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EXECUTIVE SUMMARY

The main aim of this Country Programme 2021-2024 for Kenya is to enhance all women's and girls' rights and empower young people with skills and jobs. The previous Country Strategy Period 2016-2019 was prolonged until the end of 2020. Lessons learned from that period include the successful combination of support to duty-bearers on the devolution process through multilateral funding with civil society support for oversight and citizen participation in governance. This model is being proposed for gender-based violence (GBV) and 1325 interventions in the coming programme period. Finland's long-term partnership with UN Women in Kenya is mutually benefitting and joint policy dialogue efforts have been impactful. This experience shows that financial investments need to be paired with strategic advocacy efforts in selected areas with clear policy messaging. COVID-19 affected all programmes in 2020, but through flexibility and quick responses, adjustments in ongoing programmes were made in order for them to remain relevant in the pandemic-struck context. Adaptive management is useful not only in fragile contexts.

The **theory of change** for the country programme focuses on the empowerment of all women and girls, as well as youth in order to reach inclusive, sustainable development and to combat growing inequalities in Kenya. The effects of COVID have made it evident that even if Kenya is a lower middle income country, development cooperation still plays an important role in making sure that no-one is left behind. Support will be channeled through multilateral and bilateral partnerships, through civil society and private sector actors. Finland also aims to be a strong member of Team Europe in the chosen sectors. Finland acknowledges that the bilateral relations are moving away from a traditional development partnership to a more diverse peer support and joint learning type of working relationship. Links between development cooperation and trade promotion are actively sought.

Impact area 1 aspires to see women participate meaningfully in decision-making and all women and girls to be free from violence. Key expected results include enhanced opportunities for women to participate in leadership and decision-making, enhanced implementation of Kenya Women, Peace and Security National Action Plan II and improved prevention of and response to gender-based violence. Results will be achieved through interventions targeting both duty-bearers and rights-holders in partnership with Government of Kenya, key UN organisations and civil society and women's rights organisations. Finland engages in political and policy dialogue on key processes and issues relating to women's rights. The geographic areas for the gender interventions are national level and selected counties.

Impact area 2 focuses on equipping young women and men with improved technical and vocational skills, so that they gain decent employment. Key expected results are an improved technical and vocational education and training (TVET) –system, that will provide young women and men with relevant, practical and industry-adequate skills that will enhance their employability; and supporting growth in a specific key economic sector, that will create sustainable employment opportunities for youth with a TVET-level education. These interventions will be identified in the beginning of the four-year programme period. Finland will also engage actively in policy dialogue, donor coordination and wider stakeholder engagement to iteratively ensure the relevance and effectiveness of the programmes.

The country programme contributes to the country strategy goals, specifically the one on empowerment of women and youth. The synergies between the two impact areas of the country programme link to the advancement of young women’s situation politically, socially and economically. The programme also works in synergy with other Finnish funded development investments, e.g. through civil society and private sector actors.

1 Expected Results of the Country Programme

This chapter presents the expected results of the Country Programme by impact area. The Country Programme is based on the context analysis presented in the Country Strategy document.

IMPACT 1: Women participate meaningfully in decision-making and all women and girls are free from violence

(SDG 5, Targets 5.1, 5.2, 5.3 and 5.5; SDG 16, TARGET 16.1)

Description [Theory of Change]

The Constitution of Kenya 2010 espouses the rights of all women and girls as being equal in law to men and boys. Further progress has been registered in the policy and legal framework related to for example gender based violence (GBV) and female genital mutilation (FGM), but the implementation is still facing challenges. The Women, Peace and Security agenda has seen strong commitment from the Government of Kenya as the second National Action Plan for the implementation of the UN Security Council Resolution 1325 was adopted in 2020. While the constitution offers a great opportunity for advancing women's rights, political dynamics present a threat to the realization of the gains. The not more than 2/3 gender principle in elective public positions is yet to be met. Women account for only 23 per cent of the National Assembly, including both elected and affirmative seats. The COVID-19 pandemic has also affected women and girls disproportionately and in particular the reported cases of GBV have increased during the pandemic in 2020. In general, there is still persistent discrimination against women and girls.

Against this background the country programme has been designed to contribute to the realization of women's rights, specifically for **women to participate meaningfully in decision-making and all women and girls to live free from violence**. The impact area aligns itself with Kenyan legislation and policies relating to women's rights and gender quality. Women's participation in decision-making is enhanced namely in the political and public sphere as well as the peace and security sector. By violence is

here referred to both sexual and gender based violence and conflict situations in communities.

Finland intends to achieve this impact by supporting duty-bearers to improve on gender inclusive policy making and implementation both at national level and in a number of counties, specifically on GBV, peace and security. This will be done through collaboration with key government and UN institutions. In addition, support to rights-holders will be provided mainly through civil society partnerships in order to hold government accountable, to do outreach work and to contribute to behavioural change towards women’s leadership, GBV and harmful practices. The devolution process and the devolved functions are seen as vehicles of ensuring and monitoring service provision for all women and girls.

Enhanced rights and status of all women and girls is both a foreign and development policy priority for Finland. The impact area contributes to Finland’s development policy priority area 1 impact “The rights and status of all women and girls have been enhanced” and priority area 3 impact “People enjoy equitable quality education and accountable governance in inclusive, peaceful and democratic societies”. In Kenya, Finland has a strong position and credibility in gender equality promotion, which this programme will further build on. The country programme impact area contributes to the realization in Finland’s country strategy for Kenya 2021-2024 and its strategic goal to empower women (and youth) by advancing women’s participation in decision-making and fighting GBV. It also contributes to the strategic goal of supporting Kenya’s stability and partnering in matters of peace and security. Gender equality and women’s empowerment is a priority also for the EU, and Finland will seek close collaboration with the EU to amplify impact in this sector.

OUTCOME 1.1: Enhanced opportunities for women to participate in leadership and decision-making

In order to make sure women participate meaningfully in decision-making, the country programme works to create enhanced opportunities for women as leaders and influencers. The opportunities can only come if political environment is conducive for women to participate in the electoral processes and there are women who have an interest in seeking leadership positions. The assumption is that the attention given by the Chief Justice, Building Bridges Initiative and the women’s movement to the 2/3 gender rule in the Constitution of Kenya will give its implementation a new momentum reflected in the coming referendum and elections.

OUTPUTS

Finland will contribute to this outcome with following outputs:

1. **Enhanced capacity of women to participate in decision-making.**
The capacity will be built up by trainings, mentoring and platforms for women who want to participate in governance processes and aspire for or retain leadership positions. The assumption is that better capacitated women will seek the opportunities for participation in decision-making.
2. Increased civic understanding and engagement of community, religious, political leaders and male champions to advocate for women's leadership. It is assumed that when community leaders, both men and women, are more aware and understand the value of women's leadership for more inclusive and better quality decision-making they take action and make efforts to provide more opportunities for women in leadership.

OUTCOME 1.2: Enhanced implementation of Kenya Women, Peace and Security National Action Plan II

Enhanced implementation of the UN Security Council resolution 1325 contributes to women's leadership and representation in peace processes and the security sector. It also enhances the prevention of and protection from violence against all women and girls. The assumption is that the Government of Kenya is not only politically committed, but also provides resources for the implementation of the KNAP II, and that there is county level support for the localization of the same.

OUTPUTS

Finland will contribute to this outcome with the following outputs:

3. **Strengthened capacity of state actors at national and county level to plan, coordinate, implement and monitor the Kenya NAP II.** The Government has the mandate to coordinate the 1325 agenda nationally and it is thereby assumed that strengthening the Government's role will also improve the implementation of the NAP II.
4. **Strengthened capacity of women, peace and security practitioners to lead and participate in both formal and informal peace and**

security processes. In order to implement the NAP II particularly on the local level, also the peace actors themselves need to have the capacity to lead and participate in conflict prevention and resolution processes.

OUTCOME 1.3: Improved prevention of and response to gender-based violence

The fight against GBV contributes to the aim of all women and girls living free from violence. The COVID-19 pandemic and the containment measures have increased GBV even in Kenya, but at the same time given the fight against the vice a momentum both within the Government and the public. The assumption is that the Government's willingness to continue supporting GBV eradication is upheld post-COVID-19, including budgetwise amidst a more difficult economic situation and competing national priorities. The prevention and response to GBV requires changes in behavior and social norms. It is therefore assumed that also men as well as community, traditional and religious leaders are receptive to change of harmful practices and norms, so that this outcome can be achieved.

OUTPUTS

Finland will contribute this outcome with following outputs:

1. **Improved awareness and capacity of police, health care and other duty bearers to identify, respond, monitor and prevent GBV at national level and in the targeted counties.** It is assumed that by increasing the duty bearers awareness and capacity, they also take action accordingly and the prevention and response to GBV improves.
2. Improved GBV governance, coordination, policies, strategies, planning and budgeting for GBV at national level and in the targeted counties. GBV is a multifaceted societal problem, which requires a comprehensive policy, governance and budgetary framework as well as coordination of the various responsible authorities both at national and county level. Therefore, by improving the framework and coordination the prevention and response to GBV also enhances.
3. Enhanced awareness to respond and change harmful practices and social norms related to violence against all women and girls. GBV can not only be solved by strengthening duty-bearers, but requires also changes in the behaviour of the rights-holders to act and react to the violence. Assumption is made that enhanced awareness will create a will to act against GBV.

INPUTS (ONGOING AND PLANNED PROJECTS AND OTHER INPUTS):

The inputs include bilateral, multilateral and civil society interventions as well as policy dialogue. More specifically:

- a. UN Women Bilateral support with focus on 1) Women in Leadership, 2) Women, Peace and Security and 3) GBV, 2020-2023, 4,86 MEUR
- b. UN Joint Programme on Deepening Devolution, 2020-2023, 5 MEUR
- c. Bilateral programme on Prevention and Response to Gender-Based Violence, 2021-2023 (delayed from 2020-2022), 5 MEUR
- d. Civil Society Support on Citizens Participation and Oversight on Gender-Based Violence (particularly in regions where the GBV project is rolled out), 2021-2022, 700 000 EUR
- e. Policy dialogue, advocacy on GBV policy implementation (efficient coordination and accountability at county level), Women Peace and Security (localisation process and early response), women in leadership and sexual and reproductive health and rights (SRHR).
- f. Fund for Local Cooperation (FLC) projects in gender and governance are contributing for learning and dialogue, and grassroot level results (localisation of 1325 National Action Plan, anti-corruption, women's participation in governance and accountability) 2020-2022, 400 000 EUR.

IMPACT 2: Young women and men with improved technical and vocational skills gain decent employment

(SDG 8, Targets 8.2, 8.5 and 8.6; SDG 4, TARGETs 4.3 and 4.4)

Description [Theory of Change]

This impact area proposes that when youth have improved technical and vocational skills and gain decent employment, they are able to rise out of poverty and lead a dignified life. A stable gainful income will allow them to plan their lives, raise a family and offer a better future to their children. Kenya's Government sees youth unemployment as one of its biggest challenges. Each year 800,000 youth enter the

job market and few find meaningful employment. According to the Census of 2019, 39% of Kenyan youth aged 18 to 34 are unemployed, compared to 10% among the general population. Out of all the unemployed in Kenya, 80% are under 35; and young women are particularly disadvantaged: 50% are unemployed, against 30% of young men. In order to reach its Big Four development agenda and the Kenya Vision 2030, the country needs to expand TVET to allow wide-based economic development of the country. These two development strategies call for technical skills in large numbers, skilled trades- and craftsmen, who currently are in very short supply. As most of the unemployed lack technical skills, it is expected that TVET can significantly contribute to alleviation of youth unemployment. The Government has successfully improved the image of TVET, leading to quick increase in TVET intake from 127,691 in 2012 to 202,556 merely 4 years later, but the quality of TVET is still considered insufficient for the needs of industry. Indeed increasing the quality and relevance of TVET is now the TVET Department's priority.

Finland recognises the rising number of youth as a mega-trend in Africa with a special relevance for inclusive development. Over 78% of Kenyans are under the age of 35, and this proportion is growing. Youth are the force of the future and agents of change, whose empowerment is key to unlock the potential for sustainable economic growth and social stability. Youth are recognized as central to Finland's country strategy for Kenya, and Finland intends, by its support, to contribute to targeted **young women and men with improved technical and vocational skills gain decent employment**. TVET is an especially relevant pathway out of poverty for youth from lower income backgrounds, young persons with disabilities and young women, due to which in addition to relevance and quality, focus must be directed to equal access. Finland aims to ensure opportunities for inclusion of youth into the workforce by improving their technical, vocational and work-life skills and by catalyzing the creation of decent jobs in a selected sector. The particular focus is on TVET-level youth, in order to leave no-one behind and to support a wide-based, diversified economy. In job creation, special attention will be paid to employment of young women and young persons with disabilities.

This impact area's goals align with Finland's development policy priority area 2 impact "Developing countries' own economies have generated more jobs, livelihood opportunities and well being", by contributing to job creation, and supports priority area 3 impact "People enjoy equitable quality education and accountable governance in inclusive, peaceful and democratic societies", as providing high quality TVET indeed reduces social, geographical and gender inequalities. The impact area feeds into Finland's country strategy, foremost the goal of empowering youth, but also the goal of un-locking inclusive economic growth. Possibilities for strategic collaboration with the EU including links to the Team Europe Initiatives (Green Deal and

Digitalisation) is looked for in the new programming. At the time of writing this document, the programmes for this impact area are being identified.

OUTCOME 2.1: Young women and men receive a technical and vocational education that is job-market aligned and includes sufficient practical training

When youth receive a high-quality TVET-education, they have a good chance to find gainful employment. This hinges on the assumption, that jobs indeed are available for such skills and professions, and that employers trust the educational certificates and indeed hire such youth. It is crucial that this education includes sufficient practical training, so that it corresponds to the needs of industry. This can be ensured by supporting industry involvement in TVET planning, implementation and skills testing.

OUTPUT: QUALITY AND RELEVANCE OF TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET) IMPROVED

The national level TVET-system will be improved so that it is better planned, better delivered and better assessed. This leads to youth receiving a TVET-education that is relevant, suitable for industry and workplace needs and includes sufficient practical training. With such education, youth have appropriate skills and hence are more likely to find employment with stable income.

To ensure the delivery of competence based education and training (CBET), existing and new TVET teachers need training. The purpose is to test best practices to improve the training of teachers so that they are capable and motivated to deliver relevant, practical and industry-adequate training to TVET –students. This better training will result in better learning results of students and hence higher chances of employment. The assumption is that the schools have adequate equipment and materials to allow teachers to deliver high quality training.

OUTCOME 2.2: There are decent jobs available for qualified young women and men in a selected sector

When companies in a selected sector grow their production and expand their operations, they will need new employees. This holds, if the growth is labour-intensive, and not focused on increased technologies that would replace jobs. These new jobs will improve youth employment, assuming that employers are willing to hire skilled young candidates.

OUTPUT: GROWTH OF SELECTED SECTOR CATALYZED, FOR INSTANCE BY REMOVING BARRIERS TO GROWTH, LEADING TO NEW JOBS BEING CREATED

One sector will be identified in which job creation will be catalyzed and for which Finland can add value with its skills and experience. One way to achieve this may be through removing barriers to growth and investments. The sector will be selected in such a way that it has potential to offer jobs to TVET-level youth, corresponds to Government's vision for the country's growth and has financial sustainability. The assumption is that actors in the selected sector will be willing to hire young TVET-graduates and able to find suitable candidates for the positions in the area where they are located, or that youth are willing to relocate for work.

INPUTS (ONGOING AND PLANNED PROJECTS AND OTHER INPUTS)

The plan is to have the following interventions:

- a. Finland intends to support an existing TVET-system development programme, designing its specific contribution in consultation with the Kenyan Ministry of Education's TVET-department. Part of the implementation may be through technical assistance and on pilot basis in one specific sector for testing of practices for implementing an improved system.
- b. Finland intends to support a programme for creating jobs for youth in a sector important to Kenya's industrial or productive development, for example the agribusiness sector. Finland's support will have the aim of creating jobs for particularly TVET-level youth.
- c. Finland finances programmes from the Fund for Local Cooperation (ongoing) supporting grassroots efforts in improving the employability of youth with a TVET-level educational background.

These will provide feedback from the field about quality of TVET and possible solutions to job seeking among graduates.

- d. The above are complemented with political dialogue with Government of Kenya to support youth employment, active participation in aid coordination fora and support to private sector initiatives, for instance for digital tools for education (Finnpartnership, BEAM, PIF, others). Institutional cooperation projects might be suitable also, and synergies will be sought with possible leveraging of regional and or global programmes financed by Finland and/or the EU in this area, and with for instance NGO programmes not programmed by the country team.

2 RISKS, MONITORING AND EVALUATION

2.1 Risk management

All development cooperation involves risks. Development cooperation is often conducted in complex and difficult conditions – in countries where the administrations may be weak, people live in extreme poverty and corruption is a problem.

The risks involved in the implementation of Country Programmes are assessed and monitored closely, but sometimes they materialise despite the taken precautions. Anticipating and managing risks is an essential part of the implementation of the Country Programmes: Risk assessments are done regularly and impact the programme design and decision making process at all stages. Risk mitigation measures, their success and materialized risks are reported annually.

In the Kenya country programme there are risks at the strategic level relating to an inadequate understanding of the complexity of the context and lack of synergies with other actors, in particular in the new programming of impact area 2. These risks will be mitigated as the programme planning advances through thorough preparatory work and active networking with other relevant actors. In addition, declining political support for the country programme priorities and possible changes in policy environment, particularly in women's rights, could hamper the programme implementation.

Operative risks relate to the continuation of COVID-19 and how the pandemic impedes the normal implementation of the project activities. Adaptive management is required so that projects remain relevant and realistic in the prevailing situation. Disruption in implementation can also occur due to political processes as general elections are held in August 2022, and a possible referendum in 2021 on suggested changes in the Constitution deriving from the Building Bridges Initiative. These political events risk diverting the administration's attention from policy implementation, can potentially create unrest in the society and will bring about changes in the political leadership that might have different priorities. To mitigate the effects on programmes they should be institutionalized as much as possible and the implementation schedules should take note of these political processes. Further, limited capacity of implementing partners could form a risk, that will be mitigated through provision of technical assistance and close dialogue with partners in implementation and monitoring.

Financial risks include lack of Kenyan Government funding commitment. The economic crisis following the COVID-19 pandemic has put strains on the national budget, which might not be sufficient for all Government's priorities, including counterpart funding to development projects. This will be mitigated by close dialogue with the Government in order to assure their commitment to the priority sectors and joint development projects. Corruption is endemic in Kenya and the risk of misuse of funds therefore exists, but this can be mitigated by having systems in place to prevent and detect any misuse.

In the context of Programme implementation, the risks are managed through careful planning, screening and selection of partners and funding channels. All Programmes report on the use of funding and the results of their work. The Ministry and Embassies follow the progress, the use of funds, and the reliability of reporting through steering groups, monitoring visits, independent evaluations and reviews and regular communication. Ministry also commissions external auditing companies to perform audits.

2.2 Monitoring, evaluation and learning

Country teams are in charge of monitoring the performance of Country Programmes for Development Cooperation. This work follows the MFA's principles and guidelines, especially the Guidelines on Results-based Management, the Manual for Bilateral Programs and the Evaluation Guidelines. In joint arrangements, Finland will participate in joint reviews and evaluations, and aims to support the development of local monitoring and evaluation frameworks and capacity.

The Country Programme is monitored closely. Monitoring and evaluation activities are identified in the monitoring and evaluation plan, which is updated and followed up regularly.

The Kenya country programme needs evidence-based decision-making to guide the existing programmes effectively and adapt them to the ever-changing environment. The new programme planning depends heavily on accurate analysis of needs and of effective means for creating change. This understanding will be sought by tailor-made analyses of existing sources and by dialogue with sector stakeholders. The identification mission for TVET and job creation programmes as well as the inception phase for the GBV programme in 2021 will be crucial in this regard. Evidence is needed particularly on the effectiveness of chosen strategies and policy instruments, to allow feed-back mechanisms and hence ensure desired results.

For the monitoring and evaluation of existing programmes, information will be collected continuously from programme reports, field visits, and dialogue with partners. These will allow timely adjustments to activities, if needed, and protect against risks of delays and misuse of funds. Monitoring visits to target counties will be of great importance, since travel was halted in 2020 due to COVID-19. Final evaluations will be carried out in all programmes and some of them combined, e.g. GBV bilateral and civil society support to get an overview of results of both response and prevention activities. Also FLC projects with similar objectives will be evaluated together for cross-county learning. A key source of experience-sharing and contextual follow-up are sectoral donor groups, which are important information-sharing platforms. The team will leverage existing studies and research on the sectors made by other donors, multilateral agencies, other stakeholders and Government actors, and utilize the analyses of local think-tanks to stay up-to-date on the newest developments. MFA's thematic communities of practice will also be a key source for peer-learning and experience sharing, enabling adoption of best practices and latest international development practices.

The collective monitoring and evaluation cycle of Finland's Country Programmes includes monitoring, evaluation and reporting activities, which are carried out simultaneously for all Country Programmes and in a fixed format. These include yearly reports, biannual synthesis reports, mid-term review and external evaluations.

In preparing the **annual results report** of the Country Programme for Development Cooperation the country team assesses not only the Programme performance as per the results framework but also assesses the validity of the theories of change and related assumptions and risks vis-à-vis the context. The Country Programme is monitored closely. Monitoring and evaluation activities are identified in the monitoring and evaluation plan, which is updated and followed up regularly. The annual report is discussed within the respective regional department.

A synthesis report of the annual reports is prepared as a joint effort by the regional departments every two years. The departments synthesise main findings or trends found in all of the Country Programme yearly results reports.

Country teams will carry out a **mid-term review** of the Country Programme. The mid-term review results and recommendations are used for decision making on whether changes are needed in Country Programme impact areas. The MFA Evaluation Unit may carry out an evaluation of Country Programmes towards the end of the Country Programme cycle.

2.3 Tentative financing plan

The financial frame for 2021–2024 is approximately 32 million euros. The financing plan includes the bilateral development cooperation that is programmed under the Country Programme. It does not include humanitarian aid, private sector instruments or support to Finnish civil society organisations.



