WOMEN'S PARTICIPATION IN THE MANAGEMENT OF CONSTITUENCY DEVELOPMENT FUND: A CASE STUDY OF ISIOLO SOUTH CONSTITUENCY

BY

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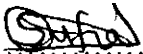Department of Sociology

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DECLARATION

I declare that this project paper is the result of my own work and that it has not been submitted either wholly or in part to this or any other University for the award of a degree.

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This paper has been submitted for examination with my approval as University Supervisor.

Sign.. Date..23/11/07............

Prof. Enos Njeru

DEDICATION

I would like to dedicate my work to my husband Hussein and children Guyo, Gubalo, Golich, and Guyatu, who supported and encouraged me all through this study.

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ACRONYMS

AIDS	Acquired Immuno-Deficiency Syndrome
CDC	Constituency Development Committee
CDF	Constituency Development Fund
CLARION	Centre for Law and Research International
COMESA	Common Market for Eastern and Southern Africa
DDC	District Development Committee
DFRD	District Focus Rural Development
DPC	District Project Committee
FIDA	Federation of International Women Lawyers
GAD	Gender and Development
HIV	Human Immuno-Deficiency Virus
IMF	International Monetary Fund
IPAR	Institute of Policy Analysis Research
KIPPRA	Kenya Institute of Public Policy Research Analysis
LATF	Local Authority Transfer Fund
MDG	Millennium Development Goal
MNC	Multi-National Corporation
MP	Member of Parliament
NGO	Non Governmental Organization
PPO	Provincial Planning Officer
PRSP	Poverty Reduction Strategy Paper
SAP	Structural Adjustment Programme
SPSS	Statistical Package for Social Sciences
UN	United Nation
UNSTRAW	United Nation International Research and Training Institute for Advancement of Women
USA	United States of America
WB	World Bank
WHO	World Health Organization
WID	Women in Development

ABSTRACT

This study was conducted when the debate and reforms around decentralized governance and gender equality were at its pick. This gave relevance to this study. The study was conducted in Isiolo South Constituency. The main objective of the study was to assess women participation in CDF decision making and project cycle management processes. Specific Objectives were: to identify and analyze the application of CDF Act provisions towards enhancement of grassroots women participation in CDF management processes; to establish the levels and nature of grassroots women's participation; to examine the extent to which the CDF projects under implementation address the strategic and practical needs of women, and finally to identify the constraints to women's participation in the CDF management.

Survey method was used to collect quantitative data. Questionnaires were administered in a face to face interview, and a few questionnaires were self administered. Key informant interview, Focus group discussions, and in-depth interview were employed to provide qualitative data. The quantitative data analysis was computer assisted and present in graphs, tables and descriptive statistics, while qualitative data were organized in categories and themes for analysis and presented in narrative, case study and quotations forms. Desk study was done to provide necessary literature on the study topic.

The study assessed the demographic characteristic of the Constituency. The key characteristics were assessed were education level, occupation, economic activities, marriage, sex, and area of residence. The findings were that most of the adult population are illiterate, herders and mostly poor, married and have lived in the constituency for over six years. In relation to sex of the respondent, 30% were women and 70% were men. While the target was almost 50-50 men and women, only a few women accepted to be interviewed. Besides, most of the committees were men and by default the number of women respondent had to come down. Illiteracy affects women participation since in formal meetings they cannot read minutes and policy papers. They depend on other literate members to translate and often when translating some information is lost in the process. This is quite disempowering. Most respondent are

married since it brings along respect and one is considered to be responsible hence can be called upon to participate in community issues. Economically, most women did not have control over productive resources.

In relation to application of CDF Act to enhance women participation, the constituency faired well. Three women were appointed to the Constituency Development Committee. Two are women representatives and one is a youth a representative. However, this is a negligible figure considering that the CDC has fifteen (15) members. It shows that Member of Parliament did not consider women in other slots. Furthermore, while the Acts provides that the quorum for CDC meeting is one half, the practice has been different, and CDC meetings have been usually attended by three people; the MP, CDF Coordinator and treasurer and occasionally the DDO. If the Act was to be followed to the later, most current CDC members should have been replaced by new ones since they rarely attend meetings, but this never happened.

The few women who were in the committees rarely attended the CDC meetings. Two attended twice and once respectively while one attended frequently since she is the treasurer and her presence is necessary for cash withdrawals. The reasons put forward for poor attendance are that they are busy with household chores and that since the meetings were mostly held outside their locations they cannot afford to be absent from home (85%), secondly, prior notification was rarely given hence they do not actually know when the meetings are being held., thirdly most meetings are held not to discuss projects but politics and are held mostly at night therefore they see no added value in attending. This shows that women participation in CDF management is minimal

In relation to women participation in project cycle processes, majority (84.8%) of the respondents do not know their role. The Constituency had a strategic plan which was developed by a few Cronies of the MP and there after the MP meets mostly with the treasurer, the CDF co-ordinator and the District Development Officer to process CDF issues. This in essence means that women and also some men are locked out of

project related issues. However, during implementation, occasionally women are called upon to provide labor.

Regarding projects, most CDF are implemented by contractors. By time this study was conducted, no woman has won a tender to implement projects in the constituency. They do not have requisite qualifications to bid. The reasons were that they lack capital since traditionally, women do not have control over productive resources, and that most women are not employed due to illiteracy hence have no access to paid jobs, and secondly, they do not have companies and generally are not aware of the tendering process. One woman who won a tender in nearby constituency was interviewed to get some insight on how she managed to win. The reasons were that: she knew the MP, had capital, company, and fulfils all tendering requirements. However, she reiterated that she will never bid again for CDF projects since she was hustled so much simply because she was a woman and even labeled as the MPs girl friend and that no one wants to see that she is actually qualified to do the job. Corruption is also rampant and she does not want to be corrupt in the process.

Regarding gender responsiveness of CDF project, the CDF Act is gender neutral as it talks of projects for common good or community projects. In addition, the CDF Acts provides certain percentage allocation to education, emergency and administration, which limits choices of projects. While most CDF project address women needs in general, woman would have wished to have projects which address their specific need. The bursary for instance does not segregate between boys and girls, the women wished to have the few girl children in school to benefit for motivation given their low enrolment and retention rate.

In summary, women participation in CDF decision making and project management is minimal. The key constraints include practical issues like heavy workload, illiteracy, lack of economic resources, culture of patriarchy, lack of awareness of their roles in CDF, CDF being too political, and failure by the CDF Act to make more provision for women in line with the Government directive of having women to represent 30% in all government appointments. In general, MPs plays legislative and

executive role, thus going against the separation of powers as contained in Kenya's constitution. CDF management is also inadequately audited and monitored thus easily abused.

The recommendations are repealing of the CDF Act and made provisions to enhance more women participation by for instance, making more slots for women in the CDC, removing powers from the MP to make CDF management less political, affirmative action for women win tenders even if it means group tendering, and establishment of a body to monitor and audit the CDF management. Other recommendations include timely communication on CDF meetings, awareness creations through radio programmes and workshops. In the long tem, education of girl child to open up their perspectives of life and help remove the shackles of culture and tradition. Further research on why women participation is not felt even where the numbers are available. More to this would be a research on why women have not been able to cut the 'cultural chains' that prohibit their participation. Related to the above, a research on men dominance in CDF management is deemed necessary to answer the missing link to meaningful women participation in CDF management and development programmes. .

CHAPTER ONE

INTRODUCTION

1.1: Background to the Problem

Development as a study discipline emerged after the Second World War. Development can simply be defined as a growth in both quality and quantity (Kabwegyere and Migot, 1981). The aims of development work in the 1950s and 1960s were to bring new independent countries to the living standards of the Western World and reduce poverty. Donor agencies both bilateral and multilateral were organized and shaped by the understanding that their mission was to deliver development. They brought in experts to help bring about development. However, development aimed at addressing poverty has become too complex an issue, shifting from infrastructural and economic development of 1950s and 1960s, to meeting basic needs of 1970s, to getting price right and Structural Adjustment Programs (SAPs) of the 1980s. Nevertheless, poverty persisted and among many factors, the limitation on the participation or involvement of the poor and the marginalized in the development processes was found key. This led to adoption of participatory methodologies and framework for project planning and policy processes by Governments and other development actors. Most Governments in the developing and transitional countries of Eastern and central Europe adopted decentralization as a way of enhancing popular participation. By 1980s, overwhelming majority of them was engaged in decentralization of one kind or another.

Decentralization was defined as "transfer of responsibilities for planning, management, and resource-raising, and allocation from the Central government and its agencies to the lower levels of government (Work, 2002: 5). Decentralization is classified into typologies and forms. The typologies are mainly three: political, fiscal, and administrative. Political decentralization refers to the devolution of decision making power to sub-national political authorities. Administrative decentralization is therefore transfer of functions to lower tiers of the state. Fiscal decentralization refers to transfer of allocation and expenditure decision across the levels of decentralized system (Rondinelli, 2002; Work, 2002; and Manor, 1999). A country may adopt a mix or one type of decentralization depending on their reform agendas.

There are different forms of decentralization: devolution, deconcentration, delegation and privatization. Devolution involves transfer of responsibilities (such as planning, decision making and management, monitoring and evaluation) to the decentralized unit which has some degree of autonomy. Deconcentration entails transfer of responsibilities to locally based unit of central government. Delegation happens when responsibilities are passed to organizations that are accountable to central government but not entirely controlled by it, such us public corporations. Privatization is when responsibilities are transferred from public to private sector; it can be privatizing Government Corporation. As it is the case with types of decentralization, a government can adopt various forms of decentralization based on the policy framework and reform agenda.

Kenya adopted decentralization strategy immediately after independence in 1963. According to Chitere and Ireri (2004), at independence, the Government adopted *Majimbo*[1], a form of decentralization known as devolution, which gave responsibilities to the regions, where the local authorities collected taxes and utilized for development purposes. This system was short-lived, since immediately after Kenya become a republic in December 1964; centralized system of governance was adopted. However, other initiatives were soon started to bring development closer to the people and enhance their participation.

The Sessional Paper No.10 of 1965 on *African Socialism and its application to planning in Kenya* was developed. It stated that planning was to be extended to Provinces, and Districts, as well as Municipalities. In the 1970s, Special Rural Development Program (SRDP) was implemented in selected Arid Districts, which brought the government, University researchers and local community in its implementation. Further, District Focus for Rural Development (DFRD) was launched in July 1983, as a comprehensive decentralization strategy. The DFRD made the District operational units. Institutional, political, administrative, and budgetary decentralization procedures /measures were explicitly explained. The DFRD has its own limitations since it actually did not enhance grassroot people's participation in project processes. In fact, the centre had more control over the district since it was the administrative component only which was decentralized and finances had to go through respective Ministry's headquarters.

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[1] *Majimbo* is a Swahili word meaning regionalism. It is derived from the word *Jimbo* which means region.

In the 90s and beyond, the Government of Kenya continued with the crusade of decentralized planning and participatory development for poverty alleviation. Widespread consultation during the Poverty Reduction Strategy Paper (PRSP) and Constitutional Review Processes, and decentralization of various development funds attests to this.

The Constituency Development Fund (CDF) is one of the Kenya's new programs aimed at fighting poverty at constituency level. It also aims at ensuring increased community participation in decision making on their local development needs hence increased efficiency in service delivery as well as democratization and good governance measure (KIPPRA, 2006). The Fund was established through the CDF Act 2003. It was created to ensure that certain percentage of ordinary Government revenue is utilized for the purposes of development, and more so for implementation of community projects. In 2004/ 2005, the government allocated 2.5% of its revenue to the fund, which was then raised to 7.5% in April 2006. The Act and subsequent Kenya gazette notices provided regulations and guidelines for its implementation. Unlike other government projects, the funds from CDF directly go to local constituency accounts, and expenditure decisions made at the grassroots level. National level and local level committees have been set up for effective management and implementation of the CDF.

While widespread promotion of decentralization as a development strategy is being touted, the importance of considering gender and specifically women dimensions in decentralization is clear given the widespread recognition of gender equality as a crucial variable in development. The United Nation decade for women (1976-1985) marked a major milestone in recognition of women contribution to development.

Over the years, to enhance women participation in development processes and address their needs, various national and international policy instruments, approaches, tools and methodologies have been developed. Policy instruments and conventions include among others Convention on the elimination of all forms of discrimination against women (CEDAW) December 1979, Forward Looking Strategies Developed during the Nairobi Conference in 1985, Beijing declaration and platform for Action in 1995, Millennium

Development Goals, and Protocol to the African Charter on Human and peoples Rights' on the rights of Women in Africa (July 2003).

The key approaches to provide framework for women participation in development consists of Women in development (WID), and Gender and Development respectively (GAD). Gender refers to 'women's and men's different roles and responsibilities that are socially determined (Gardiner, 2002: 17). In the 1970s till mid 80s, WID agendas which aimed at increasing local women's involvement in the market economy and project activities were advocated for. The WID approach emphasized the need to integrate women in the development processes. Social organizations were set up by women to address their felt needs. In the late 80s, the GAD approach was developed. The GAD approach focuses on the social relations and interactions between men and women in a given contexts and emphasizes on the need to challenge existing gender roles and relations. Several GAD tools and analysis framework were developed to enable development planners to systematically understand gender issues in their local contexts and find solutions to address them.

The Government of Kenya (GoK) has not been left behind on issues concerning involvement of women in development processes. In 1976, Women Bureau was established in the ministry of Culture and Social Services to spearhead women's advancement agenda. With the changes in development paradigm, and based on the lessons learned from WID approach, the Kenya Government strategies on women had to change and embrace the Gender and Development approach. The National Gender and Development Policy (2000) was developed to provide a coherent and comprehensive framework to guide different sectors and actors in development for effective resource use. The policy paper has since been translated into a Sessional Paper *No. 2 of 2006 on Gender Equality and development, May 2006.* National machineries to oversee the implementation of the gender policy have been established. They are the Ministry of Gender, Sports, Culture and Social Services, Women Bureau has been elevated to Gender department, and National Commission on Gender and Development was established by an Act of Parliament in January 2004. The Commission is an oversight body for gender mainstreaming performance of all government institutions, as well as participating in national development and policy formulation. The Government has also undertaken policy commitments in various sectors. Furthermore, in the recent devolved funds management like

the CDF, the government made deliberate effort to include women in decision making structures, and participate in the implementation processes.

Despite the efforts to enhance women participation in development and benefits from the fruits of development processes, little progress has been made. A survey conducted by the National Gender Commission on gender issues in Kenya (2006), and a World Bank report on the Kenya Country Gender Assessment (2003), further provides a succinct detail of this poor progress on gender and/or women parity. Generally, the disparity between men and women regarding access to education is low, but women's transition from primary, secondary to tertiary level of education is not promising.

In Isiolo District, enrolment of girls in primary schools stands at 54%, to 13.6% in secondary (Isiolo District Development Plan 2002-2008). In the health sector, maternal death constitutes 15% of the women's death. In this district, doctor patient ratio is 1: 22,000 against the World Health Organization recommended 1: 1000. Violence against women is on the increase as exemplified by rape, defilement, Female genital mutilation (FGM), early marriage and girls trafficking.

Women political representation in Kenya is rather low, given their number which is lower than that of men. From independence to date, the percentages of women in parliament have increased from 1.2% to 8.1% (Electoral Commission of Kenya, 2003). Though this is a progress, it is painstakingly slow progress. The scenario is worse in Isiolo as no woman has ever been elected to any political post since independence. The continued presence of discriminatory provisions against women in the Kenyan constitution perpetuates the lower positions and conditions of women in the society. The said provisions are in the areas of citizenship, marriage, divorce and burial while inheritance has served to entrench patriarchal systems. Social, political, cultural, economic and practical factors could be attributed to such poor progress in relation to women conditions and positions in the society.

1.2: Problem Statement
The CDF targets improved efficiency in service delivery and community empowerment through enhanced participation in matters affecting them. To enhance men and women

participation at grassroots level, the CDF Act made provision for slots in decision-making structures to accommodate men, women, and youth. While this is a good move given the male dominated nature of local politics, effective women participation may not be guaranteed. Besides, since most of the offices are occupied by men, women numbers in the committees are bound to be fewer than men.

Regarding participation in planning for community projects, the CDF Act provides that "the elected Member of Parliament for every constituency shall within the first year of a new Parliament and at least once every two years and thereafter convene locational meetings in the constituency to deliberate on development matters for the location, the constituency and the district (Constituency Development Fund Act 2003, Part 4 Section 23 (2). How this system of project planning will enhance engendered participation is still a murky issue for redress.

The past studies on CDF management have highlighted some major concerns. First and foremost, the general awareness of communities on CDF management is limited. For instance, the National Committee organized regional workshops whose main participants were the technocrats with negligible participation of people from the grassroots. This is a structural problem which could have been provided for in the Act and other regulations published later. Secondly, the allocation of 3% of CDF funds for administration is barely enough to cover the dissemination of the CDF Act provisions. Without information and knowledge of the management of the CDF, doubts could be cast on how communities and specifically women who have been generally relegated to the periphery of development processes are expected to participate. This could be a mere rhetoric which Kenya is good at.

According to the IPAR (2006) study conducted in five constituencies in 2006, general awareness and participation in CDF processes was rated poor. Institutional capacity and awareness of their roles and responsibilities was also low; Most of all, identification of the projects is mainly done by the MPs and few other committee members. The IPAR study also found that strategy is lacking in most constituencies; while the legal framework is flawed because the MPs were given lots of power. Besides the MPs are legislators and executors, which goes against the principle of separation of powers (Ongoya and Lumallas, 2005). This kind of scenario does not facilitate meaningful participation.

The media has reported cases of mismanagement of CDF funds; hand picking of the committee members by the MPs; poor quality and expensive projects; flawed tendering processes where MPs form companies and grant tender and/ or award their friends tenders among others (The Standard, 21st August 2004, and The Standard, 17th July 2005). Therefore the handpicked women may not have the necessary quality to represent the area resident, and due to patriarchal nature of Borana community, women participation in social, economic, and political participation are curtailed.

Furthermore, the CDF Act provision is generally gender neutral apart from the mere provision for women and men inclusion in the committees. For example, when mentioning projects, nothing is mentioned of gender responsiveness of the projects, but phrases like "community project" are used. This defies the principle of heterogeneity of needs and interests of men, women and youth and that projects are not checked for gender responsiveness.

As alluded to earlier, CDF implementation has visible loopholes, while other experiences are yet to be fully analyzed since the approach is relatively new. An assessment of grassroots women participation in the CDF management is a grey area that still needs further study. Indeed, this study was conducted in a pastoralists area which helped to bring out new dimensions and perspective given its remote characteristics and neglect suffered since independence. This study addressed several questions.

1.3. Research Questions
1. How has the provision of CDF Act regarding involvement of women in decision making structures and project cycle management processes been applied in Isiolo South constituency?
2. What are the levels and nature of women's participation in the CDF management?
3. How are the CDF projects contributing to strategic and practical women's needs?
4. What are the constraints to women participation in the management of CDF?

1.4. Objectives of the Study

1.4.1 Broad objective

To assess women participation in CDF decision making and project cycle management processes in Isiolo South Constituency.

1.4.2 Specific objectives

1. To identify and analyze the application of CDF Act provisions towards enhancement of grassroots women participation in the CDF management processes.
2. To establish the levels and nature of grassroots women's participation in the CDF management processes.
3. To examine the extent to which the CDF projects under implementation address the strategic and practical needs of women.
4. To identify the constraints to women's participation in the CDF management.

1.5 Justification of the Study

The past studies on CDF have concentrated more on the general participation of 'communities' in CDF processes. However, communities are not homogeneous and they vary along social, political, cultural, and economic dimensions. For example, in most African communities and specifically among the Borana tribe who are the main inhabitants of Isiolo South Constituency, men and women position in the society are not the same, their needs and interests are utterly different. Women are considered equal to children hence are often not allowed to participate in decision making fora. With time, this notion has slightly changed but still women remain the marginalized group. Another case is that of the poor and the rich in terms of class who do not have equal positions in the society. Therefore, it is only prudent to view participation from different viewpoints in this study by using women lens.

Furthermore, women issues are forgotten in common community issues. Even though women issues are raised, it is normally on hindsight. This study intended to assess women participation in CDF processes and identify the constraining factors. The study assessed gender representation in decision making structures, and specifically looked at the quality, level and nature of participation since women participation could just be to fill in the numbers as specified by the CDF Act without quality participation. Women participation in project cycle management processes from project appraisal, planning, implementation; monitoring and evaluation was also assessed. Their participation in implementation of

projects was reviewed from two points: as beneficiaries and as actual implementers through winning of project tenders. Regarding projects, one additional item was studied; whether the kind of projects implemented are addressing practical and strategic gender needs of women. This determines the motivation behind women participation in project implementation.

Moreover, the research findings provide necessary information to be used for future planning and improvement in CDF management, and more so in pastoralist areas and on women. The findings will be shared with the communities through the Constituency Development Committees (CDC), District Planning Committees (DPC), and NGOs working in the constituency, and CDF national office hence will not only be used as awareness creation tool, but also accountability tool at the constituency level.

1.6 Scope and Limitations of the Study
The study assessed grassroot women participation in CDF management. However, to place the study topic within the wider context, other features of CDF that go above and beyond the constituency level were briefly discussed. For instance, there are other provisions of the Act that are geared towards engendering the CDF processes at the national level. A key informant from Gender commission, and CDF national office respectively, participated in the study. One key informant from other constituency in the same district was also interviewed since she had an interesting case on women participation in the project tendering process. Experiences from other countries were also elicited to provide additional information from a different perspective to facilitate making of a more informed recommendations.

The political wave provided a challenge to this study since 2007 is an election year. It was observed that those who are politically inclined to the current MP gave very rosy and positive picture on the use and management of CDF while those who are opposed to him gave negative picture. Some respondent who were said to be close to the MP refused to be interviewed. Nevertheless, the researcher circumvented this challenge by explaining well the purpose of the research and also during data analysis, the information from various sources was triangulated.

1.7 Definition of Key Terms

Operational definition are but simple definitions of key terms used in this study.

Participation: World Bank defined participation as a process through which stakeholders' influence and share control over their development initiatives, decisions, and resources which affects them.

Decentralization: A process of transferring responsibilities from higher level to the lower level.

Development: Development in this study is defined as growth in quality and quantity of people's life.

Gender: Gender is defined as roles and responsibilities associated with women and men that are socially determined (Institute of development study, Bridge development-Gender, report No.55).

Project: A Project is a discrete package of investments, policy measures and institutional and other actions designed to achieve a specific development objective or set of objectives within a designated period.

Project cycle: The project period from identification, planning or designing, implementation, monitoring and evaluation comprises a Project cycle.

Gender equality: Gender equality denotes men and women having equal opportunities in life, including ability to participate in public spheres.

Gender equity: This is fair enjoyment by men and women of socially valued goods, opportunities, resources, and rewards. It is also the need to recognize that men and women have different needs, interests and realities. It implies that that all development policies and interventions need to be scrutinized for their impact on gender relations at times requiring redistribution of power and resources may be necessary.

Gender analysis: It is systematic gathering and examination of information on gender differences and social relations in order to identify, understand and address inequalities based on gender.

Gender needs: Since women and men have different roles and responsibilities, they have different needs. There are two types of needs: ***Practical need*** which is related to role performance (women need water closer home as this will address their reproductive roles of fetching water), and **strategic need** which is related to status, for example the need to participate in political leadership.

Women triple role: Women perform several roles at the same time. These triple roles include; ***reproductive role*** which is mainly domestic role like collecting firewood, *and* ***productive role*** which include generating income for the family, and ***community management role*** which involves participation, provision and allocation of community resources.

Gender mainstreaming: The process of assessing the implications for women and men of any planned actions, including legislation, policies or programmes, in all areas and at all levels.

Gender mainstreaming in project cycle: Gender mainstreaming in project cycle is the integration of gender in all phases of the project. An equitable participation throughout the project cycle permits women and men to choose technologies, designs, management, and financial options that best fit their needs and potentials.

Gender roles: The function/ task of men and women connected to their status, environment and culture.

Gender relations: Hierarchical power relations between men and women that often tend to disadvantage women.

Women empowerment: A bottom-up process of transforming gender power relations, through individuals or groups developing awareness of women subordination and building their capacity to challenge it.

Patriarchy: Systemic societal structures that institutionalize male physical, social, economic, political power over women.

CHAPTER TWO
LITERATURE REVIEW AND THEORETICAL
FRAMEWORK

2.0 Introduction

In this chapter, literatures regarding concepts that are pertinent to the study topic were reviewed. The key concepts reviewed included Women in Development (WID), Gender and Development (GAD), development, participation, decentralization and CDF as a decentralization initiative. Theories on gender, development, decentralization, and participation respectively were examined.

2.1 Literature Review

2.1.1 Women and Development

The seeds of women and development were planted during the 1950s and 60s. However, women activism started as early as the ancient Greece mainly on the issue of sexuality. By the 18th century, activism on property and voting rights was rife. By 1864-69 an Act was passed in England called *Married Women Property Act* which gave women legal identity to co-own property with their husbands. By 1916, and 1920 in England and American respectively, women were granted the equal rights as men to vote (Emily Allen, and Lugo, D.F., 2002). The evident theme running in these developments is that women have not been treated equally as men even during the early centuries.

In 1947, after the formation of United Nations, the Commission on the Status of Women (CSW) was established with the aim of monitoring UN activities on behalf of women. The efforts of the commission were limited to legal issues of human rights. By 1950s, and 1960s, a large number of countries were freed from the colonialism. Women from these newly independent countries took delegates to the UN and challenged the legalistic agendas of CSW and raised development oriented issues. For example, at the beginning of 1960s, women from East Africa countries, led by Margaret Kenyatta met at a seminar to adopt strategies aimed at reaching their goals (E, Barriteau, et al. 2000. In the 1970s, the UN General Assembly reviewed the results of the first development decade of the 1960s. It was found that the industrializations strategies of the 1960s had been ineffective and that it worsened the lives of the poor and women in Third World countries.

In the second development decade of 1970s, The UN designed strategies to bring about sustainable development. Around the same time, the feminist movement in the West was also coming up, and they too contributed to the ideas of women inclusion in development, and advocated for equal enjoyment of human rights by both men and women. Women and development as an approach was born, its pivot being that both men and women must be lifted from poverty and both men and women must contribute to, and benefit from development efforts (Synder and Taddesse, 1995: 6).

The first International Women Year was declared by UN in 1975 and celebrated in Mexico City. The 1976-1985 period was marked as the UN women decade. The Mexico conference marked the birth of global women movement, and sparked the formation of institutions and networks worldwide as women and development become an area of specialization in the development arena. At national levels, national machineries were formed; new women organization and network were also established.

Women in Development (WID) approach was fronted in the 1970s and 1980s. The approach aimed at involving women in development and implementation of women specific projects. This overworked women and isolated them further. In the late 1980s, the Gender and Development (GAD) approach was born to deal with the inadequacies of WID approach. Its aims were to include men and women in development and recognized the different roles and relations between men and women as ascribed by the society they lived in. The GAD approach objective was to mainstream men and women issues in development activities.

Various gender analysis tools were developed for planning gender responsive projects. They include among others 24-hour activity profile, which analyzes what men and women do in a day. This helps the planner to know whether proposed technological change will increase, displace, or change timing of male and women tasks, and check whether increase in task commensurate with the benefits. Access and control profile framework is used to analyze what women own and control, or have access to. Sarah Longwe from Zambia developed Empowerment framework, which is used to evaluate women participation in projects. She asserts that there is an unequal power relation between men and women in every society. She developed criteria to analyze empowerment which include five hierarchical levels;

a) Welfare level is when projects meets practical needs of women and they are passive participants and women empowerment cannot take place

b) Level of access: asks questions like what access do women have to resources? This is where one recognizes unequal access to resources and factors hindering access.

c) Level of concretization, which is about awareness, and attitude

d) Levels of participation; is about equal participation in development processes

e) Level of control; participation will lead to control over factors of production, and distribution of benefits of development.

Equality of Control means balance of power relations between men and women. Women will have power alongside men to influence their destiny in their society. The five levels are interlinked in that equality in control enables women to gain improved access to resources and therefore enable improved welfare for themselves and their children. This gender analysis tools have been sharpened over the years.

Gender issues form part of the Millennium Development Goals (MDG). MDGs were developed in 2000 by UN, governments, other stakeholders, and sets development targets that needed to be achieved by 2015. While all the eight goals are applicable to men and women, and boys and girls, MDG 3 is specifically applicable to this study, put verbatim it reads: *"promote gender equality and empower women'* (Source: Millennium Development Goals (MDGs)

The MDGs, and other international women empowerment instruments present opportunities that can be harnessed to enhance the achievement of gender equality and women empowerment. In Kenya for example, MDGs Needs Assessment gave specific allocations of resources to the goal of gender equality and women empowerment through the national machineries like National Commission on Gender and development, and Ministry of Gender, Sports and Social services (FIDA annual report, 2005). The machineries can use the opportunity provided by MDGs to ensure stronger public commitment to gender equality through earmarking of funds for women needs in all the departments and line ministries.

2.1.2 Kenya's experience on Women and Development

The Government of Kenya participated in the first UN conference on women in Mexico in 1975. This provided the impetus to advance women agenda to the higher level. After the conference, the Government established women bureau in 1976, under the Ministry of Culture and Social Services. The responsibilities of the women bureau included policy formulation, implementation, and evaluation, co-ordination of all government initiatives and program for women, gender disaggregated data collection and analysis for policy and programmes, and liaise with other actors working on women issues. The bureau implemented women specific projects like Nutrition, family planning, and income generation activities (IGAs). The bureau collected gender disaggregated data which was used for planning gender responsive projects and trained many government staff, first on women in development concept, and later on gender and development approach.

With the evolving social systems and development paradigm shift, the Kenya Government strategies needed to be changed. Gender relations changed because of increase in levels of education, social organizations, and legislation to mention but a few. The population was growing, and the number of female headed household was also on the increase due to widowhood attributable to HIV/AIDS. The poverty level is on the increase due to globalization, and Structural Adjustment Program, as well as climate change. It is against this background that the government developed the National Gender and Development Policy (2000), to provide a coherent and comprehensive framework to guide different sectors and actors in development for effective resource use.

Based on the past experiences of the government, Non Government Organizations, donor communities, and women organizations themselves, the policy broadly recognizes that development initiatives impact differently on men and women, and it is the right of men, women, boys and girls to participate in and benefit from development and other initiatives. The policy calls upon different actors to employ empowering strategies, and adoption of equity as a goal to overcome existing disparities between men and women and contribute to the achievement of gender equality (National Gender and Development Policy, 2002: 3-4). Overall, the policy aims at mainstreaming gender in all sectors. In 2006, the Government translated the policy paper into a Sessional paper, titled: *Sessional Paper No. 2 of 2006 on Gender Equality and development, May 2006.*

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Furthermore, the government has identified policy implementation and resource mobilization framework. The gender policy will be implemented in a collaborative manner. Institutions with clear mandates have been set up, namely the Ministry of Gender, sports, culture and social services; women bureau has been elevated to Gender department; all government Ministries are expected to establish gender divisions; and National commission on Gender and Development was established by an Act of Parliament in January 2004. The Commission is an oversight body for gender mainstreaming performance of all government institutions, as well participating in national development and policy formulation. Government has also undertaken policy commitments in various national development plans and sector plans. The National assembly has adopted the implementation of Beijing Platform for Action in November 1996, as well as legislative amendments. In the education sector, Free primary education for all; re-entry of girl's mothers back into schools was introduced; sexual offences Act discussed and passed; and appointments of women to key positions based on affirmative actions.

The Government's attempt to improve the conditions and position of women is apparent. However, the impacts of these efforts are mixed, improvement in some areas and worsening situation in other areas. Here below, the situation of women in the following sectors is briefly highlighted.

2.1.3 A Brief Situational Analysis of Women

According to Inter-Parliamentary Union (IPU), women make up to 16.3% of the World's Parliamentarians. This means that, out of 43,961 Parliamentarians, 195 are women.[2]. This percentage is very low given the population of women in the World which is over half of the total human population.

Kenya is worse when compared with other Eastern African Countries with only 8.1% of women in current parliament, out of which 10 were elected and eight nominated making the total number 18. Rwanda is on top with highest number of women in parliament; 39 women out of possible 80 (48%). The number of women represented in the Kenya's local councils

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[2] (http:// www.un.instraw.org)

has increased from 2.7% in 1992 to 13.3% in 2002 (Sessional paper on Gender equality and Development, 2006). In the pastoralists areas especially the Northern part, no woman has ever been elected to the Parliament apart from one who was nominated. In Isiolo district, no woman has ever been elected even at the local authority level though three have been nominated.

In the civil service, there are few women in top position, while the majority of them are at the lower cadres. At the national and local level, the picture painted is that men have continued to dominate leadership positions. At grassroots' levels, women in traditional leadership position are non-existent or very low. However, the formations of women groups have helped to increase women leadership position to some extent. To strengthen democracy, equal participation of men and women in decision making has to be ensured.

Affirmative action has been used in many countries to deal with the challenges of low women representation. In Kenya, the government of National Unity (GNU) has promised that one third of new government appointments will be preserved for women. This has at least increased the number of women in leadership and other key positions, but still a lot needs to be done to increase the number further. The table below illustrates the numbers.

Table1: Women and Men in Kenyan Parliament

Year	Women	Men	Total	Percentage (%)
1969	2	165	167	1.2
1974	7	162	169	1.4
1979	4	166	170	2.4
1983	3	167	170	1.8
1988	3	197	200	1.5
1992	7	193	200	3.5
1997	8	214	222	3.6
1998	9	213	222	4.1
2002	17	205	222	7.7
2005 (by-elections)	18	204	222	8.1%

Sources: Electoral commission: 2003, and Gender commission: 2006)

The Government in 2006 further observed that there are significant differences between women, and men, boys and girls in participation, job mobility, and in distributions of economic benefit (Republic of, Kenya, 2006). Majority 80% of rural population are women most of who are engaged in farming and livestock keeping. Almost 70% of these women are employed in agricultural sectors with little benefits such as regular salary, job security, or insurance and housing.

Participation of women in modern sector has risen since independence but with no much gain in terms of increase in living standard as they are in the lower cadres. Women access to and control over productive resources is low hence less access to credit as they lack the necessary collateral. However, with the increase of micro-finance and group guarantee system, many women in urban areas have access to credit. The government has pledged to undertake appropriate action to enable men and women to have equal access to economic resources, and employment. For instance, the government has recently announced that women should take their job applications to cabinet secretary for consideration for appointment in government parastatals.

Education levels among women remain low. Though nationally there is gender parity at primary school level, the pastoralists areas have lagged behind, especially girls whose enrolment could go down to 9% in some district. Generally, the transition rate for girls from one level to another declined since in most instances boys are given preference when choices are to be made on who will be taken and who will remain behind. In Isiolo District, enrolment of girls in primary schools stands at 54%, to 13.6% in secondary (Isiolo District Development Plan 2002-2008). Nonetheless, as a result of Free primary education, the numbers of girls in schools have increased but still the boys are more.

Good health is considered as precondition for sustainable development. Hence investment in health sector is essential for effective social economic development. The government of Kenya's health policy place emphasis on preventive, promotive and rehabilitative service, without ignoring the curative services. This is in line with the age old adage "prevention is better than cure'. Nevertheless, despite various initiatives aimed at improving women health,

modest results have been achieved. This could be attributable to HIV/AIDS, and reduction of health budget as a result of Structural Adjustment Programmes among others. According to a desk survey on gender issues undertaken by National Commission for Gender and Development in 2006, life expectancy of Kenyans has been on the decline. Maternal deaths account for 15% of all women death of between 15-49 years and there is decline in national fertility. In Arid and Semi-arid areas, the health services provision is minimal. The ratio of doctors to patients is very low standing at the 1:22,000 in Isiolo district. People walk for hundreds of Kilometers to reach health facilities to access medical services. Violence against women is also on the increase. Rape, defilement, Female Genital mutilation, wife inheritance, domestic violence, and sexual harassment are some of the major forms of violence common in Isiolo. In fact, A World Health Organization study showed that, one in six women worldwide, suffers domestic violence (The Standard-25th November, 2005: 14 on World Health Organization).

According to the Kenya Economic Survey (2005), 52% of Kenyans were absolutely poor. The second report on geographic Dimension of well-being in Kenya, which formed the basis of CDF allocations, presented that although incidence of poverty among women in Kenya is slightly higher than among men, the intensity is more severe for women than men. This is because women have less access to ownership of productive resources than men.

The situation is relatively the same the World over. The United Nations Human development report of 1995 said that poverty has a women's face. This is because out of 1.3 billion people living in poverty, majority 70% is women. The global MDG monitoring report 2007 indicates that generally there is some growth in relation to indicators of MDG 3- promoting gender equality and women's empowerment. Girls' enrolments have risen especially in primary and secondary schools though in sub-saharan Africa less than a quarter of the countries have attained the target set in 2005. There is also modest increase in women's share of non-agricultural wage employment in 1990-2005. In all spheres of life, women conditions are worse than men. However, most Governments of the world have recognized it and attempts are being made to address these unfortunate situations. It may take years to win but the battle of women empowerment has to be continuously fought.

2.1.4 Development

The definition of development has been changing over the past five decades. Its definition cuts across social, economic, political, environmental and cultural spheres. Broadly, development can be defined as a positive change. According to Kabwegyere and Migot (1981), development is not a value free term as it concerns improvement of people's lives. According to them, development involves three components: growth, participation in generation of growth, and distribution of the consequences of growth.

Growth is about increase in quality and quantity of whatever is being developed. For instance growth of women in leadership will mean increase in number of women in leadership position, and increase in quality of their participations in political and/ or decision making processes. The second component is participation, which means the targets of development must participate in the development processes so that they own the benefit that accrues from their efforts. In relation to the third component, development outcome should be equitably distributed. Benefit can go to individuals, groups or communities. The three components must work together for meaningful development to be achieved.

Sen (1993) defines development as freedom. Development measures should target to remove the unfreedoms, and be judged in terms of expansions of substantive human freedoms and capabilities. Sen defines capability as; *"a person's ability to do valuable acts or reach valuable states of being"* (A,Sen. 1993:30)

Many organizations like United Nations Development Programme (UNDP) have used this perspective to develop the rights based approach to development. According to UNDP, the approach recognizes that real success in tackling poverty and vulnerability requires giving the poor and vulnerable both stake, a voice and real protection in the societies they live. It helps to expand people's choices and capabilities but above all empower them to decide what the process of expansion should look like. It is based on the values, standard and principles of UN human right charter[3].

Economists defined development from the point of view of economic growth. Growth in Gross Development Product (GDP) is for instance an indicator of development. GDP is the

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[3] http://www.undp.org/governance/docs/HR_Pub_Missinglink.pdf

sum of the market values, or prices, of all final goods and services produced in an economy during a period of time (Sparksnotes).

Socially, development can be looked at based on whether basic needs are being accessed by the citizens. This thinking was influenced by the Basic Needs approach to development fronted by International NGOs and Governments in the 1970s and 80s. The Basic argument of this approach is that; basic level of social services is needed for people to sustain themselves, and that by focusing attention on basic needs such as health, education, income, security, and shelter, the poorest in the world can be helped to become self sustaining. Governments are seen as playing an important role in financing basic social welfare groups (Tuula H. et al. 2000). Around this time, many governments in developing countries started to engage more in service delivery until the introduction of SAPs which demanded the government reduction on service delivery expenditure.

Politically, good governance and policy environment and increase in democratic space are viewed as development. United Nations defines Governance as the processes whereby public institutions conduct public affairs, manage public resources, and guarantee the realization of human rights. Good governance accomplishes this in a manner essentially free of abuse and corruption, and with due regard for the rule of law[4].

In the recent past, sustainable development, which in itself is a concept, is broadly used in the development field. It is defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It has four constituents' parts; environmental sustainability, economic sustainability, social sustainability, and cultural sustainability".[5]

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[4] http://www.unhchr.ch/development/governance-02.html).

[5] http://en.wikipedia.org/wiki/sustainable_development).

Historically, development as a discipline emerged after the Second World War. In the 1950s and 1960s the process of development assimilated Western styles, and concentrated on economic growth and industrialization. Most countries adopted macro-economic policies to spur economic growth and set the process of industrialization rolling. However, at the end of 1960s, there was a realization that economic growth did not bring about reduction in poverty.

In the 1970s, development policies pursued by poor nations were linking economic development with redistribution. Meaning, the Government would collect taxes and use the revenue to provide basic services, like health, human resources development, education, agricultural extension. This was a very expensive venture and countries started to borrow loans from International lending institutions like International Monetary Fund and World Bank to supplement their own revenues. In the 1980s, the debt crisis was loaming and the lending institutions started to put conditions for the borrowing countries. The infamous Structural Adjustment Programs (SAPs) were introduced where borrowing countries were asked to reduce their funding for basic services, liberalize their economics, widen democratic space, fight corruption, and privatize parastatals among others. The SAPs had a devastating effect on the poor, and its impact resonated far and wide. Cost sharing was introduced where the poor were asked to pay for services, the bloated civil services were reduced rendering many people jobless, and open market brought in cheap import which stifled local industries. All this ultimately lead to living standard of the citizens to drop beyond the poverty line. As a result, the states role in development declined, civil society organizations and the market came in as key actors in the development arena. Civil society organizations were not only implementing projects, but also advocating for good governance. For instance, Kenya government started opening dialogue space with Nongovernmental organizations. Community and women involvements in projects and policy processes were emphasized. Development was thus looked at holistically with all actors being asked to play apart.

2.1.5 Participation
Participation is a complex concept that defies simple definition. Its interpretation ranges from narrow to broad scope, and in depth and degree. Participation has its classification (Pretty J.N et al). The first form is *passive participation.* This entails elites telling non-elites or those excluded what they are going to do and the non-elite listen and ask questions. In *participation in information giving*, this is when the usually excluded lot is consulted to give

information. *Participation by petition* happens when non-elites demand to be involved, but the elite decide. *Participatory implementation* is where the elites determine the goals and non-elites implement. *Deliberative participation*, this is when the elites and non-elites reason together and develop proposals acceptable to majority of the group. *Effective participation* happens when the non-elites influence decisions or make decisions themselves.

Some scholars define participation based on why people participate or promote participation. For these proponents, they view society as unjust, as a struggle between social classes, between oppressed and oppressors. Participation in this perspective means raising people's consciousness about the oppressive relations in the society, and then struggle for social change. White (1996) offers a range of different reasons why people participate.

Table 2: Why participation

Form of participation	Why Organizations are interested in it	Why people participate in it	What it is intended for
Nominal	Legitimization	Inclusion	Display
Instrumental	Efficiency	In return for a benefit	Means
Representative	Sustainability	Leverage	Voice
Transformative	Empowerment	Empowerment	Means and end

Adapted from Sarah White 1996: 7

Different organizations have defined participations based on their experiences and policies. World Bank defined participation as a process through which stakeholders influence and share control over their own development initiatives, decisions, and resources which affects them (World Bank 1994B cited in Long, C.L. 2001:15). The NGO-World Bank Working Group (1998) developed a matrix that checks types of participation and particularly, what local people are involved in and how they are involved in the project cycle. The word stakeholder has been added to mean that there is need to see beyond the project beneficiaries to those other persons and institution that are directly or indirectly linked to the projects. UNRISD's Popular Participation Programme in the early 1980s defined participation as "the organized effort to increase control over resources and regulative institutions in a given

social situation on the part of groups or movements hitherto excluded from such control (Berger 1996:11 cited in Rudqvist and Woodford). This means including the excluded.

Among other scholars who contributed to the understanding of the concept participation is Paulo Freire, the famous Brazilian educator. He wrote a book, entitled, *The pedagogy of the oppressed,* and developed a theory for education of illiterate adults. His theory is on the conviction that 'Every human being, no matter how ignorant, or submerged in the culture of silence, is capable of looking critically at his/ her world, and provided with proper tools, he/she can gradually perceive his/her personal and social reality and deal with it critically' (Long, 2001: 7). Freire's ideas was shared by others and contributed to early body of knowledge on participation.

Moreover, participation can be interpreted in two broad and distinct areas of development. The distinction may not be clear-cut but they do have different purposes and approaches to promoting participatory development. Thus participation has been viewed as "*a means*" and as *an end*". As a means, it is a collaboration and seen as a way governments and NGOs call upon local people to provide labor, knowledge and skills in implementation of development projects. As an end, it's about breaking down of existing barriers and constraints-political, social, economic and cultural for people to participate. Normally, the choice between these positions of value depends on NGOs and Government as often they wield more power in relation to people they work with.

Overtime, many participatory methods and tools were developed to enable development practitioners to work effectively with the poor. These include among others *participatory action research* which involved field work and workshops to help understand people's reality and plan based on this knowledge. This includes Rapid Rural Appraisals (RRA) and later Participatory Rural Appraisals (PRA) which uses different tools to enhance community participation and it's a quick way of gathering data for project design (Chambers, R, 1992). Gender analysis tools were developed in early 1990s which focuses on understanding and documenting the differences in gender roles, activities, needs, opportunities in a given context. In 1992, the World Bank introduced Participatory Poverty Assessment (PPA) in most developing countries, as an effort to strengthen the link between the Banks assistance

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strategy to borrowing countries own efforts to reduce poverty. The PPA uses variety of participatory tools. PPA helped to raise the voices of the poor, and thus shifted the participation from projects to policy and advocacy arena.

These participatory approaches were initially used by NGOs but changing trends in the late eighties spurred interest in donor organizations and governments. The key changes include: significant political events like peoples movement bringing in democratization; NGOs becoming a significant force in development numbering in 1990 about 50,000 in developing countries; growing significance of international women movements; Collapse of some economies as a result of SAPs which lead to recognition of participation as a way of improving development results; and finally, more documentation on the value of participation (Long, 2001: 9).

Through implementation of participatory development, practitioners have identified numerous benefits of participation. Oakley (1995) identified its benefits as follows:

> *'Participation implies greater chance that resources available for development will be used more efficiently. It minimizes possible misunderstanding between members of group thus less time and energy is wasted in convincing people about the projects. Participation also makes projects more effective as instrument of development. Often projects are externally driven, but participation allows people to have voice in determining objectives, contribute resources and knowledge, and help in administration. Participation also ensures ownership and sustainability of projects. When participation is high, communities will ensure continuity of projects even after the project has ended since they have invested in it.*
> Source: P, Oakley. 1995

Entrenching people's participation in issues affecting their lives has not been without challenges especially in the developing countries. The history of colonization is one impediment. Most colonized countries inherited systems and structures that are extension of particular Northern power and not suited to cultures and norms of most countries. Changes

have been made in the systems but others remained. Because of the objectives of colonialisms, these structures hinder popular participation.

Families, tribes and ethnicity are also a factor in point. In many Africa nations, these systems provide access to advancement or entitlement but not merit and served as disincentives to behaviors towards the public interest or environment in which participatory development can take place. For instance in Kenya, Moi regime has been accused of appointing his tribesmen and women into positions of power. The same accusation is also being labeled towards the Kibaki Government. Donor conditions also hinder participations of poor people in development.

Nevertheless, the changing development paradigm has facilitated governments to use participatory methodologies. What is needed for participatory approaches to flourish is a political framework including supportive constitution, legal and policy framework. Internal demand for participation is necessary, hence NGOs and other agencies should engage in development and advocacy that encourages participation. Overall, transformation of government operations is vital. Although transformation is not easy given the complexity of government systems compounded by donor conditionalities, there are some requisite organizational changes which are vital for participation to take root in government. Long (2001: 145-151) identified six elements needing change. They include

a) *Leadership, vision, and strategies.* Leaders should be visionary and inspirational and advocate for new ways of doing things.

b) *Incorporation of poor into government agencies and projects* hence the need for change in organizational systems and procedures. For instance in the Constituency Development Fund Management, local communities participate in decision making on projects and project management.

c) *Behavioral change and training in order to operate new systems.* Though not considered sufficient, during the introduction of CDF, regional workshops were organized all over Kenya to create awareness on the CDF processes.

d) *Resources to enroot participation* are another element. Flexible time and funds are needed for new systems to take root. In the CDF, very little budget was allocated (3%) for administration which possess a challenge in terms of facilitation of movement out of office to

create awareness among communities. In order to check progress, make corrections and track results, *participatory monitoring and evaluations systems* is necessary.

f) *Documentation and Lessons learned analysis* is vital to improve practices and build institutional memory.

g) *Decentralization* is also another way of enhancing participation

2.1.6 Decentralization as a Means to Enhance Participation

Decentralization, though not automatic is expected to enhance participation. But literature is replete with warning that it should not be taken as a panacea. In most cases, its purposes are to bring services closer to the people and encourage local control. According to Rondinelli (2000), public administration theory defines decentralization as the transfer of authority in public planning, management, and decision making from national to sub-national levels.

From public administration perspective, four forms of decentralization are common:

1. **Deconcentration:** This happens where administrative responsibilities are transferred to locally based office/s of national government ministry. The office remains accountable to the higher level offices. District Focus for Rural development (DFRD) in Kenya was a deconcentration scheme. However, deconcentration has been criticized for increasing centralization as the central authorities extends its control through line ministries thus frustrating people's participation.

2. **Delegation:** Management responsibility is transferred to a semi-autonomous entity such as government parastatals. The aim is to free national government from day to day management functions. This entity remains accountable to the government.

3. **Devolution:** Political and administrative authority is transferred to an independent local level statutory agency e.g. local council. Typically the local level is able to generate revenue due to statutory status. In this case the accountability is to the electorate. It can lead to dominance by local elites and regional imbalances between regions with rich and poor resources. There is need to balance by for instance transferring resources based on needs from local to central governments and vice versa.

4. **Privatization:** Here, functions are transferred to private (profit or non-profit) entity. Usually the aim is to improve quality by encouraging consumer participation and competition and to improve efficiency. Government retains some regulatory and overall co-ordination responsibility. The service providers are accountable to the government and

consumer of services. In Kenya, privatization process of Telkom Kenya fits this type of decentralization.

The range of functions decentralized to locals level include legislative, and policy making functions, revenue generation, regulation and monitoring of service delivery, planning and resource allocation, management, inter-sectoral collaboration, inter-agency co-ordination, and training. Apart from the forms, there are generally three types of decentralization. Political decentralization is one type which aims to give citizens and their elected representatives more power in decision making. It requires statutory or constitutional reforms and strengthening. Administrative and institutional decentralization seeks to redistribute authority, responsibility and financial resources for providing public services at different levels of government. Fiscal decentralization involves central government ceding revenue base to local authorities or central government collects and transfers to local authorities.

Whatever form and type of decentralizations, the role of the central government is vital particularly for functions such as development of national policy framework and co-ordination. The challenge is how to design decentralization policies that strike a balance between national, and decentralized units control. Moreover, the main principle behind decentralization is to move government closer to the people as a way of fostering greater accountability, and encourages local participation in determining their needs and problems and solution to their problems. Its success to some extent depends on government supports, presence of vibrant local institutions, and proper incentives for people to participate.

2.1.7 Implementation of Decentralization Approach

After attaining independence, most poor countries were faced with enormous task of bringing about development in their countries. They borrowed heavily from the philosophy of centralized planning employed by Western nations during the great depression, and which had helped them out of the depression. The centralization policies brought about economic growth, but rural population living standards did not change much. Thus, the central planning system began to be criticized. Many critique of the system argued that state agencies lack the "time and place Knowledge" to implement policies and programmes that reflect peoples "real" needs and preferences (Hayek, cited in Ostrom et al. 1993, 51).

The second argument is based on the principle of command and control, which posits that States are qualitatively different from markets (based on competition and exchange), and voluntary organizations (based on some measures of altruism motivation), lacks flexibility to reach and provide certain types of goods and services, particularly ones with large information requirement.

The Third argument is that unchecked authority and inadequate incentives encourage "rent seeking behavior" among the government officials (Ostrom et al. 1993). The government officials for instance go out into the field to earn allowances. Hence, the arguments that decentralized government apparatus will be more effective and accountable to local people is questionable.

Two distinctive periods of evolution of decentralization have been identified (Conforti et al, 1998: 5). The first period is from 1960-1979, which was characterized by fewer initiatives, and the second period from 1980 to date, which is a period with more reforms. Brosio (2001: 1) concurs with Conforti as he argued that in mid 1980s, African countries started transfer of power, resources and responsibilities to their sub-national Governments. According to Ndegwa (2002: 1), decentralization gained prominence as a result of two main developments; the SAPs of 1980s that sought to reform the public sector, and the transition to more democratic and competitive governance of 1990s. The push to decentralize is both externally and internally driven. Major donors like IMF and WB, and bilateral programs have pushed for decentralization for improvement of governance and service delivery. Internally, the emerging democracies are also looking for legitimacy after the realization that they have performed dismally in relation to poverty alleviation for the last four decades of independence.

Africa has undertaken comprehensive devolution of power and resources to local level. The majorities of the countries are at initial stages and mostly undertake deconcentration form. Political will and legal framework are key ingredients that facilitated adoption of decentralization in the countries which faired well. However, according to Manor (1999, 1), one can not exhaust the complex implications which arise from variations in the size of national political arenas within which decentralization takes place.

2.1.8 Kenya's Decentralization Experience

At independence, Kenya adopted a devolution form of decentralization called *Majimbo (ibid)*. The Majimbo system gave significant responsibilities to the regions. The local authorities were responsible for collection of taxes and maintenance of schools, health facilities, and minor roads (Chitere and Ireri 2004, 1). However, Majimbo system was short-lived as by the time Kenya became a republic in 1964, the country reverted to centralized systems of governance. The devolution is weak in that the central government wielded more power; it had the power to constitute and dissolve the local authorities, and controlled revenue sources and determines council's annual budget and expenditure. Nonetheless, the local authority continued with some functions. Indeed, the institutions of local authority were treated as just another government department (Chitere and Mutiso 1991: 32). Despite the unequal power relations between local and central government respectively, the need to strengthen the local authorities was often mentioned in the National development Plans.

Despite the shortcomings in devolution to local authorities, the effort to enhance participatory planning continued, extended to provinces, districts and municipalities. The 1966-70 Plan indicated that Provincial Planning Officers (PPO) had been appointed, and various committees were to be established to ensure co-ordination and people's participation in development (Chitere and Ireri 2004, 1). Each province, district and municipality was expected to establish development and development advisory committee. The membership of these committees was government officials, politicians, prominent local citizens, and Provincial Planning Officers was to be the secretary to the committee.

In 1966, the Government further organized a conference in Kericho to discuss among other issues participatory planning. The Kericho conference recommended that programmes be started in the rural areas. To heed this, some projects were launched in specific areas. In 1971, Ndegwa Commission of enquiry on public service structure recommended accelerated development in rural areas. The process of both plan-making and plan-implementation had to be extended to the district level and even into the divisions. The report also recommended creation of post of District Development Officer, and District Planning Officer to work under the chairmanship of the District Commissioner. District was also to be made the centre of focus for rural development.

Consequently, decentralized integrated planning was initiated in 1971, under Special Rural Development Program (SRDP), which covered a cross-section of the country including ASAL. By 1980s, the recommendation made by the Sessional paper of 1965, the Ndegwa commissions, and other working groups have been implemented but success in the areas of rural development is not as desired. Hence in 1983, District Focus Rural development strategy was launched which was a much more comprehensive strategy.

Like in any other decentralization effort, the objectives of DFRD were among others to broaden the base of development by moving most decisions on planning and management of districts projects closer to the point of implementation and target group, promotion of equity in resource allocation and use, encourage local participation and increase co-ordination and sharing of development resources (DFRD, revised edition, 1985: 1-2). The DFRD had made achievements in the following areas; increased capacity at the district level to prepare development plan, decision making institutionalized through establishment of DDC and other development committees, enhanced community participation through local committees. However, it faced limitations of increased control by the central government on the activities at the district level; less fiscal decentralization; poor monitoring; training reached the government staff and not local communities hence local communities were not aware of the strategy; and widespread corruption. Despite the limitation, DFRD has been until recently the key system for the planning, implementation, and management of development program.

In the recent past, decentralization systems have grown. After National Rainbow Coalition came to power in January 2003, their Manifesto[6] gave decentralization effort further impetus. The strategy aims at reducing poverty at grassroot level. Several fiscal decentralizations have been implemented so far. These include the Local Authority transfer fund (LATF), Secondary School Education Bursary Fund, Road maintenance levy funds, HIV/AIDS funds, Constituency development Fund (CDF), and Free primary Education (FPE). Among all these funds, CDF was of more significance to this study.

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[6] Narc Manifesto was dubbed '*Economic Recovery Strategy for Wealth and Employment Creation*

2.1.9 The Constituency Development Fund (CDF)

The CDF is one of the new decentralization programs of the Government of Kenya. The Fund was established through the Constituency Development Act of 2003, which is an Act of Parliament. The purpose of the fund is to ensure that a portion of the ordinary government revenue is earmarked for purposes of development and in particular to alleviate poverty at the constituency level. The Act states that; *"an amount of money equal to not less than 2.5% of all the Government ordinary revenue collected in every financial year will be allocated to the Fund'* (CDF Act 2003, Part11, section 4(2a). However, the percentages have been changing over the years. In the financial year 2003/ 2004, Kshs. 1.26 billion was released to the constituencies. In 2004/ 2005, the allocation was Kshs. 5.6 billion. In 2005/2006, it was Kshs. 7. 246. Lastly, in 2006/ 2007 CDF was Kshs. 9.7 billion (www.cdf.go.ke).

The allocation formula is that, 75% of the total fund is allocated equally to all the 210 constituency, the remaining 25% is allocated as per constituency poverty level, calculated as 25% of the net total CDF divided by national poverty index multiplied by the constituency poverty index. Once the amount of funds for each constituency has been determined at the constituency level, a further breakdown of the funds usage is also provided. That a maximum of 10% can be used for bursary, up to 3% for CDF office administration, 5% for emergency response and the rest are for community projects. However, projects activities of similar nature should not exceed 50% of the total annual allocation. These monies are sent to constituency accounts and decision on its usage made at the constituency level.

Several factors motivated the establishment of CDF. First, there was a realization that the government recurrent cost (80%) dwarfs development budget and this situation has to be corrected. Secondly, even the little funds available for development were allocated based on criteria that were not transparent. Quite often it is based on political patronage. The famous former President Moi's slogan of *"siasa mbaya, maisha mbaya* (meaning, bad politics, bad life) captures this practice. Thirdly, there was overwhelming evidence that development funds were unutilized and at times returned to the treasury or misappropriated within line ministries (Mapesa and Kibua, 2006: 3-4). As a result of these factors, not much concrete results in terms of community development projects could be seen. Hence, the fund was established to rationally distribute the available fund to all constituencies to support development projects.

The management structure of CDF has been clearly spelt out in the Act and other subsequent regulations and circulars from the Minister. There are four committees, 2 at the national level, and 2 at the constituency level. The committees are: National Management Committee whose membership are government technocrats (Permanent Secretaries or their designates) from Ministry of Finance, planning and national development, regional development, agriculture, Clerk to national assembly, 8 persons appointed from organization provided in the first schedule of the CDF Act, who will have equal or one third gender representation, and Officer administering the Fund who will be ex-officio member and secretary to the committee. The key functions of the committee are to ensure allocation and disbursement of the fund to every constituency, ensure prudent management of the fund, receive and discuss reports and returns, and inform parliament of various returns (CDF Part 11, 5-6).

The other national level committee is the Constituency Fund Committee (CFC) whose provision is found in Part 4, 27-29 of the CDF Act. The CFC is a select committee consisting of a chairperson, and not more than 10 members of parliament who are not Ministers or Assistant minister. Their functions include among others considering proposals from constituency and give advice to Clerk of the National assembly, consider and recommend to Parliament matters concerning the provision of the Act, oversee policy framework and review it based on efficient delivery of development program financed through the funds.

The two committees at the constituency level are the Constituency Development Committee (CDC), and District Project Committee (DPC) whose functions and composition is provided in CDF Act 2003, Part 4, section 23-1, and Part 7 respectively. The CDC is expected to have maximum of 15 persons of which two must be men, two women and Youth to ensure gender representation. The function includes deliberation on project proposals from each location for further submission to the Parliament.

The Member of Parliament is expected to organize locational meetings within the first year of the new Parliament and henceforth once in two years for development of priority projects (Section 23 -2, 3, 4). The District Project committees are based at the districts, and their main function is to co-ordinate the implementation of the projects financed through the

funds. The membership are Member of parliament, Mayors of the local authorities, District commissioner, District Development officer, Chairperson of CDC (most of them are the MPs), District accountant, and department heads are invited when need arises and they are ex-official members. To ensure accountability and transparency in the management of the funds, the Act sets out tendering and procurement procedures and a tendering sub-committee have been formed in all the constituencies. In addition, a sub-committee for bursary has also been set up to facilitate issuance of bursaries to the needy students.

While the intension of establishing the CDF was noble, a number of complains and allegation have been made regarding the management of the Fund. An appraisal of the Constituency Development Fund Act itself concluded that save for compliance with section 30 of the constitutions, which shows that parliament exercised power vested in it by the constitution in legislating the Act itself, the entire Statute of the Act is largely wanting in accommodating Constitutional principles (Ongoya and Lumallas, 2005). This is especially so for a country where Constitution is supreme over others be it Parliamentary or other organ of the government. The conclusion was based on the following findings:

1) ***The Act does not respect Constitutional ideals relating to devolution***: The Constitution generally is meant to create government, define levels of government, assign functions to the levels, ensure responsibility in performance of functions and allocate resources. Devolution, which CDF is, is expected to be spelt out in the constitution not statute. The concept of devolution of power must provide separation of levels of governance at national and local level. Nevertheless, the MPs are involved at both national level in legislating and amending the statute, and at the local level committee as the key member, often chairpersons. This violates the ideals of devolution, and real conflict of interest.

2) ***The fund has no specific development agenda hence stands out as a political unit***: It is a constitution principle that resource should be allocated to purely functional units of governance. For instance if water projects is a priority in an area, who will allocate funds, Ministry of Water, Local Authority, or CDF. This is inefficient use of resources. There is no precise development functions spelt out for CDF.

3) ***Poor governance and accountability mechanism***: The Act gives lots of powers to the MPs. They legislate, execute, and audit themselves through parliamentary committee.

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The study conducted by KIPPRA on devolved funds also concurs with the findings of Ongoyo and Lumallas, that CDF generally lacks accountability and transparency probably due to mix of roles of implementing and supervisory. Most committee members especially the CDC level are handpicked and others are used as "rubberstamp", as most decision were made in political rallies, funerals and wedding (Mapesa and Kibua 2006).

4) *Principle of separation of power not respected.* The principle of separation of powers has over the centuries emerged as bedrock of democracy and constitutionalism. The principle requires that Government be divided into different branches each with its function clearly spelt out. In Kenya the three arms of Government are the Legislature, Judiciary and the Executive. Each is expected to remain within its functional bounds with limited interference with the others function. The Act renegades on this noble principle, since the MPs who are the legislators, are also involved in the execution as they are members of CDCs.

Further, concerns are on poor tendering process where MPs award tenders to their friends and clansmen. Quite often, since the tenders are given to those with no expertise in a particular sector, poor quality projects are implemented. In some areas, some projects collapsed immediately after it has been put up, and some construction condemned by ministry of public works. This raises the questions of utility of some of these projects for the community.

The study conducted by Mapesa and Kibue (2006) in five constituencies of Kangundo, Limuru, Machakos town, Kajiado central, and Makadara confirms some allegations, which are found in the media. The study variables were awareness and participation, Institutional capacity, co-ordination and legal framework. The results are all the study variables were rated poor to fair. The communities' perception is that the fund is from MPs pockets. They are not aware of their roles, hence how are they expected to participate and monitor its implementation?

2.1.10 Women and Decentralization

From available literature, decentralization may not necessary imply equal participation of men and women in the development process. In relation to political decentralization where institutional and legal framework provides room for women participation in political process,

there has been increased number of women in political positions. A case in point is India, Uganda and Ghana. But there are other factors that have contributed to such a positive change. For instance, India is a successful parliamentary democracy for the last five decades, with its Union Government in New Delhi and federated states were the governing institutions provided by the constitutions. In 1993, the constitution was amended making Local self Governing Institutions (LSGI) as mandatory part of Government. A three-tier system made of districts, Cluster of villages also called *Taluk*, and village levels in the rural areas and municipalities were established. One third of the committee seats at the three levels were reserved for women. To implement the decentralization plan and ensure women participation, Kerala, one of the states started with engendering the entire process, and more specifically to ensure women participation through training of women on the provision of the new governance structure, ensuring that women participate in project identification, and studies undertaken to identify women needs. With all these efforts, effective women participation still lagged behind (Vijayan, A. 2004: 29-31). The quota system indeed increased the number of women in local elective positions but they did not participate effectively due to attitude of patriarchal elites who still were majority of the leaders. Women also lacked or rather have low education levels hence feel less competent in some positions. However, there are women who are competent albeit few. Besides many Africa men know that women empowerment is desirable but they do not believe in it. Women also lacked resources to when it comes to contesting since often they have less access to productive resources like land.

A study conducted in Mombasa by CLARION in 2007 on *gender dimension in management of decentralized funds* made similar observation; that women have been included in the committees as provided by various statutory provision but they rarely participate effectively. Identification to various committees depended on the levels of patronage one enjoys with the sitting MP but not merit.

One key lesson from the Indian case and Mombasa is that even though the rules and regulations of the decentralization are clear gender power relation and traditional gender roles affect its implementation and outcome. For example in pastoralist areas, gender roles are both functional and practical (Chrisfield, 2005: 32). There are certain functions that girls only can do, and others are men only. For instance the warriors alone could go for raids, not

girls. Place of women in decision making is almost non-existent. An assessment conducted by Intermediate Technology Development Group (ITDG) in Marsabit District revealed that the *Yaa* (which is a traditional administrative units among Gabra people of Marsabit District), even after it was subjected to external influence and made social- community institution, does not entirely represent women issues since it is still male dominated. Although, there are myths passed through oral tradition that in most African community there were women rulers, (e.g. Hawecha among the Borana, Wangu wa Makeri among the Kikuyu), a few recent cases exists, and almost negligible in pastoralists areas. In fact, in Kenya today there are only 10 elected MPs out of 210 slots.

Nevertheless, Civil Society Organizations (CSOs) have attempted to integrate women in development processes. They have adopted tools and techniques that enhance their participation. Gender analysis is conducted to identify division of labor, women access to and control over resources, their needs and interests, and above all their social status. Appropriate projects and programmes are then implemented to satisfy their needs. Projects like water are implemented to deal with their practical needs of reduced distance to water points and provide quality water for improved health. Civic education and general awareness on issues are conducted to empower them so that they can be able to demand for their rights. This has led to improved condition and position of women in the society. At grassroots' level, social organizations like the women groups have contributed to improved living standard of women albeit at gradual pace. The government record on use of participatory methods has not been impressive but its also growing in leaps and bounds with support from CSOs.

2.2 Theoretical framework

According to Abraham (1982: 1), a theory is a conceptual scheme designed to explain observed regularities, or relationships between two or more variables. It helps to guide research and serves as an inquiry tool. This study applied Social Cognitive theory, Globalization theory, Sequential Theory of Decentralization, and Civic Voluntarism Model for guiding the study.

2.2.1. Social Cognition Theory

According to sociological theories, gender is a social construction rather than biological set up. The sources of gender differentiation lie more in social and institutional practices than

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fixed properties of individual. Social cognitive theory explains gender development from this perspective. One key proponent of this theory is Albert Bandura. To address gender and development functions, Social Cognitive theory identifies a number of human attributes (Bandura 1986). One attribute is symbolization capability for comprehending the environment and for creating and regulating environmental conditions that touch virtually every aspects of life. Humans also have advance capability for observational learning that enables people to expand their knowledge and skills rapidly through information gathered through modeling. The self-regulatory capability works through developing internal standards for exercise of self-directness. It evaluates the adequacy of ones thoughts and actions to judge ones efficacy to produce effects by ones actions. Humans are also capable to process information and form symbols (Bussey and Bandura, 1999: 693).

Gender development is also explained in terms of triadic reciprocal causation, which are: personal, behavioral patterns and environmental events all interacting and influencing each other. Personal contributions are gender-linked conceptions, behaviors, judgments, standards and self-regulatory influence. Behavioral patterns are activity patterns linked to gender role and environmental factors are broad network of social influences encountered in life. The interaction between the three depends on activities, situations and social cultural constraints and opportunities.

The theory also explains that an individual is part and parcel of the environment. It identifies three types of environment; imposed, selected and constructed. Imposed environment is when certain physical and social structural conditions are put on people whether they like it or not. For instance, at age eighteen, as a Kenya you must obtain identity card. This rule apply whether you like it or not and you must work with it. Selected environment is when you have a choice; for example, one can pursue a degree course you want. People also can construct their own environment through their own efforts.

The theory also identifies three modes of influence of gendered roles and conduct. They are: modeling, enactive experience and direct tuition. Modeling is linked to ones immediate environment, parents, peers, educational and occupational context. Mass media also influence gender-role and conduct. Modeling is a powerful tool for transmitting values,

attitudes and patterns of thought and behavior (Bussey and Bandura 1999). Modeling can alter incentives motivation. Seeing others achieve positive outcome from their effort or being punished may create incentives and disincentives from action.

Enactive experience is learning by discerning the gender linkage of conduct from the outcomes resulting from ones actions. In most society, gender -linked behavior are socially sanctioned. Therefore, by evaluating social reactions to certain behavior, we generate information for constructing gender conceptions. Through intuition, people generalize information obtained from enactive experience and modeling. From the foregoing, it is evident that gender role learning is a construction.

Gender-role and conduct are also regulated. They can be self-regulated which is rooted in the social sanctions, and self sanctions. Furthermore, self-efficacy belief plays a key role in acquisition and regulation of gendered role. The theory asserts those gender-linked outcomes are socially prescribed based on the consequences like praise, blame, rewards for activities. As a person develops, he/she develop self-standard which he/she sanctions himself/herself.

Social Cognitive theory also extends the analysis of human agency to collective agency (Bandura 1997). Peoples shared beliefs in their efficacy influence the type of future they seek to achieve collectively. For example, the exercise of collective efficacy for social and policy initiatives is aimed at raising public awareness on inequitable practices, and influencing policy makers to mobilize public support for social change. For instance advocating for women leadership are cases of collective action for collective efficacy. Another application of the theory relates to the issue of gender-role development in societies. As one acquire the gender role, ones action and behavior is influenced. For instance in the pastoralist setting, especially among the Boran, women were not expected to be in leadership positions, and this affect women aspiration of wanting to be a leader. The issue of imposed and constructed environment applies since the CDF Act provided a kind of sanction that applies across the board. Whether one likes it not or whether the culture accepts it or not, women have to be included in the Constituency Development Committee.

2.2.2 Globalization Theory

According to the theory, the world is a global village. The world is interdependent and interconnected. Flexibility in technology has connected people around the world. While the theory emerged from global mechanism in economic integration, it puts more emphasis on cultural aspects and their communication worldwide. As people connect directly around the world, the state slowly loses autonomy. This implies that national policies are to some extent dictated to by external forces. For instance with liberalized economy, Countries had to form trading blocks to protects their trade e.g. revival of East Africa Community, and Custom union for the three East Africa countries, and Common Market for Eastern and Southern Africa (COMESA), which Kenya is a member. In terms of women activism, the women in developing countries can easily link with those in poor countries to build solidarity and advocate for their rights. The International conventions on gender and women empowerment like (MDGs, CEDAW), African Charter on Participation and Gender equality and Women empowerment respectively, the Bretton- Woods institution conditions on democratic governance and decentralizations are all beyond Kenya but in the globalized world, each country has to adhere to it to some extent.

2.2.3. Sequential Theory of Decentralization

Falleti Tulia is the key proponent of this theory. The theory's analyzes decentralization from three angles: the sequences of decentralizations (the question of when and How), the role and interest of other actors apart from the government including civil society organization, and territorial interests of the bargaining actors (Tulia, 2005: 328).

Tulia views decentralization as a process of state reform composed by a set of public policies that transfer responsibilities, resources, or authority from higher to lower levels of government in the context of a specific type of state. This definition has four main components: decentralization as a process of public policy reform, lower levels are recipient of transferred responsibility; it's a process of state reform, and transition to different type of state implying the start of new decentralization sequence. Therefore, the content of the decentralization policy depends on type of state the reform would seek to create. In relation to type of authority, he identifies fiscal, administrative and political decentralization. Depending on institutional design, a decentralization policy can decrease or increase the

power at sub national level. The institutional design depends on when these policies take place in sequence of reforms.

The territorial interest of bargaining actors (Presidents, Governors) is determined by the level of government (national or municipal), and the characteristics of the area (big or small city, rich or poor province). The national executive prefers administrative (A) to fiscal (F) which in turn is preferred to political (P) or A>F>P. The rationale is that it is easier to transfer administrative responsibility than fiscal. Political authority is retained because one can influence expenditure decision and change administrative institution. At the sub-national level, the opposite applies: P>F>A. If applied to CDF case, it is a fiscal decentralization with some degree of administrative decentralization. The centre retained the political power, and CDF linkages with the local authority are related to its administration where the Mayors and Chairpersons of the local authorities are only represented to sit in the committee. Even after numerous calls by the citizens and other stakeholders to reduce the powers of the MPs in CDF management, the government has remained mum, since it wants to control the CDF management from the centre. In relation to allocations of CDF funds, territorial characteristics have been considered with the most poor getting the biggest share.

2.2.4 The Civic Voluntarism Model

This model was first developed by Sidney Verba and Norman Nie (1972) to study political participation in United States of America (USA) but later used in other countries. The model focuses on three factors to answer the questions: why people do not become political activist? The answers are: a) because they cannot as they lack the resources. The resources include time, money, and civic skills b) Because they do not want to, as they lack psychological engagement which is an individuals' sense of political efficacy, c) because they are outside the recruitment network that brings people to politics; the network that request people to participate like work, organizations and through friends, relatives and colleague. This model can be applied in this study as development is also a political process were there is bargaining and trade-offs especially when negotiating on projects to be implemented and means to be used to implement. Further, information about CDF is necessary for people to know what is expected of them so that they become active participants in its processes. Lessons from other countries also shows that variables like resources are used to measure levels of participation.

2.3 Ethical Consideration

The ministry of education permission was requested and permit was obtained before going to the field. While in the field, the study objectives were explained to respondent and their consent sought. Confidentiality was ensured during data analysis and presentations to avoid impinging on respondents' rights.

CHAPTER THREE
RESEARCH METHODOLOGY

3.0 Introduction

This chapter presents the process applied in conducting the study and how data was analysed and presented. The contents of the chapter include: research design, study sites, description of the site, unit of analysis, sampling methods, sources of data, data collection methods and data analysis.

3.1 Research Design

Research design refers to the planning of procedures for data collection and analyses that are undertaken to evaluate a particular theoretical perspective (Guy et al. 1987). It ensures that the study is striving towards objectivity. In this study, *survey* research and use of available data was utilised. Survey design is convenient as extensive data can be collected from a sample of the respondent within a short time. A cross sectional survey design was used where data on a cross section of respondents chosen to represent larger population of interest gathered at essentially one point in time. Use of available secondary data helped to fill in the gaps not addressed by the primary data.

A descriptive research was used in this study. According to Singleton et al (1988: 90), descriptive study is "basically a fact finding enterprise. It focuses on relatively few dimensions of a well-defined entity and measures these dimensions systematically and precisely, usually with detailed numerical description. In this study, women participation in CDF management structures and project cycle management processes was assessed from various dimensions. These include: whether the CDF Act provisions that facilitate their participation has been applied, the levels and nature of women participation in projects and various committees, whether projects implemented address their needs to ascertain the motivation of their participation, and the constraints to their participation.

3.2 Unit of Analysis

According to Singleton (1988, 69), the unit of analysis refers to entities, objects or events under study. The units of analysis include individual people, social roles, positions, and relationships, social groupings like families and organizations, and social artifacts. Simply

put, unit of analysis is what or whom to be described or analyses. In this study, the unit of analysis was women participation in CDF management.

3.3 Units of Observation

The units of observation are the objects, entity or subject from which data required for the study are obtained. In this study, they included men and women in the Constituency Development Committee, District Project Committee, Gender commissioner, and NGOs in Isiolo district, Government officers, as well as men and women in the community.

3.4 Study Site and Description

The study was conducted in Isiolo South Constituency, in Isiolo district. The Constituency is one of the two Constituencies in Isiolo District, the other one being Isiolo North. The constituency borders Meru district to the South, and North Eastern province to the East. It consists of three administrative divisions namely Kina, Garba Tulla, and Sericho. According to Isiolo district Development plan 2002-2008, the projected population of the Constituency is 23,141. The male female ratio of the population is 103: 100. The figures used for CDF allocation are slightly lower, standing at 18,144. The constituency is semi-arid and predominantly inhabited by pastoralists with few pockets of agro-pastoralists found along the Ewaso Nyiro river basin, and close to Meru district, where rainfall is relatively high.

Isiolo South was chosen as a study site because a similar study had not been conducted in the district, as well as due to the fact that the district has some unique characteristics which will bring out new dimensions to the study topic. These include among others, the area being remote with little access to outside information and the inhabitants are pastoralists, and Islam is the dominate religion.

3.5 Sampling Procedure and Sample Size

According to Mugenda and Mugenda (1999: 10), sampling is a process of selecting a number of individuals for a study in such a way that the individuals selected represent the large group from which they were selected.

There are various sampling designs broadly classified as probability and non-probability. Probability and non-probability sampling method were used in this study. Multi-stage Cluster sampling was employed. First, the constituency was sub-divided into administrative divisions

and then one location was purposively selected from each division. The identification of the specific study locations was determined by the presence of a woman member of Constituency Development committee. In addition, while determining the respondent in the identified locations, gender, and number of villages were the guiding factors. For instance in Garbatula, there are eight villages, and respondent from all eight villages responded to the questionnaires while others participated in focus group discussion. For key informants' interviews, the respondents were selected purposively, the main criterion being their knowledge of the study subject. Focus group discussion participant was selected purposively too.

3.6 Types and Sources of Data

Qualitative and quantitative data was collected from both Primary and Secondary sources. Primary data was obtained through interviewing men and women from among various CDF committees, community members, government officers, and NGO representatives. Secondary data was acquired from publications, journals and periodicals.

3. 7 Data Collection Methods and Tools

3.7.1 Quantitative data collection methods and instruments:

The study used survey research method and the survey instruments used was questionnaires which were administered through face to face interviews. This is because illiteracy levels are high in the constituency. Structured questionnaires with open and close-ended questions were used for the majority of the interviews. The close-ended questions had a list of acceptable answers, which the respondents chose. Open-ended questions gave room to the respondent to answer in their own words and frame of reference. A total of 46 (32 men and 14 women) respondent answered the questionnaire.

3.7.2 Qualitative data collection methods and tools

The method used included:

1) **Key informants' interviews:** The research objectives determined the persons interviewed. Seven persons 3 women and 4 men from CDF constituency office, and national office, gender commission, government representatives respectively were interviewed using unstructured interview guide.

2) In-depth interviews were undertaken for a few people who were identified during the initial interviewing process. Unstructured guidelines with open-ended question were used. This gave the respondents freedom to answer the questions freely and flexibly hence gave depth to the data collected.

3) Focus group Discussion: Two focus group discussion was held for gender segregated groups; women and youth. Key questions were developed to guide the discussions.

3.8 Data Analysis

The data obtained was organized based on research questions for enhanced analysis. The data collected using close and open-ended questions was coded and entered into Statistical Package for Social Sciences (SPSS). The data was presented in graphs, figures, tables and using descriptive statistics.

The qualitative data was analyzed using open coding. The data was reduced into concepts and themes and key categories, which were guided by the study questions and concepts. The data was presented mainly in narration form. Verbatim quotes and case study was also used.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.0 Introduction

Data from the field and information from key informants, in-depth interviews and FGDs are presented and analyzed in this chapter. Structured questionnaires were administered to 46 respondent, seven (3 women, 4 men) key informants were interviewed, and two focus group discussion attended by 15 (5 women and 10 men) persons. In-depth interviews were held for three people who are from among the 46 respondent.

4.1.0 Socio- Demographic characteristic of the respondents

Demography in this study included area of residence of respondents in Isiolo, sex, Age, level of education, marital status, and occupation.

4.1.1 Area of Residence

This study was done in Isiolo South Constituency. The respondents came from three different areas namely Iresaboru, Garba Tulla, and Kina. Majority of those who were interviewed came from Iresaboru and Kina as reported by 43.4% and 37% respectively and the least is Garbatula which had 19.6% respondent. The table below shows where the respondents reside.

Table 3: Area/ Location

Area/ Location	Frequency	Percentage
Iresaboru	20	43.4
Garba Tulla	9	19.6
Kina	17	37
Total	**46**	**100**

Source: Survey data, 2007

The area of residence of the respondent is important as they know what is happening in their localities thus providing relevant information for the study.

4.1.2 Sex of Respondents

The study is dealing with women participation in Constituency Development fund therefore it is prudent to be gender sensitive. Women and men may have different views on particular topics, and their participation has different motivation. The study was able to interview respondents from both genders as the figure below shows.

Figure 1: Sex of Respondents
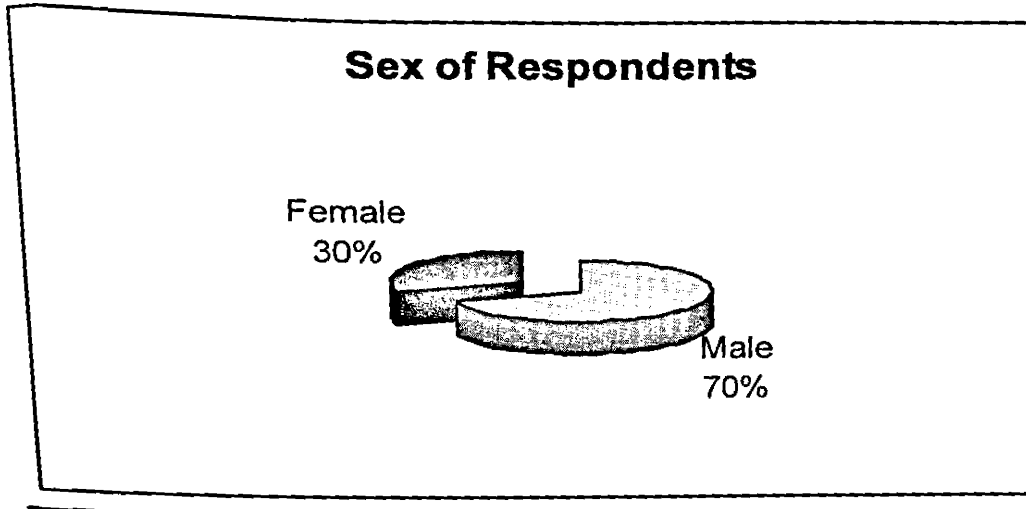
Source: Survey data, 2007

The study targeted 50: 50 male female ratios for interview. Equal representation was not possible since women are very few in the committees and some did not accept to be interviewed because they have very little information on CDF. This is already an indicator that women have little information on CDF. However, the study was able to garner almost a third of women to respond (30.4%), irrespective of the cultural socialization in Isiolo where women are relegated to the periphery.

4.1.3 Age of Respondents

Age is a demographic factor that affects people's opinions due to experience and knowledge. More still, it is a great measure of development consciousness. This study was able to get respondents from all age sets and cohorts. The figure below shows the age of respondents.

Figure 2: Age of Respondents
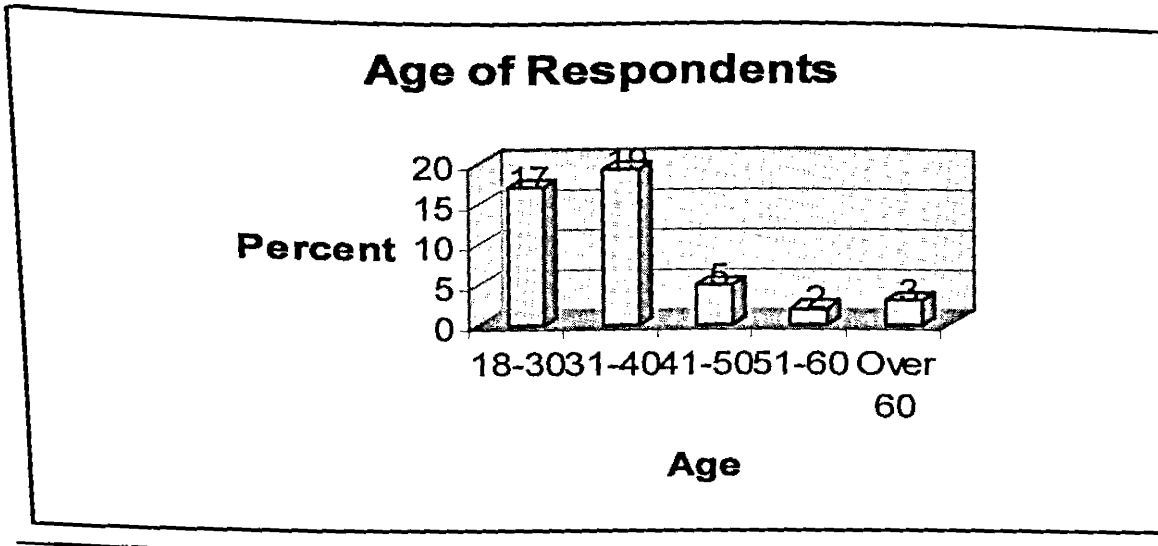
Age of Respondents

Source: Survey Data, 2007

From the table, one can tell that majority of the respondents are in the age of 31-40 as reported by 41.3%, while the least of the ages was from 51-60 as only 2 respondents were interviewed making a 4.3% of the total sample. Of note is that this research managed to get opinions of 3 respondents (6.5%) above the age of 60 years, far beyond the life expectancy in Kenya.

4.1.4 Marital Status

Marriage institution in Isiolo is very much valued. This is due to the Islamic faith and the culture which is very much held dearly and respected. Unmarried adult are regarded as useless people and thus looked down upon, and youths marry early in the Borana community to get acceptance and respect and by extension participate in community issues. Marital status also affects levels of participation since women may not get permission from the husband and that the heavy household chores affect their availability. Different marriage patterns were found by this study. There were those respondents who were married making the majority 67.4% of the respondents; those who were single (23.9%); those divorced (4.4%); and those who had been separated from relationships (4.3%). The table below attests to these patterns.

Table 4: Marital Status

Marital status	Frequency	Percentage
Married	31	67.4
Single	11	23.9
Divorced	2	4.3
Separated	1	2.2
No Response*	1	2.2
Totals	46	100

Source: Survey data, 2007

4.1.5 Education Level

Education level affects your perception of life and issues. For instance the literate member of the society can read facts for themselves to interpret issues while the illiterate ones depends on other people to interpret for them especially so for issues that are external like the CDF. In this study, different educational levels were found. Of note is that there were big numbers of respondents (26.2%) in this study who by the time of research had not gotten any formal education through schooling. The highest number of respondents had attained secondary school qualification as reported by30.4%. This was followed by those who have certificate and diploma qualifications (26.1%). A good number of the community people have only primary qualifications. Only a few have graduate (4.3%) and undergraduate qualifications (2.2%).

Given that study's key respondents were members of various CDF committees, the finding implies that most of the members of committees are literate. To some extent, this locks out the great majority of the adult population especially women who are illiterate from participating in CDF issues. The figure below shows the education levels of respondents.
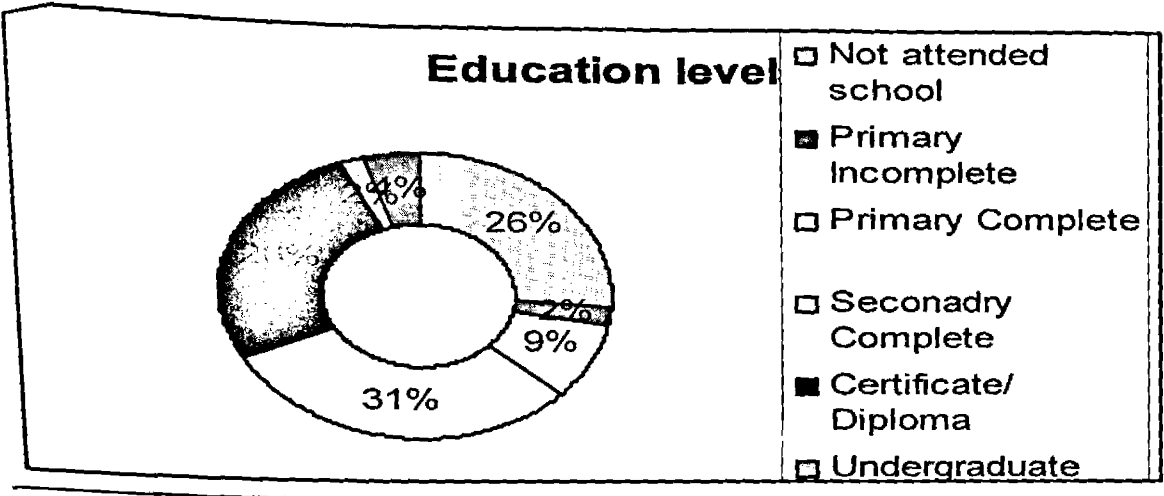
Source: Survey data, 2007

4.1.6 Occupations

Majority of the respondents are self employed as reported by 50%. These occupations range from businesses to being herders. Others run their own small scale kiosks and micro-businesses. Those who are employed (41.3%) are in different sectors. Some are teachers in secondary and primary schools while others are civil servants. A few of the respondents (8.7%) did not respond to the question on their occupation.

4.2.0 Application of CDF Act to enhance women participation.

4.2.1 Awareness of Constituency Development Fund (CDF)

This research wanted to know if respondents were aware of CDF, CDF Act and management of the fund. It sought to know if the constituents are aware of the intricacies associated with CDF management.

The research found that majority 95.7% are aware of CDF. Only 4.3% are not aware of what CDF is. Regarding the channels through which they got to know about CDF, many of them got to know about CDF from the media (audio and print as reported by 32.6%. Others where informed by their friend who knew about it (28.3%) while Member of Parliament in Isiolo South Constituency also played a role in informing people about CDF. The later was reported by 13% of the respondents. Some organized *Barazas* and seminars also played a key role to inform constituents about CDF as reported by 13%. Others who knew about CDF were

informed by local NGOs (6.5%) as well as some members of CDC (2.2%). The table below shows these trends.

Figure 4: How Constituents knew about CDF
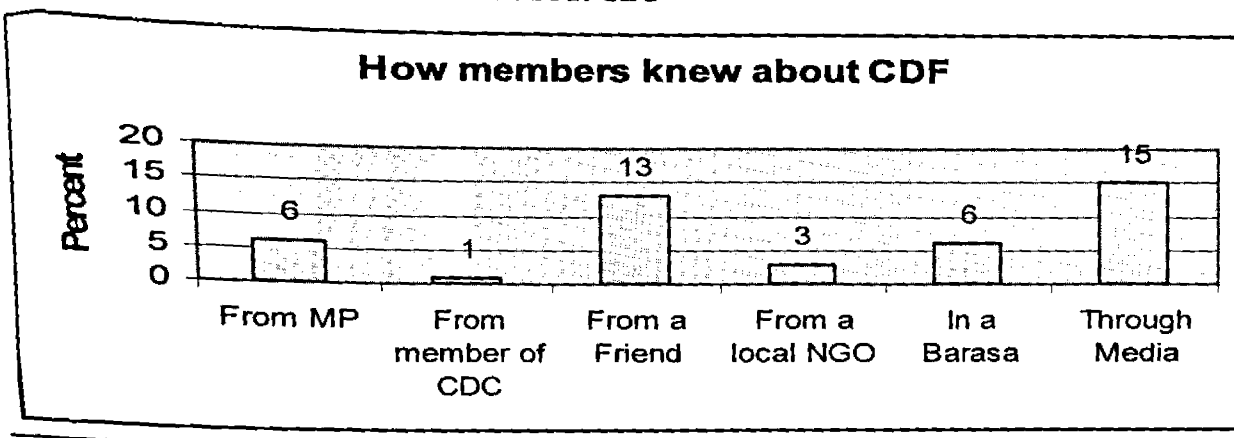
Source: Survey Data, 2007

In terms of what the constituents knew about CDF, majority 78.3% were well aware of the CDF, and the role the government plays in disbursing the funds from the revenue collected. Further 6.5% of the constituents the role of MPs on CDF. They argued that MPs have a major role in allocating the funds to projects. Another 6.5% of the respondents to this research said they know more about CDF projects.

4.2.2 Appointment of the Constituency Development Committees

In terms of appointment to CDC, the respondents said that the MP plays a major role on who is to be a member. This was reported by majority 76.1%. Communities also play a role on deciding who to be a member of the CDC committee as reported by 13%. More than 10.9% of the respondents did not know how the members of the CDC are selected, elected or appointed. The table below shows the frequency.

Table 5 Appointment to CDC

Who appoints	frequency	Percentage
MP	35	76.1
Community	6	13
Don't Know	5	10.9
Total	46	100

However, the respondents were also able to tell the criterion of identifying CDC in Isiolo South Constituency. The highest number (17.4%) said that Clan of origin was a determinant of who gets into the committee. Others cited geographical area of origin, saying that most of the committee members were from the same area from which the incumbent MP comes from. Gender also played a key role on who gets into the committee as reported by 4.3%. Those who cited all criterions for selection into the committees were represented by another 4.3%. However, about 8.7% of the respondents were not aware of how one got into the CDC.

Case Study One: Role of the Member of Parliament

Member of Parliament is the patron of the CDF. This gives the MP 'overall powers' to decide what projects he wants to be implemented in the Constituency. The problem we have here in Isiolo South Constituency is that the area MP uses the money as if it is direct from his pocket. He uses the money as a campaign tool to convince the electorate that it is his development that is currently taking place. Our suggestion is that the MP should not be made the CDF Patrons so that the intended purposes of CDF can be achieved. Our MP contributes to the larger percentage of the CDF process since he considers his political interest instead of community interest.

It is the same MP who identifies who becomes the Member of the Constituency Development Committee (CDC). Most of the members in CDC are therefore automatically his close friends, hence incompetence and failure of the development inventiveness. The management of the CDF being controlled by these close friends most of who are incompetent makes development initiatives untenable.

At the Committee level, I don't see where women feature. In fact, I don't know whether we have women in the CDC. At the project level, the participation of women is totally poor, as majority of them do not ask the existence of such projects.

Notes: Adopted from a key informant notes

Due to these entire criterions for selection into the committees, majority 71.7% of the respondents were discontented. Only 21.7% of the respondents are content with the criterion. Of note is that majority 93.5% of the respondents have heard complaints about CDF management. Only 4.3% had not heard any concerns about management of CDF. The complaints fronted were different. Most reported case is the issue of corruption and fund mismanagement by the committee members as reported by 50%. This complaint was followed by constituents complaining of stalled projects (19.6%) that were started and left as 'white elephants' to be completed in 'near future'. Other respondents complained of poor tendering procedures while giving funds for development projects. Clanism was also blamed as well as poor quality projects.

Table 6: Complaints about CDF management

Complaints	Frequency	Percentage
Poor quality projects	4	6.5
Stalled Projects	9	19.6
Corruption and Mismanagement of funds	23	50
Clanism and Nepotism	3	6.5
Poor tendering processes	4	8.7
No Response/ Invalid*	4	8.7
Total	46	100

Source: Survey Data, 2007

While complaining about CDF management, majority 84.8% of the respondent were not happy with the general management of CDF in Isiolo South Constituency. Only 13% of the respondents were positive of the way CDF is managed. This complains were corroborated by key informants as shown in the case below:

> **Case study 2**
>
> *Complaints about CDF Management are enormous. They are among others incomplete CDF projects, giving bursary to ghost students, bursary being allocated to individual students but do not reach the destination school. The amount of money spent on projects is higher than what it will produce.*

So far in our location, there is no specific project that was started with CDF. The ones available are renovated class rooms, and renovating the urban set up in Kina. Even these renovations are awarded to unqualified people through a flawed tender process which end up messing everything. In fact, the project materials that were to be used are sold to Wananchi at cheap prices by the corrupt contractors. This leaves the projects hanging in the balance.

The Contractors claim that there is a certain percentage for the MP if they are awarded tenders. This leaves them with little money so it forces them to buy low quality materials, get cheap labor, and eventually stalled projects. It's a pity we don't feel any development here.

Notes: The FGD was made up of 9 people from Kina area.

The study sought to know ways and means of improving community knowledge of CDF. Respondents suggested that more awareness creation is necessary as reported by 91.3%. This awareness creation can be done through *Baraza*[7], seminars and workshops to be organized in the Constituency for the Constituents. It could also be done by use of IEC materials. Community knowledge of CDF could also be improved by involving them in the selection of CDF Committee. The later was suggested by 4.3% of the respondents.

Ways and means of improving CDF Act were also sought from the respondents in this study. Half of the respondents (50%) did not give any suggestions. This is because they were not aware of the CDF Act (note they have heard of CDF not the details of the CDF Act). For the other half of the respondents, their suggestions included being involved in selecting the CDF Committees (19.6%) to deliberate about the Act and how it applies to Isiolo South Constituency; less involvement of the Members of Parliament in the CDF (15.2%), to avoid due influence on projects and areas of implementation; the CDF Act to have a provision for women numbers to be included in the committees (6.5%) increased; More auditing to be strengthened on the CDF funds (4.3%); Strengthening of the CDF tender process to avoid

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[7] *Baraza is a Kiswahili word meaning open community meetings*

bias and corruption in offering the tenders to close friends and business associates (2.2%); and lastly inclusion of Income Generating Activities (IGAs) in the Act to cater for the Constituency's poor especially women who make the majority of that lot. This was suggested by 2.2% of the respondents. The figure below shows these suggestions for improving CDF Act.

Figure 5: Improving Provisions in the CDF Act

15%

50%   20%

7%

2% 4% 2%

□ Involvement of MP

▣ Selecting of CDF Committees

□ Increase no. of women in CDCs

□ Tender process

■ Audits

□ Include IGAs in the Act
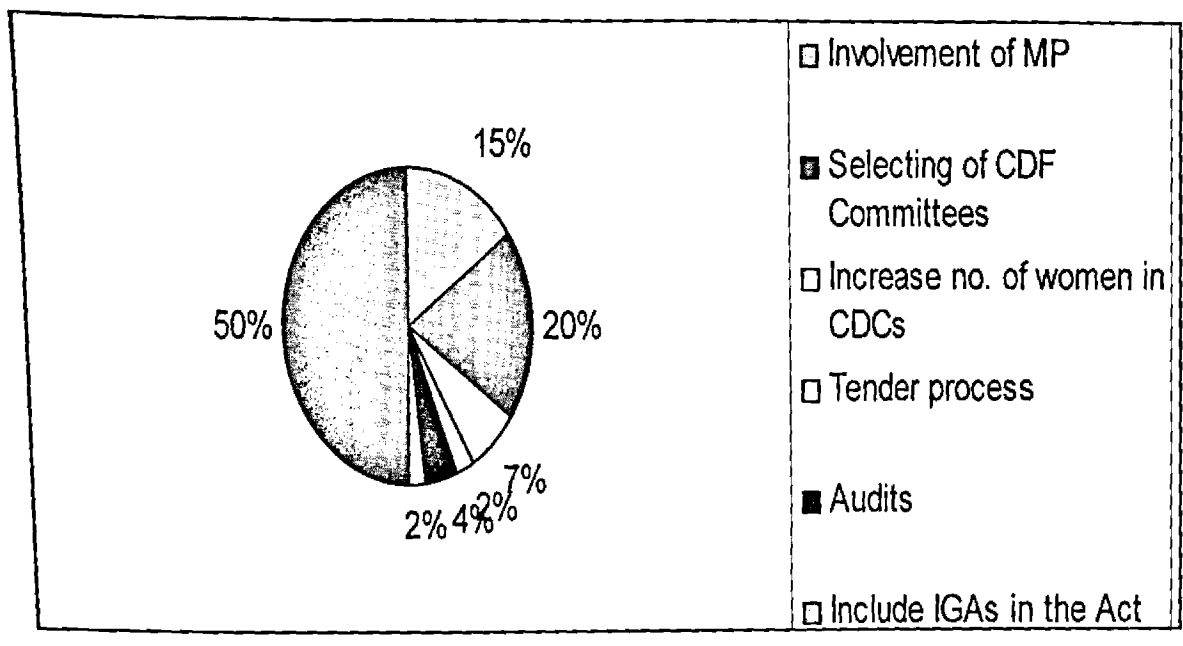
Source: Survey data, 2007

From the key informants, the study learnt that some of CDF Act provisions in relation to women involvement in decision making structures and project have been implemented. The two slots provided for women according to the CDF Acts have been filled by women. In fact, there are three women, and of the three, two are women representatives and one is a youth representative. Regarding the criterion of their selection, one key respondent said, *"The MP and his supporters identified them and actually they are all his supporters."* He went ahead and said that *"there are more qualified women in terms of education and exposure who can sufficiently represent women but since they are not close allies of the MP, they were not appointed in the committee".*

4.3 Levels and Nature of Women Participation

Participation as earlier defined refers to both active and passive ways and means of involvement. In this study, respondents were asked about their attendance of meetings, issues discussed in those meetings, gender representation in the meetings, and ways of improving community participation at Constituency level.

4.3.1 Attendance of meetings

The study found that majority 69.6% of the respondents were not aware of any meetings organized to discuss CDF. This large number of respondents shows that they were not aware of community participation, as well as not involved in the meetings. Another 28.3% of those who were aware about meetings discussing CDF said they were rarely being held. Only 2.2% or one respondent was aware of meetings being held always.

Even with some constituents who were aware of the meetings, majority 87% had not been invited to attend meetings discussing the CDF issues. About 8.7% had however been invited to CDF discussion meetings. Two respondents did not answer the question. For those who attended the meetings (8.7%), they only did so rarely. They however complained that the meetings are never given prior notification (6.5%), and that they are mostly held at night (4.3%) locking out many of the Constituents especially women. The respondents also said that they did not find time to attend the meetings because they were too busy (4.3%) seeking for livelihoods. Mostly, the meetings to discuss Constituency projects are not held, this view is held by 13% of the respondent. The rest were not aware of the discussion, saying those who attend knew better about the discussions. The figure below shows the reasons why meetings are attended rarely by the Constituents in Isiolo South.

Figure 6: Why Meetings are rarely attended

4% 4% 7%

85%

- □ Busy most of the time
- ■ Organised at Night
- □ No prior notification
- □ No response
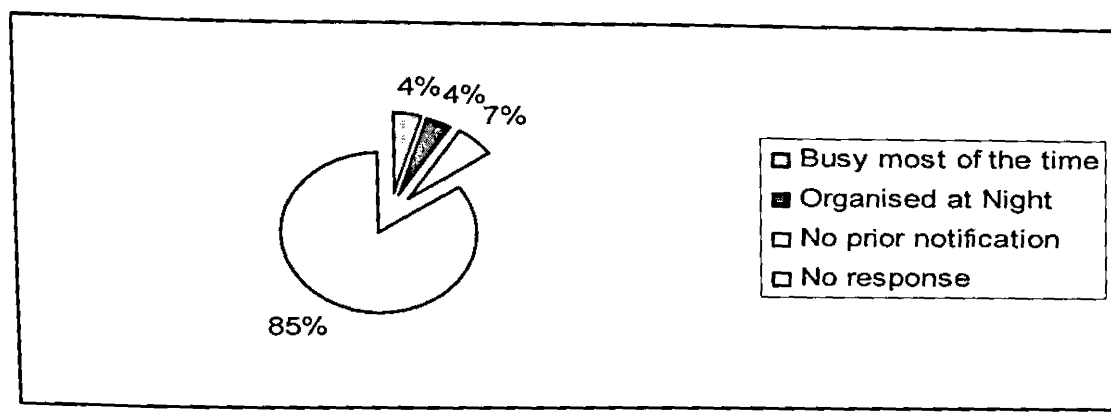
Source: Survey data, 2007

In terms of gender representations in the meetings organized in the locations about CDF, this study found that majority of the attendees is men as reported by 28.3% or 13 respondents. Those who said both men and women attend the meeting were 8.7% or 4 respondents. In these meetings, women are mostly not given an opportunity to contribute their suggestions about CDF. This was reported by 21.7% of the respondents. However, 19.6% said that women who attend the meetings are given a chance to give their contribution.

The low levels of women participation are attributed to cultural backgrounds of the Isiolo South Constituency communities which relegate women to the periphery of the public domain. Religion of Islam which is the most practiced in Isiolo also does not allow women to mix with men in most cases to avoid coveting. This fact has made many women to avoid mixing with men more so on matters of resource distribution and allocation that involves politics.

Women issues are also discussed in these meetings whenever held. This study found that 28.3% of the respondents said that women issues are usually considered as important as other issues for deliberation. Only 8.7% said that women issues are not considered in the meetings.

This study found only 13% (6 respondents) who are members of the Constituency Development Committee (CDC). When asked how often they attended the CDC meetings, only said she attended regularly because she is the treasurer while one attended only once, and one attended twice since it was constituted.

Community participation in the CDC was sought by this study. Many of the respondents (43.5%) suggested that communities need to be informed prior to meetings and *Barazas* about CDF. This is because they argued that meetings were held haphazardly, and sometimes in the wee hours of the night. This had blocked a big number from participating. About 26% of the respondents suggested that seminar and Barazas need to be organized for sensitization on the role of CDF and CDCs. The suggestion that open forums be organized and communities enlightened about CDF and CDC were most common.

A small number, 4.3% of the respondents suggested that they is need for promoting gender equality in the constituency maters. This is because women who are already marginalized in the community were finding themselves between hard rock and stone when it comes to giving their contributions. They want to be given different forum so that they don't mix with men. This way, they will be able to speak openly without fear of intimidation and being branded names. Put differently, women are silently not 'allowed' to speak in front of men in this community, though this is changing with time and education.

An in-depth interview with one women member of the CDC revealed that, she attended twice the CDC meetings. She said that the meeting was held not to discuss projects or other CDF matters, but to strategize on how to allocate CDF to enhance the MPs political mileage.

4.3.2 Levels of participation in Project Cycle Processes

Constituency development projects, like any other project have different phases from planning to final evaluation after being completed. These phases include identification and appraisal, planning and prioritization, implementation, monitoring and final evaluation. The CDF projects do not necessarily follow this cycle, especially when politics are involved.

This study sought to know whether respondents are aware of the CDF Act and its provision on project identification and implementation process. It found that majority 84.8% of the respondents were unaware of the provision while only 15.2% or 7 respondents were aware. This means that many of the development projects implemented through CDF are very foreign to the Constituents in Isiolo South.

In terms of knowing about the projects in the Constituency, respondents said that they were informed by the Media, through Seminars and also by the local Member of Parliament, as reported by 4.3% for each of the above opinions.

Respondents were asked if they are satisfied with the arrangements of Projects in the CDF Act. Out of the few who were aware 17.4% were content, while 2.2% were not satisfied with the arrangement. When asked whether attended meetings to discuss CDF projects, majority 84.8% of the respondents replied negatively. Only 10.9% had attended the meetings on project.

This information was corroborated by secondary and key informants' response. The Isiolo South constituency has strategic plan which was developed in 2003. A representative from each locations participated in a workshop where the strategic plan was developed where each location identified priority projects. Afterwards, the CDC meets to discuss whether there are any changes, for instance whether some of the activities have been implemented by the NGOs in areas, and make necessary changes. The figure below shows these opinions.

Figure 7: Attended meetings to discuss CDF projects
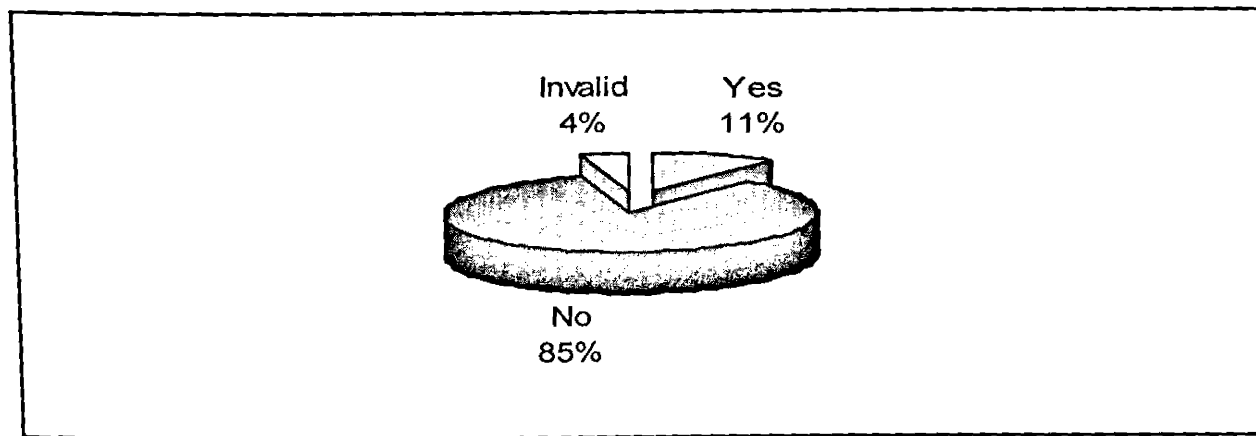
Source: Survey data, 2007

In terms of levels of participation in the meetings to those who attend, the study found that very few people dominate the discussions as reported by 10.9%. Only 4.3% said that the discussions are very free and open to different opinions. Others said that there is less involvement of participants in the meetings (2.2%).

In terms of giving priorities to projects, this study found that politics plays a key role in prioritizing development projects in Isiolo South Constituency. The friends of Member of Parliament wield more powers here as reported by 41.3% of the respondents. The Member of Parliament also plays a major role in deciding which projects to be implemented. This opinion was reported by 34.8% of the respondents. The CDF committee also decides which project to give priority as reported by 6.5%. Local NGOs in Isiolo South Constituency also have little say in prioritizing development projects. This scenario happened because prior to the strategic planning workshop, no meeting was held in the location to identify priority projects per locations. Furthermore, the few people who attended the figure below shows these trends.

Figure 8: Who prioritizes Constituency Projects
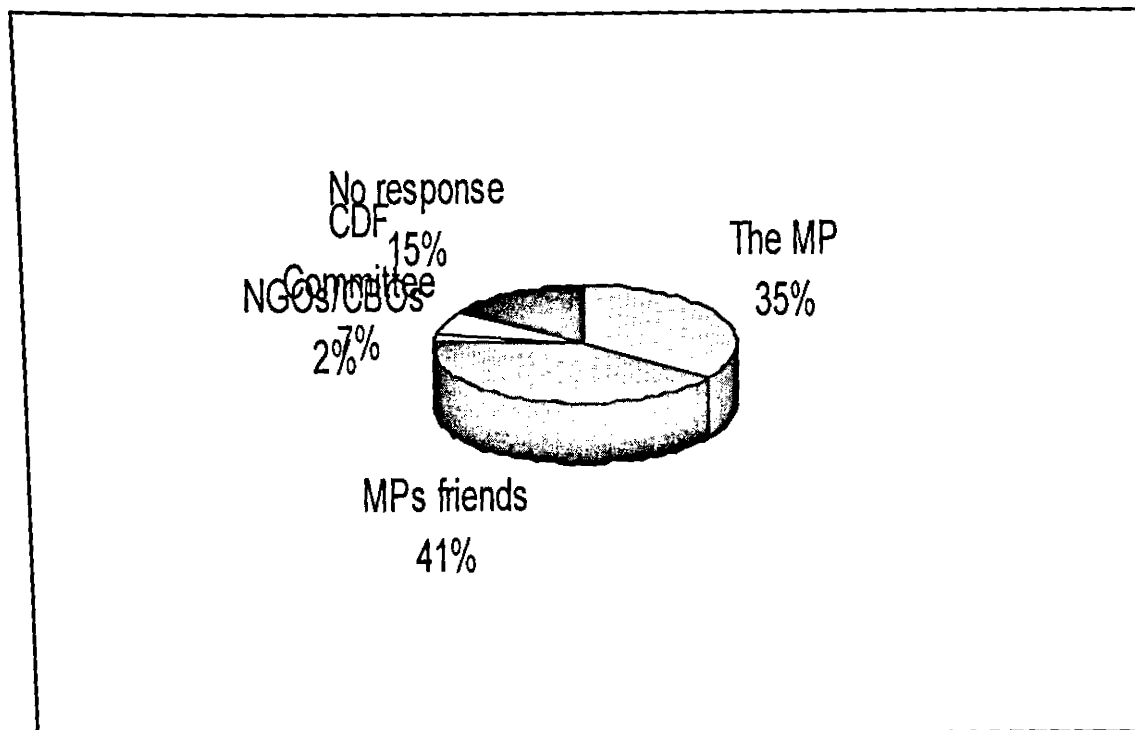
Source: Survey data, 2007

With very little involvement of the community members in the prioritization of constituency projects, this study expected to find very little of community involvement in the project cycle management. As found out, majority 91.3% of the respondents were not involved in any way in the projects. Only 4.3% of the respondents were involved in one way or the other. Even with these few people being involved in projects, their involvement is only in either identifying the projects (2.2%), or providing labour in implementing the projects (2.2%).

One key informant said that, in reality, the CDC members are three people, the MP, the treasurer, and CDF coordinator and that before the treasurer was changed one year ago, these three people who happen to come from the same sub-clan decides the fate of Isiolo South Constituency. The sub-clan is called *Didimtu* and CDC is being referred to *as Constituency Didimtu Committee*. This means that participation of general community leave alone that of women who have been culturally relegated to the periphery is minimal.

In relation to participation in project implementation, all the constituencies are supposed to use tendering processes. The CDC is supposed to have a fair system of tendering and open to public since the Government procurement Act guide the process. This study found that only 2 women have heard of but not won tenders with the CDF making a total of 4.3%. In fact, men have the greatest share as they were reported by 84.8% who were aware of tenders. When asked why women do not win tenders with CDF, respondents said that influence of the Constituency Member of Parliament has affected the numbers, and the process as reported by 4.3%. More still, qualification especially economic resources played a role on who won the tenders or not. Of note is that women are not economically empowered in Isiolo south Constituency. Most of their businesses are run by men and the benefits are reallocated by them.

One key respondent who won tender in a neighboring constituency was interviewed to tell us her experience. Below is her case:

Case study 3

Mrs X(not her real name) participated in the tendering process since she had fulfilled all the requirement. She was the only woman who participated. It was a challenging process for her. Luckily she won the tender because she knew the MP. At all the stages, bribe was

> *asked. Sometimes she was told that her tender would be cancelled if she refuses to give in to their demands. She did complete the projects, but, she vowed not to bid for any CDF projects again.*

This lady is educated to graduate level, is in formal employment, and has a company and good capital.

Recommendations were sought on how to improve women participation in projects. The suggested recommendation was mainstreaming gender in the projects, and having equal rights for both men and women. This opinion was suggested by 26.1% of the respondents. Projects that target women issues were also suggested by 19.6%, while more sensitization was recommended by 17.4% to women to take charge of their destiny by fighting for space in the development agenda. Increasing the number of women in the CDC was also suggested by 10.9%, while 8.7% posed a challenge to women to be proactive in the development arena. Only a few respondents (2.2%) suggested for accountability to be maintained in managing CDF to make more women get involved. The table below shows these responses.

Table 7: Recommendations for Women Participation

Recommendation	Frequency	Percent
No Response	7	15.2
project to target women	9	19.6
Increase no. in committees	5	10.9
women initiatives	4	8.7
More sensitization	8	17.4
Accountability	1	2.2
Mainstream gender in projects	12	26.1
Total	46	100.0

Source: Survey data, 2007

4.4.0 Projects addressing gender Needs

Different projects are identified and implemented using CDF in all constituencies. Men and women have different needs and interests and ideally this should guide which projects are to be implemented. In Isiolo South Constituency, this research found that different projects were implemented in the Constituency. These projects include water, schools/ and polytechnics, road infrastructure, health facilities, and cattle projects for restocking and dips.

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4.4.1 Projects Implemented

CDF in Isiolo South constituency has been able to implement mostly schools and improve their infrastructure as reported by over 47% of the respondents. This also includes establishing polytechnics. Literacy levels in Isiolo were very low as found out in this survey and the role of CDF in improving the same came handy with the introduction of Free Primary Education in early 2003. The school projects therefore became popular to commensurate the abrupt increase of student numbers especially in primary schools. This help to address strategic women needs as education will help women to overcome the yoke of culture. However, this is a long term issue.

Other projects that were implemented with CDF were water projects as reported by 13% of the respondents. Water is a scarce resource in Isiolo and therefore people were happy to have them implemented at the Constituency level. Water projects were therefore inform of drilling boreholes, piping water taps, and also using water dams for irrigation. This addressed practical women needs since fetching water is women role. This has reduced the burden of having to travel long distance to water points.

Other projects implemented in the constituency were cattle related projects as reported by 8.7%. This involved building of cattle dips and crashes, restocking, as well as de-worming the flocks from internal infections. The implementation of these projects can be attributed to the fact that majority of the communities in Isiolo South constituency practice pastoralism as a way of life. This also addresses women needs as their livelihood system is livestock keeping.

Building of health facilities like dispensaries and clinics was also made possible with the CDF. This also addresses their needs due to the biological nature (giving birth, getting pregnant), women require this services more than men. This view was help by 6.5% of the study respondents. This Making and repairing murram roads in the constituency was also done using CDF as reported by 4.3%. the road network in Isiolo Constituency seems to be deplorable and so the projects opened up some rural areas which were earlier unreachable. The figure below attest to these results.

Figure 9: Projects implemented using CDF
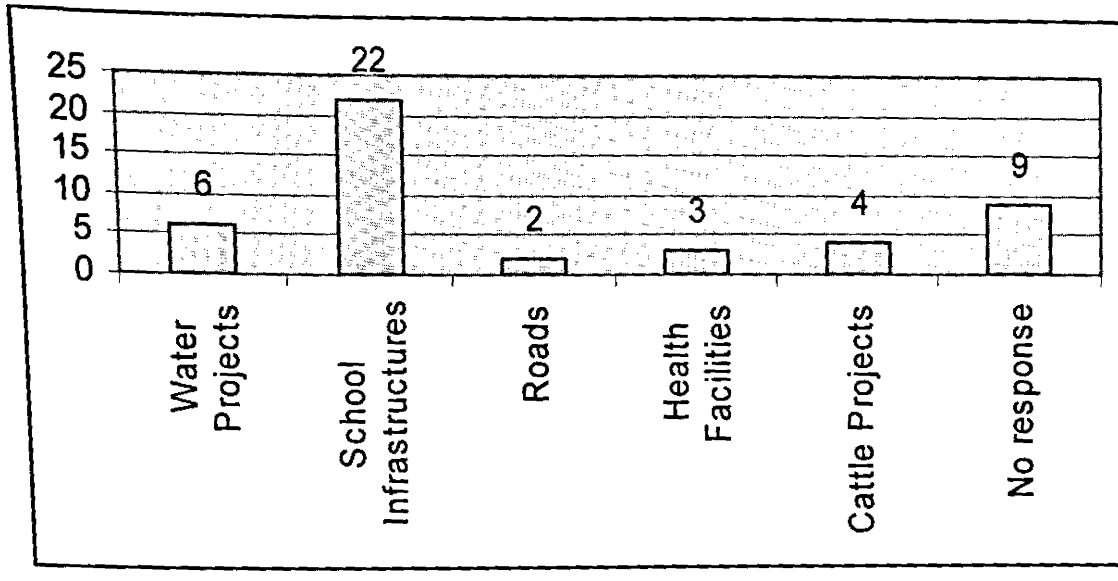
Source: Survey Data, 2007

The issue of whether the projects implemented using CDF satisfied the needs of men and women were addressed by this study. It found that majority 50% were leaning on the negation side. They argued that the projects were not on their priorities, as well as misplaced. Many also argued that they were not consulted before the projects were implemented. Most of all, some of the projects were still stalling as they were not give attention. They eventually became 'white elephants'. The communities also said that the projects were mostly done in the areas where the Member of Parliament and his friends came from, hence neglecting other areas without traces of development.

For those who said the projects addressed the needs of the community (39.1%), their base of argument was that people's life were now being transformed for the better. People are now able to access necessary skills through schools and polytechnics as well as able to get health services from implemented CDF clinics. Put differently, life is now good at Isiolo South Constituency than before CDF era in 2002.

Motivation to participate in Constituency projects was driven by several factors. They included among others attaining Community needs (17.4%), common good for all the people (8.7%), as well as personal gains and self consciousness (4.3%). However, majority 69.6% did not find any motivation to participate in the project processes.

4.4.2 Chance to Identify CDF Projects in Future

The study also sought to know what the Constituents would have wanted to be implemented with the CDF. The opinions given were not so much different from the projects already implemented, but the levels are different. Most of the respondents suggested CDF to have more water projects in the Constituency (26.1%); Restocking of animal flocks and care for the same (19.6%); Repairs of road networks in the constituency (17.4%); as well as starting of Income generating activities for employment creation (13%). Others suggested improvement of school infrastructures (10.9%), Health facilities (6.5%) as well as starting projects that care for the ages people (2.2%). Of note is that some suggested that it would be advisable to consult with the communities first before implementing any development projects using CDF. The table below shows the suggestions given in the survey.

Table 8: Priority projects for the Constituents

Responses	Frequency	Percent
	1	2.2
Water	12	26.1
Restocking and animal care	9	19.6
IGAs and employment creation	6	13.0
School infrastructure	5	10.9
Road network	8	17.4
Health facilities	3	6.5
Care for the aged/ old people	1	2.2
I'll consult the public first	1	2.2
Total	**46**	**100.0**

4.5.0 Constraints to Women Participation

Women participation is very minimal compared to that of men in the constituency as the foregoing arguments are showing. Gender seems to play an important role in the participation of communities in Isiolo South Constituency. This study found that majority 69.6% of the respondents (32 respondents) said that men and women do not participate equally in the

Condtituency Development Committees (CDC). This is in comparison with only 6.5% of the respondents who said the participation is at par in both genders. However, 23.9% of the respondents did not give their opinions on this question.

4.5.1 Stages of Project Cycle

Different projects have different stages from inception to completion. Community involvement at these stages is also very different. This depends mostly on the kind of projects, and willingness to involve, as well as be involved. Women involvement in these stages was paramount to this study.

The study found that many of the respondents were not ware of the stages of projects, and also aware of when women were involved in the process. This was reported by 34 respondents making a majority 73.9%. For the stages, most women are involved in the planning and prioritization phase as reported by 15.2%. Other women are involved at the project identification and appraisal phases as reported by 6.5% of the respondents. Few women are involved in both implementation (2.2%) and Monitoring and Evaluation phases (2.2%).

4.5.2 Issues that hinder Women Participation

Participation of women in constituency development projects and programmes is very much hindered. These hindrances come in form of socio-political and economic backgrounds as well as cultural affiliations. Nonetheless, gender constraints affect women participation so much as they are not empowered to stand up for their rights.

This study found that the most registered hindrance to women participation was cultural backgrounds as reported by 28.3% of the respondents. These cultures especially in Isiolo communities have relegated women to the back seat, gagging their voices. In the areas, men are so superior that their women have no say in virtually everything to do with development.

Deep cultural affiliation has spread its roots to affect attainment of women rights especially on education. In this survey too, illiteracy and lack of necessary information was also reported to have hindered women participation. As reported by 28.3% also, women in Isiolo are illiterate, and lack information. This has disempowered women to participate in public spheres. What this therefore means is that CDF projects have very little input from women.

The other reported hindrance to women participation in Isiolo South Constituency is lack of awareness which is related to illiteracy and poor information flow. This opinion was reported by 8.7% of the respondents. Women do no the awareness of CDF, as even those who have, have very little information of their role. To them, CDF is a men's affair. This has made many of the community women to be unaware of the CDF projects and their role in suggesting opinions for the same.

Other reported constraints to women participations are among others lack of time due to commitment in family chores (6.5%); Men being the barriers of women development (6.5%); women feeling inferior to men (4.5%); as well as poverty levels of women in Isiolo which has disenfranchised them to participate in development programmes. The table below shows these hindrances as reported.

Table 9: Hindrances to Women Participation

Responses	Frequency	Percent
Illiteracy and lack of information	13	28.3
Time and commitments	3	6.5
Lack of awareness	4	8.7
Men	3	6.5
Cultural constraints (specify)	13	28.3
Inferiority complex	2	4.3
Bad Politics	2	4.3
Poverty and lack of economic power	2	4.3
No Response	4	8.7
Total	**46**	**100.0**

4.5.3 Enhancing Women Participation

Women need more political powers to be able to participate in development domains. Majority of the respondents (52.2%) in this study suggested that more awareness creation is necessary to uncap this problem. This could involve capacity building, more education to the women and girl children, more open debates for women on management of CDF, as well as more information flow to the women gender.

Other suggestion to enhance women participation were on promoting gender balance be it through affirmative action or selective justice. This opinion was suggested by 17.4% of the respondents who argued that women had been pushed to the wall for quite a long time. It is high time their position in society is repositioned and their views taken and acted upon. To these respondents, society defines roles women play, and these roles are of lower cadre compared to those of men. Their suggestion is to have a balance society for development to accrue to all people.

Other suggestions given were inclusion of women in the CDCs as reported by 10.9% of the respondents. It was found that women are very few in the CDC and therefore there opinions are neither heard, not acted upon. The respondents were for the idea that more women in the CDF Committees will give them more voice, and strength to fight for their rights.

Some respondents (4.3%) also suggested that there is need to empower women economically and give them the impetus to negotiate space in society. With economic power, women will be able to argue at level with men, as well as be able to support attainment of other women rights which are also human rights. The figure below shows the ways and means of enhancing women participation.

Figure 10: Enhancing women Participation
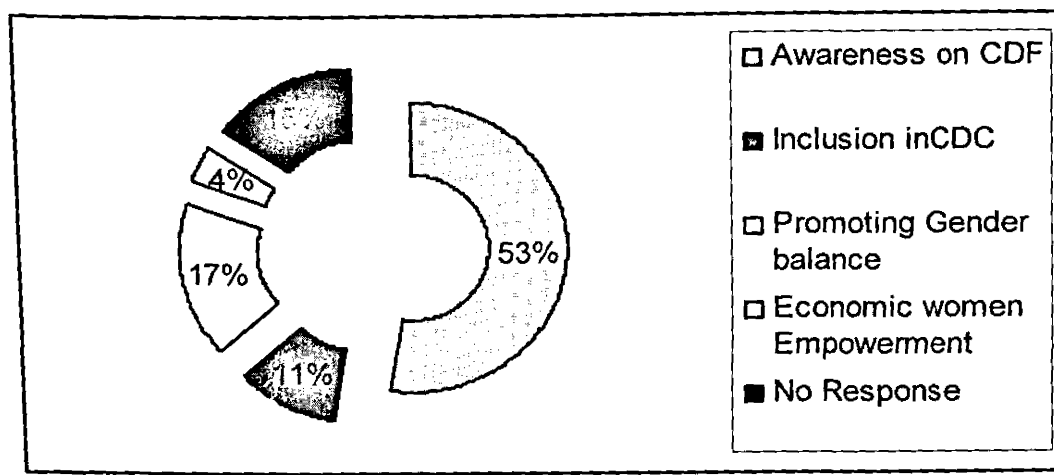
Source: data survey, 2007

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1.0 Summary

This study's main objective was to assess women participation in CDF decision making and their role in project cycle management process in Isiolo South Constituency. Specifically, the study wanted to know community awareness of CDF, and CDF Act, nature and levels of women participation, how CDF projects address the needs of women, and then finally to identify constraints to women participations.

5.1.1 Application of CDF Act in the constituency to enhance to women participation

CDF was particularly established by an Act of Parliament in 2003 to fight poverty at the grass roots. Put differently, CDF was supposed to uplift the standards of people by taking development to the people. People being uplifted are therefore supposed to participate and grow in the process. The CDF ACT made provision to enhance men and women provision. At the grassroot level, the Constituency Development Committee (CDC) is a decision making structure. Two slots have provided for women. In Isiolo South, the two slots have been filled by women as provided by the Act. One woman was appointed to represent youth, making the number of women in CDC three.

The three were handpicked by the Member of Parliament and generally most of the respondent and key informants were not satisfied with this method. The three happen to be his supporters. This study found that there is great disparity between the two genders of women and men female in terms of their participation at Constituency levels

5.1.2 Level and Nature of women participation

The study found that women participation in different levels is very minimal. This only included poor attendance of meetings as well as their dismal contributions of ideas and opinions. The study found that there are very few women in the management of CDF, and this has affected the projects outreach. Even in terms of tendering for projects, women find themselves cut off to qualify for the tenders, mostly due to their appalling economic situations.

In terms of participation in the project cycle processes, women appear nowhere, except being on the receiving end. For the few who happen to participate, they do so on providing required labour on the implementation phase. Women therefore do not give their preferences for development projects because the platform is not flat as it is supposed to be. The study opinions suggested that more women targeted projects are required at Constituency level, as well as inclusion in the Constituency Development Committees (CDC). Put differently, Sensitization of the CDF projects was recommended by respondents so that gender mainstreaming could be realized.

5.1.3 Projects addressing gender needs

On the projects addressing community needs, this study found that school projects were more implemented than any other. Other projects in Isiolo South Constituency were water projects, health centers, roads, cattle related projects and Income generating activities (IGAs). However, the respondents complaints that they were not given an opportunity to suggest their choices for the development projects in the Constituency. They would otherwise have preferred to have Water projects more than the rest to uplift their standard. Others suggested projects would be school infrastructure, animal restocking as well as having health facilities and income generating projects in that order.

5.1.4 Constraints to women participation

Constraints to women participations were found to be enormous in terms of depth. The most reported constraint was the cultural traits that affect almost the rest of women life. The culture of patriarchy in the Borana communities dictates their participation. For instance, women chores at households' level have literary chained them to family boundaries. Women

therefore do not find time to attend to other community matters, leave alone get involved in Political spheres. Compounded to this, ignorance levels on constituency matters are high among the women population. This has made majority of women uninformed and ignorant hence translating to minimal participation. Lack of resources capped these constraints which made any of the women have little access to opportunities in the Constituency. This blocked them from accessing tenders where men dominated a great deal.

Respondents in this study suggested ways and means of enhancing women participation. They recommendations include more awareness creation on CDF and other development projects in the constituency, and promoting gender balance in the development affairs, especially inclusion of more women in the CDC. Others suggested women to be economically empowered to be able to participate in any development agendas.

5.2 Conclusion

This study makes several conclusions. In relation to application of the CDF Act, the MP has implemented it to some extent but he has also used it to gain political mileage. Since there is not a strong monitoring and auditing unit, he does what he wants. The constituents' generally lacks the information on CDF implying that they cannot demand for proper CDF Act application.

Furthermore, The CDF has faced many political issues simmering to the gender levels. In Isiolo South Constituency, politics of the day have pushed women to the peripheries of development platform. More still, their participation is not only hindered by politics of men, but also by the cultural backgrounds that favor men than women

The study also concludes that women awareness of the CDF management, its role and their role in development is very minimal. The fact that many of the women are not given an opportunity to present their opinions and also to get into dialogue with men in the development cycles makes it difficult for women to participate meaningfully. Even where women are able to participate, we can conclude that they do so at very minimal levels.

The study also concludes that project cycle processes at Isiolo South Constituency have male face. Very few or no woman feature in these levels. For some who do so, is because the

projects eventually happen to reach them. These could be school programmes where they teach, or take their children, or health centers where they are the greatest care givers to the children. Others feature water projects for either domestic use, irrigation of watering cattle. In terms of making project decisions, women are literary out of the picture in Isiolo South Constituency as found by this study.

From the above, some general conclusion can made. That the CDF Act in itself further marginalizes women by only providing two slots in decision making structures (CDC). Related is the issue of the CDF which is political and Kenyan politics is male dominated and by default women participation is curtailed as they lack political clout. More still other factors like culture of patriarchy, low level of education, lack of economic resources, religion compounded women problem and reduces further their chances of participation in development. Therefore, though it is desired that participation of women is vital to realize development and feel the development gains of CDF, the women participation in CDF management is minimal. There is need to look holistically at factors inhibiting women participation, and policies and practices made to overcome this challenge through multifaceted approaches.

5.3.0 Recommendations
There is no general recipe to enhance women participation in development programmes. From the case of Isiolo South Constituency however, study makes the following key recommendations:

5.3.1 Policy Recommendation
There is need to repeal the CDF Act to provide more provisions that will enhance women participation in following areas:

1) To reduce the MPs power to make CDF management less political and increase communities' authority. This will provide necessary space for women to participate.

2) Provide more slots for women in the committees, at least 30% that the Government always recommends if not more.

3) Provide details on how to make project gender responsive. While common good projects address gender needs to some extent, gender responsive ones will have more impact on the lives of men, women and children of the community.

4) Make tendering process more women friendly and requirement less stringent so that women can bid in groups instead of individuals.

5) Put in place a strong semi-autonomous monitoring and audit units for checks and balances. This will curtail the excesses found in the CDF management. Recommendations.

6) The process of project identification to be made more participatory.

5.3.2 Other recommendations

1) Community awareness on CDF to be done through workshops, radio programmes, media, and other relevant forms to enhance peoples knowledge of CDF thus contributing to enhanced participation. This can be done by government, and Civil Society Organizations

2) General awareness on women rights to trigger them to be more proactive in matters affecting them. This can also be done by relevant government ministries and CSOs.

3) Provide relevant education for pastoralists' community in generally and women in particular to increase their enrolment and retention in schools hence increase literacy levels. This is a long term investment which will help women to overcome shackles like culture and tradition, and poverty that hinder women participations in development.

5.3.3 Further Research

This research does not exhaust all that is to be studied in management of CDF in terms of gender and development. Most of the issues covered in this research need in-depth research without making sweeping conclusion. It therefore makes a recommendation for further research in the areas of why women participation is not felt even where the numbers are available. More to this would be a research on why women have not been able to cut the 'cultural chains' that prohibit their participation. Also related to this, a research on men dominance in CDF management is deemed necessary to answer the missing link to meaningful women participation in CDF management and development programmes.

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ANNEX 1

QUESTIONNAIRE

Introduction:

My names are Safia Abdi. I am a graduate student at University of Nairobi in the department of sociology. I am currently undertaking a study on women participation in Constituency Development Funds for my masters' project paper. Kindly provide me with honest responses to the questions that I will be asking you. This study will contribute to the knowledge that could be used to improve implementation of CDF which will not only be of benefit to you but other Kenyans. The information provided shall be treated in confidence.

A. Personal data

1. Name...

2. Name of the location/sub location............................

3. Sex: Male.................. Female.........................

4. Age (Tick the appropriate answer) a) Below 18 b)18-30 c)31-40 d) 41-50 e) 51-60 f) Over 61

5. Marital status: a) Married b) Single c) Single d) Widow/Widower e)Divorced f) Separated....

6. Education level: a) Not attended school b) not completed primary school c) Complete primary school d) secondary school education f) Certificate/Diploma g) Undergraduate h) Graduate

7. Occupation; a)Self employed   Yes/No , if yes in which sectors/areas

   ....

   b) Employed Yes/No If yes which profession.

   ....

   B: Awareness of CDF Act provision

   1. Do you know CDF? Yes/No

   2. If yes, how did you get to know about CDF? A) From the area MP b) From Member of CDC, c) from a friend d) from an NGO in the areas e) in a Baraza   f) Others?Specify ....

3. What do you know about CDF (Probe-where does the money come from, what is the role of your MP, your own role, the role of Constituency Development committee, members of these committees

....

....

4. How are the members of CDF committees identified? a) Identified by the MPs and his friends b) Communities.

5. If communities identify the committees, what are the criteria used to identify them? A) By gender b) By clan c) By geographical areas.

6. Are you happy with how the committees were identified? Yes/No, Explain

....

....

7. Have you heard of any complains about CDF management? Yes/No, if yes, which ones?

....

....

.

8. Are you happy with the general management of the CDF? Yes/No,

Explain..

....

9. What can be done to improve your own or communities' knowledge of CDF?

....

....

10. Which provisions can be improved in the CDF Act

C Levels and nature of women participation

1. Are their meetings organized in your location to discuss CDF? Always, Rarely, Not

2. Have you been invited to attend such meetings? Yes/No

3. If yes, how often do you attend? Rarely, frequently.

4. If you rarely attend, what are the reasons?

....

....

5. If frequently, what are the reasons?

   ....

   ....

6. What issues are discussed in such meetings?

   ....

   ....

8. Who are the majority of the participants in such meeting; Women, Men or both and why?

   ....

   ....

9. Are women given a chance to contribute? Yes/No. Why

   ....

   ....

10. If given a chance, are women issues usually considered as important? Yes/No /Why

    ....

    ....

11. Are you a member of CDC? No/Yes .

12. If you are a committee member, how frequently do you attend meetings? Rarely, Frequently and why?

    ....

    ....

13. How do you think your/communities participation can be improved?

    ....

    ....

D) Participation in Project Cycle Processes

1. Do you know what the CDF Acts says about the projects identification and implementation process? Yes/No.

2. If yes, how did you get to know it?

....

....

....

3. Are you satisfied with such arrangement as provided in the Act. Yes/No. And Why.

....

....

4.. a) Have you ever attended meetings to discuss CDF projects in your location? Yes/No.

b) If yes how open and free are the discussions? a) Free b) less involvement of participants c) Few people dominate (probe-who these few people are?)..

....

....

c) If no, how and who identify and prioritize projects? A) The MP in a public gathering or without involvement of the public b) MPs Friends alone/with communities c) NGOs and CBOs in the locality facilitates the processes. D)Other methods/Explain.

....

....

5. Are you involved in the implementation, monitoring and evaluation of projects? Yes/No.

b) If yes what are your roles at every stage ?

....

....

7. Who wins tender for project implementation and why? A) Men b)Women and Why

....

....

How many women have ever won a CDF projects tender in your area? A) None b) one c) more than one, specify.

8. If few women are awarded tenders, why do you think they got it?

....

....

10. What do you recommend to enhance women's participation in projects processes?

....

....

E. Extent of projects addressing the needs of men and women

1. What kinds of projects are implemented in your area?

    ....

    ....

2. Do you think the projects implemented in your locations satisfy your needs as a man or women? Yes/No Why?

    ....

    ....

3. What are your motivations of participating in the project processes?

    ....

    ....

    ..

4. If today, you are given a choice to identify CDF projects, which kind of projects would you identify, and why?

    ....

    ....

F. Constraints to Women's participation

1. Are men and women participating equally in the CDC? Yes/No. And why.

    ....

    ....

2. In the project process, at which stage are women more involved and why? Project appraisal, Prioritization, implementation, monitoring and evaluation

    ....

    ....

    .

3. What are the specific issues that hinder women participation?

....

....

4. How can women participation be enhanced?

....

....

....

ANNEX 2

KEY INFORMANTS/IN-DEPTH INTERVIEW GUIDE

Introduction

My names are Safia Abdi. I am a graduate student at University of Nairobi in the department of sociology. I am currently undertaking a study on women participation in Constituency Development Funds for my masters' project paper. Kindly provide me with honest responses to the questions that I will be asking you. This study will contribute to the knowledge that could be used to improve implementation of CDF, which will not only be of benefit to you but other Kenyans. The information provided shall be treated in confidence.

Thank you for creating time for this session.

A. Personal data

1. Name.................................... Name of the Location/Organization

2. Sex: (a) Male............... Female.....................

3. Age (a) Below 18 (b) 18-30 c) 31-40 d) 41-55 e) 55 and Above

4. Residence in the constituency Yes/No

5. Duration of residence in the constituency a)1 Year b)1-2yrs c) 2-3 Years c) 3-4 Years.

6) Level of education a) Not gone to formal school b) Primary school c) High school d) Certificate/Diploma e) Degree

7) Occupation: ....

Main discussion issues

1. Generally, describe the CDF management structures in Isiolo South Constituency.

2. How were the CDC member identified?

3. How do you describe the compositions- gender, qualifications, and representatives of the CDC?

4. How do you rate CDC members' participation?

5. Specifically how do you rate women participation- in terms of their availability for the meetings and the quality of their contribution?

6. Generally, comment on women participation at both committee and project level.

7. How can women participation in CDF management be enhanced?

8. Explain how are projects identified and implemented?

9. Explain whether the projects are well distributed in the constituency.

10. In your own opinion, are projects addressing the needs of women, men, and children in the constituency?

11. Are the projects addressing poverty issues and in what ways?

12. How do you rate the quality of the projects, and what are the bases of your rating?

13. How do you rate constituency's satisfaction with the projects and the entire CDF management? How can this be improved?

14. In your opinion, what are the achievements and challenges in the implementation of CDF? What are your comments on the performance of CDF in this constituency?

15. How can the weak areas be improved?

16. What are your comments about CDF in general- the CDF Act, its installation within the community, management of the funds, accountability mechanisms, community participation, the role of the MP, and other stakeholders?

17. In relation to women participation, what are your parting shots?

Thank you very much once again for the information you provided. I assure you that this information will be treated with total confidence.