

ABRIDGED VERSION

Gender Assessment of the Financing Locally Led Climate Action (FLLoCA) Program



AKINA MAMA
WA AFRIKA



CRAWN TRUST
Community Advocacy and Awareness Trust



SIAYA MUUNGANO
NETWORK
Building a resilient and inclusive society.



THE SOVEREIGN WOMAN



Women's
Empowerment
Link
One for the Advancement of Women for the Advancement of Africa

Acronyms

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| AMwA | Akina Mama wa Afrika |
| AU | African Union |
| CBOs | Community-Based Organisations |
| CIDPs | County Integrated Development Plans |
| CRAWN | Community Advocacy and Awareness Trust |
| EAC | East African Community |
| FLLoCA | Financing Locally Led Climate Action |
| KIPPRA | Kenya Institute for Public Policy Research and Analysis |
| LAWA | Lamu Women Alliance |
| NCCAP | National Climate Change Action Plan |
| NGOs | Non- Governmental Organisations |
| PWDs | People/ Persons with Disabilities |
| SIMUN | Siaya Muungano Network |
| UNFCCC | United Nations Framework Convention on Climate Change |
| WCCPCs | Ward Climate Change Planning Committees |
| WEL | Women's Empowerment Link |
| WWNRC | Women in Water and Natural Resource Conservation |





Chapter One:

Introduction and Background

1.1 About Financing Locally Led Climate Action (FLLoCA)

The Government of Kenya through The National Treasury received funds from the World Bank towards Financing Locally-Led Climate Action (FLLoCA) Program. The program development objective is to deliver locally-led climate resilience actions and strengthen county and national governments' capacity to manage climate risks. The program focuses on capitalizing on the National and County Climate Change Funds; building county-level capacity for planning, budgeting, reporting and implementation of local climate actions in partnership with communities; and strengthening of national-level capacity for coordination, monitoring and reporting. The FLLoCA program is being implemented by the National Government in collaboration with County Governments.

1.2 Background

The consequences of climate change exacerbate and amplify existing structural imbalances, particularly those between men and women. This is particularly evident in regions where women depend on climate-sensitive socio-economic endeavors such as agriculture and manual labor for their livelihoods. Consequently, the intersection of gender inequality and the climate crisis stands as a paramount challenge of our era, endangering the lifestyles, economic activities, health, safety, and security of women and girls globally.

In numerous areas of Kenya, especially rural settings, women face heightened vulnerability to the impacts of climate change, including droughts, floods, and shifting weather patterns. These consequences extend to jeopardizing their livelihoods, food security, and overall well-being. Compounding this, women in Kenya often encounter restricted access to essential resources like land, credit, and technology, impeding their capacity to adapt to climate change and engage in climate-resilient practices.

1.3 Purpose and Objective of the Policy Brief

The Akina Mama Wa Afrika (AMwA) Kenya partners; the Community Advocacy and Awareness Trust (CRAWN Trust), Lamu Women Alliance (LAWA), Women's Empowerment Link (WEL) and Siaya Muungano Network (SIMUN) conducted a gender assessment on the FLLoCA program between 2023 and 2024, highlighting key gender priorities and considerations and examined the inequalities present in the execution of the FLLoCA program led by the government of Kenya, which was being expanded in the country. The analysis on FLLoCA at the community level indicates that gender aspects are considered, particularly regarding the roles and participation of different genders in climate change initiatives. This policy brief aims to devise potential gender mainstreaming strategies to rectify the identified gaps by key stakeholders working to deliver locally-led climate resilience actions.



Chapter Two:

Situational and Context Analysis

2.1 Situational Analysis

Gender inclusion in local climate actions in Kenya is increasingly recognized as essential for achieving climate resilience, but the reality on the ground reveals persistent gaps, particularly for women, youth, persons with disabilities (PWDs), indigenous communities and other marginalized groups. The National Climate Change Action Plan (NCCAP) III (2023- 2027) and the Climate Change Act (2016) provide a yardstick for gender- responsive climate policies.

However, the implementation of these frameworks has been inconsistent, with gender considerations often treated as secondary to broader climate mitigation and adaptation efforts, and in cases where there is gender mainstreaming, gender issues are treated as homogenous without considering the unique intersections that exist within the gender discourse.

While, the government of Kenya, in collaboration with development partners, has developed a National Gender and Climate Change Plan, aiming to address gender disparities in climate interventions, gender mainstreaming in climate governance is still at an early stage. While such policies exist within the climate change landscape in Kenya, their enforcement at county levels varies significantly, leading to and worsening existing disparities in how different groups experience climate change. A lack of localized, intersectional gender data further hinders the

effective design of climate interventions that address the diverse realities of the different actors in climate change action.

2.2 Existing Initiatives Promoting Gender Inclusion in Local Led Climate Actions

Various initiatives have demonstrated women's ability to drive local climate resilience. These initiatives include the women-led reforestation programs such as the initiatives on the Kakamega Rainforest where organisations like Women in Water and Natural Resource Conservation (WWNRC) in Western Kenya empower women to plant trees, protect the forest and advocate for conservation within their communities.

Another example is the Forest Carbon Champions who are leading the way for environmental conservation efforts across 8 counties in Kenya including Siaya, Nyeri and Murang'a. Equally important, there is existence of community climate committees or Ward Climate Change Planning Committees (WCCPCs) which are responsible for prioritizing climate change adaptation projects based on community needs within various wards.

The FLLoCA program also demonstrates a commitment to gender mainstreaming into local climate actions. The implementation unit has a substantial budget dedicated to enhancing gender mainstreaming efforts, and the project appraisal

document mandates that 30% of total grants benefit women directly. Counties, serving as the platform for FLLoCA implementation, have established legislative frameworks to facilitate local climate solutions. FLLoCA has developed gender and social guidelines for the 45 targeted counties (with the exception of Nairobi and Mombasa who did not meet the requirements threshold), requiring 30% of funding to support women's initiatives for adaptation and mitigation.

Despite these contributions, women's participation in decision making processes related to climate governance remains limited. Leadership roles in county-level climate initiatives and policy formulation are often dominated by men, reducing women's influence on climate change action planning. Moreover, social norms and cultural barriers continue to sideline women's voices in climate-related discourses making it difficult for them to advocate for gender-sensitive adaptation strategies.

2.3 Existing Policy Landscape on Gender Mainstreaming in Climate Change Actions

At the global level, the United Nations Framework Convention on Climate Change (UNFCCC) has increasingly emphasized gender-responsive climate policies. The latest UNFCCC report highlights that climate change policies and actions worldwide are progressively incorporating gender considerations, acknowledging the unique vulnerabilities women face and their crucial contributions to effective adaptation strategies.

In Africa, the African Union (AU)'s Agenda 2063 underscores the importance of inclusive development, advocating for the empowerment of women in all sectors, including climate action. The AU Climate Change and Resilient Development Strategy and Action Plan (2022-2032) emphasizes the need for gender-sensitive approaches to enhance the resilience of communities across the continent.

Regionally, the East African Community (EAC) Climate Change Policy recognises the disproportionate impact of climate change on women and calls for integration of gender considerations into climate change programs and policies. The policy advocates for the active participation of women in climate change initiatives to ensure equitable and effective outcomes.

At the national level, Kenya has established several policy frameworks to address climate change with a focus on gender inclusion. The Climate Change Act, 2016 mandated the creation of Climate Change Units within all government ministries, departments, and agencies, facilitating the mainstreaming of gender into climate change policies and actions. In addition, the NCCAP III (2023-2027) outlines the strategies for climate change mitigation and adaptation, emphasizing the importance of gender-responsive approaches to ensure gender and Climate Change Action Plan (2023-2027) is currently under development with the aim to implement the NCCAP in a gender responsive manner, specifically addressing challenges faced by women in the context of climate change. The AMWA Kenya partners have been supporting this process.

At the county level, the integration of gender considerations into climate change varies. Some counties like Garissa, Isiolo, Kitui, Makueni and Wajir, have established and are currently implementing County Climate Change Funds to support local initiatives. These funds often include provisions for the inclusion of marginalized groups, such as women, youth and PWDs, in decision-making processes. The principle of bottom-up democratic selection of committees aims to ensure that local climate actions are inclusive and representative.

Despite the existence of these policy frameworks, several challenges hinder the effective implementation of gender-inclusive climate actions at the local level. These include, but are not limited to, limited awareness and capacity, insufficient coordination, resource constraints and socio-cultural barriers. There is often a lack of understanding among policymakers and implementers regarding the importance of gender mainstreaming in climate policies.

This gap leads to inadequate integration of gender considerations in planning and execution. Secondly, coordination between national and county governments, as well as among various stakeholders, is often weak. This fragmentation hampers the coherent implementation of gender-responsive climate actions. Moreover, Limited financial and human resources at the county level impeded the effective implementation of gender-inclusive climate initiatives.



Chapter Three:

Key findings and Emerging Issues

The Gender Assessment study conducted on the FLLoCA program established that there are a myriad of overlapping barriers that restrict women's ability to effectively participate in local climate actions. These barriers include, but are not limited to, limited access to resources and information, socio-cultural norms and power imbalances, lack of climate-specific gender awareness, ineffective policy implementation and discriminatory climate financing.

3.1 Participation in Decision Making

The FLLoCA program is guided by the two thirds gender rule in leadership that must be adhered to and enhances inclusion of women in top leadership positions. FLLoCA has been instrumental in supporting the involvement and decision-making of both women and men in community affairs. Through public participation, FLLoCA ensures gender equity across all county departments. At the community level, women and men are equally represented in various levels of traditional governance systems, including ward climate change committees. The two-thirds gender rule is fully operational, allowing both men and women to hold leadership positions without specific reservations.

However despite these interventions in place, the meaningful participation and engagement of women in public involvement and local climate solutions, including initiatives like FLLoCA, remains insufficient. At the community level in most counties, women face challenges in challenging the perspectives of men, and even when they participate, their opinions are often disregarded. There is a tendency for men to convene before official meetings, reaching a consensus that influences interactions with external entities, including county government officials

In most communities in Kenya, traditional gender roles discourage women from participating in decision-making spaces, particularly in male-dominated governance structures. Women's voices are often underrepresented in national delegations to the UNFCCC. The limited participation can lead to gender-blind climate policies that do not take into account the unique needs and perspectives of women.

Findings from the gender assessment conducted on the FLLoCA program further revealed that policymakers and local leaders also have inadequate training on intersectional, gender-sensitive

climate adaptation strategies, thereby limiting their ability to integrate gender considerations into local climate actions decision making processes. This results in superficial and one-size-fits-all gender considerations that fail to address the needs of women with diverse identities

3.2 Socio-Cultural Norms and Roles

Socio-Cultural Norms: Kenya, characterized by diverse cultural and social contexts deeply rooted in community relations and ways of life, presents specific challenges. Established socio-cultural practices and patriarchal elements, such as the family system, marriage, religion, and other community ceremonies, rites and practices such as inheritance, tend to favour men and perpetuate gender disparities. This, in turn, places barriers to women's participation in local climate actions. Within ward climate change planning committees, men predominantly hold leadership positions and control decision-making processes related to climate change. Inadequate support for women in leadership from their female counterparts further obstructs collective efforts to advance women's interests in climate change impact management.

Roles of Women and Men: At community level, the roles of men and women in decision-making are distinct and significantly impact local climate actions. Women typically handle household-level decisions, such as what to cook, what crops to plant, and when to harvest. In contrast, men are responsible for macro-level decisions, including property rights, ownership, and choices about natural resources like tree cutting and planting. Joint decisions, often involving both men and women, generally pertain to where their children can settle or cultivate land. These dynamics can affect the implementation of climate initiatives, as the limited influence of women can hinder the acceptance and rollout of such actions.

3.3 Access and Control of Resources

Access to Land; Articles 40 and 60 (f) of the Constitution of Kenya (2010) provide for the right of all Kenyans to hold and own property, and the elimination of gender discrimination in practices related to land and property in land, respectively. The National Land Policy of 2009 aims to protect women's land rights by promoting women's participation in land-related decisions. Despite these existing legal

frameworks, women in Kenya face significant bias in the ownership and control of land owing to the deeply ingrained patriarchal system prevalent in many communities. Women often lack secure land tenure and property rights, which limits their ability to invest in climate-resilient farming practices and benefit from climate-related initiatives.

Access to Finance: Women have limited access to credit, loans, and other financial resources necessary to invest in climate-resilient technologies and businesses. Many women in Kenya are economically disadvantaged, which makes it harder for them to invest in climate change adaptation measures. They may prioritize daily survival needs over participation in climate action. Women also often face challenges accessing financial resources for projects that address climate change, such as smallholder agriculture or renewable energy initiatives.

Findings from the gender assessment conducted on FLLoCA program further revealed that most women-led and community-based organisations (CBOs) struggle to access climate finance due to complex application procedures, lack of collateral for credit, and limited financial literacy. Small scale farmers and informal workers, who are predominantly women, receive little to no financial support for climate adaptation strategies.

Access to Education and Skills: In some rural areas, women have lower literacy rates compared to men, which hinders their ability to engage with climate-related information, education, and training programs. Many women may not have adequate access to information on climate change, the opportunities for involvement in actions, or the long-term impacts of climate change.

Gender inequality in education and skills development limits women's ability to understand and participate in climate change adaptation and mitigation efforts. Findings from the gender assessment on FLLoCA also established that women have limited access to information about climate change risks and opportunities, as well as climate-related technologies and innovation.

3.4 Institutional Capacity and Funding

Institutional Capacity: While national policies support gender mainstreaming, counties face challenges in enforcing these policies due to limited capacity, funding constraints and competing development

priorities. While there have been numerous sessions focusing on gender-sensitive indicators and mainstreaming at the national level, there is a crucial need to enhance the capacities of both national and county staff. This capacity building should aim at ensuring a comprehensive comprehension of gender mainstreaming principles, going beyond mere data collection of men and women.


Policy Limitations: Literature reviews indicate that discussions on climate change policies often neglected the aspect of gender, which goes beyond the scope of climate change projects like the FLLoCA initiative. This oversight is rooted in the recognition of the distinct impacts of climate change, particularly on vulnerable populations such as women, the elderly, immigrants, and indigenous groups. These marginalized segments are structurally susceptible, experiencing varying effects based on gender-specific power dynamics, roles, and responsibilities at the household and community levels

Financing Climate Actions: Funding for climate action in Kenya remains inadequate, with significant gender gaps in climate finance allocation. The majority of funds are directed towards large-scale mitigation projects, often failing to address the adaptation needs of marginalized groups. Women, indigenous communities, and youth-led organisations receive disproportionately lower funding allocations despite being at the frontline of climate action. Kenya, like other African nations, receive less than 1% of global climate financing, making it difficult to scale gender-responsive climate solutions.

The FLLoCA Program, supported by the World Bank, seeks to strengthen county-level climate governance and ensure that most of the funds directly benefit women-led initiatives in the climate change space. However, access to these funds remains limited for grassroots women-led organisations due to bureaucratic challenges and lack of financial literacy. Likewise, while some non-governmental organisations (NGOs) and international donors have created funding mechanisms to support women's climate initiatives, these programs often lack sustainability due to short funding cycles and dependency on external support.

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Chapter Four:

Policy Actions & Recommendations

Gender inclusion in local climate actions in Kenya requires an intersectional, rights-based approach that acknowledges the diverse experiences of women, youth, indigenous people and other marginalized communities. While policy frameworks exist, implementation remains skewed. Addressing these discrepancies requires strengthened local governance structures, enhanced financial accessibility for marginalized groups and capacity building efforts to mainstream intersectional gender analysis in climate policy making. To promote meaningful gender inclusion and participation in local led climate action, this policy brief recommends;

- i. **Promote Gender-Sensitive Budgeting:** Implement gender-sensitive budgeting practices and regularly review budget allocations for climate change actions to ensure they support gender equity objectives. FLLoCA should lobby counties to implement the developed gender and social guidelines requiring 30% of funding from counties to support women’s initiatives for adaptation and mitigation.
- ii. **Integrate Gender-Specific Needs in Climate Initiatives:** The FLLoCA project should incorporate the specific needs and challenges faced by women, especially those heavily impacted by climate change such as fisher folk and widows. This integration should ensure their active involvement in resilience and adaptation initiatives, addressing unique vulnerabilities and promoting their perspectives in decision-making processes.
- iii. **Enhance Awareness and Capacity Building:** Extensive efforts should be made to create awareness and build the capacity of Ward Climate Change Planning Committees (WCCPC). This includes follow-up actions to disseminate knowledge throughout the community and continuous training to ensure committees at all levels can effectively address and articulate gender issues. Building leadership capacities of women in climate action and building a network of high-level women leaders on climate action (ministerial and local government networks) can contribute to transformations in inclusion, participation and better outcomes for women.
- iv. **Contextualize and Mainstream Gender Issues:** Gender issues should be contextualized to address specific local dynamics and challenges. FLLoCA should support counties in re-evaluating structural barriers to gender equality, employing action research for targeted gender mainstreaming, and ensuring active involvement

- of gender departments in climate operations at all levels. This approach should include detailed disability classifications and ensure inclusive representation of people with disabilities (PWDs).
- v. Capacity Strengthening on Gender and Social Inclusion: Provide additional gender and social inclusion training for program staff, county officials, ward, county committees and women in climate action as well as develop and implement targeted training programs on gender sensitivity and social inclusion for this target group.
 - vi. Regular Review of Climate Change Legislations: Regularly update the County Based Climate Change Act and other relevant documents to ensure they reflect current best practices in gender mainstreaming. Conduct periodic reviews to assess the effectiveness of gender mainstreaming efforts and ensure continuous incorporation of gender mainstreaming issues in all policy documents, plans, and programs under FLLoCA.
 - vii. Support Women's Organizations: Increase the involvement of women's organizations in managing natural resources and making decisions under the FLLoCA program. It is crucial to acknowledge and support their contributions within community governance frameworks, ensuring they are actively engaged in environmental and climate-related activities under implementation. The FLLoCA program should also identify pathways of increasing access to climate finance for gender-transformative, women-led, women-owned, and women-benefiting organizations that address climate change.
 - viii. Sustain and Enhance Community Involvement: Ensure sustained community involvement and feedback in the FLLoCA program to strengthen its effectiveness and sustainability. Develop strategies to actively involve communities in identifying issues and solutions. Promote ongoing dialogue between communities and program implementers to maintain engagement and relevance.
 - ix. Facilitate Sharing of Best Practices and Lessons Learned: FLLoCA should develop a structured platform for sharing best practices and lessons learned from CSO forums with key FLLoCA actors, ensuring that these insights are systematically integrated into the program's strategies and implementation plans. This platform should facilitate regular communication and updates, allowing for the continuous incorporation of best practices and feedback. By doing so, FLLoCA can enhance its approach to gender mainstreaming and other critical aspects of the program, ensuring that its strategies are informed by external expertise and experiences
 - x. Enhance Transparency and Clarity in Program Goals and Actions: Improve transparency and clarity regarding FLLoCA's goals, actions, and expectations related to gender equality by clearly communicating the program's objectives, strategies, and progress on gender inclusion. Provide regular updates and create opportunities for stakeholders to ask questions and offer input, ensuring that all parties involved are well-informed and engaged in the program's gender equity efforts. This approach will foster greater understanding and support, contributing to the successful implementation of gender-focused initiatives.
 - xi. Enhance Coordination and Collaboration: Enhance coordination and collaboration between FLLoCA and civil society organizations, especially those working with vulnerable groups, by fostering stronger partnerships and regularly aligning efforts. This will ensure that strategies and actions are well-coordinated and impactful in addressing gender and inclusion issues, maximizing the effectiveness of interventions and leveraging the expertise and resources of CSOs to better support and empower marginalized communities.
 - xii. Strengthen Stakeholder Engagement and Feedback Mechanisms: Enhance consultation and feedback mechanisms with stakeholders across various levels by establishing formal processes for ongoing engagement at the ward, county, and national levels. Regularly collect and analyze feedback to better understand the impacts on different groups and use this information to make informed adjustments to the program, ensuring that it effectively addresses the needs and concerns of all stakeholders.
 - xiii. Promote Research and Evidence Generation: Investing in research and evidence generation on women and gender transformative climate action

as a pathway for evidence-informed policy and decision-making on climate action. FLLoCA program good practices that can be scaled up to community-based projects.

xiv. Strengthen Women Participation in Climate Action: Foster women's self-mobilization, inclusion and leadership for strengthened women's participation in climate action at all levels of decision-making. Initiatives such as FLLoCA provide an opportunity to intentionally invest in working with women leaders at multiple levels: leaders at local, national, regional and international levels and national governments and with women in rural and urban settings to address the centrality of women's representation, participation and financing of women's climate change challenges.

xv. Develop Policy Analysis Tools: FLLoCA should support the development context-specific gender and policy analysis tools to be used by policymakers and implementer's agencies and departments on Climate Change, Biodiversity, Gender Equality and Women's Empowerment

xvi. Promote Women Land Rights: FLLoCA project should work with Ministries in charge of land at National and County level in collaboration with different private actors in land to conduct civic education in the counties to address the discriminatory customary practices limiting land ownership among women. Access, ownership and control of to land will promote women participation in the design, implementation and management of climate change actions at the local level.



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Community Advocacy & Awareness (CRAWN) Trust

4th Floor All African Conference of Churches of Kenya, Waiyaki Way, Westlands.
P.O Box 943-00621, Nairobi, Tel: 020-2664505, E-mail: crawn@crawntrust.org

