Gender Financing in Kenya:

Mapping funding to improve gender equality

March 2021

WHO WE ARE

Friends of Publish What You Fund was established in May 2015 with the objective of promoting better foreign assistance outcomes by improving access to timely and relevant information, with a specific focus on the work of the United States.

Publish What You Fund is the global campaign for aid and development transparency. We envisage a world where aid and development information is transparent, available, and used for effective decision-making, public accountability, and lasting change for all citizens.

ABOUT OUR PROJECT

The goal of the Gender Financing Project is to improve the publication of gender-related financial and programmatic data to help relevant stakeholders direct (or redirect) funding, coordinate and address funding gaps, and to hold donors and partner governments accountable to their gender equality commitments. This is expected to contribute to more effective funding of gender equality programs and therefore ultimately lead to better development outcomes.

We undertook case studies in three countries: **Kenya**, **Nepal**, and **Guatemala**. For each country, we assessed the availability and quality of publicly available information, including government budgets and open data portals, collected primary data on data use, and tracked the available gender financing to determine how government and international funders can better meet gender advocates' needs. We used a common methodology, combining desk research and data analysis, interviews, surveys, and consultations with top gender equality donors, to ensure a consistent approach across countries. See our methodology for more details on our country selection and research methods.

We will use these country studies to provide global recommendations to different stakeholder groups for improved transparency and accountability in our *Global Transparency Report*, due later in 2021.

ABOUT THIS REPORT

ACKNOWLEDGEMENTS

Contents

BOXES, FIGURES AND TABLES

2

Key terms used in this report

Gender equality	Our report is guided by the Kenyan government's marker to fund gender equality[1] and international donors' use of the Organisation for Economic Cooperation and Development's Development Assistance Committee's (OECD-DAC) gender equality policy marker,[2] which international donors can also report to their International Aid Transparency Initiative (IATI) data.[3]
Gender financing	Any disbursed or committed funding with the intention to improve gender equality, including government gender responsive budgeting and international donors' gender aid.
Gender responsive budgeting (GRB)	According to Oxfam's and the Women's Budget Group's guidelines,[4] a gender responsive budget is a budget that works for everyone by ensuring gender-equitable distribution of resources and by contributing to equal opportunities for all.
Gender aid	Development assistance from international donors, such as official bilateral and multilateral agencies and philanthropic foundations, which has gender equality as a significant (1) or principal (2) objective. The OECD-DAC Handbook[5] outlines the criteria to mark aid projects/programs as having gender equality as a significant (1) or principal (2) objective.
Financial data	Information on funders' disbursements or commitments.
Programmatic data	Information on funders' projects or programs. This includes basic information, such as titles, descriptions and sub-national locations, as well as more detailed performance information, such as objectives, results, and evaluations.

Methods and sample

The findings and proposed key considerations in this report are based on the following research elements:

- **National budget and policy analysis:** we 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. We also analyzed Kenya's existing gender equality and data transparency policies.

- **International donors' funding analysis:** we analyzed international donors' gender aid based on their self-reporting to the OECD Creditor Reporting System (CRS) for 2018.[6] We also conducted a transparency assessment of the availability and quality of data published by the top five highest-disbursing donors and their top five highest-disbursing projects for Kenya in 2018. We used the OECD CRS 2018 data as a starting point and compared and complemented this with information available from the International Aid Transparency Initiative's (IATI) development portal (d-portal),[7] the Kenya National Treasury's electronic Project Monitoring Information Systems (e-ProMIS),[8] and donors' own online project portals. For more details, please see our assessment methodology[9] and a list of the assessed gender projects.[10]

- **Interviews:** we conducted 29 interviews with key stakeholders working on gender equality in Kenya. We asked them to reflect on the current gender financing landscape in Kenya as well as their data priorities and suggested publication improvements. The interviewees work for feminist movements or women's rights organizations (WROs) (eight interviewees), Kenya-based non-governmental organizations (NGOs) (six), international NGOs (INGOs) (three), international donor agencies (three), national government (three), sub-national government (two), a research institute (three), and a feminist or women's fund (one).

- **Follow up survey:** to complement our interview findings, we sent out a multiple-choice online survey to all interviewees to ask them for more disaggregated information about the types of data they use, share, and need for their gender equality work. Fourteen interviewees completed the survey from Kenyan-based NGOs (three interviewees), sub-national government (two), feminist movements or WROs (four), international donor agencies (two), an INGO (one), and research institutes (two).

Executive summary

This report assesses the availability and quality of publicly available information, including government budgets and open data portals, collects primary data on data use, and tracks the available gender financing to determine how the Government of Kenya and international funders can better meet gender advocates' needs.

Its findings include:

- Key organizations working to improve gender equality in Kenya are generally dissatisfied with the available information on gender equality funding and initiatives for Kenya. Our analysis of available information supports this view. Without accurate, timely, comprehensive, and accessible information on how gender equality is being supported in Kenya, it is impossible to hold the Kenyan government and other funders to account on their gender equality commitments and to learn which initiatives make Kenya more equal and why.

- The Kenyan government has made commendable efforts to develop and promote gender responsive budgeting (GRB) at the national and sub-national level and to develop a comprehensive aid information management system (e-ProMIS) to track internationally funded initiatives.

- International donors have made significant efforts to apply the OECD-DAC gender equality policy marker to their funding, which makes it possible to provide an indication of their financial commitments to gender equality in Kenya.

Based on these findings, we propose key considerations for the Kenyan government, international donors, and other gender equality stakeholders to build on their progress, effectively engage so that data is published and used to increase awareness of ongoing gender equality efforts, inform program design, facilitate consultations to (re)allocate funding to effective initiatives, and ultimately to improve development outcomes.

BOX 1: Quick facts Kenya

- In the SDG Gender Index, Kenya scores 55.1 out of 100, scoring above the identified sub-Saharan regional average (51.1) but still reflecting a "very poor" achievement of gender equality.[11]

- Kenya has a population of 48 million people, of which 50.4% is female, 49.5% is male, and less than 1% is intersex.[12]

- The World Bank classifies Kenya as a lower-middle income country.[13] As of 2019, Kenya's GDP per capita was USD $1,817.[14]

- While Kenya's economic growth averaged 5.7% in 2019, its growth has been interrupted by the negative impacts of the COVID-19 pandemic and the locust attack that started in early 2020.[15]

- Most Kenyans identify as Christian,[16] live in rural areas (72%) and almost 40% are younger than 15 years.[17]

- The two official languages of Kenya are Kiswahili and English.[18]

- The Kenyan government has been a member to the Open Government Partnership (OGP) since 2011,[19] and participates in its Break the Roles campaign to help break traditional stereotypes about gender and open government.[20]
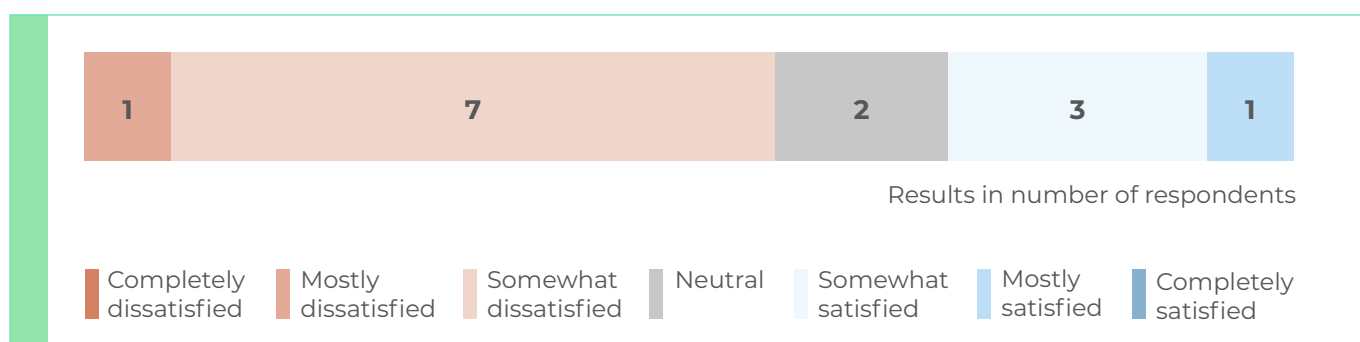
Introduction

The Kenyan government recognizes the importance of empowering women and girls, and has mainstreamed a gender equality agenda in its 2010 Constitution,[21] its national development plan, Vision 2030,[22] and in its legal and policy frameworks, including the National Policy on Gender and Development.[23] Through Sustainable Development Goal (SDG) 5 all governments committed to significantly increase investments to address gender inequality.[24] Funding for gender equality – which we call gender financing – is therefore an important signal of governments' commitment to achieve SDG 5. Tracking gender financing and its impact helps us understand what action is being taken and what progress is being made. The COVID-19 pandemic has exacerbated resource constraints – with disproportionate consequences for women and girls.[25] This underscores the increased need for clear and consistent data on the funding and effectiveness of gender equality work.

Why Kenya needs better gender financing data

FIGURE 1: How satisfied are you with the amount and quality of data that is publicly available on gender equality work in Kenya? (Number of survey respondents)

Results in number of respondents

| ■ Completely dissatisfied | ■ Mostly dissatisfied | ■ Somewhat dissatisfied | ■ Neutral | ■ Somewhat satisfied | ■ Mostly satisfied | ■ Completely satisfied |

Key gender equality stakeholders are dissatisfied with the quantity and/or quality of available gender financing data in Kenya (see Figure 1). From our survey respondents, only four reported they were somewhat or mostly satisfied with the available financial and programmatic gender equality data in Kenya. Three of those represented the Kenyan government or international donor agencies, who are usually the ones providing the data. However, over half of the survey respondents (eight, mainly from Kenya-based NGOs, WROs, INGOs, and research institutes) reported that they were in some way dissatisfied with the amount and quality of publicly available financial and programmatic data on gender equality work in Kenya. For these groups, the main reasons for dissatisfaction included data issues around insufficient detail, insufficient gender-disaggregation, timeliness (i.e., old data), and conflicting information between data sources. Without 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. It is important to note that the differences in opinion are often symptomatic of data publishers (e.g., donors and government) and users (e.g., Kenya-based NGOs and WROs) not collaborating around data. Engagement between publishers and users of data, or a lack thereof, is a common theme running through our research findings in this report.

The next sections of the report review existing government and international donor gender financing data in Kenya. We then offer key considerations to improve their publication and engagement with key stakeholders working on gender equality around this data, to ultimately support all stakeholders' efforts to improve gender equality in Kenya.

> *"Gender budgeting is an opportunity to use fiscal policies to advance and build gender-just and transformative economies. Without improving the tax base and ensuring the implementation of revenue policies for greater gender equity, meaningful change cannot be achieved."* – FEMNET

Spending on gender equality by the Government of Kenya

There have been important efforts to promote GRB in Kenya. The National Policy on Gender and Development encourages and provides a framework to Kenya's national and 47 county governments to integrate and mainstream gender into their development planning and budgeting.[26] There are multiple efforts by government ministries, departments and agencies (MDAs) to support the implementation of GRB. The National Gender Equality Commission (NGEC) provides GRB guidelines for the technical officers and policy arm of government to understand and implement GRB and to enable them and stakeholders to track the outcomes of their efforts.[27] The NGEC has also developed an *Integration of Gender Equality, Inclusion in County Development* guide[28] to support the promotion of gender equality and monitoring at the county level, although this guide is yet to be adopted. Finally, the State Department for Gender, responsible for promoting gender mainstreaming in national development processes and the socio-economic empowerment of women, has established gender focal points and officers in every ministry and county. These monitor gender programs and the compliance of project plans and budgets with gender equality requirements.[29]

While there are noteworthy policies and guidelines for GRB in Kenya, our analysis suggests that there is an implementation gap. The National Treasury publishes budgets for each fiscal year on its website in PDF format,[30] and the Office of the Controller of Budget hosts all national budget implementation review reports.[31] However, many MDAs do not signpost their budget allocations as GRB, nor do they say how their funds support the National Policy on Gender and Development.[32] As a result, 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. The three key institutions with mandates to improve gender equality in Kenya are the State Department for Gender, the 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 can be tracked from the Ministry of Health towards free reproductive and maternal healthcare. See Table 1 for details on three latest budgets.

TABLE 1: Overview of national gender financing for Kenya according to the three latest budget implementation review reports. (Exchange rates at the beginning of the budget cycle used)[33]

National funding	2018/19	2019/20	2020/21 (approved budget estimates)
Total annual budgets (USD)[34]	$25bn	$25bn	$31bn
Funding for key gender equality institutions and initiatives			
National Gender and Equality Commission (NGEC)[35]	$3.5m	$3.8m	$4m
State Department for Gender[36]	$40m	$38m	$32m
Kenya National Commission on Human Rights[37]	$4.0m	$3.8m	$3.7m
Ministry of Health (including reproductive and maternal healthcare)[38]	$23.7m	$26.6m	$41m
Total traceable gender equality funding	$71m	$72m	$81m
Percentage of total budget for gender equality	0.3%	0.3%	0.3%

Note: This table only captures financing for key gender equality institutions and initiatives at the national level. However, county governments have multiple gender equality initiatives run by offices at the county level. To understand GRB at the county levels, financing figures can be tracked on county government websites or on shared repositories such as Maarifa Centre[39] and Devolution Hub.[40]

More consistent and comprehensive application of GRB would provide an opportunity for the Kenyan government to directly link its allocations to its gender priorities. The available gender financing data offers a starting point to track funding to various gender equality priorities. 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,[41] Uwezo Fund,[42] and Women Enterprise Fund.[43] The NGEC and KNCHR also implement 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.

Nevertheless, due to the current approach to budget reporting and the lack of disaggregation in reporting on budget allocations and executions, it is impossible to track financing responding to priority policy areas such as land, housing, environment, and agriculture among others. It also makes it difficult to capture initiatives that partially address gender equality such as Kazi Mataani[44] (an initiative introduced in 2020 as part of the government's economic stimulus package in response to COVID-19) and the Youth Enterprise Development Fund.[45] Since these initiatives and departments target various groups and issues, and their published budgets are not disaggregated enough 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.

Although the national budgets provide an incomplete funding picture of Kenya's national gender financing, key informant interviewees from Kenya-based NGOs, WROs, and staff from government gender-mandated departments are concerned the government is allocating insufficient funding to address national gender priorities. One interviewee from the NGEC said, *"Gender issues aren't considered important, not relatable and not specifically a development issue. As such governments and the private sector allocate little funding to address gender issues."* A clearer picture on national spending by the Government of Kenya could ease or underscore such concerns.

Our policy analysis suggests that one explanation for the implementation gap of GRB could be that the current NGEC GRB guidelines offer insufficient practical tools or methodologies to help counties and MDAs tag or classify their budget allocations as GRB. Therefore, an opportunity exists to develop such practical tools and provide support.

Finally, Kenya's National Treasury hosts an open Aid Information Management System called e-ProMIS. This database is meant to capture information on internationally funded projects implemented by ministries, state corporations and counties.[46] Currently, the e-ProMIS platform does not allow users to filter aid projects by a GRB or OECD-DAC gender marker. Due to inconsistencies in basic project-level information across databases, this means the e-ProMIS platform cannot easily be used to complement, validate, or dispute other gender financing data for Kenya. The key considerations outlined below target some of these issues.

Key considerations for the Government of Kenya to improve gender financing data

Our findings highlight that, despite efforts by the Kenyan government to offer transparent information on national and international funding to improve gender equality, gender advocates' data needs are not being met. Based on our budget and policy analysis, and suggestions from interviewees, we pose the following questions to the government:

1. FILLING THE GRB IMPLEMENTATION GAP

To help Kenya deliver on its gender equality commitments, how can the government utilize existing tools and/or develop new tools and mechanisms at the national and county-levels to address the current implementation gap in GRB and to track progress against gender policies/priorities?

For instance:

- How can the national government encourage and enforce county-level governments to adopt the National Gender Equality Commission's *Integration of Gender, Inclusion in County Development* guidelines?

- Could the National Treasury and Controller of the Budget, in conjunction with the National Gender Equality Commission and Council of Governors, co-create GRB guidelines and tools with stakeholders informed by international best practice?

- How can the government increase investment in technical training and capacity building on data and knowledge management to increase uptake of GRB practices, including the correct tagging of budgets and measuring the performance of GRB budget implementation?

2. IMPROVING THE QUANTITY AND QUALITY OF GOVERNMENT GENDER FINANCING DATA

Which government department is best positioned to collaborate with MDAs (national/county), international donors, INGOs, national NGOs, WROs, feminist movements, academic institutions, and media, to make improvements in the timeliness and granularity of available data?

For instance:

- Could the Kenya Bureau of National Statistics (KNBS) make improvements through offers of collaborative training and/or working with statistics departments and gender officers both nationally and at the county-level?

- What are ways the government can engage with these groups around its existing data transparency policies and programs to promote better gender financing data, such as the Statistics Act 2006,[47] the Kenya Open Data Initiative (KODI),[48] the Inter-Agency Technical Committee on Gender Statistics,[49] and its OGP National Action Plan 2020–22?[50]

- How could the National Treasury work with stakeholders funding and implementing gender equality initiatives to strengthen reporting on the e-ProMIS platform based on agreed GRB tools and guidelines discussed in key consideration point 1?

3. MEETING GENDER ADVOCATES' NEEDS

To meet the data needs of gender advocates, in particular Kenya-based NGOs and women's rights organizations, what steps can the national government take to engage and initiate collaborative consultations with these groups to understand the types of data they use to design and implement their projects?

For instance:

- Could national government agencies, in particular the National Treasury, include gender advocates in internal discussions and processes around the collection, analysis, and publication of national and county-level gender financing data, and promote the awareness and use of existing databases?

- On its own websites and the e-ProMIS portal, could the National Treasury offer a frequently asked questions page and a feedback mechanism for gender advocates to suggest improvements or inquire about published information?

Gender financing by international donors

In addition to the government's own resource allocation for gender equality, a significant source of gender financing in Kenya comes from international donors in the form of development assistance. For this reason we analyzed international donors' self-reporting to the OECD CRS and how much of their disbursements were marked as gender aid (Box 2). Table 2 on page 10 includes a picture of international donors' gender aid for Kenya in 2018.

An important caveat is that there is currently no external validation process to confirm whether donors have applied the gender marker correctly. Although some of our interviewees from donor agencies indicate that they have internal structures to validate their self-assigned gender scores, a recent study by Oxfam that relies on donors' publicly available information suggests that many donors inconsistently assess their funds against the gender marker.[51] This means that there is risk of both over-estimating *and* underestimating donors' reported gender financing.

BOX 2: OECD-DAC gender equality policy marker

The OECD-DAC has developed a gender equality policy marker. This gender marker allows organizations to indicate to what degree their development projects target gender equality. Based on the guidance by the OECD-DAC Network on Gender Equality (GENDERNET),[52] donors can assign their funding one of the three following scores:

> ***Not targeted (0)*** = gender equality is not a goal.

> ***Significant (1)*** = gender equality is a significant, but not the main, objective.

> ***Principal (2)*** = gender equality is the main objective (aid must meet more criteria to be marked as principal).

> Funding that has not been assigned a score is considered 'not screened' or 'blank' in CRS.

According to the OECD-DAC GENDERNET, *"The most established and extensive data available are those for bilateral official development assistance (ODA) provided by members of the OECD-DAC. DAC members have been using the DAC gender marker to report their ODA for the past two decades. Some DAC members also report their 'other' development finance, which does not meet ODA criteria, against the gender marker. Development actors such as private philanthropy and multilateral organisations are now also using the DAC gender marker to report their activities."*[53]

While we agree with the OECD that the reliability of voluntary data cannot be compared to that of established bilateral ODA flows, our understanding of gender aid includes all types of disbursed development assistance reported by all donors to the OECD CRS in an attempt to offer a more inclusive picture of international donors' gender financing.

TABLE 2: Overview of international donor funding for Kenya in 2018 according to OECD CRS data.

A snapshot of international donors' gender aid for Kenya in 2018		
Breakdown of total development assistance for Kenya *[RecipientName: Kenya, DonorName: All,* *[Total USD_Disbursement]*	**Total (USD)**	**Percentage of total development assistance**
Development assistance for Kenya *[Total USD_Disbursement]*	$3.4bn	100%
Assistance screened against the gender marker *[USD_Disbursement with Gender values 0, 1 or 2]*	$2bn	58%
Assistance not screened against the gender marker *[USD_Disbursement with no Gender value – blank]*	$1.4bn	42%
Total gender aid for Kenya *[USD_Disbursement with Gender values 1 or 2]*	$693m	21%
Significant gender financing *[USD_Disbursement with Gender value 1]*	$591m	17%
Principal gender financing *[USD_Disbursement with Gender value 2]*	$103m	3%
Breakdown of gender aid *[USD_Disbursement with Gender values 1 or 2]*		
Type of funding flow *[FlowName]*	• Official development assistance (ODA) grants (85.5%) • ODA loans (9.7%) • Private development finance or private flows (4.4%) • Equity investment (0.3%)	
Three most popular types of funded aid activities *[Aid_t]*	• Short-term projects (88%), which includes contributions to Kenyan government-approved projects *[C01]* and other organizations' programs *[B03]* • Basket funds managed jointly with other donors (5%) • Core support to local, national, or international NGOs, public-private-partnerships, foundations, and research institutes (4%)	
Three most popular types of implementing organizations *[ParentChannelCode]*	• Donor country-based NGOs (21%) • Kenyan government (17%) • UN agency, fund, or commission (12%)	
Number of sectors receiving gender aid *[SectorName]*	33	
Three most popular sectors for gender aid *[SectorName]*	• Population policies or programs and reproductive health (16%) • Agriculture (14%) • Government and civil society (12%)	
Three most popular themes for gender aid *[PurposeName]*	• Sexually Transmitted Diseases (STD) control, e.g., HIV/AIDS (7%) • Agricultural development (7%) • Environmental policy and administration (6%)	
Funding to key gender equality themes *[PurposeCodes 15170 and 15180]*	• Women's rights organizations and movements, and government institutions (1%) • Ending violence against women and girls (0.4%)	

Note: The numbers included in this research were the most recent and complete OECD CRS data available at the time, and were last updated in November, 2020.[54] For more information on technical language included in the Table, such as CRS codes and definitions, please refer to the OECD's latest DAC and CRS code lists.[55]

The need for better gender financing data for Kenya is underscored when comparing the national gender financing picture against the international gender financing picture. Currently, a comparison between Kenya's traceable national gender financing ($71m, see Table 1) and international donors' self-reported gender aid for Kenya ($693m, see Table 2) suggests that in 2018 donors spent approximately **nine times more** on improving gender equality in Kenya than the Kenyan government. At the same time, the OECD CRS data suggests that in that year, 17% of the international gender financing for Kenya was implemented by the Kenyan government ($118m), which is more than domestic GRB that we can track for the Kenyan government for that same year. This suggests Kenya's national budget for 2018 underreports on the available international funds to improve gender equality, further bringing the current trackable domestic funding towards gender equality into question. Additionally, with Kenya's national budgets not specifying how international gender aid is ultimately spent domestically to improve gender equality, there is a certainty of double-counting funds to improve gender equality in Kenya. A more comprehensive application of GRB by the national government, including how international gender-marked funding is ultimately disbursed to promote gender priorities, could provide more insight into the ways different sources of funds are channeled.

In addition, more disaggregated information on international donors' funding, for instance through the OECD CRS or even in Kenya's national budget implementation reviews, would allow us to better assess how international donors coordinate their gender financing with the government of Kenya. For instance, from the current OECD sector classification of "government and civil-society" and "women's rights organizations and movements, and government institutions," it remains unclear to what extent donors' gender aid aims to support the Kenyan government's gender equality initiatives, or those by civil society. We dive more into existing transparency challenges around international donors' gender aid projects in a later section of this report. All in all, the inclusion of more (GRB-marked) government funding and OECD CRS data – including upcoming OECD data on more recent years – would support triangulation of these findings and allow for the identification and comparison of gender financing trends across the Kenyan government and international donors.

It is worth noting that there is a sense of unease among government interviewees and other key gender equality stakeholders, who believe a donor's own strategic focus has a greater influence on the type of work they fund across Kenya than the government's national and NGOs' local gender priorities. As one government interviewee said, *"Sometimes donors want to work in specific counties and as implementers we have to adjust our geographical areas of focus to align with the donor's focus areas."* As a result, budget and international funding data can at most suggest an element of coordination between different stakeholders' gender priorities. We currently do not have enough data to map all areas of need which would assist donors on allocating funding based on national priorities and funding gaps. Therefore, it remains important to interrogate existing power dynamics between these groups and to assess the reliability of published information.

Different datasets show different pictures of gender aid

In addition to the centralized datasets of the OECD CRS and e-ProMIS, international funders can report on their funded gender equality activities for Kenya to the International Aid Transparency Initiative (IATI). IATI allows all organizations to voluntarily publish gender equality scores according to the same OECD-DAC gender equality marker, namely not targeted (0), significant (1), and principal (2).[56] See Table 3 for an overview of key differences between these two platforms.

TABLE 3: Key differences between the OECD CRS and IATI datasets.

	OECD CRS	IATI
Publishers	DAC donors (mandatory) and non-DAC donors (voluntary)	All donors and implementing organizations (voluntary)
Validation	OECD validates all donors' reporting	Automated validation against the IATI Standard, but not for accuracy of the data
Timeliness	Donors publish information according to the OECD Development Finance Statistics Data cycle[57] (with a minimum time lag of 18 months)	Publishers can update their data any time, and many larger donors do so on a monthly or quarterly basis
Results	N/A	Publishers can publish results and link to reviews or evaluations
Project documents	N/A	Publishers can publish various project documents[58]

Note: *For more information on these datasets, their strengths and weaknesses, and demonstrations on how to use them, please check out our recently launched video tutorial series with English closed-captions.[59]*

Although both the OECD and IATI allow donors to assign the same OECD-DAC gender equality policy marker scores, not all donors apply the marker in the same way across the two datasets. In addition, the different natures of these two datasets (highlighted by Table 3) provide potential to paint significantly different pictures of gender aid. Table 4 illustrates how the platforms can depict very different top-spending gender aid donors for Kenya.

TABLE 4: Comparison of the top five gender aid donors based on reporting against the OECD-DAC gender equality policy marker to the OECD CRS and IATI.

Top five gender aid donors for Kenya in 2018 based on different centralized datasets		
Highest disbursing gender aid donor	**OECD CRS**	**IATI**
	Disbursements with gender values 1 or 2	*Disbursements with gender equality policy marker values 1 (significant) or 2 (principal), with 2018 as the year range minimum and maximum to capture all "live" projects during that year*
#1	United States Agency for International Development (USAID)	UNICEF
#2	UK's Foreign Commonwealth and Development Office (FCDO, formerly DfID)	Sida
#3	Swedish International Development Authority (Sida)	Global Affairs Canada (GAC)
#4	German Ministry for Economic Cooperation and Development (BMZ)	Girl's Education Challenge – Fund Manager PWC
#5	Denmark Ministry of Foreign Affairs (MFA)	European Commission – Directorate-General for International Cooperation and Development

Note: *The numbers included in this research were the most recent and complete OECD CRS data available at the time, and were last updated in November, 2020.[60] The IATI data was pulled from IATI's d-portal on February 16, 2021.[61] For more information on technical IATI language, including codes and definitions, please refer to IATI's latest codelists.[62]*

Similarly, the inconsistent use of the OECD-DAC gender equality policy marker by donors and different publication frequencies of OECD CRS and IATI lead to varied numbers of reported gender equality projects across these two platforms. See Figure 2 for an example.

FIGURE 2: Number of gender equality projects with a significant or principal OECD-DAC gender equality policy marker score reported by top five highest-disbursing gender aid donors for Kenya in 2018.
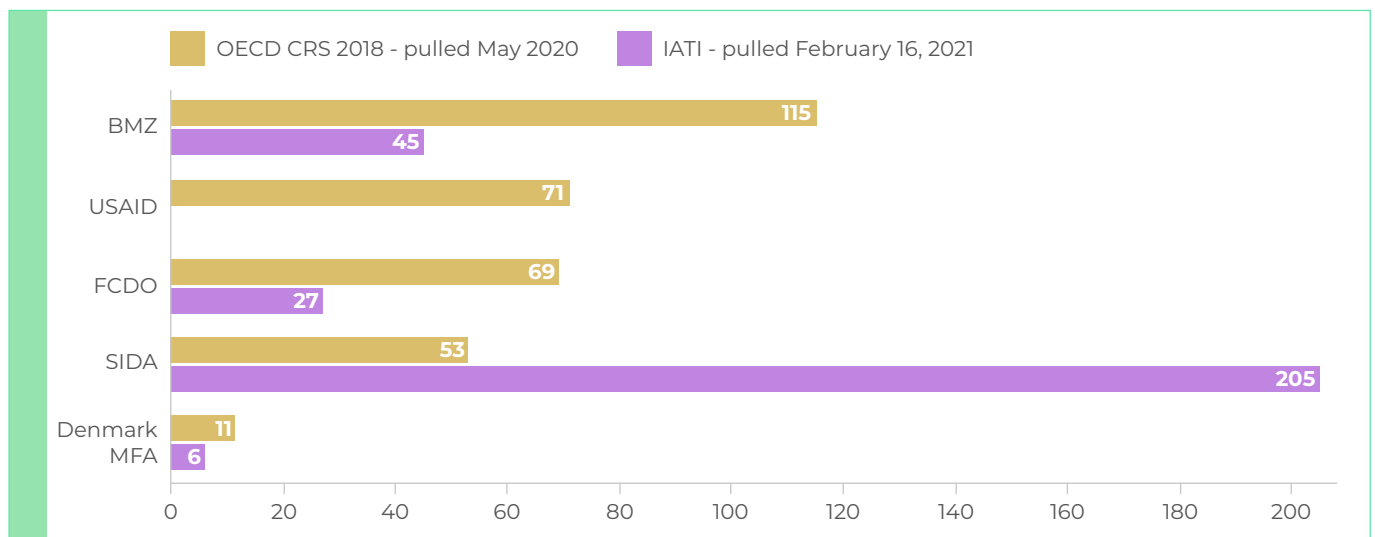
Why it remains difficult to know if donors' gender financing is making a difference in Kenya

Through our project-level assessment, we offer an in-depth look at 25 of the highest value gender equality initiatives by the five top international gender equality donors for Kenya in 2018: USAID, FCDO (formerly DFID), Sida, and BMZ. Based on the latest available OECD CRS numbers for 2018 at the time of our research (last updated November, 2020), these five donors made up a total of 65% of the total value of gender aid disbursements reported for Kenya in that year. For an overview of the 25 projects, including their project titles, disbursements, gender scores, target sector(s) and links to other (up to date) pages on IATI or donors' own portals, please see the Kenya project list.[63]

In total, our analysis suggests that it often remains unclear who donors are targeting (e.g., women, LGBTQ+ people, gender-based violence survivors), what efforts donors undertake to ensure their projects do not reinforce gender inequalities, and what impact their projects are actually having on gender equality in Kenya.

Out of the total 25 gender projects, principal or significant OECD gender equality policy marker scores were only assigned consistently to platforms beyond the OECD CRS for seven projects (five belonging to Sida). Comparing project information reported to the OECD CRS, IATI, e-ProMIS, and donors' own portals, we were able to find clear and consistent information on nine of the 25 projects' targeted gender group(s), but only five of the nine projects mentioned any additional characteristics of these groups, such as their ethnicity or age. While we found gender-disaggregated objectives for nine projects, we found few project gender analyses and gender-disaggregated results (five projects for both). In terms of assessing projects' impact or performance, we could only find timely (meaning less than 18 months old) and relevant (meaning specific to the project activity) results published for four projects. Only two of these projects had published relevant evaluation/review documents. These findings are important to highlight as across our key informant interviewees and survey participants Kenya-based NGOs and WROs specified that gender analyses and results (including gender-disaggregated project information) are types of data a majority of these groups want to use. If donors are not publishing these types of information in a clear and consistent way, it makes it more difficult for these groups to have a complete picture when they are designing and implementing their projects.

From our conversations with international donors, we understand that there are several issues with the OECD and IATI reporting standards and/or datasets that can limit their ability to report information on gender equality projects consistently and comprehensively. We will unpack these and offer recommendations to donors as well as for these platforms within our upcoming *Global Transparency Report* (due to be released in the summer of 2021). We welcome all international donors' thoughts on this and look forward to working together closely to advocate for such improvements.

While our donor assessment highlights the types of data donors are publishing, it is critical to also address the role of local gender advocates. Our interviewees from Kenya-based NGOs, WROs, and feminist movements consistently emphasized capacity issues which makes it difficult for them to collect, manage, and publish data consistently. The majority largely attributed this to a lack of core funding from donors to support organizational development around data. Given these capacity issues, organizations maintain that it is unrealistic to expect complete and quality reporting on their activities. Donors need to engage with these groups to better understand the issues they face when it comes to using and sharing data. In the long-term, this would help tackle issues of data quality and timeliness.

Key considerations for international donors to improve gender financing data

A more complete picture of funding for gender-targeted activities would help donors to make better-informed funding decisions to improve gender equality in Kenya. Based on our data analysis, donor transparency assessment, and suggestions from interviewees, we pose the following considerations to international funders, including donors, INGOs, and philanthropic organizations:

1. SUPPORTING LOCAL GENDER EQUALITY ADVOCATES' CAPACITY AND DATA PUBLICATION

How can donors support Kenya-based NGOs, WROs, and feminist networks to collect, manage, analyze, and publish gender financial and programmatic data to ensure sustainable and long-term capacity around data management?

For instance:

- Could donors increase core funding and/or include a separate budget line within project funding to Kenya-based NGOs, WROs, and feminist networks to improve reporting, data collection, data analysis, and general data management?

- Could donors offer technical assistance or capacity-building to increase local organizations' awareness and use of databases that include information on donor-funded projects, such as the OECD CRS, IATI, e-ProMIS, and donors' own data portals?

2. ENGAGING WITH GENDER ADVOCATES ON DATA NEEDS

How can donors create a more inclusive and collaborative engagement pathway around the data needs of Kenya-based NGOs, WROs, and feminist networks working on gender equality to align their publication practices?

For instance:

- Could donors utilize existing platforms and/or mechanisms to include and encourage participation of Kenya-based NGOs, WROS, and feminist networks in conversations around gender data, such as the Development Partners Gender Group?

3. SUPPORTING DONOR COUNTRY OFFICES

To help meet the data needs of gender advocates in Kenya, what support can donors' headquarters' staff provide to their country office?

What's missing from the current gender funding picture

- **The impact of COVID-19 on gender financing:** our interviewees indicate that the pandemic has substantially impacted the implementation of activities and funding practices. As a result, interviewees from across all organizational types have had to make adjustments to their projects and budgets, with Kenya-based NGOs being disproportionately affected and facing significant funding uncertainties. NGOs and WROs in particular express concern that the government and donors' COVID-19 response for Kenya has failed to prioritize gender-specific spending to address the gendered impacts of the pandemic. They believe adding a gender lens to decision-making around the allocation of funding and building gender equality into government and donors' responses is essential given that COVID-19 has not only introduced new inequalities but also widened an already existing gap. While there are notable efforts to publish and track the global COVID-19 response, for instance using IATI data,[64] the recent nature of the pandemic and the inconsistent use of gender markers by development partners prevent an up-to-date and complete picture of gender-related COVID-19 funding for Kenya. Improved publication and continued monitoring of efforts by relevant stakeholders are required to understand how the COVID-19 response relates to, and continues to impact, gender equality efforts in Kenya.

- **The role of private foundations, humanitarian actors, INGOs, development finance institutions, and WROs in funding gender equality:** available information on financing for gender equality is increasingly complete on centralized datasets like the OECD CRS.[65] However, compared to the reported funding by bilateral and multilateral donors, the two main global datasets reviewed in this report (OECD and IATI) contain relatively little information on gender-related philanthropic, humanitarian, development finance institution (DFI) investments, and grassroots funding. We will explore this in more detail in our upcoming *Global Transparency Report*.

Conclusion

The Kenyan government and international donors have made commendable efforts to make gender equality financing for Kenya transparent. Their publication of financial and programmatic data on gender equality initiatives in Kenya are critical for measuring impact, informing program design, and planning gender responsive budgets and commitments across all organizational types.
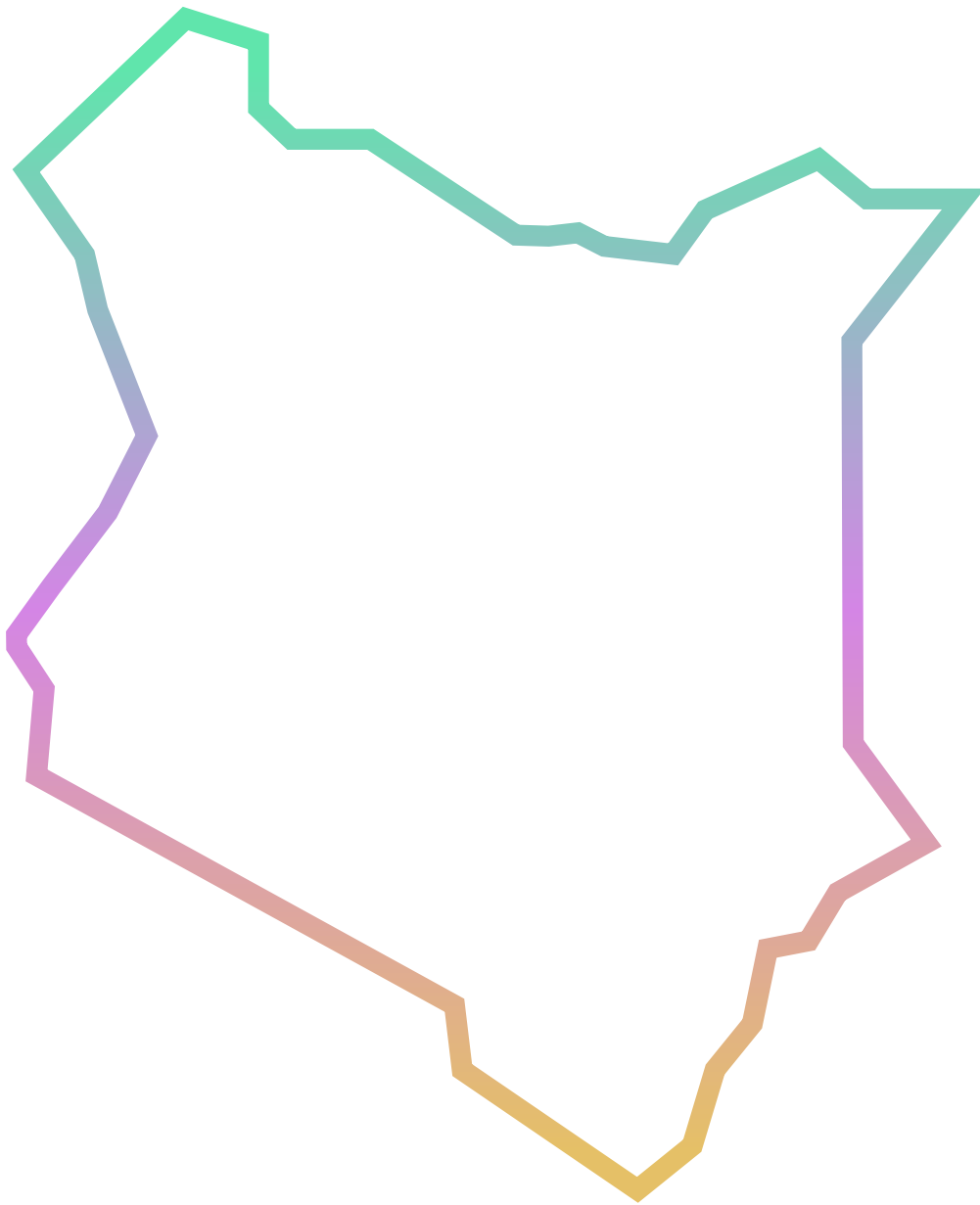
Nevertheless, our desk research and interviews suggest that significant progress can be made in terms of governments and donors improving the identification and quality of national and international gender spending. In addition, there is significant potential for improved engagement by funders, especially with local organizations working on gender equality in Kenya, to meet key gender equality stakeholders' data needs and to improve their capacity to collect, manage, analyze, and publish gender financing data.

Clearer data on what activities are being implemented, by whom, who they are targeting (including specific population groups), and how much is being spent, would not only help different stakeholders complement each other's gender work, but would also aid understanding of the development outcomes and impact these activities are making towards achieving gender equality in Kenya and ultimately, SDG 5.

Notes

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32   Nation, Kenya's budgetary allocations blind to gender (2020).
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34   Office of the Controller of Budget, National Government Budget Implementation Review Reports, FY 2018/19, FY 2019/20, FY 2020/21.
Disclaimer for notes 35–38: the National Treasury relaunched its website during mid-March 2021. It remains unclear when the updates will be done and if the sector reports mentioned below will become available again through these links.
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36   Ibid., Social Protection, Culture and Recreation Sector Report (2020).
37   Ibid., Governance, Justice Law & Order Sector Report (2020).
38   Ministry of Health, Revised Health Sector Report (2020).
39   The Council of Governors, Maarifa Centre (2021).
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41   National Government Affirmative Action Fund (2021).
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