

**MINISTRY OF LANDS, PUBLIC WORKS, HOUSING  
AND URBAN DEVELOPMENT**

**State Department for Housing and Urban  
Development**

**Second Kenya Urban Support Program  
(KUSP2)**

*"Making Kenyan Towns Work!"*

**Guidance Note**

**on**

**Gender Mainstreaming and Inclusion for Urban Areas in  
Kenya**



**October 2025**

**Compiled and developed by:**

**Ms. Aurelia Munene - Gender Expert**

World Bank

Supported by:

**Ms. Miriam Njeri Kahenya - NPCT gender Focal Person**

**Dr. Leah Oyake Ombis - KUSP2 Social Development Consultant**

State Department for Housing and Urban Development in collaboration with The World Bank

**With contributions from:**

KUSP2 National Program Coordination Team

Council of Governors

National Gender and Equality Commission

State Department for Gender and Affirmative Action

County Governments participating in the Kenya Urban Support Program (KUSP 2)

Municipalities and Cities Participating in the (KUSP 2)

## Foreword

Kenya's urbanization journey presents both immense opportunities and complex challenges. As our cities and towns continue to grow, they have become vital centres for economic activities, innovation, and social transformation. Yet, for many urban residents, particularly women, youth, persons with disabilities, and marginalized groups, these opportunities remain out of reach. Addressing this inequality requires deliberate efforts to integrate gender and inclusion considerations into every aspect of urban development including governance.

This Guidance Note on Gender Mainstreaming and Inclusion for Urban Areas in Kenya has been developed under the Kenya Urban Support Programme (KUSP) to provide practical direction for ensuring that urban planning, governance, and service delivery are inclusive and equitable. The Guidance Note outlines approaches, strategies, and tools to enable counties and urban institutions to incorporate gender equality and social inclusion in governance, policy formulation, programme design, budgeting, implementation, monitoring, and evaluation.

By embedding gender and inclusion principles within urban development processes, KUSP seeks to strengthen the capacity of devolved units to deliver services that reflect the diverse needs of all residents. This effort aligns with the aspirations of the Constitution of Kenya (2010), the Vision 2030, and the Sustainable Development Goals (SDG 5 and SDG 11), which collectively call for gender equality and the creation of inclusive, safe, resilient, and sustainable cities and human settlements.

The development of this Guidance Note is a testament to our collective commitment to ensuring that urban growth in Kenya leaves no one behind. It reinforces the Kenya Urban Support Programme's vision of empowering counties to manage urbanization in a manner that promotes equity, participation, and resilience.

I take this opportunity to acknowledge the contributions of the World Bank, The State Department for Housing and Urban Development, the NPCT, Council of Governors, State Department for Gender, National Gender and Equality Commission, County Governments, Municipalities and key stakeholders who supported the preparation of this document. Your insights and collaboration have ensured that it reflects both the policy environment and the lived realities of urban communities across the country.

It is my hope that this Guidance Note will serve as a practical resource for all actors in Kenya's urban sector, inspiring actions that make our cities and towns more inclusive, equitable, and sustainable for present and future generations.

Plan. Lilian Kieni, HSC  
National Program Coordinator  
Kenya Urban Support Programme (KUSP)  
State Department for Housing and Urban Development

## **Acknowledgments**

This Gender Mainstreaming and Inclusion Guidance Note has been developed as part of the Kenya Urban Support Program Phase Two (KUSP2) with the goal of supporting County Governments and their urban institutions in integrating gender equality and social inclusion principles and considerations into urban governance, management, service provision, development planning, implementation and monitoring. We extend our sincere appreciation to the World Bank who found it necessary that Gender considerations become part of the performance outcomes of the program thus appointing a consultant- Ms. Aurelia Munene to spearhead the development of this Guidance Note in order to provide a pathway for Counties and their urban institutions to realize this important principle in development affairs of Kenya. We further take cognizance of the crucial leadership role that State Department for Housing and Urban Development (SDHUD) and her further commitment to inclusive urban development which lead in the appointment of a Gender Focal Person- Ms. Miriam Njeri Kahenya -part of the National Program implementation Team (NPCT) and Dr. Leah Oyake Ombis-KUSP2 Social Development Consultant to coordinate the activities of this guidance note including the quality assurance checks of the final product.

We acknowledge the dedicated contributions of the County Government representatives lead by the Directorates of Gender Development, Social development officers, urban boards, other technical staff, and the representative of the Council of Governors (CoG), representative of the NGEK and Representative of the State Department for Gender and Affirmative Action, who actively participated in consultations, shared their experiences, and provided feedback especially during the validation workshop and training of trainers sessions to ensure the Guidance Note is practical, locally relevant, and responsive to the needs of all and more so, to the needs of marginalized and vulnerable groups.

Special thanks go to the NPTC Gender Focal Person and the KUSP2 Social Development Consultant for their tireless efforts in reviewing and shaping the content of this document. Their knowledge and insights have enriched the final product and ensured alignment with Kenya's national policy frameworks, global commitments on gender equality and inclusion as well as the realities of on the ground.

It is our hope that this Guidance Note will serve as a useful tool as well as a guide to all stakeholders working to make Kenya's urban areas more inclusive, equitable, and resilient for all.

Table of Contents

<b>Introduction</b> .....	1
<b>Context</b> .....	2
<b>Purpose of the Guidance Note</b> .....	3
<b>Core Objectives of the Guidance Note</b> .....	4
<b>Scope of the Guidance Note</b> .....	4
<b>Gender Mainstreaming Concept</b> .....	5
<b>Principles Underpinning the Guidance Note</b> .....	7
<b>Process Adopted for Preparing the Guidance Note</b> .....	8
<b>Legal Frameworks and Policies Informing the Guidance Note</b> .....	9
<b>The Guidance Note Applicability</b> .....	9
<b>Gender Mainstreaming Processes</b> .....	10
i) <b>Gender analysis</b> .....	10
How Counties and Cities/Municipalities can Use Gender Analysis Frameworks Effectively.....	17
ii) <b>Gender Action Planning</b> .....	17
iii) <b>Gender Mainstreaming in the Project Cycle</b> .....	18
iv) <b>Gender Audits</b> .....	24
<b>Operationalization of Gender Mainstreaming and Inclusion</b> .....	27
<b>Overview</b> .....	27
<b>Why Gender Mainstreaming Matters in KUSP2</b> .....	27
<b>Gender Mainstreaming and Inclusion in Governance and Institutionalization</b> .....	28
Key Governance and Institutional Responsibilities .....	28
Institutional Structures for Gender Mainstreaming .....	29
Capacity Building and Training .....	29
Monitoring and Reporting Framework.....	29
<b>Guidance for the Mainstreaming of Gender and Inclusion in the Programme Cycle for Service Delivery</b> ...30	
<b>Gender Based Violence (GBV) Case Reporting Template.</b> .....	31
<b>Annexes: Gender Mainstreaming Tools and Templates</b> .....	32
Annex 1: Gender Analysis Template for Cities and Municipalities in Kenya .....	32
Annex 2: Gender Audit Check List .....	34
Annex 3: Gender Action Plan Tool.....	36
Annex 4: Key Gender Indicators .....	37
Annex 5: Stakeholder Engagement Meeting Tool .....	37
Annex 6: Participants List.....	37
Annex 7: Gender Based Violence (GBV) Case Reporting Template for Cities/Municipalities .....	38
Annex 8: Role of Gender Mainstreaming Partners in Developing and Operationalising the Guidance Note.....	40
Annex 9: Legal Frameworks and Policies Informing the Guidance Note.....	41

Annex 10: Stages in Budget Formulating Processes and Gender Considerations.....	40
<b>Tool to support Gender Responsive Budgeting in Municipalities.....</b>	<b>40</b>
<b>References .....</b>	<b>52</b>

### List of Figures

Figure 1: Relationships between gender mainstreaming, gender equality and the goal of urban development.....	5
Figure 2: Gender mainstreaming approaches .....	6
Figure 3: Gender Mainstreaming Priority areas.....	10
Figure 4: Gender mainstreaming within the project cycle .....	19
Figure 5: Budget Making Process in Kenya -2014.....	23

### List of Tables

Table 1: Gender Analysis Frameworks and their application .....	11
Table 2: Gender Action Plan with an example.....	18
Table 3: A sample gender- sensitive logical framework.....	20

### List of Text Boxes

Text Box 1: Example to illustrate the integrated and targeting gender mainstreaming approaches .....	6
Text Box 2: Examples of gender analysis reports that counties and cities/municipalities can adapt from ...	17
Text Box 3: Explaining the Concept of Gender Responsive Budgeting.....	22
Text Box 4: Examples of gender audit tools and reports .....	24

## Abbreviations

CEC	County Executive Committees
CoG	Council of Governors
CoK	Constitution of Kenya
CPCT	County Program Coordination Team
FLLOCA	Financing Locally Led Climate Action
GAP	Gender Action Plan
GDP	Gross Domestic Product
GESI	Gender Equality Social Inclusion
GRB	Gender Responsive Budgeting
GBV	Gender Based Violence
KDSP	Kenya Devolution Support Program
KUSP	Kenya Urban Support Program
NGEC	National Gender Equality Commission
NPCT	National Program Coordination Team
PWD	Persons with Disability
SDHUD	State Department for Housing and Urban Development.
UACA	Urban Areas and Cities and Act

## Glossary

- **Gender:** The socially constructed roles and relationships, attitudes, behaviours, values, power and influence that society ascribes to women or men. Gender is relational and refers not simply to women or men but also to the relationship between them.
- **Gender Equality:** Gender equality entails the concept that all human beings, both women and men, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles or prejudices. Gender equality means that the different behaviours, aspirations and needs of women and men are considered and valued equally.
- **Gender Equity:** Gender equity is the process of being fair to women and men according to their respective needs. To ensure fairness, strategies and measures are needed to compensate for women's historical and social disadvantages that prevent women and men from otherwise operating on a level playing field.
- **Gender Analysis** refers to the diagnosis of the differences between men and women regarding their specific activities, conditions, needs, access and control over resources, and access to development benefits and decision-making. Gender analysis entails first and foremost collecting sex-disaggregated data and gender-sensitive information about the population concerned. It is a prerequisite for gender-sensitive planning.
- **Gender Mainstreaming:** the process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.
- **Gender Audit:** A gender audit is a tool to assess and check the operationalisation of gender mainstreaming into organisations, including in their policies, programmes, projects and/or provision of services, structures, proceedings and budgets.
- **Gender Action Plan:** is a practical guide that helps counties and municipalities put gender analysis findings into action or any gender gaps identified into action. The GAP takes insights from a gender analysis and turns them into concrete steps for designing and carrying out urban programs and development.
- **Intersectionality:** a concept coined by legal scholar Kimberlé Crenshaw, is a framework for understanding how various social and political identities, such as race, class, gender, sexuality, religion, disability, and others, combine to create unique modes of discrimination and privilege. Intersectionality means all forms of oppression are linked and interconnected. For example, a woman/girl may face discrimination, and if her gender combines with her specific age, such as being an adolescent, within a particular education background, and an ethnicity that is also marginalized, she experiences unique and interconnected disadvantages precisely because of these multiple, intersecting identities.
- **Gender Responsive Budgeting:** is a budget designed to benefit all individuals, this means women, men, girls, and boys, intersex, by allocating resources fairly and promoting equal opportunities. It is an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures to promote gender equality.
- **Intersex:** means a child or an adult with a congenital condition in which the biological sex characteristics cannot be exclusively categorised in the common binary of female or male due to inherent and mixed anatomical, hormonal, gonadal or chromosomal patterns, which could be apparent prior to, at birth, in childhood, puberty or adulthood

## Introduction

Gender mainstreaming is essential at both the national and county levels. At the national level, it shapes policies, strategic frameworks, and budgets that provide overall direction. In Kenya, most national policies and laws already embed a gender mainstreaming focus, offering a strong foundation for counties and municipalities to draw from. At the county and urban service delivery level, gender mainstreaming goes beyond frameworks, it means fostering positive and responsive attitudes, shifting norms, strengthening skills and behaviours, and tailoring services to diverse needs. At the community level, it requires inclusive participation in decision-making, active engagement in urban development processes, and collaboration with civil society and development partners.

Kenya's urbanization rate is 4.3 per cent annually, with the urban population projected to grow from 31 per cent in 2019 to 50 per cent by 2050<sup>1</sup>. Urban areas contribute over 50 per cent of Kenya's Gross Domestic Product (GDP).<sup>2</sup> Yet, economic benefits are unevenly distributed. High unemployment, underemployment, and informal sector reliance persist, with urban poverty increasing sharply, particularly among youth.

Women are underrepresented in urban boards and leadership roles, with insufficient mechanisms for gender mainstreaming in urban planning and development, leading to missed opportunities for inclusive decision-making. For example, out of 79 urban boards with available information, 32 per cent do not meet the two-thirds gender requirement under the Constitution. Only 7 have women board chairs<sup>3</sup>. Additionally, there is limited representation in higher-level management and administrative positions. Women represent only 24 per cent of professional, management and administrative staff and 23 per cent of top management in counties.<sup>4</sup> Based on the County Devolution reporting period, 2022/2023, counties are addressing gender issues with over KES 812,308,180 allocated to gender programs, reaching 217,334 beneficiaries across all 47 Counties. The beneficiaries included 163,880 women, 35,762 men, and 17,692 Persons with Disabilities (PWDs). Moreover 63 per cent (29 out of 47) of Counties have implemented gender-responsive policies, acts, regulations, and guidelines. Furthermore, only 11 counties specifically have operational policies and acts addressing Gender-based Violence.<sup>5</sup>

Urban infrastructure is inadequate and access to services is unequal. Informal settlements face severe deficits in water, sanitation, energy, and transportation, reducing liveability and economic productivity.<sup>6</sup> Urban areas are increasingly vulnerable to floods and droughts exacerbated by climate change, urban sprawl, poor drainage systems, and deforestation, straining resources and increasing displacement. Climate-induced events such as severe droughts and frequent flooding disrupt urban systems, affecting water and energy supply, food security, and infrastructure functionality.<sup>7</sup>

Refugee populations in Kenya, particularly in Dadaab and Kakuma camps, face reliance on humanitarian aid. Recent policy shifts aim to transition to integrated settlements, enhancing self-reliance and shared

---

<sup>1</sup> Kenya Population and Housing Census (2019); World Bank (2016). Kenya Urbanization Review.

<sup>2</sup> Kenya Institute for Public Policy Research and Analysis (2020): Kenya Economic Report 2020, Creating an Enabling Environment for Inclusive Growth in Kenya. The same counties also account for over half of the total annual county own source revenue.

<sup>3</sup> Analysis based on data provided by CoG on current board composition as of February 2023. The remaining 30 urban areas did not have boards constituted or where undergoing changes at the time of the analysis.

<sup>4</sup> Analysis based on data provided by CoG on current board composition as of February 2023. The remaining 30 urban areas did not have boards constituted or where undergoing changes at the time of the analysis.

<sup>5</sup> 2023. Annual State of Devolution <https://cog.go.ke/reports/>

<sup>6</sup> Un-Habitat. (2020). World Cities Report 2020: The value of sustainable urbanization. UN. [https://unhabitat.org/sites/default/files/2020/10/wcr\\_2020\\_report.pdf](https://unhabitat.org/sites/default/files/2020/10/wcr_2020_report.pdf)

<sup>7</sup> Pizzorni, M., Innocenti, A., & Tollin, N. (2024). Droughts and floods in a changing climate and implications for multi-hazard urban planning: A review. *City and Environment Interactions*, 100169. <https://www.sciencedirect.com/science/article/pii/S2590252024000291>

access to public services.<sup>8</sup> The inflow of refugees into Garissa and Turkana, towns/wards and refugee camps have become interdependent, qualifying for municipal status as they have reached the required population thresholds.<sup>9</sup>

Most counties also lack county-level guiding frameworks for mainstreaming gender considerations in urban investments, planning and development processes at the municipal levels.<sup>10</sup>

Gender mainstreaming barriers at the county level in Kenya are due to the following<sup>11</sup>

- *lack of political will*
- *lack of gender or women inclusion indicators and monitoring tools for measuring progress.*
- *limited expertise in gender mainstreaming even among county officers leading the gender department.*
- *lack of clarity and tools to implement gender and women inclusion concepts among county gender officers.*
- *lack of budgets for gender mainstreaming.*
- *limited awareness of the existing gender mainstreaming tools developed at the national level.*
- *limited follow-up and accountability mechanisms.*

## Context

The State Department for Housing and Urban Development, through the support of the World Bank, is implementing the Second Kenya Urban Support Program (KUSP2), with the overall goal to strengthen the capacity of urban institutions to deliver urban infrastructure and services. The program targets 79 municipalities spread across 45 counties excluding Nairobi and Mombasa. The KUSP2 program development objective is to strengthen the capacities of urban institutions to (i) improve the delivery and resilience of urban infrastructure and services, (ii) enhance the private sector engagement in urban planning; and (iii) support the transition of refugee camps into integrated host community and refugee settlements. This will be achieved through five (5) Result Areas which include: i) Strengthened Institutions for Urban Services Delivery ii) Integrated Planning for Inclusive and Resilient Urban Areas iii) More Inclusive and Resilient Urban Infrastructure and Services iv) Improved Private Sector Engagement v) Improved Integrated Development Between Refugee and Host Communities. Gender and climate mainstreaming are key crosscutting aspects of KUSP2.

KUSP2 seeks to strengthen gender inclusion in urban development by ensuring compliance with the two-thirds gender rule and institutionalizing gender mainstreaming within municipal boards. This will be achieved through establishing gender committees in each urban board, adopting the National Policy on Gender and Development (2019) at municipal level, and setting up clear structures, frameworks, and performance indicators for monitoring gender inclusion. Municipalities are also required to submit quarterly gender mainstreaming reports to the county. Such reports should also be shared with the NPCT through the CPCT in order to become part of the program reports to the World Bank. It is expected that regular capacity building will be done on county executives, assemblies, boards, and staff on gender mainstreaming tools, gender-responsive budgeting, and reporting frameworks.

---

<sup>8</sup> Refugee Act 2021, [https://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/2021/TheRefugeesAct\\_No10of2021.pdf](https://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/2021/TheRefugeesAct_No10of2021.pdf)

<sup>9</sup> There are 5 urban forced displacement 'city' typologies. Interdependent is Type 4 and describes camps within commuting distance or at the periphery of towns. World Bank Group, 2021. Forced Displacement: An Agenda for Cities and Towns

<sup>10</sup> Analysis based on data provided by CoG on current board composition as of February 2023. The remaining 30 urban areas did not have boards constituted or where undergoing changes at the time of the analysis.

<sup>11</sup> Council of Governors (CoG), UN Women and UNCDF (2022). *The Impact of Devolution on Women and Girls.*

<https://www.uncdf.org/article/7887/the-impact-of-devolution-on-women-and-girls-in-kenya> Official Use Only

The KUSP2 Gender Mainstreaming Survey for Counties and their Municipalities conducted by the State Department for Housing and Urban Development in February 2025 including the validation visits to the municipalities and counties, Indicated the following findings:

*Gender audits:* Many counties and municipalities lack regular, structured gender audits. For example, some conduct quarterly internal audits, others annual audits, and some rely on infrequent consultant-led audits. Gender committees and officers who lead internal audits or external auditors are involved in donor-funded projects. Audit methods include site visits, public forums, report reviews, audit tools, and digitized reporting.

*Gender monitoring frameworks:* Counties and municipalities use various methods, including monitoring frameworks, gender-sensitive consultations, gender-specific data collection, and integrated assessment frameworks. However, some lack gender mainstreaming impact assessments.

*Gender Mainstreaming:* there are limited financial resources to support gender mainstreaming, insufficient gender responsive budget implementation and gender mainstreaming is also hampered by insufficient data, lack of technical capacity, resistance, inadequate policies and staff shortages.

Women's representation in decision-making space is not in accordance with the constitution requirements.

*Measures of addressing GBV:* include collaboration with NGOs, legal frameworks, prevention programs, reporting mechanisms, safe accommodation, and awareness campaigns. Challenges of addressing GBV include insufficient funding, inadequate training, harmful cultural norms, societal expectations, lack of data, and scarcity of resources. GBV reporting is low, suggesting either a lack of awareness, underreporting, or weak reporting structures.

*Gender-Disaggregated Data:* Most counties lack robust systems for gender-disaggregated data, hindering effective mainstreaming. Reliance on sectoral data is often insufficient.

*Proposed gender mainstreaming improvements:* Developing gender data management systems, integrated reporting tools, and online platforms. Improving data collection tools, training staff, and leveraging digital tools. Gender data has influenced improvements in market infrastructure, public building access, housing, transport, policy decisions, and service delivery. There is need the recruitment of gender experts, development of gender mainstreaming policies, increased stakeholder engagement and integration of gender compliance efforts into departmental reports.

*Community Involvement and Awareness:* Counties and municipalities involve communities through public consultations, focus groups, and representation in project committees. Pervasive gender and socio-cultural norms persist across Kenyan counties, manifesting diversely and fuelled by shared or distinct underlying factors like religious beliefs, constructions of masculinity and femininity, and the social sanctions individuals face. These gender and socio-cultural norms, combined with economic and political factors, weak policy enforcement, and existing inequalities within counties, contribute to the continuation of vulnerabilities to gender-based violence and other forms of gender inequality.

## **Purpose of the Guidance Note**

The purpose of the Guidance Note on Gender Mainstreaming and Inclusion for Urban Areas in Kenya is to provide counties and municipalities/cities in Kenya with guidelines on gender mainstreaming in urban governance, service delivery and program management (design, planning, implementation, budgeting and monitoring). These guidelines include definitions of the terms and who it is for and why. These are as per the legal mandate provided in the key legal provisions in Kenya as well as internationally recognized good practices. Specific counties and their municipalities will customise these guidelines to suit their different population's needs and the context specific realities. The guidance note is accompanied by a training guide

that will be used by trained trainer of trainers to train county and municipal urban boards and staff. This guidance note is to facilitate the urban area staff to understand the why and how of gender equality in their areas of jurisdiction.

## Core Objectives of the Guidance Note

The guidance note is meant to provide the Counties and cities/municipalities in Kenya with clear steps and recommendations on how to mainstream gender and promote participation in urban development and service delivery. To achieve this, the core objectives of the guidance note are as follows:

- a) Ensure that counties and municipal's urban planning, infrastructure projects, and essential services delivery **meet the diverse needs and rights of all** including women, men, persons with disabilities, low-income earners, and refugees.
- b) Ensure counties and municipals **actively involve** women, youth, persons with disabilities, refugees, and low-income communities in every stage of urban development, from planning and design to budgeting, implementation, and evaluation as required by the Constitution of Kenya.
- c) Empower counties and municipalities to **fully comply with Kenya's legal frameworks**, policies, and global commitments on gender equality and participation. This objective aims to enhance awareness and enforcement of constitutional mandates, such as the two-thirds gender rule, and national laws like the Urban Areas and Cities Act 2012 (Revised 2019).
- d) Equip county leaders, municipal urban boards, and staff with **the knowledge, skills and commitment to integrate gender** into urban planning and governance.
- e) Guide counties and municipalities to **align urban development plans with gender-responsive budgeting**, ensuring inclusivity in planning, implementation, monitoring, and evaluation.

## Scope of the Guidance Note

This Gender mainstreaming and inclusion guidance note has been developed to be implemented **across Kenya**, specifically in **45 counties and 79 municipalities including two refugee-host municipalities under a specific refugee window**. In terms of context, the guidance note gives reference to both national (policy, capacity) and subnational levels (municipalities / counties) in order to strengthen urban governance, infrastructure, service delivery, planning and resilience by ensuring inclusion.

It is noted that the context in which gender and inclusion are being mainstreamed under KUSP2 include the following:

1. **Vulnerable and Marginalized Groups:** This includes women, people with disabilities, youth, the elderly, informal settlement dwellers, and ethnic minorities. Also includes refugee-hosting communities.
2. **Urban Infrastructure & Services:** The inclusion efforts are tied to how urban infrastructure and services are planned, delivered, and made resilient e.g. transport (non-motorized transit), street lighting, drainage, sanitation, market places, etc. Ensuring these are gender-sensitive and accessible to affected groups.
3. **Institutional and Governance Dimensions:** Ensuring representation of women in boards, decision-making bodies; having municipal/urban boards and staff trained in gender mainstreaming; mandating gender committees, etc. Compliance with national gender policy instruments (National Policy on Gender & Development, reporting tools, performance contracting guidelines) are part of the scope.
4. **Legal & Policy Frameworks:** The context includes Kenya's Constitution (2010), County Governments Act, Urban Areas and Cities Act, Public Finance Management Act, etc., as well as

gender-related national policies. These form the enabling environment or constraints for gender mainstreaming.

5. **Performance-based Grants & Accountability:** There are Minimum Conditions & Performance Standards that municipalities must meet to access grants under KUSP2. Gender inclusion / gender mainstreaming is part of these standards. Also, monitoring, evaluation, reporting of gender mainstreaming is included.
6. **Refugee-hosting/Migrant Integration:** Specific to contexts where refugee camps or settlements are being transitioned into integrated host community-refugee settings. Gender and inclusion are relevant here because of the special vulnerabilities of refugees.
7. **Urban Planning & Resilience:** With rapid urbanization, climate risk, informal settlements, disasters/stormwater etc., making cities resilient includes making infrastructure and planning inclusive of different gender and social groups.

## Gender Mainstreaming Concept

Gender mainstreaming was established as a major global strategy for the promotion of gender equality in the Beijing Platform for Action from the Fourth United Nations World Conference on Women in Beijing in 1995. The Economic and Social Council (ECOSOC) agreed conclusions (1997/2) established some important overall principles for gender mainstreaming<sup>12</sup>.

defines gender mainstreaming as: *"...the process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality."*<sup>13</sup>

In practice this means that for counties and municipalities in Kenya, gender mainstreaming means integrating the viewpoints, experiences, understanding, and concerns of both women and men into all stages of policymaking, planning, and decision-making in the processes of urban development and service delivery. It requires putting gender equality at the core of analysis, policy choices, County Integrated Development Plan (CIDP), medium-term plans, urban boards planning tools and annual budgets. This demands clear and consistent focus on gender issues across all sectors in urban development. The goal of gender mainstreaming is to promote gender equality. Gender equality is the goal and gender mainstreaming is the strategy.

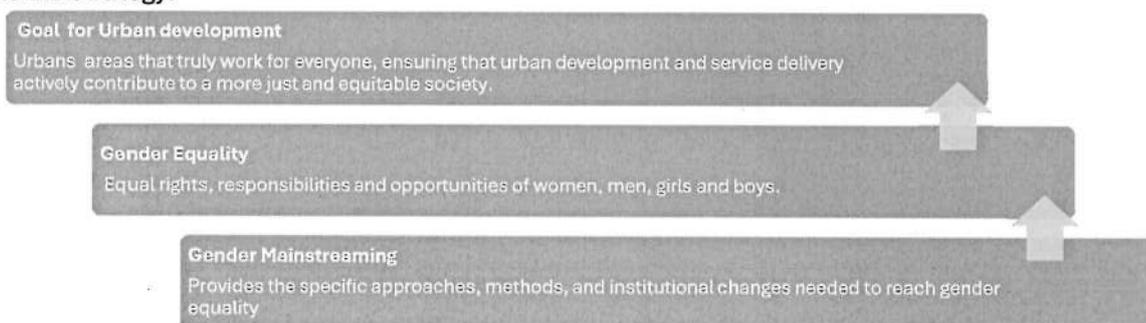


Figure 1: Relationships between gender mainstreaming, gender equality and the goal of urban development

<sup>12</sup> United Nations 2002. Gender Mainstreaming Overview, Office of the Special Adviser on Gender Issues and Advancement of Women

<sup>13</sup> Gender Mainstreaming extract from report of the Economic and Social Council for 1997

(a/52/3, 18 September 1997) <https://www.un.org/womenwatch/daw/csw/gms.pdf>

Gender equality means that women, men, intersex, girls, and boys have equal rights, responsibilities, and opportunities. For counties and municipalities, this means ensuring that no one is denied their rights or freedoms because of gender, and that the needs, interests, and priorities of all groups, are considered in governance, planning, and service delivery. Gender equality is not a women’s issue; it is a shared responsibility that engages and benefits all genders. To work toward this goal, counties and municipalities must adopt a comprehensive gender mainstreaming strategy that addresses unequal power dynamics, access to resources, and participation in decision-making. This involves integrating gender perspectives into policies, budgets, services, and urban planning; designing targeted interventions to address specific disadvantages faced by different groups; and applying both short-term and long-term strategies, including sector-specific approaches in areas such as transport, water, health, and security.

This requires a multi-pronged approach: **integrating gender** perspectives into policies, planning, budgets, and service delivery; **implementing targeted** interventions that address specific disadvantages faced by women, men, and marginalized groups; and applying both short- and long-term strategies, including sector-based mainstreaming in areas such as transport, water, health, and security. Through these efforts, counties and municipalities can advance inclusive, equitable, and sustainable urban development.

The most common gender mainstreaming approaches are integrated and targeted as illustrated below:

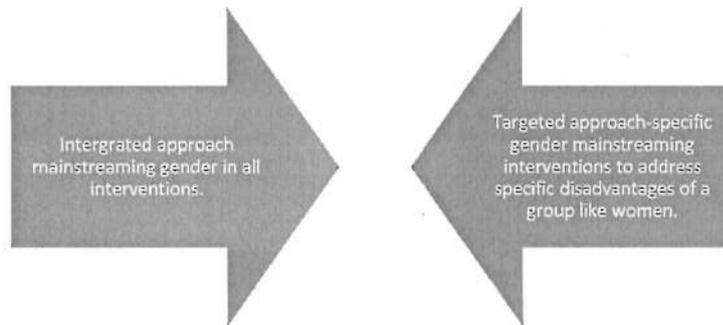


Figure 2: Gender mainstreaming approaches

Text Box 1: Example to illustrate the integrated and targeting gender mainstreaming approaches

**Example**

**Integrated Gender Mainstreaming Example (Budget and Planning)**

Municipality X plans to upgrade streetlights in a residential estate. Applying a gender perspective means not just placing lights where poles are convenient but strategically positioning them in crime-prone areas identified through police data on most dangerous places and from community consultations. Feedback is collected from both women and men about safety concerns, especially near bus stops, markets, and walking paths used at night. The municipality then allocates part of the general infrastructure budget to ensure that the streetlighting project addresses the safety needs of all residents. This integrated approach makes gender equality part of the mainstream planning and budget process.

**Targeted Gender Mainstreaming Example (Dedicated Budget and Program)**

Alongside the general streetlight upgrade, Municipality X also launches a ‘Women’s Safety Walk’ initiative where female residents and community leaders identify insecure ‘dark spots’ or unsafe pathways that may have been overlooked in the initial plan. A dedicated budget is then allocated to install extra lighting specifically in these areas that disproportionately affect women’s safety. This targeted intervention complements the integrated project by directly addressing women’s unique concerns, making urban spaces safer and more inclusive

## Principles Underpinning the Guidance Note.

The guidance note applies to the principles embedded in the Kenyan Constitution and other legal provisions, regulatory frameworks, policies and accepted practice standards. These include:

**Principle of Equality and Non-Discrimination:** counties and cities/municipalities should ensure equitable access to services, opportunities, and resources to all residents without discrimination, including historically marginalized and vulnerable groups to address disparities. This aligns with the CoK, 2010 (Article 27 on Equality and Freedom from Discrimination 3):

*“Women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres.”*

*“The State shall not discriminate directly or indirectly against any person on any ground, including race, sex, pregnancy, marital status, health status, ethnic or social origin, colour, age, disability, religion, conscience, belief, culture, dress, language or birth.”*

**Principle of Intersectionality:** Counties and cities/municipalities should adopt an intersectional approach, recognizing how overlapping identities like gender, age, disability, socio-economic status exacerbate exclusion. This is in alignment with the National Gender and Equality Commission (NGEC) Legislative Handbook on Principles of Equality and Non-Discrimination on importance of addressing layered inequities for equitable urban development.<sup>14</sup>

**Principle of Accountability and Transparency:** Counties and cities/municipalities should uphold accountability by adhering to the Constitution of Kenya (CoK), 2010 provisions and maintain transparent processes in planning, decision-making, and resource allocation. This is aligned with the principles of governance and management stipulated in the Urban Areas and Cities Act, 2012.

**Principle of Stakeholder Engagement and Meaningful Participation:** Counties and cities/municipalities should ensure timely and accessible information for stakeholders. Actively engaging citizens in decision-making through stakeholder mapping, inclusive consultations, participatory forums, building mechanisms to incorporate feedback in urban planning decisions and developing an accessible grievance redress mechanism with multiple uptake channels. This is stipulated in the Urban Areas and Cities Act, 2012.

**Principle of Affirmative Action and Gender Parity in Representation:** Counties and cities/municipalities must ensure adherence to the two-thirds gender rule in governance structures and incorporate gender-sensitive planning tools and budgets. As stipulated in the CoK, 2010 and the Urban Areas and Cities Act, 2012. Urban boards and counties, guided by affirmative action, should ensure that the criteria for accessing services, resources, and opportunities are not so prohibitive as to create barriers for some groups. When such barriers exist, these entities are responsible for developing and enacting positive interventions to promote equitable access and inclusion for all populations including refugees.

**Principle of Gender-Transformative and Sustainable Gender Responsive Budgeting:** This principle mandates that counties and cities/municipalities must integrate a gender perspective throughout the entire budgetary cycle, from policy design and resource allocation to implementation, monitoring, and evaluation with the explicit aim of fostering long-term systemic change towards gender equality and, rather than relying solely on short-term interventions.

**Principle of Effective Gender Responsive Monitoring, Evaluation and Reporting:** Counties and cities/municipalities are required to establish **baseline data**, clear indicators, measurable outputs,

---

<sup>14</sup> National Gender and Equality 2018. Commission Legislative Handbook on Principles of Equality and Non-Discrimination. <https://www.ngeckkenya.org/Downloads/Legislative-Handbook-on-Principles-of-Equality-and-Non-Discrimination.pdf>

and data disaggregated by sex, as well as other demographic and socio-economic factors, to evaluate access, equality, inclusion, and meaningful stakeholder participation, thereby ensuring continuous improvement and compliance with relevant regulations.

## Process Adopted for Preparing the Guidance Note

The guidance note was developed through a consultative process.

**Step 1:** Desk review of relevant literature, legislations, policies and literature on gender and urban development- in order to identify gaps in current gender mainstreaming efforts, align the note with Kenya's legal and policy environment and further ensure coherence with broader urban development and gender equality goals (e.g., Vision 2030, Constitution of Kenya, SDGs).

**Step 2:** A survey was conducted to assess counties and their cities/municipalities gender mainstreaming efforts to inform the guidance note. This was prepared by the National Program Coordination Team (Social Safeguards) and sent to counties and their cities/municipalities through Council of Governors (CoG) to provide feedback between January – February 2025. A total of 42 counties and 58 cities/municipalities participated in the survey and the participants included, Directors of Gender, Youth and Social Services while for cities/municipalities the participants were municipal managers- This step provided **empirical data** directly from implementers at the county and municipal levels thereby helping capture the current status, capacity, and practices of gender mainstreaming on the ground. It further ensures the guidance note is tailored to the practical realities of stakeholders thus promoting ownership and participation by engaging counties and cities/municipalities early in the process.

**Step 3:** A verification study was conducted in eight cities/municipalities (Nyeri, Isiolo, Hola, Eldoret, Narok, Kakamega, Ahero, and Machakos) from 24th February to 3rd March 2025. The team complemented and triangulated the data collected during the survey by applying interviews and observation methods. The study findings further informed the guidance note preparation. - This step ensured **data validation and triangulation**. It also added depth and context to survey results by confirming the accuracy of survey responses through field observations and interviews and further allowing site-specific nuances and experiences to enrich the guidance content.

**Step 4:** Draft guidance note was developed for deliberation and input during the validation workshop. This allowed stakeholders to critically review, challenge, and improve content before finalization further providing the opportunity to align with their expectations and operational needs.

**Step 5:** Validation Workshop of the Gender Mainstreaming Guidance note took place in April 2025. Workshop participants were drawn from KUSP2 National Project Coordination Team (NPCT), State Department for Gender, National Gender and Equality Commission, Kenya Devolution Support Program (KDSP), Financing Locally Led Climate Action (FLLOCA), KUSP2 Cities/Municipalities, Gender County Directors, Gender Committee Board Chairs, Social Safeguards Officers and Caucus. A total of 64 attendees. The validation workshop provided rich insights and reflections, relevant for the guidance note. This step promoted **stakeholder ownership, consensus-building, and legitimacy** of the guidance note. It further provided opportunity to validate the relevance, accuracy, and usability of the draft guidance document.

**Step 6:** Drafting the final guidance note and training guides with feedback from the validation workshop. This final step ensures that the guidance note and accompanying training materials are responsive, practical, and comprehensive and further incorporates validated insights, addressing any gaps or inaccuracies identified in the validation workshop.

## Legal Frameworks and Policies Informing the Guidance Note

Kenyan urban boards and counties should deliver services in accordance with all applicable laws, which extend beyond the provided list. They ought to ensure full legal compliance in all service delivery. Urban boards and counties should also apply other relevant laws listed in the Annex 1, as needed, when delivering services. These are drawn from the applicable policies, legal and regulatory frameworks in Kenya.

## The Guidance Note Applicability

The guidance note is intended for adoption at the national level in Kenya with particular emphasis on application at the county level and for urban boards in cities/municipalities. The County Executive Committees (CEC) and Urban Boards are legally responsible for urban governance and decision making. The guidance note is also relevant to the National Government and other state and private for profit and non-profit actors engaged in urban planning and development in Kenya and staff determined by the gazetted transferred function and structure approved by the county public service board.

In addition, these entities have a responsibility to ensure gender is mainstreamed and active participation is embedded in urban development service delivery to achieve the intended goals of the Kenyan Constitution. While the guidance note outlines the mandate of the CEC and urban boards as the direct implementors and including other stakeholders, these roles have to be well coordinated, and role assigned as per the Urban Areas and Cities Act 2012- Revised 2019 to avoid duplication and any conflicts. The specific counties and urban boards will apply the guidance in consideration of the specific realities in their counties for example geographical, institutional, human resources and population diversity.

The **Urban Areas and Cities Act (2012, Revised 2019)** mandates county governments to manage cities and municipalities through urban boards, managers, and supporting staff. Urban boards are responsible for governance, policy development, integrated planning, land use management, infrastructure, service regulation, budgeting, and promoting safe environments. Embedding gender mainstreaming and meaningful citizen participation in these functions ensures urban policies, plans, and services respond to diverse needs and foster inclusive and sustainable development. The **County Government Act (2012, Revised 2013)** assigns County Executive Committees (CECs) the role of monitoring, assisting, coordinating, and aligning integrated development plans with county and national priorities, and resolving disputes that arise. Incorporating gender equality and citizen participation into these processes strengthens accountability, responsiveness, and equity in urban governance.

## Gender Mainstreaming Processes

This section outlines key gender mainstreaming processes designed to help counties and cities/municipalities as they mainstream gender in urban service delivery and urban management. These tools are not exhaustive and should be adapted to each county's unique urban development goals, as well as the specific needs and priorities of its populations and the different development actors.

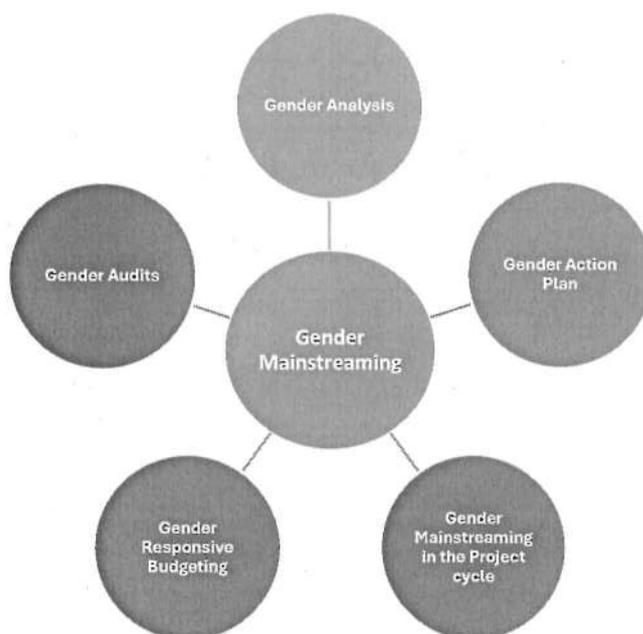


Figure 3: Gender Mainstreaming Priority areas<sup>15</sup>

### i) Gender analysis

Gender analysis is the process of collecting and examining data to understand the different needs, roles, and challenges of women, men, and other groups in society. It is the first step to gender mainstreaming. Counties and cities/municipalities can conduct gender analysis or a GESI analysis, but whichever they choose should always apply an intersectional lens which means looking at how gender intersects with age, disability, economic status to fuel disadvantages for different women, men and intersex.

Gender analysis is a cornerstone for urban development planning and programming. It should be integrated at every stage from county and municipal planning to project design, implementation, and budgeting. It must be done by someone with expertise in gender issues and is the foundation for effective gender action planning and gender-responsive budgeting. Without it, counties and cities/municipalities cannot meaningfully prioritize or address gender concerns in urban development. Gender analysis uses both secondary data (e.g., national surveys, economic reports, or the Kenya Gender Sector Statistics Plan 2020, which aligns with Vision 2030 and county development plans) and qualitative data (gathered through participatory methods to capture lived experiences). A robust analysis requires time, resources, and skilled personnel. However, in emergencies like urban floods or fires, rapid gender assessments can be used to identify immediate needs. To guide its work, counties and cities/municipalities can draw on established gender analysis frameworks and adapt them to their specific context.

<sup>15</sup> Adapted from UN Women Training Centre. (2017, February 21). Webinar - Gender Mainstreaming: Strategies to Address Gender Inequality [Video]. YouTube. <http://www.youtube.com/watch?v=RgYkBGnzejE>

Table 1: Gender Analysis Frameworks and their application

Gender Analysis Framework	Purpose	How each framework's information is useful for counties and cities/municipalities in urban management and service delivery.
<p><b>Harvard Analytical Framework (Gender Roles Framework)</b></p>	<p>Focuses on understanding the differences between men and women's roles and participation in the economy. Examines activities, access to resources, and influencing factors.</p> <ul style="list-style-type: none"> <li>- Gender roles differences between women and men and time use.</li> <li>- Women and men differences in Access and control of resources like land, finances, technology, training, infrastructure, labour, among others based on the context.</li> <li>- Influencing factors explain what political, economic and cultural factors drive the differences in gender roles distribution between women and men and what drives changes in these roles and as well as factors influencing access and control over resources.</li> </ul>	<p>-Mapping activities and time use: By looking at "who does what" in urban spaces, counties can see how women, men, and other groups use infrastructure and services differently.</p> <p>For example, if women spend more time on caregiving or informal work, this can guide the design of safer public transport, better street lighting, and accessible pedestrian routes.</p> <p>Informal markets and livelihoods: Since women often dominate informal markets, counties can design market spaces, sanitation facilities, and security measures that directly respond to their needs.</p> <p>Reproductive and household work: Recognizing the burden of caregiving and household tasks (often carried by women) can lead to policies that ensure reliable access to water, sanitation, energy, and housing facilities in urban areas.</p> <p>Cultural practices and participation: Understanding how cultural norms shape women's participation in public life or limit their control over resources can help counties design awareness campaigns and support programs that promote inclusion.</p> <p>Access and control of resources: Identifying gaps in access to land, finances, technology, training, or infrastructure helps counties and cities/municipalities address inequalities, promote economic empowerment, and deliver services more equitably.</p>
<p><b>Moser Framework</b></p>	<p>Builds on gender roles and needs, distinguishing between practical and strategic gender needs. It emphasizes balancing the "triple role" of women</p>	<p>The framework highlights different women's "triple role" (productive, reproductive, and community management). In urban settings. For example:</p> <ul style="list-style-type: none"> <li>- <i>Reproductive roles</i> include unpaid care work (childcare, eldercare, cooking, cleaning, fetching water/fuel) disproportionately falls on women. Moser framework helps identify how inadequate</li> </ul>

<p>(production, reproduction, community management).</p> <ul style="list-style-type: none"> <li>• Practical needs are those that address a specific need in a context, like, water, food, housing, livelihoods.</li> <li>• Strategic needs are those needs that address women's gender power imbalance and inequality. For example: developing gender inclusive policies, laws towards more gender equality in role distribution, addressing unpaid care work., gender pay gaps etc.</li> </ul>	<p>urban infrastructure, for example, distant water points, poor sanitation, unconnected transport, unreliable energy) exacerbates this burden, impacting their time, health, and opportunities.</p> <ul style="list-style-type: none"> <li>- <i>Productive Roles</i> performed by different women can inform county and municipal policies on how to support different women's economic activities, such as accessible market spaces, childcare facilities near workplaces, and flexible transport options.</li> <li>- <i>Community Management Roles</i>, women often lead community-level initiatives for basic services for example, community water committees. Recognizing this allows for better engagement strategies and empowerment within local governance structures.</li> </ul> <p>The framework helps in identifying and preventing unintended consequences. By considering the, triple role, counties can avoid planning interventions that alleviate one burden only to increase another. For example, a new market might be productive, but if it's far from homes and lacks childcare, it could increase women's reproductive workload.</p> <p>Counties can identify and address immediate, context-specific lacks (practical needs) that different women and men face in their daily lives. For example, in informal settlements, this could mean providing accessible water points, better street lighting for safety, or improved waste management.</p> <p>Tackling Root Causes of Inequality (Strategic Gender Needs) Moser Framework's transformative power pushes cities/municipalities to look beyond immediate needs and address the fundamental power imbalances like:</p> <ul style="list-style-type: none"> <li>- Policy and Legal Reforms, means counties can identify and advocate for changes in local policies, by-laws, and land tenure systems that perpetuate gender inequality. This could involve promoting women's land ownership, ensuring equal representation in urban planning committees, or developing policies to address gender-based violence in public spaces.</li> <li>- Addressing unpaid care work means that counties and cities/municipalities understand the burden of unpaid care work and develop urban policies that support its reduction, remuneration and redistribution, such as investing in public childcare facilities, accessible healthcare, and efficient public services.</li> <li>- Municipal economic development strategies can incorporate measures to address gender pay gaps in local industries or promote women's entry into higher-paying sectors.</li> </ul>
---	--

<p><b>USAID ADS Domains</b><sup>16</sup></p>	<p>The domains include.</p> <ul style="list-style-type: none"> <li>- Laws, Policies, Regulations and Institutional Practice.</li> <li>- Cultural Norms and Beliefs</li> <li>- Gender Roles and Responsibilities and Time use</li> <li>- Access to and control over assets and resources</li> <li>- Patterns of power and decision-making</li> <li>- Personal safety and security</li> </ul>	<ul style="list-style-type: none"> <li>- Laws, Policies, Regulations, and Institutional Practice: Review municipal policies and local by-laws to see if they guarantee equal access for women, men, intersex to services, employment, and leadership roles. Identify gaps where policies are not being implemented.</li> <li>- Cultural Norms and Beliefs: Hold community focus groups to understand local beliefs about gender roles e.g., who participates in public meetings or manages household finances and how these beliefs influence participation in municipal programs.</li> <li>- Gender Roles, Responsibilities, and Time Use: Map out how women and men spend their day, including work, household chores, and caregiving. This helps the municipality understand time constraints that may limit participation in community projects or access to services.</li> <li>- Access to and Control over Assets and Resources: Survey residents to determine who owns land, has access to credit, or controls household income. This highlights inequalities that may affect who benefits from municipal projects.</li> <li>- Patterns of Power and Decision-Making: Observe and interview community committees to see who makes decisions about local development, infrastructure, and services, noting any gender imbalances in leadership or influence.</li> <li>- Personal Safety and Security: Example: Collect feedback from women, men, and youth on safety concerns in public spaces, such as lighting, transport, or harassment, to ensure urban planning addresses real risks.</li> </ul>
<p><b>Longwe Framework</b><sup>17</sup></p>	<p>The framework proposes that women's advancement involves the process of empowerment on the following levels:</p> <ul style="list-style-type: none"> <li>- Welfare</li> <li>- Access</li> <li>- Conscientisation</li> <li>- Mobilisation</li> <li>- Control</li> </ul>	<p>The Framework analysis helps counties and cities/municipalities to analyse the hierarchical levels of women empowerment and provide a clear progression and a critical lens for assessing the transformative potential for women advancement.</p> <p><b>Welfare:</b> entails improving women's material well-being for example access to food, income, basic services like water and sanitation.</p> <p><b>Access:</b> Focuses on ensuring women have equal access to resources and opportunities traditionally dominated by men. This could mean ensuring women can register land titles, access urban development loans, participate in vocational training for non-traditional jobs.</p> <p><b>Conscientisation:</b> involves raising awareness among both women and men about gender inequalities, challenging discriminatory norms and beliefs, and recognizing that gender roles are socially constructed and changeable. For urban development, this could involve public awareness campaigns about women's rights to public space, safety, or property, or workshops that challenge stereotypes about leadership roles.</p>

<sup>16</sup> USAID. (2017). *Annex 5: Gender Analysis Domains and Customized Questions*. Banyan Global. Retrieved from <https://banyanglobal.com/wp-content/uploads/2017/04/Annex-5-Gender-Analysis-Domains-and-Customized-Questions.pdf>

<sup>17</sup> Longwe Framework: <https://africasocialwork.net/wp-content/uploads/2023/02/Longwe-Framework-for-Gender-Analysis.pdf>

	<p><b>Mobilisation:</b> Encourages women's active and equal participation in decision-making processes at all levels of urban management, from neighbourhood committees to Urban Boards and county assembly. This means not just inviting women to meetings, but creating an environment where their voices are heard, and their priorities are genuinely integrated into urban planning, budgeting, and service delivery.</p> <p><b>Control:</b> This is the highest level of empowerment. It means women having equal control over resources, decision-making, and the factors of production. In urban development, this could mean women having equal representation in leadership positions (e.g., as county executives, board members), controlling land use decisions, or having direct influence over budget allocations for urban projects. It signifies a fundamental shift in power relations.</p>		
<p><b>Capacities and Vulnerabilities Approach (CVA)</b></p>	<p>Framework identifies different women and men's unique vulnerabilities.</p> <ul style="list-style-type: none"> <li>- For example, women in urban informal settlements might be more vulnerable to floods due to insecure housing, limited mobility during floods and increased risk of gender-based violence in crowded evacuation centers. The framework would highlight these, leading to targeted mitigation strategies like flood-resistant housing initiatives or safe evacuation routes.</li> <li>- Men might face higher risks in certain hazardous urban occupations for example, construction, waste management that are exacerbated during disasters. The framework can inform safety measures and alternative livelihood planning.</li> </ul> <p>The framework encourages identifying existing strengths within communities. This means recognizing, for example;</p> <ul style="list-style-type: none"> <li>- Women's community networks, where women often form strong informal networks for mutual support and childcare, which can be crucial for early warning dissemination and assistance during crises.</li> <li>- Men's labor skills, often in construction or rescue, can be harnessed for pre-disaster mitigation efforts like, building flood barriers) and post-disaster recovery.</li> </ul> <p>Insights from this framework can inform long-term urban planning decisions, such as:</p> <ul style="list-style-type: none"> <li>- Discouraging construction in high-risk flood plains or fire-prone informal settlements.</li> <li>- Designing resilient infrastructure (drainage systems, fire breaks, multi-purpose community centers) that considers gender-specific vulnerabilities and access.</li> <li>- Ensuring early warning messages reach all segments of the population, including those with limited access to technology or literacy.</li> </ul>	<p>Designed for humanitarian and disaster contexts mainly and analyses how crises affect women and men differently based on their capabilities and vulnerabilities. Can be applied during urban based disasters like floods, fires, etc.</p>	
<p><b>Social Relations Approach</b></p>	<p>The framework helps to analyse power dynamics embedded within various societal structures (state, market, community, and family) and how they shape gender relations and, consequently, access to resources and services in urban areas.</p>	<p>Examines the relationships between the state, market, community, and family, focusing on how these structures impact gender dynamics.</p>	

		<p>- The framework supports counties and cities/municipalities how to analyse how their own policies, laws, and administrative practices, for example, land registration, business permits, public participation guidelines and how they might implicitly or explicitly favor one gender over another. For example, how county budgets are allocated and if they reflect gender-responsive priorities or if they inadvertently reinforce existing inequalities.</p> <p>Analysing 'The Market' means that the framework helps understand how economic opportunities and market structures (formal and informal) are gendered. This allows cities/municipalities to understand how rapid urbanization is reshaping social cohesion and economic opportunities, and how these changes disproportionately affect men and women.</p> <p>Analysing the 'Community' means focus on social norms, cultural practices, and community power structures that influence gender relations. Counties and cities/municipalities can identify if traditional or informal community leadership structures are inclusive of women and how they impact women's access to resources or decision-making at the grassroots level.</p> <p>Analysing the 'The Family': includes examining how gender roles within the family unit impact individuals' access to public resources and services. Understanding how the disproportionate burden of unpaid care work on women limits their time for education, employment, or civic participation. Includes recognizing how household power dynamics can influence women's ability to access health services, financial resources, or participate in community forums.</p> <p>Unlike approaches that might only address symptoms, the Social Relations Approach pushes counties and cities/municipalities to challenge the underlying power structures that perpetuate gender inequality. This can lead to, developing urban development plans and service delivery strategies that not only mitigate negative impacts but actively work to change unequal gender relations. Designing interventions that specifically target marginalized groups within both male and female urban populations, considering intersectional identities, for example, women with disabilities, male youth in informal settlements, women and men refugees among others.</p>
--	--	--

## **Outline for a Gender Analysis Report Using USAID Domains**

### **Introduction / Purpose of the gender analysis**

- Explain the purpose of the gender analysis- to understand differences in roles, needs, constraints, and opportunities for women, men, and marginalized groups in the target urban community.
- Specify how the findings will inform policies, programs, and service delivery.
- Describe the methodology

### **Context and Background**

- Brief description of the community, population, and urban services being analyzed.
- Relevant policies, laws, and strategies related to gender equality and urban development.

### **Gender Analysis Domains (USAID)**

#### **Policies, Laws, and Institutions**

- Review national and local policies, regulations, and institutional practices affecting gender equality.
- Identify gaps, enforcement challenges, and opportunities for strengthening inclusion.

#### **Access to and Control over Resources**

- Identify who has access to resources (land, finances, education, health services, technology).
- Identify who controls resources and makes decisions about their use.
- Examine disparities between women, men, and marginalized groups.

#### **Practices, Roles, and Participation**

- Explore the division of labour in households, urban boards, workplaces, and communities.
- Identify responsibilities for productive, reproductive, and community roles and how they shape inequalities.
- Examine participation in decision-making at household, community, and institutional levels.

#### **Beliefs and Perceptions (Norms, Attitudes, and Beliefs)**

- Identify social and cultural norms that affect opportunities and constraints.
- Examine attitudes toward gender roles, leadership, mobility, and employment.
- Highlight norms that may limit inclusion or reinforce inequities.

#### **Gender and Intersectionality Considerations**

- Examine how gender interacts with age, disability, socioeconomic status, or other factors.
- Highlight groups who may experience multiple layers of marginalization.

#### **Key Findings**

- Summarize critical disparities, opportunities, and constraints identified in the analysis.
- Include differences across gender, age, and social groups.

#### **Recommendations**

- Suggest strategies to address gaps and promote equitable access, participation, and outcomes.
- Identify potential interventions at policy, service delivery, and community engagement levels.

#### **Annexes / Supporting Data**

- Include relevant tables, figures, or qualitative data supporting the analysis.
- Survey instruments, focus group questions, or other methodological tools.

Text Box 2: Examples of gender analysis reports that counties and cities/municipalities can adapt from

**Examples of gender analysis reports**

- Hyun, M., Okolo, W., & Munene, A. (2020). USAID Kenya gender analysis report. Prepared by Banyan Global. <https://banyanglobal.com/wp-content/uploads/2020/05/USAID-Kenya-Final-Gender-Analysis-Report.pdf> - National Level Gender analysis.
- USAID and Inclusive Future. (2023). Equality and social inclusion analysis report. <https://inclusivefutures.org/wp-content/uploads/2023/03/GESI-analysis-Final-Report.pdf>
- CARE Gender in Emergencies Guidance Note: Preparing for a Rapid Gender Analysis <https://insights.careinternational.org.uk/images/documents/rapid-gender-analysis/GIE-Guidance-Note-Rapid-Gender-Analysis.pdf>. Derived from the broader link: <https://insights.careinternational.org.uk/in-practice/rapid-gender-analysis>
- Oxfam, (2017). Beneath the Dryland; Kenya Drought Gender Analysis. <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/620403/rr-kenya-drought-response-191217-en.pdf;jsessionid=A7433A4491C2B4387874A848B1474AF0?sequence=1>
- International Training Center of the ILO. (n.d.) Thematic Brief: Gender and Urban Development. [https://eugender.itcilo.org/toolkit/online/story\\_content/external\\_files/TA\\_UrbanDev.pdf](https://eugender.itcilo.org/toolkit/online/story_content/external_files/TA_UrbanDev.pdf). Specific to urban development and has guidance on macro, meso and micro gender analysis.

## How Counties and Cities/Municipalities can Use Gender Analysis Frameworks Effectively

Gender Analysis Frameworks as helpful tools and their **main purpose is to help counties and cities/municipalities to identify and address gender inequalities, differences and challenges** faced by men and women in urban communities. They help guide in the development of programs and policies that support women, and marginalised groups gain more control over their lives and participate fully in society and in decision making. **No framework can capture every single detail of real life** of urban women and men (and children), but they give a useful starting point to understand critical gender issues.

Gender analysis frameworks are specialized tools designed to examine specific aspects of women's and men's lives. Crucially, these frameworks are shaped by the values and assumptions of their creators. When counties or cities/municipalities choose to use a particular framework, these inherent values will directly influence the type of development interventions they ultimately select. Therefore, it's essential for counties and cities/municipalities to understand the underlying philosophy of any gender framework they adopt. This awareness helps ensure that the chosen approaches and programs genuinely align with the community's own goals for advancing gender equality and empowering women and marginalised groups. A Gender Analysis Template for Cities and cities/municipalities in Kenya (Annex 1) has been developed as a guide to conducting gender analysis to guide annual plans, budgeting, program implementation, service delivery, institutionalization among other issues.

### ii) Gender Action Planning

The Gender Action Plan (GAP) is a practical guide that helps counties and cities/municipalities put gender analysis findings into action or any gender gaps identified into action. The GAP takes insights from a gender analysis and turns them into concrete steps for designing and carrying out urban programs and development. The GAP makes it simpler for counties and cities/municipalities to track how well they are doing in addressing gender issues in their context. The GAP also helps counties and municipals to anticipate and address any potential negative impacts related to gender during the program's lifecycle. The format of the GAP can look different based on organisations or the specific counties and cities/municipalities. Below is an example of a gender action plan which can be adapted.

Table 2: Gender Action Plan with an example

<b>Impact Statement</b>	Increased safety, accessibility, and inclusivity of public urban spaces for all residents of XXX County and YYY municipal leading to improved quality of life and equitable participation in urban economic and social activities.				
<b>Outcomes:</b>	Enhanced capacity of Urban Boards to conduct gender-sensitive urban planning and management. Increased participation and representation of women in urban planning and decision-making processes.				
<b>Priority areas</b>	<b>Urban Boards Gender Mainstreaming Activities in Urban Planning and Management</b>	<b>Performance Indicators with Targets and Baselines</b>	<b>Timelines</b>	<b>Responsibility</b>	<b>Budget estimate in Kes for each activity</b>
<b>Output 1: Urban Board Members and Technical Staff Trained in Gender-Responsive Urban Planning</b>					
<b>Activity 1.0</b>	<p>Conduct Training Workshops for Urban Board Members and Key Technical Staff</p> <p><b>Description:</b> Organize and deliver two 3-day training workshops for all Urban Board members and relevant technical staff across XXX County and YYY municipality covering the customized module.</p>	<p><b>Indicators<sup>18</sup></b></p> <ul style="list-style-type: none"> <li>-No. of women and men completed the training. (Include age, location of participants)</li> <li>-Self-reports of increase in confidence and capacity of Urban Board members and key technical staff to apply gender analysis principles and tools in their urban planning and management work.</li> </ul> <p><b>Baseline:</b> 0 Urban Board members and technical staff trained in gender-responsive urban planning.</p> <p><b>Target:</b> 90 per cent of urban Board members and 75 percent of relevant technical staff complete the gender-responsive urban planning training. Trainees should include 50 percent of women.</p>	3–5 months	Urban Boards Municipal safety officer	Ksh. ZZZZ for (Venue, catering, facilitator fees, training materials, transport stipends for participants).
<b>Output 2: Increased Participation and Representation of Women in Urban Planning and Decision-Making Processes</b>					
<b>Activity 2.0</b>	<p>Advocate for Increased Appointment of Women to Urban Boards.</p> <p><b>Description:</b> Develop and implement a strategy to advocate for increased appointment of qualified women to Urban Boards during upcoming selection cycles. This will involve:</p> <ul style="list-style-type: none"> <li>-Identifying and creating a database of qualified women in urban development, planning, and related fields.</li> <li>-Engaging with the appointing authorities (County Executive Committee Member for Urban Planning, County Assembly) to champion the appointment of women.</li> <li>Providing support or mentorship for potential female appointees.</li> </ul>	<p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>-Percentage increase in the representation of women appointed to Urban Boards in Nairobi County during the next appointment cycle.</li> <li>- Evidence of increased commitment and responsiveness from appointing authorities regarding the prioritization of qualified women for Urban Board appointments</li> </ul> <p><b>Baseline:</b> Current percentage of women appointed to Urban Boards in XXX County and YYY Municipal is (is for example, 30 per cent.</p> <p><b>Target:</b> At least a 30 percent increase in the proportion of women appointed to Urban Boards in the next appointment cycle, striving towards the two-thirds gender rule.</p>	Ongoing, particularly leading up to and during appointment cycles.	Director Gender county and Urban Boards Secretariat.	Kes ZZZ (Database development, advocacy material printing, engagement meetings, mentorship program coordination)

### iii) Gender Mainstreaming in the Project Cycle

To effectively serve all residents and foster truly inclusive urban development and service delivery, counties and cities/municipalities must move beyond a "one-size-fits-all" approach to planning and delivering services. This requires a conscious and systematic integration of gender

<sup>18</sup> Include both qualitative and quantitative indicators.

perspectives into every stage of urban development projects cycles. The process known as Gender Mainstreaming in the Project Cycle.<sup>19</sup>

This approach acknowledges that women, men, boys, and girls, including those with disabilities, youth, and other marginalized groups, often have different needs, priorities, access to resources, and experiences of urban spaces and services due to existing social norms and power dynamics. Failing to recognize these differences can lead to projects that inadvertently widen inequalities, are less effective, or even harmful to certain segments of the population.

By embedding gender considerations from the initial design to the final evaluation, counties and cities/municipalities can ensure that urban development initiatives, whether focusing on roads, water, sanitation, markets, or public safety, are designed, implemented, and monitored in a way that actively promotes gender equality and benefits everyone equitably. This illustration demonstrates key gender mainstreaming considerations at each stage of a project. While presented linearly for clarity, it's important to understand that this is an iterative, circular process. Insights gained from project implementation and closure continually inform and enhance the design of future initiatives.

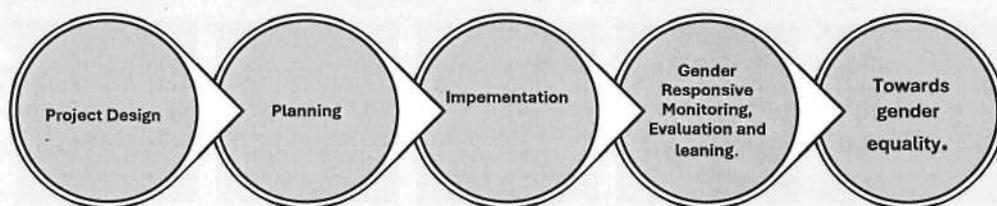


Figure 4: Gender mainstreaming within the project cycle

### Project Design<sup>20</sup>

- Informed by a **gender analysis which has already been conducted**.
- The suggested plans are **co- created** with urban populations as required by the constitution through stakeholder engagements with women, men from the group that will benefit or are affected by the project.
- Assess the resources needed and ensure their **access to these resources to enable** program implementation and adaptation. These resources include labour, time and finance among others.
- If gender is being mainstreamed in a broader project, ensure it is reflected in the theory of change and the project's logical framework at the stage.

### Planning

- Includes **developing the Gender Action plan** which has indicators, person responsible and clear outputs, outcomes and budgets. Follow the gender action plan on highlighted on table 3.
- Includes risk assessment and mitigation matrix (safeguarding).

<sup>19</sup> Europe Institute for Gender Equality [https://eige.europa.eu/gender-mainstreaming/policy-cycle?language\\_content\\_entity=en](https://eige.europa.eu/gender-mainstreaming/policy-cycle?language_content_entity=en)

<sup>20</sup> Agronomes & Veterinaries Sans Frontiers <https://www.avsf.org/app/uploads/2025/02/GUIDE-INTEGRATION-GENRE-AVSF-0225-ENG-compressed.pdf>

- Assemble the project team, define their roles and responsibilities. Ensure staff are trained on gender mainstreaming and are they motivated to embed gender. Ensure women and men are represented in the teams.

### Implementation

- Conduct the planned activities and adapt as needed.
- Monitor for unexpected effects and risks and mitigate as needed.
- Apply the resources and adapt accordingly: labour, time, finance.
- Update the gender action plan as required to suit the context specific changes.

### Monitoring, evaluation, reporting and learning.

- When assessing a project, the aim is to determine if the planned actions were executed, with both genders participating equally and based on needs and rights. It's crucial to check if the predefined gender goals were met and the perspectives of women and men. The process also looks for any unforeseen effects on either gender, like changes in women's workload or their control over income. This involves breaking down all collected data by sex, age, geography (intersectionality), to spot disparities and adding more subjective measures to identify nuanced differences. It's important to be aware of potential biases during data collection and address accordingly. Additionally, methods for capturing shifts in perspectives and gender relations, such as personal accounts and narratives of change, should be included in the monitoring and evaluation. The gender sensitive logical framework provides both guidance and is a tool that supports monitoring and evaluation.

Table 3: A sample gender- sensitive logical framework

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	MEANS OF VERIFICATION (MV)	IMPORTANT ASSUMPTIONS
<b>Overall aim of the project</b>	Is the project pursuing a goal that will have an impact on gender relations?	Is the data used to monitor achievement of the objective broken down by sex and analysed in terms of gender?	Important external factors necessary to ensure that the objectives that have an impact on gender in the long term are achieved.
<b>Specific objective</b>	Does the project have objectives that take gender into account?	Is the data used to monitor achievement of the objectives broken down by sex and analysed in terms of gender?	Important external factors required to achieve the gender-sensitive objective.
<b>Results (linked to objectives and activities)</b>	Are gender-related issues taken into account in the distribution of benefits?	Is the data used to monitor achievement of the results broken down by sex and analysed in terms of gender?	Important external factors required to achieve the gender-sensitive results.
<b>Activities</b>	Are gender-related issues clearly set out in the implementation of the project?	Is the data used to monitor achievement of the activities broken down by sex and analysed in terms of gender?	Important external factors that must prevail in order to achieve benefits for men and women.

Derived from the Agronomes & Veterinaries Sans Frontiers.<sup>21</sup>

<sup>21</sup> Agronomes & Veterinaries Sans Frontiers <https://www.avsf.org/app/uploads/2025/02/GUIDE-INTEGRATION-GENRE-AVSF-0225-ENG-compressed.pdf>

Counties and cities/municipalities are encouraged to have a long-term approach to implementing gender mainstreaming in projects or during service delivery. A **Gender Transformative Programming is one approach that tackles** the fundamental causes of gender inequality to create sustainable change. The aim is to dismantle the structural and social roots of gender inequality. This involves changing both the overarching systems that maintain inequality and creating lasting improvements in urban individuals' lives.<sup>22</sup>

Counties and cities/municipalities can effectively advance gender equality if they define and track how they are making a difference. This means crafting results frameworks that align with broader national development goals and utilizing a **theory of change** to clearly map out how interventions will lead to long-term, transformative shifts, rather than just quick wins. A well-articulated theory of change is crucial as it helps identify potential risks and unintended consequences, clarifies assumptions necessary for progress, and guides the program away from focusing solely on short-term "easy victories." Successful efforts consider change at all levels, that is from individual awareness to institutional practices and are always grounded in solid evidence and ongoing analysis, allowing for continuous adaptation based on what's working on the ground<sup>23</sup>.

#### **Potential Risks and Mitigation when gender mainstreaming projects**

- Urban projects can accidentally pile more work on women, especially unpaid tasks, making them too busy to engage in more productive work. Mitigation: Before starting projects, ask women about their daily routines and challenges. Then, design projects that also help by, for example, setting up affordable childcare, encouraging men to share household duties, or improving basic services like water access to save time. Be flexible with project schedules.
- Urban projects can unintentionally create new risks for GBV, like if new infrastructure changes safe routes or creates isolated spots, or if economic shifts lead to stress and conflict. Urban projects can unintentionally create new risks for GBV, like if new infrastructure changes safe routes or creates isolated spots, or if economic shifts lead to stress and conflict.
- When you challenge old ways of doing things, some people might resist or even act negatively. Mitigation: Get men and boys involved from the start and show them how gender equality benefits everyone and address the needs of men and boys in the urban area too. Talk openly in the community about why these changes are good for all. Make sure urban leaders are on board and publicly support the efforts.
- Gender efforts can become just a formality, where people do the bare minimum without making real change. Mitigation: Train county and municipal staff on why and how to truly integrate gender, not just on what to do. Provide clear tools that push for real analysis, not just checklists. Make sure there are clear ways to track progress and hold people accountable for actual gender-equal outcomes, not just for completing tasks.
- Focusing only on "women" can miss the unique needs of women with disabilities, older women, men, or those from different ethnic groups, refugees. Mitigation: Always look at how gender intersects with other factors like age, disability, or income. Collect data that

---

<sup>22</sup> Marcus, R., Samuels, F., Jalal, S., & Belachew, H. (2022-2025). Gender-transformative programming (Background Paper Series, UNICEF Gender Policy and Action Plan 2022-2025). 1 UNICEF.

<sup>23</sup> UN Women. (2014). Gender mainstreaming in development programming: Guidance note. United Nations Entity for Gender Equality and the Empowerment of Women. <https://unsdg.un.org/sites/default/files/gender-mainstreaming-issuesbrief-en-pdf.pdf>

breaks down groups more specifically. Actively involve all kinds of people in planning so no one is left behind and be ready to create specific solutions for different groups if needed.

- Poorly planned gender efforts could unintentionally put people, especially women, at new risk. Mitigation: Get women and other community members to point out unsafe areas in public spaces. Then, design projects with safety in mind from the start. For example, good lighting, clear walking paths, and safe public transport. Remember that physical changes are only part of the solution; there is need to address the root causes of violence and provide support systems.

All projects should have a risk identification and mitigation measure embedded and reviewed throughout the project cycles.

**Gender Responsive Budgeting** A gender-responsive budget is a budget designed to benefit all individuals, this means women, men, girls, and boys, by allocating resources fairly and promoting equal opportunities.<sup>24</sup> Gender-Responsive Budgeting (GRB) involves examining how government budgets impact different genders, their associated norms and roles, and the relationships between them. More importantly, GRB entails reshaping county and municipal budgets to actively achieve gender equality commitments. This requires considering the effects on all people, including women, men, girls, and boys, of in the respective urban area<sup>25</sup>.

*Text Box 3: Explaining the Concept of Gender Responsive Budgeting*

“The concept of ‘gender responsive budgeting’ (GRB) is based on several critical premises: Government budgets are not just a technical compilation of incomes and expenditures. It is the most important policy statement made by the Executive in the year. Budgets are the strongest expression of a government’s political priorities and commitment. Budgets constitute a declaration of the government’s fiscal, financial and economic objectives and reflect its social and economic priorities. Budgets have the potential to either increase or reduce the burdens and/or vulnerabilities of different social groups, or to improve their capacities and capabilities. They can also encourage positive and/or negative behavioural changes.”

“It is important to point out that GRB is not about separate budgets for females and males, respectively, or about the equal sharing of resources between males and females. Instead, GRB is a strategy for supporting gender mainstreaming in development processes. GRB seeks to incorporate a gender perspective at all stages of the budgetary process, and restructure revenues and expenditures to promote gender equality rather than contradict them. GRB merges the policy framework addressing gender equality and equity, with budget practice.”

National Gender Equality Commission Guidelines for Gender Responsive Budgets in Kenya  
<https://www.ngeckenya.org/Downloads/NGEC-GRB-Guidelines-for-National-Govt-in-Kenya.pdf>

The National Gender and Equality Commission (NGEC) has developed comprehensive guidelines for gender-responsive budgeting in Kenya. These guidelines offer detailed instructions for counties and cities/municipalities on how to integrate gender considerations throughout the entire budget cycle. They specifically outline the budget-making process, which is crucial for counties and cities/municipalities to understand. This knowledge empowers them to effectively advocate for gender mainstreaming at the appropriate times and with the relevant departments. Furthermore, the guidelines emphasize the importance of incorporating gender analysis into planning processes to ensure that timely gender data is available, thereby informing truly gender-responsive budgeting. See below an illustration of the **budget making process in Kenya**.

<sup>24</sup> Oxfam International February 2018. Women Budget Group. Guide to Gender-Responsive Budgeting

<sup>25</sup> Oxfam International February 2018. Women Budget Group. Guide to Gender-Responsive Budgeting

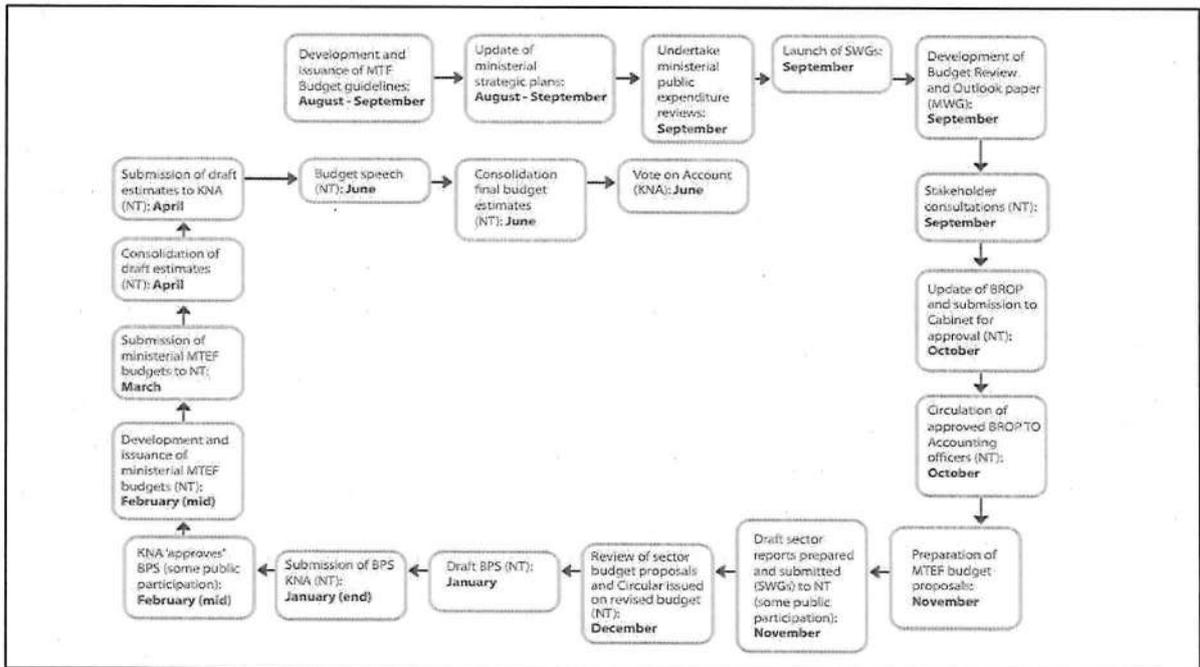


Figure 5: Budget Making Process in Kenya -2014

In the guidelines NGEK has also provided a gender checklist that counties and cities/municipalities can consider at different budget stages. These are applicable at national and county levels. See Annex 2<sup>26</sup>

**Key points to consider during the design and implementation of gender responsive budgeting**

GRB also entails the following:

- How funds are raised, like through taxes and fees, and how money might be lost, for example, due to tax avoidance.
- GRB processes allow scrutiny on how public money is allocated across various areas such as public services, social welfare programs, and infrastructure projects.
- It assesses whether budget allocations adequately address the practical and strategic needs of all genders, with a goal of reducing existing gender inequalities.
- Analyse how decisions about revenue and expenditure affect the distribution of both unpaid care work and productive work between genders.
- GRB checks if the actual money spent matches what was originally planned in the budget.
- Analyse and identify distinct needs and priorities of all genders within urban populations regarding development and service delivery.
- Utilize sex-disaggregated data and gender analysis to inform budget allocations, track expenditures, and measure impacts.

<sup>26</sup> NGEK Guidelines for Gender Responsive Budgeting in Kenya <https://www.ngeckenya.org/Downloads/NGEK-GRB-Guidelines-for-National-Govt-in-Kenya.pdf>

- Ensure inclusive participation of diverse women, men, and gender non-conforming individuals in planning and budget formulation processes.
- Prioritize investments that address existing gender inequalities and promote equitable access to urban services and infrastructure.
- Invest in training county and municipal staff on gender analysis, gender-responsive budgeting tools, and gender mainstreaming.
- Implement clear reporting mechanisms to show how budgets are addressing gender equality goals and to ensure accountability.
- Regularly monitor budget implementation and evaluate outcomes based on gender indicators to assess effectiveness and make adjustments.
- Integrate gender considerations into all stages of the budget cycle, from policy formulation to implementation and auditing.
- Foster collaboration across different urban departments, for example, urban planning, transport, water, road, among others to ensure integrated gender-responsive solutions.
- Align budgeting efforts with national and local gender equality policies, laws, and international commitments.

#### iv) Gender Audits

- A gender audit will tell the county and cities/municipalities the extent to which gender has been mainstreamed within their internal process and within urban development and service delivery. **At the workplace:** Assess the nature of the policies and gender strategies in place, if gender responsive practices are being applied internally like the two third gender rules and gender responsive workplace policies. **At service delivery:** assess the level of gender mainstreaming in urban development processes and service delivery.
- This concept, often called a "gender audit" is essentially a **thorough review** to see how well gender equality is truly embedded within an organization. It examines whether gender considerations are effectively integrated into an organization's policies, programs, internal structures, decision-making processes, and budgets. The purpose of this "social inspection" is to understand **how deeply gender mainstreaming has been understood and put into practice**, specifically by evaluating the development and implementation of policies and programs that actively promote gender responsiveness<sup>27</sup>.
- Annex 2 outlines the Gender Audit Checklist to assess counties and cities/municipalities gender mainstreaming efforts within a fiscal year. To be adapted accordingly.

#### *Text Box 4: Examples of gender audit tools and reports*

- Akina Mama Wa Africa. n.d. Gender Audit Tool A Guide for Identifying Gaps in Gender Responsive Policies and Practices at the Work [https://www.akinamamawaafrika.org/wp-content/uploads/2020/02/Gender-Audit-Tool\\_FINAL\\_.pdf](https://www.akinamamawaafrika.org/wp-content/uploads/2020/02/Gender-Audit-Tool_FINAL_.pdf) - The counties and municipalities can adapt this guide to improve their institutional processes in urban boards so as to ensure gender mainstreaming at their level.
- Investment Climate Reform Facility. 2024. Gender Auditing: Creating a gender-sensitive workplace: Training Guide for Facilitators 2024 <https://www.icr-facility.eu/wp-content/uploads/2024/06/Gender-Audit-Training-Guide.pdf>
- International Labour Office . 2012. Manual for Gender Audit facilitators: The ILO Participatory Gender Audit Methodology (2<sup>nd</sup> Edition). [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@dgreports/@gender/documents/publication/wcms\\_187411.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@dgreports/@gender/documents/publication/wcms_187411.pdf)

<sup>27</sup> European Institute for Gender Equality [https://eige.europa.eu/gender-mainstreaming/tools-methods/gender-audit?language\\_content\\_entity=en](https://eige.europa.eu/gender-mainstreaming/tools-methods/gender-audit?language_content_entity=en)

## **Outline for a Gender Analysis Report Using USAID Domains**

### **Introduction / Purpose of the gender analysis**

- Explain the purpose of the gender analysis- to understand differences in roles, needs, constraints, and opportunities for women, men, and marginalized groups in the target urban community.
- Specify how the findings will inform policies, programs, and service delivery.
- Describe the methodology

### **Context and Background**

- Brief description of the community, population, and urban services being analyzed.
- Relevant policies, laws, and strategies related to gender equality and urban development.

### **Gender Analysis Domains (USAID)**

#### **Policies, Laws, and Institutions**

- Review national and local policies, regulations, and institutional practices affecting gender equality.
- Identify gaps, enforcement challenges, and opportunities for strengthening inclusion.

#### **Access to and Control over Resources**

- Identify who has access to resources (land, finances, education, health services, technology).
- Identify who controls resources and makes decisions about their use.
- Examine disparities between women, men, and marginalized groups.

#### **Practices, Roles, and Participation**

- Explore the division of labour in households, urban boards, workplaces, and communities.
- Identify responsibilities for productive, reproductive, and community roles and how they shape inequalities.
- Examine participation in decision-making at household, community, and institutional levels.

#### **Beliefs and Perceptions (Norms, Attitudes, and Beliefs)**

- Identify social and cultural norms that affect opportunities and constraints.
- Examine attitudes toward gender roles, leadership, mobility, and employment.
- Highlight norms that may limit inclusion or reinforce inequities.

#### **Gender and Intersectionality Considerations**

- Examine how gender interacts with age, disability, socioeconomic status, or other factors.
- Highlight groups who may experience multiple layers of marginalization.

#### **Key Findings**

- Summarize critical disparities, opportunities, and constraints identified in the analysis.
- Include differences across gender, age, and social groups.

#### **Recommendations**

- Suggest strategies to address gaps and promote equitable access, participation, and outcomes.
- Identify potential interventions at policy, service delivery, and community engagement levels.

#### **Annexes / Supporting Data**

- Include relevant tables, figures, or qualitative data supporting the analysis.
- Survey instruments, focus group questions, or other methodological tools.

Text Box 2: Examples of gender analysis reports that counties and cities/municipalities can adapt from

**Examples of gender analysis reports**

- Hyun, M., Okolo, W., & Munene, A. (2020). USAID Kenya gender analysis report. Prepared by Banyan Global. <https://banyanglobal.com/wp-content/uploads/2020/05/USAID-Kenya-Final-Gender-Analysis-Report.pdf> - National Level Gender analysis.
- USAID and Inclusive Future. (2023). Equality and social inclusion analysis report. <https://inclusivefutures.org/wp-content/uploads/2023/03/GESI-analysis-Final-Report.pdf>
- CARE Gender in Emergencies Guidance Note: Preparing for a Rapid Gender Analysis <https://insights.careinternational.org.uk/images/documents/rapid-gender-analysis/GIE-Guidance-Note-Rapid-Gender-Analysis.pdf>. Derived from the broader link: <https://insights.careinternational.org.uk/in-practice/rapid-gender-analysis>
- Oxfam, (2017). Beneath the Dryland; Kenya Drought Gender Analysis. <https://oxfamlibrary.openrepository.com/bitstream/handle/10546/620403/rr-kenya-drought-response-191217-en.pdf;jsessionid=A7433A4491C2B4387874A848B1474AF0?sequence=1>
- International Training Center of the ILO. (n.d.) Thematic Brief: Gender and Urban Development. [https://eugender.itcilo.org/toolkit/online/story\\_content/external\\_files/TA\\_UrbanDev.pdf](https://eugender.itcilo.org/toolkit/online/story_content/external_files/TA_UrbanDev.pdf). Specific to urban development and has guidance on macro, meso and micro gender analysis.

## How Counties and Cities/Municipalities can Use Gender Analysis Frameworks Effectively

Gender Analysis Frameworks as helpful tools and their **main purpose is to help counties and cities/municipalities to identify and address gender inequalities, differences and challenges** faced by men and women in urban communities. They help guide in the development of programs and policies that support women, and marginalised groups gain more control over their lives and participate fully in society and in decision making. **No framework can capture every single detail of real life** of urban women and men (and children), but they give a useful starting point to understand critical gender issues.

Gender analysis frameworks are specialized tools designed to examine specific aspects of women's and men's lives. Crucially, these frameworks are shaped by the values and assumptions of their creators. When counties or cities/municipalities choose to use a particular framework, these inherent values will directly influence the type of development interventions they ultimately select. Therefore, it's essential for counties and cities/municipalities to understand the underlying philosophy of any gender framework they adopt. This awareness helps ensure that the chosen approaches and programs genuinely align with the community's own goals for advancing gender equality and empowering women and marginalised groups. A Gender Analysis Template for Cities and cities/municipalities in Kenya (Annex 1) has been developed as a guide to conducting gender analysis to guide annual plans, budgeting, program implementation, service delivery, institutionalization among other issues.

### ii) Gender Action Planning

The Gender Action Plan (GAP) is a practical guide that helps counties and cities/municipalities put gender analysis findings into action or any gender gaps identified into action. The GAP takes insights from a gender analysis and turns them into concrete steps for designing and carrying out urban programs and development. The GAP makes it simpler for counties and cities/municipalities to track how well they are doing in addressing gender issues in their context. The GAP also helps counties and municipals to anticipate and address any potential negative impacts related to gender during the program's lifecycle. The format of the GAP can look different based on organisations or the specific counties and cities/municipalities. Below is an example of a gender action plan which can be adapted.

Table 2: Gender Action Plan with an example

<b>Impact Statement</b>	Increased safety, accessibility, and inclusivity of public urban spaces for all residents of XXX County and YYY municipal leading to improved quality of life and equitable participation in urban economic and social activities.				
<b>Outcomes:</b>	Enhanced capacity of Urban Boards to conduct gender-sensitive urban planning and management. Increased participation and representation of women in urban planning and decision-making processes.				
<b>Priority areas</b>	<b>Urban Boards Gender Mainstreaming Activities in Urban Planning and Management</b>	<b>Performance Indicators with Targets and Baselines</b>	<b>Timelines</b>	<b>Responsibility</b>	<b>Budget estimate in Kes for each activity</b>
<b>Output 1: Urban Board Members and Technical Staff Trained in Gender-Responsive Urban Planning</b>					
<b>Activity 1.0</b>	<p>Conduct Training Workshops for Urban Board Members and Key Technical Staff</p> <p><b>Description:</b> Organize and deliver two 3-day training workshops for all Urban Board members and relevant technical staff across XXX County and YYY municipality covering the customized module.</p>	<p><b>Indicators<sup>18</sup></b></p> <ul style="list-style-type: none"> <li>-No. of women and men completed the training. (Include age, location of participants)</li> <li>-Self-reports of increase in confidence and capacity of Urban Board members and key technical staff to apply gender analysis principles and tools in their urban planning and management work.</li> </ul> <p><b>Baseline:</b> 0 Urban Board members and technical staff trained in gender-responsive urban planning.</p> <p><b>Target:</b> 90 per cent of urban Board members and 75 percent of relevant technical staff complete the gender-responsive urban planning training. Trainees should include 50 percent of women.</p>	3–5 months	Urban Boards Municipal safety officer	Ksh. ZZZZ for (Venue, catering, facilitator fees, training materials, transport stipends for participants).
<b>Output 2: Increased Participation and Representation of Women in Urban Planning and Decision-Making Processes</b>					
<b>Activity 2.0</b>	<p>Advocate for Increased Appointment of Women to Urban Boards.</p> <p><b>Description:</b> Develop and implement a strategy to advocate for increased appointment of qualified women to Urban Boards during upcoming selection cycles. This will involve:</p> <ul style="list-style-type: none"> <li>-Identifying and creating a database of qualified women in urban development, planning, and related fields.</li> <li>-Engaging with the appointing authorities (County Executive Committee Member for Urban Planning, County Assembly) to champion the appointment of women.</li> <li>Providing support or mentorship for potential female appointees.</li> </ul>	<p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>-Percentage increase in the representation of women appointed to Urban Boards in Nairobi County during the next appointment cycle.</li> <li>- Evidence of increased commitment and responsiveness from appointing authorities regarding the prioritization of qualified women for Urban Board appointments</li> </ul> <p><b>Baseline:</b> Current percentage of women appointed to Urban Boards in XXX County and YYY Municipal is (is for example, 30 per cent.</p> <p><b>Target:</b> At least a 30 percent increase in the proportion of women appointed to Urban Boards in the next appointment cycle, striving towards the two-thirds gender rule.</p>	Ongoing, particularly leading up to and during appointment cycles.	Director Gender county and Urban Boards Secretariat.	Kes ZZZ (Database development, advocacy material printing, engagement meetings, mentorship program coordination)

### iii) Gender Mainstreaming in the Project Cycle

To effectively serve all residents and foster truly inclusive urban development and service delivery, counties and cities/municipalities must move beyond a "one-size-fits-all" approach to planning and delivering services. This requires a conscious and systematic integration of gender

<sup>18</sup> Include both qualitative and quantitative indicators.

perspectives into every stage of urban development projects cycles. The process known as Gender Mainstreaming in the Project Cycle.<sup>19</sup>

This approach acknowledges that women, men, boys, and girls, including those with disabilities, youth, and other marginalized groups, often have different needs, priorities, access to resources, and experiences of urban spaces and services due to existing social norms and power dynamics. Failing to recognize these differences can lead to projects that inadvertently widen inequalities, are less effective, or even harmful to certain segments of the population.

By embedding gender considerations from the initial design to the final evaluation, counties and cities/municipalities can ensure that urban development initiatives, whether focusing on roads, water, sanitation, markets, or public safety, are designed, implemented, and monitored in a way that actively promotes gender equality and benefits everyone equitably. This illustration demonstrates key gender mainstreaming considerations at each stage of a project. While presented linearly for clarity, it's important to understand that this is an iterative, circular process. Insights gained from project implementation and closure continually inform and enhance the design of future initiatives.

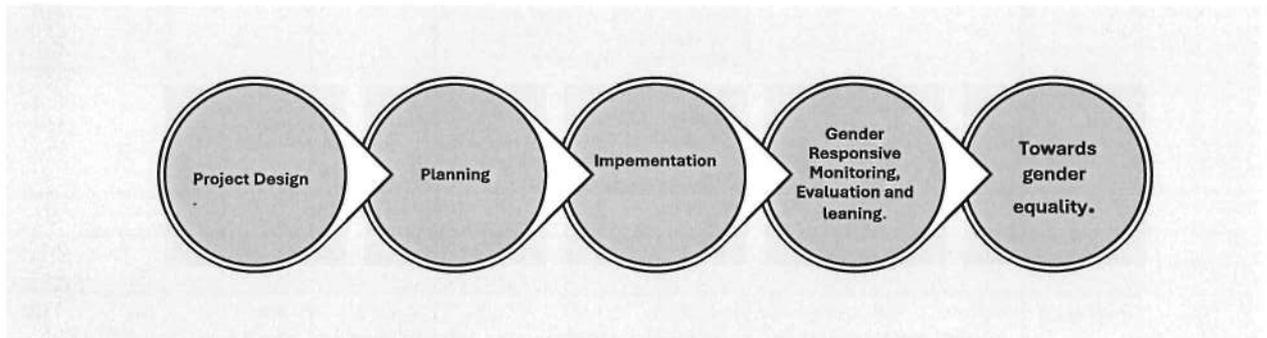


Figure 4: Gender mainstreaming within the project cycle

### Project Design<sup>20</sup>

- Informed by a **gender analysis which has already been conducted**.
- The suggested plans are **co- created** with urban populations as required by the constitution through stakeholder engagements with women, men from the group that will benefit or are affected by the project.
- Assess the resources needed and ensure their **access to these resources to enable** program implementation and adaptation. These resources include labour, time and finance among others.
- If gender is being mainstreamed in a broader project, ensure it is reflected in the theory of change and the project's logical framework at the stage.

### Planning

- Includes **developing the Gender Action plan** which has indicators, person responsible and clear outputs, outcomes and budgets. Follow the gender action plan on highlighted on table 3.
- Includes risk assessment and mitigation matrix (safeguarding).

<sup>19</sup> Europe Institute for Gender Equality [https://eige.europa.eu/gender-mainstreaming/policy-cycle?language\\_content\\_entity=en](https://eige.europa.eu/gender-mainstreaming/policy-cycle?language_content_entity=en)

<sup>20</sup> Agronomes & Veterinaries Sans Frontiers <https://www.avsf.org/app/uploads/2025/02/GUIDE-INTEGRATION-GENRE-AVSF-0225-ENG-compressed.pdf>

- Assemble the project team, define their roles and responsibilities. Ensure staff are trained on gender mainstreaming and are they motivated to embed gender. Ensure women and men are represented in the teams.

### Implementation

- Conduct the planned activities and adapt as needed.
- Monitor for unexpected effects and risks and mitigate as needed.
- Apply the resources and adapt accordingly: labour, time, finance.
- Update the gender action plan as required to suit the context specific changes.

### Monitoring, evaluation, reporting and learning.

- When assessing a project, the aim is to determine if the planned actions were executed, with both genders participating equally and based on needs and rights. It's crucial to check if the predefined gender goals were met and the perspectives of women and men. The process also looks for any unforeseen effects on either gender, like changes in women's workload or their control over income. This involves breaking down all collected data by sex, age, geography (intersectionality), to spot disparities and adding more subjective measures to identify nuanced differences. It's important to be aware of potential biases during data collection and address accordingly. Additionally, methods for capturing shifts in perspectives and gender relations, such as personal accounts and narratives of change, should be included in the monitoring and evaluation. The gender sensitive logical framework provides both guidance and is a tool that supports monitoring and evaluation.

Table 3: A sample gender- sensitive logical framework

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	MEANS OF VERIFICATION (MV)	IMPORTANT ASSUMPTIONS
<b>Overall aim of the project</b>	Is the project pursuing a goal that will have an impact on gender relations?	Is the data used to monitor achievement of the objective broken down by sex and analysed in terms of gender?	Important external factors necessary to ensure that the objectives that have an impact on gender in the long term are achieved.
<b>Specific objective</b>	Does the project have objectives that take gender into account?	Is the data used to monitor achievement of the objectives broken down by sex and analysed in terms of gender?	Important external factors required to achieve the gender-sensitive objective.
<b>Results (linked to objectives and activities)</b>	Are gender-related issues taken into account in the distribution of benefits?	Is the data used to monitor achievement of the results broken down by sex and analysed in terms of gender?	Important external factors required to achieve the gender-sensitive results.
<b>Activities</b>	Are gender-related issues clearly set out in the implementation of the project?	Is the data used to monitor achievement of the activities broken down by sex and analysed in terms of gender?	Important external factors that must prevail in order to achieve benefits for men and women.

Derived from the Agronomes & Veterinaries Sans Frontiers.<sup>21</sup>

<sup>21</sup> Agronomes & Veterinaries Sans Frontiers <https://www.avsf.org/app/uploads/2025/02/GUIDE-INTEGRATION-GENRE-AVSF-0225-ENG-compressed.pdf>

Counties and cities/municipalities are encouraged to have a long-term approach to implementing gender mainstreaming in projects or during service delivery. A **Gender Transformative Programming is one approach that tackles** the fundamental causes of gender inequality to create sustainable change. The aim is to dismantle the structural and social roots of gender inequality. This involves changing both the overarching systems that maintain inequality and creating lasting improvements in urban individuals' lives.<sup>22</sup>

Counties and cities/municipalities can effectively advance gender equality if they define and track how they are making a difference. This means crafting results frameworks that align with broader national development goals and utilizing a **theory of change** to clearly map out how interventions will lead to long-term, transformative shifts, rather than just quick wins. A well-articulated theory of change is crucial as it helps identify potential risks and unintended consequences, clarifies assumptions necessary for progress, and guides the program away from focusing solely on short-term "easy victories." Successful efforts consider change at all levels, that is from individual awareness to institutional practices and are always grounded in solid evidence and ongoing analysis, allowing for continuous adaptation based on what's working on the ground<sup>23</sup>.

#### **Potential Risks and Mitigation when gender mainstreaming projects**

- Urban projects can accidentally pile more work on women, especially unpaid tasks, making them too busy to engage in more productive work. Mitigation: Before starting projects, ask women about their daily routines and challenges. Then, design projects that also help by, for example, setting up affordable childcare, encouraging men to share household duties, or improving basic services like water access to save time. Be flexible with project schedules.
- Urban projects can unintentionally create new risks for GBV, like if new infrastructure changes safe routes or creates isolated spots, or if economic shifts lead to stress and conflict. Urban projects can unintentionally create new risks for GBV, like if new infrastructure changes safe routes or creates isolated spots, or if economic shifts lead to stress and conflict.
- When you challenge old ways of doing things, some people might resist or even act negatively. Mitigation: Get men and boys involved from the start and show them how gender equality benefits everyone and address the needs of men and boys in the urban area too. Talk openly in the community about why these changes are good for all. Make sure urban leaders are on board and publicly support the efforts.
- Gender efforts can become just a formality, where people do the bare minimum without making real change. Mitigation: Train county and municipal staff on why and how to truly integrate gender, not just on what to do. Provide clear tools that push for real analysis, not just checklists. Make sure there are clear ways to track progress and hold people accountable for actual gender-equal outcomes, not just for completing tasks.
- Focusing only on "women" can miss the unique needs of women with disabilities, older women, men, or those from different ethnic groups, refugees. Mitigation: Always look at how gender intersects with other factors like age, disability, or income. Collect data that

---

<sup>22</sup> Marcus, R., Samuels, F., Jalal, S., & Belachew, H. (2022-2025). Gender-transformative programming (Background Paper Series, UNICEF Gender Policy and Action Plan 2022-2025). 1 UNICEF.

<sup>23</sup> UN Women. (2014). Gender mainstreaming in development programming: Guidance note. United Nations Entity for Gender Equality and the Empowerment of Women. <https://unsdg.un.org/sites/default/files/gender-mainstreaming-issuesbrief-en-pdf.pdf>

breaks down groups more specifically. Actively involve all kinds of people in planning so no one is left behind and be ready to create specific solutions for different groups if needed.

- Poorly planned gender efforts could unintentionally put people, especially women, at new risk. Mitigation: Get women and other community members to point out unsafe areas in public spaces. Then, design projects with safety in mind from the start. For example, good lighting, clear walking paths, and safe public transport. Remember that physical changes are only part of the solution; there is need to address the root causes of violence and provide support systems.

All projects should have a risk identification and mitigation measure embedded and reviewed throughout the project cycles.

**Gender Responsive Budgeting** A gender-responsive budget is a budget designed to benefit all individuals, this means women, men, girls, and boys, by allocating resources fairly and promoting equal opportunities.<sup>24</sup> Gender-Responsive Budgeting (GRB) involves examining how government budgets impact different genders, their associated norms and roles, and the relationships between them. More importantly, GRB entails reshaping county and municipal budgets to actively achieve gender equality commitments. This requires considering the effects on all people, including women, men, girls, and boys, of in the respective urban area<sup>25</sup>.

*Text Box 3: Explaining the Concept of Gender Responsive Budgeting*

“The concept of ‘gender responsive budgeting’ (GRB) is based on several critical premises: Government budgets are not just a technical compilation of incomes and expenditures. It is the most important policy statement made by the Executive in the year. Budgets are the strongest expression of a government’s political priorities and commitment. Budgets constitute a declaration of the government’s fiscal, financial and economic objectives and reflect its social and economic priorities. Budgets have the potential to either increase or reduce the burdens and/or vulnerabilities of different social groups, or to improve their capacities and capabilities. They can also encourage positive and/or negative behavioural changes.”

“It is important to point out that GRB is not about separate budgets for females and males, respectively, or about the equal sharing of resources between males and females. Instead, GRB is a strategy for supporting gender mainstreaming in development processes. GRB seeks to incorporate a gender perspective at all stages of the budgetary process, and restructure revenues and expenditures to promote gender equality rather than contradict them. GRB merges the policy framework addressing gender equality and equity, with budget practice.”

National Gender Equality Commission Guidelines for Gender Responsive Budgets in Kenya

<https://www.ngeckenya.org/Downloads/NGEC-GRB-Guidelines-for-National-Govt-in-Kenya.pdf>

The National Gender and Equality Commission (NGEC) has developed comprehensive guidelines for gender-responsive budgeting in Kenya. These guidelines offer detailed instructions for counties and cities/municipalities on how to integrate gender considerations throughout the entire budget cycle. They specifically outline the budget-making process, which is crucial for counties and cities/municipalities to understand. This knowledge empowers them to effectively advocate for gender mainstreaming at the appropriate times and with the relevant departments. Furthermore, the guidelines emphasize the importance of incorporating gender analysis into planning processes to ensure that timely gender data is available, thereby informing truly gender-responsive budgeting. See below an illustration of the **budget making process in Kenya**.

<sup>24</sup> Oxfam International February 2018. Women Budget Group. Guide to Gender-Responsive Budgeting

<sup>25</sup> Oxfam International February 2018. Women Budget Group. Guide to Gender-Responsive Budgeting

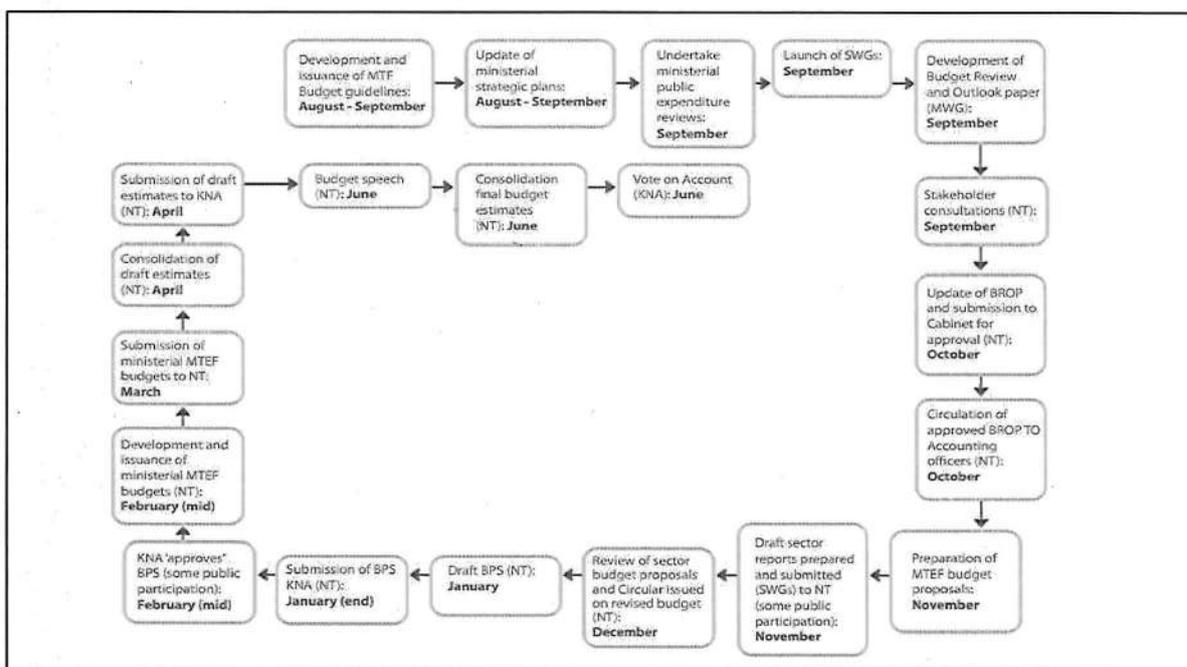


Figure 5: Budget Making Process in Kenya -2014

In the guidelines NGEK has also provided a gender checklist that counties and cities/municipalities can consider at different budget stages. These are applicable at national and county levels. See Annex 2<sup>26</sup>

**Key points to consider during the design and implementation of gender responsive budgeting**

GRB also entails the following:

- How funds are raised, like through taxes and fees, and how money might be lost, for example, due to tax avoidance.
- GRB processes allow scrutiny on how public money is allocated across various areas such as public services, social welfare programs, and infrastructure projects.
- It assesses whether budget allocations adequately address the practical and strategic needs of all genders, with a goal of reducing existing gender inequalities.
- Analyse how decisions about revenue and expenditure affect the distribution of both unpaid care work and productive work between genders.
- GRB checks if the actual money spent matches what was originally planned in the budget.
- Analyse and identify distinct needs and priorities of all genders within urban populations regarding development and service delivery.
- Utilize sex-disaggregated data and gender analysis to inform budget allocations, track expenditures, and measure impacts.

<sup>26</sup> NGEK Guidelines for Gender Responsive Budgeting in Kenya <https://www.ngekenya.org/Downloads/NGEK-GRB-Guidelines-for-National-Govt-in-Kenya.pdf>

- Ensure inclusive participation of diverse women, men, and gender non-conforming individuals in planning and budget formulation processes.
- Prioritize investments that address existing gender inequalities and promote equitable access to urban services and infrastructure.
- Invest in training county and municipal staff on gender analysis, gender-responsive budgeting tools, and gender mainstreaming.
- Implement clear reporting mechanisms to show how budgets are addressing gender equality goals and to ensure accountability.
- Regularly monitor budget implementation and evaluate outcomes based on gender indicators to assess effectiveness and make adjustments.
- Integrate gender considerations into all stages of the budget cycle, from policy formulation to implementation and auditing.
- Foster collaboration across different urban departments, for example, urban planning, transport, water, road, among others to ensure integrated gender-responsive solutions.
- Align budgeting efforts with national and local gender equality policies, laws, and international commitments.

#### iv) Gender Audits

- A gender audit will tell the county and cities/municipalities the extent to which gender has been mainstreamed within their internal process and within urban development and service delivery. **At the workplace:** Assess the nature of the policies and gender strategies in place, if gender responsive practices are being applied internally like the two third gender rules and gender responsive workplace policies. **At service delivery:** assess the level of gender mainstreaming in urban development processes and service delivery.
- This concept, often called a "gender audit" is essentially a **thorough review** to see how well gender equality is truly embedded within an organization. It examines whether gender considerations are effectively integrated into an organization's policies, programs, internal structures, decision-making processes, and budgets. The purpose of this "social inspection" is to understand **how deeply gender mainstreaming has been understood and put into practice**, specifically by evaluating the development and implementation of policies and programs that actively promote gender responsiveness<sup>27</sup>.
- Annex 2 outlines the Gender Audit Checklist to assess counties and cities/municipalities gender mainstreaming efforts within a fiscal year. To be adapted accordingly.

#### *Text Box 4: Examples of gender audit tools and reports*

- Akina Mama Wa Africa. n.d. Gender Audit Tool A Guide for Identifying Gaps in Gender Responsive Policies and Practices at the Work [https://www.akinamamawaafrika.org/wp-content/uploads/2020/02/Gender-Audit-Tool\\_FINAL\\_.pdf](https://www.akinamamawaafrika.org/wp-content/uploads/2020/02/Gender-Audit-Tool_FINAL_.pdf) - The counties and municipalities can adapt this guide to improve their institutional processes in urban boards so as to ensure gender mainstreaming at their level.
- Investment Climate Reform Facility. 2024. Gender Auditing: Creating a gender-sensitive workplace: Training Guide for Facilitators 2024 <https://www.icr-facility.eu/wp-content/uploads/2024/06/Gender-Audit-Training-Guide.pdf>
- International Labour Office . 2012. Manual for Gender Audit facilitators: The ILO Participatory Gender Audit Methodology (2<sup>nd</sup> Edition). [https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@dgreports/@gender/documents/publication/wcms\\_187411.pdf](https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@dgreports/@gender/documents/publication/wcms_187411.pdf)

<sup>27</sup> European Institute for Gender Equality [https://eige.europa.eu/gender-mainstreaming/tools-methods/gender-audit?language\\_content\\_entity=en](https://eige.europa.eu/gender-mainstreaming/tools-methods/gender-audit?language_content_entity=en)

## Importance of Gender Mainstreaming and Participation in Urban Planning and Development

Urban planning and development have traditionally been gender-neutral or designed primarily for able-bodied men and often led by men<sup>28</sup>. Gender mainstreaming ensures the inclusion of diverse groups especially considering their vulnerability and marginalization including the youth, Persons with Disability, low-income earning persons/households, women and girls. It prioritizes addressing their unique needs and protecting their rights, fostering inclusive policies, equitable access to services, and people-centred urban development and service delivery.

Gender mainstreaming in urban development and planning strengthens democracy by encouraging equal participation of women and men in decision-making processes. It allows counties and cities/municipalities to engage with diverse stakeholders more effectively, improving the formulation and implementation of urban policies. This is strengthened by use of sex disaggregated data, inclusive consultations, and drawing on the provisions of international instruments like the CEDAW, use of participatory approaches such as women-led safety audits or youth design hubs, highlighting how inclusivity strengthens urban governance. Participatory approach also ensures the success of development interventions by aligning them with the community's actual needs and aspirations.<sup>29</sup>

Urban design often perpetuates social and economic inequities, favouring heterosexual, able-bodied men while neglecting the needs of women, girls, and marginalized groups. For instance, inadequate public lighting or lack of safe, accessible facilities can disproportionately impact these groups, making them feel unsafe or excluded. Gender-inclusive planning and service delivery seeks to create environments that are accessible, safe, and equitable, reducing these systemic disadvantages.<sup>30</sup>

An inclusive urban environment enhances access to economic opportunities, education, and public spaces for women and marginalized groups, fostering social freedom, agency, and meaningful participation in public life, which contributes to sustainable development.

## Implications of Failing to Prioritize Gender Inclusion and Equitable Participation in Urban Planning and Development

Different women, populations facing vulnerability and marginality may experience systemic exclusion from decision-making, this exclusion leads to unequal access to essential services (e.g., transportation, sanitation, healthcare, weakening overall community resilience and deepening marginalisation.

Lack of gender mainstreaming in urban development and service delivery and may lead to the creation of unsafe, inaccessible, or inadequate infrastructure for women and other marginalized groups. For instance, public spaces, transportation, or markets might not account for women's safety, childcare needs, or access to services, limiting their full participation in urban life. There may be heightened risks of violence, harassment, and restricted access to public spaces and sexual exploitation and abuse and sexual harassment (SEA-SH). Addressing this requires

---

<sup>28</sup> World Bank 2020. Handbook for Gender- Inclusive Urban Planning Design. <https://documents1.worldbank.org/curated/en/363451579616767708/pdf/Handbook-for-Gender-Inclusive-Urban-Planning-and-Design.pdf>

<sup>29</sup> UN-Habitat. (2014). *Gender mainstreaming in spatial planning: A step-by-step approach for municipalities*. Municipal Spatial Planning Support Programme (MuSPP).

<sup>30</sup> World Bank 2020. Handbook for Gender- Inclusive Urban Planning Design. <https://documents1.worldbank.org/curated/en/363451579616767708/pdf/Handbook-for-Gender-Inclusive-Urban-Planning-and-Design.pdf>

implementing safety audits with a gender lens, adopting gender-responsive budgeting for infrastructure, and engaging in community-led urban design processes.

Inadequate inclusion and limited participation can lead to social discontent and unrest marginalization, and mistrust in governance and systems, undermining efforts to create sustainable and harmonious urban communities and achieving long-term development goals. Inclusive decision-making processes, regular community feedback mechanisms that specifically target diverse gender groups and ensuring representation of marginalized genders in leadership positions are crucial for rebuilding trust and achieving more equitable urban outcomes.

If urban boards do not actively work toward gender equality, they risk reinforcing traditional gender roles and stereotypes, which can perpetuate discrimination and inequality in urban spaces. For example, in areas such as housing they may assume male headship, neglecting women's, children and Persons with disability mobility patterns, and inadequate responses to gender-based violence or lack of safe houses. Addressing these necessitates gender responsive training and attitude change for urban planners and the development of policies that actively challenge gender stereotypes to create more equitable urban spaces.

Limited diverse insights in urban governance may hinder urban area's ability to address complex challenges like climate change, socio-economic inequalities, and other emerging issues. Climate resilience efforts may also overlook the specific vulnerabilities and capacities of different genders, and public health crises may fail to address gendered impacts. Integrating gender analysis into urban risk assessments and planning processes is essential for developing more effective and inclusive solutions. Gender-inclusive decision-making also ensures that diverse experiences and solutions are considered, enhancing overall resilience.

#### **Why Gender mainstreaming may not be prioritised in Urban Development and Service Delivery**

- Cities/municipalities, urban planners, and developers may not always think about gender as they deliver urban services due to multiple reasons, some of which are listed below:
- Many planners and decision-makers may not fully grasp the concept of gender as distinct from sex, nor understand how gender influences people's experiences and needs in urban environments. They might operate under a "one-size-fits-all" mentality, assuming that what works for one group works for all.
- Educational and professional development opportunities for urban planners and service providers often lack comprehensive training on gender analysis and gender-responsive approaches.
- Perceived as a 'Women's Issue': Gender might be mistakenly seen as solely relevant to women, rather than a fundamental aspect of creating equitable and functional cities for everyone, including men and gender minorities.
- A significant obstacle is the scarcity of data that is disaggregated by sex, gender identity, and other intersecting factors. Without this data, it's difficult to identify specific needs, usage patterns, and inequalities faced by different genders.
- The field of urban planning and urban service delivery has historically been male-dominated, leading to ingrained biases in planning processes, priorities, and designs that often reflect male-centric needs and experiences.

- Integrating a gender perspective can be perceived as a disruption to established norms, workflows, and power structures, leading to resistance from individuals and institutions.
- Urban planning and service delivery often operate in silos, with limited coordination across sectors. This can hinder the holistic integration of gender considerations that cut across various aspects of urban life.
- National and international commitments to gender equality may exist, but they often lack concrete translation and enforcement at the local urban level.

## **Operationalization of Gender Mainstreaming and Inclusion**

### **Overview**

Cities and municipalities under devolution, County Government Act, 2012 and the Urban Areas and Cities Act, 2011 (Amendment Act, 2019) have responsibilities including (but not limited to):

- i. Roads, drainage, street lighting
- ii. Solid waste management
- iii. Markets, bus parks, public transport terminals
- iv. Public spaces (parks, recreation)
- v. Water & sanitation services (depending on county-municipality arrangements)
- vi. Regulatory functions (building approvals, land use, spatial planning)
- vii. Environmental management, climate resilience infrastructure
- viii. Revenue collection, local economic development, public participation & urban governance functions
- ix. Revenue collection, local economic development, public participation & urban governance functions

Over 100 cities/municipalities have chartered these functions. It is further appreciated that KUSP2 focuses on planning (spatial/integrated plans), infrastructure provision (drainage, roads, markets, etc.), institutional governance, service delivery and its monitoring. This guidance note will address why Gender Mainstreaming and Inclusion matters in KUSP2 and further provide how such could be realized.

### **Why Gender Mainstreaming Matters in KUSP2**

- i. To ensure that urban infrastructure and services work for everyone, especially groups who often face discrimination or marginalization (women, girls, persons with disabilities, the elderly, youth, refugees).
- ii. To fulfil constitutional commitments and obligations under international treaties.
- iii. To increase effectiveness: better understanding of differentiated needs leads to more efficient, better-utilized services (e.g. markets designed with women's needs, public lighting addressing safety for women, sanitation with menstrual hygiene considerations).
- iv. To ensure equitable access to benefits of growth and urban investment, preserving social justice.

## Gender Mainstreaming and Inclusion in Governance and Institutionalization

This aims to guide KUSP2 cities and municipalities to integrate gender mainstreaming and inclusion structurally and sustainably into governance, and institutional structures.

### Key Governance and Institutional Responsibilities

<b>Governance Function</b>	<b>Gender Mainstreaming Operational Actions / What Needs to Happen to Mainstream Gender</b>	<b>Responsible Actors</b>	<b>Supporting Tools/References</b>
1. Urban Boards and Management	<ul style="list-style-type: none"> <li>▪ Ensure boards meet the two-thirds gender rule as per CoK 2010 Article 27.</li> <li>▪ Adopt and enforce gender mainstreaming policies and gender inclusion participation frameworks.</li> <li>▪ Create and empower gender committees/units within boards with clear mandates.</li> <li>▪ Incorporate gender goals in integrated development plans and policies.</li> <li>▪ Ensure public access to gender-disaggregated urban data and transparent reporting.</li> </ul>	Urban board members, managers, gender focal persons	Constitution of Kenya (2010), Urban Areas and Cities Act (2012/2019), NGEK reporting tools, KUSP2 Guidance
2. County Executive Committee (CEC)	<ul style="list-style-type: none"> <li>▪ Oversee alignment of city/municipality IDPs with county-wide gender-responsive development goals.</li> <li>▪ Facilitate regular monitoring and reporting on gender benchmarks.</li> <li>▪ Promote coordination among cities/municipalities within the county to standardize gender mainstreaming.</li> <li>▪ Resolve gender-related policy implementation disputes and enforce affirmative action measures.</li> <li>▪ Ensure capacity building for county and city/municipal staff on gender mainstreaming.</li> </ul>	County Executive Committees, County Gender Directors	County Governments Act (2012), KUSP2 Capacity Building Modules, NGEK Guidelines
3. Service Delivery Units (Public Works, Health, Transport, Sanitation)	<ul style="list-style-type: none"> <li>▪ Implement gender-sensitive design and procurement specifications.</li> <li>▪ Mobilize participation of women, PWDs and marginalized groups during service rollouts.</li> <li>▪ Monitor service accessibility and satisfaction disaggregated by gender and other inequalities.</li> <li>▪ Ensure gender-responsive grievance redress mechanisms are functional and accessible.</li> </ul>	Engineering departments, Health services, Community liaison officers	Sector-specific guidelines, Social Safeguards protocols, Service charters
4. Monitoring, Evaluation,	<ul style="list-style-type: none"> <li>▪ Define and use gender-sensitive indicators linked to human rights and equality.</li> </ul>	ME units, internal auditors,	Gender Audit Toolkits, KUSP2 M&E Frameworks,

<b>Governance Function</b>	<b>Gender Mainstreaming Operational Actions / What Needs to Happen to Mainstream Gender</b>	<b>Responsible Actors</b>	<b>Supporting Tools/References</b>
and Auditing Units	<ul style="list-style-type: none"> <li>▪ Conduct periodic gender audits of institutional practices.</li> <li>▪ Collect and analyze sex-disaggregated data and intersectional social metrics.</li> <li>▪ Provide public reporting on gender mainstreaming progress and compliance.</li> <li>▪ Utilize findings to recommend corrective actions and best practices.</li> </ul>	external evaluators, NGEC	NGEC Reporting Tools

#### Institutional Structures for Gender Mainstreaming

- Establish dedicated Gender and Inclusion Units within urban boards and municipal administrations with clear authority and budgets.
- Create inclusive governance committees that represent diverse groups including women, youth, persons with disabilities (PWDs), refugees, and marginalized communities.
- Ensure all governance structures comply with the two-thirds gender representation rule mandated by Article 27 of the Constitution of Kenya (2010).
- Develop and institutionalize stakeholder engagement platforms and template register for continuous consultation and meaningful participation of underrepresented groups in decision-making.
- Mainstream gender perspectives in employment, procurement, and contracting, ensuring equal opportunities and affirmative action for marginalized groups.

#### Capacity Building and Training

- Conduct ongoing and cascading capacity building programs for county and city/municipal leaders, planners, finance officers, and service providers on gender mainstreaming principles and practices.
- Utilize the Trainer of Trainers (ToT) model developed under KUSP2 for scalability and sustainability.
- Disseminate gender mainstreaming toolkits, guidelines, and checklists tailored to urban governance contexts.
- Integrate gender competency requirements in performance appraisal and accountability frameworks.

#### Monitoring and Reporting Framework

- Implement participatory gender audits at least annually to assess progress on gender mainstreaming commitments.
- Use sex and intersectional disaggregated data in urban service delivery monitoring and policy evaluations.
- Report quarterly on gender mainstreaming outcomes to county assemblies, NPCT, National Gender and Equality Commission, and public dashboards.

- Employ gender-sensitive indicators such as:
  - i. Percentage of urban boards and committees compliant with the two-thirds gender rule.
  - ii. Number of gender-responsive policies and budgets adopted.
  - iii. Improvement in safe access and satisfaction levels for women, youth, PWDs in urban services.
  - iv. Gender-disaggregated data on access to land, housing, transport, and public amenities.
  - v. Feedback and grievance resolution rates from marginalized groups.

**Guidance for the Mainstreaming of Gender and Inclusion in the Programme Cycle for Service Delivery**

Below are steps/stages in sectors/projects / programme cycle, with what gender mainstreaming required at each stage.

Stage	What Needs to Happen to Mainstream Gender	Responsible Actors / Tools
1. Design Planning /	<ul style="list-style-type: none"> <li>▪ Conduct gender analysis / social inclusion assessment: understand who uses/should use the service, constraints/differential access, safety, mobility, time, cost burdens.</li> <li>▪ Include stakeholders from under-represented groups in design consultation: women, youth, PWDs, refugees.</li> <li>▪ Ensure plans (Spatial Plans, Integrated Development Plans) incorporate gender-sensitive design (e.g. lighting, safe movement, toilets, water availability).</li> <li>▪ Prioritize services that reduce the gender burden (access to water, sanitation, childcare, market infrastructure).</li> <li>▪ Set gender equality targets / indicators (e.g. % of female users, satisfaction by gender, accessibility).</li> </ul>	Municipal planning departments; gender focal persons; CSOs/SWs and community groups; use of guidelines (national / county) on gender responsive planning
2. Budgeting Resource Allocation /	<ul style="list-style-type: none"> <li>▪ Use Gender Responsive Budgeting (GRB) tools: ensure budgets explicitly allocate for gender equality / inclusion measures.</li> <li>▪ Budget lines for women's / marginalized groups' needs (e.g. security lighting, sanitation, public toilets, ramps to access buildings, etc.).</li> <li>▪ Ensure gender coding (if available) in budget documents to track spending benefiting women / men / both.</li> <li>▪ Ensure sufficient allocation of funding (both capital and recurrent) for the gender-responsive components.</li> </ul>	Finance departments; county budget office; gender offices; national/ county GRB guidelines; budget circulars
3. Implementation	<ul style="list-style-type: none"> <li>▪ In procurement of works/services ensure specifications are gender sensitive (e.g. design for lighting, safe toilets, access).</li> </ul>	Municipal engineering / service delivery units; community liaison;

Stage	What Needs to Happen to Mainstream Gender	Responsible Actors / Tools
	<ul style="list-style-type: none"> <li>▪ Ensure contractors apply social safeguards, inclusion of women, PWDs in labour, equal pay, etc.</li> <li>▪ Mobilize community, including women and marginalized groups, during implementation to ensure feedback, oversight.</li> <li>▪ Adjust schedules / locations of services to suit daily routines of women (care responsibilities, etc.).</li> </ul>	gender focal person; monitoring teams
4. Monitoring & Evaluation / Reporting	<ul style="list-style-type: none"> <li>▪ Define gender-sensitive indicators &amp; collect sex disaggregated data (access, use, satisfaction, safety etc.).</li> <li>▪ Community feedback mechanisms that capture voices of women, youth, PWD, refugees etc.</li> <li>▪ Incorporate gender in M&amp;E frameworks, service delivery monitoring, municipal performance assessments under KUSP2.</li> <li>▪ Report publicly on gender outcomes and use audits to assess how well gender-sensitive budgeting/implementation worked.</li> </ul>	M&E units; municipal boards; county / national oversight; auditors; civil society partners
5. Auditing / Learning & Corrections	<ul style="list-style-type: none"> <li>▪ Include gender in internal audits &amp; external audits: check compliance with gender planning, budget, implementation commitments.</li> <li>▪ Learn lessons from what worked/ didn't for gender inclusion; feed back into next planning cycle.</li> <li>▪ Use periodic reviews and evaluations to assess impact on gender equality: e.g., have women / marginalized groups seen improved access, safety, participation.</li> </ul>	Internal audit units; external auditors; program evaluators; gender offices; community groups

**Gender Based Violence (GBV) Case Reporting Template.**

A Gender-Based Violence (GBV) Case Reporting Template for KUSP2 by cities/municipalities should be a structured tool for collecting, managing, and reporting incidents of GBV at the municipal level. The template ensures consistency and allows for proper monitoring of the GBV situation, providing necessary data to improve response services and intervention programs (See Annex 3).

## Annexes: Gender Mainstreaming Tools and Templates

### Annex 1: Gender Analysis Template for Cities and Municipalities in Kenya

#### 1. Context and Background

- Name of City/Municipality:
- Date of Analysis:
- Analyst(s):
- Purpose and Scope of Gender Analysis:
- Describe the urban governance or development project/policy this analysis informs.

#### 2. Demographic Overview (Sex and Social Disaggregation)

- Population by sex and age group
- Key social groups (e.g. persons with disabilities, youth, refugees, minority ethnic groups)
- Socio-economic status distribution by gender
- Literacy and education levels by gender
- Employment and economic activity status by gender

#### 3. Thematic Areas of Gender Analysis

Thematic Area	Key Questions for Gender Analysis	Data Sources	Key Findings / Issues Identified
Governance and Participation	<ul style="list-style-type: none"> <li>▪ Representation of women and marginalized groups in leadership and decision making?</li> <li>▪ Degree of participation in urban planning and policy consultations?</li> <li>▪ Barriers to meaningful engagement?</li> </ul>	Records, surveys, interviews, forums	
Economic Empowerment	<ul style="list-style-type: none"> <li>▪ Access to formal/informal employment and livelihood opportunities?</li> <li>▪ Access to business finance, training, and property rights?</li> <li>▪ Economic vulnerabilities and constraints?</li> </ul>	Labour statistics, surveys, focus groups	
Urban Infrastructure & Services	<ul style="list-style-type: none"> <li>▪ Accessibility and safety of transport, public spaces, markets?</li> <li>▪ Availability of gender-responsive sanitation and water facilities?</li> <li>▪ Street lighting and crime vulnerability?</li> </ul>	Field assessments, community feedback, service use data	
Education and Capacity Building	<ul style="list-style-type: none"> <li>▪ Gender disparities in educational attainment and vocational training?</li> <li>▪ Availability of gender awareness and rights programs?</li> </ul>	School enrolment & completion data, training records	

Thematic Area	Key Questions for Gender Analysis	Data Sources	Key Findings / Issues Identified
Health and Social Welfare	<ul style="list-style-type: none"> <li>▪ Access to health services, sexual and reproductive health?</li> <li>▪ Gender-based violence prevalence and support mechanisms?</li> <li>▪ Specific health vulnerabilities by gender?</li> </ul>	Health facility data, surveys, NGO reports	

#### 4. Legal and Policy Environment

- Summary of relevant national and county legal frameworks on gender equality and urban governance (e.g., Constitution of Kenya 2010, Urban Areas and Cities Act 2012, County Governments Act 2012, NGEK policies)
- Existing gender mainstreaming policies and institutional mandates
- Gaps and challenges in legal enforcement and institutional capacity

#### 5. Gender Roles, Responsibilities, and Power Relations

- Description of gendered division of labour in households, communities, and economic activities
- Control over and access to resources and services by gender
- Decision-making power within families, communities, and governance structures
- Social and cultural norms impacting gender equality

#### 6. Barriers and Constraints to Gender Equality

- Political, social, economic, cultural, and institutional obstacles inhibiting gender inclusion
- Identified discriminatory practices or policies
- Capacity gaps in government and community institutions related to gender mainstreaming
- Societal attitudes and stereotypes affecting women, youth, PWDs, and marginalized groups

#### 7. Opportunities and Entry Points for Gender Mainstreaming

- Existing best practices in gender-responsive governance and service delivery
- Community groups, NGOs, and networks supporting gender inclusion
- Ongoing or planned interventions with gender components
- Policy windows or institutional reforms favourable to gender mainstreaming

#### 8. Stakeholder Analysis

- Key government agencies and departments with gender mandates
- Community groups representing women, youth, PWDs, refugees, and marginalized populations
- Private sector and donor partners engaged in gender and urban development
- Roles, interests, and influence of different stakeholders in advancing gender equality

#### 9. Recommendations for Gender Mainstreaming and Inclusion

- Short, medium, and long-term actions to enhance gender responsiveness in governance, planning, budgeting, and service delivery
- Capacity building and training needs for institutions and communities
- Gender-responsive data collection and monitoring frameworks
- Communication, awareness raising, and stakeholder engagement strategies

**10. Monitoring and Evaluation Indicators**

- Proposed gender equality indicators aligned with legal mandates and development goals (e.g., % of women in leadership, gender-disaggregated service access, reported satisfaction and safety levels)
- Data collection methods and frequency
- Responsible units for reporting and follow-up

**11. Annexes**

- Sex-disaggregated quantitative data tables
- Maps showing gender-specific vulnerabilities or service gaps
- List of consulted stakeholders and respondents

**Annex 2: Gender Audit Check List**

Thematic area	Detailed Gender Audit Checklist to access cities/municipalities gender mainstreaming efforts at institutional level and in urban development and service delivery.  To be filled by gender expert at the county/ municipality annual (fiscal year) Detailed comment
<b>Institutional strengthening on gender mainstreaming</b>	
1.What is the level of adherence to the not more than two-thirds gender principle in the urban board?	
2.How are decisions, concerns and proposals of women who are members of the urban board taken to account to influence critical strategies and actions?	
3.What is the status of the current urban board committee's mandate to mainstream gender?	
4.Has the urban board institutionalized gender mainstreaming at the municipal level?	
5.What training has the urban board received on gender mainstreaming? What does this training address? Who offered the training? For how long?	
6.Has the training provided to the project urban planning board improved gender inclusion in their work? If so, how?	
7.Does the county implement a gender responsive budget, a) Which fiscal year b) How has it incorporated gender perspectives at all stages of the budgetary process, and restructured revenues and expenditures to promote gender equality?	
8.What specific performance indicators on gender mainstreaming has the urban board put in place? Where are they documented?	

<p><b>9.Stakeholder engagement and mobilization</b></p> <ul style="list-style-type: none"> <li>a) How have communication strategies developed to ensure the inclusion of diverse urban residents? (Gender responsiveness) What are its key components?</li> <li>b) What information do residents receive regarding the gender assessment prior to design of interventions? What channels are used for communication? what language is employed? When is this communication delivered?</li> <li>c) How does the urban board/counties comply with the legal requirements for public participation?</li> </ul>	
<p><b>10. Identifying urban populations needs</b></p> <ul style="list-style-type: none"> <li>a) What types of assessments inform the urban boards and counties about the gender gaps, needs, barriers, and opportunities for different populations during the urban planning process?</li> <li>b) How has the county and urban board engaged with various groups, such as different women's groups, Persons with Disability, refugees, the elderly, and business communities etc.?</li> <li>c) What information is contained in the gender assessment? Indicate as appropriate if any of these is included.</li> <li>d) Disaggregated data by sex, age, income, disability, gender roles.</li> <li>e) Trends in migration, employment, education by gender.</li> <li>a) Information on access and control over county resources by gender. Including land use.</li> <li>b) Access to essential services by gender for example, health, education, sanitation, livelihoods, transportation.</li> <li>c) Populations facing vulnerability and their challenges?</li> <li>d) Risks factors and root causes of vulnerabilities by sex. For example, GBV, unsafe housing, limited mobility.</li> <li>e) Accessible, and inclusive infrastructure by sex</li> <li>f) Level of participation and decision making by sex.</li> <li>g) Evaluation of gaps in legal and institutional frameworks supporting gender-sensitive urban planning.</li> <li>h) Gender impacts related to existing urban planning processes.</li> <li>i) Refugee groups, their needs and priorities by sex , age, social status.</li> <li>j) Emerging issues in the county/municipality and likely impact on gender like climate change, migration, refugee integration etc.</li> <li>k) Accessibility, Mobility, Security of Tenure, Climate resilience, hygiene and health and safety</li> </ul>	
<p><b>11. Developing the Gender Action Plan (GAP)</b></p> <ul style="list-style-type: none"> <li>a) What planning tool does the urban board use to direct gender mainstreaming and related actions?</li> <li>b) Does the urban board use a Gender Action Plan as a planning tool?</li> <li>c) Was the GAP developed for the urban boards with the assistance of a gender expert?</li> <li>d) What actions are in place in the GAP towards integrating gender and participatory approaches in urban planning processes?</li> <li>e) How is the GAP informed by insights from different stakeholders in accordance with the legal public participation processes?</li> <li>f) What activities in the GAP are aimed at creating gender change in urban settings?</li> <li>g) How have the needs of women and vulnerable groups in urban areas been considered in the proposed activities?</li> <li>h) How is the gender action plan's specific activities aligned with the issues identified during the gender assessment?</li> <li>i) What sex-disaggregated targets are included in the GAP? <ul style="list-style-type: none"> <li>i. What targets are justified in the GAP?</li> <li>ii. What baseline information is informing the GAP?</li> <li>iii. What valid and reliable performance quantitative and qualitative indicators are included in the GAP.</li> </ul> </li> <li>j) Can you provide more details on whether the GAP includes a costed budget for each activity?</li> <li>k) Which gender expert in the municipality is charge of implementing the GAP?</li> </ul>	

<p>l) Is each activity aligned with its own timeline, baseline, performance indicator, sex-disaggregated target, budget, and responsibilities for implementation with gender expertise?</p> <p>m) What gender risk and mitigation plan is in place at the moment?</p>	
<p><b>12. Specific requirements for a Gender Responsive Budget<sup>31</sup></b></p> <p>a) Were outcomes and strategic objectives developed based on the gender assessment? Indicate evidence.</p> <p>b) What measures in the annual budget and work-plan address the issues that promote gender equality in the urban planning sector? Indicate evidence.</p> <p>c) What resources are allocated for implementing such activities? Indicate as appropriate.</p> <p>a) To support capacity building for gender mainstreaming?</p> <p>b) Address gender disparities?</p> <p>c) Recurrent and development expenditures?</p> <p>d) What do expenditure reviews reveal about sex-disaggregated benefit incidences, the resources allocated to reducing inequities, of women and men?</p>	
<p><b>13. Gender Mainstreaming in the Project Cycle</b></p> <p>How are urban boards mainstreaming gender in the design, planning, implementation, monitoring and evaluation of projects?</p>	

### Annex 3: Gender Action Plan Tool

Impact Statement:					
Outcomes:					
Activity	Urban Boards Gender Mainstreaming Activities in Urban Planning and Management	Performance Indicators with Targets and Baselines	Timelines	Responsibility	Budget estimate in Kes for each activity
<b>Output 1:</b>					
Activity 1.0					
Activity 1.1					
Activity 1.3					
<b>Output 2:</b>					
Activity 2.0					

<sup>31</sup> [Guidelines for Gender Responsive Budgeting \(GRB\) in Kenya \(2014\)](#)

#### Annex 4: Key Gender Indicators

Key Gender Mainstreaming Indicator	Status
Counties and cities/municipalities demonstrate measurable improvements in gender equality outcomes within urban development and service delivery, aligning with human rights and legal frameworks.	
Percentage of municipal urban boards that meet the two-thirds gender requirement under the Constitution in the fiscal year.	
Percentage of municipal urban boards with a functional committee mandated with addressing gender mainstreaming and implementing the gender mainstreaming related requirements under the County Governments Performance Contracting Guidelines including customizing/adopting and implementing a gender mainstreaming policy (including a gender inclusion and participation framework); and reporting on gender mainstreaming as prescribed using the NGEC reporting tool.	
County and municipal staff trained on tools to mainstream gender and can demonstrate improved practices in municipal operations (i.e. trainings for the implementation of the County Governments Performance Contracting Guidelines on gender mainstreaming, the reporting tool on gender mainstreaming and the gender responsive budgeting guidelines) as well as specific trainings on mainstreaming gender in urban planning and service delivery.	
Submission of quarterly gender mainstreaming reports (using the prescribed format designed by the specific county) to the relevant county department, copied to the National Gender and Equality Commission (NGEC),	
Capacity building on gender mainstreaming for County Executives and Assemblies, urban boards and staff and demonstrable impact of the trainings.	
Proportion of County Integrated Development Plans (CIDPs) and Annual Development Plans (ADPs) that comprehensively integrate gender mainstreaming principles for urban development and service delivery, supported by institutional capacity and targeted guidelines.	

#### Annex 5: Stakeholder Engagement Meeting Tool

This tool is used when planning stakeholder engagement within the cities/municipalities

Topic of discussion	Venue/ Location	Date/Week	Target Audience	Responsibility	Expected Output and	Means of Verification

#### Annex 6: Participants List

Name	Location	Gender Women Men Intersex	Age					Disability	Location
			18-24	25-35	36-45	46-59	60 years and above		

## Annex 7: Gender Based Violence (GBV) Case Reporting Template for Cities/Municipalities

### 1. Case Details

- Case ID: [Unique Case Identifier]
- Date of Incident: [DD/MM/YYYY]
- Time of Incident: [HH:MM]
- Location of Incident:
  - Municipality: [Name of the Municipality]
  - Ward: [Ward/Area Name]
  - Specific Location: [Street Name, Nearest Landmark] where applicable

### 2. Survivor Information

- Survivor's Name: [Full Name]
- Age: [Age or Age Group (e.g., 15-20, 21-30)]
- Sex: [Female, Male, Intersex]
- Marital Status: [Single, Married, Divorced, Widowed, etc.]
- Contact Information: [Phone Number, Email]
- Address: [Residential Address]
- Occupation: [e.g., Student, Domestic Worker, Office Worker]
- Next of Kin/ Guardian
- Disabilities: [Yes/No – Specify type if applicable]
- NCPWD Registration Certificate

### 3. Perpetrator Information

- Perpetrator's Name: [Full Name (if known)]
- Sex: [Male, Female, Intersex]
- Relationship to Victim: [Partner, Family Member, Stranger, Employer, etc.]
- Age: [Age of Perpetrator or Age Group]
- Occupation: [e.g., Farmer, Teacher, Laborer]
- Address: [If known]

### 4. Type of GBV Incident

- Incident Type: [Select One or More]
  - Physical Violence (e.g., Beating, Slapping, Kicking)
  - Sexual Violence (e.g., Rape, Sexual Assault, Harassment)
  - Emotional/ Psychological Abuse
  - Economic Abuse (e.g., Withholding money, Preventing work)
  - Verbal Abuse (e.g., Threats, Insults)
  - Stalking/Harassment
  - Technologically Facilitated GBV TFGBV
  - Harmful cultural Practices ( eg. FGM, Child Marriages, Forced Marriages, Child labor/abuse)
  - Other: [Specify]

- Details of Incident: [Brief Description of the Incident, including the nature of violence, actions, and frequency]

#### **5. Reporting Information**

- Reported By: [Name of the Reporter (Victim, Family Member, Witness, Community Leader, etc.)]
- Date Reported: [DD/MM/YYYY]
- Reporting Method: [Phone Call, In-Person Visit, Online, Other]
- Reporter's Contact Information: [Phone Number, Email] or, Anonymous

#### **6. Immediate Response & Action Taken**

- Response by Authorities:
  - [Police, Social Services, Medical Assistance, Community Leaders, etc.]
  - Date of First Response: [DD/MM/YYYY]
  - Actions Taken: [e.g., Filed FIR, Medical Examination, Referral to Shelter]
- Survivor Support Services:
  - [Counseling, Shelter Referral, Legal Aid, etc.]
  - Agency/Organization Providing Support: [Name of the Service Provider]
- Medical Assistance Provided: [Yes/No – If Yes, specify the type of care provided]

#### **7. Legal Action**

- Police Involvement: [Yes/No]
  - FIR Filed: [Yes/No – If Yes, provide FIR Number/OB No.]
  - Investigation Status: [Open, Closed, Pending]
  - Charges Against Perpetrator: [List the charges, if applicable]
- Court Case Status: [Pending, Closed, Conviction, Acquittal]
- Legal Aid Provided to Victim: [Yes/No – If Yes, specify details]
- Other existing structures (eg. Administrative structure, Religious structures- these excludes rape/Sodomy and minors cases)

#### **8. Follow-Up Actions and Outcomes**

- Follow-Up Date: [DD/MM/YYYY] – Bi-weekly until the case is concluded
- Status of Victim's Recovery: [Safe, Receiving Support, In Danger, Unknown]
- Ongoing Assistance: [Yes/No – If Yes, specify the type of ongoing support]
- Outcome of Case: [Pending, Resolved, Case Closed, Victim Withdrawn, etc.]

#### **9. Reporting Agency Information**

- Municipal Department Handling Case: [Name of the department or unit responsible]
- Officer in Charge: [Name and Position]
- Contact Information: [Phone Number, Email]
- Date of Report Completion: [DD/MM/YYYY]

#### **10. Additional Notes**

- Challenges Faced in Reporting/Responding: [Describe any challenges such as lack of resources, delayed response, victim reluctance, etc.]
- Suggestions for Improvement: [Any recommendations for improving the response or reporting process]

**Signature of Reporting Officer:**

**[Name, Signature, Date]**

This template aims to ensure that all key information is captured systematically to track cases and improve responses. The information collected will also serve as data to inform policy, advocacy, and enhance victim support services.

Annex 8: Role of Gender Mainstreaming Partners in Developing and Operationalising the Guidance Note.

**State Department for Housing and Urban Development.**

Is the implementing agency for KUSP2 and will play a central role in overseeing the full operationalization of this Guidance Note. It will support capacity building and provide technical backstopping to counties, cities, and municipalities on matters related to gender mainstreaming. The State Department will also monitor and document compliance by urban areas in ensuring gender integration across urban development, governance, and management processes.

**State Department for Gender and Affirmative Action**

This Department will provide policy guidance and technical support to the State Department for Housing and Urban Development to strengthen gender-responsive planning, implementation, and reporting mechanisms within the program.

**National Gender and Equality Commission (NGEC)**

The Commission will offer technical expertise on gender equality and inclusion standards, ensuring that gender mainstreaming efforts align with national laws, policies, and human rights frameworks.

**Council of Governors**

The Council of Governors offers support in coordinating national and county government activities related to gender mainstreaming.

**Urban Boards**

- Core implementations of the guidelines in their everyday functions.
- Conduct gender analysis to support gender responsive urban planning.
- Develop gender action plans, embed gender in the project management cycles, develop gender responsive budgets.
- Ensure urban infrastructure and service delivery reflect gender responsiveness.

**Social Development Officers**

- Responsible for compiling the Gender Mainstreaming Report and submitting it to the County Program Coordination Team (CPCT) Coordinator to ensure proper documentation, review, and reporting of gender mainstreaming progress within the program.

**Department for Gender at County Level**

- Capacity support of cities/municipalities to implement the guidelines.
- Monitor implementation of the guidelines at the cities/municipalities level.
- Ensure the gender needs identified by urban boards are budgeted for in the county budget and reflected in the CIDP.

Annex 9: Tool to support Gender Responsive Budgeting in Cities/Municipalities.

The tool is available in the NGEC, 2014. Guidelines for Gender Responsive Budgeting (GRB) in Kenya (page 9-12) <chrome-extension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.ngeckeny.org/Downloads/NGEC-GRB-Guidelines-for-National-Govt-in-Kenya.pdf>

## Annex 10: Legal Frameworks and Policies Informing the Guidance Note

Policies, Legal & Regulatory Frameworks	Recommendations on Gender considerations, Stakeholder Participation and Urban development
International and regional commitments.	<ul style="list-style-type: none"> <li>• Universal Declaration of Human Rights</li> <li>• Convention on the Elimination of all Forms of Discrimination against Women</li> <li>• Convention on the Rights of Persons with Disabilities</li> <li>• African Charter on Human and Peoples' Rights</li> <li>• Maputo Protocol on the Rights of Women in Africa.</li> <li>• Sustainable Development Goals</li> </ul>
The Constitution of Kenya, 2010	<p>The Constitution of Kenya (CoK) 2010 is the supreme law of the Republic and binds all persons and State organs at all levels of government.</p> <ul style="list-style-type: none"> <li>• Article 27 (3): Women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres.</li> <li>• Article 27 (4): The State shall not discriminate directly or indirectly against any person on any ground, including race, sex, pregnancy, marital status, health status, ethnic or social origin, colour, age, disability, religion, conscience, belief, culture, dress, language or birth.</li> <li>• Article 27 (5): A person shall not discriminate directly or indirectly against another person on any of the grounds specified or contemplated in clause (4).</li> <li>• Article 27 (6): To give full effect to the realisation of the rights guaranteed under this Article, the State shall take legislative and other measures, including affirmative action programmes and policies designed to redress any disadvantage suffered by individuals or groups because of past discrimination.</li> <li>• Article 27 (8): In addition to the measures contemplated in clause (6), the State shall take legislative and other measures to implement the principle that not more than two-thirds of the members of elective or appointive bodies shall be of the same gender.</li> <li>• Article 54 (1): Persons with disability are entitled to reasonable access to all places, public transport and information; to use Sign language, Braille or other appropriate means of communication; and to access materials and devices to overcome constraints arising from the person's disability.</li> <li>• Article 54 (2): The State shall ensure the progressive implementation of the principle that at least five percent of the members of the public in elective and appointive bodies are persons with disabilities.</li> <li>• Article 56 : The State shall put in place affirmative action programmes designed to ensure that minorities and marginalised groups participate and are represented in governance and other spheres of life, are provided special opportunities for access to employment, have reasonable access to water, health services and infrastructure.</li> <li>• Article 1(2) : All sovereign power belongs to the people of Kenya. The people may exercise their sovereignty directly or through their elected representatives.</li> </ul>

<ul style="list-style-type: none"> <li>• Article 10 (2) a, b and c: The national values and principles of governance include; democracy and participation of the people; inclusiveness; good governance, integrity, transparency and accountability.</li> <li>• Article 33 Public participation should respect the freedom of expression of all participants.</li> <li>• Article 174(c): Objects of devolution are to give powers of self-governance to the people and enhance their participation in the exercise of such powers in decision making.</li> <li>• Article 174(d) : Communities have the right to manage their own affairs and to further their development.</li> <li>• Article 174 (e): County and municipal governments are to protect and promote the interests and rights of minorities and marginalised communities.</li> <li>• Article 184(1): National Legislation shall provide for the governance and management of urban areas and cities and shall provide for the participation of residents in the governance of urban areas and cities.</li> <li>• Article 232(1)(d): The values and principles of public service include the involvement of the people in the process of policy making and (f) transparency and provision to the public of timely and accurate information.</li> <li>• Fourth Schedule Part 2(14): The functions and powers of the county are to coordinate and ensure the participation of communities in governance. Counties are also to assist communities to develop the administrative capacity to enhance their exercise of power and participation in governance at the local level.</li> <li>• Article 60 Principles of land use planning and management include equitable access to land, security of land rights, sustainable and productive management of land resources, elimination of gender discrimination in law, customs and practices related to land and property in land, among others.</li> </ul>	<p><u>Urban Areas and Cities Act (2011)</u></p> <p>Residents of a city or urban area have the right to—</p> <ul style="list-style-type: none"> <li>• Contribute to the <b>decision-making processes of the city or urban area by submitting written or oral presentations or complaints to a board or town committee</b> through the city or municipal manager or town administrator. Prompt responses to their written or oral communications.</li> <li>• Be <b>informed of decisions of a board</b>, affecting their rights, property and reasonable expectations.</li> <li>• Regular <b>disclosure of the state of affairs of the city or urban area</b>, including its finances.</li> <li>• Demand that the proceedings of a board or its committees or sub committees be—<b>conducted impartially and without prejudice</b>; and (ii) untainted by personal self-interest.</li> <li>• The <b>use and enjoyment of public facilities.</b></li> <li>• Have <b>access to services which the city or municipality provides.</b></li> </ul> <p><b>Section 3.</b> When establishing mechanisms, processes and procedures under subsection (1), the city or urban area shall take into account the special needs of— (a) <b>people who cannot read or write</b>; (b) <b>people with disabilities</b>; (c) <b>youth</b>; (d) <b>gender equity</b>; and (e) <b>minority and marginalized groups.</b></p>
--	--

	<p><b>Contents of integrated city and urban area development plan.</b></p> <ul style="list-style-type: none"> <li>An integrated urban area or city development plan shall reflect—(b) an assessment of the existing level of development in the city or urban area, including an identification of communities which do not have access to basic services; (c) the determination of any affirmative action measures to be applied for inclusion of communities referred to under paragraph (b) to access funds from the equalization funds; the board's development priorities and objectives during its term in office, including its economic development objectives, community needs and its determination on the affirmative action in relation to the marginalized groups access to services.</li> </ul> <p><b>Preparation of an Integrated Plan:</b> In the preparation of the integrated urban area or city development plan a city or urban area shall provide for—(a) an assessment of the current social, cultural, economic and environmental situation in its area of jurisdiction; (c) protection and promotion of the interests and rights of minorities and marginalized groups and communities.</p> <p>Other applicable sections include 2, 14, 14.</p>
<p>County Government Act (No. 17 of 2012)</p>	<ul style="list-style-type: none"> <li>Functions and responsibilities of a County Governor: promote and facilitate citizen participation in the development of policies and plans, and delivery of services in the county.</li> <li>Exercise of executive authority: Art 34: The county executive committee shall exercise the executive authority while ensuring the protection and promotion of the interests and rights of minorities and marginalized communities and promoting gender equity.</li> <li><b>Performance management plan:</b> The plan shall provide for among others; (d) citizen participation in the evaluation of the performance of county government.</li> </ul> <p><b>County Planning: Part XI - 102. The principles of planning and development facilitation in a county shall</b></p> <ol style="list-style-type: none"> <li>integrate national values in all processes and concepts</li> <li>protect the right to self-fulfilment within the county communities and with responsibility to future generations</li> <li>protect and integrate rights and interest of minorities and marginalized groups and communities</li> <li>protect and develop natural resources in a manner that aligns national and county governments policies</li> <li>align county financial and institutional resources to agreed policy objectives and programmes.</li> <li>engender effective resource mobilization for sustainable development</li> <li>promote the pursuit of equity in resource allocation within the county</li> <li>provide a platform for unifying planning, budgeting, financing, programme implementation and performance review</li> <li>serve as a basis for engagement between county government and the citizenry, other stakeholders and interest groups.</li> </ol> <p><b>Obligation to plan by the county. 104.</b> (1) A county government shall plan for the county and no public funds shall be appropriated outside a planning framework developed by the county executive committee and approved by the county assembly. (2) The county planning framework shall integrate economic, physical, social, environmental and spatial planning. (3) The county government shall designate county departments, cities and urban areas, sub-counties and Wards as planning authorities of the county. (4) To promote public participation, non-state actors shall be</p>

incorporated in the planning processes by all authorities. (5) County plans shall be binding on all sub-county units for developmental activities within a County.

**Types and purposes of county plans. 107.** (1) To guide, harmonize and facilitate development within each county there shall be the following plans (a) county integrated development plan; (b) county sectoral plans; (c) county spatial plan; and (d) **cities and urban areas plans as provided for under the Urban Areas and Cities Act (No. 13 of 2011).**

(2) The County plans shall be the basis for all budgeting and spending in a county.

**City or municipal plans 111.** (1) For each city and municipality there shall be the following plans:

(a) City or municipal **land use plans**; (b) **City or municipal building and zoning plans**; (c) **City or urban area building and zoning plans**; (d) location of **recreational areas and public facilities.**

(2) A city or municipal plans shall be the instrument for development facilitation and development control within the respective city or municipality.

(3) A city or municipal plan shall, within a particular city or municipality, provide for:

(a) functions and principles of land use and building plans.

(b) **location of various types of infrastructure within the city or municipality**

(c) development control in the city or municipality within the national housing and building code framework.

(4) City or municipal **land use and building plans shall be binding on all public entities and private citizens** operating within the particular city or municipality.

(5) City or municipal land use and building plans shall be the regulatory instruments for guiding and facilitating development within the particular city or municipality

(6) Each city or municipal land use and building plan shall be reviewed every five years and the revisions approved by the respective county assemblies.

**Public participation in county planning. 115.** (1) Public participation in the county planning processes shall be mandatory and be facilitated through—

(a) mechanisms provided for in Part VIII of this Act

(b) provision to the public of clear and unambiguous information on any matter under consideration in the planning process, including—

(i) clear strategic environmental assessments.

(ii) clear environmental impact assessment reports.

(iii) expected development outcomes.

(iv) development options and their cost implications.

(2) Each county assembly shall develop laws and regulations giving effect to the requirement for effective citizen participation in development planning and performance management within the county and such laws and guidelines shall adhere to minimum national requirements.

<p><b>Part XII – Delivery of County Public Services:</b> Principles of public services delivery in the county. 116. (1) A county government and its agencies shall have an obligation to deliver services within its designated area of jurisdiction.</p> <p>(2) A county shall deliver services while observing the principles of equity, efficiency, accessibility, non-discrimination, transparency, accountability, sharing of data and information, and subsidiarity.</p> <p><b>Citizen’s Service Centre. 119. (1)</b> A county executive committee shall establish a Citizens’ Service Centre at—  (a) the county; (b) the sub-county; (c) the Ward; and (d) any other decentralized level.</p> <p>(2) A Citizens’ Service Centre shall serve as the central office for the provision by the county executive committee in conjunction with the national government of public services to the county citizens.</p> <p>(3) The governor shall ensure the use of appropriate information and communication technologies at a Citizens’ Service Centre to aid in the provision of timely and efficient services to the county citizen,</p> <p><b>Principles of citizen participation in counties: VII (87)</b> a) timely access to information, data, documents, and other information relevant or related to policy formulation and implementation; (b) <i>reasonable access</i> to the process of formulating and implementing policies, laws, and regulations, including the approval of development proposals, projects and budgets, the granting of permits and the establishment of specific performance standards; (c) protection and promotion of the interest and rights of minorities, marginalized groups and communities and their access to relevant information.</p> <p><b>Establishment of modalities and platforms for citizen participation:</b> The county government shall facilitate the establishment of structures for citizen participation including—information communication technology-based platforms, town hall meetings, budget preparation and validation fora, notice boards: announcing jobs, appointments, procurement, awards and other important announcements of public interest, development project sites, avenues for the participation of peoples.</p> <ul style="list-style-type: none"> <li>● representatives including but not limited to members of the National Assembly and Senate, or establishment of citizen fora at county and decentralized units.</li> <li>● <b>Public participation in county planning:</b> Art 114: (1) Public participation in the county planning processes shall be mandatory. Each county assembly shall develop laws and regulations giving effect to facilitate effective citizen participation in development planning and performance management within the county.</li> <li>● <b>Accountability:</b> Art. 92 (2): The governor shall submit an annual report to the county assembly on citizen participation in the affairs of the county government.</li> </ul>	<p>Public Financial Management Act (2012)</p>
---	---

	<ul style="list-style-type: none"> <li>● <b>The purpose of the Forum</b> is to provide a means for consultation by the county government on— (a) preparation of county plans, the County Fiscal Strategy Paper and the Budget Review and Outlook Paper for the county; (b) matters relating to budgeting, the economy and financial management at the county level. Consultations shall be accordance with the consultation process provided in the law relating to county governments.</li> <li>● <b>Public participation:</b> (1) Regulations may provide for participatory governance for purposes of this Act. (2) Regulations made under this section may provide for the following matters <ul style="list-style-type: none"> <li>(a) structures for participation.</li> <li>(b) mechanisms, processes and procedures for participation.</li> <li>(c) receipt, processing and consideration of petitions, and complaints lodged by members of the community.</li> <li>(d) notification and public comment procedures.</li> <li>(e) public meetings and hearings.</li> <li>(f) special needs of people who cannot read or write, people with disabilities, women and other disadvantaged groups.</li> <li>(g) matters with regard to which community participation is encouraged.</li> <li>(h) the rights and duties of members of community; and</li> <li>(i) any other matter that enhances community participation.</li> </ul> </li> </ul>
<p><u>Refugees Act (2021)</u></p> <ul style="list-style-type: none"> <li>● Provides for the <b>integration of refugees with host communities facilitating</b> the shared use of public institutions, facilities and spaces between the refugees and the host communities and sensitizing host communities about the presence of refugees and any other matters relating to their co-existence.</li> <li>● <b>Consideration of refugee matters in county development plans:</b> The Commissioner shall liaise with the national and county governments for the purposes of ensuring that refugee matters are taken into consideration in the initiation and formulation of sustainable development and environmental plans.</li> <li>● Kenya has made progressive steps towards the integration of refugees as stipulated in the Refugee Act 2021. The Act mentions gender inclusion considerations that are important for counties and urban boards to take into account.</li> <li>● Article 32: The Cabinet Secretary shall make rules for the control of designated areas and, without control of designated areas and, without prejudice to the generality of the foregoing, such rules and directions may make provision in respect of all or any of the following matters: <ul style="list-style-type: none"> <li>● <i>the organization, safety and discipline and administration of a designated area.</i></li> <li>● <i>the reception, transfer, settlement, treatment, health and well-being of refugees.</i></li> <li>● <i>the manner of inquiring into disciplinary offences and the payment of the fine and other penalties.</i></li> <li>● <i>the powers of settlement officers and the delegation of such powers.</i></li> <li>● <i>the provision of special services to women, girls and persons with disabilities including legal and psychosocial services to victims of sexual and gender-based violence; reproductive services and other specialized services</i></li> </ul> </li> </ul>	

	<p>National Gender and Equality Commission Act 2012 [2011]</p>
<ul style="list-style-type: none"> <li>● Article 36 stipulates that in the integration of refugees in the host communities, the Commissioner shall, in cooperation with the United Nations High Commissioner for Refugees and the other organizations involved in the assistance of refugees, ensure that special attention is given to women, children, older persons, victims of trauma and persons with disabilities.</li> <li>● Article 44 The Cabinet Secretary shall, make regulations generally for giving effect to this Act, and for prescribing anything required or necessary to be prescribed by or under this Act within six months of the commencement of this Act. (2) Without prejudice to the generality of subsection (1), regulations made under that subsection may provide for— the protection of women, children, unaccompanied minors, persons with disabilities and other vulnerable groups.</li> <li>● In order to operationalise the Act, Kenya has in place the <b>Shirika plan</b> which was recently launched in February 2025 under the Ministry of Interior and National Administration, Department of Refugee Services. Objectives of the Shirika Plan</li> <li>● The Shirika Plan, a multi-year initiative, aims to promote the socioeconomic inclusion of refugees in Kenya by transforming camps into integrated settlements for both refugees and asylum seekers. The Plan seeks to alleviate pressure on hosting communities and enhance self-reliance for both refugees and host communities. It encompasses various sectors such as education, health, livelihoods, social protection, and environmental management. Shirika Plan aligns with regional commitments such as IGAD declarations on forced displacement and international treaties like the 1951 UN Convention on the status of refugees and its protocol and the 1969 OAU Convention on specific aspects of refugees in Africa. It also contributes to achieving the Sustainable Development Goals (SDGs) and the AU Agenda 2063. The Shirika Plan development process comprises of two parts: <ul style="list-style-type: none"> <li>● Strategic Directions (SHARE 2.0): Focuses on articulating a shared vision and strategic directions for the transformation of refugee camps into integrated settlements. It includes a financing strategy and coordination architecture. Implementation Plan: Encompasses time-bound, costed activities to operationalize the Shirika Plan, leveraging existing frameworks like the Kalobeyei Integrated Socio-economic Development Programme (KISED) and Garissa Integrated Socio-Economic Development Plan (GISED).</li> <li>● Proposed Approach: The Shirika Plan's development involves a multi-stakeholder consultative approach, building on a zero draft developed in 2022. Key stakeholders, including refugees, host communities, government entities, and NGOs, will provide inputs to the revised draft. A Steering Committee and Technical Committee will guide the process.</li> <li>● The Shirika Plan seeks to bolster refugee's inclusion while simultaneously strengthening local economies and fostering social cohesion. The plan focuses on several key pillars to drive its objectives. It prioritizes policy and institutional reforms, including the full implementation of the Refugee Act 2021, granting refugees access to business opportunities and work, pursue education, and access property. Additionally, a Refugee Management Information System will be established to facilitate real-time data tracking, and enhanced security measures will be put in place to maintain stability in refugee-hosting areas.</li> <li>● The Shirika plan can offer guidance to county and urban boards as refugees begin the integration process including settling in urban areas.</li> </ul> </li> <li>● The Act establishes the National Gender and Equality Commission mandated to promote gender equality and freedom from discrimination in accordance with Article 27 of the Constitution; co-ordinate and facilitate mainstreaming of issues of gender, persons with disability and other marginalised groups in national development and to advise the Government on all aspects thereof; co-ordinate and advise on public education Programmes for the creation of a culture of respect for the principles of equality and freedom from discrimination; and, work with the National Commission on Human Rights, the Commission on Administrative Justice and other related institutions to ensure efficiency, effectiveness and complementarity in their activities and to establish mechanisms for referrals and collaboration in the protection and promotion of rights related to the principle of equality and freedom from discrimination, amongst other functions.</li> </ul>	

<ul style="list-style-type: none"> <li>● Section 8(d) of the Act mandates the Commission to co-ordinate and facilitate mainstreaming of issues of gender, persons with disability and other marginalized communities and groups in national development and to advise the Government on all aspects thereof.</li> </ul> <p><b>Complaints 32</b></p> <ul style="list-style-type: none"> <li>(1) A complaint to the Commission may only be made by the person aggrieved by the matter complained of or on his behalf as specified under subsection (2).</li> <li>(2) A complaint may be made on behalf of an aggrieved person.</li> <li>(a) if the aggrieved person is dead or otherwise not able to act for himself or herself, by a member of his or her family or other person suitable to represent the aggrieved person; or</li> <li>(b) by a member of the National Assembly with the consent of the aggrieved person or other person who, under paragraph (a) is entitled to make the complaint on behalf of the aggrieved person.</li> </ul> <p><b>Form of complaint 33</b></p> <ul style="list-style-type: none"> <li>(1) A person wishing to lodge a complaint alleging discrimination may do so orally or in writing addressed to the secretary or such other person as may be duly authorised by the Commission for that purpose.</li> <li>(2) Where a complaint under subsection (1) is made orally, the Commission shall cause the complaint to be recorded in writing.</li> <li>(3) A complaint under subsection (1) shall be in such form and contain such particulars as the Commission may prescribe.</li> <li>(4) Upon receipt of a complaint under subsection (1), the Commission may— <ul style="list-style-type: none"> <li>(a) call for information or a report regarding such complaint from any person within such reasonable time as may be specified by the Commission; and</li> <li>(b) without prejudice to paragraph (a), initiate such inquiry as it considers necessary, having regard to the nature of the complaint.</li> </ul> </li> <li>(5) If the information or report called for under subsection (4)(a) is not received within the time stipulated by the Commission, the Commission may proceed to inquire into the complaint without such information or report.</li> <li>(6) If on receipt of the information or report the Commission is satisfied either that no further action is required or that the required action has been initiated by a State organ or other body responsible for the matters complained of, the Commission shall, in writing, inform the complainant accordingly and take no further action.</li> </ul>	
<ul style="list-style-type: none"> <li>● The Act's purpose is to: (a) give effect to the right of access to information by citizens as provided under Article 35 of the Constitution; (b) provide a framework for public entities and private bodies to proactively disclose information that they hold and to provide information on request in line with the constitutional principles; (c) provide a framework to facilitate access to information held by private bodies in compliance with any right protected by the Constitution and any other law; (d) promote routine and systematic information disclosure by public entities and private bodies on constitutional principles relating to accountability, transparency and public participation and access to information; (e) provide for the protection of persons who disclose information of public interest in good faith; and (f) provide a framework to facilitate public education on the right to access information under this Act.</li> </ul>	<p>Access to Information Act (No. 31 of 2016)</p>

<p><b>Right to Information: Part II</b></p> <p>4. (1) Subject to this Act and any other written law, every citizen has the right of access to information held by —</p> <p>(a) the State; and</p> <p>(b) another person and where that information is required for the exercise or protection of any right or fundamental freedom.</p> <p>(2) Subject to this Act, every citizen's right to access information is not affected by —</p> <p>(a) any reason the person gives for seeking access; or</p> <p>(b) the public entity's belief as to what are the person's reasons for seeking access.</p> <p>(3) Access to information held by a public entity or a private body shall be provided expeditiously at a reasonable cost. of a duty to disclose and non-disclosure shall be permitted only in circumstances exempted under section 6.</p>	<p><b>Objects of the Act</b></p> <p>The objects of this Act are to provide.</p> <p>(a) the principles, procedures and standards for the preparation and implementation of physical and land use development plans at the national, county, urban, rural and cities level.</p> <p>(b) the administration and management of physical and land use planning in Kenya.</p> <p>(c) the procedures and standards for development control and the regulation of physical planning and land use.</p> <p>(d) a framework for the co-ordination of physical and land use planning by county governments.</p> <p>(e) a mechanism for dispute resolution with respect to physical and land use planning.</p> <p>(f) a framework for equitable and sustainable use, planning and management of land.</p> <p>(g) the functions of and the relationship between planning authorities.</p> <p>(h) a robust, comprehensive and responsive system of physical and land use planning and regulation.</p> <p>And (i) a framework to ensure that investments in property benefit local communities and their economies.</p>	<p><b>Principles and norms of physical and land use planning</b></p> <p>Every person engaged in physical and land use planning and regulation shall adhere to the following principles and norms of physical and land use planning.</p> <p>(a) physical and land use planning shall promote sustainable use of land and liveable communities which integrates human needs in any locality.</p> <p>(b) development activities shall be planned in a manner that integrates economic, social and environmental needs of present and future generations.</p> <p>(c) physical and land use planning shall be comprehensive, sustainable and integrated at all levels of government, taking into consideration the interests of all parties concerned.</p>
<p>Physical and Land Use Planning Act, 2022.</p>		

	<p>(d) physical and land use planning shall take into consideration long-term optimum utilization of land and conservation of scarce land resource including preservation of land with important functions.</p> <p>(e) physical and land use planning shall be inclusive and must take into consideration the culture and heritage of people concerned.</p> <p>(f) physical and land use planning shall take into account new approaches such as transit-oriented development, mixed land-uses, planning for public transport and non-motorized transport among others to achieve sustainable development and more efficient use of natural resources.</p> <p>Provide for the equitable allocation of revenue raised nationally among the county governments for the 2024/2025 financial year; the responsibilities of national and county governments pursuant to such allocation; and for connected purposes. Passed every year.</p>
<p>County Allocation of Revenue Bill / Division of Revenue Act 2024</p>	
<p>Policies and Strategies</p>	
<p>National Urban Development Policy (2016)</p>	<p><b>Urban Development:</b></p> <ul style="list-style-type: none"> <li>• Ensure that urban policies and programmes create gender awareness and fully integrate gender parity in all structures of management and other spheres of life in urban areas.</li> <li>• Ensure urban planning takes cognizance of gender parity.</li> <li>• Protect and promote women's human rights, including access to employment and resources.</li> <li>• Ensure gender equity in resource allocation and distribution in urban planning and development.</li> </ul> <p><b>Urban Governance and Management</b></p> <ul style="list-style-type: none"> <li>• participatory policy formulation and implementation,</li> <li>• capacity building at the community level to ensure effective community participation in urban development.</li> <li>• protecting and promoting the interests and rights of minorities, marginalized groups and vulnerable communities</li> <li>• ensure the participation of the youth, their, representation, and inclusion in urban planning and development establish mechanisms for the involvement of the aged in all affairs of urban areas.</li> <li>• promote both disability-inclusive and disability-specific development programmes in urban areas.</li> <li>• mainstream policies and legislations related to persons with disabilities in all sectors of urban development.</li> <li>• protect the legal rights of interested or affected persons to appeal against decisions on urban management.</li> <li>• develop guidelines to improve stakeholder participation in urban development; provide adequate and relevant information to urban communities; design ICT systems to enhance information sharing, management, monitoring and public accountability.</li> </ul> <p><b>Urban Finance:</b> Ensure that such legislation promotes the <b>participation of local communities</b> in making decisions over the <b>management of natural resource</b>. Provide effective public participation in the formulation of <b>annual budgets</b>. <b>Allocate adequate budgets for participatory processes.</b></p>

	<p><b>Information Systems for Crime Prevention and Safety:</b> Mainstream community participation by sharing information on safety and security.</p> <p><b>Implementation of the Policy:</b> Urban boards/committees will engage their communities in a wide range of activities that include participatory urban development planning, participatory budgeting and community participation in monitoring and evaluation.</p> <ul style="list-style-type: none"> <li>● Calls for inclusion of women and girls with disabilities in all programmes that target women, for instance Women Enterprise Fund, nomination of women in parliament or in county assemblies, appointment to board. Calls for protection against all forms of discrimination including but not limited to intersectional discrimination, discrimination in employment.</li> <li>● <b>Roles of the County Government</b> <ul style="list-style-type: none"> <li>(a) Adoption and domestication of the Policy</li> <li>(b) Mobilize resources for the implementation of programs for persons with disabilities at the county level.</li> <li>(c) Capacity Building</li> <li>(d) Awareness creation on matters pertaining to persons with disabilities.</li> <li>(e) Research and Data Collection</li> </ul> </li> <li>● <b>Organizations of People with Disabilities (OPDs):</b> Promote equitable and effective representation of Organizations of and for Persons with Disabilities in key decision-making bodies.</li> <li>● <b>Accessibility:</b> The policy calls for consideration of accessibility as a cross cutting concern. Accessibility should remain an underlying consideration in the built environment, information, and services.</li> <li>● <b>Disability responsive budgeting:</b> Support inclusive planning, budgeting, and implementation of programmes to enhance resource allocation.</li> <li>● <b>Disaster management:</b> Take measures to ensure that persons with disabilities and their representative organizations are meaningfully and actively consulted and involved in all steps of disaster risk and humanitarian emergencies. Collect and disseminate <b>disaggregated data</b> in situations of risks for planning purposes. <b>Ensure the protection and safety of persons with disabilities in situations of risk, through the provision of the necessary assistive devices and technologies, accessible shelters, relief, and facilities.</b> Provide information in accessible formats on situations of risk and humanitarian emergencies to persons with disabilities, especially to persons with visual, hearing, intellectual and psychosocial disabilities.</li> </ul> <p><b>Service provision:</b> Persons with disabilities are part and parcel of society. They should be fully included in all aspects of life and their special needs be met within their communities instead of being isolated by institutional service delivery approaches</p>
National Policy for Persons with Disabilities (2016)	<ul style="list-style-type: none"> <li>● Participation as one of the principles and core values of the policy.</li> <li>● Functions of County Slum Upgrading Multi-Stakeholder Support Group (CMSSG) include to facilitate public participation through community executive committees.</li> <li>● Active participation of county and settlement communities as a KPI for operationalizing the principle of good governance, including stakeholder participation, transparency and accountability.</li> </ul>
National Upgrading Prevention Policy (2016)	<ul style="list-style-type: none"> <li>● Participation as one of the principles and core values of the policy.</li> <li>● Functions of County Slum Upgrading Multi-Stakeholder Support Group (CMSSG) include to facilitate public participation through community executive committees.</li> <li>● Active participation of county and settlement communities as a KPI for operationalizing the principle of good governance, including stakeholder participation, transparency and accountability.</li> </ul>

## References

1. Adaptation Communities. (n.d.). *Urban climate resilience*. <https://www.adaptationcommunity.net/urban-climate-resilience/>
2. Agronomes & Veterinaries Sans Frontiers. (n.d.). [Untitled document on gender integration]. <https://www.avsf.org/app/uploads/2025/02/GUIDE-INTEGRATION-GENRE-AVSF-0225-ENG-compressed.pdf>
3. Casabonne, U. et al. (2019). *Violence Against Women and & Girls: Land Sector Brief*.
4. Constitution of Kenya. (2010). Kenya Law Reform Commission. Retrieved from [https://www.kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/Constitution\\_of\\_Kenya.pdf](https://www.kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/Constitution_of_Kenya.pdf)
5. Council of Governors. (2023). *Annual State of Devolution*. <https://cog.go.ke/reports/>
6. Council of Governors (CoG), UN Women, & UNCDF. (2022). *The Impact of Devolution on Women and Girls*. <https://www.uncdf.org/article/7887/the-impact-of-devolution-on-women-and-girls-in-kenya>
7. Europe Institute for Gender Equality. (n.d.). *Gender mainstreaming: Policy cycle*. [https://eige.europa.eu/gender-mainstreaming/policy-cycle?language\\_content\\_entity=en](https://eige.europa.eu/gender-mainstreaming/policy-cycle?language_content_entity=en)
8. Global Platform for Sustainable Cities, World Bank. (2021). *"Gender and Housing." Guidance Note*. Washington, DC: World Bank.
9. *Guidelines for Gender Responsive Budgeting (GRB) in Kenya*. (2014).
10. Kenya Institute for Public Policy Research and Analysis. (2020). *Kenya Economic Report 2020: Creating an Enabling Environment for Inclusive Growth in Kenya*.
11. Kenya National Bureau of Statistics. (2019). *Kenya Population and Housing Census 2019*. <https://www.knbs.or.ke/2019-kenya-population-and-housing-census-results/>
12. Kenya National Bureau of Statistics. (2020). *Gender Sector Statistics Plan*. <https://www.knbs.or.ke/gender-sector-statistics-plan/>
13. Longwe Framework. (n.d.). *Longwe Framework for Gender Analysis*. <https://africasocialwork.net/wp-content/uploads/2023/02/Longwe-Framework-for-Gender-Analysis.pdf>
14. March, C., Smyth, I. A., & Mukhopadhyay, M. (1999). *A guide to gender-analysis frameworks*. Oxfam. <https://www.ndi.org/sites/default/files/Guide%20to%20Gender%20Analysis%20Frame-works.pdf>
15. Marcus, R., Samuels, F., Jalal, S., & Belachew, H. (2022-2025). *Gender-transformative programming (Background Paper Series, UNICEF Gender Policy and Action Plan 2022-2025)*. UNICEF.
16. Morais, L. M. D. O., Borde, E., Guevara, P., Valdebenito, R., Baldovino-Chiquillo, L., Sarmiento, O. L., ... & Caiaffa, W. T. (2025). Gender and urban health: a Latin American structured tool for research and policy. *Cadernos de Saúde Pública*, 40, e0004612.

17. Mugwena, E. M. (2025). *Policy Brief: Mainstreaming Urban Safety in Neighbourhood Planning and Development in Kenya*. (Unpublished policy brief)
18. National Gender and Equality Commission. (2018). *Legislative Handbook on Principles of Equality and Non-Discrimination*. <https://www.ngeckkenya.org/Downloads/Legislative-Handbook-on-Principles-of-Equality-and-Non-Discrimination.pdf>
19. National Gender and Equality Commission. (n.d.). *Guidelines for Gender Responsive Budgets in Kenya*. <https://www.ngeckkenya.org/Downloads/NGEC-GRB-Guidelines-for-National-Govt-in-Kenya.pdf>
20. Oxfam International. (2018, February). *Women Budget Group: Guide to Gender-Responsive Budgeting*.
21. Pizzorni, M., Innocenti, A., & Tollin, N. (2024). Droughts and floods in a changing climate and implications for multi-hazard urban planning: A review. *City and Environment Interactions*, 100169. <https://www.sciencedirect.com/science/article/pii/S2590252024000291>
22. Refugee Act 2021. (2021). Kenya Law Reform Commission. [https://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/2021/TheRefugeesAct\\_No10of2021.pdf](https://kenyalaw.org/kl/fileadmin/pdfdownloads/Acts/2021/TheRefugeesAct_No10of2021.pdf)
23. Rolnik, R. (n.d.). *Guiding principles on security of tenure for the urban poor*. Office of the United Nations High Commissioner for Human Rights. <https://www.ohchr.org/sites/default/files/Documents/Issues/Housing/SecurityTenureGuidelinesEN.pdf>
24. Transformative Urban Mobility Initiative. (2019, April). *Sustainable Urban Transport Planning (SUTP) iNUA No. 9*. [https://www.transformative-mobility.org/wp-content/uploads/2023/03/ASI\\_TUMI\\_SUTP\\_iNUA\\_No-9\\_April-2019-Mykme0.pdf](https://www.transformative-mobility.org/wp-content/uploads/2023/03/ASI_TUMI_SUTP_iNUA_No-9_April-2019-Mykme0.pdf)
25. UN-Habitat. (2014). *Gender mainstreaming in spatial planning: A step-by-step approach for municipalities*. Municipal Spatial Planning Support Programme (MuSPP).
26. UN-Habitat. (2020). *World Cities Report 2020: The value of sustainable urbanization*. UN. [https://unhabitat.org/sites/default/files/2020/10/wcr\\_2020\\_report.pdf](https://unhabitat.org/sites/default/files/2020/10/wcr_2020_report.pdf)
27. UN-Habitat. (n.d.). *Mobility and Transport*. <https://unhabitat.org/topic/mobility-and-transport>
28. UN-Habitat. (n.d.). *Urban Safety*. <https://unhabitat.org/topic/urban-safety>
29. United Nations. (1997, September 18). *Gender Mainstreaming extract from report of the Economic and Social Council for 1997 (A/52/3)*. <https://www.un.org/womenwatch/daw/csw/gms.pdf>
30. United Nations, Office of the Special Adviser on Gender Issues and Advancement of Women. (2002). *Gender Mainstreaming Overview*.
31. UN Women. (2014). *Gender mainstreaming in development programming: Guidance note*. United Nations Entity for Gender Equality and the Empowerment of Women. <https://unsdg.un.org/sites/default/files/gender-mainstreaming-issuesbrief-en-pdf.pdf>

32. UN Women Training Centre. (2017, February 21). *Webinar - Gender Mainstreaming: Strategies to Address Gender Inequality* [Video]. YouTube. <http://www.youtube.com/watch?v=RgvkBGnzeiE>
33. Urban Areas and Cities Act, 2012. (2012). Kenya Law Reform Commission. Retrieved from <https://faolex.fao.org/docs/pdf/ken184978.pdf>
34. World Bank. (2016). *Kenya Urbanization Review*.
35. World Bank. (2020). *Handbook for Gender-Inclusive Urban Planning Design*. <https://documents1.worldbank.org/curated/en/363451579616767708/pdf/Handbook-for-Gender-Inclusive-Urban-Planning-and-Design.pdf>
36. World Health Organisation. (2025). *Urban Health*. <https://www.who.int/news-room/fact-sheets/detail/urbanhealth#:~:text=An%20estimated%2091%25%20of%20people,of%20noncommunicable%20disease%20and%20injuries>.

