DECLARATION

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

ESTHER MONGINA NYACHIENG'A

DATE

This project report has been submitted with my approval as University Supervisor

/ i / n / a e / o

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DATE
ACKNOWLEDGEMENTS

First and foremost, I would like to thank the Almighty God for giving good health and protection throughout my studies.

Secondly, I am deeply indebted to my Project Supervisor, Dr. Salome Bukachi who gave invaluable guidance without which, this document would not have attained the desired quality.

Thirdly, my sincere gratitude also goes to all the informants and respondents whose honest answers and comments enabled me to finish this project. I also thank all the lecturers in Gender and Development Studies who were with me during my coursework period between October 2008 and October 2009. Without their valuable support, it would not have been possible to successfully complete my degree. My thanks also goes to all my classmates and friends who inspired, guided and encouraged me throughout the study.

Fourthly, I wish to thank my husband, Nyachieng’a whose suggestions, criticisms and encouragement enabled me complete this project successfully and last but not least, I would also wish to thank my three children, Christine, Duke and Davies for the patience they demonstrated while I concentrated on my studies.

GOD BLESS YOU ALL!
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ABBREVIATIONS:

AFCOA: Australian Council for Overseas Aid
BDP: Bureau of Development Policy
BPFA: Beijing Platform for Action
CBS: Central Bureau of Statistics
CEDAW: Convention on the Elimination of all forms of Discrimination against Women
DFID: Department for International Development
EU: European Union
FBOs: Faith Based Organizations
GAD: Gender and Development
GAP: Gender Action Plan
GOK: Government of Kenya
IAGAS: Institute of Anthropology, Gender and African Studies
ICPD: International Conference on Population and Development
MDGs: Millennium Development Goals
MoGCSD: Ministry of Gender, Children and Social Development
NEPAD: New Partnership for African Development
NFLS: Nairobi Forward Looking Strategy
NGOs: Non-Governmental Organizations
NPGD: National Policy on Gender and Development
SPSS: Statistical Packages of Social Sciences
UN: United Nations
UNDP: United Nations Development Programme
UNECOSOC: United Nations Economic and Social Council
UNEP: United Nations Environment Programme
UNESCO: United Nations Scientific and Cultural Organization
UN-Habitat: United Nations Centre for Human Settlement
UNICEF: United Nations Children's Fund
UNIDO: United Nations Industrial Organization
UNIFEM: United Nations Development Fund for Women
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ABSTRACT

Gender mainstreaming is integral to a country's sustainable development. Development progress of any country is also pegged on access to optimal use of resources for both men and women. Gender mainstreaming of policies and programs in both the public and private sector is important if gender equality and equity for all citizens is to be achieved. Gender mainstreaming also results in more effective service on the part of operation, power and resources. Kenya as a country has made great efforts to mainstream gender in its activities but there have been challenges that have derailed the process.

The main objective of the study was to determine the challenges facing gender mainstreaming in the public sector in Kenya. The specific objectives of the study were to investigate the level of knowledge and attitude of the officers handling issues of gender mainstreaming in the public sector in Kenya; to examine the institutional barriers to gender mainstreaming in the public sector in Kenya; and, to find out the external barriers to gender mainstreaming in the public sector in Kenya.

This paper draws on a recent study which was aimed at investing the challenges facing gender mainstreaming in the public sector of Kenya. The study employed both qualitative and quantitative methods of data collection which included key informant interviews and a structured questionnaire. The study randomly sampled 11 ministries and purposively selected one for the study. Twelve informants were purposively selected from the sampled ministries and 40 respondents were randomly sampled from the ministries under the study.

From the study it was evident that although the government of Kenya has taken a lead in making sure that gender mainstreaming is achieved, a lot needs to be done before the process is successfully implemented. The study findings show that the main institutional barriers affecting the gender mainstreaming process include lack of political goodwill from the government, the slow pace of developing gender policies by various ministries, lack of sensitization of staff on gender related issues, lack of adequate budget and technical staff and lack of proper training on
gender related issues. The study also shows that socio-cultural factors are the main external barriers that hinder the gender mainstreaming process in the public sector of Kenya. Factors like patriarchy, gender stereotyping, socialization and lack of societal awareness on issues pertaining to gender have been seen as the major barriers of gender mainstreaming. Others include the literacy disparities between men and women and the belief by many people that gender mainstreaming is all about women.

The study recommends that the public sector of Kenya should take all the necessary steps to deconstruct the socio-cultural factors that have been seen to be the main challenge facing gender mainstreaming in Kenya by holding workshops and seminars, to sensitize the society from the grass root level on the importance of gender mainstreaming. The study also recommends that the government should take the necessary steps to ensure that all ministries have working policies and that all the objectives of these policies are achieved. The study has also recommended that the government ensures integration of gender perspective in the budgetary process and aim at the provision of funding for specific programmes that will address challenges facing gender mainstreaming.
CHAPTER ONE: BACKGROUND TO THE STUDY

Gender is used to describe those characteristics of women and men, which are socially constructed, while sex refers to those which are biologically determined. People are born female or male but learn to be girls and boys who grow into women and men. This learned behaviour makes up gender identity and determines gender roles" (World Health Organization, 2002: 4).

Over the past two and a half decades of active gender debate, there have been major shifts in conceptual language which have led to a growing practice of using the term gender as a substitution for the word woman. Gender does not refer to women or men as is usually misconceived. On the contrary, the concept of gender refers to the relationship between men and women, the ways in which the roles of men and women are socially constructed and to the cultural interpretations of the biological differences between men and women. Gender roles, relations and identity are socially constructed through the process of socialization. Gender is therefore an inclusive concept which not only entails what men and women do in society and how they relate socially but also embraces cultural ideas about "maleness" and "femininity" and the structural inequalities which emanate from those differences (Commonwealth, 1995: 14).

Gender mainstreaming has been perceived as 'the linguistic antithesis to gender marginalization' (Morley, 2006). Although widely used in development and policy cycles, its theory takes root from the feminist theory and practice (Morley, 2006). It can be understood as a consciously organized move towards integrating a gender perspective into analysis, procedures and policies (Schalkwyck & Woroniuk, 1998). According to Waterhouse and Sever (2005), 'gender mainstreaming' has become a fashionable term to signify gender equality. The Department for International Development (DFID) defines gender mainstreaming as:

"A commitment to ensure that women's as well as men's concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that women as well as men benefit equally and inequality is not perpetuated. Gender mainstreaming is integral to all development decisions; it concerns the staffing, procedures and culture of development organizations as well as their programmes; and it is the responsibility of all Staff" (DFID, 2002).
Typical official discourse in gender mainstreaming manuals tells us that at the fourth UN international Conference on women held in Beijing 'gender mainstreaming was established as the internationally agreed strategy for governments and development organizations to promote gender equality. This was in response to consistent lessons that have emerged from at least twenty years of experience of addressing women's needs in development work (Derbyshire, 2002:7).

Gender mainstreaming was endorsed by the Beijing Platform for Action (BPFA) at the Fourth World Conference on Women, held in Beijing in 1995. The goal for this action was for 'governments and other actors (to) promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively' (United Nations, 1995). Ultimately, the goal of gender mainstreaming is gender equality (Baden & Goertz, 2001).

By adopting the Platform for Action, governments strongly committed themselves to addressing obstacles to the advancement and empowerment of women. In the past, development efforts tended to ignore and marginalize women. Mainstreaming gender therefore attempts to improve on issues through the lessons from the past efforts (Waterhouse & Sever, 2005).

Kenya is one of the 189 countries that has signed and ratified the BPFA. It has also signed and ratified many other international and regional treaties and conventions that advocate for gender mainstreaming. Some of these include the Convention of the Elimination of All forms of Discrimination against women (CEDAW) in 1984; the Millennium Development Goals (MDGs) 2000 which are consistent with the 12 critical areas of concern in the BPFA; Nairobi Forward Looking Strategies (NFLS) for the advancement of women - 1985; the African Plan of Action on Gender Policy (2006); African Union Gender policy and others. Despite all this progress, gender mainstreaming has continued to be a challenge at both national and community levels. Assessments undertaken in the past indicate that gender mainstreaming in the public, Non-Governmental Organizations (NGO) and private sectors has been weak both at national and community levels. This study is therefore, intended to establish the challenges of gender
mainstreaming in the public sector in Kenya and how they can be tackled and/or reduced in future.

1.2 PROBLEM STATEMENT

Gender mainstreaming is integral if any country has to achieve sustainable development. Great effort has been expended in Kenya to mainstream gender and particularly after the 1995 Women's World Conference in Beijing. Before the BPFA, Kenya had also ratified most of the treaties and conventions that advocate for equality. They include the Convention on the Elimination of all forms of Discrimination against women (CEDAW, 1984); Nairobi Forward Looking Strategy (NFLS, 1985); International Conference on Population and Development (ICPD, 1994); and, the Millennium Development Goals (MDGs, 2000).

After signing, acceding and ratifying most of these international treaties and conventions, the Kenya Government has made efforts to mainstream gender in its development programs through for example:-

- Creating the Ministry of Gender, Sports, Culture and Social Services - currently called Ministry of Gender, Children and Social Services;
- Establishing a National Policy on Gender and Development (2000), whose overall objective is to ensure women's empowerment and mainstreaming needs of women and men, girls and boys in all sectors of development in Kenya, so that they can participate and benefit equally from development activities.
- Sessional Paper No. 2 of 2006 on Gender equality and development which provides a strong institutional framework for gender mainstreaming in all sectors.
- In 2007 the president of Kenya passed a decree of 30% women representation in all public sectors.
- On 1st July 2007 all ministries and parastatals were asked to ensure that gender concerns are integrated into policy formulation and sector based development planning and programming.
However, having signed these treaties and conventions, and developed the gender policies, actual mainstreaming remains theoretical in many government ministries, parastatals, NGOs, Faith Based Organizations (FBOs) and the private sector. According to the Kenya Data Sheet released in 2008 by the Ministry of Gender, Children and Social Development, women still lag behind in leadership positions.

A survey conducted by the Standard Newspaper in March 2010, revealed that most companies have ignored the importance of women representation in the Board of directors while few have an insignificant representation. Kenya Roads Board, for instance with a board membership of 17, has only 2 women, while at Kenya Commercial Bank with 11 board members, only 3 are women. Safaricom and Equity Bank have one woman each on their Board.

There have been impediments such as lack of appreciation of what gender is and the necessity of mainstreaming it. These impediments have been experienced at all levels of governance and more so because Kenya is a patriarchal society. Issues that affect women more than men have traditionally not been handled with the seriousness that they deserve. Other impediments include high poverty levels found in women and illiteracy levels among others.

The aim of carrying out the study was therefore, to find out the challenges of gender mainstreaming in the public sector of Kenya with a view to establishing the barriers to gender mainstreaming in the sector.

The following research questions guided the study:-

1. What is the knowledge and attitude of the officers handling gender mainstreaming issues in the public sector of Kenya?

2. What are the institutional barriers to gender mainstreaming in the public sector of Kenya?

3. What are the external barriers to gender mainstreaming in the public sector of Kenya?
1.3 RESEARCH OBJECTIVES

1.3.1 Overall objective

• To determine the challenges of gender mainstreaming in the public sector in Kenya.

1.3.2 Specific Objectives:

• To investigate the level of knowledge and attitude of the officers handling issues of gender mainstreaming in the public sector of Kenya.

• To examine the institutional barriers to gender mainstreaming in the public sector of Kenya.

• To find out the external barriers to mainstreaming gender issues in the public sector of Kenya.

1.4 JUSTIFICATION OF THE STUDY

Development progress of any country is pegged on access and optimal use of resources for both men and women. It is therefore, important to note that gender mainstreaming of policies and programs in both the public, and private sector is important if any sustainable development is to be achieved. Gender mainstreaming strategy in a nation's programs, results in re-orientation of the operations, giving women and men equal access to the operation, power and resources. It also results in more effective service on the part of government agencies and better distribution of resources to both genders. A better grasp of gender equality policy and of the needs of those who use the various services, can also be achieved.

The study results will therefore help the government of Kenya as the main promoter of gender mainstreaming, to come-up with new ways of tackling the challenges facing the proper implementation of gender mainstreaming of all policies and programs within its ministries and other departments that fall under the public sector.

The findings from the study will also provide useful information to the policy makers in both public and private sectors to help them mainstream gender in all their activities effectively and inclusively for sustainable development of the country.
The study will also provide information that other researchers/scholars can use in their future research/studies to understand the challenges faced in mainstreaming gender in the public sector.

1.5 SCOPE AND LIMITATIONS OF THE STUDY

1.5.1 Scope of the Study
The public sector of Kenya has many government ministries and parastatals that fall under it. There are 42 ministries in the government of Kenya. These ministries have their other offices at the District levels all over the country, but the research was mainly concentrated at their headquarters in Nairobi City. The site was chosen because most of the research subjects targeted were to be found at the headquarters of these ministries.

1.5.2 Limitations of the Study
The main limitations that were encountered during study included the length of time taken to access respondents for study; getting gender disaggregated data from the departments that were sampled in various ministries for the study; getting all the information from the informants/respondents due to the high confidentiality given to information in the public sector. For example, all the key informants for the study refused to be taped during the interview for the fear that they will be implicated.
CHAPTER TWO: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 INTRODUCTION

This chapter will review and focus on the already existing literature relevant to the overall and specific objectives of the study. These will include review of both national documents/publications related to the research problem. The chapter will also include the theoretical framework.

2.2 BACKGROUND TO GENDER MAINSTREAMING TRAJECTORY WORLDWIDE

In 1970s and 1980s, there was a sudden mass awareness of Women's positive role in development initiatives leading to the emergence of 'Women in Development' (WID). In 1975 for example, the United Nations General Assembly designated the year (1975) the International Women's year when the first intergovernmental conference on women covering equality, development and peace was convened in Mexico City. In 1990s, 'Gender and Development' (GAD) emerged and assumed improvements in gender relations, roles and responsibilities in development.

In 1995, the UN Beijing Fourth World Conference on Women highlighted significant areas touching on gender inequality. A platform for action was then drawn up which was built from the 1979 Convention of the Elimination of All Forms of Discrimination against Women (CEDAW), declaring that: 'Discrimination against women violates the principles of equality of rights and respect for human dignity and amounts to an obstacle to women's participation on equal terms with men in the political, social, economic an cultural life of their countries and hampers the growth ofprosperity of society and the family'.

CEDAW provided the basis for equality between women and men in political, social and economic spheres. Although the platform for action drawn in Beijing was not legally binding, it created a standard reference point for policies on women. Crucial areas of concern identified were women and poverty, equal access to education and training, healthcare, violence against women; the effects of armed or other conflicts on women, inequality in economic structures and
policies, power sharing and decision making, mechanisms to promote women's advancement, human rights, the role of media, the environment and the girl-child (Sida, 2005; Morley, 2006)

United Nations (UN) adopted gender mainstreaming at the 1995 conference on women in Beijing, then the European Union (EU) and its member states (Morley, 2006). The EU has adopted mainstreaming as the basis of its gender policy, which has been developed since the treaty of Amsterdam. Currently, over a hundred countries have embraced gender mainstreaming in their state machineries (Morley, 2006).

In 1999, the UN Commission on the Status of Women adopted the Optional Protocol to CEDAW. The protocol mainly aims at conducting enquiries and making appeals on issues regarding violations of CEDAW. Many countries are signatories of a number of international conventions and treaties that promote gender equity and empowerment such as CEDAW, BPFA, MDG and Commonwealth Plan of Action on Gender and Development.

2.3 NATIONAL POLICY INITIATIVES IN KENYA

2.3.1 National Policy on Gender and Development (January 2000):

Its overall objective is to ensure women's empowerment and mainstreaming the needs of women and men, girls and boys in all sectors of development in the country so that they can participate and benefit equally from development initiatives. The policy framework underlines the need to focus on empowerment strategies that demonstrate understanding of essential linkages within sectors. In addition, it recognizes that gender is central and cross-cutting, and therefore program strategies should incorporate gender equality as a goal. To achieve these, mechanisms aimed at achieving gender balanced development through the removal of disparities between men and women should be put in place. It also underscores social, cultural, legal and political factors that perpetuate inequalities (GOK, 2000).

2.3.2 Sessional Paper No. 2 of May 2006 on Gender and Development

Sessional Paper No. 2 of May 2006 on Gender and Development provides a framework for gender mainstreaming and recognizes that socio-cultural attitudes held by men and
women, and socialization process are of great significance in determining the unequal status between men and women. It also recognizes that development initiatives impact differently on men and women and in turn women and men impact differently on development process (GOK, 2006).

2.3.3 Millennium Development Goals (MDG) - 2000

The key elements of the framework of the Global Agenda in the context of goals, targets and indicators provides a road map for the implementation of the Millennium Declaration signed by UN member states in the year 2000 demonstrating the commitment of the international community to sharply reduce extreme poverty around the world. MDG 3 commits Kenya to promote gender equality and women empowerment as an effective way to combat poverty, hunger and disease and to stimulate development that is truly sustainable (GOK, 2008).

2.4 STRUCTURES FOR IMPLEMENTATION OF THE NATIONAL GENDER POLICY

2.4.1 Department of Gender & Social Services

2.4.1.1 Its Background

The Ministry of Gender, Children and Social Development is the national machinery assigned with the responsibility of implementing Gender Mainstreaming in policy formulation, planning, budgeting, monitoring and evaluation. The Ministry was curved out of the then Ministry of Gender, Sports and Social Services under the Presidential Circular No. 1 of May 2008. Specifically, the Ministry is to promote Gender mainstreaming in national development processes, co-ordinate and harmonize the implementation of the National Policy on Gender and Development 2000 as stipulated in the National Plan of Action (2008-2012). The ministry is divided into two departments namely the Department of Gender and Social Services and Department of Children Services, (GOK, 2008).
The training manual book on Gender Mainstreaming for the Ministry of Gender, Children and Social Development (MoGCSD) defines gender mainstreaming as the process of integrating gender equality perspective into development process at all stages and levels. It is a strategy for the achievement of gender equality (GOK, 2008).

2.4.1.2 Functions of the Ministry

- Formulating policies in Gender, Children and Social Development Gender Mainstreaming into National Development.
- Promotion and Coordination of Volunteer Services.
- Promotion and Coordination of volunteer services as well as provision of social welfare.
- Guiding community development and supervising programmes and institutions for Children's care department.

The draft Strategic plan (2008-2012) outlines the vision of the Ministry as being the leader in the provision of Gender responsive, child friendly and social services leading to a society where all enjoy equal rights, opportunities and high quality of life. (GOK, 2008).

2.4.1.3 Concept of Gender Mainstreaming

The concept of bringing gender issues into the mainstream of society was clearly established as a global strategy for promoting gender equality in the Platform for Action adopted at the United Nations Fourth World Conference on Women, held in Beijing (China) in 1995. It highlighted the necessity to ensure that gender equality is a primary goal in all areas of social and economic development.

As a holistic and comprehensive strategy, gender mainstreaming also addresses the environment (corporate, office) in which policies and programmes are developed and implemented. Thus a strategy to integrate gender concerns
into programming must be accompanied by a strategy to ensure that staff and working environment is gender-sensitive, guaranteeing equal opportunities and treatment of both men and women.

Significantly, gender mainstreaming differs from "women in development' (WID) approach in that it takes its starting point not a priori assumption about women's disadvantage, but rather a thorough and rigorous analysis of the development situation. At the same time, experience has shown that such an analysis almost invariably reveals gender-differentiated needs and priorities, as well as gender inequalities in terms of opportunities and outcomes, which gender mainstreaming then seeks to redress. Analysis will determine the level of priority and the degree of intervention that should be accorded to solving these needs for specific problems. Given the above, it is clear that a gender mainstreaming approach does not necessarily make the need for specific policies, programs or projects on gender equality obsolete. Again, the level of intervention is entirely dependent on the specific needs and priorities revealed by gender-sensitive situation analysis (GOK, 2008).

2.4.1.4 Gender Officers in Sector Ministries, Parastatals and Institutions of Higher Learning:

Gender officers were appointed in the sector ministries, parastatal and institutions of learning. Their primary role was to mainstream gender policies, plans and programs. Some of their roles include:

- To identify gender concerns, needs, priorities, constrains and opportunities within the sector on the promotion of gender equality

- To ensure that gender needs, concerns and priorities are integrated in the design, implementation and monitoring and evaluation of sector policies and programs at all levels.
• Conduct gender analysis to assess the development impact on men and women and design strategies to mitigate the negative development on women. (GOK, 2008).

OVERVIEW OF GENDER MAINSTREAMING IN AFRICA AND ITS CHALLENGES

2.5.1 Maputo Declaration on Gender Mainstreaming and Effective Participation of Women in the African Union (23rd to 24th June 2003)

The Maputo Declaration highlighted the following:

• The promotion of gender equality as a key principle and goal for the African Union.
• The Adoption, by Heads of State and Government the principle of 50% gender representation.
• Affirms the support for the outcome of meeting embodied in the:
  Durban Declaration on gender and the effective participation of Women in African Union (30 June 2003); and,
  Dakar Strategy on Mainstreaming Gender and Women’s Effective Participation in African Union (26 April 2003)
• Appreciates the role and contributions of the African Women's Committee on Peace and Development on the Continent.
• Acknowledges the establishment of women, gender and development directorate in the office of the Chairperson of the African Union
• The entrenchment of the Statutes of the African Union Commission, of the principle of gender equality in the recruitment of the commission.
• Senior staff and top management
• The opportunity for civil society participation in the activities of the African Union through the Economic, Social and Cultural Council (ECOSOCC) and,
• The efforts of Heads of State and Government in their endeavour to address poverty through the New Partnership for African Development (NEPAD).
The Declaration is concerned with the following:

- Despite commendable action by Heads of state and Government in mainstreaming gender, there is need for concerted acceleration of the process;
- There is yet no provision for a specialized technical committee on gender
- The women, gender and development directorate is severely under-resourced;
- There is an acute under-representation of women ambassadors and other plenipotentiaries accredited to African Union;
- Women in Agriculture face many constraints, including inadequate access to credit, information and the acquisition of skills;
- Despite the fact that women are responsible for up to eighty percent of the total food production in Africa, they generally lack access to, and control of land.

2.5.2 Education and Training and Gender Mainstreaming in Uganda

Mari & Kwesiga (2002) in their book "The Women Movement in Uganda: History Challenges and Prospects" say that the obstacles to gender parity are embroidered in cultural norms and practices, socialization process and into the framework of patriarchy, which is fundamental to social structures in Uganda. Educational policymakers and implementers, teachers, pupils, parents and communities at large, are products of these arrangement, which influence their perceptions. Consequently these obstacles inhibit and may in some cases completely block opportunities for promoting girls' and women's education. Many times, cultural rationales are used as an excuse, especially where there is no commitment to eliminating the obstacles. They continue to say that many of these obstacles can be clearly demarcated into different arenas of education. The society, the home and community often regard a girl as a future wife and mother and this blocks aspirations for an education beyond the primary level.

GENDER MAINSTREAMING IN AFRICAN NGOS AND COMMUNITIES.

The following extracts share some of the discussions held by the Transform Researchers with officials in government ministries, local NGOs and with people in communities in four countries (Zambia, Rwanda, Uganda and the Gambia). They show how the concept
of gender equality is often either misunderstood or misinterpreted within development agencies and communities (Wendoh & Wallace, 2005).

2.6.1 Discussions with Government officials:
Many governments in Africa committed their countries to the Beijing Platform for Action in 1995, and agreed to the formulation of gender policies. For some, this led to the creation of gender ministries while other governments created focal desks in existing ministries. Women caucuses in some parliaments increased the representation of women’s voices, and women's concerns were also raised by lobbyists and individuals, in committees focusing on legal affairs, governance, and human rights. Many dedicated men and women were involved in the development of government gender policies, and planning consequent action. Everything looked set to improve for the empowerment of women and the achievement of gender equality (Wendoh & Wallace, 2005)

However, close scrutiny began to tell a different story. Government officials cited significant resistance 'at implementation level where people give higher priority to other activities and they grade gender issues at a lower level because of misconception(s)' (Wendoh & Wallace, 2005: 72).

At the heart of perceived hostility to gender equality work as being 'foreign', threatening', and a plan to 'usurp men's power' is the sense that it is external and not relevant. Indeed, the approach was seen as misunderstanding the essence of African societies. Such views can be found inside governments, even while they openly espouse the need to work on gender inequalities. One senior government official expressed the problem:

'We are living in a changing world, nobody can resist the change even if we insist on the cultural practices. . . . (We are acting in response to government policy to uplift women, the donors also demand that we involve women, but, . . . the role played by the Nnabagereka (King’s wife) had influenced the way we do our work. Most donors give us
a condition to include at least 65% of the beneficiaries to be women; the government policy says one-third' (Wendoh & Wallace, 2005: 72)

In a different country, another senior official echoed these sentiments:
'The gender policy is important, yet at the operational level there is a lot of resistance, people want to address gender but in your mind, you don't think gender.' (Wendoh & Wallace, 2005: 72)

Another government official asserted:
'To change people's mind... (you can sensitize and train but implementing is difficult. We try to be there at implementation. We participate in training as the mouthpiece of the Division - micro issues must include gender. Using the strategic plan of action, we make sure that certain gender priorities are included. There is a lot of antagonism, so we always have to be present to give weight to our focal points. We ensure that we are present. It is a long way to implement gender mainstreaming). ' (Wendoh & Wallace, 2005: 72)

The above comments capture both the hope contained in gender mainstreaming initiatives and the challenge of implementing policies about which there is ambivalence. While donors want two-thirds of the main beneficiaries to be women, the government decided on one-third because of fear that benefiting women will exclude men.

The concerns expressed above were also repeated during interviews with line ministries in each of the four countries. At the core of resistance seemed to be a concern that the concepts of gender were culturally inappropriate, that there was a direct threat to men and male power, and that these concepts were hard to implement because they were not well adapted to local realities on the ground. In translating them into practice the concepts were poorly understood, if at all. (Wendoh & Wallace, 2005).
2.6.2 The Role of donor Influence

Many of those government officials interviewed referred to the power, and yet contradictory nature, of donor influence in mainstreaming gender. Respondents indicated that donors make gender equality a condition across the board, without analyzing or understanding the key gender issues in any given context. They thus underestimate the challenges of implementation, and their findings patterns (with short timeframes and tight targets) often make this work difficult. A director of one government organization stated: "I have not much I can do, mainly because I implement the project according to the donor conditionalities. I would for instance arrange for a meeting to sensitize both men and women, or even the families benefitting, but the budget only limits me to what is earmarked" (Wendoh & Wallace, 2005: 73).

One local NGO programme officer defined their relationship with donors around gender this way:

"Donors listen to what we want, we give them our plan and they give us funds. But you know how difficult it is, sometimes some of them take long to approve our plan and we can only start when they give us the funding. The different funders give money at different times of the year so that accounting is on-going throughout the year. I wish all the programmes started all at once, but they are the ones who indicate when the programme will start" (Wendoh & Wallace, 2005: 73).

The report continues to say that while government officials and some local NGO staff appreciate the role that the donors have played in raising the issue of gender equality and highlighting the need to tackle women’s exclusion and subordination, they have many concerns about the done role. These include the fact that what gender inequality means in different contexts is poorly understood by donors, and ideas are often not fully understood by staff responsible for implementing gender work. Donor procedures - with tightly framed budgets, timetables and predicted outcomes - do not enable the kind of work needed for sensitive social and cultural change to take place effectively. Local NGOs staff cannot control how they go about mainstreaming gender equality, because of donor conditions and demands. These are often applied in a blanket way across countries.
and cultures that are, in fact, highly differentiated and work in very different ways (Wendoh & Wallace, 2005).

2.6.3 Communities and Gender Mainstreaming:
The report says that in almost all the communities, elements of hostility and bewilderment about gender issues were encountered. The core concept that people did seem to grasp was that 'gender balance', which we were told had 'been brought from Beijing', usually by the government. When asked what was meant by 'gender balance', many of the informants said it meant '50-50', or that 'women should be equal to men' (Wendoh & Wallace, 2005).

One man expressed the resentment felt by many men in many communities:

"Beijing helped the country adopt a law on gender. Before Beijing, men decided everything even the life of women but now men can't do anything. They can't sell a land, cows, even TV without the agreement of the woman. (Now.... the men fear that the law because it makes men feel bad, they feel they are being forced to do things. According to the law, if men sell anything without consulting women/wife, the policies will come and take you to prison: "it is as if Beijing came and diminished the power of men"") (Wendoh & Wallace, 2005: 76).

Another view was:

"I appreciate that women have been marginalized but I do not agree with the approach used to emancipate them. The whole movement has eroded our culture, women no longer respect their husbands note even elders. The process has been so fast with little consideration of our cultural values. When women get money for instance, they forget cultural norms. The whole question of women empowerment is not our culture, it has failed even in the west" (Wendoh & Wallace, 2005: 77).

Religious faith and traditional cultural values are important in communities. These are not easily reconciled with the current concepts of gender equality imported from international agencies and donors. The Christian church as it exists in the research areas
appeared to be even more resistant to change than African cultural values. A church official had the following to say:

'We respect women. The bible states clearly that the woman is the priest in the home while the man is the priest in the church. We honour them for the work they do in the home' (Wendoh & Wallace, 2005: 76).

These voices quoted in the report indicate that opportunities for change are very different in diverse contexts, and so there cannot be a blueprint. Even among people in the same country, there are differences based on rural/urban experiences and expectations, generation, literacy levels, access to resources and land ownership.

Both women and men in local communities, especially where poverty is rife and opportunities are constrained, felt bewildered and uncertain about the introduction of concepts of gender balance and equality by governments and local NGOs. Change is ongoing all around them, and some are seeking certainty rather than further change and challenge. Others feel that the ideas as they understand them have no place in their communities. Those who embrace the ideas tended to be those with more economic options, and/or education and access to towns. Men were often hostile because they felt threatened, women were uncertain and confused because the concepts seemed so far removed from their daily lives and problems they are grappling with (Wendoh & Wallace, 2005).

EVALUATION OF GENDER MAINSTREAMING IN UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

An independent Evaluation of Gender mainstreaming in UNDP undertaken in 2005 brings out the following as some of the main challenges facing gender mainstreaming:

2.7.1 UNDP Institutional Structure:

UNDP management has created ambiguity and decreased visibility, in the way it has moved gender mainstreaming structures around, and has allocated insufficient staff and financial resources. Under the Bureau of Development Policy (BDP) set up in 2000, the
Gender Unit provided guidance on gender policy and programmes, and on advancing gender as a cross-cutting theme. In 2002, UNDP put gender within the poverty practice area. The Gender Unit now reports directly to the Director of the BDP, implying that its remit covers all the practice areas (UNDP, 2005).

The report goes further to say that the Gender Unit and BDP practice areas provide guidance; there is internet forum and country based knowledge management networks, Guidance is also available in person from a variety of sources. However, staff have no incentive to use these resources or take opportunities for training. One of the most disappointing aspects of UNDP’s gender mainstreaming has been its limited attempts to build understanding among staff. UNDP offers no centralized training, though there has been some quite effective training at the regional and country level. Many countries now have national gender experts, but they are often overlooked and under-utilized. (UNDP, 2005)

2.7.2. Financial Resources:

Much of the information about UNDP resource allocation to gender is missing, incomplete or inconsistent. There are no accurate and reliable ways to estimate the exact expenditures on programmes, which pay attention to gender mainstreaming. UNDP needs a more systematic definition and review of expenditure on gender-related activities. (UNDP, 2005).

The Gender Unit is seriously understaffed and under-resourced. Funds for gender-related activities are included in some of the thematic trust funds, but these are not sufficient. (UNDP, 2005)

2.7.3 Human Resource Policies:

Commitment to gender balance is part of the organization’s commitment to gender equality and indicates sincerity to its partners, but it is not gender mainstreaming. Resident Coordinators, Resident Representatives and their deputies are not held accountable for gender mainstreaming. UNDP has invested resources, promoted policies
and monitored progress towards gender equality within the organization. Despite some improvement, women still constitute only 26% of Resident Representatives and roughly 33% of senior management. The findings found out that UNDP should make more effort to understand the reasons for failure to hire and retain women professionals, and see them move to the top. It goes further to say that the Gender and Diversity Scorecard is an innovative and useful tool, but there is no system of monitoring its information and it does not seem to influence recruitment decisions (UNDP, 2005).

2.7.4 Gender Mainstreaming in Practice Areas:
The report says that there have been commendable efforts to mainstream gender in most UNDP’s practice areas, but there is no clear strategy, and staff do not seem to know how to apply a gender mainstreaming perspective. While there have been some isolated efforts to address broader gender issues it says, the tendency is to seek small, women-focused activities (UNDP, 2005).

GENDER EQUALITY AND AID EFFECTIVENESS IN THE ASIA PACIFIC REGION: COUNTRY EXPERIENCES

On 22-24 August 2007, as part of a series of regional consultations on gender equality and aid effectiveness, United Nations Development Fund for Women (UNIFEM) and the Government of Indonesia convened government and civil society representatives from 11 countries in the Asia Pacific region in Jakarta, Indonesia. Representatives from each of the Paris Declaration roll-out countries namely, Afghanistan, Bangladesh, Cambodia, Fiji, Indonesia, Lao PDR, Nepal, Pakistan, Papua New Guinea, Timor Leste and Vietnam, together with European Commission, Japan and Asian Development Bank, shared experiences with implementation to date and their implications for development and gender equality.

' This is a declaration on Aid Effectiveness that was passed in 2005 and it outlines five guiding principles (ownership, alignment, harmonization, managing for results and mutual accountability) for greater aid effectiveness. The principles engage development partners in a dynamic relationship and offer opportunities for gender equality advocates to demand national development and donor assistance strategies that more effectively promote gender equality.
Country presentations examined each of the principles designed to guide the implementation of commitments under the Paris Declaration and the extent to which they have provided opportunities to advance a gender equality and development agenda. After discussion, which included an analysis of the trends in development assistance since the 1960s and an update on planning for Third High-Level Ministerial Forum in Accra, Ghana in September 2008, participants adopted the Jakarta Declaration on Gender Equality and Aid Effectiveness. The following are some of the resolutions adopted by the participants:

- The development effectiveness of aid required explicit gender equality goals and targets in national development strategies and budgetary processes.
- To call upon the governments and partners to ensure intensive consultation with parliamentarians to integrate gender perspectives into authorization, appropriation and oversight processes of the national budget.
- To call upon governments and partners to sustain technical support to develop national capacities for gender-responsive development planning, budgeting and implementation through strengthened institutional mechanisms and effective coordination between women's machineries and ministries of finance, planning and other line ministries.
- To call upon governments and partners to implement gender-responsive planning and performance-based monitoring with harmonized, gender indicators, through improved collection and analysis of sex-disaggregated data and other relevant information, and the elaboration of gender-responsive social and financial standards for planning and forecasting and public expenditure management.
- To call upon governments and partners to undertake capacity-building to raise awareness on gender issues and impacts among technocrats/bureaucrats in planning and finance ministries as well as Parliamentarians to ensure sustained commitment at various levels; strengthen the ability of national women's machineries to assess the gender implications of macro and microeconomic policies; build the technical capacities of national women's machineries, line ministries, and civil society organization to negotiate with the finance and planning ministries for the inclusion of gender perspectives in national plans and budgets; and, to ensure that line ministries have adequate budgets for training to promoted gender equality (UNIFEM, 2007).
DEPARTMENT FOR INTERNATIONAL DEVELOPMENT'S (DFID) EXPERIENCE OF GENDER MAINSTREAMING

The following is a summary of key findings from the evaluation of gender equality policy and programming, produced as part of the preparation for a systematic evaluation that was conducted in 2005 in Bangladesh:

- The growing importance since 2000 of the Millennium Development Goals (MDGs) in DFID's work has narrowed the focus of gender equality policy to social sectors, such as girls' education and maternal health, with relatively little attention being given to gender in areas such as economic opportunities and decision making.

- DFID has used variety of successful approaches to mainstream gender, many of which have been widely admired outside the organization. However, there has been a lack of consistency in application that has undermined effective use of these resources.

- There has been limited progress in learning from the wealth of country experience and feeding this experience into policy development or guidance for the organization.

- Overall commitments to gender equality objectives appear to have declined since a peak in 2000, but with considerable variations between country programmes. The reduction in commitments may be linked to decentralization in DFID or to changes in aid modalities.

- Evidence on 'policy evaporation' is inconclusive. The availability and quality of evidence declines from programme planning, through commitments and expenditures to the implementation and organizational levels.

- Recent gender evaluations earned out by a range of donors have not been good at linking institutional changes and policy to results in the real world. However, available evidence from other evaluations suggests the benefits of gender mainstreaming and impacts on gender equality are at best embryonic and at worst still to become visible (DFID, 2004).
2.10 FACTORS CONTRIBUTING TO EFFECTIVE GENDER MAINSTREAMING IN NGO ORGANIZATIONS AND PROJECTS IN AFRICA.

- Poverty eradication linked to program quality. This linkage was important for acceptance by project staff and community.
- Clearly articulated gender policy and action plans; all organizations had gender equality in their social justice missions.
- Support from top leadership in the organization who understood and acted upon the link between gender equality and poverty alleviation and encouraged greater participation by women internally and in project communities.
- Gender embraced in its fullest application to both sexes not just women or men as targets or obstacles but rather as partners; proactively hired women for senior level positions, hired young women and supported non-traditional roles for women.
- Political will in organizational headquarters was passed on to the filed by senior leadership and backed by policies and directives.
- Applied multifaceted strategies for gender mainstreaming that came out of organizational self assessments.
- Technical capacity built among organizational and project staff and, in some cases, beneficiaries through training and development of gender analysis tools
- Gender technical expertise enhanced: All organizations hired a gender specialist or gender coordinator (James-Sebro, 2005).

2.11 HOW A GENDER ACTION PLAN (GAP) CAN DELIVER GENDER EQUALITY RESULTS: LESSONS FROM THE ASIAN DEVELOPMENT BANK'S LOAN OPERATIONS

- Design that is linked to the main project components is based on detailed gender analysis of each component and offers a strong rationale to support gender mainstreaming.
- Realistic targets that can be achieved through step-by-step progress closely linked to project objectives.
• Step-by-step actions spelled out to accomplish each gender-related target and flexible implementation and a learn-as-you go approach to address unanticipated constraints.
• Structured training opportunities for project team members and other stakeholders to promote ownership and commitment to the Gender Action Plan (GAP).
• Sufficient skills and resources developed in the project team to ensure GAP targets can be met.
• A participatory approach to designing the GAP to ensure all team members understand why resources are allocated to specific measures to ensure women benefit.
• Leadership and good management from senior management in the country's executing agency country to overcome challenges and resistance during implementation.
• Consistent monitoring of indicators suitable to assess progress across all gender activities.
• Gender expertise of and local gender specialist to ensure country-specific sustained input and consultations with women beneficiaries and civil society networks (Thomas, Lateef & Sultan, 2005).

2.12 APPROACHES TO GENDER MAINSTREAMING BY THE WORLD BANK AND OTHER ORGANISATIONS

The world Bank started to define its approach to gender mainstreaming in 1979, in a report on the situation of women, entitled, Recognizing the "Invisible" Woman in Development: The World Bank's Experience. Its objective was to identify the contributions of women to development, the problems they face and how they are affected by development. It acknowledged the importance of issues concerning women and development and called for further studies to be made on the subject, which would lead eventually to the recognition by the Bank of "the relevance of attention to women for poverty alleviation and economic growth, on grounds of improved efficiency and equity" (World Bank, 1995).

1 This report attempted to present the situation of women in each of the thematic areas it covered: education, agriculture and rural development, urban development, salaried and informal work, population, health and nutrition.
The Bank's first policy framework on the issue was contained in 1994 policy paper, *Enhancing Women's Participation in Economic Development*, and the accompanying Operational Directive 4.20, *The Gender Dimension of Development* (World Bank, 2003:56). This policy, and the Bank management's support to gender issues resulted in a significant advance during the 1990s and this was the recognition of the need for "engendering" macroeconomic policy, and the recommendations that macroeconomic frameworks sensitive to gender be developed in order to serve as guides for an understanding of the gender implications of different economic restructuring packages (World Bank, 1996:3-6). Despite these efforts at gender mainstreaming, significant obstacles remained.

The World Bank's rationale for gender mainstreaming is based on observations that gender inequalities undermine people's well-being, entail high costs in terms of productivity and economic growth, and affect good governance. More importantly it recognizes that there is a positive correlation between gender equality and economic growth in both directions (in other words, more equality equals more growth and vice-versa), although this does not conclusively imply a casual relationship. The World Bank's 2000/2001 World Development Report: Attacking poverty also identified gender as a central issue affecting three facets of the fight against poverty: opportunities, security and empowerment. The Bank's more recent policy and strategy on gender mainstreaming (World Bank, 2002) further makes the case that gender equality is a question of development efficiency. Its operations include monitoring and evaluation of gender mainstreaming, fund allocation and integration of gender concerns into pertinent analytical work and through the implementation of the process to ensure that its staff and member countries "make rational choices about gender-responsive development actions" (World Bank, 2002:18).

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1 The cost to well-being of gender inequalities is measured using indicators such as prevalence rates of HIV/AIDS, violence, child malnutrition and mortality, and high fertility (World Bank, 2001: 74-83)
There are three arenas in which mainstreaming strategies are relevant to development: the development Cooperation agency, the development programme and the country itself (Schalkwyk and Woroniuk, 1996). Community ownership of gender mainstreaming strategies is an essential component both within an agency and the country for successful gender mainstreaming; conversely, the "ghettoization of gender" has been identified as a factor contributing to the failure of gender mainstreaming efforts (Dankelman, 2004). Activities essential for both country and agency ownership are: the generation and use of gender analysis, capacity-building, education and training of professionals and staff in gender (Kindervatter, 1999); and the establishment of partnerships and strategic alliances (with women's organizations, other NGOs and social movements, and among development agencies) for knowledge, cooperation and resource sharing (Wells & McEwan, 2004).

Other important steps for ensuring gender mainstreaming include:

- The development of a gender mainstreaming plan for sectoral policies;
- A gender review for all phases and products of work;
- Gender balance in staff ratios (especially in decision-making positions);
- Targeted interventions to reduce gender inequalities;
- Equal participation of women (especially at decision making levels of sectoral policies);
- Monitoring by women's organizations, and accountability. (Dankelman, 2004).

**2.13 SUMMARY**

From the above review of various documents, the main challenges facing gender mainstreaming include culture; lack of sensitization and/or training of both genders in the mainstreaming of gender issues in various institutions; gender mainstreaming being seen as foreign to the African culture; lack of proper budget allocation by most institutions; under-representation of women in decision making levels in most organizations; illiteracy levels of the female gender; lack of proper legislation on gender mainstreaming; and, monitoring and evaluation of gender mainstreaming issues in most institutions.
The main gaps the study has identified include: how cultural barriers that hinder gender mainstreaming in the Public Sector of Kenya can be minimized; how to conduct proper training/sensitization of both genders on gender mainstreaming issues in the public sector of Kenya; how proper legislation of gender mainstreaming issues could be enforced and complied with in various ministries of the Public Sector of Kenya; and, how proper monitoring and evaluation of gender mainstreaming issues should be carried out in all these ministries.

2.14 THEORETICAL FRAMEWORK

The purpose of any theoretical approach is to describe and predict relationships between variables affecting a given phenomena. This study will be guided by the Gender and Development (GAD) approach.

2.14.1 Gender and Development Approach

The gender and development approach emerged in the 1980s as an alternative to the earlier Women in Development (WID) which focused on women in isolation. It finds its roots in socialist feminism and has bridged the gap left by the modernization theorists, linking the relations of production to the relations of reproduction and taking into account all aspects of women's lives (Jaquette, 1982).

The GAD approach maintains that to focus on women in isolation is to ignore the real problem, which remains their subordinate status to men. In insisting that women cannot be viewed in isolation, it emphasizes a focus on gender relations, when designing measures to "help" women in the development process (Moser, 1993).

Young, (1987) identified some of the key aspects of the GAD approach. Perhaps most significantly, the GAD approach starts from a holistic perspective, looking at "the totality of social organization, economic and political life in order to understand the shaping of particular aspects of Society" (Young, 1987: 2). GAD is not concerned with women per se but with the social construction of gender and the assignment of specific roles, responsibilities and expectations to women and men. In contrast to the emphasis on exclusively female solidarity
which is highly prized by radical feminists, the GAD approach welcomes the potential contributions of men who share a concern for issues of equity and social justice (Sen & Grown, 1987). The GAD approach does not focus singularly on productive or reproductive aspects of women's (and men's) lives to the exclusion of the other. It analyses the nature of women's contribution within context of work done both inside and inside the household, including non-commodity production, and rejects the public/private dichotomy which commonly has been used as a mechanism to undervalue family and household maintenance work performed by women. Both socialist/feminist and GAD approaches give special attention to the oppression of women in the family and enter the so-called "private sphere" to analyze the assumptions upon which conjugal relationships are based. GAD also puts greater emphasis on the participation of the state in promoting women's emancipation, seeing it as the duty of the state to provide some of the social services which women in many countries have provided on a private and individual basis.

GAD has focused on an analysis of gender as a socially constructed relationship, shaped and sanctioned by values held by the members of society. GAD identifies the social construction of production and reproduction as the basis of women's oppression (Riano, 1994).

The GAD approach sees women as agents of change rather than as passive recipients of development and it stresses the need for women to organize themselves for more effective political voice. It recognizes the importance of both class solidarities and class distinctions but it argues that the ideology of patriarchy operates within and cross classes to oppress women. Consequently, socialist feminists and researchers working within the GAD perspective are exploring both the connections among the contradictions of gender, class, race and development. (Maguire, 1984). The GAD approach therefore, goes further than WID, to question the underlying assumptions of current social, economic and political structures. A GAD perspective leads not only to the design of intervention and affirmative action strategies which will ensure that women are better integrated into ongoing development efforts. It leads, inevitably, to fundamental re-examination of social structures and institutions and, ultimately, to the loss of power of entrenched elites, which inevitably will affect some women as well as men. Not surprisingly, a fully articulated GAD perspective is less often found in the projects and
activities of international development agencies although there are some examples of partial approaches.

GAD calls for both short-term and long-term approaches to women's development, and to a gender-sensitive rather than a woman-only approach. The short-term goals of GAD specialists are often cast in much the same language as WID, i.e. they involve education, credit, improvements in the legal system, etc. The long-term goals include ways to empower women through collective action, to encourage women to challenge gender ideologies and institutions that subordinate women (Parpart, 1995).

2.13.2 Relevance of GAD approach to the study.

First and foremost, the relevance of the GAD approach to this study is that it highlights the importance of mainstreaming women's and men's, girls' and boys' issues in the development processes. The approach offers a holistic perspective that is, it focuses not just on women, but on the social gender relations between men and women in a variety of settings. GAD uses gender relations rather than women as a category of analysis and views men as potential supporters of women. The approach therefore brings out the importance of gender mainstreaming if sustainable development is to be achieved in any society. They show that integrating gender awareness and competence into "mainstream" development is integral if any sustainable development is to be achieved.

Secondly, the approach is relevant to this study because it also highlights the challenges that have continued facing gender mainstreaming in all sectors of the society. Some of these challenges include traditions, attitudes, and prejudices against women's participation in public and private sectors, patriarchal structures, legal barriers among others. The approach is therefore important to this study because it will guide the researcher in trying to find out why these challenges continue to exist, what is being done to reduce them and the way forward.

2.15 ASSUMPTIONS OF THE STUDY

1.) The staff handling gender issues in the public sector do not have information about gender mainstreaming.
2.) There are institutional barriers to gender mainstreaming in the public sector of Kenya.
3.) Cultural values are barriers to gender mainstreaming in the public sector of Kenya.

**DEFINITION OF KEY TERMS**

2.16.1 Gender
Defines the differential roles and rights, responsibilities and obligations assigned by society to women and men, girls and boys in a given culture or location.

2.16.2 Gender mainstreaming
Is the public concept of assessing the different implications for women and men of any planned policy action, including legislation and programs in all activities. It is making sure that women and men, girls and boys concerns are included into any development programs and projects equally.

2.16.3 Public sector
The part of the economy concerned with providing basic government services.
CHAPTER THREE: METHODOLOGY

3.1 Introduction
This chapter details the research design used to achieve the objectives of the study which were, to investigate the level of knowledge and attitude of the officers handling issues of gender mainstreaming in the public sector of Kenya; to examine the institutional barriers to gender mainstreaming in the public sector of Kenya; and, to find out the external barriers to mainstreaming gender issues in the public sector of Kenya. It is divided into six sections namely; site description, research design, population sample, sample selection methods of data collection and methods of data analysis.

3.2 Site Description
The research was conducted in Nairobi which is the Capital City of Kenya. The city was founded as a railway camp in 1899. Nairobi takes its name from the Maasai phrase “enkare Nairobi”, which means “a place of cold waters”. The area was originally grazing land and a livestock watering point and there was no permanent African settlement. They city of Nairobi owes its early development and growth to the Kenya Uganda Railway. The railhead reached Nairobi in June 1899 and by July, it had become the headquarters of the Kenya Uganda Railway (Rakodi, 1997). This led to Nairobi’s growth as a commercial and business hub of the British East Africa Protectorate (Mitullah, 2003). By 1990, Nairobi had become a large and flourishing place with the settlement consisting mainly of the railway buildings and separate areas for Europeans and Indians, the latter mainly comprising the labourers engaged in building the railway. Nairobi, as an urban center was officially defined in 1900 under the Nairobi Municipal Community regulations and it became the Capital of Kenya in 1907. (Mitullah, 2003: Rakodi, 1997).

Nairobi City is located at the south-eastern end of Kenya’s agricultural heartland at approximately 1°9’S, 1°28’S and 36°4’E, 37° 10’E. It occupies an area of about 696km² (CBS, 2001) and the altitude varies between 1,600 and 1,850 meters above sea level. (Mitullah, 2003). The western part of Nairobi is on high ground (approximately 1700-1800 msl) with rugged topography, the eastern side is generally low (approximately 1600 mis) and flat (Saggerson,
Key physical features include the Nairobi, Ngong and Mathare Rivers and the indigenous Karura forest in northern Nairobi. The Ngong Hills stand towards the west, Mount Kenya towards the north and Mount Kilimanjaro towards the south-east.

In less than 100 years, Nairobi has burgeoned from an uninhabited plain to a metropolis with over 25 million inhabitants; at independence the total was only 350,000. With Kenya's population growth rate higher than most others in the world, the effect on Nairobi is alarming with its services already at full stretch. One prediction estimated that Nairobi will become a mega-city of 15 million by 2020, and that the drab sprawl along the Thika and Mombasa will stretch beyond Thika and Athi River (Moss, 2002).

Nairobi, as the capital city of Kenya, is a centre of Industry, education and culture. It is also the world headquarters of two United Nations agencies, the United Nations Environment Programme (UNEP) and the United Nations Centre for Human Settlements (UN-Habitat) and houses regional offices of other United Nations agencies such as the United Nations Children's Fund (UNICEF), the United Nations Scientific and Cultural Organization (UNESCO), the United Nations Industrial Development Programme (UNIDO) and the United Nations Development Programme (UNDP), reinforcing Nairobi's importance as a diplomatic, commercial and cultural centre in Africa. Its proximity to many tourist attractions both in Kenya and East Africa also puts it all at the heart of the regional tourist industry. (Mitullah, 2003) (Figure 3.1 shows Nairobi's metropolitan area).

3.3 Research Design
The study was cross-sectional and exploratory in nature. Both qualitative and quantitative methods of data collection were used. The study was intended to bring out in-depth information regarding the challenges facing gender mainstreaming in the Public Sector in Kenya. The study was confined to ministries' headquarters which are mainly involved in gender mainstreaming.

3.4 Study Population and Unit of Analysis
The population consisted of all the 42 ministries which are mainstreaming national gender policy and strategy within their development programmes. From the 42 ministries, the Ministry of
Gender, Children and Social Development was purposively selected because it is the one that oversees gender mainstreaming issues in the Public Sector of Kenya. Ten (10) more ministries were randomly sampled out of the remaining 41. The study therefore comprised of 11 ministries and the unit of analysis was the selected staff in each ministry under the study.

3.5 Sampling Procedures

Forty (40) respondents were randomly selected from thirty-six (36) departments in the 10 randomly selected ministries. The 40 respondents were equally disaggregated according to gender.

Ten (10) key informants managing the gender mainstreaming issues in the ten randomly sampled ministries were interviewed. Two (2) officers managing gender mainstreaming issues at the Ministry of Gender, Children and Social Development were also interviewed.

3.6 Methods of Data Collection

Both qualitative and quantitative methods of data collection were used in the study. In obtaining qualitative data, the researcher used two key informant interview guides to collect the data (Appendices 1 & 2). Appendix 1 was administered to the ten informants purposively selected from the ten ministries, and Appendix 2 was administered to the two gender officers purposively selected from the MoGCSD.

To obtain quantitative data, a structured questionnaire containing closed and open-ended question (Appendix 3) for the 40 members of staff randomly sampled from the selected ministries was used. The questionnaire was used to collect supplementary information on the level of knowledge and attitude of other staff members towards, institution barriers to gender mainstreaming and external barriers to gender mainstreaming in the public sector. The questionnaires were self-administered. The respondents were asked to fill the questionnaires by the research assistant(s) as they waited to collect them.
3.7 Methods of Data Analysis

In analyzing the qualitative data, the purpose of the evaluation and what the study wanted to achieve was reviewed. Identification of questions the researcher wanted the analysis to answer were written down. These questions helped the researcher to decide how to begin data analysis. Data collected from the field was analyzed and categorized for identification of themes or patterns. Data that had common characteristics was placed in one category and coded using words. These were then placed into themes. The categorization of data continued until all relevant themes were identified, coded, tabulated and put into frequencies and percentages using the Statistical Package of Social Sciences (SPSS). The results were also presented using quotes from interviews earned out.

Data collected from the structured questionnaire was coded, tabulated, put into frequencies and percentages by use of Statistical Package of Social Sciences (SPSS). The frequency tables emanated from the analysis were used to describe patterns and general tendency in the data.

3.8 Ethical Considerations

Ethical considerations are the moral principles guiding research, from interpretation through to completion and publication of results and beyond. As an ethical consideration in research, the researcher asked for the consent of the respondents and more especially the accounting officers of the ministries who included the Permanent Secretary and other under secretaries. The researcher informed them on the importance of carrying out the research and gave them all the information about the study. The researcher also informed them that information given was going to be kept in confidence and that the results of the study will be available at the University of Nairobi, IAGAS Library.
CHAPTER FOUR: CHALLENGES OF GENDER MAINSTREAMING IN THE PUBLIC SECTOR OF KENYA

1. Introduction

This chapter discusses the findings of the study based on the analysis and interpretation of both qualitative and quantitative data. The findings of the study are presented on themes based on research objectives which include the level of knowledge and attitude of officers managing gender mainstreaming issues; institutional barriers to gender mainstreaming; and, the external barriers to gender mainstreaming in the public sector in Kenya.

1.2 Background Information of the Informants/Respondents

4.2.1 Distribution of informants/respondents by Ministries and Gender

Table 4.1 shows the distribution of informants/respondents by gender in the ministries selected for the study. From the table, it is clear that all the eleven (11) selected ministries participated and both genders were evenly distributed and well represented in the study except the Ministry of Finance where there was no male participant.

Table 4.1: Distribution of Informants/Respondents by Ministries

<table>
<thead>
<tr>
<th>Ministry</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>2</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>National Heritage</td>
<td>2</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Trade</td>
<td>3</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>Roads</td>
<td>2</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Youth and Sports</td>
<td>2</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Environment and Natural Resources</td>
<td>3</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Water and Irrigation</td>
<td>3</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Information and Communication</td>
<td>2</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Industrialization</td>
<td>2</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Finance</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Gender Children &amp; Social Development</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>21 (40.2%)</td>
<td>31 (59.6%)</td>
<td>52 (100%)</td>
</tr>
</tbody>
</table>
4.2.2 **Level of Education**

All the informants/respondents had education of above O'level and the majority (63.5%) had a Bachelor's degree and above (Table 4.2). This shows that most respondents had the capacity to understand and discuss issues relating to gender mainstreaming in the public sector. All the gender officers managing gender mainstreaming activities in all the ministries had a bachelor's degree and above, demonstrating that gender mainstreaming issues in the ministries are managed by officers with adequate educational background.

### Table 4.2: Distribution of Informants/Respondents by Level of Education

<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Masters degree</td>
<td>9</td>
<td>17.3</td>
</tr>
<tr>
<td>Bachelors Degree</td>
<td>24</td>
<td>46.2</td>
</tr>
<tr>
<td>Diploma</td>
<td>11</td>
<td>21.1</td>
</tr>
<tr>
<td>O'level</td>
<td>8</td>
<td>15.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>52</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

4.3 **Level of Knowledge and Attitude on Gender Mainstreaming**

4.3.1 **Level of Knowledge of Staff Managing Gender Mainstreaming**

Majority (80%) of informants managing gender issues in the ministries had prior knowledge on gender mainstreaming issues. Notwithstanding this, 90% of them said that their ministries had also taken the initiative to train them by providing sponsorships for master's degrees, and organizing gender management workshops and seminars to sensitize them more on matters relating to gender mainstreaming.

This therefore demonstrates that ministries are investing resources to ensure that gender officers are well trained and are knowledgeable on gender mainstreaming issues.

4.3.2 **Level of Knowledge by other staff members**

The study set out to establish the knowledge and awareness of other staff members in the ministries on gender mainstreaming issues. The respondents were asked to describe and discuss various aspects of gender issues and practices. Table 4.3 provides a summary of what the respondents said.
When asked to describe what gender means, 85% said it is the socially constructed roles of men and women in the society. All (100%) respondents said gender mainstreaming is a process of assessing the implications for men and women of any planned action, including legislation, policies or programs in all areas and all levels. 97.5% said, gender equity is a condition where men and women participate as equals and 87.5% said gender equality is a situation where men and women are seen as equals, provided with equal opportunities and treated the same before the law.

Almost all (97.5%) respondents described gender discrimination as the prejudicial treatment, restriction or exclusion made on the basis of one's gender and 87.5% of the respondents described gender stereotyping as basically putting down someone because of their "sex" or not believing they are able to do something because they are either male or female. 90% of the respondents said that patriarchy is a system or organization which men have all or most of the power in the society.

From the table it can be said that the level of knowledge of other staff on gender mainstreaming issues is quite good because most of them described the gender concepts correctly.

Table 4.3: Level of knowledge by staff

<table>
<thead>
<tr>
<th>Concepts</th>
<th>Understood</th>
<th>%</th>
<th>Did not understand</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
<td>34</td>
<td>85</td>
<td>6</td>
<td>12.5</td>
</tr>
<tr>
<td>Gender Mainstreaming</td>
<td>40</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Gender equity</td>
<td>39</td>
<td>97.5</td>
<td>1</td>
<td>2.5</td>
</tr>
<tr>
<td>Gender equality</td>
<td>35</td>
<td>87.5</td>
<td>5</td>
<td>12.5</td>
</tr>
<tr>
<td>Gender discrimination</td>
<td>39</td>
<td>97.5</td>
<td>1</td>
<td>2.5</td>
</tr>
<tr>
<td>Gender Stereotyping</td>
<td>35</td>
<td>87.5</td>
<td>5</td>
<td>12.5</td>
</tr>
<tr>
<td>Patriarchy</td>
<td>36</td>
<td>90</td>
<td>4</td>
<td>10</td>
</tr>
</tbody>
</table>

As concerns gender practices in various ministries, slightly more than half (57.5%) of the respondents said gender equity was practiced in the ministries to a great extent and 42.5% said it was not practiced at all. 52% percent said there was gender equality in the ministries while 47.5% said there was not. Half (50%) of the respondents said gender discrimination was practiced to a smaller extent, twenty percent to a large extent and slightly over one-fifth (22%) said it was not practiced at all.
Slightly more than half (57.5%) of the respondents said gender stereotyping was practiced to a large extent and forty percent said it was practiced to a little extent. Slightly over forty-two percent said patriarchy was practiced to a large extent, thirty-five percent said to a smaller extent and twenty percent said it was not practiced at all. Table 4.4 provides a summary of what the respondents said.

Most respondents were able to assess to what extent the gender concepts were being practiced or not practiced in the ministry meaning that their level of understanding was also quite good.

### Table 4.4: Respondents perception on gender practices in the Ministries

<table>
<thead>
<tr>
<th>Practice</th>
<th>Practiced to a large extent</th>
<th>Practiced to a smaller extent</th>
<th>Not at all</th>
<th>I don’t know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender Equity</td>
<td>23 (57.5%)</td>
<td>0</td>
<td>17 (42.5%)</td>
<td>0</td>
</tr>
<tr>
<td>Gender Equality</td>
<td>21 (52.5%)</td>
<td>0</td>
<td>19 (47.5%)</td>
<td>0</td>
</tr>
<tr>
<td>Gender discrimination</td>
<td>8 (20%)</td>
<td>20 (50%)</td>
<td>9 (22.5%)</td>
<td>3 (7.5%)</td>
</tr>
<tr>
<td>Gender stereotyping</td>
<td>23 (57.5%)</td>
<td>16 (40%)</td>
<td>0</td>
<td>1 (2.5%)</td>
</tr>
<tr>
<td>Patriarchy</td>
<td>17 (42.5%)</td>
<td>14 (35%)</td>
<td>8 (20%)</td>
<td>1 (2.5%)</td>
</tr>
</tbody>
</table>

#### 4.3.3. Attitude of staff towards Gender Mainstreaming

Majority (90%) of the senior staff have a positive attitude towards gender mainstreaming as shown in table 4.5. Some of the informants said that most permanent secretaries and their deputy secretaries are the accounting officers in the ministries and by virtue of their positions, they are compelled to be involved in gender mainstreaming matters. This therefore implies that senior staff have to involve themselves in gender mainstreaming issues because it is a government requirement.

More than three quarters (70%) of the informants said that most of the other staff do not take keen interest on gender issues. One informant said

"**Majority of the staff members have the mentality that gender is all about women, whereas gender should be about men and women.** (Female informant)

Another one remarked;

"**Many staff members are still deeply rooted in the cultural belief that some duties are performed better by a particular gender.** (Female informant)"
The above remarks imply that most staff members have a negative attitude towards gender mainstreaming may be because they have not been sensitized adequately on gender mainstreaming issues.

**Table 4.5: Attitude towards gender mainstreaming**

<table>
<thead>
<tr>
<th>Senior staff</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Positive</td>
<td>9</td>
<td>90</td>
</tr>
<tr>
<td>Negative</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>10</td>
<td>100</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Other staff</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>No keen interest</td>
<td>7</td>
<td>70</td>
</tr>
<tr>
<td>I don’t know</td>
<td>3</td>
<td>30</td>
</tr>
<tr>
<td>Total</td>
<td>10</td>
<td>100</td>
</tr>
</tbody>
</table>

4.4 **Institutional Barriers to Gender Mainstreaming**

Key institutional barriers to gender mainstreaming include lack of proper implementation of gender policy, inadequate gender desks/departments, inadequate staff, inadequate budget, lack of proper monitoring and evaluation, lack of gender disaggregated data, lack of sensitization and training and lack of goodwill and communication. Informants/respondents were asked which these barriers affected gender mainstreaming within ministries and table 4.6 summarizes their responses.

**Table 4.6: Institutional Barriers to Gender Mainstreaming**

<table>
<thead>
<tr>
<th>Type of Barrier</th>
<th>Yes</th>
<th>%</th>
<th>No</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of Implementation of Gender Policy</td>
<td>9</td>
<td>90</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Lack of enough Gender Desks</td>
<td>9</td>
<td>90</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Lack of Staff</td>
<td>9</td>
<td>9</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Inadequate Budget</td>
<td>8</td>
<td>80</td>
<td>2</td>
<td>20</td>
</tr>
<tr>
<td>Lack of Monitoring and evaluation</td>
<td>8</td>
<td>80</td>
<td>2</td>
<td>20</td>
</tr>
<tr>
<td>Lack of Gender disaggregated data</td>
<td>9</td>
<td>90</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Lack of Sensitization</td>
<td>15</td>
<td>37.5</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Lack of Training</td>
<td>9</td>
<td>22.5</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Inadequate Resources</td>
<td>10</td>
<td>25</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Lack of Communication</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Lack of Goodwill</td>
<td>5</td>
<td>12.5</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
4.4.1 Gender Policy

A majority (90%) of the key informants interviewed said that their ministries had a gender policy. However, 80% of them said the policies were at the initial stages of implementation. One informant said,

"Most ministries do not take gender mainstreaming seriously. They are just doing it for compliance purposes because it is part of the performance contract requirement. " (Male informant)

According to the informants at the Ministry of Gender, Children and Social Development (MoGCSD), ministries were first and foremost supposed to develop a gender policy in line with the National Gender Policy of 2000. The key informant said that each ministry was supposed to come up with a gender committee whose main role was to mainstream gender in ministerial policies, plans and programs.

Secondly, the informants said that the MoGCSD pushed for gender mainstreaming to be entrenched in the performance contracts as a target to be met at the end of the financial year for all the ministries and government institutions. Each government agency is supposed to submit a quarterly report on gender mainstreaming issues. This has compelled most ministries to develop gender policies.

Thirdly, the informants said that the President's decree of 30% women representation in government appointment is supposed to be one of a key objective in ministries and other government agencies. This policy is closely monitored by the MoGCSD to ensure its full implementation. At the end of each financial year, each ministry is required to provide the ministry with a copy of gender disaggregated data to determine how far the decree has been complied with.

Fourthly they said, the promulgation of the new Constitution of Kenya in August 2010 has legalized the one-third women representation in the public sector. Chapter 4 of the Constitution, Article 27, clause (2) states that,

'Women and men have the right to equal treatment including the right to equal opportunities in political, economic, cultural and social spheres.'
Clause (6) of the same article states that,

'To give full effect to the realization of the rights guaranteed under this article, the State shall take legislative and other measures, including affirmative action programmes and policies designed to redress any disadvantage suffered by individuals or groups because of participation. '

Clause (8) of the same article also states that,

'In addition to the measures contemplated in clause (6) , the State shall take legislative and other measures to implement the principle that not more than two-thirds of the members of elective or appointive bodies shall be of the same gender.'

Review of various documents shows that in as much as gender policies are important, there is a lot of resistance at operational level by most institutions. Gender concerns are viewed to be culturally inappropriate and a threat to male power. Gender concerns are also poorly understood and not well adapted at community levels. These concerns cause challenges to implementation of gender policies in African societies.

4.4.2 Establishment of Gender Desks/Departments

A majority (90%) of the informants said that gender desks had been established to handle gender-related issues in ministries and staff had been appointed to handle gender issues. Most of the gender desks had between 1-10 members of staff. Although the gender desks and staff manning them were in place, most informants felt that their performance was not up to the standard and staff appointed to man the desks did not know what was expected of them. One informant said

"Because gender mainstreaming has not been taken seriously by the government, the staff manning the gender desks do not understand what they real need to do. " (Comment by a female informant)

When interviewed, informants from MoGCSD said that establishment of gender desks was a requirement for all ministries and other government institutions to facilitate the implementation of the National gender policy. The gender desks were therefore supposed to be set-up in each ministry to facilitate the process.
The informants also said that staff manning the desks were also supposed to be appointed and their primary role was to mainstream gender within ministerial policies, plans and programs. This explains why most ministries have complied with the requirement.

4.4.3 Budget Allocation

When asked whether the ministry had a budget allocated to support gender mainstreaming issues, 80% of the informants said the budget had been allocated but it was inadequate. One respondent said,

"Although there is a budget allocated, it is limited for gender mainstreaming issues and sometimes some of it is diverted to support other activities." (Female informant)

Another one said,

"When the financial year is just about to end, most ministries hurry-up to utilize the budget allocated to gender mainstreaming activities. They start conducting trainings and workshops later in the year just to be seen to be complying so that the budget is not returned unused." (Male informant)

When the informants from the MoGCSD were interviewed on the allocation of budget for gender mainstreaming issues, they also said that this was one of the biggest challenges the ministry was facing. Ministries were most of the times unable to meet targets because of inadequate budget allocations.

A review of documents on gender mainstreaming and budget allocation show that most gender activities are derailed because budgets are inadequate. For example sensitization on gender mainstreaming issues for both staff and members society has not been effective due to inadequate budget allocation.

4.4.4 Monitoring and Evaluation

More than three quarters (80%) of the informants said the ministries had a monitoring and evaluation frameworks although they were at their initial stage of implementation. It was further established from the informants that the monitoring and evaluation was at its initial stage of implementation because most gender officers had not been trained in monitoring and evaluation processes and therefore, did not know exactly how to go about it.
When interviewed, the informants from the MoGCSD said the ministry did not have adequate technical skills to train, monitor and evaluate gender mainstreaming activities in all government institutions. They also said that the gender officers in the ministry were inadequate and they were already overwhelmed with the ministry's internal activities.

When asked what steps were being taken to effectively monitor and evaluate the gender mainstreaming activities in ministries and other government institutions, the informants from the MoGCSD said that a Monitoring and Evaluation Framework had been established and about 80 gender officers from various ministries and other government institutions had already been trained on how to use it and they are making more efforts to train others although the budget is inadequate.

Secondly, MoGCSD informants said that the ministry had developed tools to collect information from all ministries and other government for monitoring and evaluation purposes. Some of these tools include, gender disaggregated data, quarterly reports and action plans. They also said that the ministry is in the process of developing a questionnaire to help in collecting of data on monitoring and evaluation processes.

Thirdly, the informants said that because the MoGCSD does not have adequate budget and staff to monitor and evaluate each ministry's gender mainstreaming activities, Non-Governmental Organizations (NGOs) and other private consultants were involved to assist the ministries and other government institutions in the training of gender officers and development of gender policies.

4.4.5 Gender Disaggregated Data

Majority (90%) of the informants said their ministries had gender disaggregated data. When probed further to find out why many ministries had put this in place, the respondents said that it was a requirement by the government for all ministries to have gender disaggregated data. One informant said,
"Most of these things like the budget, action plan, gender disaggregated data etc are in place just because it is a requirement by the government. They just comply but I don’t think there is seriousness in their implementation. (Male informant)

4.4.6 Sensitization

Less than half (37.5%) of the respondents said that lack of sensitization of staff on issues pertaining to gender mainstreaming was one of the barriers affecting gender mainstreaming. Most staff members were aware that their ministries had a gender policy but they said that sensitization had been done to a little extent.

When asked what steps they are taking to make sure all staff in government ministries are sensitized on gender mainstreaming issues, the informants from the MoGCSD said that because the ministry lacks enough officer with proper technical skills, it normally advises ministries and other government institutions to hire the services of NGOs and other private consultants to help them sensitize their members of staff.

The review of documents also shows that there are limited attempts to sensitize members of staff on issues relating to gender mainstreaming. Most staff were aware of gender mainstreaming issues but because of lack of sensitization, they do not know how to apply the gender perspectives in their daily activities.

4.4.7 Training

Slightly over one-fifth (22.5%) of the respondents said that inadequate training on gender issues was a barrier to gender mainstreaming.

When interviewed on gender mainstreaming training, the informants from the MoGCSD said that the ministry is currently training the officers that are managing gender mainstreaming issues in various ministries and other government institutions. They said that the ministry had developed a standardized manual on gender mainstreaming mainly for Training of Trainers (TOT) to guide the gender officers in various ministries and other government institutions on how to train the other staff on issues relating to gender mainstreaming. The first training on how to use the manual was held in the last financial year and another one was expected to be held in the course of the current financial year.
4.4.8 Goodwill
One-eighth (12.5%) of other staff said lack of goodwill to implement gender policy was also a barrier to gender mainstreaming.

When interviewed, the officers from the MoGCSD said that lack of political goodwill was one of the main challenges facing gender mainstreaming activities in the public sector. They said that the ministries and other government institutions have not grasped the importance of mainstreaming gender issues in all their activities. Most of them include gender mainstreaming in their activities for compliance purposes but implementation had not been taken seriously.

4.4.9 Communication
Slightly over two percent of other staff also said that lack of communication between management and their juniors was a barrier to gender mainstreaming.

4.5 External Barriers to Gender Mainstreaming
Key external barriers to gender mainstreaming include patriarchy, gender stereotyping, gender discrimination, literacy disparities and socio-cultural ideologies. Informants were asked the extent to which these barriers affected gender mainstreaming within ministries and table 4.7 shows the results.

### Table 4.7: External Barriers to Gender Mainstreaming

<table>
<thead>
<tr>
<th>Type of barrier</th>
<th>To a great extent</th>
<th>%</th>
<th>To a small extent</th>
<th>%</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Patriarchy</td>
<td>8</td>
<td>80</td>
<td>2</td>
<td>20</td>
<td>10</td>
<td>100</td>
</tr>
<tr>
<td>Literacy</td>
<td>7</td>
<td>70</td>
<td>3</td>
<td>30</td>
<td>10</td>
<td>100</td>
</tr>
<tr>
<td>Gender stereotyping</td>
<td>8</td>
<td>80</td>
<td>2</td>
<td>20</td>
<td>10</td>
<td>100</td>
</tr>
<tr>
<td>Cultural ideologies</td>
<td>8</td>
<td>80</td>
<td>2</td>
<td>20</td>
<td>10</td>
<td>100</td>
</tr>
</tbody>
</table>

4.5.1 Patriarchy
Majority of the informants (80%) said that patriarchy had affected gender mainstreaming in the ministries to a great extent. Most of the informants said that patriarchy had been a major challenge that ministries had to deal with if gender mainstreaming was to be achieved. One informant said,
"Patriarchy has greatly affected gender mainstreaming and this is one of the major issues this ministry is trying to deal with." (Female informant)

Another one added,

"There is a lot of bias in the gender mainstreaming in the ministry because of patriarchy." (Male informant).

Other informants felt that most senior positions were reserved for the male gender only because society believes that 'all' leadership/decision making positions should be reserved for men. According to informants, this is because most of the senior positions were held only by men. An informant said,

"Patriarchy has caused some specific senior posts to be set aside for men to handle whereas women are given slightly junior ones." (Female informant)

Another one added,

"Most of the Heads of Departments are men and believe gender is about women." (Female informant)

Another had this to say,

"This attitude has been carried forward ever since birth. Certain duties are delegated to a particular sex thus affecting even the ministry's mode of employment." (Female informant)

These comments demonstrate that patriarchy seems to be contributing quite a lot to the challenges facing gender mainstreaming. From the comments, there is a belief that most senior posts are reserved for men and not women.

Review of documents also show that men feel threatened because of gender mainstreaming processes in the society. They feel that it is diminishing their power and it is a foreign idea that is being imposed of them. The process does not consider the importance of the cultural values which cultures prohibit the empowerment of women.

4.5.2 Literacy

Three quarters (70%) of the informants thought that literacy disparity between male and female had greatly affected gender mainstreaming in the various ministries while a third (30%) of the
informants thought it had not. Those who felt that literacy disparity had affected gender mainstreaming attributed it to boys being favoured in education opportunities earlier than girls.

One informant said,

"For a long time boys have been the most educated in the society therefore, they are the most equipped to take up employment" (Male informant).

Another one added,

"Most decision makers are men because they are more educated than women. " (Male informant)

While another one said,

"The boy child in most cases is more educated in the society than the girl, therefore affecting gender mainstreaming " (Male informant)

The above statements from the informant also demonstrate that the literacy disparity between men and women is one of the challenges facing gender mainstreaming in the public sector. They felt that most senior posts are occupied by men because they are more educated than women thus the disparity in employment.

Review of documents on external barriers to gender mainstreaming show that the society, the home and the community at large regard the girl as a future wife and mother and this blocks their aspirations for an education beyond primary level. Women on the other hand have been socialized by their families, communities, the society and even the church to believe that their role in the society is to bear and care for their families. This has made them accept the status quo that is, they do not need to go to school to succeed in life as long as they get married.

4.5.3 Gender Stereotyping

Majority (80%) of the respondent said gender stereotyping had greatly affected gender mainstreaming in the public sector.

One respondent said,

"It all depends on our society where one gender is brought up feeling more empowered than the other and in the Kenyan case, the male gender feels more empowered than the female gender. This is definitely a gender stereotype belief" (Female informant)
Another one said,

"Until recently, most important posts were dominated by men because of gender stereotype"  
(Female informant)

While another said,

'Gender stereotyping has led to the imbalance in employment between male and female in the ministry’  
(Male informant)

Some of the informants said that some jobs for example driving is meant for men while others like cooking tea and cleaning offices is meant for women. One informant said,

"Some jobs and activities are reserved for a given "sex" e.g. most drivers in the ministry are men while most tea makers and cleaners are women "  
(Male informant)

Another informant said,

"Women have not been accorded same positions as men in some departments because of gender stereotyping but added lately, things are slowly changing”  
(Male informant)

These comments demonstrate the concerns the informants have on the effect of gender stereotyping on gender mainstreaming. The majority were of the opinion that gender stereotyping is a belief that is still quite infiltrated in the Kenyan society and this had affected gender mainstreaming to a great extent.

4.5.4 Socio-cultural factors:

Majority (87.5%) said socio-cultural factors like socialization, gender prescribed roles etc had affected gender mainstreaming to a great extent.

One informant said,

"Because of socialization, women always belief they are a weaker sex therefore not able to compete with men"  
(Female informant)

Another one said,

"Culture is deeply rooted in our society and in the minds of many Africans. This has made it difficult for gender mainstreaming to be effected in most ministries."  
(Male informant)

Another one added,

"Some communities stress on empowering a certain gender therefore neglecting one which leads to more employment for the favoured one "  
(Female informant)
When interviewed on the challenges facing gender mainstreaming in the public sector, informants from the MoGCSD said that the socio-cultural factor was one of the main challenges facing gender mainstreaming in the public sector and it had proved very difficult to deconstruct. They said that Kenya is a patriarchal society where men have been socialized to belief that all leadership positions are meant for them. The male gender is of the opinion that gender mainstreaming is a practice that is against that culture and should not be embraced.

External barriers seem to be a major challenge to gender mainstreaming in the public sector. Some of the respondents’ comments clearly show that patriarchy, gender stereotyping, gender discrimination, literacy disparities and socio-cultural factors pose as challenges facing gender mainstreaming.

4.6 Interventions to address Gender Mainstreaming

Respondents were asked to propose what measures could be taken to address gender mainstreaming challenges. Table 4.8 provides a summary of the interventions the respondents proposed.

<table>
<thead>
<tr>
<th>Intervention</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Create awareness</td>
<td>20</td>
<td>50</td>
</tr>
<tr>
<td>Implement a gender policy</td>
<td>10</td>
<td>25</td>
</tr>
<tr>
<td>Allocate resources</td>
<td>5</td>
<td>12.5</td>
</tr>
<tr>
<td>Implementation of 30% affirmative action</td>
<td>5</td>
<td>12.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>40</strong></td>
<td><strong>100</strong></td>
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4.6.1 Creating Awareness

Half (50%) of the respondents thought that creating awareness among staff and the society at large on issues relating to gender mainstreaming could reduce the challenges facing gender mainstreaming in the public sector. Most respondents said that if the government wanted gender mainstreaming to succeed, it should invest in gender awareness from the grass root level because this where most resistant comes from. The society at large, they said should be made aware of the advantages of gender mainstreaming so that the idea that gender mainstreaming is all about
women can be deconstructed. At the government level, the respondents said that conducting workshops/seminars within the offices on issues concerning gender mainstreaming will sensitize and create awareness among staff.

4.6.2 Implementation of Gender Policy
A quarter (25%) thought serious implementation of gender policies in ministries could also reduce the challenges that the public sector faces in gender implementation. Most respondents said that gender policies should not just be developed and put in the archives but should be implemented fully.

The review of documents also recommends that for gender mainstreaming to be effective, clearly articulated gender policies and action plans must in place. The gender mainstreaming objective can only be achieved if actions are spelled out clearly and followed step by step.

4.6.3 Allocate adequate Resources
One eighth (12.5%) of the respondents said allocation of the adequate resources including adequate budget and technical staff will reduce the challenges facing gender mainstreaming. Most respondents felt that gender mainstreaming lacked enough financing and therefore activities planned during the financial year such as workshops/seminars to sensitize staff on gender mainstreaming could not be implemented. Adequate budget allocation they felt, could greatly reduce challenges facing gender mainstreaming.

4.6.4 Implementation of 30% Affirmative Action
One eighth (12.5%) of the respondents felt that implementation of the 30% affirmative action will reduce challenges facing gender mainstreaming. They said that there are few women at decision making levels and if the 30% is implemented, the female gender will be well represented when high level decisions are being made.
CHAPTER FIVE: DISCUSSIONS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction
This chapter includes discussions, conclusions and recommendation of the study. The main objective of the study was to determine the challenges facing gender mainstreaming in the public sector in Kenya. The specific objectives of the study were to investigate the level of knowledge and attitude of the officers handling issues of gender mainstreaming in the public sector in Kenya; to examine the institutional barriers to gender mainstreaming in the public sector in Kenya; and, to find out the external barriers to gender mainstreaming in the public sector in Kenya.

5.2 Discussions
5.2.1 Level of Knowledge of Informants/Respondents on Gender Mainstreaming
In investigating the level of knowledge of the officers handling gender mainstreaming in the public sector, the study found out that generally the staff handling gender mainstreaming had prior knowledge on gender mainstreaming issues. It was also found out that even though majority had prior knowledge, most ministries had still taken the initiative of training the gender officers further on matters relating to gender mainstreaming through seminars and workshops. Some officers were also being sponsored to do master's degrees to enhance their knowledge in gender mainstreaming. The study agrees with a report that was done by Derbyshire (2002) which says that insufficient staff capacity on gender and cultural barriers to gender mainstreaming were key elements hindering advocacy mainstreaming work. The report continued to say that most staff felt that their work on gender mainstreaming was not up-to-level because they lacked proper training and incentives, (Derbyshire, 2002).

Most of other staff members other than those handling gender issues in ministries were also aware of what gender mainstreaming was all about because when asked to describe some of the gender concepts, majority got them correct. Notwithstanding this, they said that they lacked proper training and sensitization on issues relating to gender mainstreaming. The study agrees with a report that was done by UNDP (2005) on gender mainstreaming which says that one of the most disappointing aspects of UNDP’s gender mainstreaming was its limited attempts to
build understanding among staff. UNDP offered no centralized training, though there had been some quite effective training at the regional and country level, (UNDP, 2005).

5.2.2 Attitude towards Gender Mainstreaming
When examining the attitude of informants/respondents, the study found out that most senior staff members had a positive attitude towards gender mainstreaming while other staff members had a negative attitude to it. The reason why senior staff members' had a positive attitude was largely due to the fact that most of them were accounting officers who were directly answerable and accountable to the government. They therefore had no alternative than to be positive. The study also found out that the other members of staff had a negative attitude towards gender mainstreaming largely because they lacked proper training and sensitization on gender mainstreaming. Similar studies that were done by Wendoh and Wallace (2005) said that most governments had committed their countries to the Beijing Platform for Action (BPFA) and had agreed to formulate gender policies just for compliance purposes but there was resistance at the implementation level because of misconceptions. The report continued to say that gender mainstreaming had been put as a condition across the board to most African governments by donor agencies without analyzing or understanding the key gender issues in any given context. Therefore since majority of African countries implemented projects according to the donor conditionalities, most governments had no alternative but to comply, (Wendoh & Wallace, 2005)

5.2.4 Institutional Barriers to Gender Mainstreaming
In the examination of the institutional barriers to gender mainstreaming in the public sector, the study found out that although majority of ministries had gender policies, their implementation was at the initial stages. Some of the informants said that gender mainstreaming was not taken seriously by most ministries and it was only being implemented because it was a requirement by the government. Similar studies done by Wendoh & Wallace (2005) found out that even if many men and women were dedicated and involved in the development of government gender policies and planning consequent actions for improvement of gender equality, there was resistance at implementation level and people gave higher priority to other activities and graded gender issues at a lower level. Similar findings were also reported in the Maputo Declaration report of 2003 on gender mainstreaming. The report said that the implementation of gender-related issues have
been derailed due to lack of concerted acceleration of gender mainstreaming process from most governments, (Wendoh & Wallace, 2005).

The study found out that although majority of ministries had gender desks and gender officers that managed gender issues, there was minimal usage of the desks as gender mainstreaming had not been taken seriously by the government. Most informants said that they did not know what was expected of them and the gender desks were set-up only for compliance purposes as this was a requirement by the government. A report that was done by UNDP on gender mainstreaming observed that although there have been commendable efforts to mainstream gender in most UNDP (2005) practice areas, there was no clear strategy and staff did not seem to know how to apply gender mainstreaming issues. The report continued to say that many countries had national gender experts, but they were often overlooked and under-utilized, (UNDP, 2005).

The study also found out that although there was a budget allocated for gender mainstreaming issues, it was inadequate and unable to support the various activities that assist gender mainstreaming issues. Most informants said that budget inadequacy was one of the biggest challenges most ministries were facing. Ministries were not able to meet their targets on gender-related issues due to the lack of enough financial resources. Some of the informants also said that the little budget allocated to gender mainstreaming issues was sometimes diverted to do other activities not related to gender. The study agrees with the report that was done by UNDP (2005) on gender mainstreaming and the allocation of budget. The report said that resource allocation to gender is missing, incomplete or inconsistent. It continued to say that there were no accurate and reliable ways to estimate the exact expenditures on programmes which pay attention to gender mainstreaming. Funds for gender-related activities are in included in some of the thematic trust funds, but these are not sufficient. Another similar report done by Spence (2000) said that gender-sensitive budgeting was based on the premise that macroeconomic policies regarded to hitherto as gender neutral, were in fact gender-biased and that government budgets as crucial as components of macroeconomic policies had unwittingly played instrumental role in transmitting and reproducing biases, (Spence, 2000).
The study found out that lack of proper monitoring and evaluation of gender mainstreaming issues was also one of the barriers contributing to the challenges facing gender mainstreaming in the public sector of Kenya. The informants said that even if the ministries had monitoring and evaluation frameworks, they were at the initial stages of implementation. The informants also said that most gender officers managing gender mainstreaming issues in ministries had not been trained in monitoring and evaluation processes. There was therefore lack of proper monitoring and evaluation because of inadequate technical skills. Majority of informants said that monitoring and evaluation of gender mainstreaming is very important and lack of it impacted negatively on the process. Similar findings that had also been done by Helen, Lateef and Sultan (2005) in their report on how gender action plan can deliver gender equality found out that consistent monitoring of indicators suitable to assess progress all gender activities can deliver quality results.

The study also found out that most ministries had gender disaggregated data because it was a requirement by the government. Most informants said that even though gender disaggregated data was in place in majority of ministries, the reports were just lying in the shelves and were not referred to when it came to the recruitment of staff.

The study also found out that lack of sensitization and training of staff members and the public at large on issues pertaining to gender mainstreaming is a challenge to gender mainstreaming. Most informants/respondents said that even though most staff members knew that ministries had a gender policy, they had not been trained and sensitized on it. The informants said ministries lacked enough staff with proper technical skills to train and sensitize members of staff on issues relating to gender mainstreaming. The informants said that they were on the other hand not well trained on gender mainstreaming issues. The study is an agreement with a report done by James-Sebro (2005) that technical capacity built among organizational and project staff enhances understanding in gender mainstreaming issues, (James-Sebro, 2005).

The study further found out that lack of political goodwill to implement the gender policy had also impacted negatively on gender mainstreaming and was one of the challenges facing gender mainstreaming. The informants said that most ministries and other government institutions had
lot grasped the importance of gender mainstreaming to include them in all their activities. Gender mainstreaming issues were included in the majority of ministries only for compliance purposes. Similar findings are reported by Wendoh & Wallace (2005) that most governments see gender mainstreaming as foreign, external and not relevant to African societies.

5.2.5 External Barriers to Gender Mainstreaming

In examining the external barriers to gender mainstreaming, the study found out that external tamers to gender mainstreaming included social cultural factors like patriarchy and gender stereotyping. Others included literacy disparities between men and women, lack of awareness of the society on issues relating to gender mainstreaming and the thought that gender mainstreaming is all about women.

The study found out that patriarchy was leading in the external barriers to gender mainstreaming. Most informants/respondents said that patriarchy had affected gender mainstreaming negatively and that it was one of the main challenges most ministries are trying to deal with. The informants said that men still feel that senior positions in government institutions should be held by them while women should take the junior ones. The informants continued to say that most senior posts in ministries were held by men because of patriarchal beliefs in the society. Similar findings by Wendoh and Wallace (2005) said that men feel that gender mainstreaming threatens the society and interferes with African culture, which prohibits women empowerment in the society. Mari & Kwesiga (2002) in their book "The Women Movement in Uganda", it is also reported that obstacles to gender parity are embroidered in cultural norms and practices, socialization process and into the framework of patriarchy, which is fundamental to social structures.

The study also found out that literacy disparities between men and women was one of the external barriers to gender mainstreaming. The informants attributed this to the fact that the male gender was favoured in education opportunities earlier than the female gender. The study agrees with similar findings reported by Mari & Kwesiga (2002) that the society, the home and community often regard a girl as a future wife and mother and this blocks aspiration for an education beyond the primary level. Similar sentiments have also been reported by Wendoh &
Wallace (2005) where it is said that women are supposed to be home priests while men are supposed to be priests for the church and that women are honoured for the work they do at home. This study therefore agrees with these reports (Wendoh & Wallace, 2005; Mari & Kwesiga, 2002) that literacy levels and culture has contributed to the barriers facing gender mainstreaming.

The study found out that gender stereotyping had greatly contributed to the external barriers challenging gender mainstreaming. The informants said that most senior posts are dominated by men because of gender stereotype that women are supposed to be subordinate in the society and are supposed to be caregivers and home makers. Most informants were of the opinion that gender stereotype is still infiltrated in the society and this has impacted negatively in the gender mainstreaming process. The study agrees with a study done by Wendoh & Wallace (2005) which reported that religious faith and traditional cultural values are important in communities and are not easily reconciled with the current concepts of gender equality imported from international agencies and have no place in their communities.

5.2.6 Interventions to address Gender Mainstreaming.

Some of the interventions recommended by the study to address gender mainstreaming include, creating of staff awareness on issues relating to gender mainstreaming; proper implementation of gender policies; allocation of adequate resources; and, proper implementation of 30% of affirmative action.

Majority of the respondents felt that creation of gender awareness to staff and the public at large could greatly reduce the challenges facing gender mainstreaming. The informants also said that conducting of workshops/seminars within the offices on issues concerning gender mainstreaming will sensitize and create awareness among staff. Studies done by Helen, Lateef & Sultan (2005) on how gender action plan (GAP) can deliver equality results, it was reported that structured training opportunities for project team members and other stakeholders promote ownership and commitment to Gender Action Plan. The report continued to say that a participatory approach to designing GAP ensures that all team members understand why resources allocated for gender mainstreaming issues. Sensitization and training of staff and officers handling gender mainstreaming is therefore important. Another similar report by UNIFEM (2007) told
governments and partners to undertake capacity-building to raise awareness on gender issues and impacts among technocrats/bureaucrats.

The study also found out that serious implementation of the gender policies by ministries could reduce the challenges facing gender mainstreaming in the public sector. Majority of informants were of the opinion that gender policies should not just be developed and put in the shelves but implemented to the fullest. Similar recommendations were given by James-Sebro (2005) in his report on factors contributing gender mainstreaming in NGOs and Projects in Africa. The report said that for proper gender mainstreaming to take place, clearly articulated gender policy and action plans should be in place. The report continued to say that gender should be embraced to its fullest and both sexes women and men should be seen as partners but not as targets or obstacles.

The study found out that allocation of adequate resources could greatly reduce challenges facing gender mainstreaming. Majority of informants felt that allocation of adequate resources including financial and human resources will reduce the challenges facing gender mainstreaming. One of the resolutions arrived at by UNIFEM (2007) in their report on gender equality and aid effectiveness, agrees with the study. The report said that building of the technical capacities of national women's machineries, line ministries and civil society organization to negotiate with the finance and planning ministries for the inclusion of gender perspectives in national plans and budgets and to ensure that line ministries have adequate budgets for training and promoting gender equality.

The study also found out that proper implementation of 30% affirmative action could also reduce the challenges facing gender mainstreaming. The informants said that there were few women at decision making levels and if the 30% decree was implemented, the female gender will be well represented when high level decisions are made. Most informants felt that the promulgation of the new constitution will go a long way in making sure that the gender mainstreaming process is achieved. The one-third representation of women in all ministries and government institutions has now been legalized and has become law. Chapter 4 of the Constitution of Kenya, Section 27 (3) states that, 'Women and men have the right to equal treatment including the right to equal
opportunities in political, economic, cultural and social spheres.' This means that men as well as women have now been given equal opportunities to participate in the development of nation without any fear. Full implementation of this law will therefore go a long way in reducing the challenges facing gender mainstreaming in the public sector in Kenya.

5.3 Conclusions
The study shows that gender mainstreaming is integral if any country has to achieve sustainable development. It is also an important strategy to achieving equality and equity for men and women, boys and girls in a country. Although the government of Kenya has taken a lead in making sure that gender mainstreaming is achieved by creating a Ministry to oversee the gender mainstreaming process, the study shows that a lot needs to be done before the same is achieved.

The study findings show that senior staff members have a positive attitude towards gender mainstreaming compared to that of other staff members. Although the gender officers have some knowledge on gender mainstreaming issues, the same does not to enable them oversee gender mainstreaming activities in the ministries they represent. It can also be concluded from the study that most ministries are taking up the initiative of training the gender officers by sponsoring them to study master’s degrees and through workshops and seminars.

From the study, it can also be concluded that the main institutional barriers affecting the gender mainstreaming process include lack of political goodwill from the government, the slow pace of developing gender policies by various ministries, lack of sensitization of staff on gender related issues, lack adequate budget and technical staff and lack of proper training on gender related issues.

The study also shows that socio-cultural factors lead in external barriers hindering the gender mainstreaming process in the public sector of Kenya. Factors like patriarchy, gender stereotyping, socialization and lack of societal awareness on the importance of gender mainstreaming have been seen to be the major barriers of gender mainstreaming. Others include the literacy disparities between men and women and the belief by many people that gender mainstreaming is all about women.
5.4 Recommendations

In view of the above findings, it is apparent that gender mainstreaming is integral if any country is to achieve equality and equity for men and women, boys and girls. The world at large is taking gender mainstreaming to be integral in their development processes. More and more women have acquired enough education and knowledge to compete favourably with men when it comes to recruitments to senior posts, political representation and other decision making levels. Nowadays, most families are headed by both men and women and gender roles have reversed. Men are no longer seen to be the main bread winners of the family but work in partnership with their wives to care for the family needs. This state of affairs will continue and it is therefore recommended that:

- The public sector of Kenya takes all the necessary steps to deconstruct the socio-cultural factors that have been seen to be the main challenge facing gender mainstreaming in Kenya. This can be done by holding workshops and seminars throughout the country to sensitize the society from the grass root level on the importance of gender mainstreaming. The male gender should also be encouraged to train in gender and development to remove belief that gender is all about women while gender is about both men and women.

- The government should also ensure that all ministries have working policies and that all the objectives of these policies are achieved. Although an important step has been taken to involve gender mainstreaming issues in the performance contract, more needs to be done. Actual implementation of ministerial gender policies should be taken very seriously. There is therefore need to conduct serious monitoring and evaluation of gender mainstreaming activities in all government institutions to ensure that not only compliance, but that proper implementation is done.

- Effective implementation of National Gender policy on gender and development will require mobilization of resources from all sources and across all sectors. Towards this end, it is recommended that the government ensures integration of gender perspective in the budgetary process. The government should also aim at the provision of funding for specific programmes that will address challenges facing gender mainstreaming.
of these programmes should include coming-up with a specific fund to hold workshops and seminars to sensitize staff and the public at large on the importance of gender mainstreaming.
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This guide is intended to collect views on the challenges facing the ministries of Kenya in implementing Gender Mainstreaming.

Section A: Background Information

Name: (Optional)
Gender:
Age:
Ministry:
Position in the Ministry
Number of Years in the position:
Level of Education

Section B: Gender Awareness

1.) Which year were you appointed to head the gender office/department?

2.) When was this position created?

3.) Did you have any prior training on gender issues?
   If yes, what type of training?
   If no, what did you do?

4.) What is your role in the gender department/office?

5.) Has the ministry taken any steps to train you further on issues of gender Mainstreaming?
   Please explain your answer above further?

6.) Do other staff members in the ministry know what gender mainstreaming is all about?
   If yes, what are their views and attitudes towards gender mainstreaming?
If no, what is the ministry doing to make sure that all staff are made aware of gender issues?

SECTION C: Institutional Barriers to Gender mainstreaming in the public sector

1. Does the Ministry have a gender policy?
   If yes, how far has it been implemented?
   If no, are there any plans to develop one?

2. Does the Ministry have a gender department or desk where all gender issues are handled?
   If yes, how many staff are there and what are their duties?
   If no, what other methods do you use to handle gender mainstreaming issues?

3. Does gender mainstreaming have the support of the senior management of the ministry e.g., the permanent Secretary, under secretaries, directors etc?
   Please explain your answer

4. Do they have any knowledge on gender mainstreaming issues?

5. What is the general attitude of senior management towards gender mainstreaming?

6. Are there any senior management staff involved in any of the gender mainstreaming activities in the ministry?

7. What steps has the ministry put in place to adequately mainstream gender issues in its policies and programmes?

8. Which ones are working and which ones are not?

9. Does the ministry have a gender disaggregated data?

10. Does the ministry have an action plan in gender mainstreaming?

11. Is there a budget allocated for gender mainstreaming activities?

12. Does the ministry have a monitoring and evaluation programme in gender mainstreaming?

13. Suggest the steps the Government should take to minimize the challenges of gender mainstreaming in the public sector. (To be listed in order of importance)
Section D: External Barriers to Gender mainstreaming in the public sector

1. Kenya is known to be a patriarchal society. How has this affected gender mainstreaming in the ministry?

2. How far has the literacy disparity between men and women, boys and girls, in Kenya affected gender mainstreaming in the ministry?

3. How far have cultural ideologies in Kenya e.g. the prescribed gender roles, socialization process etc. of both genders contributed to the challenges facing gender mainstreaming?

4. How far has the gender stereotyping challenged the gender mainstreaming?

5. What other external barriers do you think have affected the gender mainstreaming in the ministry?

6. What's the ministry doing to reduce these barriers?
KEY INFORMANT INTERVIEW GUIDE - 2

THE MINISTRY OF GENDER, CHILDREN AND SOCIAL DEVELOPMENT

Section A: Background Information

Name: (Optional)
Gender:
Age:
Ministry:
Position in the Ministry
Number of Years in the position:
Level of Education

Section B: Gender mainstreaming in other ministries

1. As the main ministry that is overseeing gender mainstreaming in the public sector, what steps are being taken to make sure that all ministries in the public sector mainstreams gender in all their activities?
   Please list them in order of importance
2. Does the ministry take the initiative of training gender officers in all the ministries?
3. What steps has the ministry taken to make sure that all ministries have a gender policy?
4. What steps is the ministry taking to make sure that all ministries comply with the gender mainstreaming requirement?
5. What steps has the ministry taken to make sure the President's decree of 30% women representation in the public sector is adhered to?
6. How do you monitor gender mainstreaming activities in all the ministries?
7. Does the ministry have enough staff to monitor and evaluate gender mainstreaming in ministries?
Does the ministry have any reporting system on how each ministry is progress in gender mainstreaming issues?
If yes, how is it done?
If no, what steps is the ministry taking to come-up with the same?
In your opinion, what are the main challenges that are affecting gender mainstreaming in the Public Sector. (Discuss in order of importance starting with the major challenge to the least).
CHALLENGES OF IMPLEMENTING GENDER MAINSTREAMING IN THE PUBLIC SECTOR IN KENYA. A STUDY OF THE GOVERNMENT MINISTRIES

RESEARCH QUESTIONNAIRE

This questionnaire is intended to collect views on the challenges facing the ministries of Kenya in implementing Gender Mainstreaming. Your sincere views will assist the researcher to come up with useful information on the way forward on gender mainstreaming processes in the public sector. The results will be of interest to the Policy Makers in both the Public and Private sectors, Non-Governmental Organizations (NGOs) and other Scholars and Practitioners. Please answer all the questions honestly. (Tick or circle your answer where appropriate)

Section A: Background Information

Name: (Optional)

Gender;

Age;

Ministry;

Position in the Ministry

Number of Years in the position:

Level of Education

Section B: Gender Awareness

1. Which statement best describes gender?
   1. Differences between men and women
   2. Issues relating only to women
   3. Socially constructed roles of men and women in the society

2. What is gender mainstreaming?
   1. It is a process of assessing the implications for women and men of any planned action, including legislation, policies, or programs, in all areas and all levels.
2. It is making sure that women are more empowered than men
3. It is the reversing of gender roles

3. What is gender Equity?
   1. A condition in which men and women have separate roles of equal importance
   2. A condition in which men and women participate as equals, having equal access to resources and opportunities.
   3. Action taken on a temporary basis in favour of a particular group.

4. Do you think there is gender equity in your ministry?
   1. Yes
   2. No

5. What is gender equality?
   1. Awareness of gender issues and gaps and recognizing that gender roles are socially constructed.
   2. Process of developing people's awareness, knowledge and skills on gender issues
   3. A situation where men and women are seen to be equal, provided with equal opportunity and are treated the same before the law.

6. Do you think there is gender equality in the Ministry?
   1. Yes
   2. No

SECTION C: Institutional Barriers to Gender mainstreaming in the public sector

1. Are you aware that your Ministry has a gender policy?
   1. Yes
If yes, to what extent have you been sensitized on its contents?

1. To a large extent
2. To a small extent
3. Not at all
4. I don't know

Have you ever been made aware that gender mainstreaming is an important strategy in achieving equality and equity of both men and women in the public sector?

1. Yes
2. No

How important do you think the ministry considers gender mainstreaming as a strategy of attaining gender equality and equity in the public sector of Kenya?

1. Very Important
2. Important
3. Of limited importance
4. Not important at all

What is the general attitude of the senior management towards gender mainstreaming?

1. Very Negative
2. Negative
3. Very Positive
4. Positive
5. I don't know

To what extent do you think other staff members have the knowledge on gender mainstreaming issues?

1. To a large extent
2. To a small extent
   a) Not at all
b) I don't know

7. Do you consider that there are available tools and techniques for gender mainstreaming in the ministry?
   1. More than enough
   2. Enough
   3. Not enough
   4. Not at all

8. Suggest the steps the Ministry should take to minimize the challenges of gender mainstreaming in the public sector. (Rank in order of importance)

Section D: External Barriers to Gender mainstreaming in the public sector

1. i) To what extent does the literacy levels of women and men contribute to their participation in mainstreaming gender issues in the ministry?
   1. To a large extent
   2. To a small extent
   3. Not at all
   4. I don't know

   ii) Please explain your answer in (i) above

2. i) What is gender discrimination?
   1. Action taken on a temporary basis in favour of a disadvantaged group
2. Putting actions in place to address gender based unfairness.
3. Prejudicial treatment, restriction or exclusion made on the basis of one’s gender.

ii) In your own opinion to what extent do you think gender discrimination is practiced in the ministry?
   1. To a large extent
   2. To a small extent
   3. Not at all
   4. I don’t know

3. What is gender stereotyping?
   1. It is basically putting down someone because of their "sex" or not believing they are able to do something because they are either male or female.
   2. It is seeing women as a weaker sex therefore not capable of being given equal opportunities in allocation of resources and employment.
   3. It is thinking that female gender is inferior than the male gender and that they should not mix with the male gender

i) Is gender stereotyping practiced in the ministry in as far as allocation of duties is concerned?
   1. Yes
   2. No

ii) Please explain your answer above
What is Patriarchy?

1. It is a system or organization which men have all or most of the power in the society.

2. It is a system whereby men's dominance is the society should not be challenged

3. It is a system that prescribes roles to both men and women in the society.

To what extent do patriarchal structures contribute to the hindrance of gender mainstreaming in the ministry?

   a) To a large extent
   b) To a small extent
   c) Not at all
   d) I don't know

In your opinion, what are other key factors affecting mainstreaming of gender issues in the ministry. Please list them in order of importance.
Figure 3.1 Nairobi metropolitan area

Source: JICA 2004