

**BARRIERS TO WOMEN'S PARTICIPATION IN CONSTITUENCY
DEVELOPMENT FUND (CDF) PROJECTS IN KILOME CONSTITUENCY,
EASTERN PROVINCE, KENYA.**

BY

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REQUIREMENTS FOR THE DEGREE OF MASTER OF ARTS IN GENDER AND
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DECLARATION

I hereby declare that this is my original work and has not been presented in other university for award of degree.

Sign  _____

Date 22/11/2011

Colletta Mbithe

This project paper has been submitted with my approval as the university supervisor.

Sign  _____

Date 22/11/2011

Dr. Salome Bukachi

DEDICATION

This work is dedicated to my loving family for all the support accorded in the process of my studies.

ABBREVIATIONS

CDC	Constituency Development Committee
CDF	Constituency Development Fund
CDG	Centre for Governance and Development
CDFC	Constituency Development Fund Committee
CDFNMS	Constituency Development Fund Management Secretariat
CFC	Constituency Fund Committee
DC	District Commissioner
DDO	District Development Officer
DFID	Department for International Development
DO	District Officer
DPC	District Projects Committee
IEA	Institute of Economic Affairs
IIEC	Interim Independent Electoral Commission
KNBS	Kenya National Bureau of Statistics
MP	Member of Parliament
MPND	Ministry of Planning and National Development
NMC	National Management Committee
OSIEA	Open Society Initiative for Eastern Africa
PMCs	Project Management Committee

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ABSTRACT

This was a cross-sectional study on barriers to women's participation in CDF projects in Kilome constituency. The study specifically sought to determine the extent of knowledge of CDF funded projects in Kilome constituency by women, to establish socio-cultural barriers to women's participation in CDF projects in Kilome constituency and to determine economic barriers to active participation of women at large in CDF projects. The study was guided by the social relations approach.

The study used a sample of a 100 respondents randomly selected. Data was collected through survey questionnaires, Focus Group Discussions and Key Informant Interviews. Data collected through survey questionnaires was analysed through SPSS while data gathered from Focus Group Discussions and Key Informant Interviews was analysed thematically.

The findings of the study reveal a high awareness of the existence of CDF amongst the study subjects but low knowledge on the project details such as the amounts of money so far disbursed. Barriers to participation in the CDF activities that are socio-cultural in nature include the perceived inferior status of women in the society, the relegation of women to the domestic sphere rather than be given public positions such as those in the CDF management institutions. The existence of gender-blind policies in the management of the CDF projects at the devolved level is another social factor leading to lower participation of women. The social barriers combine with economic aspects which include lack of strong economic associations for women that improve their management skills in financial affairs.

The study recommends awareness creation on CDF Act provision targeted at women members of the society. This should be done in the local dialect to cater for the low literacy levels identified amongst the women in Kilome constituency. There is need to publicly

display the CDF project information to reveal the statuses of the projects in terms of the amounts of money disbursed and the available participatory avenues for the community by the CDFC. Finally, the CDF national management committee should move an amendment to the CDF act that expressly provides for a proportionate representation of women in each of the management committees for the CDF

CHAPTER ONE

BACKGROUND TO THE STUDY

1.1 Introduction

Kenya has pursued economic development through central planning since independence in 1963. To overcome the distortion in the allocation of public expenditure, a number of decentralization programmes were put into place during the 1960s and 1970s, but without much success as these programs became politicized and the misallocation of resources persisted (Court and Kinyanjui, 1980).

The main benefit associated with a devolved funds structure is economic efficiency, which rests on two assumptions. First, it assumes that a group of individuals who reside in a community or region possess tastes and preference patterns that are homogenous and that these tastes and preferences differ from those of individuals who live in other communities or regions. And second, it assumes that individuals within a region have a better knowledge of the costs and benefits of public services of their region (Burkhead & Miner 1971). Thus, resources devoted for public purposes should be left to the local people to enhance their preferences for public expenditure that optimizes costs which is usually not the case (Boadway & Wildasin, 1984).

The Constituency Development Fund (CDF) was established in 2003 through the CDF

Act in The Kenya Gazette Supplement No. 107 (Act No. 11) of 9th January 2004.

The constituency Development fund focuses on controlling imbalances in regional

development brought about by partisan politics (Mapesa & Kibua, 2006; Kituo Cha Sheria, 2008). The CDF aims at alleviating poverty in constituencies (CBS and MPND, Kenya, 2005). The fund is allocated to community projects to ensure that many people benefit from project activities. Projects to be funded are identified at a location through community meetings according to Section 23(3) of the CDF Act. Identification of projects at the grassroots is aimed at promoting project ownership and enhancing sustainability of projects by using local information (Kenya, 2005).

The CDF targets community-based development projects as a criteria and whose benefits are enjoyed by the community members besides the fund being used in setting up and equipping the constituency offices (IEA, 2006). In this way, the funds seeks to eliminate regional imbalances, improve pro-poor targeting, expand coverage and improve development outcomes by eliciting local people's participation in decision making.

Constituencies vary widely in various aspects that may impact on the efficiency of CDF.

Some of these aspects include size of the jurisdictions, population size, density and diversity, scope of economic activities, degree of urbanization, levels of education, poverty, etc. These diversities are expected to impact on the project choices and the extent to which local communities are involved in decision making and in monitoring expenditures. In essence, constituencies provide a natural laboratory to test functional

theories of community driven development and decentralization. According to Kimenyi and

Meagher, 2004, we should expect to observe systematic differences in the utilization of CDF across constituencies depending on factors influencing citizen demand and characteristics of the constituencies. According to Paul Freire (1972) people will only act on those issues which they themselves have strong feelings.

In CDF, women should be involved in participation and in decision making. CDF guidelines also provide for local participation. In reality though, this has been a major area of concern. MPs have been accused of converting CDF funds into campaign tools. Other accusations are non-inclusiveness of women in the operations of the fund. From those worrying trends and issues of participation, this study sought to investigate the barriers contributing to the low levels of participation by women when it comes to CDF projects.

1.2 Problem statement

The CDF is a decentralized fund conceived in response to the general failure of previous approaches to development planning in Kenya (Mwalulu and Irungu, 2004). It arose out of the concern that previous development funds lacked an appropriate institutional framework and were allocated irregularly, inequitably, were misused and did not achieve their intended objectives (Mapesa and Kibua, 2006).

Evidence on how women are affected by those decentralization policies – and the extent to which they have been involved in shaping the implementation and results of those policies indicates that women still face significant challenges at the local level. However, it is clear that unless decentralization policies include specific measures to mainstream gender, women’s participation in local development processes will remain minimal. Similarly, without such provisions, local plans, budgets and monitoring systems will not adequately reflect women’s interests or priorities. Women’s access to the services that allow them to fulfill their reproductive and productive roles will also remain constrained.

According to Kituo Cha Sheria (2008), effective participation of the communities in the devolved funds has remained elusive due to an array of reasons including inadequate information on the funds, exemption of women in decision process concerning the funds, ineffective coordination of the funds and political patronage of funds coupled with weak legislative regimes and government structures. In order to understand women’s barriers to participation across socio-cultural, economic and knowledge of CDF policy spheres, this study was guided by the following research questions in the process of inquiry:

- i. What is the level of CDF knowledge among women in Kilome constituency?
- ii. What are the socio-cultural hindrances to women’s participation in CDF projects in Kilome constituency?
- iii. What are the economic hindrances to women’s participation in CDF projects in Kilome constituenc

1.3: Objectives of the study

1.3.1: Overall objective

To explore the barriers which hinder women from participating in CDF funded projects in Kilome constituency.

1.3.2: Specific objectives

- i. To determine the extent of knowledge of CDF funded projects in Kilome constituency by women.
- ii. To establish socio-cultural barriers to women's participation in CDF projects in Kilome constituency.
- iii. To determine economic barriers to active participation of women at large in CDF projects.

1.4 Justification of the study

The findings of this study are important in giving information about strategies that can help women play a pivotal role in the management and utilization of CDF in a bid to alleviate poverty. The study findings are important in formulating mechanisms that can be used to put women in the planning and decision making process of the devolved funds in Kenya and CDF in particular.

The study results also serve to add to the academic bank of knowledge on women's participation in development specifically in the projects funded by devolved funds, material which is of significance to the scholars pursuing interest in women and devolved funds.

In case the recommendations of this study are adopted by The Ministry of Regional Development Authorities, they will help to improve the pro-women planning strategies in the decentralized funds which is important in the empowerment strategies.

1.5 Scope and limitations of the study

This study was carried out in Kalanzoni-Kiima-Kiu ward in Kilome constituency in Eastern Province. It mainly focused on the women in the ward in regard to their participation in CDF funded projects and the barriers that hinder them from participating actively in these projects. Specifically, the study looked into the socio-cultural, economic barriers to women's participation in CDF projects alongside the knowledge of CDF policies among women in Kilome constituency. This is because many people in this community and women in particular, do not participate actively in CDF projects due to lack of knowledge of the CDF and other issues like the prioritization of the family upbringing.

The study only employed a small sample that cannot be generalised to present the situations of women across the country with respect to barriers to participation in CDF projects.

1.6 Definition of key terms

Women: all registered female voters residing in Kilome constituency

Participation: involvement of the community in the CDF projects in the identification, prioritization and management of the fund projects

Barriers: socio-cultural backdrops faced by women in participating in participating in the CDF projects

Empowerment refers to increasing the spiritual, political, social, or economic strength of individuals and communities. It often involves the empowered developing confidence in their own capacities.

Projects: are collaborative enterprises, frequently involving research or design, that are carefully planned to achieve a particular aim

Hinder: to interfere with an action in progress

The Constituency Development Fund (CDF) Funds established by an act of Parliament (CDF ACT) in 2003 to ensure that 2.5% of the government annual revenue is devoted and channelled directly to the constituency level to support development projects as identified and prioritized by members of that particular constituency.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

In this chapter, literature has been reviewed according to the objectives of the study in order to dig out the participation of women in devolved funds and CDF in particular. The literature was reviewed across CDF knowledge, the socio-cultural barriers and the economic barriers to women's participation in development. Participation of women in development and their empowerment has also been reviewed in this chapter. Finally, the chapter has presented the assumptions and theoretical framework that guided this study.

2.2: CDF as a decentralized fund in Kenya

2.2.1 The emergence of CDF as decentralized fund in Kenya

The history of decentralization in Kenya dates back to independence in 1963. At independence, the government started a form of devolution commonly known as *majimbo*, which granted significant recognition and responsibility to the regions (Ogutu, 1989). The system granted power to the Local Authorities to collect taxes and gave them responsibility for the maintenance of schools, health facilities and minor roads. With the merger of the then opposition party (Kenya African Democratic Union – KADU), who were the proponents of *majimbo* in 1964 with Kenya African National Union (KANU) which was the ruling party, the centralized system of government was entrenched. Development committees were established at provincial and district levels to facilitate coordination of development activities and provide assistance in terms of decision making (Kenya, 1965).

The government through *Sessional Paper No. 10 of 1965 on African Socialism and its Application in Planning* established the principle of a State directed development process and decentralization of planning based on local inputs as a means of improving socio-economic well being of the rural community (Kenya, 1965). In 1971, Kenya initiated integrated decentralized planning under Special Rural Development Programme (SRDP) that was managed by the Ministry of Finance and coordinated by the National Rural Development Committee (NRDC). The programme was implemented in areas chosen to cover a cross section of the nation. SRDP was focused at the sub-district level (that is, the division), covering six rural administrative divisions as an experiment on decentralization with the primary objective of increasing rural incomes, employment and welfare (IDS, 1973). Organizational and sectoral coordination were given attention in both planning and implementation. As with many pilot programmes, a major problem proved to be the conflict between the desire for establishing viable programmes, which could be replicated through the country, and the pressure to create individually successful programmes which were not transferable because of high costs (IDS, 1973).

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The Government reiterated its commitment to rural development in *Sessional Paper No. 4 of 1975 on Economic Prospects and Policies* when it stated that 'there would be more emphasis on rural development'. Some of the initiatives started in the SRDP were amplified in this Sessional Paper. For instance, the Sessional Paper stated that in order to support the expanded agriculture programme, emphasis on road building would be shifted from expensive major roads to access and feeder roads in rural areas.

In addition, since the late 1970s and early 1980s, six Regional Development Authorities (RDAs) have been established with a common mandate to plan and coordinate the implementation of regional development activities, ensure mobilization of resources and promote regional socio-economic development through integrated planning and management. They are meant to ensure equitable development based on natural resource endowment of each of the six regions. However, because of the integrated and multi-disciplinary nature of their activities, they are characterized by duplication of functions with other development players. At the district level, they often lack adequate funding and this affects their operations. For a long time, they operated without a concise National Regional Development Policy and framework for community participation in project identification, prioritization, implementation, monitoring and evaluation.

As an outgrowth of the SRDP experiment, the government, in July 1983, attempted to extend decentralized development to all districts in Kenya through the adoption of a District Focus for Rural Development Strategy (DFRDS). Opon (2007) notes that DFRD had five broad objectives:

- Broaden the base of development by moving most decisions on planning and management of district specific projects close to the point of implementation;
- Encourage local participation so as to improve problem identification;
- Effectively mobilize and utilize resources;
- Remove delays in decision-making and speed up project implementation; and
- Increase coordination and sharing of development resources between various partners and enhance utilization of local resources.

The financing mechanism of decentralized development in Kenya has been evolving over the years. It dates back to independence when the then form of devolution commonly known as *majimbo* was operative. Since independence in 1963, the Kenyan government has formulated an array of decentralization programs. Among them are the establishments of District Development Grant Program (1966), the Rural Works Programmes Grants in 1974 to provide discretionary funds outside ministries' budgets for small labour-intensive locally defined projects (Bagaka, 2008). These two financing mechanism latter combined to form *Rural Development Fund* (RDF).

It is from the above background that in 2003 the Constituency Development Fund (CDF) was created. The CDF was established through an act of parliament with the aim of ironing out regional imbalances brought about by patronage politics by providing funds to parliamentary jurisdictions (constituencies). However, there are other decentralized funds targeting to address regional disparities. These include: Local Authorities Transfer Fund (LATF) and Roads Maintenance Levy Fund (RMLF), among others. All these funds started over the last decade are based on various legal frameworks and managed by various government agencies (Bogaka, 2008).

It is from this background that in 2003 the Constituency Development Fund (CDF) was created. The CDF is a program that was established in 2003 through an act of parliament with the aim of ironing out regional imbalances brought about by patronage politics by providing funds to parliamentary jurisdictions (constituencies) to fight poverty. The program was designed to fight poverty through the implementation of development projects at the local level and particularly those that

provide basic needs such as education, healthcare, water, agricultural services, security and electricity.

The CDF program comprises of an annual budgetary allocation equivalent to 2.5% of the total national revenue, though the Kenya parliament recently passed a motion to increase the fund to 7.5% of the total national revenue. Allocations to the 210 parliamentary jurisdictions are clearly spelled out in the CDF Act, where 75% of the fund is allocated equally among all 210 constituencies. The remaining 25% is allocated based on constituency poverty levels, population size and the size of the constituency. A maximum 10% of each constituency's annual allocation is used for education bursary schemes, 3% for administration and 5% for rainy day fund for each constituency.

The literature on decentralization on the other hand, points out that decentralization involves the establishment of an arena of decision making that lies outside the influence of the central government in which the central government delegates some of its power to local or regional administrators which carry out certain functions on their own (Kalaycioglu, 2000). In his view, Smith (1985) sees decentralization as the delegation of power to lower levels in a territorial hierarchy whether the hierarchy is one of governments within a state or offices within a large-scale organization. Further, Smith notes that decentralization can occur in all geographical areas such as neighborhoods, field personnel in the area of central departments or within a large organization.

From a fiscal perspective, decentralization refers to a set of policies designed to increase the revenues or fiscal autonomy of sub-national governments (Falleti, 2005). Tanzi (2000) notes that fiscal decentralization exists when sub-national governments have powers given to them by the constitution or by legislative laws, to raise some taxes and/or carry out spending activities within clearly established legal criteria.

According to Rondinelli and Nellis (1986), decentralization can take three forms: de-concentration, delegation, and devolution. Under de-concentration, the central government shifts some tasks to the local administrative units without allowing local discretion. Under delegation, local jurisdictions have a certain degree of discretion in the provision of public services, but they still follow the central government's directions and requests.

Under devolution, local jurisdictions are independent decision makers that respond to their residents' preferences and needs in the provision of public services (Kwon, 2003). Though none of these three designs works better than the other in terms of satisfying people's needs, scholars agree that different decentralization designs produce different outcomes depending on the existing political and economic institutions in a country (Kumar, 2006). Thus, the "success" of any fiscal decentralization design can be argued to be context dependent and an acceptable criteria for judging success of any fiscal decentralization design, is on how well it serves the presumed national policy objectives.

2.2.2 Knowledge of CDF among people in Kenya

According to a survey by IEA (2006), awareness of the existence of the CDF was quite high among communities, with 85% of those interviewed stating that they were aware of its existence and the same proportion was of the opinion that the CDF were community owned. However, only 21% were aware of the CDF regulations that guide its operations. Community members did not know much about some specific issues concerning the CDF.

However, 76% of the respondents were aware of the status of projects, 28% on project costs and 21% on disbursed amounts. It appears that from a gender perspective, the general level of knowledge of CDF and related issues was higher among males than females. Committee members were more aware on the existence of CDF and its issues than community members.

Discussions with beneficiaries in a series of focus group discussions (FGDs) revealed that

CDF is generally well known in many communities. The majority of CDF projects originated from grass root level (location level) with the aim of addressing the most urgent community needs, for instance provision and improvement of learning/educational facilities in schools, access to water for both domestic and livestock consumption and accessibility to affordable health care among others (IEA, 2006).

A high level of awareness was attained through a number of ways including, community meetings such as *barazas* in Isiolo and through community involvement

in the CDF projects in Mwea. It was also mentioned in one of the constituencies that the CDCs educated the community groups, such as, the youth, elderly, women groups on the provisions of the Act (IEA, 2006).

Low awareness by community members and fund managers of their roles and responsibilities in the governance of funds has contributed to poor performance and in some cases a complete failure of the funds (KIPPRA, 2008). Low participation, particularly for marginalized groups, results in poor prioritization of projects and exclusion. The criteria for allocating secondary education bursary fund, for example has been found to be unfair to orphans, whose multiple roles undermine their academic performance (IEA, 2006). Moreover, no mechanisms exist to deal with projects such as roads, water systems, and schools that may cut across constituencies entailing shared benefits.

There are also reported instances of a single project claiming support from different funds, with no checks to prevent 'double' accounting resulting into embezzlement of the public funds (KIPPRA, 2008). Finally, there are challenges to ensuring that all decentralized funds reach all parts of the district or constituency in adequate quantities, and that all funds allocated are actually utilized instead of being returned to the source while there exists development needs.

Generally, community awareness and involvement in devolved funds has been low, and the funds are seen to have had little impact on the quality of life of the population, partly due to inadequate allocations (Kituo Cha Sheria, 2007). Communities have questioned the various processes in identification and implementation of projects, as

well as the monitoring and evaluation of projects and funds, and have expressed concerns about accountability and transparency.

There is a great deal of work to be done to educate communities on their roles in development through devolved funds and of the various funds decentralized to ease access for local planning by the local people (KIPPRA, 2008). This study by KIPPRA (2008) further points at little education and information about the funds, the procedures for application and use of the allocated funds; and inadequate training for the managers and community organizations on the procedures for utilization of the funds.

2.2.3 Projects Funded by CDF and Project Selection

CDF according to the Act (2003, 2007) is supposed to fund projects that benefit the community at large, such as construction of schools and health centre buildings, water projects, roads, chiefs' offices, and police posts. The training of CDF committee members can also be supported by CDF (OSIEA, 2008). After the 2007 Amendments, the Constituency Development Fund Committee (CDFC) can now acquire land and buildings, although all assets remain the property of the CDF Board (CDF Act, 2007).

CDF does not fund private enterprises, merry-go-rounds, religious and political organizations and activities, and recurrent costs. Of the funds given in a single year, CDF now sets aside money for the following: Constituency Development Fund Committee administration, including rent, salaries of full time staff, Constituency Development Fund Committee allowances, office expenses, etc. 3% for Constituency

Development Fund Committee vehicles and equipment; up to 2% for sports activities (does not include cash awards but includes recurrent expenses). Up to 2% on Monitoring and Evaluation expenses up to 2% on environmental activities, 5% Emergency (this money remains unallocated in the constituency

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account and is only to be used for emergencies such as building or repairing bridges after floods, repairing school buildings that have collapsed due to extreme weather, buying food during times of drought, etc). Up to 15% may be allocated to bursary (including fees for mocks and continuous assessment exams) (CDF Act, 2007).

All CDF allocations must be reflected on the Second Schedule, and detailed in the Third Schedule. The total number of projects in any given year must be more than 10 and must not exceed 25 (Kenya, 2007).

2.2.4 Management of the CDF

The CDF Board administers the CDF at the national level while the District Project Committees (DPC) and the Constituencies Development Fund Committee (CDFC) manage the fund in constituencies (Kenya, 2007). The CDF board consists of a chief executive officer approved by parliament, permanent secretaries of finance and planning, the attorney general, the clerk of the national assembly and other professionals appointed by the minister for planning. The board examines and approves project proposals, disburses funds to constituencies, evaluates and takes action on complaints and disputes emanating from the operations of the CDF (Kenya, 2007).

The CDFC is made up of the elected MP, two councillors, one district officer, two religious organization representatives, an NGO representative, and a Constituency Fund Account Manager. The CDFC receives priority projects from locations and decide those to be funded, allocates funds to these projects, communicates information about CDF projects in constituencies and monitors and evaluates projects that are funded (CDFMS, 2007; Kenya, 2003, 2007). The CDF account managers are the custodians of all assets and liabilities in the constituencies. The managers countersign all payment vouchers, prepare and maintain accounting documents and keep all records relating to the fund at the constituency. In addition, the account manager co-ordinate the implementation, monitoring and evaluation of CDF projects; prepare community action plans, budgets, strategic plans and collaborate with the development partners in the district to avoid duplication and overlaps in project planning and implementation (Kenya, 2007).

The CDFC works with the District Project management committee (DPC) which is composed of MPs, mayors/chairs of local authorities, the District Commissioner (DC), District Development Officer (DDO), a community representative, District Accountant and District Heads of relevant departments. The role of the DPC is to countercheck project proposals put forward by the CDFC in the district in order to avoid duplication and coordinate the implementation of funded projects together with the CDF account managers.

An elected MP constitutes and convenes the CDFC according to the provisions in the CDF Act (2003, 2007). The MP also renews or replaces members of the

CDFC after three years, the stipulated time or whenever a vacancy arises. According to the CDF Act, MPs should convene consultative meetings at each location of the constituency at least once every two years to generate development projects priority list for funding, chair the CDFC, and represent the constituency in the DPC (Kenya, 2007). The MPs also submit approved projects in their constituencies to the CDF Board (Mwalulu and Irungu, 2004).

2.3 Barriers to women's participation in Development

2.3.1 Socio-cultural barriers to women's participation in development

Various theories have been used to contextualize the gender inequality aspect. This ranges from socialisation theory to hierarchical gender prescriptions. Risman (1998) identified three distinct theoretical traditions that help understand sex and gender. The first difference focuses on gendered-selves, that is, whether sex differences are due to biology or socialisation. This focus is on the individual level of analysis encompassing social identities in which case men mature to be competitive and work oriented while women mature to become nurturing, person oriented and child-centered. In terms of gender, the socialisation theory suggests that children are taught to behave a certain way according to their sex. Boys are taught to be masculine and girls to be feminine. For example, parents will often buy boys trucks or army toys and for girls, they will buy dolls and playhouse sort-of toys.

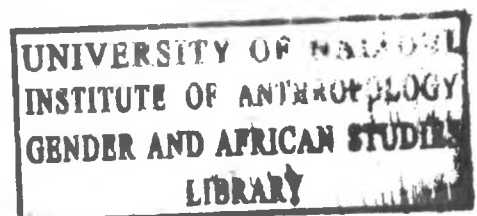
According to Risman (1998), the second tradition focuses on how social structure creates gendered behaviour. This approach argues that men and women behave differently because they fill different positions in institutional settings, work organisations and families, that is, they take on different gendered roles.

A third theoretical underpinning is the interaction perspective, which emphasises contextual issues such as cultural expectations and taken-for-granted situational meanings. According to Risman (1998), this concept implies that an individual is expected to create differences that are neither inevitable nor essential. This argument finds support in similar studies in which case there is often less than efficient investment in girls because the returns are perceived to accrue to another family after marriage (Dollar and Gatti, 1999).

The hierarchical view expounds on gender inequalities and their linkages to development.

Sen (1999), equated development to freedom, in which case Gross Domestic Product (GDP) is not an ultimate goal but rather the freedoms associated with it: freedom to exchange goods and labour, freedom to make choices and influence one's life, freedom to live longer, and freedom to choose to get education. Based on this context, restrictions on owning property, saving or borrowing, or making labour contracts would qualify as disincentives to growth, while freedom to exercise these activities would be associated with economic growth. Thus, gender inequality, considered as a hierarchical view of gender relations, with men above women, and women regarded as inferior and less valuable by virtue of their sex, is growth retarding (Mikkola, 2005). The argument is that gender equality expressed in an equal valuing and provision of opportunities for both genders enhances development in all spheres.

Mikkola (2005) further argues that Gender hierarchy shows in family, inheritance laws and customs, valuations of women's work as opposed to men's work, and the power to make decisions in society, family, church and social networks. It shows in



the opportunities available for development, education, health and nutrition. It shows in violence and in general invisibility of the women's work. The hierarchy is generally acceptable by both genders, and is not normally questioned. It is general enough to apply across nations, cultures and time periods with the underlying presumption that changes in the status of women will become apparent in development only over a longer time period.

There is also mounting empirical evidence indicating that women as political decision makers make different choices than men do. According to Chattopadhyaya and Duflo (2001), who collected data on both men and women councillors in India, women invest more in infrastructure relevant to them, like water, fuel, roads, while men who have access to good paying jobs invest more in education with a preference for boys. The different choices women in leadership make also explain why higher rates of female participation in Government is associated with lower levels of corruption (Dollar et al., 1999).

Previous studies both in developed and developing countries show that a girl's education is important for the welfare of the family and future development. Most of the empirical studies as summarised in Schultz (2002) indicate that increased schooling of the mother is associated with better development specifically in reproductive healthcare.

2.3.2 Economic barriers to women's participation

Women play a central role in employment promotion and economic growth (ILO 2007).

Besides the usual gender problems in the area of employment where women are usually situated in low-paid jobs, they are also discriminated against in terms of career advancement. Holding household and business responsibilities may be limited for women. Other barriers may include *inter alia* the country's economic conditions, the prevalence of gender-blind legislation, a weak institutional mechanism for promoting women, limited access to resources, lack of entrepreneurial education and training, lack of business networking among women, etc. Reducing women's barriers to market access, improving their position within the value chain and enhancing their productivity is likely to benefit local, national and regional economies as well as households (OECD, 2006).

African women's fundamental contributions in their households, food production systems and national economies are increasingly acknowledged, within Africa and by the international community. This is due, in no small part, to African women's own energetic efforts to organize, articulate their concerns and make their voices heard. At both grassroots and national levels, more women's associations have been formed during the 1990s, taking advantage of the new political openings to assert their leadership roles (Manuh, 1998). They are also pressing for an expansion of women's economic and social opportunities, and the advancement of women's rights. By improving their own positions, they are simultaneously strengthening African society as a whole, as well as enhancing the continent's broader development prospects.

But women in Africa continue to face enormous obstacles. The growing recognition of their contributions has not translated into significantly improved access to resources or increased decision-making powers. Neither has the dynamism that women display in the economic, cultural and social lives of their communities through their associations and informal networks been channeled into creating new models of participation and leadership.

According to WEDO (1997) many rural and urban women belong to women-only mutual-aid societies, benevolent groups in churches, cooperatives and market women's groups. Some of these groups allow women to pool resources to reduce their workload and to invest in savings societies or cooperative ventures. Cooperative societies have provided women access to resources, for example, the Corn Mill societies in Cameroon, the "Six S" associations in Burkina Faso and the General Union of Cooperatives in Mozambique, which supplies most of Maputo's fruits and vegetables. In Benin only 8 per cent of rural women belong to formal cooperatives, but an estimated 90 per cent participate in traditional women's savings and credit groups. Informal rotating credit associations in Ghana, Tanzania, Gambia and Zimbabwe have been used by the estimated 25 per cent of economically active women in the non-agricultural informal sector to invest in businesses and farms, home improvements and school costs for their children.

While today women rarely have the same access to resources as men, in the past some resources were available to them, especially land. Wives in many societies were not fully economically dependent upon their husbands. Women had their own age-grade associations and leaders and wielded power in spheres regarded as exclusively

feminine, guaranteeing them some leverage in political processes and allowing them to negotiate with men. Through their involvement in the birth and care of children, some women developed extensive knowledge of herbs and healing powers and had important religious roles and achieved fame and recognition.

Women's power and spheres of influence largely disappeared under the impact of colonialism and external religions, which upset existing economic and social complementarity between the sexes. New "customary" laws on marriage created in response to men's anxieties about the independence of women transformed the previously fluid and negotiable relations between them into rigid duties and obligations of wives and women (OECD, 2006). Women came to be regarded as primarily dependent on men, making it unnecessary to plan and provide for their needs; they were to work in the fields and home to produce food and other crops to support their men, who worked in visible, documented activities. Finally, the introduction of new forms of marriage that granted enhanced property and inheritance rights to a minority increased the dependence of the majority of African women on men.

2.3.4 Women's participation and empowerment

Empowerment has been used to represent a wide range of concepts and to describe a proliferation of outcomes. The term has been used more often to advocate for certain types of policies and intervention strategies than to analyze them, as demonstrated by a number of documents from the United Nations (UNDAW 2001; UNICEF 1999), the Association for Women in Development (Everett 1991), the Declaration made at the

Microcredit Summit (RESULTS 1997), DFID (2000), and other organizations. Feminist activist writings often promote empowerment of individuals and organizations of women (Sen and Grown 1987; Jahan 1995; Kumar 1993) but vary in the extent to which they conceptualize or discuss how to identify it.

Another line of thought in development promotes social inclusion in institutions as the key pathway to empowerment of individuals and has at times tended to conflate empowerment and participation. Capitalism, top-down approaches to development, and/or poverty itself are seen as sources of disempowerment that must be challenged by bringing “lowers”—the poor and disenfranchised (Chambers, 1997) into the management of community and development processes. The growth of civil society and participatory development methods at both macro and meso-levels of society are usually proposed as the mechanisms by which empowerment takes place (Friedmann, 1992; Chambers, 1997). For example, Narayan et al. (2000a) focus on state and civil society institutions at both national and local levels, including informal institutions such as kinship and neighbourhood networks.

Institutions at the micro level, such as those of marriage and the household, are not considered part of the state or of civil society, but interpersonal gender dynamics within the household are considered part of the equation of social exclusion and in need of directed efforts at change. Bennett (2002) has developed a framework in which “empowerment” and social inclusion are closely related but separate concepts. Drawing on Narayan (2002), Bennett describes empowerment as the enhancement of assets and capabilities of diverse individuals and groups to engage, influence and hold accountable the institutions which affect them. Social inclusion is defined as “the

removal of institutional barriers and the enhancement of incentives to increase the access of diverse individuals and groups to assets and development opportunities. Bennett notes that both of these definitions are intended to be operational, and describe processes rather than end points.

The empowerment process, as she characterizes it, operates from below and involves agency, as exercised by individuals and groups. Social inclusion, in contrast, requires systemic change which may be initiated from above. As Narayan (2002) and Ravallion and Chen (2001, in their discussion of pro-poor growth) also argue, systemic change is necessary to sustain empowerment over time. It is through the process of social inclusion that the rules of the game are modified and institutions transformed so that economic growth is widely shared. Bennett argues that the distinction between empowerment and social inclusion is important because the World Bank's comparative advantage is at the system or policy level

In general, women do not take a central place in much of the literature on social inclusion or empowerment. While clearly, the broad reference to empowerment as the expansion of freedom of choice and action, as articulated in the World Bank's Sourcebook on Empowerment and Poverty Reduction, applies to women as well as other disadvantaged or socially excluded groups, it is important to acknowledge that *women's* empowerment encompasses some unique additional elements.

First, women are not just one group amongst several disempowered subsets of society (the poor, ethnic minorities, etc.); they are a cross-cutting category of individuals that overlaps with all these other groups. Second, household and interfamilial relations are

a central locus of women's disempowerment in a way that is not true for other disadvantaged groups. This means that efforts at empowering women must be especially cognizant of the implications of broader policy action at the household level. Third, several of the authors whose work we review in this paper argue that women's empowerment requires systemic transformation in most institutions, but fundamentally in those supporting patriarchal structures (Kabeer 2001; Bisnath and Elson, 1999; Sen and Grown 1987; Batliwala, 1994).

2.3.5 Typologies of participation

Typologies of participation refer to different ways in which participation is conceived and is seen to take place in a particular context. The typologies are seen in terms of levels, types or forms of participation. These levels and forms are distinguished based on the distribution of decision-making authority between interventionist and beneficiaries in the key functions of development planning (Leeuwis, 2000). People apply forms of participation differently, which in turn shapes the scope and effectiveness of development projects (Cornwall, 2000). Levels of participation discussed in this section are information transfer, consultative participation, material motivation, functional participation, interactive participation and self-mobilization. These levels are significant in terms of how they enable people to participate in development projects, and whether they are able to reach the poor.

Information Transfer involves a process in which a development agency simply informs intended beneficiaries about project to be implemented. Decision about projects and their implementation are usually made by a development agency without involving the people concerned. Thus, in this form of participation, people are involved by merely listening to a development agency regarding what has already been decided on ,or what has happened (Pretty, 1995). Since information flow and control are both in a downward direction ,the information being shared belong to external agencies (Lane, 1995). Evidently, since decision-making and control are located elsewhere, this form of participation does not offer the people concerned power to prioritize their needs in project matters affecting them.

Optimum participation which indicates the need to focus closer attention on different contexts and purposes in order to determine what level of participation makes sense. Paying closer attention to who actually participates in participatory initiatives and who does not, either through exclusion or self-exclusion (Mikkelsen, 2005). It may also help determine strategies to optimize the difference externally initiated participation can make to the lives of the poor and excluded (Cornwall, 2000).

Manipulation occurs in the form of pretence of participation, but no real power, e.g. to people's representative on a board or a committee, who are outnumbered by the external agents. In this case, participation is a new and more subtle form of manipulation (Rahmena, 1992).

Consultative Participation occurs where efforts are made to understand a community's opinions, feelings, beliefs, and perspective. People participate by

answering questions while experts define problems through information gathering (Pretty, 1995). Although information flows are more equal with the agency often making use of local knowledge, control is still from the top down (Lane, 1995). Moreover; an external development agency is not obliged to modify projects or programs in the light of people's concerns. Thus the positioning of control at the top may constrain the opinions of the poor from influencing decisions.

Material Motivation occurs where people are involved in a project in exchange for money or payment of some sort. Under this approach, people at times participate by contributing resources, but they are not involved in any other way (Pretty, 1995). Seeking participation through material motivation can negatively affect long-term sustainability of a project. This is because it tends to create dependency on outside resources, and people may not support projects when incentives end. Furthermore, this approach does not address the multidimensional nature of poverty. This form of participation is often evident in some development programs where the government provide subsidies in an attempt to cushion the poor. However, the target groups are largely limited to those who can afford to contribute, leaving out the various segments of the poor.

Functional Participation occurs where beneficiaries play an active role in a particular activity only. Participation is seen as a means to achieve project goals and people may actively engage here in some of the decision-making; but only after the major decision have already been made (Pretty, 1995).

Beneficiaries are not, however, given any real power to make actual changes to plans already prepared by development agencies. Instead, they simply work in the implementation process with only minor changes to details, if any. This approach resembles some harambee projects where local community members are required to participate by contributing money, labour, and time to implement community projects. Such projects based on cost-sharing arrangement may actually increase inequality among community member, because the contributions required do not take into account varied capabilities of community members to contribute to development processes. In particular, this form of participation does not recognize different categories of poor people and socio-economic dynamics of the community members.

Interactive Participation is where the beneficiaries play an active and direct role in project planning. It occurs where a group is involved in decision-making, from the assessment phase through monitoring to evaluation. People participating in joint analysis, development of action, plans and formation or strengthening of local institute (Pretty, 1995). Under this approach, the people affected by a development project also determine how available resources are used. It enjoys two-way goodwill and cooperation processes, which allow people to take control and development a stake in maintaining projects. People's needs are considered first and participation is not seen as a way to improve projects, but as an empowering process. This type of participation has the potential opportunities to the powerless people to make decisions that improve their livelihoods.

Under *Self Mobilization*, people initiate their own projects. Usually, a community controls decision-making and rallies on its own resources and members for support. In some cases, external development agencies facilitate and support people's effort to carry out their projects. People may contact external institutions for guidance and resources, but they decide how these resources are utilized (Pretty, 1995). Both information and control flows are primarily upward from a community to an agency (Lane, 1995). This form of participation has the potential to empower the community to have a voice in development projects.

This study emphasizes interactive participation where beneficiaries are involved across the

stages of project design through management to monitoring and evaluation processes.

When this participation mode is adopted, more women could play significant roles in the execution of CDF projects.

2.4 Theoretical framework

2.4.1 The Social relations framework

The social relations framework originated with academics led by Naila Kabeer (1994). The framework aimed at analysing the existing gender inequalities in the distribution of resources, responsibilities, and power; relationships between people, their relationship to resources and activities, and how they are reworked through institutions and emphasised human well-being as the final goal of development.

The framework is based on the idea that the aim of development is human well-being, which consists of survival, security and autonomy. Production is seen as oriented not just to the market, but also to human well-being, including the reproduction of human labour, subsistence activities, and care for the environment.

Poverty is seen to arise out of unequal social relations, which result in unequal distribution of resources, claims and responsibilities. Gender relations are one such type of social relations. Social relations are not fixed or immutable. They can and do change through factors such as macro changes or human agency. Social relations include the resources people have. The poor, especially poor women, are often excluded from access and ownership of resources, and depend upon relationships of patronage or dependency for resources. Development can

support the poor by building solidarity, reciprocity and autonomy in access to resources.

Institutions ensure the production, reinforcement and reproduction of social relations, and, thereby, social difference and inequality. Gender inequality is reproduced, not just in the household, but through a range of institutions, including the international community, the state and the market. Institutions are defined as distinct frameworks of rules for doing things and organisations as the specific structural forms that institutions take.

Gender analysis therefore entails looking at how institutions create and reproduce inequalities. There are four key institutional sites: the state, the market, the community and family/kinship.

2.4.2 Relevance of the theory to this study

The framework addresses gender inequality and unequal power relations between men and women. These relations when reproduced are biased towards the allocations and assigning of responsibilities within CDF projects.

Gender relations and poverty feed off to affect how women can effectively partake in the CDF projects since they interact with socioeconomic abilities of women and their probable input in the CDF activities.

Socially, men are more endowed than women thus they have an upper hand in CDF projects' input in CDF projects since the CDF institutions in the constituency have reproduced and reinforced gender inequality hence negatively affecting the input of women in its projects.

Assumptions of the study

Pursuant to the problem statement of this study, the formulated research questions and objectives, this study adopts the following assumptions to guide its process of inquiry:

- i. Women in Kilome constituency have low knowledge on CDF policies
- ii. There are socio-cultural barriers to women's participation in the CDF projects in Kilome constituency
- iii. Economic barriers hinder women's participation in CDF projects in Kilome constituency.

CHAPTER THREE

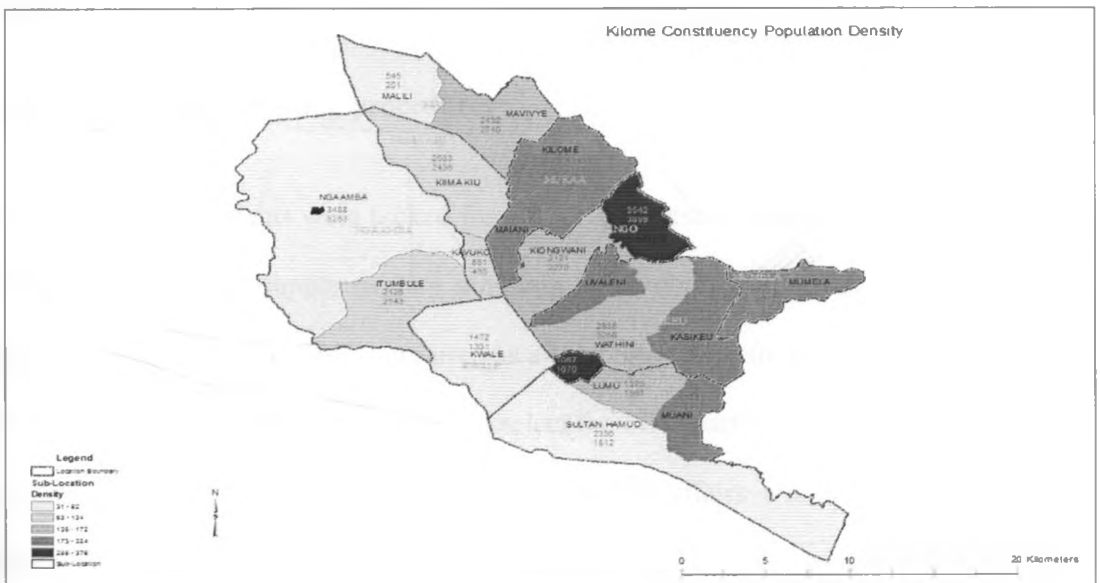
METHODOLOGY

3.1 Introduction

This chapter presents the context within which the study was conducted. It gives a description of the research site, the study design, population and units of analysis, sampling procedures and sample size. The chapter finally looks at methods of data collection and analysis and ethical considerations that guided this study.

3.2 Study Site

Kalonzoni ward is in Kilome constituency, Mukaa District, Eastern Province (KNBS 2009) as indicated on figure 3.1 below. Education standards are generally low amongst women in the area compared to males. There is overreliance on subsistence farming and sand harvesting amongst males as the mainstream economic activities. Women are generally confined in the domestic sphere.



Source: District Development Plan (2008).

3.3 Study Design

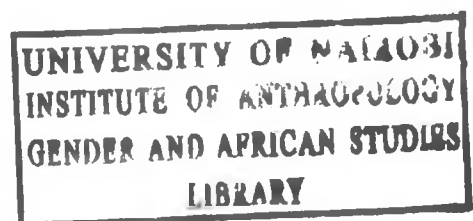
This study utilised cross-sectional descriptive design which combined both quantitative and qualitative methods to guide the exploration of women's participation in the engagement in the CDF projects in Kilome constituency. Data was collected through survey questionnaires, Focus Group Discussions and Key Informant Interviews. Data collected through survey questionnaires was analysed through SPSS while data gathered from Focus Group Discussions and Key Informant Interviews was analysed thematically.

3.4 Study Population and unit of analysis

The study population included all registered voters in Kilome constituency. There are approximately 34,794 (IIEC 2010) registered voters in Kilome constituency. The unit of analysis was the individual voter, defined as any person who resides within Kilome constituency and is registered as a voter in that constituency.

3.5 Sample size and sampling procedures

A total of 100 respondents were picked for the survey questionnaires drawn from the three locations through simple random sampling in the constituency. The 2010 IIEC voters' registers in the locations were used as a sampling frame for the respondents to this study. Purposive sampling was used to select the FGD participants based on their locations within the constituency and knowledge in CDF affairs; a total of six (6) key informants were purposively selected given their professionalism and knowledge of CDF in the constituency at large.



3.6 Methods of data collection

3.6.1 Survey

Structured questionnaires which were filled by the respondents were administered during the study period with the help of research assistants. The questions were translated to Kamba language and Kiswahili to allow for understanding amongst majority of illiterate residents. The questions in the questionnaires were both open and closed ended to allow for quantification and qualification of the data collected (Ritchie, 1994). The survey questionnaires were helpful in generating information on the knowledge on CDF policies and operations among women in Kilome constituency. A total of 100 structured interviews were conducted through the survey questionnaire (Appendix 1).

3.6.2 Focus group discussion

Focus group discussion is a discussion where participants discuss ideas, issues and information among themselves under general supervisor or moderator. This method is important because it allowed the discussants to fully participate in the discussion. The method also provided a forum to explore perceptions and opinions on community knowledge on CDF policies, cultural and economic barriers to women's participation in CDF projects. Four FGDs were carried out in this study, two with women and another two with men all of whom were registered voters and had resided in the area for the last one year.

FGD are important in stimulating new perspectives and ideas among discussants. FGD is also an important method in eliciting complementary views and opinions (Rudqvist, 2001).

A discussion guide for focus group discussion (Appendix, ii) was used. The FGD conducted assisted in verification of information obtained from the structured questionnaires.

3.6.3 Key informant interviews

Key informants are people believed to be knowledgeable on the topic under investigation (Nkwi et al, 2001). Key informant interviews were carried out with six (6) people who included: the MP as the CDF chair, the chairperson of the Location Development Committee, one chairperson of project committee, the District Planning Officer (DPO), the District Officer (D.O) and NGO representative in the CDFCC. These key informants were purposively chosen on the basis of their positions and knowledge in the community. The key informants gave insights into the roles of the main actors in CDF project planning, the role of the community in CDF project planning and implementation, sources of information on CDF policies for the community, and the constraints faced by women in realizing meaningful participation in CDF projects. A key informant interview guide (Appendix iii) was used.

3.6.4 Secondary data sources

Secondary sources have been used to form the background to this study and offer critical review to the emergence of CDF in Kenya and socio-economic barriers to women's participation in CDF. This source of data has also been used to inform the

discussion of the findings of this study. In this study, NGO reports, Government briefs, books, magazines and internet sources have been used as sources of information.

3.7 Data Processing and Analysis

Qualitative data obtained from key informant interviews and focus group discussions were analysed thematically using SPSS. For each of the data set, separate code sheets were created in an attempt to establish and interpret the patterns and relationships. A descriptive approach was involved where direct quotations and selected comments from informants were used to explain exhaustively the trends.

All the tape recorded work were transcribed and translated into English if recorded in a different language but any terms directly mentioned in English were directly picked and used as they were. Quantitative data was coded and analysed using the SPSS 9.0 For Windows-computer software package to bring out the trends and relationships.

Ethical Considerations

Relevant permission was sought from the authorities including the Ministry of Higher Education through National Council for Science and Technology for the field permit.

To receive informed consent of the respondents, the purpose, duration and potential use of the research results was duly explained to the respondents and informants. Respondents were informed of their rights to disqualify themselves or withdraw at any stage of the study.

During the FGDs and key informant interviews, the participants' consent was sought to allow for taping of discussions that will be transcribed later. The study subjects were assured of their anonymity during publication of the research findings through the use of pseudonyms; the respondents were informed of the means to access the final research outcome.

While doing research at home may elicit high monetary expectations and lack of openness among the subjects on the other end, the study subjects were informed of the academic nature of this undertaking and that no funding had been externally sourced to facilitate any forms of reimbursements. The subjects were further informed of the significant role their candid contribution of information can play in improving the situation of the women inn participating devolved funds should the recommendations of this study be adopted hence the need to be sincere in volunteering information.

CHAPTER FOUR

BARRIERS TO WOMEN'S PARTICIPATION IN CONSTITUENCY DEVELOPMENT FUND (CDF) PROJECTS IN KILOME CONSTITUENCY

4.1 Introduction

This chapter presents the findings of the study and makes inferences from the trends observed. The presentations have been done across knowledge and awareness of CDF policies/regulations, the socio-cultural barriers to women's participation and the economic barriers to women's participation in Kilome. The demographic characteristics of the respondents are described; the data has been presented in bar charts and tables. Moreover, a detailed analysis of the field observations has been carried out.

4.2: Demographic characteristics of the respondents

4.2.1: Age of the respondents

The study sought to know the Age of the respondents in this study. This was important in assessing the participation of the respondents on disaggregation by age in CDF activities. The findings indicate that 20% of the respondents were aged between 18 and 25 years, 15% were aged between 26 and 35 years while a majority of the respondents at 65% were aged above 36 years as summarised in figure 4.1 below.

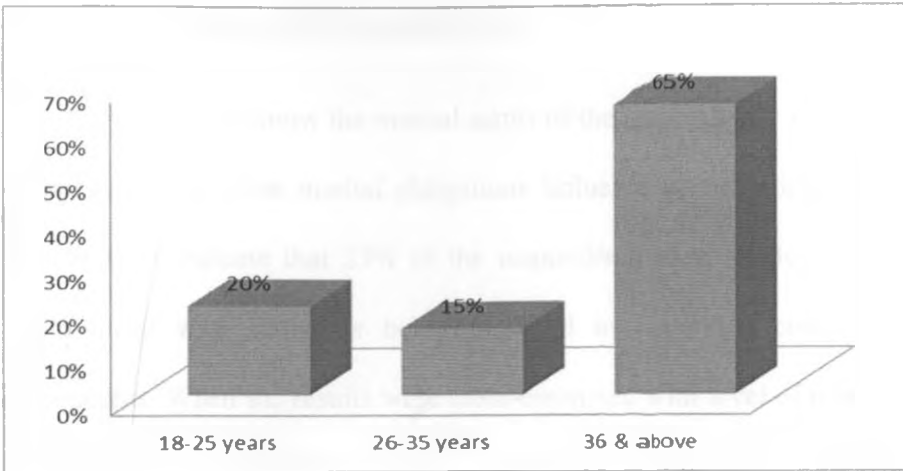


Figure 4.1: Age of the respondents

When the age of the respondents was cross-examined with their participation in CDF activities, the findings indicate that those aged between 18 and 25 years recorded low percentage at 16%, while those aged between 26 and 35 years recorded 38% and those aged above 36 years had a relatively high percentage at 46% on participation as indicated in figure 4.2 below:

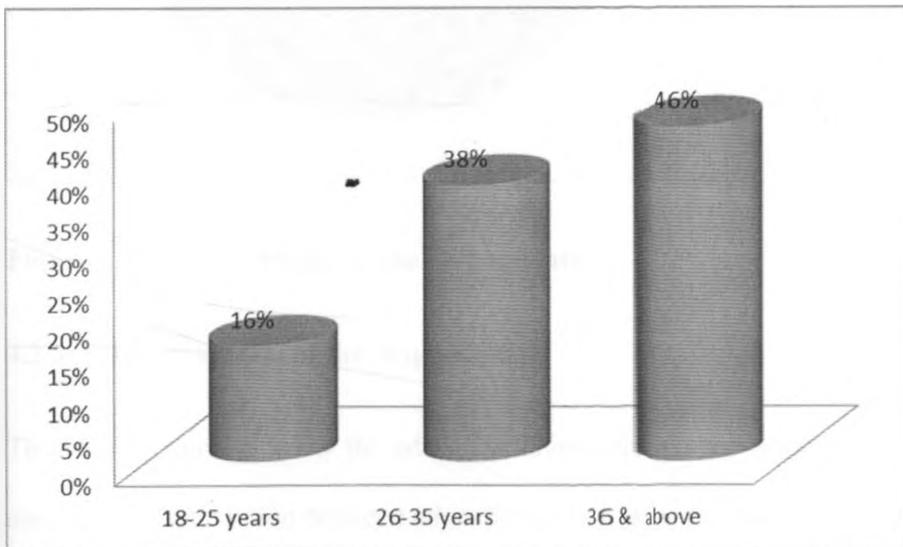


Figure 4.2: Participation against age of respondents

4.2.2: Marital status of the respondents

The study sought to know the marital status of the respondents. This was important in establishing how other marital obligations influence participation in CDF activities. The findings indicate that 25% of the respondents were single, 70% were married while those who stated as being divorced or separated comprised 5% of the respondents. When the results were cross-examined with level of participation, it was established to be negligible on effect. The findings on the age of the respondents are summarised in figure 4.3 below:

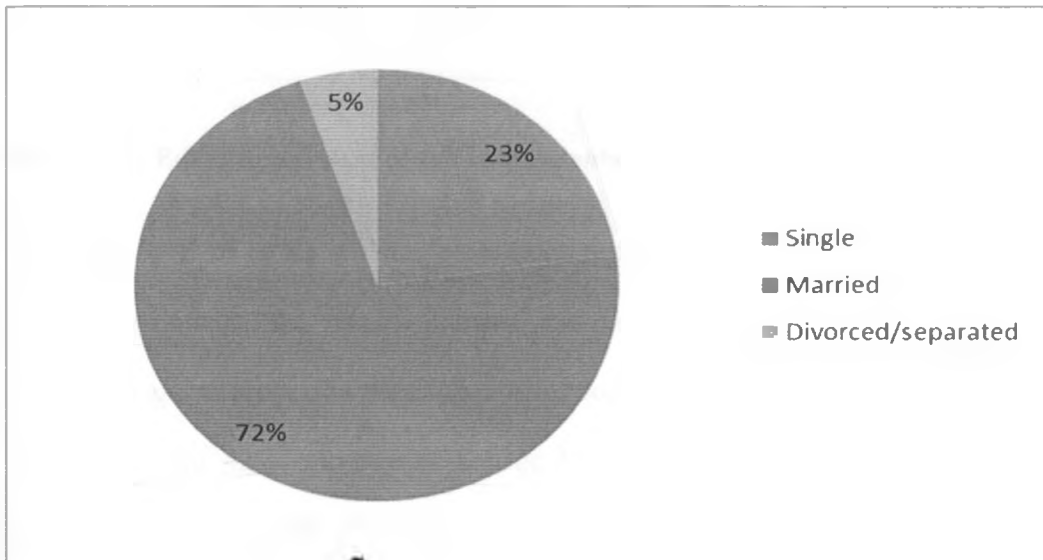


Figure 4.3: Marital status of the respondents

4.2.3: Education level of the respondents

The study sought to know the education level amongst the respondents in order to ascertain the interaction between education and CDF policy knowledge including how the former influences participation. The findings indicate that a majority of the respondents at 64% had primary education, those with incomplete secondary

education stood at 18%, those with complete secondary education were 14% while those with college/university level education stood at 4% as summarised in figure 4.4. below:

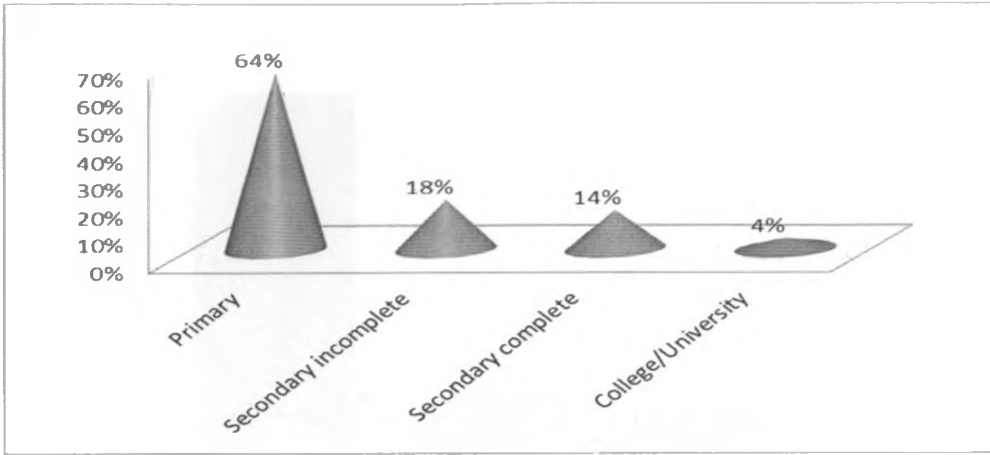


Figure 4.4: Educational level of the respondents

When the level of education was cross-examined with the extent of knowledge on policies/regulations, the results indicate that education had a direct impact on knowledge and awareness of the CDF policies because those with complete secondary school recorded 42%, those with college level indicated 51% while those with primary level education recorded 7% of knowledge and awareness.

4.2.4: Occupation of respondents

The study sought to know the occupation of the respondents across employment. The findings indicate that 88% of the respondents were unemployed, 8% were government employees while a nother 4% worked for non-governmental bodies as summarised in figure 4.5 below. The occupation of the people were closely linked to the income

levels of the respondents. However, the two variables negligibly influenced the knowledge and awareness of CDF policies/regulations.

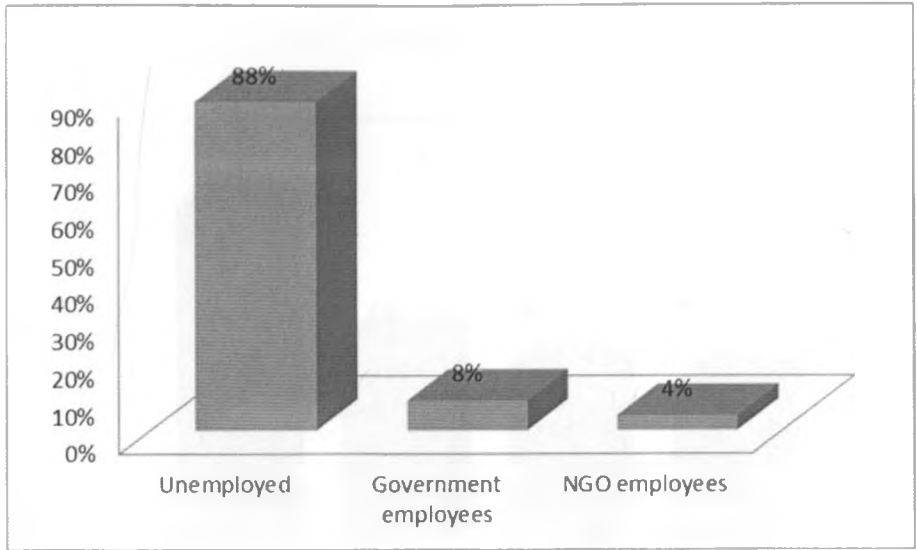


Figure 4.5: Occupation of the respondents

4.3: Awareness of CDF policies/regulations

The first objective of this study was to determine the level of knowledge of CDF amongst women in Kilome constituency. The findings have been discussed along the general awareness on CDF, the knowledge of CDF projects and the statuses of the projects within the constituency.

The study sought to know the level of awareness and knowledge of CDF among the community members in Kilome. This was important because awareness on CDF policies/regulations determines the subsequent participation of women in any given projects.

In this study, a majority of the respondents at 78% reported being aware of the existence of CDF Act. There was however, a low level of the specific provision of the CDF Act specifically on the management structures and institutions for the fund at the lower levels at 48%, the scope of projects funded by the CDF at 42% as well as the source of the funds at 38%. The findings are summarised in figure 4.6 below:

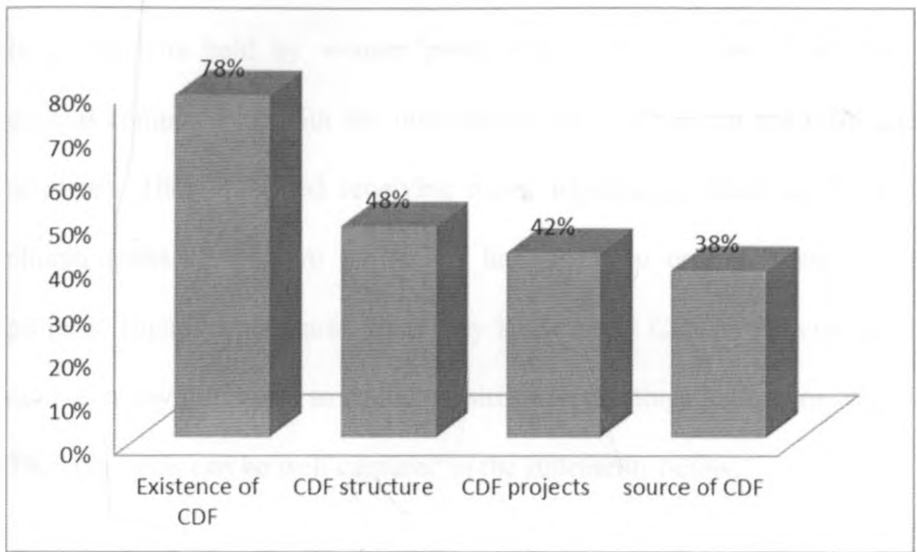


Figure 4.6: Knowledge of CDF and related policies

Key informants in this study described a general high knowledge about the existence of CDF as an end in itself. In this case, the informants opined that a lot of people in Kilome constituency do not go beyond the mere knowledge of the fund's existence and the amounts disbursed for the constituency per year. They have not in any way taken the initiative to explore the general provisions for the fund with respect to which projects it is able to fund, how it is utilised and the extent to which the annual funds have been put into use in the CDF projects.

People may have the knowledge that the fund exists but there is little effort made by these same people to optimise on the provisions of the CDF act. This may lead to a situation where the fund is put into uses that do not in any way capture the community's interests. (District Development Officer, Kilome).

In discussions held by women participants, the consensus emerging indicated a general complacency with the information they hold about the CDF and its related activities. They indicated receiving more information about the CDF activities in church gatherings where politicians had opted to outline some of the on-going projects, friends who shared what they know about CDF in the constituency but had not taken any initiatives to attend sensitisation meetings held across the constituency. The consensus can be well captured in the statements below:

Everybody talks about CDF even the politicians come to churches and tell us how much the CDF is developing our areas. They usually cite the water projects and bursaries for the school-going children but the truth is only known by men who are mostly in control of those activities and attend the trainings including barazas where they are given the details. Women here are concerned with feeding their families and many household chores; we cannot tell you much about CDF policies and laws. (38 year old female FGD participant)

On the ownership of the CDF by community members, 84% of the respondents felt that they own the projects. On the other hand, there was knowledge across the study

projects on the cost of projects funded by CDF at 32%, the overall amounts that had already been disbursed at 16%. The findings are summarised in figure 4.7 below:

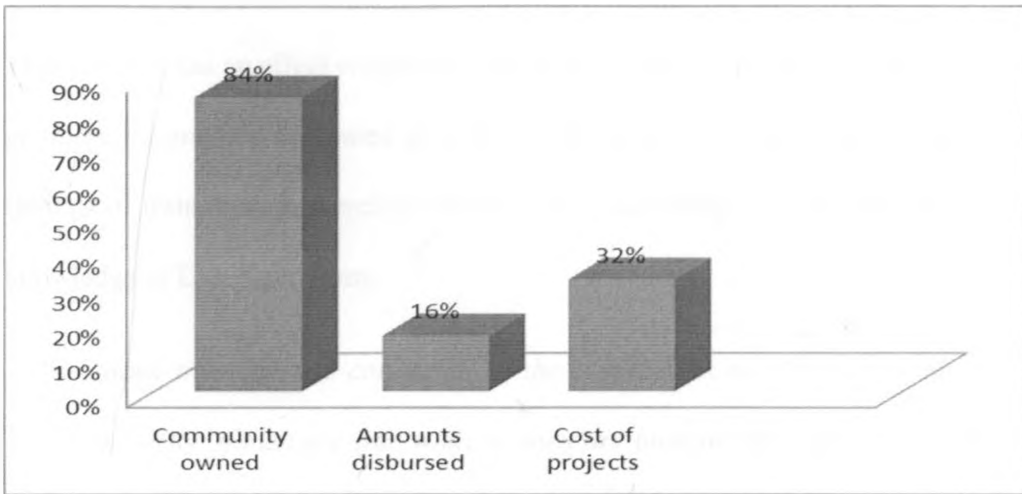


Figure 4.7: Knowledge of CDF projects' details amongst respondents

Resentment amongst the constituents in the ward and constituency at large is found to be a major contributor to low knowledge of CDF project details in the constituency. Focus group discussants agreed to the fact that not so many people in the ward feel the direct impact of CDF money and its projects in their daily lives thus there is a growing disinterest in the fund and related activities.

There is little interest in the fund especially amongst women who generally feel left out of the fund processes and stages when it comes to planning and funding activities that we feel most affect us...women have not been involved in the CDF activities and the interest has been waning over time, the fund I can say does not address the immediate needs of the women. (45 year old female FGD participant and a teacher).

Similarly, men in the Focus group discussions observed that the meetings and trainings schedule with respect to CDF activities and the provision of the act are conducted at the periods when most women are engaged in other reproductive work. This scenario has an effect where it is only men who enjoy the benefits of training and get more information compared to women in the ward and constituency at large. The timings of trainings are therefore found to be disadvantaging to women in terms of knowledge of CDF operations.

Many trainings are conducted by the civic bodies on CDF are done when a majority of men are free while women are busy fetching firewood, collecting water, or going through market activities...men attend more of these sensitisation activities relative to women and that can give you an idea why most of these women do not even know the kinds of projects that can be funded by CDF. (35 year old male FGD participant).

Key informants observed that a number of factors influence the knowledge of CDF within the ward among them education level. Low literacy amongst women within the ward is a key deterrent to personal knowledge on the provisions of the CDF act which give clear cut policies on the number of projects, the nature, and citizenry involvement through the committees at the lower levels. It is observed that if women had a clear understanding of these provisions, they would be more involved in the funds activities.

There is a general low literacy level amongst women in this ward and that disadvantages them in respect to what opportunities they have in CDF projects...the women per se have not been targeted as a critical group missing

out on the fund activities because of the generalised belief that the funds benefit people equally but no instruments exist to check whether all segments of the population actually participate on equivalent level. (CDFC chairman Kilome).

On overall, it can be deduced from the findings of this study that a general high awareness on existence of CDF exist amongst the constituents in the ward. However, there is generally a low awareness on the specifics of the CDF act and what it states on the participatory opportunities. Similarly, the study established low awareness and knowledge on the statuses of the projects and the amounts of money so far spent on the projects within the community.

4.3: Socio-cultural barriers

The second objective of this study was to examine socio-cultural factors that bar women from participating in CDF projects. The results have been presented and discussed across the following areas: perceived inferior status of women in Kilome, low education status of women, perceived inability of women to contribute to development, prevalence of gender blind policies within the CDF Act.

4.3.1: Inferior status of women in Kilome

The study through focus group discussions revealed a low perception of women within Kilome constituency. There is a general sentiment that women do not have a constructive role in the CDF kitty since their place has always been in the kitchen. This point of view from FGD participants serves to reinforce the culturally modelled

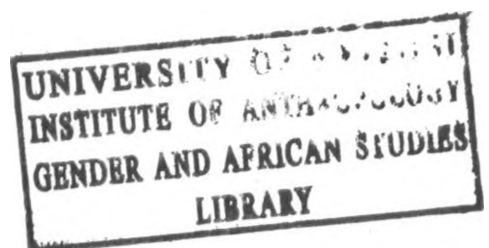
gender relations between men and women that relegate women to the domestic sphere and close association with reproductive roles as expressed in the FGD below:

Women are supposed to take care of the homesteads and maintain their children, it is the women's duty to ensure that the house is well managed...the CDF activity is vibrant and so political and this is not some place you may want to put women in the forefront...our culture has always trusted men to shape key decisions in the society and CDF provides that opportunity for men. (59 year old male FGD participant).

Women participants however expressed a different opinion on their invisibility in the CDF activities and public spheres. They expressed men's greed and not the women's inability and lack of qualification as key deterrents. They also cited case examples where women have excelled in managing the school committees and women's own groups to success.

Women are not weak neither are they unqualified, we are witnessing an aggressive greed by men to dominate the whole fund process which has served to put women at the bottom of the ladder in participation. Even when these women are appointed, they are not given the sensitive posts like the treasurer's where their significant input can be felt within the CDF institutions. (37 year old female FGD participant).

Key informants observed that there is a growing culture amongst the community in Kalonzoni and Kilome at large that women do not have a place in public affairs since they have never contributed to any substantive leadership and development projects that are visible to the society. This view is closely associated with the historical long



absence of the women in the public platform such as the representative bodies, provincial administration and even local school heads.

The attitude of the people in this area has been that it is men who lead in the public, women have their spaces at home...in many cases when you go to the CDF complaints meetings with community, the people will tell you that even the best teachers and chiefs they have to take care of their welfare needs are males and not women. This gives you an idea about the invisible position of women in CDF operational cases in the constituency. (District Development Officer).

4.3.2: Low education among women in Kilome

The study established high illiteracy amongst women in Kalonzoni-Kilome as a key deterrent to women's participation especially amongst the aged women in the constituency. This is due to inability to read and comprehend the provisions of the CDF act as well as merit any positions within the management of institutions. Key informants in this study were of the opinion that low education especially amongst women meant that they are less likely to understand what the law says on their participation rights. Moreover, a majority of these women cannot become part of the lower institutions managing the CDF.

Education is wanting amongst women even if it means giving them that basic level because this has been their undoing when it comes to participation in the CDF projects...women must merit as office bearers and this has a bearing on their education level. (Location Development Committee chairman).

Women participants in the FGD lamented that their inability to read and write negatively affect their competitive edge for the positions in the institutions managing CDF at lower levels of the fund. This has led to continual marginalisation of women in any planning activities involving the CDF projects. Consensus thus confirmed:

We cannot understand a lot of these provisions in the CDF especially people of my age that have little education. The people overseeing the fund do not even consult us for our opinions when choosing the projects to be implemented in the ward...we are very disadvantaged and feel much left out of the mainstream CDF activities. (67 year old female FGD participant).

From the scenario on education above, women's low literacy level has negatively affected their substantive input in the CDF projects and development in general. This lack of involvement has a net effect of disempowering women since their interest are not taken on board in the event of planning.

4.3.3: Perceived inability of women to contribute substantive to development initiatives

This study established an underlying perception amongst the community members that women do not have the capacity to steer the community into proper development path. Men in FGDs opined that women would want to target projects that cannot benefit the entire community across genders unlike men who think of infrastructures.

This opinion is probably informed by the fact that women look into issues that satisfy their practical gender needs and immediate household requirements as has been evidenced in their merry-go-round organisations. Consensus from the male FGD concurred that:

Women cannot be trusted with large sums of money that require long term planning because they will think of the needs of the kitchen before any other needs like better schools and dispensaries the way men tend to invest...we hardly see women in this ward do capital investments so we have learnt from that lesson. The CDF money even end up funding the women associations and groups around the ward so that may explain why they are hardly active in CDF management. (56 year old FGD participant).

Women participants in the FGD observed that there is a general misconceived idea about the choices women make as leaders. The societal attitude that tend to closely associate women's priorities with household demands have come to work against their participation chances when it comes to public funds as CDF.

It is the notion that women are not able to make prudent and long term choices so more often they are mistaken...our people do not even want to relate with successful cases of women from other places. I think this this a major problem without a cause because women can lead and manage the resources...all they need is the opportunity. (46 year old female FGD participant).

4.3.4: Prevalence of gender-blind legislations

Legislations are important in directing the structure and management of the funds at various levels of operations through policies. While the CDF Act in its spirit advocates for participation of the people at grass root levels, it does not expressly state the composition of the management committees by gender. The key informant interviews confirmed that there is little information to what dictates the gender reflection of any management institution of the CDF and a weak institutional mechanism for promoting women's interests in the CDF projects.

The CDF Act is the express tool from which we draw guidelines with respect to the composition off committees...it gives certain provisions for group representation but it is not clear on the gender aspects even when it comes to the scope of gender balance in the project committees. This is a major challenge that needs to be cleared in the legislation. (Location Development Committee chairman).

Women in the FGDs confirmed that there is need to define the composition of fund management institutions by creating an irreducible number in terms of gender reflection. This clarification they argue will be important in bringing out the women's issues and expressly give women the positions at various levels of CDF management.

Consensus from women in the FGD summed the situation as:

The affirmative action in terms of equitable gender representation in the fund's institutions should be entrenched in the CDF Act as part of the reforms. This will give women more voice and ensure that there is little blind appointment of the management membership. (43 year old female FGD participant).

Male participants in the FGDs opined that besides the weak legislations on CDF management and participation, women are also affected by lack of entrepreneurial education and training, and lack of business networking among women. In this respect, women are seen to suffer the tripartite combination of factors that generally deter their full participation in the CDF projects as summed below:

Women in our ward and constituency at large have not proven their management skills in the local business and welfare management arena because they are not trained on the same...on overall you do not expect us to put them on the management positions even if we were to have the express gender representation provision. (46 year old male FGD participant).

On overall, socio-cultural barriers to women's participation in the CDF projects in Kilome draw heavily from the cultural and customary practices that have placed men above women in the community leadership. The defined public space being for men and domestic arena and household care being for women have all come combined to confine women to the invisible positions. Moreover, lack of training for women in

business skills combine with cultural dictates and anticipated social behaviours and responsibilities.

4.4: Economic barriers to women's participation

4.4.1: Low level occupation of women in CDF activities

The study findings indicated that women in Kilome hold lower positions within the fund management committees especially in the CDFC and project committees. Women are in most cases co-opted into the committees as members but barely if any given the posts as treasurers, chairpersons or secretaries who are the accounting officers at any levels. This is also coupled by the perceived overburden of reproductive work on the shoulders of women as it emerged in the FGD consensus below:

Women are always part of the teams and not the officials in any of the teams managing CDF projects in this ward...there is obvious discrimination by men and domination of the management committees...we hardly even go for the trainings because of our low positions in the CDF teams. (35 year old female FGD participant).

In this study, key informants observed that there is need to improve the economic image and potential so that they can gain cognition in the society and be trusted with management positions. This could be realised through training and advancing microfinance facilities to cater for women's needs that empower the group in both skills and capacity in management arena.

Leadership ability of women can be realised when they are properly trained and financially empowered so that the community can learn from the women's own successfully managed projects. This will help to change the attitude that women cannot focus on management beyond the household needs. (District Development Officer).

The opinions of the key informant serve to concur with earlier studies by OECD (2006) that indicated that reducing women's barriers to market access, improving their position within the value chain and enhancing their productivity is likely to benefit local, national and regional economies as well as households.

4.4.2: Non-existence of strong economic associations for women in Kilome

Women in Kilome do not have strong economic associations that can be used as a platform for expanding their opportunities. These will help to press for an expansion of women's economic and social opportunities, and the advancement of women's rights. At both grassroots and national levels, more women's associations are important in asserting their leadership roles as captured by key informant below:

There are no associations beyond the normal merry-go-rounds in this constituency to help flag out the outstanding role women can perform in management on issues regarding the funds. Strong economic associations can help create sphere for people's empowerment and help to improve the advancement of the women's rights. (CDFC chairman).

The growing recognition of women's contributions has not translated into significantly improved access to resources or increased decision-making powers. Neither has the dynamism that women display in the economic, cultural and social lives of their communities through their associations and informal networks been channelled into creating new models of participation and leadership.

CHAPTER FIVE

DISCUSSION, CONCLUSION AND RECOMMENDATIONS

5.1 Women's knowledge of CDF funded projects

This study found a high CDF knowledge amongst the respondents in Kilome constituency specifically with respect to its existence as one of the devolved funds in Kenya. However, the study established a low knowledge of the CDF act regulation and policies amongst the respondents. This is with respect to the types of projects to be funded by CDF, the management institutions across the national scheme and the fraud reporting procedures in place for the fund. The level of the knowledge of CDF Act was generally skewed in favour of men relative to women hence explaining the inadequate participation of women in the CDF projects. The findings concur with previous study by IEA (2006) that indicated higher knowledge amongst males than females. In that study, disparity in knowledge between males and females was established as a major reason why women lag behind in participating in CDF activities and decentralised funds at large. This is especially true when dealing with women in the rural areas where there is low prevalence of literacy levels. Similarly, a study by NTA (2008) also indicated a difference in knowledge between males and females that favour men at the expense of women. Therefore, it can be concluded that the recommendations of the previous findings on need to sensitize people on the CDF details and policy outputs have not been taken into account by the various duty bearers.

On the knowledge of specific details of the CDF projects in the constituency, the study established a low knowledge of the CDF details amongst female respondents. Knowledge on aspects such as the costs, status of the funded projects and work plans of different CDF initiatives were found to be generally low. This low knowledge on specific details of a project has had a ripple effect of stifling women's participation in the CDF projects. Knowledge on the fund details is very important in accountability as well allowing the public to engage the management institutions at various levels of the fund. This finding on little knowledge of CDF project activities concurs with the studies by Mapesa and Kibua (2006) that found high secrecy and low public knowledge on the fund activities to be a major deterrent to public participation. Similarly, a study by IEA (2006) established that 76% of the respondents were aware of the status of projects, 28% on project costs and 21% on disbursed amounts. It appears that from a gender perspective, the general level of knowledge of CDF and related issues was higher among males than females. Committee members were more aware on the existence of CDF and its issues than community members.

This study established that there is a general high awareness on CDF amongst the constituents in the ward. The findings concur with the previous study conducted by the IEA (2006) that established a general high awareness of the existence of the CDF was quite high among communities, with 85% of those interviewed stating that they were aware of its existence and the same proportion was of the opinion that the CDF were community owned. However, for participation to be realistic and effective, more emphasis should be on the project detail, the funding procedures, complaints filing as well as training of the public on various ways of participation in the fund activities.

In this study, there is little knowledge on specific policies with respect to CDF which is very high amongst the women in the ward. This has greatly contributed to low participation of women in the CDF activities and created an attitude of resentment amongst women who feel the CDF activities do not address their needs. In previous studies by IEA (2006), it was established that only 21% were aware of the CDF regulations that guide its operations. Furthermore, it was established that the community members did not know much about some specific issues concerning the CDF.

Knowledge of statuses of the projects funded by the CDF is an important pointer to what extent people have participated in the CDF activities. Participation at various stages of project cycle determine the eventual knowledge of amounts allocated for each project, the amounts already disbursed, and the various timelines put in place for various projects.

5.2 Social-Cultural Barriers

On socio-cultural barriers, gender inequality between men and women affect participation of women in the CDF in various ways. The inequality between men and women confines women to invisible positions even when they are brought on board in the institutions such as those of CDF management. In this study, the males expressed the dictates of culture and customary practices that define the sphere for women as major reason women have continued to be left out of the CDF projects. The findings confirm earlier studies by Mikkola (2005) who in observation relations between men and women considered the nature as being hierarchical i.e. a view of gender relations

where men are placed above women, and women regarded are regarded as inferior and less valuable by virtue of their sex.

The manner with which the community has treated the inequality with complacency and as part of their norm also serve to reinforce earlier findings by Mikkola (2005) who argued that gender inequality shows in violence and in general invisibility of the women's work. The hierarchy is generally acceptable by both genders, and is not normally questioned. In the previous studies as summarised in Schultz (2002) indicate that increased schooling of the mother is associated with better development specifically in reproductive healthcare.

5.3 Economic Barriers

On economic barriers to participation of women in CDF activities, it can be observed that the usual gender problems in the area of employment where women are usually situated in low-paid jobs; they are also discriminated against in terms of career advancement. In the previous studies by ILO (2007), it was reported that holding household and business responsibilities may be limited for women given the cultural and social responsibility burden. The situation in Kilome reflects the previous findings by WEDO (1997) that indicated that many rural and urban women belong to women-only mutual-aid societies, benevolent groups in churches, cooperatives and market women's groups.

5.4 Summary

This study set to look into barriers to women's participation in constituency development fund (CDF) projects in Kilome constituency, Eastern, Kenya. Specifically, it looked into the extent of knowledge of CDF funded projects in Kilome constituency by women, the socio-cultural barriers to women's participation in CDF projects in Kilome constituency and to determine economic barriers to active participation of women at large in CDF projects.

The study established general high awareness on existence of CDF exist amongst the constituents in the ward. However, there is generally a low awareness on the specifics of the CDF act and what it states on the participatory opportunities. Similarly, the study established low awareness and knowledge on the statuses of the projects and the amounts of money so far spent on the projects within the community.

On socio-cultural barriers, the study established that barriers draw heavily from the cultural and customary practices that have placed men above women in the community leadership. The defined public space being for men and domestic arena and household care being for women have all come combined to confine women to the invisible positions. Moreover, lack of training for women in business skills combine with cultural dictates and anticipated social behaviours and responsibilities.

On economic barriers, the study established low levels of occupation of women in Kilome CDF management committees. This could be a result of the fact that many women in Kilome constituency have not been engaged in economic organisations as

leaders which could be used as a proof of the women's ability in financial management.

5.5 Conclusion

Barriers to women's participation in the CDF projects have been of key concern in this study. These barriers are influenced by the extent to which the community members know about the provision of the CDF Act. In the study, a general awareness of CDF existence in itself is found not to increase the participation of women but rather the knowledge of the detailed provision of the CDF Act and project details are major determinants on increased participation of the people. These details could include the knowledge of the amounts so far disbursed, the project status and amounts of money allocated for each individual project. In essence, there is a general low knowledge of CDF projects' details amongst women in the community which act as barrier to their participation in the projects.

Barriers to women's participation in the CDF activities that are socio-cultural in nature include the perceived inferior status of women in the society, the relegation of women to the domestic sphere rather than be given public positions such as those in the CDF management institutions. The existence of gender-blind policies in the management of the CDF projects at the devolved level is another social factor leading to lower participation of women. The social barriers combine with economic aspects which include lack of strong economic associations for women that improve their management skills in financial affairs

5.6 Recommendations

- The study recommends awareness creation on CDF Act provision targeted at women members of the society. This should be done in the local dialect to cater for the low literacy levels identified amongst the women in Kilome constituency.
- There is need to publicly display the CDF project information to reveal the statuses of the projects in terms of the amounts of money disbursed and the available participatory avenues for the community by the CDFC.
- The CDF national management committee should move an amendment to the CDF act that expressly provides for a proportionate representation of women in each of the management committees for the CDF.

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Consent form

I am Colletta Mbithe currently a student at the University of Nairobi pursuing a master degree in Gender and Development Studies. I am conducting a study on barriers to women's participation in Constituency Development Fund (CDF) projects in Kalonzoni ward, Kilome constituency. I would therefore want to find out the the level of CDF knowledge among women in Kalonzoni ward, the socio-cultural hindrances to women's participation in CDF projects and the economic hindrances to women's participation in CDF projects in Kalonzoni ward, Kilome constituency.

This is purely an academic undertaking in fulfillment of my degree requirement for this course; it will be social and independent of any political leanings. However, the information generated out of this study will be important in improving the participation of women in constituency development fund projects if they are adopted by the implementing authorities. All the information given in this study will be kept in the strict confidence. Please answer frankly where choices are given and tick the options which match your answers. Otherwise, write out the information asked for in the blank space after the question.

Thank you for your time.

Do you agree to take part in this study? Yes No

APPENDIX 1

QUESTIONNAIRE FOR KILOME CONSTITUENT

Part I: Demographic Profile of the Respondents

Age: 18-25 Years 26-35 Years 36 years & above

Gender: Male Female

Marital status: Single Married Divorced Others
(specify)

Occupation: Government employed Private sector Unemployed
Others (specify)

Income per month

1000-3999 4000-5999 6000-7999 80000 and above

Education background

Primary: Complete Incomplete

Secondary: Complete Incomplete

College/University: Complete Incomplete

SECTION TWO: Awareness and Knowledge of CDF

1.1 Do you know if CDF fund exists in this ward?

1. Yes - Go to 1.4

2. No

If No, have you noticed any new projects being implemented in the community the past two years?

1. Yes please specify these projects.....

2. No Go to 1.7

1.2 How are these projects financed?

1. CDF

2. Harambee

3. Other, briefly explain these sources

1.3 How did you learn about CDF? (mark all that apply)

1. Know of the existence of CDF Act

2. Through other community members

3. On notices/ posters/ newspapers

4. Other, please specify.....

1.5 Are you aware of any CDF projects or activities in this ward?

1. Yes

2. No Go to 1.7

1.6 If Yes, please answer the following questions

1. Do you know the cost of the projects? Yes No

2. Do you know how much has been disbursed? Yes No

3. Do you know the status of some projects? Yes No

1.7 In your opinion, what is the general awareness of CDF among the general population in this ward?

- 1. Very high
- 2. High
- 3. Low
- 4. Very low

1.8 Do you feel that CDF projects are yours (community owned)?

- 1. Yes please explain your answer.....
- 2. No please explain your answer.....

APPENDIX II

FOCUS GROUP DISCUSSION GUIDE

I am Colleta Mbithe an MA student in Gender and Development at the University of Nairobi. I am carrying out a research on barriers to women's participation in Constituency Development Fund (CDF) projects in Kilome Constituency. I would like to find out the level of knowledge and awareness of policies and operations, the socio-cultural barriers and economic barriers to women's participation in CDF projects. All the information given in this study will be kept in the strict confidence.

Thank you for your time and input

- What is the understanding of CDF policies in this community?
- The level of knowledge on committee constitution and women's representation
- The role of stakeholders in the community in CDF projects
- The perceived roles of men and women in CDF activities
- The rights of the different population segments to participate in the CDF
- The cultural barriers perceived by women as constraints to participation in the CDF
- The economic barriers perceived by women as barriers to participation in CDF projects

APPENDIX III

KEY INFORMANT INTERVIEW GUIDE

I am Colleta an, MA student in Gender and Development at the University of Nairobi.

I am carrying out a research on barriers to women's participation in Constituency Development Fund (CDF) projects in Kilome Constituency. I would like to find out the level of knowledge and awareness of policies and operations, the socio-cultural barriers and economic barriers to women's participation in CDF projects. All the information given in this study will be kept in the strict confidence. Thank you for your time and input.

- The philosophy of devolved with respect to participation of the community
- The role of women in the management of the CDF projects
- Participation of women and empowerment in CDF projects
- Strategies in place to ensure women are included in CDF projects
- The socio-cultural barriers to women's participation in CDF
- The economic constraints to women's participation in CDF

