

IMPLEMENTATION OF THE GENDER MAINSTREAMING POLICY
IN THE PUBLIC SERVICE IN KENYA: COMMUNICATION AS THE
MISSING LINK

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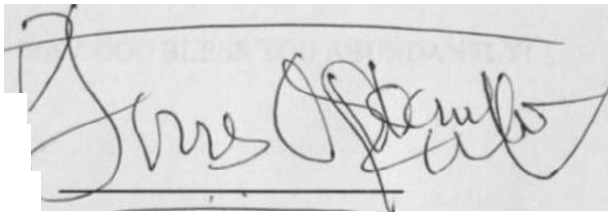
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This Research Project is my original work and has not been submitted for a degree in any other University

ELIZABETH OWENDI OCHOLI

DATE

This Research Project has been submitted for the award of M.A degree in Mass Communication and Media Studies with my approval as the University Supervisor

A handwritten signature in black ink, appearing to read 'Polycarp Omoilo Ochiolo', written over a horizontal line.

POLYCARP OMOLO OCHILO

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ACKNOWLEDGEMENT

I take this opportunity to acknowledge the contributions of various parties and persons to the realization of the awesome task of writing this work. First am highly indebted to God, my creator and redeemer, who made provisions, directly or indirectly through different persons for all the needs that arose during the period of my study.

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My sincere appreciation goes to Mr. Wilys and His wife Helen for their significant contribution in making my dream a reality.

MAY GOD BLESS YOU ABUNDANTLY!

DEDICATION

I dedicate this thesis to my parents the late Mr. Rodson Ocholi Oyando

and Mrs. Joan Ocholi

List of Tables

Table 1: the Number of males and Females who have spent 1-20 years in school

Table 2: Distribution of Civil Service Workforce by Job Group Categories and Sex

Table 3: Political and Senior Decision making positions by sex

Table 4: How did you learn about Gender Mainstreaming?

Table 5: Do you agree that Gender mainstreaming is clearly understood in the Public Service?

Abstract

Since the Government of Kenya made deliberate efforts to improve the state of the woman by formulating the National Policy on Gender, this study sought to find out how this policy has been communicated in the Public Service, whether it had been effective in influencing behaviour change as well as the challenges that have been faced while implementing Gender Mainstreaming.

Chapter one and two of this study gives a background to disparities that exist between men and women and their implication on development. The gaps were in regard to access to employment, education and power. They two chapters also deal with definitions, the importance of a communication strategy as well as the various approaches used in communication.

Chapter Three deals with Methodology. The researcher used both existing literature on the subject as well as field research through two questionnaires to collect information. One of questionnaires was administered to respondents in the public service and the other to those involved in Gender Mainstreaming at the Ministry of Gender, Children and Social Development as well as the National Commission for Gender and Development. The data was then analysed by a data analyst.

Findings, recommendations and conclusions are dealt with in Chapter Five and six. The study found that while the Policy had included communication and advocacy as one of its core targets, there wasn't evidence of deliberate support of the same outside the normal Government communication modes such as the Circular. It was also found that the mass media was least used in Gender mainstreaming efforts. Thus, the Government Circular was widely used in conveying information on Gender Mainstreaming and it had created very high awareness but modest understanding of the Gender Mainstreaming concept in the Public Service.

These findings, therefore, mean that deliberate efforts have to be made to include rigorous advocacy plans within the plans of Gender Mainstreaming and to support it with adequate financial and human resources for greater success to be realised.

Elizabeth Owendi Ocholi

Table of Contents

Acknowledgement.....	ii
Dedication.....	iii
List of Tables.....	iv
Abstract.....	v
Table of Contents.....	vi
CHAPTER I: GENDER ISSUES: AN OVERVIEW.....	1
1.1 Introduction:.....	1
1.2 Statement of the Problem.....	10
1.3 Objectives of the study.....	15
1.4 Justification of the study.....	16
1.5 Theoretical framework.....	20
1.6 Conclusion.....	31
References.....	33
CHAPTER II: LITERATURE REVIEW.....	34
2.1 Introduction.....	34
2.2 Definitions.....	34
2.3 Disparities existing between men and women.....	36
2.4 The importance of a communication strategy.....	39
2.5 Approaches used in communication Activities.....	43
2.5.1 Mass media:.....	44
2.5.2 Traditional media and interpersonal relations:.....	50
2.5.3 Training and Educational programmes.....	53
2.5.4 Multi media:.....	54
2.6 Conclusion.....	56

References.....	58
CHAPTER 3: METHODOLOGY.....	59
3.1 Introduction.....	59
3.2 The sampling process.....	60
3.3 Data collection Methods.....	62
3.4 Data analysis.....	64
3.5 Challenges and Limitations of the study.....	65
3.6 Conclusion.....	66
References.....	68
CHAPTER 4: THE FINDINGS OF STUDY.....	69
4.1 Introduction.....	69
4.2 Findings.....	69
4.3 Conclusion.....	107
References.....	109
CHAPTER 5: SUMMARY RECOMMENDATIONS AND CONCLUSIONS.....	110
5.1 Introduction.....	110
5.2 Summary Recommendations.....	110
5.3 Conclusions.....	115
References.....	120
Bibliography.....	121
Annexes.....	124
Annex 1: Questionnaire 1.....	124
Annex 2: Questionnaire2.....	129

CHAPTER I: GENDER ISSUES: AN OVERVIEW

1.1 Introduction:

The needs and priorities of half of humankind have yet to make it to the forefront of the development agenda. Of the world's 1 billion poorest people, three fifths are women and girls; two thirds of the 960 million adults in the world, who cannot read, are women; while 70% of the 130 million children who are not enrolled in school are girls (UNDP fact sheet @ www.ararteko.net). And, except Rwanda and the Nordic countries, women are fewer in parliaments making up, on average, only 16 percent of parliamentarian's worldwide; for example in 2010, only 9 of 151 elected Heads of State were women; only 11 of 192 Heads of Government were women; and only 16 % of women held ministerial positions world wide (UN Fact Sheet 2010:1)

Besides that, women typically earn less than men because they are concentrated in low-paying jobs and they earn less for the same work. Although they spend about 70 percent of their time caring for family members, that contribution to the global economy remains invisible mainly due to the cultural division of labour which recognises in most

instances the contribution of the man which is paid for, than of the woman (UN Women watch: 2012: 1). In addition, up to half of all adult women have experienced violence at the hands of their intimate partners and Systematic sexual violence against women has characterized almost all recent armed conflicts and is used as a tool of terror and 'ethnic cleansing' (UNDP fact sheet @ www.ararteko.net).

Besides, 57 percent of those living with HIV in sub-Saharan Africa are women; and young women aged 15-24 are at least three times more likely to be infected than men of the same age. That is besides half a million women who die and, another at least 9 million more who suffer serious injuries or disabilities from preventable complications of pregnancy and childbirth (UNDP fact sheet @ www.ararteko.net)

The findings above are consistent with the report in the World Bank's Gender Strategy paper (January 2002:4), where it is reported that there was strong empirical evidence that the gender-based division of labor led to inequalities which slowed development, economic growth, and poverty reduction. These inequalities lower the productivity of labour, in both the short term and the long term, and create inefficiencies in labor

allocation in households and the general economy. They also contribute to poverty and reduce human well-being (World Bank Gender Strategy Paper: 2002:4).

These findings demonstrate that gender issues were an important dimension in the fight against poverty as a component of the Millennium Development Goals. Although, the nature and importance of gender issues in poverty reduction and growth vary from country to country, significant gender disparities are found in all regions of the world. Success in reducing the disparities, according to the World Bank's Gender Strategy paper of January 2002, is largely dependent on how the strategies to reduce the disparities are communicated.

Various attempts have been undertaken around the world to address the disparities between men and women. On the international scene, various agreements and conventions have been signed by member states to promote Gender Equality. The United Nations was the first through its charter to introduce codification of women's' rights in international law. Over the years, the United Nations' global conferences such as Mexico City 1975, Copenhagen 1980, Nairobi 1985 and Beijing

1995 have strengthened the resolutions of these conferences and have in turn been adopted by various United Nations member states and are used in promoting Gender Issues (Women: Global Gender Agenda: 1997:1-2).

In Africa, the African Union has passed eight policy commitments in its Gender Policy. All member states were signatory to the Policy and were required to adhere to the stipulations of the policy. Some of the eight commitments of the African Union Gender Policy include: creating an enabling and stable environment- commitment to equal representation between men and women in decision making; legislation and legal protection actions against discrimination for ensuring gender equality by ensuring future treaties, declarations, protocols and decisions, were gender responsive; and mobilizing stakeholders for implementing the African Union gender policy by implementing Advocacy and Awareness campaigns and fostering engagement and dialogue on gender equality and women's empowerment among Africa's societies and citizens (African Union Gender Policy 2009:13-19)

Therefore, the various attempts to empower women all over the world through efforts such as feminine movements, individual sacrifices, policies and awards in trying to make Gender Mainstreaming feasible have been instrumental in creating an environment that is increasingly becoming friendly to woman empowerment.

Due to those efforts that are aimed at Gender Mainstreaming, some countries of Africa such as Ghana offer free basic education, though without any specific affirmative guidelines. Even so, this has enhanced the number of girls attending school in Ghana. However, Ghana had an additional view that gender issues represented Western Feminist agenda (DFID synthesis Report, October 2000). These views represent to a large extent the perception of Gender Mainstreaming in most countries of the world and particularly Africa.

In another country in Africa, Uganda, free primary education was offered for 4 siblings per household, two of which had to be females. However, despite effective decentralisation of education development initiatives and some positive moves towards gender equality, women are still not able to participate equally with men due to poverty and the strength of

the patriarchal social constructs which constrain responsiveness to government led change in Uganda (DFID synthesis Report, October 2000).

Despite those efforts among African countries, donors in Africa do not share a clearly articulated common commitment to Gender Mainstreaming for most countries of Africa. This appears to be linked to a perception among some donor personnel that 'gender is a Western agenda' and a perception that too assertive an approach will compromise African values (DFID synthesis Report, October 2000).

In Kenya, the KDHS (2008-9:16, 38 and 214) indicated that there were disparities that existed in the Kenya Society regarding access to education, employment and power. The survey also indicated that the social and economic background of the woman had a bearing on her chances of experiencing physical violence. These disparities led the government to go for affirmative action to empower more women and bridge the gap between the genders. The country's vision 2030 was also committed to attaining the Millennium Development goals by the year 2015. This vision targeted, among other issues, reduction in poverty and

universal education, besides prevention of discrimination. It would therefore, not be realistic for the country to struggle to attain the goals with one of the gender while leaving out the other as this would slow down attainment of the goals.

The national machinery for coordinating Gender Mainstreaming in Kenya is the Division of Gender within the Ministry Of Gender, Children and Social Development. The Ministry, through the National Policy on Gender and Development 2000 provides the framework for the state to address gender imbalances and inequality. The government also established a National Commission for Gender and Development in the year 2004 to oversee the implementation of Gender Mainstreaming activities in the country.

Despite that, many legal provisions are still in the process of being promulgated and positive effects are therefore yet to be seen. In addition, legal literacy is low resulting in many women being unaware of civil laws; hence, customary laws which often discriminate against them are reverted to. In addition, Kenya has a vibrant Non Governmental Organisation sector, but many of the NGOs which deal with gender

concerns address practical gender interests only such as Female Genital Mutilation and Gender based violence. Those which address strategic interests often lack capacity and funding (Geisler: 2007)

Although, the Ministry of Gender Children and Social Development succeeded in coordinating formulation of the National Gender Policy 2000 to guide Mainstreaming of gender issues in operations of the Public Service (Geisler: 2007), a close examination of the strategic plan, the Ministry website and other literature related to the Gender Ministry revealed an absence of a clearly stipulated strategy on disseminating the Gender Policy. This was despite the UNDP Strategy 2008-2011 indicating that Gender Mainstreaming required a component of communication and advocacy to contribute to improved substantive performance based on the understanding of the potential development of gender equality activities (UNDP Strategy 2008-2011:39).

The absence of a clear communication strategy on how to communicate the policy slowed down adoption of the guidelines of the policy for behaviour change. However, the guidelines of the policy were adopted in the public service and were being implemented alongside other

government legal requirements. This meant that the Ministry relied largely on legal measures for implementation and lacks a participatory framework which comes with a communication strategy (DFID: 2000:17).

The goal of this thesis, therefore, is to identify the approaches that have been used in Gender Mainstreaming, the effectiveness of those approaches and the challenges encountered in the course of implementing Gender Mainstreaming in the Public Service of Kenya and to make policy recommendations that would enhance implementation of the policy for faster realization of equity and equality in Kenya. It is expected that a clear communication strategy will enhance effectiveness in Gender Mainstreaming and subsequently, behaviour change to adoption of Gender Equity and Equality.

1.2 Statement of the Problem

Despite the indication in the last Population census that there were more women than men in the country at 19,417,639 and 19,192,458 respectively, there still exist gaps that show the female gender to be at a disadvantage in regard to access to education, employment and decision making. For example, the level of education was 6.0 average completed years of school for males against 5.2 years for females as per the last census results (KDHS 2008-9:16). In addition, though the introduction of Free Primary Education (FPE) created near gender parity in primary school enrolment in most parts of the country, enrolment in secondary schools was skewed at 31.7% and 27.5% for boys and girls respectively. Employment level was 57% for women and 87% for men age 15-49 (KDHS 2008-9:38); while Women owned only 5% of land titles. Ironically, women were leading in the prevalence of HIV and Aids at 8 % against 4% for men (KDHS 2008-9:214).

The existing gaps between the genders were due to various reasons. One of the main reasons was culture, where most cultures encouraged son preference (Mikkola: 2007:7). The preference for sons ensured that they

were given preferential treatment in access to education which in turn gave them access to better paying jobs and thus better economic status. Another reason for the gender gaps was values and religion which also gave greater preference to the male while assigning the woman responsibilities of homemaking. This resulted in a similar situation as that of cultural inclination (Mikkola: 2007:7).

The situation in the public service of Kenya could in no way be different from that existing in the society around it. The gaps that existed in the country were a mirror of what the public service was (Suda C.: 2002: 301). This was because the public service got its manpower from employing the best in academic qualifications and experience. That meant that since it was more men who had access to good education, then most of its employees, who also earned more and who occupied decision making ranks were men.

The situation of the imbalance in access to education, access to wealth and capacity to make decisions are issues that push to the fore the need to enhance equity among the genders for development of the country. To attain equity, the Public Service of Kenya formulated the National

Policy on Gender and Development to focus on empowerment strategies that not only demonstrated the understanding of the linkages between the reproductive and productive roles of women, but also recognized the need to adopt equity as a goal through the removal of disparities between men and women (Gender Policy: 2000:3). This view, however, mainly determined to take some of the traditional power and dominance of men. The empowerment strategies did not adequately demonstrate their consideration of the significance of organised communication in selling new ideas. These strategies should have demonstrated how they were going to address the fears of men on the possibility of losing dominance and how they would assure them that mainstreaming was for the benefit of the whole society. Thus Gender Mainstreaming would not seem to take away the dominance of men, since communication would have led people to understand the importance of sharing their power, wealth and decision making across both genders without fearing that one gender would overthrow the other in dominance.

While the government used various approaches such as affirmative action through the performance contract, development of training manuals for Gender Officers, publicity of annual forums such as the

International Women's Day And 16 Days Of Activism, introduction of Focal Point Gender Officers in public institutions and involvement of gender officers at grass root level to promote Gender Mainstreaming; these approaches still need a clearly stated communication approach for proper packaging and targeting of the information disseminated (Onyango: in an interview).

The role of a clearly stated communication strategy for dissemination of the policy was not adequately planned for. It was, therefore, not emphatically outlined as a key component of positive attitude change in regard to the implementation of the Policy. This was despite the fact that people were expected to change cultural inclinations that they had been socialised into from the time they were born (Onyango: in interview).

It is, therefore, noteworthy that despite having requisite regulation in place for Gender Mainstreaming, other supporting structures such as a clear communication approach have not been clearly outlined, thus affecting the overall dissemination of the policy. The good intentions of the policy are lost in the lack of a communication strategy thus delaying the benefits that so many people need to enjoy their lives. Having a

communication strategy for the Gender Mainstreaming Policy would greatly improve the dissemination of the policy and its packaging to endear it to the community and enhance its adoption.

1.3 Objectives of the study

1. To assess how the concept of Gender Mainstreaming has been communicated in the Public Service
2. Assess the effectiveness of the approaches used in communicating Gender Mainstreaming in the Public Service
3. To identify some of the challenges in the communication of the concept of Gender Mainstreaming in the Public Service

1.4 Justification of the study

Kenya's Public Service started conscious efforts of Gender Mainstreaming since independence (National Policy on Gender and Development: 2000:2). This was because many women had been involved in the struggle for independence and rewarding them was a conscious effort of recognizing their contribution (Geisler: 2007). However, despite those efforts, equality among both genders has still not been realized. From the current KDHS-2009-10 survey, more women than men remain disadvantaged with fewer women than men having access to education, economic resources or even being allowed a level political playing ground.

The Gender Policy asserts the need to focus on empowerment strategies. However, this view ignores the significance of communication strategies in selling new ideas. Mainstreaming efforts forgot that any organisation that ignores vigorous information sharing is sooner or later eliminated (ShwCEbel J.: 1968:27). This does not mean that the government would die, but that the product being sold, in this case the Gender Mainstreaming Policy, would not attain the expected level of

success. If the Government designs a communication Strategy entailing the use of a combination of all available channels of communication for Gender Mainstreaming, the message would reach more than just the public Service in a very short time. This is because, for instance, the media has the capacity to set a topic of study, initiate discussions on those topics and set standards of behavior as well as influence cultural change, yet it was not widely used. Thus if the government could be prevailed upon to give deliberate attention to the communication approaches used in its Gender Mainstreaming efforts fewer resources could be used for more work.

The main approaches used in the public service such as affirmative action through the performance contract, training manuals for Gender Officers, publicity of annual forums such as the International Women's Day And 16 Days Of Activism, Introduction Of Focal Point Gender Officers in public institutions and involvement of Gender Officers at grass root level to promote Gender Mainstreaming still lack the unifying communication approach that gels them together to make them reach and affect those that are targeted. These approaches did not indicate a

specific sustained effort towards an organized and linked communication approach.

If there was a well developed communication and advocacy plan, it could amplify the corporate advocacy plan of the Public Service and maximize full internal understanding of the gender equality mandate and its implications for the work of the Government. This could then link the expected standards of Gender Mainstreaming with the various players involved (UNDP Strategy 2008-2011). A communication and advocacy plan also contributes to the development of the gender equality community of practice, and to the transformation of institutional culture by encouraging new gender-sensitive attitudes and practices in the workplace (UNDP Strategy 2008-2011).

This study will examine the significance of well developed communication approaches in dissemination of information. Such significance will show that there would be greater success and support for the course of Gender Mainstreaming if more attention had been paid, at the inception of the policy, to the communication and advocacy plan. The empirical data generated from this study should refocus the

implementers of the Gender Policy towards putting in to place a credible advocacy plan and allocating more resources to advocacy to ensure better results for all those people whose circumstances could change if mainstreaming efforts are properly directed.

In addition, this study will contribute to the knowledge existing on the best approaches available for Gender Mainstreaming. It is meant to demonstrate the significance of including deliberate plans for Communication and advocacy for greater success in Gender Mainstreaming and other issues of social importance which require cultural adjustment. The study will also identify some of the challenges encountered in the course of implementing Gender Mainstreaming for better planning among those involved in Gender Mainstreaming issues.

1.5 Theoretical framework

Theory is defined as a map of reality; they make assumptions to explain human behavior. References to theories of communication help to gain an understanding of the dynamics that influence behaviors and people's actions.

One of the theories that the study on the communication approaches used for Gender Mainstreaming Policy relied on was the Agenda Setting theory. Agenda setting describes a very powerful influence of the media in telling people what issues are important. This theory has various assumptions that underlie most research on agenda-setting: one of the assumptions states that the press and the media do not reflect reality, they filter and shape it; another assumption states that media concentration on a few issues and subjects leads the public to perceive those issues as more important than other issues (Tan: 1985:325). These assumptions are best explained by ShwCEbel's (1968:27) view that the media is capable of ensuring information diffusion and arouse curiosity, state new interests, augment knowledge and develop cultural

knowledge; but the media are also capable of manipulating, degrading and alienation.

One of the researches in Agenda Setting was carried out by McCombs and Shaw who investigated presidential campaigns in 1968, 1972 and 1976. In the research done in 1968, they focused on two elements: awareness and information (Tan: 1985:325). While investigating the agenda-setting function of the mass media, they attempted to assess the relationship between what voters in one community said were important issues and the actual content of the media messages used during the campaign. McCombs and Shaw concluded that the mass media exerted a significant influence on what voters considered to be the major issues of the campaign.

The Agenda Setting theory is relevant to this study to the extent that the media has the capacity to set the topic of study, initiate discussions on those topics and make decisions. The media has the capacity to set standards of behavior and influence cultural change. Thus, since the Gender Mainstreaming issue touches on the cultural grain of many African Societies, positive coverage by the media can make even the

most rigid of minds to stop and think about the advantages of mainstreaming. It should however be noted here that the media does not always package information positively since it can also package the information negatively and hinder acceptance of any expected change (ShwCEbel J.: 1968:27).

This study examined the extent to which the media had been used to promote the awareness on gender issues and whether it had influenced the outcomes. The study further considered the type of media used in creating awareness for Gender issues and the effectiveness of those approaches in making Gender Mainstreaming a topical issue for the Public Service.

The study, therefore, assumed that most of the gains made in the dissemination of the policy, were due to positive communication of the issues of the policy by the various approaches that were chosen by the public service in the dissemination of the same. It assumed that the approach used made the Gender mainstreaming issues a topical one within the public service and enhanced debate about it.

This study also sought to establish that communication approaches used in passing information can impact positively, acceptance; or negatively-resistance or rejection. This was in line with the explanation of the theory on why goods that are advertised get sold while those that are not advertised are not sold. As the theory explains, during the election, most of the undecided voters ended up voting for the candidate who was positively sold by the media, thus supporting the notion that what gets advertised gets sold. This means that they neither voted for the person without publicity nor the one with negative publicity. Therefore, the results of the findings explain how well Gender Mainstreaming had been sold and the gains made from those efforts.

From the foregoing, it is important to persuade the media to positively model the tenets of Gender Mainstreaming as this would make it easy to adopt Gender equity programmes around the country. For instance, since radio reaches over 80% of Kenya's households, positive and persuasive packaging of the needs of the Gender Policy would reach most of the country in a very short time making adoption and implementation of the tenets of mainstreaming easier. This would mean that even those in the public service get the opportunity to listen to this

information outside the legal orientation of the circular that is used for communication within Government circles.

However, for the media to positively influence the masses, it is necessary for those in charge of implementation of the policy to have a clear direction of the implementation process to be shared by media owners. Since the media owners are in business, they are interested in information that sells their business. Therefore, if the way in which communication was packaged was convincing, then the entire society would have been taken on board. But, this has not been the trend since the media has not been actively engaged in the Gender Mainstreaming debate. This may have lessened, to an extent, the adoption of the policy.

It should also be noted that different media have different agenda-setting potential. Bernard Cohen (1963) stated: "The press may not be successful much of the time in telling people what to think, but it is stunningly successful in telling its readers what to think about." The mere fact that people would have been given mainstreaming issues to think about would generally mean that the issues were not entirely foreign to them if they were required to implement them.

The study also relied on the learning theories, mainly the two- step flow theory. The two step flow theory asserts that information from the media moves in two distinct stages. First, individuals (opinion leaders) who pay close attention to the mass media and its messages receive the information. Opinion leaders in turn pass on their own interpretations in addition to the actual media content (Tan: 1985:324).

The two-step flow of communication hypothesis was first introduced by Paul Lazarsfeld, Bernard Berelson, and Hazel Gaudet in *The People's Choice*, a 1944 study focused on the process of decision-making during a presidential election campaign. The researchers expected to find empirical support for the direct influence of media messages on voting intentions but were surprised to discover that informal, personal contacts were mentioned far more frequently than exposure to radio or newspaper as sources of influence on voting behavior. Armed with this data, Katz and Lazarsfeld developed the two-step flow theory of mass communication (Tan: 1985:4).

The two-step flow theory has improved our understanding of how the mass media influence decision making. The theory refined the ability to predict the influence of media messages on audience behavior, and it helped explain why certain media campaigns may have failed to alter audience attitudes and behavior (Tan: 1985:4).

This theory was relevant to this study to the extent that it explained why women who may never have followed a media campaign on gender issues are aware of such issues and talk about them knowledgeably as expectations and rights. This theory may explain the role played by opinion leaders such as women group leaders, and local leaders in persuading local women to understand and demand for their rights from their partners besides other issues.

This theory further illustrates that the traditional approach used in communication is as effective as the other media when properly planned. This is because the isolated villages without access to modern means of communication rely on the spoken word as a means of sharing knowledge and information. Illiterate men and women in such areas get

information from family and religious gatherings, local festivities or interaction with traveling merchants at market places or water wells.

For the two step theory to be effective at the level where those who get information first hand are sharing it out positively, it is required that the first level of information is persuasive enough to be adopted positively so that the transmission is also positive. This calls upon those disseminating the information to be aware of the two-steps in communication. This is because when those who receive the information first are persuaded that what they are told to do is right then, they persuade those to whom they pass the information to follow suit. However, when they are not convinced, they cause greater resistance since they enhance the negative perception even further. For example, most public servants' opinions are highly regarded around the country. Thus, with the institution of the requirements of Gender mainstreaming Policy, its packaging to the public servants must be conscious of the fact that they will carry their perception away to their communities and families. If the perception is positively reinforced among the public servants, the community around them accepts, if not, the community rejects it.

This study also relied on the interpretative and interaction theories. The interpretative and interaction approach are a collection of theories which assume that all communication is based on meaning and interaction. They see Communication as an exchange of people who act with communication and interpret their real situation and form the situation and the self with interaction. According to these theories communication must be framed in a social and cultural context.

There are several assumptions advanced by proponents of this theory, such as Paul Watzlawick (1967). For purposes of this study we limit ourselves to three of the assumptions. One of the assumptions states that, 'one cannot not communicate'. This view meant that people communicate even when they choose to stay silent, since their physical expressions, omissions or commissions still speak. Another assumption states that communication is equal to content plus relationship, where content is what is actually said and relationship is how it is said. The theories also assume that all communication is either symmetrical or complementary; symmetrical communication is based on equal power while complementary communication is based on differences in power.

He says that a healthy relationship will have both types of power as too much of one leads to conflict. These theories state that communication can not be one sided; it requires a statement from one person and a response from the other Paul Watzlawick (1967).

This theory is relevant to the study to the extent that Gender Mainstreaming requires individuals to interpret its significance to their real situations and requires change in their circumstances within their different cultural contexts. This is because Gender mainstreaming requires cultural adjustments among individuals whose cultures already define the roles of the genders. Thus people interpret meaning of Gender mainstreaming on the basis of what they know, and what they know is their culture. What they know tells them who they are and sets the boundaries for them. It also sets the limits and expectations of that individual.

The theory is also relevant to the study as it explains the importance of the relationship between what is said and how it is said. Proposal of a change in Gender relationships is a very sensitive topic since, in some

contexts it is interpreted as women fighting men. This should make implementers to be careful to promote a good relationship through a good choice the words that are used, and how they are used to make Gender Mainstreaming information effective.

The theory is also relevant to the decision makers in the country. For example where the affirmative action requires not more than two thirds majority of either genders in appointments, yet the contrary is done, even without explaining the situation, that action in itself speaks the inclination of the appointing authority in regard to that policy. It also addresses itself to senior management of public institutions who may never say anything contrary to Gender Mainstreaming yet they fail to put in to place mechanisms to enhance Gender Mainstreaming as this tells those around them that their boss's heart is not for Gender Mainstreaming.

The theory is also relevant to the extent that gender messages are broadcast within a mixed cultural environment and therefore requires being aware of the fact that different people take up information

differently. It also encourages the implementers not to push gender solutions to people, but to involve people in their decision making.

The theory further brings up the need to address equity among both genders, for Gender Mainstreaming not to fight for women alone, and then go back later to start fighting for men. Neither should the push for equity lead to a clash between genders as sometimes happen with 'Maendeleo Ya Wanaume' Organisation. Empowerment should be for both genders, to foster harmony between them for promotion of the right values for the country.

1.6 Conclusion

In the foregoing, this study established that there were inequalities that still existed between men and women around the globe. These inequalities were present in all countries, especially in the developing countries where a majority of the population was rural with stronger cultural ties which define the roles of men and women. The inequalities in Kenya were mainly due to strong patriarchal systems which favoured the boy over the girl; inadequate legal framework to address Gender

Mainstreaming and Gender Based violence. The gender inequalities left more women than men at a disadvantage in regard to access to education, employment and decision making.

It was also evident that the Government of Kenya recognised the contribution of women and thus championed the formulation of the National Policy on Gender and Development to provide a framework for implementation of Gender Mainstreaming in the Public sector. It was however noted that the policy did not provide for any specific Communication strategy that would guide the implementation of Gender Mainstreaming.

The next Chapter examines the existing literature on Gender Mainstreaming. We shall highlight some of the approaches used for effective Communication and advocacy plans and how similar and/or different approaches have been used in the Public Service of Kenya.

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CHAPTER II: LITERATURE REVIEW

2.1 Introduction

This Chapter examines the existing literature on Gender Mainstreaming. It deals with the definitions of the main terms in Gender Mainstreaming that are relevant to this study; documented disparities between genders; the importance of a specific communication strategy; approaches used in communication of the gender Mainstreaming Policy and how they relate to the public service; and the challenges experienced around the world in implementation of Gender issues and how they relate to the Kenyan case.

2.2 Definitions

Gender: one of the terms that are commonly used in this study is 'Gender'. It refers to culturally based expectations of the roles and behaviors of males and females. The term distinguishes the socially constructed from the biologically determined aspects of being male and female (FAO: 2004:1).

Because the religious or cultural traditions that define and justify the distinction in roles and expected behaviors of males and females are strongly cherished and socially enforced, change in gender systems often is contested. In some countries, there are groups which seek to impose more stringent divisions between males and females than currently exist, while feminist movements seek to reduce or eradicate these divisions (Mikkola A.: 2007:7). Currently, however, many governments of the world have joined in Gender Mainstreaming to ensure equity among their populations.

Gender Mainstreaming means identifying gaps in gender equality through use of gender-disaggregated data; developing strategies to close those gaps; putting resources and expertise into implementing strategies for gender equality; monitoring implementation; and holding individuals and institutions accountable for results (Women 2000: 1997:1). Gender Mainstreaming targets to eliminate gender inequality while promoting Gender Equality

Gender inequality is manifested as hierarchical Gender relations with men above women and women being regarded as inferior by virtue of

their sex (Mikkola A.: 2007:6); while **gender equality** is expressed as attitudes, beliefs behaviour, and policies that reflect equal value and provision for both genders (Mikkola A.: 2007:6)

In order for Gender Equality to be attained, a clear communication strategy is a key element in ensuring that people adopt the policies that are enacted for promoting equity and accept them as important enough to affect their cultural norms which are the greatest source of disparities between male and female (UNDP Strategy 2008-2011:40).

2.3 Disparities existing between men and women

Disparities existing between the two genders in the country are due to cultural and religious preference for sons. This preference leads to better access to education for the boys especially where resources are limited and parents need to choose who to support. Low literacy among females in turn, lowers their capacity to participate in the labour market on the same level as men and so, they remain poor (Suda c.: 2002:309). Yet, in recent years there has been a rise in the number of female headed

households from a national average of 25% in 1999 to 33.9% in 2009 (KDHS 2008-9: 13). This means that if a majority of these households remain poor, it may not be easy for the country to be middle level income by the year 2030 as envisioned in the Vision 2030.

One of the major disparities existed in the domain of education. Recent research showed that the level of access to education stood at 6.0 average completed years of school for males against 5.2 years for females as per the last census results (KDHS 2008-9: 16). It revealed that even with the introduction of Free Primary Education (FPE) in 2003, enrolment in secondary schools was still skewed at 31.7% and 27.5% for boys and girls respectively.

Another major disparity existed in access to employment. Research revealed that employment and decision making power was still largely a preserve of the men with the employment level at 57% for women and 87% for men of age 15-49 (KDHS 2008-9: 38). Other findings stated that female participation in modern sector employment was still less than 30% and concentrated in Education and informal sector (Suda C.: 2002: 309). It was also revealed that women still do more work than men, yet

>mpensation is less for women than men. This is because, in countries
ich as those in the developing world, even women who work away
om home go back in the evening to carry out their household chores,
ft the extra work that they carry out does not translate to higher
come (Mikkola A.: 2007:9-10).

esearch further showed that due to the low income, only 5% of women
>ssess land title deeds. Thus most of them don't own property and this
is affected their capacity to make decisions on their sexuality and the
imber of children that they wish to have (Mikkola A.: 2007:10).
>nically, though, women are leading in the prevalence of HIV and Aids
8 % against 4% for men (KDHS 2008-9:214).

hile these disparities were evidence to gaps that existed between the
nders, they did not mean that all men had better access to the
orementioned. For example, there were countries around the world
tere men were at bigger disadvantage and as such, these
>advantaged men could become systematically invisible and omitted
>m published statistics (Mikkola A.: 2007:9-10). Thus, this country
ould be conscious of this possibility when pushing for women

empowerment; all people should be empowered equally for equity in access to their needs for survival. Leaving behind men who were not empowered could in future require legislation for empowerment of men.

2.4 The importance of a communication strategy

Communication is the exchange of information between people by means of speaking, writing, or using a common system of signs or behavior and it requires a source, message and destination (Tan: 1985).

A communication strategy differs from tactic. A strategy articulates, explains and promotes a vision and a set of well defined goals of an organisation. It creates a consistent unified 'Voice' that links diverse activities in an appealing manner to diverse partners and stakeholders. It is a Big Picture, looking at a problem that focuses upon the entire forest and not individual trees (www.unscap.org). It differs from 'tactics' which are chosen from a pre-existing strategy and they vary with circumstances, especially, technology and the surroundings and the issue at hand (Alan E. @http://www.alanemrich.com/PGD/PGD_Strategy.htm)

A communication strategy is essential in assisting the management on how to address their advocacy. The strategy asks the management to identify their audience (Alan E. @http://www.alanemhch.com/PGD/PGD_Strategy.htm). For instance, the National Policy on Gender and Development identified itself as the National Gender Policy, which meant, it was intended for implementation across the country. While the implementation is emphasised in the Public service, it should not be forgotten that the whole country needs to adopt the guidelines of the policy.

A communication strategy also guides on the understanding of the behaviour that is targeted for change. Since the Public Service had a variety of cultural practices among its employees and which they carried to work with them, and which affected the progress of the girl child, the strategy assists to address some of the issues such as early marriages, Female Genital Mutilation and less motivation for educating the girl child and even the belief that the woman does not have the brains to excel in school. Thus when the Policy is targeting behaviour change, it can not carry it out uniformly as the issues vary from community to community.

The strategy would, therefore, outline how various cultural elements would be specifically addressed.

A communication strategy further identifies the information needs of the target population, including the benefits and perceived problems in respect of each group (UNDP Strategy 2008-2011). It proposes the messages that are appropriate for different groups, identifies problems that may arise from those messages and lays a plan on how to solve the problems (www.unscap.org). In addition, a communication strategy identifies the appropriate channels to be used; whether the mass media, workshops, circular or any other method. It also states the materials that would be used, and the activities that would be involved for all sections of the target population. It further states timelines for the project; the necessary resources and the methods to be used to evaluate the project (UNDP Strategy 2008-2011).

It is therefore evident that a well developed communication strategy amplifies the corporate advocacy plan and maximizes full internal understanding of the gender equality mandate, and its implications for the work of the Public Service. It also contributes to improved

substantive performance and expanded funding of gender equality activities from internal sources, based on greater understanding of their development potential (UNDP Strategy 2008-2011:40). In the absence of a strategy there is no proper targeting and consequently no proper monitoring of effectiveness. Lack of it also means that adequate resources are not allocated for the activity of disseminating information on Gender Mainstreaming.

In addition, a proper communication strategy promotes national ownership of the gender equality agenda which in turn benefits from informed dialogue and sharing of knowledge and information and creates an environment for sending information and getting feedback on how to improve (UNDP Strategy 2008-2011:40).

In Kenya, Gender Mainstreaming in the Public Service was championed by the National Commission for Gender and Development and the Ministry of Gender Children And Social Development. They used the Gender Policy as the enforcement tool for the implementation of the Gender Mainstreaming activities. The National Commission for Gender and Development has used the affirmative action and the policy to call

for mandatory reporting on Gender Mainstreaming through the Performance Contracts (in an interview).

However, the National Commission for Gender and Development did not have a clearly outlined communication strategy. The budget for the same was also not provided for. Thus their main communication channel was the circular, which had a wider reach within the public service (in an interview). Lack of a communication strategy meant that the linkages among messages and efforts are missing.

2.5 Approaches used in communication Activities

A rich informational environment increases the chances that citizens will have an evidentiary basis for determining whether they approve or disapprove of an issue that they are expected to adopt (Arnold: 2004). Of course, local media outlets are only a part of the informational environment in which citizens and civil servants operate.

An environment in which parties and their supporters emphasize their accomplishments while challengers and other critics emphasize

shortcomings can be an informative one for citizens and encourage informed adoption of ideas (Arnold: 2004). When the implementers of Gender Mainstreaming give more information on Gender issues, it raises a healthy debate that encourages discussion thus providing more information on Gender Mainstreaming which leads to greater understanding and acceptance.

Some citizens acquire information about politics and public affairs directly from the mass media. They read newspapers, watch television, or listen to radio newscasts. Many others acquire information indirectly from a spouse, friend, coworker, or local leader or a combination of all (Arnold: 2004). The campaign on Gender Mainstreaming could use any or a combination of the approaches highlighted below depending on their target audience and scope of the message:

2.5.1 Mass media:

Mass communication includes electronic and print media. Electronic media includes radio, television, teletext, videotext, and satellite

telecommunications. Print media encompasses books, newspapers, magazines, newsletters, and comics. Historically, as each new media entered the scene, owners of existing forms of mass communication reassessed the futures of their respective media. The advantages and disadvantages of each form of mass communication provide guidance for selecting the best medium to fit the intended audience and the dissemination purpose versus the possible competition from the new media (Vivian: 1999:8-9).

Knowledge about the informational environment is helpful for understanding citizens' decision making no matter whether citizens acquire information directly or indirectly from the mass media. A rich informational environment is more likely to produce an informed citizenry than an informational wasteland (Arnold: 2004:12). For purposes of this study we limited ourselves to radio, television, newspapers, magazines, and newsletters.

Of all the mass media, Radio remains the most powerful, and yet the cheapest, mass medium for reaching large numbers of people in isolated areas. Although men own the majority of radios, women can listen to programmes at home in the evenings when the main chores of the day

are finished (Balit S.: 1999). Radio is important for the rapid diffusion of important messages on new ideas, techniques and other social and cultural issues. From among the mass media in the country radio reaches 90% of men and 77% of women (KDHS 2008-9: 36). Radio can promote dialogue and debate on issues of rural development and provide a platform for the expression of women's and men's needs, opinions and aspirations. It also enables people to voice their concerns and speak about their aspirations with external partners such as national policy-makers and development planners.

Radio programmes are most effective when produced with audience participation, in local languages and with consideration for cultural traditions (KDHS 2008-9: 36). In Kenya, most rural women were aware of women's rights through the radio programmes as this was the main form of mass media that they had access to. In recent times, with the advent of FM radio stations, call-in programmes were introduced and were witnessing more and more people voicing their challenges to all who were listening. Such experiences touch on the experiences of others and cause a re-awakening about basic human rights.

The messages on Gender Mainstreaming on radio may be incidental or targeted. They may be initiated by the media as the topical issue of the moment or by other players in the field of gender issues. Though there were more people with access to radio, the Ministry Of Gender Children And Social Development had mainly used newspaper supplements in its publicity campaigns on occasions of international celebration such as the International Women's Day. This means that they only reached 24% and 46% of women and men respectively. However, those supplements were not provided during other times when there were no international occasions. A higher percentage of women aware of Gender Mainstreaming may mean that they got it from social networks or as broadcast by radio on the media's initiative.

While the newspaper is the least accessed at 24% and 46% for females and males respectively (KDHS 2008-9:35), local newspapers have much larger space than television stations. Television news casts are usually fixed at thirty or sixty minutes, so that after deducting for weather, sports, and advertisements, the time available for news is quite limited. Newspapers, by comparison, can cover many more subjects and in much greater detail (Arnold: 2004:4). This may mean that while the newspaper

is not widely read it can adequately cover Gender Mainstreaming issues for greater understanding and retention by its readers.

Therefore, it was evident that newspapers could provide a forum for local opinion leaders to share their views about Gender Mainstreaming by encouraging and publishing opinion columns and letters to the editor. Newspapers could make their editorial pages a place for public deliberation about an issue of national importance such as Gender Mainstreaming and create a lively debate between the readership, the implementers of Gender Mainstreaming and the newspaper editors.

Unlike newspapers with daily deadlines, magazines have time to look more closely at issues for analysis and interpretation. They follow the flow of events over time through a series on a given topic in subsequent editions of the magazine. Surveys of magazine readers' actions suggested that magazine readers tended to take more action as a result of their reading than that taken by consumers of other media (Hiebert et al, 1988:92 at codi.buffalo.edu). It was therefore possible that whenever this medium would be used to consistently create exposure on Gender Mainstreaming issues, the results could be remarkable. Consumer

magazines fall into various categories for Women and men thus making it easy to package targeted Gender Mainstreaming information for them. However, this medium was not adequately exploited by those involved in Gender Mainstreaming in the Public Service.

The study also established that Government Ministries produced newsletters of their activities several times per year. However, those newsletters had not been actively engaged in Gender Mainstreaming reporting for Ministries not directly in charge of Gender, except where there was a gender related activity being reported in those ministries (in interview).

Television, on its part, was used to reach the most numbers of people with general information. However, it was the most expensive choice. It appealed to more than one of the five senses and had become the dominant leisure activity. Television "is Society's mass entertainer, mass informer, mass persuader and mass educator". In general women, children, and retirees view television more than men, adolescents and working adults (Tan: 1985).

2.5.2 Traditional media and interpersonal relations:

Another approach in communication is use of the traditional media and interpersonal relations. For generations, rural populations living in isolated villages without access to modern means of communication relied on the spoken word and traditional forms of communication as a means of sharing knowledge and information and providing entertainment. (Balit S: 1999). Traditional media refer to non-electronic media which works as part of our culture and as vehicles of transmitting tradition from one generation to the next. They include traditional dance, drama, music, painting and sculpture (Wilson: 1987: 87).

For illiterate rural persons in particular, occasions for information exchange consisted solely in local festivities, family gatherings, traditional and religious associations, interaction with itinerant merchants and encounters at marketplaces or water wells. Women made use of the oral tradition to ensure their own as well as their families' survival and, as a result, developed a rich communication environment. They use indigenous communication methods for information exchange, knowledge sharing and the dissemination of

strategies for mutual assistance and survival (Balit S: 1999). Traditional communication is especially active during rites of passage. Gender Mainstreaming can use some of these occasions in different communities to include messages on Gender.

The Ministry Of Gender Children And Social Development had on its part deployed Gender Officers to the county level to represents the interests of Gender Mainstreaming. Since these officers were also responsible for the social programmes at local level, they were largely involved with women who registered their groups with them. Whenever issues of empowerment were discussed, it was assumed that they are carried the information home to fellow group members, neighbours or friends thus creating a network of information flow. The ministry also ensured appointment of Gender Focal Officers in all Public Institutions. Those officers were responsible for getting information from their Ministries and report to the Ministry of Gender Children and Social Development and also liaise with the gender Ministry in dissemination of information to their respective ministries.

Other traditional sources of information used included friends and social service programs. Of all sources of information accessed, users were most satisfied with friends and least satisfied with the service programs (Tan: 1985: 4). This was in line with the two-step flow theory advanced by Paul Lazarsfeld, Bernard Berelson, and Hazel Gaudet in *The People's Choice*, a 1944 study focused on the process of decision-making during a presidential election campaign. They discovered that informal, personal contacts were mentioned far more frequently than exposure to radio or newspaper as sources of influence on voting behavior (Tan: 1985: 4). The primary reason for preferring this information source was its low cost and almost all of them trust those that they sought the information from. This means that opinion leaders interpret information for those who seek it from them. It therefore follows that any information targeting behaviour change must be accepted by the opinion leader of a given culture to make them disseminate it positively to those who seek information from them. Therefore, targeting of information for civil servants should have been done carefully not to cause negative perception of Gender Mainstreaming by those that respect their opinion.

It was apparent that traditional communication approaches were important channels for facilitating learning, behavioural change, people's participation and dialogue for development purposes. Indigenous media had been successfully adopted by change agents to promote rural development issues of relevance to women. Traditional forms of communication could also be integrated with other media such as radio, television, video and audiocassettes for wider reach (Balit S: 1999). It should be remembered that effectiveness of traditional communication varies depending on the nature of timing, the nature of the message and how important the immediate response of the people may be (Wilson: 1987)

2.5.3 Training and Educational programmes

Training and educational programs are a significant information dissemination strategy. These include pre-service and in-service. Pre-service educational programs are also referred to as professional reparation programs. In-service refers to education provided on the job in the form of induction training, apprenticeships, and short-term

workshops or courses. Both offer vehicles for getting new knowledge into practice (at codi.buffalo.edu).

The public Service in Kenya mainly uses the in-service education for a majority of its staff. In this; workshops, seminars and conferences are used in sensitization and creation of awareness for its staff. In the course of research, this has been the most effective way of creating awareness of Gender Mainstreaming in the Public Service.

2.5.4 Multi media:

Another approach is the Multi media approach. Communication programmes should make use of all media infrastructures and channels available in a country, both modern and traditional, in a coordinated and mutually reinforcing manner. The combination of several media approaches and tools with interpersonal channels multiplies the impact of communication campaigns, which are being used increasingly to support clearly defined development priorities (Balit: 1999). Multichannel communication approaches can also help in identifying

appropriate communication tactics for women as well as in disseminating the required knowledge and skills for individual sections of the population.

An evaluation of analysed gender-disaggregated data to assess the impact of the various channels and materials on knowledge, attitudes and behaviour showed that the multimedia approach was more effective in reaching female audiences (Balit S: 1999).

The National Commission for Gender and Development had mainly used radio when they had international activities. They however relied mainly on the traditional media. That is, they have put in place a requirement that every public institution was required to have a Gender Desk Officer to articulate gender issues in the institution. They also had Gender officers posted to the divisional level through the Ministry in charge of Gender issues. However, the main challenge was that though there was a requirement to have a monitoring tool to assess the effectiveness of the advocacy carried out, the tool for Monitoring advocacy was not adequately outlined.

The Public Service did not have a Gender communication strategy hence, the target population was not clearly defined, and information needs for different populations in the Public Service had not been determined; there were no specific methods and approaches for communicating the Policy and consequently, no budgetary allocation for Policy communication purposes. Thus the media for use in policy dissemination were not yet articulated.

2.6 Conclusion

The second chapter used existing literature to explain the meaning of terms such as Gender, Gender Mainstreaming and Gender Inequality and Equality as they were used in this study. Existing literature showed that a communication strategy was different from communication tactics and was helpful in proper targeting of the audience and the message; and guiding in Monitoring and Evaluating effectiveness of the approaches used.

It was also demonstrated that there were various approaches of communication that could be used in Gender Mainstreaming information dissemination. These approaches include use of the mass

media, traditional and interpersonal relations, training and educational programmes and a combination of some or all of the above approaches.

The Next chapter discusses the methodology used in the course of carrying out the study. It explains how the research was carried out, the methods of obtaining data and how that data were recorded.

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CHAPTER 3: METHODOLOGY

3.1 Introduction

The previous chapter examined documented research on the area of communication, Gender Mainstreaming and some of the approaches that are commonly used in carrying out advocacy. This chapter examines how the relevant data for addressing the research objectives were collected.

Methodology refers to the techniques used for conducting research or studying a research problem, it includes research design, data gathering and data analysis with the aim of getting the best response to a research problem. The research problem of this study was investigation on how communication of the Gender Policy had been administered without a proper communication strategy.

The study followed various guidelines during the process of carrying out the research. Those guidelines include, examination of the relationship between existing literature and the reality of the gaps that exist between men and women; assessment of communication approaches that were used in implementation of the Gender Policy; assessment of the

effectiveness of the approaches above; outlining the challenges encountered in Gender Mainstreaming; identification of the gaps in the communication approaches used; and finding out the presence/absence of a communication strategy and the effectiveness of the same.

The guidelines above determined the data that were collected, its relevance in responding to the study problem, and the relevant definitions of the terms used.

3.2 The sampling process

This study employed the purposive sampling technique in selection of respondents of decision making level (Job Group 'J' and above) from public ministries. Purposive sampling means sampling with a *purpose* in mind- that there are one or more specific predefined groups being targeted

Purposive sampling was used after verifying that the respondents met the criteria for being in the sample. Purposive sampling was useful because the targeted sample was reached a quickly and sampling for proportionality was not the primary concern.

This type of sample was very relevant to this study because any Public Servant at the decision making level understood and was expected to make decisions based on prevailing legal requirements. In addition such respondents were also aware of the Mission and vision of their organisation as they directly participated in attaining the mandate of their organisation.

The researcher selected 10 ministries purposively and administered a total of 10 questionnaires to each of the Ministries. The Ministries selected for administration of the questionnaire include; Ministry of Public Service, Ministry of State for Provincial Administration, Ministry of State for Special programmes, Ministry of Agriculture, Ministry of Livestock, Ministry of Culture and National Heritage, Ministry of Justice and constitutional Affairs, Ministry of Gender, Children and Social Development, the Ministry of Education and the Ministry for Higher Education, science and Technology. Those Ministries were selected because they directly touched on areas of disparities between males and females. Those ministries handled issues such as education, culture, security and the legal system.

3.3 Data collection Methods

To effectively meet the objectives of the study, the researcher combined both field and desk studies. The primary data generated empirical information from respondents while secondary data augmented the findings in the empirical data to make the study effective.

The Desk research, which generated secondary data, entailed a study of information related to Gender Mainstreaming, the Gender Policy, communication theories and all areas related to the study. The researcher consulted books, journals and the internet in an effort to gain in-depth understanding of the subject under study. Some of the literature that was most relevant to this study was Tan A. S. (1985): Mass Communication Theories and research, which was mainly used for generation of the information on Communication theories; the KDHS 2009-10 survey which gave the most current demographic information on the status of men and women; The National Gender Policy 2000 and the website of the Ministry for Gender and Social Development website.

Primary data were obtained from a questionnaire that was administered to 100 respondents. More data were obtained from a second

questionnaire which was administered in interview form to officers of the National Commission for Gender and Development and the Ministry Of Gender Children And Social Development.

Of the two questionnaires that were administered, one was administered to professionals involved in Gender Mainstreaming and it mainly consisted of open ended questions while the other one was administered to officers in the public service and consisted of both closed and open ended questions. There was a requirement for brief explanations for the closed questions. The data from questionnaires yielded both quantitative and qualitative data.

The questionnaire was designed to cover all the areas under study- mainly the Gender Policy, communication approaches used, the effectiveness of the approaches used and the challenges encountered in implementing Gender Mainstreaming. The questions were printed on forms and were allowed space for the respondents to fill in the answers. The questionnaires were administered by the researcher and University graduate assistants as they were aware of data administration and management.

3.4 Data analysis

Data analysis refers to a body of methods that help to describe facts, detect patterns and develop explanations. It finds averages and finds the differences among the averages. Data Analysis applies across all sciences.

In carrying out data analysis for this study, the researcher first edited questionnaires at two levels. The first level was field editing which was done immediately on collecting any questionnaire which the respondent may have used abbreviations or are illegible. The second editing was carried out centrally after collection of all questionnaires. This was aimed at correcting obvious errors such as entries in the wrong places and /or to strike out inappropriate answers.

After editing, the data were coded. That is, numbers were assigned to responses to put them in a limited number of classes appropriate to the research problem. The research used manual coding where each questionnaire was assigned a number and entered in rows while the questions were entered in to columns. The coded answers were entered to correspond with the code sheet and question number.

The data were then classified. Data with common characteristics were placed in one class; hence all data fell in to particular groups/classes. The data were classified according to its attributes and their quantitative factors were explored on how it answered to the objectives of the study.

The data were then analysed resulting in the generation of percentage distributions and frequency tables. The researcher used the qualitative descriptive analyses to draw conclusions and recommendations.

3.5 Challenges and Limitations of the study

One of the main limitations was uncompleted questionnaire. This was because only 72 out of the 100 questionnaires administered were returned. This happened after the respondents requested to be left with the questionnaires but did not complete them in time for compilation of the findings. However the 72 questionnaires that were returned were still adequate to respond to the research question.

Another constraint was time. Some of the respondents required more time than was available to respond to the questionnaire. Thus some of the delayed questionnaires were not ready by the time of analysis.

Finances were also another limitation experienced in the course of study. There weren't adequate funds to administer the questionnaire to areas outside Nairobi.

Despite those constraints, necessary measures were taken not to allow the challenges to compromise the quality of the study and to ensure that objectives of the study were met.

3.6 Conclusion

This chapter has explained the methodology used to obtain research data. The data were obtained from a desk research which involved study of existing literature on the subject of study from books, journals and the internet. More data were obtained from two questionnaires that were administered to various respondents drawn from purposively sampled

Ministries; and to professionals involved in Gender Mainstreaming. The data were then analysed after editing, coding and classification.

In the next chapter, the study presents the findings from the field data and how they relate to the documented research on the subject of Gender Mainstreaming.

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CHAPTER 4: THE FINDINGS OF STUDY

4.1 Introduction

In the previous chapter on methodology, we examined how data were collected and analysed for drawing conclusions to answer the research questions. This chapter presents the findings from the field research and demonstrates how those findings address the research objectives.

4.2 Findings

Due to the various disparities raised in the course of the literature review this study, through the questionnaire, asked the respondents to indicate their gender, the number of years that they had spent in school, and to indicate whom they thought earned more than the other between men and women so that the results could be used for comparison on gender inequalities. The research found that a majority of the respondents, 67% (48 respondents) had spent between 11 to 20 years in school. This level meant that the respondents had a minimum of tertiary level education. The researcher went further to find out the distribution of male and

female respondents within this group. The table below shows how males and females are represented within the group

Table 1 The number of male and female respondents who have spent 11- 20years in

Gender	No. of Respondents	Xage representation
Male	26	54
Female	18	38
Not Indicated	4	8
Total	48	100

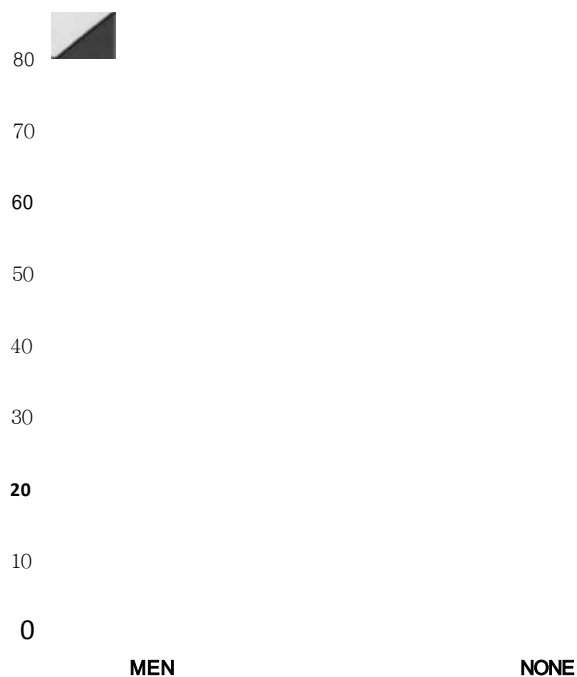
Source: Field survey 2012

The table above confirmed that there was disparity among men and women in regard to the number of years they have been in school. This disparity was in agreement with KDHS-2008-9 survey which indicated that there were more educated males than female in the country. This disparity may have resulted from the fact that fewer girls than boys have access to education, and even less have access to tertiary level education (Suda C.: 2012: 302)

While the scales in education were dipped in favour of males, it was important to note that the introduction of Free Primary Education must have contributed to increasing school attendance, especially for the girl who would have been left out due to limited resources in many families.

Another disparity between genders existed in the area of economic empowerment. The results of the survey showed that 75% of the respondents felt that men, on average, earned more than women while only 13% felt that women earn more. The graph in Fig.1 below gives a representation of how both men and women responded to a question on who, between men and women, earned more:

Fig.1: In your opinion, who earns more between men and women?



Source: Field survey 2012

The graph in Fig. 1 above confirms the findings that economic power was still in favour of men. It was also consistent with the KDHS (2008-9) findings which indicated that more men than women were employed. The KDHS (2008-9) indicated that only 57% of women against 87% of men were employed. It was therefore possible that having more men than women in the office could have informed the notion that more men than women were earning more. These findings tally with those presented by Leah Kiura @www.knbs.com. In her findings, there were

very few women in higher job groups. Her findings are shown in Table 2 below:

Table 2: Distribution of Civil Service Workforce by Job Group Categories and Sex

Job group	Female	Male	Total	%Female
P and above	810	2,392	3,202	25.3
J-N	16,822	23,684	40,606	41.5
H and below	20,581	35,225	55,806	36.9
Total	38,213	61,301	99,514	38.4

Source: www.fnbs.com: June 2010

The table above shows that there were generally more men than women in the public service at all levels. At the same time, there were more women at the lower level than at the higher levels, but still, there were more men than women at all levels. However, the fact that there were more men in employment did not mean that it was only men who were rich and who held plum jobs or that there was no woman in high employment, but rather that there were more men than women at the top and vice versa.

Another disparity existed in power sharing between men and women. In politics more men controlled the power hemisphere in the country.

Table 3 below shows a comparison of the status of political and senior decision making positions between men and women in the year 2006/2009:

Table 3: Political and Senior Decision making positions by sex

Rank	May 2006				May 2009			
	Women	Men	Total	<*) Women	Women	Men	Total	IX) Women
President	0	1	1	0	0	1	1	0
Prime Minister	0	0		0	0	1	1	0
Deputy Prime Minister	0	0	0	0	0	2	2	0
Ministers	2	32	34	5.9	6	36	42	14.3
Assistant Ministers	6	40	46	13.0	6	46	52	11.5
National Assembly	18	204	222	8.1	22	200	222	9.9
Ambassadors/ High Commissioners	11	29	40	27.5	11	29	40	27.5
Permanent Secretaries (PS)	5	25	30	16.7	7	37	44	15.9
Provincial Commissioners (PC)	0	8	8	0	1	7	8	12.5
Deputy Secretaries	21	77	98	21.4	33	92	125	26.4
Councilors	377	2460	2837	13.3	393	2093	2486	15.8
Lawyers	1708	3277	4985	34.3	1765	3334	5097	34.6

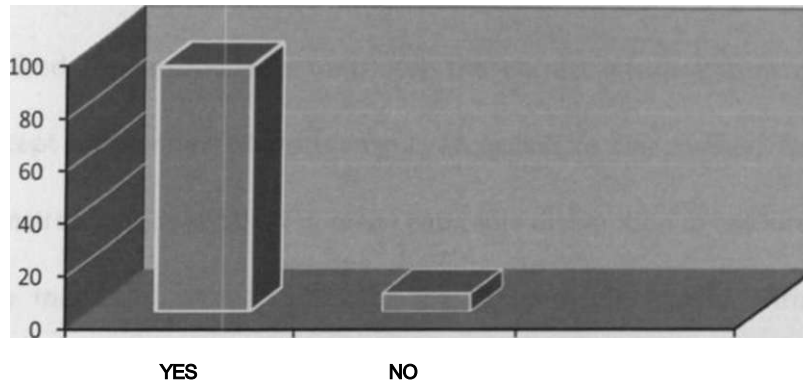
Source: www.knbs.com: May 2009

The data in the table above show that there was no significant change in power positions between 2006 and 2009. The improvements were very slight. Of all the disparities, the balance in power situation seems to be one that would take longer to achieve.

After establishing that the survey findings were consistent with written literature on the existence of disparities between men and women, the survey went further to establish how the survey informed the objectives of this study. One of the objectives of this study was to find out how gender mainstreaming had been communicated in the Public service. Various questions were formulated in the survey questionnaire to provide information on how gender mainstreaming had been communicated.

In the first instance the questionnaire sought to establish the level of awareness of Gender Mainstreaming among public Servants. Thus the respondents were asked to indicate whether they had heard of Gender Mainstreaming. In response, 93% of the respondents indicated to have heard of Gender Mainstreaming and 7% had not. The graph in Fig. 2 below shows the percentage distribution of the responses to that question:

Fig.2: Have you heard of Gender Mainstreaming?



Source: Field research 2012

The graph in Fig.2 above shows that the level of awareness about the concept of Gender Mainstreaming was very high. It meant that the methods used to create awareness in the Public service had been rather effective in passing information to the officers. It also meant that the approach used must have been one to which most officers had access. It was also noted that 6% out of the 7% who indicated that they were not aware of Gender Mainstreaming answered the subsequent question which required them to state how they heard about Gender

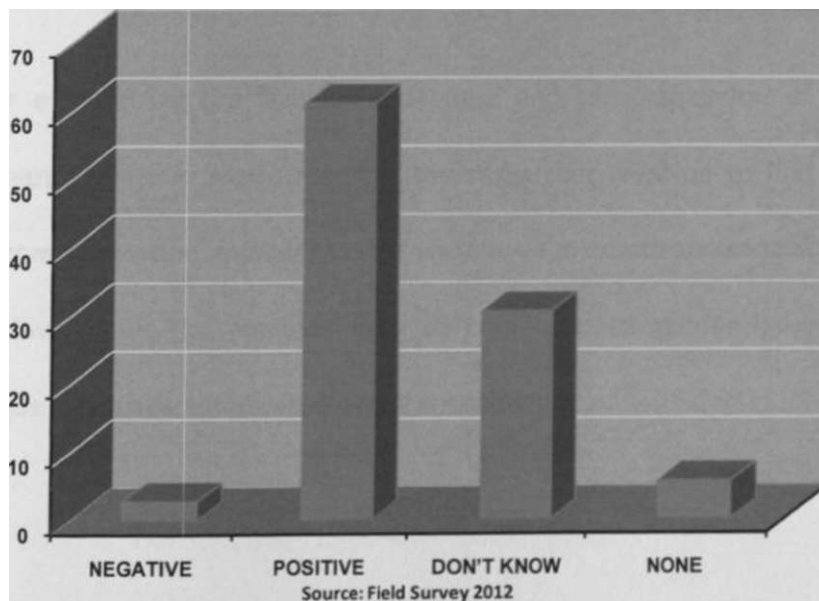
Mainstreaming. Thus it was only one percent who may not have actually heard of Gender Mainstreaming.

The level of awareness was also sought from using a question that required the respondents to choose the correct interpretation of the concept of Gender Mainstreaming. According to this survey, Gender Mainstreaming was taken to mean equitable distribution of resources to both men and women. 93% of the respondents agreed with this meaning. And only 3% thought that Gender mainstreaming was meant for elimination of discrimination against women. The 93% point was closer to the 99% of those who had heard about Gender Mainstreaming. It therefore means that the players in Gender Mainstreaming had endeavored to explain the concept comprehensively. An understanding of what it meant may have resulted in the changes that had been witnessed in the Public Service such as acceptance of affirmative action in employment; and admission of females to institutions of higher learning at a point lower than men (Suda C.: 2002).

The study, therefore, found that awareness and interpretation of meaning of the concept of Gender Mainstreaming was near perfect.

However, since high awareness does not always translate to positive perception, the respondents were asked to identify the prevailing perception on Gender Mainstreaming in their organisation. Those responses were captured in the graph in Fig.3 below:

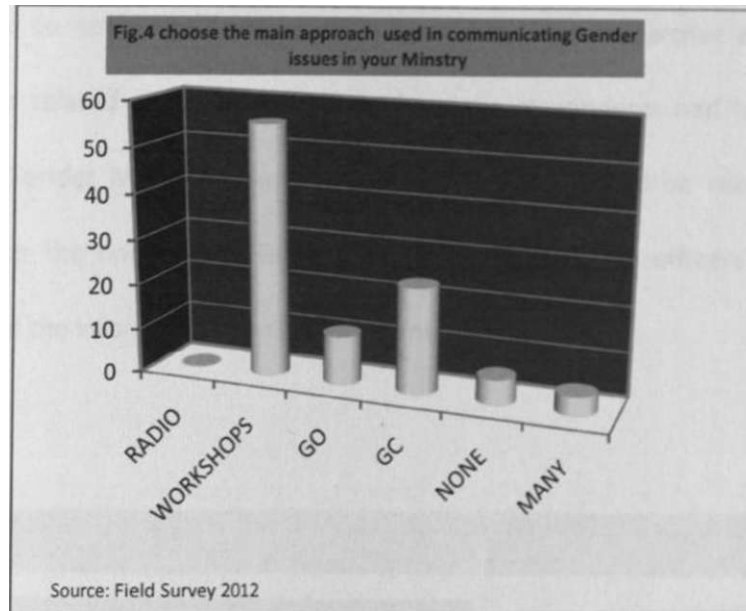
Fig. 3: How is Gender Mainstreaming Perceived in your Organisation?



The graph in Fig. 3 above shows that Gender Mainstreaming was positively viewed in the eyes of the respondents with 61% indicating that the concept was positively perceived and only 3% indicating that Gender

Mainstreaming was negatively perceived; and 30% were not certain whether the perception was positive or negative. It was remarkable that a significant segment of the Public service of Kenya was not against Gender Mainstreaming. This positive perception meant that implementation would not be entirely resisted, though the implementers still needed to be careful, not to turn to negative, the favourable climate for implementation of Gender Mainstreaming in the Public Service.

After establishing the level of awareness and comprehension of the concept of Gender Mainstreaming, the researcher went on to find out the communication approaches that were used to create awareness. Fig. 4 below shows the methods used to communicate gender issues in various ministries as indicated by the respondents:



The chart above shows that the method that was most used for passing information in the public service was the Workshop. This was because most of the respondents, 56%, had received the information on Gender Mainstreaming at a workshop. This may mean that when there was new information to be passed on, the Public Service largely used trainings/workshops to bring its officers on board hence, the high percentage that had received information at workshops.

In a bid to verify the information in fig.4 above, the researcher asked another related question to find out how the respondents had learnt about Gender Mainstreaming so that the response could be used to reinforce the one above. Table 4 below shows how the officers had received the information on Gender Mainstreaming:

Table 4: How did you learn about Gender Mainstreaming?

Method of learning about GM	No of respondents	%age
Government Circular	27	38
Television	10	14
Ceremony	1	1
Radio	1	1
Newspaper	4	6
Multiple	9	12
Workshops	8	11
others	2	3
None	3	4

Source: Field Survey 2012

The results in Fig.4 are showing a difference from those in Table 4. For instance, while the results in figure 4 show that they obtained most of the information from a workshop, the results in Table 4 show that only 11% had known about Gender Mainstreaming through workshops. While this may appear contradictory, it should be remembered that the circular on a new issue was not usually copied to staff, but are disseminated through sensitizations that are organized as workshops or training seminars. Thus the 38% result for use of the circular could be interpreted to reinforce the use of workshops in the public service for dissemination of information because the combined responses for the Government Circular and workshops give a significant 49%.

The results in Table 4 also show that different types of the mass media were used but to a minimal extent. However, when the result of all the mass media was combined; the newspaper, television and radio; the total was 21%, a significant outcome. Despite that, Table 4 shows, further, that the public service did not widely favour the mass media in the dissemination of Gender Mainstreaming information. For instance, though the radio was one of the cheapest mass media with a wider reach, there was no respondent who had heard of Gender

Mainstreaming over the radio. The public service may have avoided the mass media due to budgetary constraints; or that other Ministries did not take Gender Mainstreaming as their core mandate to warrant that expense. Thus it was even possible that the awareness in the mass media could have been of the Mass media's initiative on occasion of Gender related festivities of international level or when they reported on gender related cases on human rights violation.

The survey therefore, found that the mode that was widely used remained the workshop/circular combination. The circular was a mode that was legal in nature and its implementation was never contested in the public service. However, it did not create a forum for discussion and feedback. Therefore, though it reached more public servants it did not provide an open environment for giving and receiving information.

In addition, the circular was usually addressed to heads of institutions who in turn asked their technical staff to implement its requirements. Yet, the technical staff was not necessarily specialist in gender issues and they only carried out the directive despite the lack of a proper understanding on their part. They could, therefore, not understand the

proper ways to disseminate the Gender Mainstreaming agenda and could have done it, but with their own individual biases. Also, the circular could not be an adequate information campaign tool due to its top -down approach since better information strategies include Bottom-Up approaches to enhance ownership and acceptance.

Besides the circular and the mass media, other approaches that were used to create awareness included ceremonies and/or a combination of more than one of the above approaches. Just as the mass media, those other approaches that could have been used were not widely used. Therefore, their capacity in enhancing communication of Gender Mainstreaming issues had not even been explored.

Besides establishing the level of awareness and the approaches used in creating awareness the study went further to determine the effectiveness of those approaches. The first step in establishing effectiveness of the approaches used was to find out how well Gender Mainstreaming had been explained to officers in the Public Service. Fig. 5 below shows the responses obtained when respondents were asked

whether they thought that Gender Mainstreaming had been explained well or poorly:

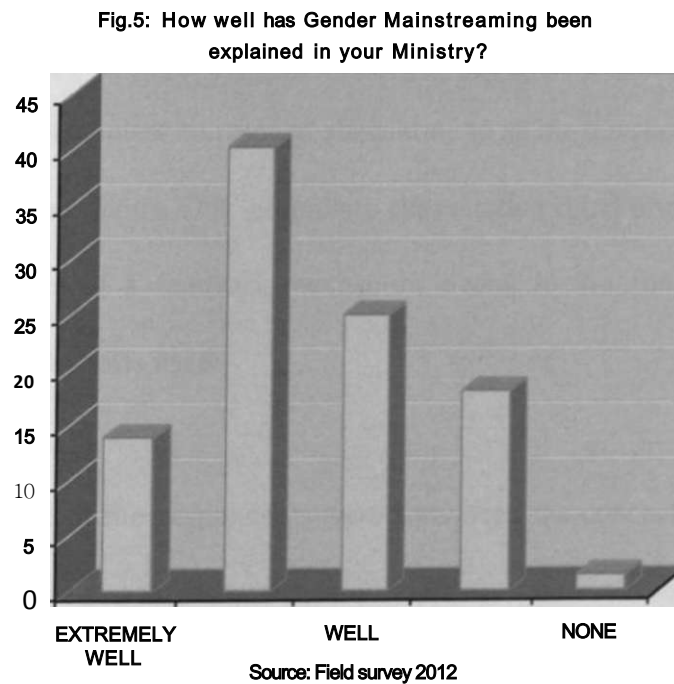


Fig.5 above shows that 79% of the respondents felt that Gender Mainstreaming had been explained well. This percentage was lower than the 93% of the respondents who indicated that they had heard of Gender Mainstreaming. This meant that the implications of the gender issues had not been understood to the same level as that of knowing the existence Gender Mainstreaming. The 21% of the respondents, who had

not appreciated the Gender Mainstreaming issue, though they must have heard of it, was an indication that the communication approach may not have packaged enough information for the recipients of that information to foster their appreciation on how the information about the concept had been given. On the other hand, the information may not have been complete to respond adequately to all the questions that they had on their minds. This incomplete appreciation could also have been due to lack of a feedback mechanism owing to the communication approach that was used.

While 79 % *of* the respondents were convinced the concept of Gender Mainstreaming was adequately explained as shown above, only 52% agreed that the concept had been clearly understood. In Table 5 below, 52% of the respondents' thought that the concept had been well understood while 46% disagreed. A summary of the findings is shown in below:

Table 5: Do you agree that Gender mainstreaming is clearly understood in the Public Service?

Response	No. of Respondents	%age Distribution
Strongly Agree	7	10
Agree	30	42
Disagree	26	36
Strongly Disagree	7	10
None	2	3
Total	72	100

Source: Field Survey 2012

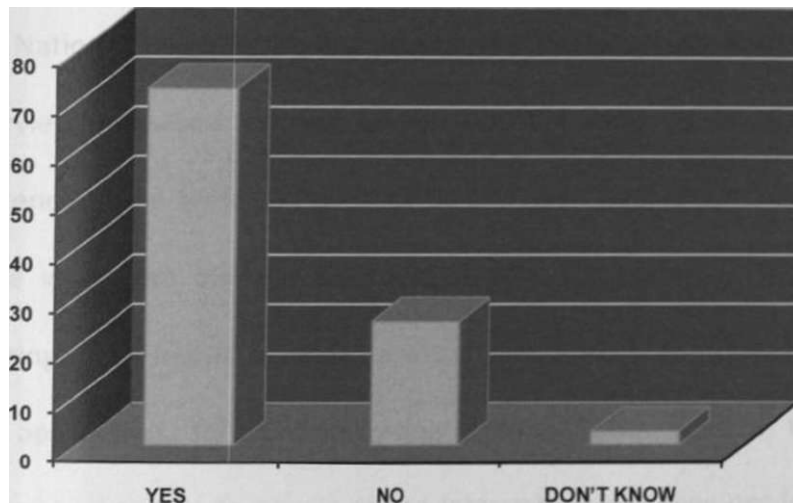
In fig.10 above, only 10% of the respondents were completely certain that Gender Mainstreaming was very well understood in the public service. Those who agreed, 42%, may have meant that though the concept was understood, the level of understanding was not optimum and therefore, there was something that could have been done better. However, when the results of the respondents who strongly agreed and those who agreed are merged, then the level of understanding rises to 52%.

When the information from Fig 5 and Table 5 is compared, one realizes that though 79% had claimed that the concept had been well explained, only 52% agreed that it was well understood, meaning that 27% of those who responded that the concept was well explained felt that it was still not properly understood. Someone wonders why a concept that was well explained was not well understood by the audience. This, probably, was additional evidence that while people had the information on Gender Mainstreaming, they may have not understood what to do with that information, and most likely due to the method of communication that was used.

The low level of understanding of a concept that was perceived to have been well explained meant that the audience had not been made to identify with the information, and to relate it to their real life setting. Low understanding could also have meant that the main hindrance was in the way communication of the issues had been done. It may also have meant that subsequent efforts in Mainstreaming needed to re-strategise with a communication strategy and evaluate the difference that this was going to make.

To further confirm the effectiveness of the approaches used in communicating Gender issues, the survey asked the respondents whether they were aware of the existence of the National Gender Policy. 72% of the respondents were aware while 25 % indicated not being aware. This, in essence, meant that one quarter of the public service employees in middle level management was not aware of the policy they were implementing even in the performance contracts. If one quarter of the public service employee were unaware of the policy it meant that many more, outside the public service were not aware of the existence policy. It was therefore, important to let people know the tool that was being implemented. The graph in Fig 6 below shows the findings on the awareness of the existence of the National Policy on Gender and Development in the Public Service:

Fig. 6- Are you aware of the existence of the National Policy on Gender and Development?



Source: Field Survey 2012

The graph in fig. 6 above reveals that only 72% of the respondents were aware of the existence of the National Policy on Gender and Development. This was nearly 12 years after the formulation of the policy. It was surprising that after that long, nearly quarter of the public Service was still not aware of the Policy. The public service is a unit with structured information channels, thus if in 12 years there was still 25% who were not aware of the policy, then it can be concluded that those

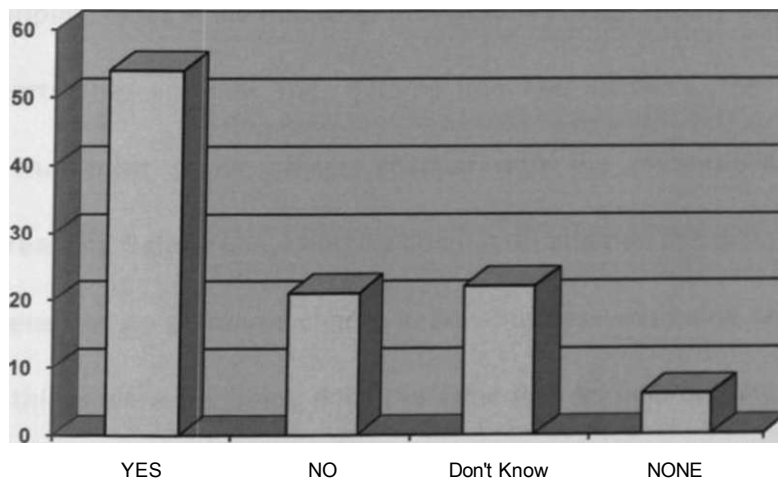
information channels were inadequate for some issues and that they needed to be varied according to the issue at hand.

However, the findings in Fig. 6 were consistent with the sentiments of the National Commission for Gender and Development who, in an interview concurred that not so many people were yet ware of the existence of the National Policy for Gender and Development and that those who were aware were taking it as a legal directive thus not creating much individual endearment. This was another indicator that the approaches for communicating gender issues needed to be reorganized to give to people all the information that they needed for decision making and make them contribute to the experiences in Gender Mainstreaming to make the work of implementing the Policy easier and faster.

Besides determining the level of awareness on the Gender Policy, the survey further sought to confirm whether the National Policy on Gender and Development had been effectively used to influence a change in the responsibilities assigned to men and women. Only 51% agreed that there was change while 21% disagreed and 22% did not know whether there

was any difference. The details of the responses are captured in Fig 7 below:

Fig.7 : Has the Gender Policy influenced a change in the responsibilities assigned to males and females in your Ministry?



Source : Field survey 2012

The respondents in Fig. 7 above gave explanations why they thought that the enactment of the Gender Policy had affected the duties assigned to men and women. Those who agreed stated that the committees

constituted in their Ministries observed gender balance. They noted that both males and females were being given equal tasks to perform in the office without reference to their gender. They also felt that funds were being provided for Gender Mainstreaming activities and that staff deployment was adhering to gender balance.

Those who disagreed in Fig 7 above noted that men were still getting more opportunities in the ministries though they did not specify the type of opportunities and how they differed from the women's. They also noted that most senior officers charged with the responsibility of mainstreaming Gender knew nothing about it. In addition this group felt that there was no perceived change in how business was being carried out as things were still being done the same way as before. They also argued that Gender Mainstreaming did not bring equality and that there was more talk than action in the implementation of Gender Mainstreaming.

Effectiveness of the communication approaches was also checked by the perceived attitude change due to mainstreaming Gender. Thus Fig.8

below shows what the respondents felt on the issue of attitude change as a result of Gender Mainstreaming initiatives:

Fig. 8: Has the communication approach used contributed to transforming the attitude of staff towards Gender Mainstreaming?

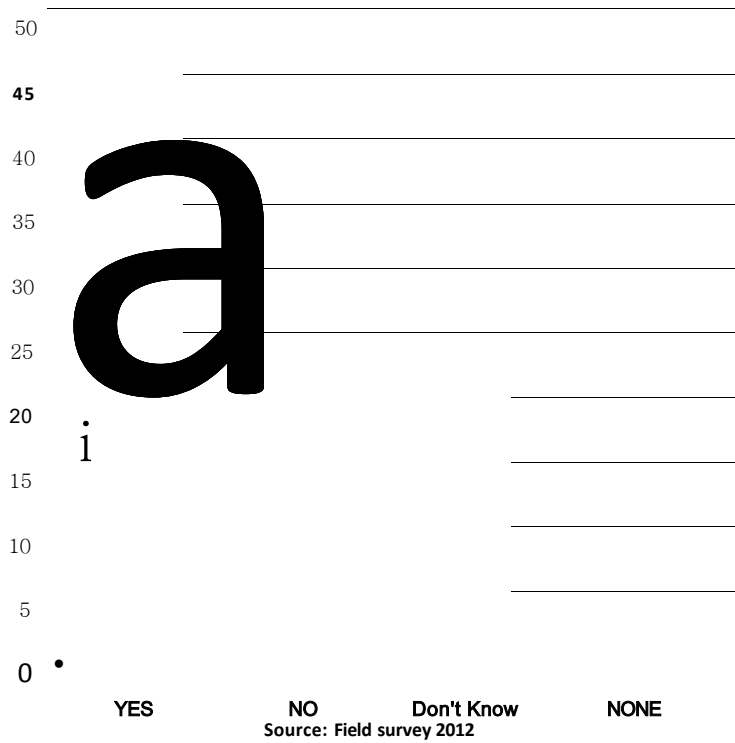


Fig. 8 above shows that only 47% of the respondents agreed that the communication approaches used were effective enough to lead to

behaviour change while 25% disagreed and 23% indicated that they did not know. However, the explanations provided by those who did not know were similar to those of the 'NO' respondents. Thus, the percentage of those who did not know was combined with those who disagreed, giving the total percentage as a significant 48%.

Those who agreed that the communication approach used had contributed to transforming the attitude of staff towards Gender Mainstreaming stated that committees at the Ministry were constituted in observance of gender balance and that both males and females were being given equal tasks to perform in offices. They also said that from their observation, men were beginning to be at ease when women were assigned responsibilities that were traditionally theirs. These respondents also felt that there was no longer discrimination based on gender in the assignment of duties and responsibilities.

Those who felt that they had not seen any attitude change indicated that the majority of men were still an obstacle, but did not specify how men were an obstacle. They also stated that policies were not followed to the latter. These responses were comparable to those given by the 23% of

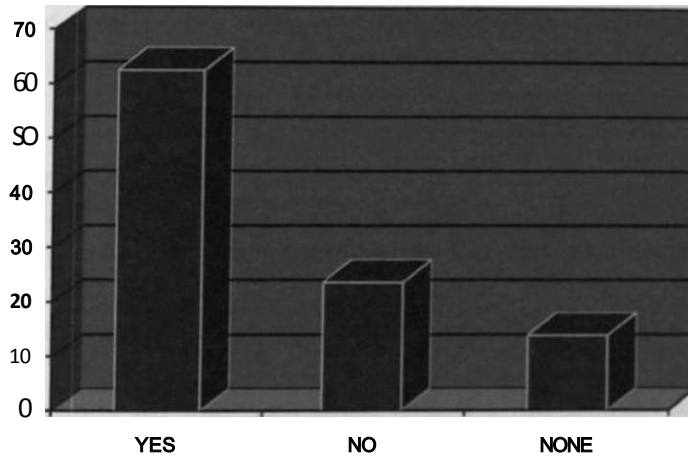
the respondents who indicated that they did not know whether Gender Mainstreaming initiatives had led to any perceptible change in attitude in the Public Service. Hence this group combined gives a total of 48%.

This finding that nearly half of the respondents still felt that more was yet to be done to bring about attitude change confirms further that the public service needs to plan for a strategy for greater appreciation of gender issues. It was no surprise that attitude change was not commensurate with the amount of time that had been invested in Gender Mainstreaming. According to Joseph Wilner @ Suite101.com, the three main factors that must be taken seriously were the communicator (source), the message and the medium. He says that the communicator lends credibility to the message to make it accepted or not. That, a person's perception of the communicator or source of information will impact whether the argument presented is believed or not. Thus beyond the goodness of the message of Gender mainstreaming attitude change requires that the players in Gender Mainstreaming show their credibility. This is through the image that the players present to their audience whenever they articulate issues of Gender Mainstreaming. He also argues that the message must have an emotional appeal depending on

whether the audience is more or less informed. He further argues that the strength of the medium used also affects the appeal of the message. These three factors are usually best articulated in a communication strategy (Wilner J.: 2006).

Besides an assessment on the general change of attitude towards Gender Mainstreaming, the study also explored whether the senior management of the public service, who were entrusted with the responsibility of Mainstreaming Gender, were perceived to be committed to the same. Thus respondents were asked to indicate whether decisions of their seniors were evidence of commitment to Gender Mainstreaming. The responses are as shown in Fig.9 below

Fig.9: Do decisions of your senior management demonstrate commitment to Gender Mainstreaming?



Source: Field survey 2012

Fig.9 above shows that 63% of the respondents perceived that the senior management of the public service was committed to Gender Mainstreaming. They explained that the senior management assisted in coming up with goals for Gender Mainstreaming in their respective ministries. They also reported that their senior management had become sensitive to gender issues and were sharing out opportunities between men and women equally. Others said that senior management was engaged in implementation of the affirmative action and that they

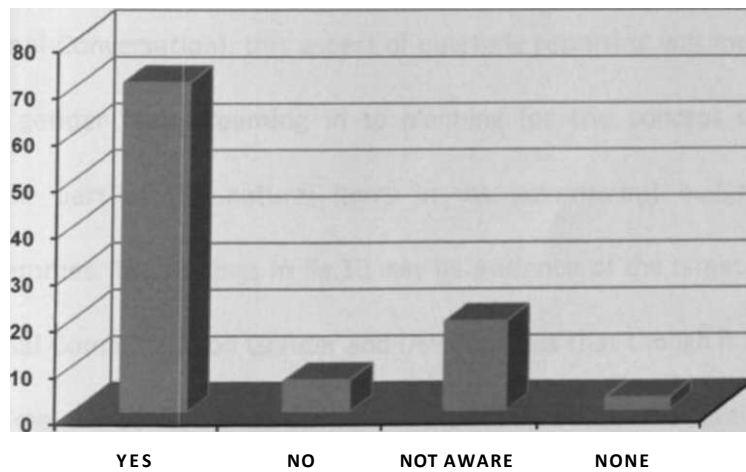
constantly reminded their officers under them to take the issue seriously.

On the other hand, 24% of the respondents disagreed that the senior management was not committed to Gender Mainstreaming. They explained that there was widespread rejection of performance contracts especially by the Teachers' Service Commission, Judiciary and Foreign Affairs Staff and, that those who led the rejection could not have been juniors, but the seniors. On their part those who did not indicate any response noted that Gender mainstreaming by the management was only done for the sake of performance contracting and not to make amends on gender balance. Thus the 14% who had no response were included in to the 'No' group due to the explanation provided.

During the study, it also emerged that the performance contracts for the Public Service were being used as enforcement as well as a monitoring tool. Thus, all public institutions signed their targets on Gender with the Head of Public Service and were therefore forced to include Gender issues in planning in the respective public institutions. At the end of each

quarter, they were required to submit quarterly reports on progress on the gender target to the National Commission for Gender and Development. The survey therefore asked respondents whether the mandatory reporting through the performance contract promoted Gender Mainstreaming. The responses are as shown in fig. 10 below:

Fig.10: -Does the requirement of mandatory reporting through the Performance Contracts Gender Mainstreaming?



source: Field survey 2012

From Fig. 10 above, 71% of the respondents agreed that mandatory reporting on Gender Mainstreaming through the performance contract promoted Gender Mainstreaming activities. This was against the 7% who disagreed, although 19% of the respondents were not sure whether the performance contract was effective or not. The seeming effectiveness of the performance could have been because the performance contract forces Public institutions to carry out those activities to get points for their institutions. According to Hulda (National Commission for Gender, Personal Conversation), this aspect of quarterly reporting was meant to force gender Mainstreaming in to planning for the concept until it became part of the natural items in the government budget and programmes. The findings in fig.10 may be evidence of the target of the National Commission on Gender and Development that though it was to take time, the performance contract could end up being an essential tool for implementation and monitoring for gender mainstreaming.

From the foregoing, it has been demonstrated that the approaches used in communicating Gender Mainstreaming had not been effective enough. This was despite the fact that those approaches had been effective in creating awareness and teaching meaning of the concept of

Gender Mainstreaming. Thus the Public service must devise new ways to ensure understanding and foster attitude change.

However, it was impressive that even without a properly designed communication strategy, efforts of gender mainstreaming in the public service could be rated at 50%. This showed that numerous efforts had been invested in ensuring that the Mainstreaming agenda succeeded against the odds.

While the missing communication strategy could have been one of the greatest reasons why the level of Gender Mainstreaming was not higher, it was not the only challenge facing the implementation of Gender targets. Thus in the survey, the respondents highlighted various challenges that had been faced in Gender mainstreaming. The challenges were similar to those highlighted by the respondents of the National Commission for Gender and Development and the Ministry Of Gender Children And Social Development as some of the main challenges experienced in Gender Mainstreaming.

The main challenge to the smooth implementation of Gender Mainstreaming policy was the lack of a Communication Strategy for gender Mainstreaming. This had affected establishment of linkages among players in Gender Mainstreaming; budgeting for the activities involved; and monitoring for success or failure. Thus it affected the overall outcome of the efforts of gender mainstreaming.

In an interview with officers of the National Commission for Gender and Development and the Gender Ministry, it was found that the National Commission for Gender and Development did not have a clear communication strategy but that they carried out advocacy mainly through the emails, circulars and verbal consultations with relevant organs or persons involved in Gender Mainstreaming. They got their feed back from the public service through the quarterly reports of the performance contracts. This was because they had championed for affirmative action progress to be monitored through reporting in the performance contract to ensure implementation of the same.

The other challenge that was noted was the scarcity of funds due to an inadequate budgetary allocation. This constraint thus limited the amount

and type of publicity that could be generated for Gender Mainstreaming. This constraint could also have arisen from lack of a communication strategy which states how advocacy would have been carried out and what it would cost.

Another challenge was unskilled manpower for Gender Mainstreaming. This constraint was especially significant in the Public service appointment of Gender Desk Officers. These appointments did not require qualification in gender related training. Thus those who were appointed could do it or fail to do it depending on their initiative. This was compounded by limited trainings and workshops on gender Mainstreaming since this was not deemed the key mandate of the respective ministries. Hence, the Desk Officers were not necessarily provided with requisite Knowledge for handling this responsibility. Besides, the desk officers had their core duties and responsibilities and were not left for Gender work alone. This limited the amount of time that the officers spent on articulating and monitoring implementation of gender issues.

The respondents also reported lack of interest; and ignorance from the parties concerned with the implementation of the policy, especially where top management was concerned. It meant that such senior management was not able to adequately articulate the agenda of Gender mainstreaming in their respective organisations. Due to that, Gender Mainstreaming was sometimes left on the side as it was not considered core business of the various ministries thus not treated as significant.

Some respondents agreed that Culture and traditions which define the woman's position in the society were still a major challenge that led to resistance to change among some employees who did not agree with what Gender Mainstreaming required them to do, which contradicted what their culture stated as the norm.

Other respondents felt that Gender issues were still misunderstood to mean promotion of women issues, thus affecting acceptance and subsequently, implementation.

The challenges above are consistent with those listed by Royal D (1995: 469) on the challenges facing communication in African Development.

One of the challenges was in the strategic approach. According to him audiences were never defined and neither was populations segmented to create more explicit objectives or more segmented messages. He states that even where more specific groups were identified, they were assumed to be the decision makers for the expected change yet most of them were not. This situation was the same in the Gender Mainstreaming campaign in the public service where information was channeled generally without consideration of the demographic aspects of the target population.

The other challenge was less support from national planners since most of the planners were not aware of the importance of IEC (Information Education Communication). Their understanding of the importance of IEC for Gender Mainstreaming was vague, and they did not understand why it should be allocated a lot of resources.

He also listed another challenge as poor communication infrastructure. According to him, enough efforts were not being into place to build communication experts on specific areas of specialisation from an early age.

4.3 Conclusion

In this chapter, the study explored how the survey had addressed the research objectives. The findings confirmed that indeed the disparities between men and women in regard to access to education and wealth did exist.

The survey also established that the most used approach for communication in the public service was the circular/workshop. However, since the circular was legal in nature, it did not create an environment for discussion and feedback in regard to Gender Mainstreaming.

The survey found that the approaches used in Gender communication had created awareness of up to 93 %. However, this awareness did not translate to equal level of understanding or attitude change. These findings confirmed the need for another approach for tackling gender mainstreaming for greater effectiveness.

The survey further found that there were several challenges faced in the course of implementing Gender Mainstreaming. Some of those

challenges were lack of a communication strategy, inadequate budgetary allocation and untrained Gender Officers nominated in Ministries as Gender Desk Officers.

In the next chapter, the study discusses the summary and recommendations that arose in the course of field work and desk research.

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CHAPTER 5: SUMMARY RECOMMENDATIONS AND CONCLUSIONS

5.1 Introduction

The previous chapter documented the findings of the field survey and how they answered the addressed the objectives of this study. In that chapter, the findings actually proved that there was need to improve the approaches used for communicating issues of Gender.

In this chapter, the study highlights various recommendations that, if used, could improve the results of Gender Mainstreaming initiatives in the public service.

5.2 Summary Recommendations

The discussion above reveals that Gender Mainstreaming is necessary for development. However, the efforts involved have not yielded maximum returns. Thus various recommendations were suggested in the fromthe study.

The study found that due to the absence of a unified communication system, adoption of Gender Mainstreaming was slow. It therefore recommended that formulation of the a Communication strategy to be done as a matter of priority and to use more friendly communication approaches to ensure acceptance of Gender Mainstreaming policy by staff.

It was also recommended that the Government to increase the budget for Gender Mainstreaming to encourage more advocacies that could employ more communication approaches, including the mass media.

It was further recommended that those with Gender knowledge to be engaged to facilitate Gender issues in Ministries. Where, this was not possible, those assigned gender related duties to given adequate training in that area. Respondents even suggested that Ministries could organize biannual or quarterly workshops on Gender Mainstreaming to keep the agenda before the people constantly; and that those assigned the Ministry Gender Desk to be relieved of some of their 'core' responsibilities to allow them more time on the Gender Mainstreaming mandate.

The study further recommended that top management to be sensitised at their level for them to show more commitment as an example to those below them to follow and give support to Gender Mainstreaming.

Since it had emerged that the Mass media was not used much, it was recommended that there was need to determine how to include the mass media in communication of Gender issues. Gender Mainstreaming is an issue that touches more than the Public Service. Adequate inclusion of the Mass Media in Gender Mainstreaming could greatly enhance its adoption in the Public Service. This was because the messages sent to the media are edited depending on the intended audience. Getting supportive media would greatly enhance a Gender Mainstreamed lifestyle.

Respondents further suggested that Production of periodicals and bulletins on Gender Mainstreaming to be encouraged and to publish gender issues prominently in newspaper advertisements and other mass media.

It was also proposed that Gender Mainstreaming be made part of the agenda of all ministerial meetings and workshops. This was meant to give it the importance and prominence that it deserved.

It was also recommended that the implementers to make use of social media such as face book, twitter, LinkedIn, flickr, to be used. This was because those sites were attractive to young people and could initiate debate among so many people in a very short time. Young people could also use healthy debates to build a new culture that strove for Gender Mainstreaming.

The following are additional principles for an effective communication campaign for Gender Mainstreaming as contained in Rice, R.E. & Atkin, C. (1994:365-385). One of the principles is use of multiple media to capture diverse audience. This ensures that targeting of the audience is done properly and the right message sent to the right people. Another principle was to combine media and interpersonal strategies for those who have access to the media or those who may not have access to the media and who trust information from those they know. Gender Mainstreaming could also use celebrities to model a gender equal

society since respected celebrities can get their fans to emulate them by encouraging Gender Mainstreaming around them. Gender Policy implementers can also use the media or any available approach to provide simple, clear, and repeated messages. These messages keep reminding the audience of Gender Mainstreaming to ensure that it is not forgotten.

The constant messages in the above principle should be used to emphasize positive behavior more than negative consequences of current behavior to make them attractive and less intimidating. The other important principle is timing. Proper timing ensures attention and acceptance.

The most important principle, perhaps, is creation of an information strategy. A clear information strategy communication strategy includes messages (branding), key partnerships, identification of strategic internal and external processes to influence along with how best to do this, time-lines and indicative resource allocations(Gender Equality Strategy:2008-2011).

5.3 Conclusions

This study concurs that Gender Equality is an essential component for the development of any community. Yet, there were numerous disparities in the country and the same were replicated in the public service (Suda C.: 2002: 302). The disparities were in regard to access to employment, education and decision making. Those disparities were caused by existing cultural and religious preferences for males that are present among many communities in Kenya.

Thus the decision of the Government to come up with the National Policy on Gender and Development to enhance Gender Mainstreaming was plausible. The findings of the field survey confirmed that the main method of communications about the policy in the Public Service was the Government Circular and workshops by 38%. It also showed that this mode greatly contributed to 93% awareness of Gender Mainstreaming among public servants. The high awareness created by the circular and workshops could have been because this mode of implementation was never questioned in the public Service and that it was always the circular

that gave guidelines about the conduct of business in the Public Service and any issue that required implementation.

However, the findings demonstrated that this mode of Communication in Government was not adequate and it needed to be improved. For instance while the Government circular reached the officer and defined what to be done, it was just providing the direction on conduct. The circular, thus, was an office guideline and not a cultural transformation tool. To this end, it was demonstrated that the communication approaches used had succeeded to give information, but had failed to adequately persuade the audience to change their cultural inclinations. Hence, 50% of the respondents indicated that Gender Mainstreaming was not well understood and thus attitude change had not been very significant. The approaches in communication were inadequate to the extent that 12 years after formulation of the policy, one quarter of the public service was not even aware of its existence.

Therefore, there was need to include communication approaches that could persuade the individual to change their behavior in line with what's expected of them. The communication approaches had to be

designed to contain an interactive feedback mechanism to enhance discussion and increase acceptance. This is because, when policy guidelines are issued alongside a circular, they do not create an environment that allows the implementers to question some issues or suggest improvement. Yet, this is important because change of cultural issues requires a lot of engagement that involves suggestions, adoption of new ideas, and correction of missteps in implementation and improvement of the guidelines.

The study also found that there were other several challenges to the implementation of Gender Mainstreaming besides the absence of a communication strategy. Those challenges included inadequate budgetary allocation; inadequately trained Gender Desk Officers; lack of commitment from senior management and impediments from culture and religion.

Therefore effective Gender Mainstreaming requires organised, systematic address of the challenges faced. It should be recognised that Gender Mainstreaming does not need information to be thrown at people, but to be communicated to them; the Gender policy should not

talk down to people, but talk with them; solutions to the prevailing disparities should not be pushed at people, but their views should also be taken in to account every step of the way. Otherwise, the efforts will be unappreciated, despite their relevance to this country. This is because non-involvement is interpreted as superiority and seen as vilification of people's ability thus creating resentment (Moemeka A.: 1997:381).

Thus while the policy may have involved stakeholders at the formulation stage, implementation requires their support even more. The right communication approaches should put in to place, otherwise the idea of Gender Mainstreaming may be seen as putting down long cherished beliefs, values and traditions. This is especially since Gender Mainstreaming is mostly addressing the disadvantages of the cultures in Gender balance and none of the positives of those cultures.

The study, further, found that the mass media were least used as a communication tool for Gender Mainstreaming in the Public Service. The channels used were limited in the number of people reached with the information on Gender Mainstreaming. In fact, those channels left those outside the Public Service to be reached through interpersonal relations,

a method that greatly alters content of the message. The mass media, on their part, could reach more people in a shorter time and with the intended content. The Public Service needs to consider once again how far and how fast they want Gender Mainstreamed; and put into place the right approaches that will make Gender Mainstreaming feasible.

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Annexes

Annex 1: Questionnaire 1

Disclaimer: the information of this questionnaire is intended for use in the study of Gender Mainstreaming in the Public Service. The researcher is studying M. A. (Communication Studies) at the University of Nairobi.

NB: The findings of this survey will be used for academic purposes only. You are therefore requested to complete the questionnaire as objectively as possible.

Section 1-General information

(Tick appropriately where necessary)

1. Name of respondent (not mandatory)

2. Gender: Male • Female •

3. Age: 16-25 • 26-35 • 36-45 • 46-55 • Over •
56

4. Number of years in school :
Below 10yrs • 11-20yrs • 21-30yrs •
above 30yrs •
Other

6. **In your opinion who came more, between men and women?**

Men • Women: •

7. Have you heard of Gender Mainstreaming?
Yes • No •

8. How did you learn about Gender Mainstreaming issues?

Radio • TV q Newspaper q friend q

Ceremony g Government circular •

Other _____ (please specify)

9. Which of the following best explains the meaning of Gender Mainstreaming?

- Elimination of discrimination against women
- Protection of women against men
- Equitable distribution of resources and opportunities to men and women
- Increased opportunities for women

10. How well has the Gender Mainstreaming agenda been explained in your Ministry?

Extremely well q fairly well p

Well j-| Poorly •

11. Which method is used by your Ministry to explain the Gender Mainstreaming agenda?

Radio • TV • Newspaper • Gender OfficerD

Government circular •

Other _____ (please specify)

12. Do you agree with the statement that 'Gender Mainstreaming is clearly understood in the Public Service

Strongly Agree q Agree q

Disagree g Strongly Disagree •

13. Are you aware of the existence of the Gender Mainstreaming policy?

Yes • No • Don't know •

14. If "yes" in 12 above, how did you learn about it?

Radio ^ Newspaper

Colleague Government circular

Other _____(please specify)

15. If 'no' in 13 above, what do you think should have been done for you to have the information?

16. How is Gender Mainstreaming perceived in your organisation

Negatively Positively Don't Know

17. Choose the main approach used in communicating Gender issues in your Ministry?

Radio workshops Gender Officer

Government circular

Other _____(please specify)

18. Has the approach used in 15 above contributed to transforming the attitude of staff towards Gender Mainstreaming?

Yes No Don't Know

Explain briefly

19. Has the formulation of the Gender policy influenced a change in the responsibilities assigned to males and females in your Ministry?

Yes No Don't know

Explain briefly

20. Do the decisions of your senior management demonstrate commitment to GENDER MAINSTREAMING?

Yes No

Explain briefly

21. Do you believe that the requirement of mandatory reporting on Gender Mainstreaming in the performance contract promotes Gender Mainstreaming in Government Ministries?

Yes No Not aware

Explain briefly

22. Do you think that a clear communication strategy can enhance change in values and behavior?

Yes No

Don't know

23. What are some of the reasons why your Ministry may not have a communication strategy for Gender Mainstreaming?

- No one knows what a communication strategy is
- The importance of communication strategy has not been understood

- It is not necessary to have a communication strategy
- People are already aware of Gender Mainstreaming requirements

24. What are some of the challenges experienced in the communication of Gender Mainstreaming efforts?

25. What suggestions can you give for improvement in the choice of communication approaches used in Gender Mainstreaming?

Annex 2: Questionnaire2

Disclaimer: The findings of this survey will be used for academic purposes only

Section A (Tick appropriately where necessary)

1. Name of respondent (not mandatory)

2. Male • Female: •

3. What are the critical responsibilities of your organisation?

4. What communication approaches do you use to carry out Gender Mainstreaming?

5. In your opinion, are those approaches effective? (Explain briefly)

6. How do you monitor the effectiveness of the communication approaches used in Gender Mainstreaming?

7. Which of the following media do you frequently use for about Gender Mainstreaming issues?

Radio • TV • Newspaper q friend •
Ceremony .-.

Other

(please specify)

8. How well have you defined the problem of Gender Mainstreaming to your implementing agencies?

9. Do you think the formulation of the Gender Policy has influenced a change in the responsibilities assigned to males and females in Government Institutions? (explain briefly)

10. How are you ensuring that Gender Mainstreaming forms part of the governments' organizational culture and not just a legislative requirement?

11. How are you dealing with the once strong prejudice that Gender Mainstreaming is foreign to the African culture?

12. What are your information feedback mechanisms?

13. How effective are the mechanisms in 12 above?