaged gender relevant programming, including but not limited to:

- DanChurchAid*
- MS Action Aid*
- DIGNITY*
- Danish Refugee Council*
- Danish Red Cross*
- LGBT+ Denmark*
- Danish Family Planning Association*

Source: Strategic framework Denmark Kenya 2021-2025

Figure 2: Budgetary allocations as measured by the gender equality marker.



The figure above shows the total average of budgetary allocation as measured by the gender equality marker over the evaluation period from 2014-2021. As can be seen, upwards of 70 per cent of budgetary allocations have ‘significant’ gender equality integration while a much smaller share of less than five per cent is shown as ‘principal’. The reasons behind this have been explored by the evaluation in consultations with financial management specialists at the MFA and by

organising a focus group in June 2022 to discuss the practice of gender marking, including two participants from the embassy in Nairobi.

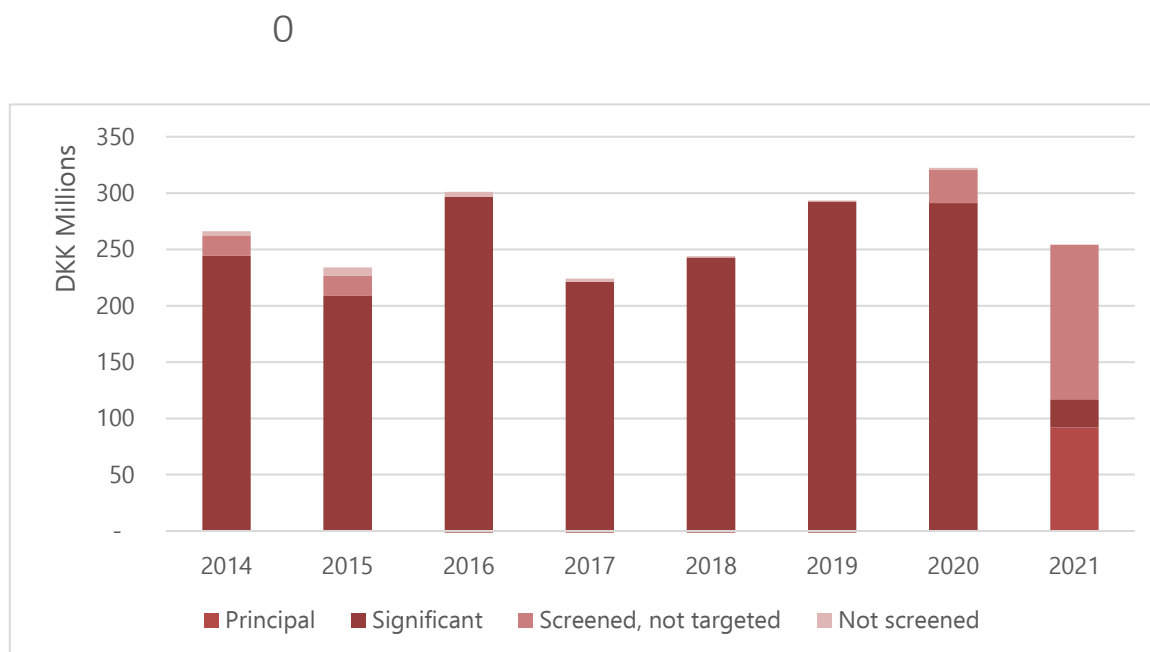
Gender marking of new grants is an MFA prerequisite for accessing new funding and is done once for the full grant period. According to the scoring methodology, grants are assessed as either “Principal”, “Significant” or “Not targeted” and given a score of either 2, 1 or 0. The analysis and scoring decision is done at “grant level” and is registered by programme officers using the central grant management system of the MFA. Guidance is provided by a condensed version of the OECD explanation of the gender equality markers, showing ‘principal’ to be applicable where gender equality is fundamental to the design and impact of those activities. Application of significant is advised for those activities where gender equality is important but not the primary motivation for undertaking the activity⁷.

The focus group discussion (FGD) on gender marker practice brought evidence from the Embassy of Denmark in Nairobi that ‘principal’ had primarily been used for GBV programming and women’s participation in politics, engagements that have been relatively stable at a modest level in budgetary scope from 2014-2021. These engagements were found to have been driven historically by formal requirements for targeted interventions and have evolved to be seen as integral parts of the country programme DNA.

Large-scale funding engagements in the health and governance sectors were found likely to account for the relatively large share of ‘significant’. In the words of one participant, ‘we are fond of talking about mainstreaming of gender equality, but we tend to focus on one over-riding issue per programme or engagement. Now, security and greening tend to take centre stage.

⁷ OECD/DAC guidance incorporated into the MFA Project Management Interface (PMI) system as evidenced by KII with MFA, June 2022.

Figure 3: Kenya – Gender allocations 2014-21



2. Case project findings

Finding 1 EQ5: To what extent are gender related results in Kenya programming qualifying as ‘gender sensitive’, ‘gender responsive’ and ‘gender transformative’, and why?

EQ5: In which thematic areas do gender transformative results appear the most, and why?

Summary of perspectives from four evaluation deep dives

Three projects were selected for deeper analysis during the field visit to Kenya in October 2022, representing a varying degrees of gender focus and with evaluation findings summarised below:

Gender Violence and Recovery Centre (GVRC)

Core support to nation-wide GBV services and prevention.

Act, Change Transform (ACT!)

CSO funding mechanism to support countering violent extremism.

Trade Mark East Africa (TMEA)

Regional trade promotion, including support for the role of women in cross-border trade.

Strategic Sector Cooperation Environment (SSC)

Technical cooperation on standards in waste management and circular economy

Three of the four projects assessed in Kenya fall along the spectrum of ‘gender targeted’ to ‘gender transformative’. Their outputs related to gender, and gender is a key feature in their DEDs. Only SSC can be said to be gender unaware in that it does not have any specific reference to gender in its design. GVRC is assessed to be the most gender targeted, while all but SSC actively work on elements that make their impact gender responsive and gender transformative. SSC has the potential to be more targeted and transformative as shown by its engagement with the private waste-sorting company Taka Taka.

Discussions and a review of documents highlight that given the prevailing situation regarding gender relations in Kenya, the assessed project engagements are highly relevant in addressing discriminatory practices and unequal power relations. The evaluation finds that articulating clear gender-related result for projects to deliver against, especially with regard to norms and values enhances the potential that overall, the country programme will contribute to transformative gender changes.

Key impacts of the projects have been in policy, influencing practice and attitude change. In policy, ACT!, GVRC and TMEA all engage from national to county level, encouraging policy changes that have potential for contributing to gender-related outcomes. In their engagements with communities, the projects have sought to engage with and to influence negative social and cultural norms that have an adverse impact on gender equality and women’s empowerment.

There are some areas that present common challenges to gender equality across projects. These relate to social and cultural norms which results in the needs and priorities of women and girls being subordinated to those of men in the social, economic and political spheres. There are limitations in the legal and security sectors, including a lack of clarity in legal provisions. Women and youth are poorly represented in the political sphere, partly due to a hostile environment for women political aspirants. Women have poor access to financial services relative to men, limiting their competitiveness in the business sector. They have less control over productive assets such as farms, leading to a higher prevalence of women experiencing poverty and thus increasing their vulnerability and limiting their power.

Table 5: GRES scale assessment of Kenya case project

	CRITERIA						
	Does the project include objectives coherent with Danish gender objectives?	Does the project integrate the results of an internal or external gender analysis?	Does the project document integrate the results of consultations with women and men in the area of intervention across the project cycle?	Does the project have any earmarked gender funding?	Does the M&E framework for the project include SADD systematically?	Has the project received any support by a gender advisor?	Is the partner assessed as having gender expertise?
GVRC	✓	✓ [a]	✓	X	Reporting captures changes to the lives of the people supported by the Centre ✓	Embassy gender focal point is also the project manager for GVRC ✓	✓ [d]
ACT!	✓	✓ [b]	✓	X	Interviews indicate gender disaggregated data is collected, but not found in reports	X	✓ [e]
TMEA	✓	✓ [c]	✓	X	Interventions targeting women specifically, but information not age disaggregated	✓	✓ [f]
SSP	X	X	X	X	X	X	X
Project results suggest the following:							
	Results had a negative outcome that aggravated or reinforced gender inequalities and norms.		Results gave no attention to gender and failed to acknowledge the different needs of men, women and other marginalised groups. Provide examples	Results focused on the number of women, men or marginalised populations targeted and included. Provide examples	Results addressed the different needs and interests of men, women and marginalised groups and focused on equal distribution of benefits, resources, etc. but did not aim to influence and change gender relations. Provide examples	Results contributed to changes in norms, cultural values, power structures and the roots of gender inequality & discrimination*	
GVRC	X	X	X	✓	Included in reporting to Danida	X	Reporting captures changes to the lives of the people supported by the Centre ✓
ACT!	X	However, interviews revealed that some activities such as empowerment of women to get involved in CEFs resulted in men disengaging from the Forum in Isiolo [g]	X	X	Reporting does not include numbers, but reports on engagement of men and women	X	Interviews indicate gender disaggregated data is collected, but not found in reports
TMEA	X	X	X	✓	Reports indicate number of women supported	X	Interventions targeting women specifically, but information not age disaggregated
SSP	X	✓	Project has no documentation of gender results but partner policy is affirmative action, transforming lives of female staff.	X	Does not have any gender-related reporting	X	Though unplanned, the project addressed the needs of women employed by the partner – Taka Taka
							X
							The project did not work to change gender norms

Summary of GRES Scale Assessment	GVRC (violence)	ACT! (security)	TMEA (trade)
	<ul style="list-style-type: none"> • Gender Targeted • Gender Responsive • Gender Transformative 	<ul style="list-style-type: none"> • Partly gender Targeted • Gender responsive • Gender Transformative 	<ul style="list-style-type: none"> • Partly gender Targeted • Gender responsive • Gender Transformative

GVRC is the most gender targeted of the four projects since gender-relations are at the core of its activities. It is also gender responsive as it addresses the specific GBV-related needs of the men and women it serves. It is gender transformative as it seeks to influence and change existing norms and values especially as these relate to power of men and women in society.

ACT! and TMEA have a focus on peace and trade, but have specific outputs that relate to gender, making them partly gender targeted. Within their areas of focus, they seek to make transformative changes to the lives of the men and women they engage with, and to do this in a sustainable manner through influencing norms and cultural values.

SSC is assessed to be gender unaware in its design. However, through partners in the sector it impacts such as Taka Taka, it has the potential to be gender transformative by changing the way women are formally employed in the garbage sorting business with rights to health insurance and maternity leave, for example. SSC does not fund partners but engages with GoK in strategic ways, influencing sector policy with potential gender benefits.

a: DED Refers to GVRC’s evidence-based programming: Development Engagement Document: Enhancing Services and Advocacy on Gender-Based Violence in Kenya-GVRC.

b: Conflict Assessment Report undertaken for PSS: Conflict Assessment Report, Danida Peace, Security and Stability (PSS)Programme-Kenya 2016-2020. CHRIPS, 2016.

c: TMEA has undertaken a regional gender review: Trade Mark East Africa (TMEA): Gender Review. WOW Helpdesk, Query 9, Final Report. Amanda Shaw, October 2018.

d: See Mid-term Review Report 2019: Kenya Country Programme Mid-Term Review Report. MFA. 31 January, 2019.

e: Ibid.

f: See Gender Review: ibid.

g: KII ACT! Staff.

As proposed in the inception report, the terminology of ‘gender sensitive’, ‘gender responsive’ and ‘gender transformative’ was revised to align to the five-point GRES Scale. Three of the four projects in Kenya fall along the spectrum of ‘gender targeted’ to ‘gender transformative’. It emerged that while none of the four case projects supported under the Country Programme have gender as a stand-alone objective in their interventions, in all but the Strategic Sector Cooperation (SSC), it was a requirement from Danida while developing their DED’s. As such, three of the four partner’s projects – Trade Mark East Africa (TMEA), Gender Violence Recovery Centre (GVRC) and Act, Change, Transform (ACT!) – have mainstreamed gender in their implementation modalities.

As an example, in activities supported by ACT! discussions with both the organisation and its sub-grantees demonstrate a deep appreciation of gender issues. Older men and women, male and female youth, and special needs groups such as people living with disability (PLWD) are routinely and appropriately engaged in project activities. This includes special-interest community platforms such as women and youth networks, youth *maskanis*,⁸ religious-based gatherings or forums.⁹

Project activities have gone as far as highlighting and seeking to influence problematic social norms and beliefs such as the erroneous belief that youth gangs are a problem of young men. Sub-grantees explained to the evaluation that although women are not visible in these gangs, they are in fact active as instigators and beneficiaries of gang activities. As such, partner activities include raising awareness with communities around this issue, as well as targeting the young men and women associated with these gangs to help them find alternative ways of generating incomes.

Similar findings were noted for GVRC and the role of men and women in gender-based violence (GBV). TMEA mostly engages with female cross-border traders. However, the husbands or male relatives still hold sway regarding how the money earned by these women is disposed of. TMEA has therefore had to engage men to raise awareness around the importance of empowering women or supporting their wives in this regard, and how this can benefit their households.

The activities highlighted above fall into the gender responsive category (*addressing the different needs and interests of women and men*) and are operating well into the gender transformative realm as they aim to ‘*change cultural norms, values and power structures*’. Specific to this latter aspect, ACT! gave an example of how community peace structures, that especially in pastoral communities tend to be predominantly male dominated, are being reconfigured in the counties where they are implementing the project. For example, in Isiolo County, a context that

⁸ Youth social meeting spaces such as video dens, cafes, etc.

⁹ Evaluation and Outcome Harvesting - Peace, Security and Stability Program 2015-2020, Dr Michael Karanja.

is deeply patriarchal, more women are increasingly engaging in these committees. To achieve this requires engaging with and seeking to influence prevailing cultural practices and norms. As put across by one respondent:

‘An unexpected result has been the importance of involving men in activities. We have noted that men respond more constructively to gender equality initiatives if activities are presented and discussed with them as well. Even in cases where activities target women, conflicts obviously do not necessarily disappear, but prospects of success are higher. If husbands or men in a community are also on board, you can avoid the sense that gender equality takes something away from them’.

Engaging with GVRC beneficiaries demonstrated how individual actors had undergone an attitude change, such as the example provided by a teacher in the group who had reformed after being arrested twice for child abuse charges in school. He was now a staunch champion for child protection in schools after engaging with GVRC mentorship and training. At TMEA, the involvement of women in previously male-controlled domains, such as that of middlemen in fish trading or even as boat owners is transforming avenues available to women in trade.

Projects demonstrated a nuanced understating of gender. For interventions such as the GVRC, whereby default they engage with more women than men, they have not fallen into a simplistic interpretation of gender that in working with women, they could consider themselves to be gender responsive. Rather, there is a recognition that dealing with GBV requires engaging with men and boys as much as with girls and women. The Centre’s advocacy engagement with boys and girls in schools through the so-called Kings and Queens’ Clubs is one demonstration of this. Another is the engagement of both male and female police officers in GBV awareness sessions aimed at making the police more sensitive and responsive to GBV cases.

While the design of the SSC is silent on the issue of gender, engaging with the project partner – Taka Taka – demonstrates that the project in fact does have gender elements in its implementation, though this is rather due to the partner’s initiative as opposed to it being a deliberate part of the design. Taka Taka employs women in its garbage sorting facility, offering them a safe space from which to operate, as well as providing better terms of service such as maternity leave and health insurance; employment benefits that the women would not be able to access in the informal sector.

In which thematic areas do gender transformative results appear the most, and why?

The case projects for the Kenya programme covered the three themes of the evaluation: (a) governance, (b) SRHR/GBV and (c) climate change/green growth. The governance and SRHR/GBV themes demonstrated more

transformative results than did climate/green growth. The assessment of the Evaluation is that for projects under these themes to achieve their objectives, for example, of ensuring more women are engaged in community structures, or to reduce the cases of GBV, they need to understand and seek to influence prevailing gender norms, attitudes and the root causes of inequality. For the SSC, on the other hand, gender considerations do not significantly influence the achievement of its results. Having said this, the SSC has the potential for advancing the gender element more intentionally. Such an approach could lead to achieving more transformative gains.

Where are the gaps and missed opportunities?

Organisation-level gaps

The evaluation observed some gaps in the projects assessed. One such area relates to how periodic reporting is undertaken around gender, which has an emphasis on quantitative information.¹⁰ Discussions with partners revealed that there is room for more robust, qualitative reporting around the results they are achieving, especially regarding the gender transformative effects of their engagements, and the lessons emerging. For example, beyond the inclusion of women in community-based committees, do they have a 'voice', or do they influence decision-making?

Further, what are the effects on the households and communities when women get into these positions; what risks and benefits are being observed; and what gaps or areas of further enquiry are emerging that could better inform programming?¹¹

Issues stopping women taking leadership; this is not really captured [in reports]. We could capture this more often. Also, how to encourage women more in leadership when they have too much [to do] in the household.¹²

Another gap that was highlighted to the evaluation was the binary treatment of gender in participant lists. Sexual minorities in some locations such as Kisumu have been challenging this with the partners. Due to the conservative Kenyan context around the issue of sexual minorities, partners indicated that this has proven to be a tricky issue to handle:

For those who don't want to identify as either gender, e.g., when they register participation, they don't want to tick either box; so we also need to look here so they don't feel like they are excluded. It's a hot potato to deal with here. They don't fill

¹⁰ Peace, Security and Stability. FY 2017 (January-December 2017), Annual Progress Report. ACT!, March 2017

¹¹ Evaluation reports seen by the evaluation such as those from ACT! and TMEA contain significant qualitative information around gender that would be useful if it came earlier in the implementation process.

¹² Quote KI.

*in the column – sometimes we have to just decide which one to tick for them. It's an important point for conflict resolution.*¹³

Aside from GVRC that has found a way of accommodating sexual minorities through the human rights lens, all other partners find it to be a challenging issue to address and an area in which they would benefit from more guidance.

While TMEA has a gender staff on its team, none of the other three projects did. At least one partner highlighted this to be an area that could further strengthen the gender-focus of programming. As one partner indicated, while projects begin with the best intentions regarding gender, this can at times fall by the wayside during implementation, and especially in those cases when partners are required to undertake mainstreaming as opposed to having gender-targeted interventions:

*'Gender targeted programmes have worked well whereas mainstreaming has proven more challenging as it relates to unconscious and cultural issues that are more complex programmatically. A recent assessment told us: we are good at the outset, but we drop the ball along the way.'*¹⁴

The evaluation finds that there is potential for greater collaboration between Danida-supported actors operating in the same locations/counties. For example, ACT! has identified a gap regarding trauma-healing and access to psychosocial support services in its activities. GVRC offers such services or can make linkages to such services on behalf of ACT! and could very well form part of the referral mechanism and that ACT! is lacking in its programming.

At the embassy, while all project staff appeared aware of the need to pay attention to gender elements in their respective portfolios, they also recognised their limits in gender expertise, as well as a lack of guidance tools to support them in this function. They acknowledged that there is an opportunity to make greater use of the gender focal person, and the possibility of enhancing this through a structured approach where the focal point is perceived as adding value to their projects.

Gaps in project activities

Access to justice, especially regarding GBV survivors was another area that emerged that could benefit from further attention. Estimates by GVRC staff put the number of cases that make it to the courts at 5% of those that they receive at the Centres.¹⁵ This number is whittled down further when survivors find the court process to be too tedious and expensive to pursue to conclusion. While GVRC has a collaboration with the Federation of Women Lawyers – Kenya

¹³ Quote KI.

¹⁴ Quote KI.

¹⁵ In the period 2016-2020, GVRC supported over 8,000 GBV survivors, both male and female. Source - Enhancing Services and Advocacy on Gender-Based Violence in Kenya, Project Completion Report, 2017-2020, GVRC.

(FIDA) to support the justice arm of its activities, they highlighted a need for more attention to be given to this area. The embassy is aware of this issue, and the Governance Team is pursuing an initiative, working with the Kenyan Judiciary, aimed at easing the process of accessing courts for poorer segments of the society. The idea is to advocate with the Judiciary to set up and resource specialised courts: small claims courts and GBV courts. The initiative is in progress, but if successful, could encourage more GBV survivors to report and seek justice.

Within the SSC, discussions revealed that here too there is potential for gender transformative results to be accrued as noted by a respondent: *‘When women move from individual roles in the informal sector to being say a hundred waste managers in a factory with a wall around it, they have bargaining power and can improve their lives.’*¹⁶

EQ 5 What kind of interventions, approaches or strategies in KENYA/ BURKINA FASO have been well suited to supporting transformational gender changes and what lessons can be drawn?

As previously indicated, three of the four projects had gender-related results articulated. For example, for ACT! under the Peace Security and Stability (PSS) Programme 2016-2020, one of the outputs was increased women engagement in leadership roles in peace and security activities in the engagement areas. And under the current programme – the Resilience, Peace and Stability Programme (RPS) 2021-2025, one of the outcomes they are delivering against is concerned with enhancing social linkages and sense of belonging women, youth and vulnerable communities to reduce pull and push factors towards violence. For GVRG, under the previous project – Enhancing Services and Advocacy on Gender-Based Violence in Kenya, 2016-2020 – influencing the root causes of GBV was one of their outputs: ‘Strengthened Prevention of Gender-Based Violence through Behaviour Change’; while under the current project Accelerate – one of the outcomes relates to strengthened respect for human rights, including attitudes, behaviour and social-cultural norms.

The evaluation finds that articulating clear gender-related result areas for projects to deliver on, especially regarding activities aimed at engaging with norms and values enhances the potential that overall, a county programme will contribute to transformative gender changes.

An additional contributing factor is that Danida funding to organisations is provided over a long period – five years for each of the projects assessed. This gives the partners ample time to engage deeply with some issues around attitude and behaviour change, elements that take a long time to shift. Additionally, the partners have been funded continuously, with breaks during programme design. This means that they can build on the dividends of previous years of engagement.

¹⁶ Quote KI.

Having said this, sub-grantees decried the short funding windows allowed under their contracting arrangements with ACT! – 18 months at a time. They indicated the stoppages are designed to allow for project reviews. They mentioned that these breaks – just as they have formed structures or processes at the community level – constrain the smooth progress of activities, and that longer funding windows would be more efficient and effective.

In all four projects in Kenya, utilising partners with high capacity and understanding of their areas of engagement has been instrumental to the kinds of gender-related results achieved by the country programme. The four partners have a long running engagement with the embassy, meaning that they understand the interests of Danida, especially as this relates to gender equality and women empowerment. Each of the partners demonstrated a deep understanding of the context and prevailing gender issues; challenges and emerging opportunities for engagement to advance the gender equality and women empowerment agenda.

Institutional capacity building is an area in which the embassy has supported its partners. In the previous programming period, the embassy had an international company working with consultants in Kenya (NIRAS) supporting the MEAL activities of the programme.¹⁷ GVRC for example noted how instrumental the technical support offered through NIRAS had been to help them develop their first ever M&E Strategy as an organisation. This support included coaching and mentoring on developing and reporting on indicators. ACT! highlighted that the monitoring template developed with support from NIRAS is still in use not only for Danida, but also for other donor-funded projects. Such support has enabled the partners to track implementation to support decision-making and programming to enhance their results, including in relation to gender-focused outcomes.

For TMEA, the organisation highlighted the keen interest and support offered embassy staff as TMEA was developing its current gender strategy 2020-2025. The embassy staff commented extensively on the Strategy thereby improving its focus on gender equality.

Embassy project officers are keenly involved with the projects, including providing expertise, and advice to partners where possible. The accessibility of project officers was an element that was well appreciated across the board. Further, among the partners, the Danish ambassador stood out from other ambassadors with his interest in the specific engagements, including through regular contact with the partner staff on programming matters. In addition to ensuring that Denmark's priorities are well understood and appreciated through such engagements, partners also highlighted that the ambassador's engagement, coupled with the flexibility allowed by the embassy in implementing projects, enabled them to achieve better results as they can be more responsive to the dynamics on the ground. Partners believed the close engagement they have with

¹⁷ This function is now undertaken in-house with a dedicated M&E.

the embassy means that the embassy staff have a deep understanding of their organisations and programmes and as a result, the embassy trusts and is comfortable allowing for reasonable changes to their projects.

EQ6A: What has been the relevance/effectiveness/efficiency of gender programming in the country programmes in Kenya?

Relevance

Considering the thematic areas of the evaluation, the situation in Kenya overall as pertains to gender is still an area in which the country is lacking. This is noted in the Danida Country Programme Document, *‘Discrimination continues, not least with regard to women and minority groups, including sexual minorities. New constitutionally based independent commissions have been established to provide checks and balances, with mixed results. Gender inequality persists although the new Constitution has far-reaching provisions to address issues such as affirmative action to raise women’s representation in public offices and elimination of gender discrimination in law, customs and practices related to land.’*¹⁸

The evaluation finds that this situation persists, and consequently, that the focus on gender is relevant. On a project basis, considering the four case projects assessed, below we present a snapshot as to the relevance of each.

In relation to GVRC, as noted in a report by Equality Now, Kenya continues to suffer a high prevalence of GBV: *Over 40% of women in the country are likely to face physical and or SGBV including lifetime physical and/or sexual intimate partner violence, and over one in five girls facing child marriage or Female Genital Mutilation’.*¹⁹ In this regard, the relevance of the GVRC regarding its sexual and reproductive health and rights (SRHR) and GBV focus is clear. The focus on these two elements recognises inequality as the root cause, as well as cultural and social norms that subordinate women and girls in societal relations.

The activities of GVRC seek to address discriminatory practices and unequal power relations, by engaging a wide cross-section of society, including policy actors, security and justice sectors, service institutions such as schools, and social sectors such as churches, grass-roots actors and communities.

ACT! operates in counties through its sub-grantees where inequality and marginalization are widespread, compounded by outbreaks of violence and conflict, including violent extremism. Women bear the brunt of violence due to the socially prescribed gender roles as caregivers and taking care of their households that leaves them largely dependent on their male relatives. These gender roles are accompanied by low literacy rates and poor access to meaningful income generating options and employment. Violence means that men are

¹⁸ Kenya Country Programme 2016-2020; Ministry of Foreign Affairs - Danish Embassy Nairobi File no: 2015-44977. October 2015.

¹⁹ Kenya Just Committed to Ending Gender Based Violence in Five Years. Here’s How They Plan to Do It. Equality Now, August 2021.

frequently involved in fighting and their demise leaves the women under their care vulnerable.

The gender-related aspects of both the PSS and the RPS sought to address inequality and marginalisation including among women. For example, one of the criteria for selection of successful applications of sub-grantees is inclusivity, that is the extent to which proposed interventions substantively include marginalized and or socially excluded groups such as youth, women, minorities and PLWDs. The evaluation finds that the intervention recognises and engages with issues of relevance on the ground. However, the intervention is not addressing the issue of sexual minorities, who, according to sub-partners is a group that requires attention. It also emerged that while partners recognise sexual minorities as a group that is not catered well to in their interventions, they also have not brought this up with ACT! The Kenyan context presents a challenge regarding how to address this without sparking the ire of the community and the Government.

In the SSC project, with regard to gender, the field visits demonstrated there is room to include gender considerations more intentionally in the SSC. None of its results speak to gender, while as mentioned earlier, it emerged that the SSC partner found that looking at work processes from a gender perspective makes operational sense regarding work ethic and productivity from a gender perspective. As one respondent observed:

‘Formalisation has implications for the roles of men and women. At the waste sorting facilities, more women are employed. The job is still challenging but women enjoy much better working conditions there than on the waste dumps. When it comes to sorting waste, women are often seen to be more careful and attentive.’²⁰

This speaks to the relevance of gender in this sector and should be a consideration for how the project evolves in future.

TMEA: horticultural trade in Kenya is dominated by women who make up 70% of its workforce.²¹ Further, it is estimated that close to 70% of informal cross border traders in Africa are women.²² Some of the challenges affecting these women include:

- Cultural norms that result in having limited control over their income.
- Poor education and information levels rendering them vulnerable to exploitation and corrupt practices at border points.
- Challenges accessing formal financial services that limits their ability to take full advantage to compete fairly with their male counterparts.

²⁰ Quote KI.

²¹ Bilateral Development Cooperation under Denmark’s Strategic Framework for Kenya 2021-2025. Development Engagement Document: Development through Sustainable Trade. TradeMark East Africa (TMEA). Embassy of Denmark.

²² Women Traders in East Africa: The Case Study of the Busia One Stop Border Post. Asmita Parshotam and Samuel Balongo. South African Institute of International Affairs, March 2020.

TMEA has specific outputs and indicators that specifically focus on women in trade to address some of these issues for example, by supporting farmer groups, ensuring that women-run groups are given an opportunity to engage to improve their socio-economic status, and enhancing their capacities to engage in cross-border trade.²³

TMEA is funded by a basket of donors, with Canada and Ireland leading in supporting specific gender related interventions. Denmark's support is complementary to these efforts.

Effectiveness

Interviews with individuals involved in the four projects noted a significant number of gender-related outcomes, spanning policy, socio-economic and political spheres.

TMEA works at both policy and demand side, for example, on trade policy and barriers to trade and how these affect traders, including women. A 2018 evaluation of TMEA found that it had made significant achievements along its planned results, with a few gaps, such as in mainstreaming gender more strategically in some areas of work, for example in infrastructure.²⁴ The staff acknowledged this during interviews and further indicated that:

*'Between 2017-18, we missed an opportunity to integrate gender aspects in all of our activities. For example, in infrastructure on road and infrastructure: what would gender look like here? [in] ICT for trade; is it neutral, benefitting some more than others?'*²⁵

An important result highlighted by the staff was their work in progress around empowering women cross-border traders and raising awareness with male border staff to engage in a manner that upholds the dignity of women. Instead of being perceived as smugglers, they are increasingly treated as legitimate traders. Gender-related outcomes related to Danish support to TMEA are assessed to be augmented by having targeted gender interventions supported by Canada and Ireland, as mentioned earlier, as well as by having dedicated gender-focused staff within the organisation.

An evaluation of ACT!'s interventions under the PSS found that the project had overall been effective in delivering its activities. Two of its outputs related specifically to addressing gender inequality through socio-economic empowerment of at-risk youth and women and encouraging women to take up leadership positions in peace structures. A mid-term review of the project also found that, through a re-focusing of the DED by ACT! and the embassy, the

²³ Ibid (DED).

²⁴ Trade Mark East Africa (TMEA): Gender Review. WOW Helpdesk, Query 9, Final Report. Amanda Shaw, October 2018.

²⁵ Quote KI.

project had achieved a positive and important focus on women's security issues, including by enabling closer collaboration between right's holders (youth, men, women, elders) with duty bearers (counties and police) as part of an early warning system around conflict.²⁶ ACT! also engages at policy level which includes influencing strategies around gender dynamics and how these impact peace-making on the ground.

ACT!'s activities and outcomes relating to gender were constrained by factors such as buy-in and support from the county level. In some cases, even when ACT! has managed to encourage more representative community peace committees, these structures have not received the necessary support from county governments to ensure full operation.

The current RPS project seeks to address this challenge by engaging with political actors at county level to encourage the allocation of resources to these structures as well as to encourage them to support peacebuilding activities more robustly on the ground. For example, working with members of the county assembly to highlight the impact of violence and conflict on women.

As previously mentioned, the SSC is silent on the issue of gender, and its implementing partner was found to be more advanced in this regard than was the embassy. The evaluation team had discussions with GBV survivors supported by GVRC and noted that its approach in terms of medical and psychosocial support of survivors was assessed by the users as being effective. With regard to influencing practice among duty bearers, the staff gave an example of Makueni County where they had been able to work closely with the county government up to the point where the county ended up developing a costed workplan and allocating funds in its 2020/2021 budget of 10M KES for GBV support in the county. Additionally, GVRC was able to provide capacity building support in GBV and SRHR to public healthcare institutions, and due to its recognition in the area of GBV, its participation is sought at the national and local level fora related to GBV and SRHR.

However, the effectiveness of GVRC activities is constrained by several factors, key among them being the operating context and the prevailing norms and attitudes relating to gender and the place of women in society. Another factor is the poor outcomes in relation to access to justice for GBV survivors, where only a small minority of the cases they treat ever take it further to access justice. This is due to the unfavourable climate in this regard especially in terms of the poor attitude of the police, the cost and time it takes to adjudicate cases.

EQ 7: What have been the key impacts and sustainability of gender equality outcomes achieved within the three thematic areas in Kenya?

²⁶ Kenya Country Programme Mid-Term Review Report. MFA. 31 January 2019.

Impact

Some of the impacts under the three thematic areas relate to policy. Within SRHR and GBV, GVRC has been engaged in several ways;²⁷ for example, it is a member of the National Gender-Based Violence Technical Working Group that is made up of state and non-state actors, where the Centre made key inputs into the National GBV Manual that is now used by the national health facilities. GVRC also supported the development of the National Guidelines on Management of Survivors of GBV, including pushing for and succeeding in ensuring these Guidelines included a forensic module to help in access to justice efforts of GBV survivors. At the time of the evaluation, GVRC was involved in providing inputs to the Sexual Offences Act of 2006 as well as the Prevention of Domestic Violence Act of 2015 both of which were under review.

For ACT! in the governance sector, they were engaged with the county governments in advocating for the allocation of funds to peace work at the county level where they have been engaged in encouraging more women and youth to engage in peace efforts. ACT! has also influenced and advocated for key policies, legislations and plans that have a gender lens or perspective, for example in the development of the Kenya National Action Plan II, ACT! made inputs into the development process around Resolution 1325 and the participation of women in peacebuilding processes in Kenya.²⁸ They have also been active in the CAP development processes at county level to ensure that they include gender pillars.

TMEA, falling under the Green Growth theme has a keen focus on gender and how women in trade are supported through the trade policies and removing or minimising barriers to trade. Its interventions work to improve gender sensitivity in customs and border management, for example through its efforts to push for the implementation of the EAC gender and trade policy.²⁹

Sustainability

Many of the policy-related results that the partners in the three sectors have accomplished are assessed as being sustainable, especially where those policies have already moved to the implementation stage; for example, with the Protection against Domestic Violence Act (2015) where GVRC made significant contributions.

Other elements around sustainability relate for example, to GVRC's work, where its activities are embedded within national health facilities in GVRC centres at county level. The Centre has and continues to undertake capacity development of

²⁷ Enhancing Services and Advocacy on Gender-Based Violence in Kenya. Project Completion Report, (2017- 2020). GVRC.

²⁸ Peace, Security and Stability, FY 2019 (January-December 2019) Annual Progress Report, ACT!.

²⁹ TMEA Gender Strategy II 2020 - 2024 Doing Gender Differently. TMEA.

national health staff to handle GBV cases and this not only improves services for victims, but it also enhances. Engagement with duty bearers such as teachers and police also have the potential for being sustainable, especially where this results in behaviour change. A key sustainability challenge noted by GVRC staff relates to their inability to support majority of the survivors with economic empowerment opportunities once they graduate from their programmes. They indicated that this would complete the transition process from being in a position of vulnerability, especially for those survivors who continue facing the challenge of supporting themselves. Another challenge relates to diminishing funding, which constrains its services to survivors.³⁰

Aside from funding, ACT! has been supporting its sub-grantees with organisational capacity development informed by rigorous capacity assessments, which have included efforts to ensure that sub-grantees have a gender lens in their internal recruitment practices. The effects of such capacity are reported as being evident when partners are able to diversify their funding sources.³¹ Other areas of sustainability include the support to the CEF and CAPs, though this was said to be constrained by a lack of surety that these bodies would be adequately resourced from national and county level to sustain them.

For TMEA, areas that promise sustainability are its efforts to build the capacity of women-owned and women-led businesses to strengthen the capacity of women traders. For example, in the seven counties where it is operating, TMEA has enhanced the participation of women in the agricultural sector in Kenya by supporting the formation of groups of women aggregators who can trade agricultural produce themselves, cutting out the middleman. It has also carried out training of border officials to be more gender responsive, as well as built the capacity of women on their rights and the applicable trade regulations that they should be aware of. One challenge highlighted by TMEA is the continued inequality evident in the East Africa region with regard to women, geographical inequality where women in urban areas are better able to access and make use of new developments and changes. For example, they indicated that one of their activities that sought to reach women small and medium enterprises (SMEs) was challenged by the fact that women in rural areas were not as easy to reach, meaning that the communication and outreach modalities needed to take this into consideration more closely.

Through its partner – Taka Taka – SSC is also demonstrating sustainability potential by strengthening the safety and security of women engaged in the garbage sorting business. Taka Taka has recognised the potential offered by women workers and, as a business, seeks to maintain gender awareness in its recruitment policies to enhance productivity.

³⁰ Enhancing Services and Advocacy on Gender-Based Violence in Kenya. Project Completion Report, (2017-2020). GVRC.

³¹ Final Evaluation and Outcome Harvesting of the Peace, Security and Stability Program 2015-2020, Dr Michael Karanja.

EQ 3: *What are the key challenges and barriers for promoting gender equality in Kenya?*

The evaluation finds that there are some common areas that present challenges and barriers and that constrain progress to gender equality and women's empowerment in Kenya. These relate to:

Social norms and cultural practices: the patriarchal society in Kenya means that in many spheres, the needs and priorities of women and girls are subordinated to those of men.³² This means that practices such as wife beating, early marriage for girls, lack of or limited voice in social circles are considered as par for the course. These attitudes transcend the social to affect the political and economic spheres as well. In relation to GBV against men and boys, the belief that men should be 'strong' and never show weakness means that for the relatively smaller proportion of men and boys that suffer GBV, these same norms inhibit their ability or willingness to seek help.³³

Security and legal sector limitations: the law around issues such as GBV operates in a context where attitudes continue to be determined by traditional and patriarchal norms. Further, a lack of clarity around some legal provisions challenges practice; for example, while SGBV is sanctioned in the Kenyan Constitution, it is not directly addressed in the Penal Code by specifically referring to wife or husband battery or marital rapes as offences.³⁴

With regard to security, Kenya is prone to outbreaks of violence on which occasions, GBV incidences are noted to rise. Tribal conflict and election violence are episodes where service providers such as GVRC also note a rise in cases at their facilities. Also, in relation the security, as noted above, the attitudes of security sector actors towards victims of GBV constrains efforts at adjudicating cases, while on occasion they have themselves been found to be perpetrators of GBV.³⁵ The training of police, for example, does not tackle the issue of GBV.

Poor political representation: Women and youth are poorly represented in politics, especially at higher levels. As respondents noted, while women are better represented at the county level, at national level, this remains a challenge, despite the Constitution mandating that 33% of elective positions be held women. Apart from the socio-cultural context, political violence against women political aspirants is a significant challenge affecting how many women are able to safely contest in elections, coupled with limited support from their own parties, as well as relatively lower access to campaign finances compared to male contestants.³⁶

³² Development Engagement Document: Enhancing Services and Advocacy on Gender-Based Violence in Kenya-GVRC.

³³ Kenya Gender-Based Violence Service Gap Analysis at the County Level. Fernandes, Patricia Maria; Phipps-Ebeler, Verena; Schmidt, Anna Lisa, April 2020.

³⁴ Situational Analysis and the Legal Framework on Sexual and Gender-Based Violence in Kenya: Challenges and Opportunities. Dr Ruth Aura, N.D

³⁵ Mothers, Sisters, Wives: Kenyan Women Lead Fight Against Police Violence. Neha Wadekar, Sept. 2020.

³⁶ Gender Agenda: The Big Conundrum in the General Elections in Kenya and Senegal. Dr. Saliou Ngom, Dr Selly Ba, Caroline Kioko and Nicola Egelhof, July 2022

Poor access to financial services: women and youth typically have limited access to financial services in Kenya. According to a TMEA report, 48 per cent of small-scale business owners in Sub-Saharan Africa are women, only 7 per cent of them can access financial credit.³⁷ The financial sector in the country has also been slow to design products or solutions that target women, especially women in informal trade. This means that women and youth are often left out in the business value chain, constraining their ability to grow their business or their assets. Separate from business, women earn less than their male counterparts, and – especially in rural areas – have less control over assets. These elements combine to disempower women, limiting their economic empowerment.³⁸ This situation is also connected to the link between poverty and the effects it has on gender dynamics. Poverty contributes to the prevailing inequality and ensuing vulnerability of women and girls. Women’s dependence on their husbands or male guardians, for example, influences their willingness to report abuse lest they lose their financial assistance from the perpetrator, for themselves and their children.³⁹

EQ 4: What are the links between global dialogue and country level advocacy in Kenya?

The Kenya case study gave plenty evidence of links between global dialogue and country level advocacy as Denmark’s engagement in Kenya is multi-faceted and the topic is high on the agenda in Kenya. Overall, advocacy and policy dialogue were found to play a not only significant but also increasing role during the period from 2014 to 2021. In the assessment of one of the Evaluation interlocutors this was not simply a reflection of development cooperation shrinking in relative importance vis-à-vis policy dialogue in the bilateral relations but also a position that the long tradition of development in gender equality made possible for Denmark.

The prime example during the period of evaluation is the global dialogue around population and development culminating in the joint effort by UNFPA and the Governments of Kenya and Denmark in co-hosting the International Conference on Development and Population (ICDP+25), that took place in Nairobi in 2019, 25 years after the first ICDP in Cairo.

Co-hosting ICDP+25 represented a significant investment of political capital and human resources, including allocation of a Danish ambassador dedicated to coordinating preparations. From the point of view of the embassy in Nairobi, ICDP+25 provided a platform for national advocacy on the priority policy of

³⁷ Access and Opportunity: Gender and Trade in East Africa: Faces of Women in Trade. Trade Mark East Africa, March, 2015.

³⁸ Women informal Entrepreneurs in Kenya: A Feminist Analysis of Economic Empowerment Challenges and Opportunities. Rebecca Calder, Emily Boost, Federica Busiello, and Louise Fox, October 2021.

³⁹ Kenya Gender-Based Violence Service Gap Analysis at the County Level. Fernandes, Patricia Maria; Phipps-Ebeler, Verena; Schmidt, Anna Lisa, April 2020.

SRHR that contributed to ensuring buy-in from the highest level of the Kenyan Government.

Following the high-level event, Denmark assisted the Government of Kenya setting up its National Commission on Population and Development, a body where Denmark works with UNFPA Kenya to monitor implementation of the SRHR commitments Kenya made at ICDP+25. International and regional conferences on follow-up to the commitments to ICDP+25 have allowed Kenya's commitments and the implementation thereof to be profiled in public to an extent that is found to increase the likelihood of implementation.

In the analysis of RDE, this approach to national advocacy is made possible by the position Denmark enjoys after decades of development engagement in terms of knowledge and credibility as a partner of Kenya. The effect of the policy advocacy coming out of ICDP+25 is now *'worth at least as much as we invest in development programmes and reflective of political commitment from top to bottom'*⁴⁰.

Engagement in women's political participation in Kenya is another example of long-standing support for development partners such as Federation of Women's Lawyers (FIDA) and others increasingly being complemented by policy initiatives that are not directly linked to development funding but arguably made possible by the knowledge and credibility provided by long-term engagement with local partners.

Harassment of female candidates in Kenya's general election was the focus of advocacy engagement by RDE in 2022 in line with but not directly linked with the long-standing core support to development support for implementation of the Constitutional 2/3 Principle. Events on gender equality in political participation were organised by RDE linking up with the MFA Tech4Development initiative. These links between instruments involve development funding as an important but not a dominant feature is evidence of the increasing emphasis on public diplomacy and advocacy in Kenya.

A third example of links between global dialogue and the priorities of the Danish Strategy framework on gender equality, rights and diversity (2014) is support for human rights of the LGBTI minority in Kenya. Danish support is limited in financial terms and flows through several channels, including the SPA with the Danish Family Planning Association and significant Danish funding for the SRHR funding mechanism AmplifyChange that has human rights of sexual minorities as one of five key funding priorities and Kenya as a top recipient country.

However, evidence was also found by the evaluation of support flowing through CSO funding mechanisms to local human rights defenders and of the RDE keeping sexual minority rights on the agenda of formal and informal dialogue with partners. In August 2021, when World Pride was hosted jointly by

⁴⁰ Quote KI.

Copenhagen and Malmö, the RDE co-hosted an informal event for activists and friends at the Embassy of Sweden in Nairobi.

EQ9 What is the level of gender knowledge and expertise at the Embassy of Denmark Nairobi?

Findings on knowledge levels reveal a mixed picture. Most of the staff consulted assessed their level of knowledge to be sufficient to carry out their day-to-day tasks. Key informant interviews and focus group discussions with embassy staff confirmed a basic understanding of concepts such as targeted interventions and gender mainstreaming. Also, respondents were able to give examples of gender elements in their programmes to varying degrees.

However, a minority position indicated that new staff members could benefit from compulsory training on gender mainstreaming as part of their on-boarding. This was seen as potentially helpful in raising knowledge levels and providing staff with expertise to do more mainstreaming.

How is gender perceived across staff and management at the embassy in Nairobi?

Management at the embassy perceives gender equality as a key policy priority, widely shared by staff, where 'Denmark in Kenya is faring pretty well' with dedicated activities and a profile in areas of (a) political participation of women, (b) economic empowerment and (c) sexual and reproductive health and rights, including human rights of LGBTI.

KIIs and the FGD with embassy staff gave evidence of varying degrees of actual engagement in gender programming, combined with high overall levels of gender knowledge. All interviewees and participants were aware of gender challenges, recognised these challenges to merit a programmatic response and understood the distinction between targeted interventions and the more challenging imperative of mainstreaming engagements with another primary objective than gender equality.

Overall, staff were found in interviews and discussions to reflect broad recognition of the relevance of gender integration in programming and saw actual gender elements as value-addition to programme engagements. No respondents questioned the rationale for this. However, on the issue of defence of sexual minority rights, it was noted by one interlocutor that a photo opportunity at the embassy on Idaho Day, when the rainbow flag symbolising support for diversity rights was raised alongside the Danish flag, had a predominance of Danes and only few Kenyans attending, possibly reflective of a degree of reservation on this aspect of Danish gender equality policy or simply a cautious approach of not rocking the boat on a sensitive issue.

Some of the more experienced staff members perceived gender to have been a stronger priority at the outset of the evaluation period in 2014 than during the time of data collection in 2022. One interlocutor indicated that *'while consciousness*

*around the need for gender equality and formal accountability measures seemed to have gone down, what we are doing in our programmes is clearly relevant for gender relations to a very significant extent*⁴¹.

What are the gender related gaps and opportunities in the current Aid Management Guidelines and tools?

During the FGD with embassy staff, some participants indicated that formal requirements on gender equality were not always sufficiently clear. In the words of one participant, *'we used to have clearer guidelines and a gender equality toolbox to refer to. Now our focus seems to be 100% on greening and I am not always sure how much or what we are expected to do on gender'*⁴².

Interviews and discussions indicated that the Aid Management Guidelines required a gender analysis as part of the wider socio-economic context. However, there were few references to guidelines and tools being prominently featured in the day-to-day work, and the only evidence of any contact between the RDE and Team Equal Opportunities was recent participation by the Gender Focal Point in an online meeting organized by the team.

Having a Gender Focal Point at the embassy was seen by interlocutors without exception as an opportunity for guidance on targeted interventions as well as mainstreaming. The same Gender Focal Point in place during most of the period from 2014-2021 was credited for high levels of gender integration in the Kenya Country Programme. Due to a recent onboarding of a new staff member after a period when the position had been vacant, potential was noted to fully explore the role of the Gender Focal Point in the emerging priority areas of green growth and climate mitigation.

To what extent has gender been integrated in new approaches such as DDD and MEAL, and what are the opportunities?

Kenya was designated as a test case for the approach of Doing Development Differently⁴³ and while attention has tended to centre around overall issues of coherence and adaptability rather than gender programming as such, the Evaluation found evidence of gender equality being essential to several attempts to combine different policy and programming instruments and global and national level.

By way of example, the national-level advocacy focus on SRHR has linked up convincingly with the considerable investments in preparation and follow-up to ICDP+25. Likewise, governance advocacy initiatives in relation to harassment of female candidates in the Kenyan elections were able to build on decades of

⁴¹ Quote KI.

⁴² Quote KI.

⁴³ Ministry of Foreign Affairs of Denmark: Aid Management Guidelines, 'Guidance Note Adaptive Management' November 2020.

development support and integrate the global Tech4Development initiative, managed from Copenhagen but brought to bear in Kenya in 2022.

Integration of gender in MEAL approaches shows a mixed picture. The 2016-2020 MEAL framework has some useful examples of gender-disaggregated indicators where the engagement in question represents a targeted gender intervention or a broader engagement, typically in green growth or governance, where an output within the wider engagement is dedicated to gender equality. Female cross-border traders by TMEA supported under the Green Growth thematic programme was found to be a case in point as were governance activities on political participation by IDLO, FIDA and countering violent extremism supported through ACT!

However, reporting on these indicators was found to be uneven. Reporting was summarised by an external MEAL Unit, selected after a public tender, in a 'Results Tracker'⁴⁴. The tracker showed FIDA representing examples of 'highly satisfactory' delivery of legal aid through assistance for representation in courts (with an average, cumulative success rate of 129.3% when measured up against set targets). In other development engagements under the three thematic programmes, there were no gender-disaggregated indicators and in the case of Trade Mark East Africa, a 100% achievement rate is indicated for 2016 while following four years have been given a N/A rating.

In 2020, the RDE decided to in-source MEAL for the Kenya Country Programme 2021-2025. This was done to pursue DDD ambitions for more effective feedback loops allowing for on-going adjustments of programming. Instead of contracting an external MEAL Unit, a development specialist was posted to RDE and made responsible for monitoring and evaluation by consolidating MEAL data from partners and commissioning impact studies on priority themes. Gender has not been the topic of dedicated studies so far, but it is seen to cut across all programmes. Two overall outcomes and five outputs are prioritised, and results are published on the MFA results website, showing gender results for targeted activities or where gender is integrated into the limited number of outcome and output indicators. The tendency is for results of mainstreaming not to be captured.⁴⁵

To what extent is gender included in staff performance assessments and management accountability systems, and what are the opportunities?

The general picture emerging is that gender is included in staff performance assessment where dedicated gender engagements are part of the job description of the staff member in question.

This is mostly the case for the Gender Focal Point. However, this function has dual responsibility for specific engagements in relation to SRHR as well as for

⁴⁴ NIRAS: 'Results Tracker – Governance, Green Growth, Health', Kenya Country Programme 2016-2020.

⁴⁵ Openaid.um.dk – search under Countries & Regions: data for Kenya.

overall gender integration under the Kenya Country Programme. The emphasis seems to be on the gender-targeted aspects of the function.

Where gender is not part of the job description, the feedback from interviews and discussions is that staff are assessed based on the primary objective of their engagements rather than integration of crosscutting concerns, possibly indicating that staff are not very motivated to actively pursue cross-cutting issues very keenly if they are not formally assessed against them.

3. Conclusions

Lessons learned and conclusions are presented in the three categories of the Terms of Reference (ToR) for this evaluation:

- *Budgetary allocations*

MFA financial data show a considerable share of 70 per cent of bilateral aid to Kenya to comprise ‘significant’ gender integration, although driven by other primary objectives, while around five per cent of budget allocation have gender as their ‘principal’ motivation. These figures represent total averages for 2014-2021.

However, quantifying the exact amounts allocated to targeted and mainstreaming of gender equality comes with significant uncertainty. Gender marking in accordance with OECD standards is done only once when the grant is opened and often for large programmes or engagements where ‘significant’ may appear to be the safer option to choose compared to ‘principal’ where you may expect to be document high effort or ‘Not targeted’ that may also be perceived to call for an explanation⁴⁶.

Despite the uncertainties around exact figures, it is in line with Kenya findings of this evaluation that constant, if relatively modest, levels of support for targeted interventions are matched by a much larger proportion of support for the grey-zone of mainstreaming where scope of gender integration and results. Interviews and discussions in Kenya gave evidence of a considerable level of gender integration across programmes. The relatively high level of engagement was found to be driven by factors such as an established track record for gender integration in Kenya, awareness of Danish policy priority and senior management commitment.

- *Effectiveness of support*

An overall finding from the Kenya case study indicates that to derive the kinds of gender equality results envisaged, gender needs to be part of the design and MEAL and reporting requirements.

⁴⁶ Quote KI.

When assessed based on the four case projects selected for the evaluation, the picture that emerges is one where the KCP has been effective in advancing gender equality and women's empowerment in Kenya. Three of the four projects fall along the spectrum of 'gender targeted' to 'gender transformative'. Only one project –SSC – was found to be gender unaware in that it does not have any specific reference to gender in its design though it has the potential to be more targeted and transformative as shown by its engagement with the private waste-sorting company Taka Taka.

Given the prevailing situation regarding gender relations in Kenya, the assessed project engagements were found to be highly relevant in addressing discriminatory practices and unequal power relations. Articulating clear gender-related results against which projects are required to deliver, as observed in three of the projects enhances the potential that overall, the country programme will contribute to transformative gender changes.

Key impacts of the projects have been in policy, influencing practice and attitude change. In policy, ACT!, GVRC and TMEA all engage from national to county level, encouraging policy changes that have potential for contributing to gender-related outcomes. In their interaction with communities, the projects have sought to engage with and to influence negative social and cultural norms that have a negative impact on gender equality and women's empowerment.

There are some areas that emerged as presenting common challenges to the projects. These relate to social and cultural norms that result in the needs of women and girls being subordinated to those of men in the social, economic and political spheres. There are limitations in the legal and security sectors, including a lack of clarity in legal provisions. In the political sphere, women and youth are poorly represented partly due to a hostile environment for women political aspirants. In the financial and trade matters, women have poorer access to financial services, limiting their competitiveness in the business sector. Socio-economically, they have less control over productive assets such as farms, leading to a higher prevalence of women and youth experiencing poverty and thus increasing their vulnerability and limiting their power.

- *Organisational set-up*

The case study of Kenya found relatively high levels of knowledge and perceptions of gender were presented that appeared conducive to gender programming. Concepts of targeted engagements versus mainstreaming were well understood and appreciated. However, a sense of gender being somewhat less of a priority today compared to 2014 was noted and ascribed to other priorities such as climate mitigation and greening taking precedence. Also, a degree of unclarity was observed as to what exactly was expected of engagements in Kenya when it comes to gender integration.

While engaging with sensitive issues, such as LGBTI is a priority for Danida, the context in Kenya as in other developing country contexts might not always be conducive to overt support; however, as the RDE has demonstrated, having a good understating of the context, and engaging with the right actors can provide avenues for some engagement in such areas.

While staff might be willing to advance gender and other cross-cutting issues in their projects, they need to be supported with the requisite tools, skills, and knowledge. And they also need to appreciate the need/benefits of doing so to avoid the perceptions of these being just another additional task.

The potential role of the Gender Focal Point was appreciated. RDE staff noted that recent personnel changes in this position resulted in a lengthy vacancy period now giving to rise to a sense that a revitalisation of mainstreaming efforts could be relevant.

4. Recommendations

EQ 12 What strategic and practical considerations might Denmark engage in in Kenya to gain a leading role in supporting gender equality and women's and girls' rights?

What institutional barriers might Denmark address in Kenya to gain a leading role in supporting gender equality and women's and girls' rights?

Three potential recommendations emerge from the case study of Kenya:

A. Country level

#1 Organise an RDE PIT STOP in 2023 to explore gender programming opportunities.

Mid-Term half-day session for embassy development colleagues to review based on a gender audit, coordinated by GFP, of results and challenges half-way through the KCP 2021-2025 and assess how gender can add value to programming by being included more overtly?

#2 Review portfolio to identify potential for gendering climate programming in Kenya.

In response to the finding on the scope of new climate and green growth programming – explore the extent to which these new initiatives can be upgraded and rendered more efficient by engaging more deliberately with men and women on implementation?

B. HQ level

#3 Provide up-to-date strategic programming guidance to embassies.

What is expected from embassies on gender programming in the 2022 context of emphasis on priorities such as climate and green transition?

Annex A: People consulted.

	Name	Sex	Designation	Organisation	Location
1	Thomas Nikolaj Hansen	M	Team Lead, Health and Governance, Nairobi	Embassy of Denmark in Kenya	Kenya
2	Halima Ali Zaid	F	Programme Manager SRHR and Gender Focal Point, Kenya	Embassy of Denmark in Kenya	Kenya
3	Thomas Emil Jensen	M	Counsellor, Strategic Sector Cooperation - Environment	Embassy of Denmark in Kenya	Kenya
4	Festus Kisamwa	F	Danish Embassy-Gender Focal Point	Embassy of Denmark in Kenya	Kenya
5	Philip Akello	M	Programme Officer, RDE - Climate and Environment	Embassy of Denmark in Kenya	Kenya
6	Nancy Njenga	F	Programme Officer, RDE - Climate and Environment	Embassy of Denmark in Kenya	Kenya
7	Ole Thonke	M	Ambassador of Denmark to Kenya	Embassy of Denmark in Kenya	Kenya
8	Thomas Nikolaj Hansen	M	Team leader, Governance	Embassy of Denmark in Kenya	Kenya
9	Halima Ali Zaid	F	Gender focal point	Embassy of Denmark in Kenya	Kenya
10	Elma Adwa	F	Programme Officer - Green Growth and Sustainable Jobs	Embassy of Denmark in Kenya	Kenya
11	Mette Melson	F	Monitoring and Evaluation Lead	Embassy of Denmark in Kenya	Kenya
12	Martin Schneekloth	M	Senior International Project Manager	Environment Agency of Denmark - Strategic Sector Cooperation	Kenya
13	Jacob Ferdinand	M	Counsellor	Strategic Sector Cooperation -	Kenya

				Environment (2016-2020)	
14	Lea Rype Stavre Bohr	F	SSC entry point	Danida Fellowship Centre	Kenya
15	Alberta Wambua	F	Executive Director	GVRC	Kenya
16	Joel Muriithi	M	Programme Manager	GVRC	Kenya
17	John Chege	M	Resource Mobilisation Manager	GVRC	Kenya
18	Rebecca Gitau	F	Response Manager	GVRC	Kenya
19					
20	Gloria Atuheirwe	M	External Relations Advisor - MSK	MSK	Kenya
21	Bonventure Chengeck	F	Regional Director for Gender and Women in Trade-TMEA	TMEA	Kenya
22	Michael Karanja	M	M&E Specialist, ACT!	ACT!	Kenya
23	Augustine K Kenduiwo	M	Deputy Director, Min of Environment and Fisheries, Government of Kenya	Government of Kenya	Kenya
24	Daniel Paffenholz	M	CEO of Taka Taka Solutions	Taka Taka Solutions	Kenya
25	Sebasitian NN	M	Taka Taka Technical supervisor	Taka Taka Solutions	Kenya
26	Damaris NN	F	Supervisor - Waste Sorting	Taka Taka Solutions	Kenya
27	Gloria Atuheirwe	F	Programme Officer	TMEA	Kenya
28	Simon Konzolo	M	Programme Officer	TMEA	Kenya
29	Edmund Lang'at	M	Programme Officer	TMEA	Kenya
30	Mathew Maiyo	M	Programme Officer	TMEA	Kenya
31	Festus Kisamwa	M	MSK External Relations Advisor	MSK	Kenya
32	Job Makoyo	M	MSK Director for Programmes and Operations	MSK	Kenya
33	Dr Sharon Moheni	F	County Director Machakos Level 5 Hospital	MSK	Kenya
34	Abdul Amid (Focus Group Discussion)	M	Kenya Muslim Youth Alliance, ACT subgrantee	ACT!	Kenya

35	Romeo Adumbe (Focus Group Discussion)	M	County Governance Watch, M&E lead, ACT subgrantee	ACT!	Kenya
36	Edna Mireti (Focus Group Discussion)	F	County Governance Watch, Programme Manager, ACT subgrantee	ACT!	Kenya
37	Sharon Mackenna (Focus Group Discussion)	F	Pamoja for Transformation, Programme assistant, ACT subgrantee	ACT!	Kenya
38	Meshak Koballa (Focus Group Discussion)	F	Pamoja for Transformation, MEL coordinator, ACT subgrantee	ACT!	Kenya
39	NN	6 F 2 M	Teacher	GVRC	Kenya
40	NN		Teacher	GVRC	Kenya
41	NN		Police Officer	GVRC	Kenya
42	NN		Artist	GVRC	Kenya
43	NN		Church member	GVRC	Kenya
44	NN		GVRC staff	GVRC	Kenya
45	NN		GVRC staff	GVRC	Kenya
46	NN		GVRC staff	GVRC	Kenya
47	NN	6 F	GBV Survivors	GVRC	Kenya
48	NN		GBV Survivors	GVRC	Kenya
49	NN		GBV Survivors	GVRC	Kenya
50	NN		GBV Survivors	GVRC	Kenya
51	NN		GBV Survivors	GVRC	Kenya
52	NN		GBV Survivors	GVRC	Kenya

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