CHALLENGES OF MAINSTREAMING GENDER IN NATIONAL PLANNING AND BUDGETING PROCESS IN KENYA

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DECLARATION

"This is my original work and has not been presented for a degree in any other university"

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DEDICATION

I dedicate this work to my late husband Mr. Stanley Mwangi Njagi and my son Levin Mutugi; you are my inspiration.

TABLE OF CONTENTS

Acknowledgements iv
Abstract v
Acronyms and Abbreviations vi
Operational definition of terms viii

CHAPTER ONE: INTRODUCTION 1
1.1 Background to the study 1
1.2 Statement of the problem 6
1.3 Research questions 7
1.4 Objectives of the study 7
1.5 Research premises 8
1.6 Significance of the study 8
1.7 Scope and limitations of the study 9

CHAPTER TWO: LITERATURE REVIEW 10
2.1 Introduction 10
2.2.1 Methods and tools of mainstreaming gender in national development.. 10
2.2.2 Strategies for gender mainstreaming in national development 14
2.2.3 Obstacles to gender mainstreaming 15
2.3 Theoretical framework 17
2.4 Conclusions 21

CHAPTER THREE: RESEARCH METHODOLOGY 22
3.1 Introduction 22
3.2 Study area 22
3.3 Research design 22
3.4 Variables and categories of analysis 23
3.5 Target population 24
3.6 Sampling procedure 24

3.7 Data collection tools and procedure 24
3.8 Data analysis and presentation 26
3.9 Data management and ethical consideration 26

CHAPTER FOUR: CHALLENGES OF MAINSTREAMING GENDER IN NATIONAL PLANNING AND BUDGETING PROCESS 27
4.1 Introduction 27
4.2 Background information on the respondents 28
4.3 Methods and tools of mainstreaming gender in national planning and budgeting process 30
4.4 Strategies for mainstreaming gender in national planning and budgeting process 42
4.5 Challenges to gender mainstreaming in national planning and budgeting process 45

CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS 55
5.1 Introduction 55
5.2 Conclusion 55
5.3 Recommendations 57
5.4 Areas for future research 58

LIST OF TABLES

Table 3.1: Analysis variable 23
Table 3.2: Sampled departments per ministry 24
Table 4.1: Summary of study respondents 27
Table 4.2: Profile of respondents by age groups 28
Table 4.3: Educational levels of respondents 29
Table 4.4: Professional specialization of respondents 29
Table 4.5: Methods of mainstreaming gender in national development 31
Table 4.6: Extent of use of gender budgeting and planning tools 41
Table 4.7: Strategies for mainstreaming gender 43
Table 4.8: Management support to gender mainstreaming 46

LIST OF FIGURES

Figure 2: Theory of change for gender mainstreaming.....20

Figure 4.1: Management accountability measures to gender mainstreaming. 48

Figure 4.2: Existence of political good- will for gender mainstreaming..... 51

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ABSTRACT

The government of Kenya has expressed her intention to attain gender equality through gender mainstreaming. The government of Kenya has taken steps in establishing policies and institutional mechanisms for gender mainstreaming. However gender mainstreaming programmes are not effective. Yet, taking a gender perspective in development process including budgeting and planning process is crucial in attaining development inspirations in the Vision 2030, the Constitution and Millennium Development Goals. The study sought to find challenges of mainstreaming gender in planning and budgeting process in Kenya.

The study took place in Nairobi County and focused on three ministries whose role in mainstreaming gender in planning and budgeting is considered important. The study utilized change theory that argues in any planned change reinforcing and restraining forces must be identified, analyzed and action taken.

This study used a descriptive research design and collected data from primary and secondary sources. Primary data was collected using questionnaires and interviews. Secondary data was obtained from government policies, manuals and reports on gender, planning and budgeting. Literature was also reviewed from journals, books and internet sources. The study found that methods used to mainstream gender in planning and budgeting process include, trainings, integration of gender in the planning and budgeting frameworks, establishment of gender focal points and development of ministerial gender policies. Effectiveness of these methods was hindered by lack of monitoring, low gender mainstreaming skills, ineffective gender mainstreaming structures and lack of budget. The study concludes that for gender mainstreaming to be effective there is urgent need to build gender mainstreaming skills of officers in government ministries, strengthen gender focal points, allocate sufficient budget to gender work and coordinate policy development across sectors to ensure gender mainstreaming coherently runs across all sectors.

ACRONYMS AND ABBREVIATIONS

ADB:	African Development Bank
BPFA:	Beijing Platform for Action
BSP:	Budget Strategy Paper
CSW:	Commission on the Status of Women
FEMNET:	African Women's Development and Communication Network
GRB:	Gender Responsive Budgeting
GOK:	Government of Kenya
HIV:	Human Immunodeficiency Virus
IEA:	Institute of Economic Affairs
M&E:	Monitoring and Evaluation
MOGCSD:	Ministry of Gender, Children and Social Development
MOF:	Ministry of Finance
MPNDV2030:	Ministry of Planning National Development and Vision 2030
MTEF:	Medium Term Expenditure Framework
MTP:	Medium Term Plan
MPER:	Medium Term Expenditure Review
NCGD:	National Commission on Gender and Development
UK:	United Kingdom
UN:	United Nations

UNESCAP: United Nations Economic & Social Commission for Asia Pacific

UNDP: United Nations Development Programme

UNFPA: United Nations Population Development Funds

UNIFEM: United Nations Fund for Women

OPERATIONAL DEFINITION OF TERMS

Gender: The participation of women and men in national development.

Gender equality: Equal attention of issues affecting men and women in planning and budgeting process.

Gender mainstreaming: The inclusion of gender issues in the planning and budgeting process and the attention given to gender issues by government officers in carrying out their duties.

Gender responsive: This is planning for and implementing activities that meet identified gender issues/concerns that promote gender equality.

National development: Outcomes of government's plans and budgets.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Gender equality is a development objective in its own right (World Bank, 2012). It is also instrumental for poverty reduction and achievement of development goals. A significant volume of research has established that gender inequality is adverse to human development and leads to economically inefficient outcomes (FEMNET, 2008; Economic Commission for Africa 2009).

The principle of gender mainstreaming was initially developed by feminist development practitioners in the 1970s (Moser, 1993). It was then launched at the UN Fourth World Conference on Women in Beijing in 1995 (UN, 1995). Its origins lie especially in the context of feminist work within development, where different ways of including gender equity in the development processes had long been explored (Moser, 1993; Jahan, 1995; Kabeer, 2003).

Inclusion of gender equality goals in planning and budgeting processes is considered a key vehicle for translating into action the gender equality commitments of governments (NCGD, 2009). Yet, ministries of finance and planning have tended to remain singularly untouched by the winds of gender change that are beginning to blow through other ministries (Sen, 2000)

Globally, gender mainstreaming has been and is still championed by the United Nations. UN agencies including the UN Women, UNFPA and UNDP have invested in assisting UN member states reform their public planning and budgeting processes. For instance, UN Women have made significant contribution towards this by building political support, developing technical resources and capacity, generating good practice and increasing accountability to gender equality (UN Women, 2010).

In Europe best gender mainstreaming practices in planning and budgeting processes can be found in Sweden. The Swedish Government, for instance, acknowledges the significance of the budget as the prime policy instrument and thus considers it highly important that gender analysis of all government policy areas be made within each of the corresponding ministries. The ministries are expected to set gender equality objectives and targets within their government programmes proposed in the budget bill. In addition, the Ministry of Finance makes a special report of the distribution of economic resources between women and men, presented every year in the Government's Budget Bill (Villagomez, 2004).

Within South Asia, most countries have made efforts to achieve gender equality by improving socio-economic status of women through formulation of action-based policies (United Nations Economic and Social Commission for Asia and the Pacific, 2003). In India, feminist economists were utilized to engender the 2007-2012 India development plans. Consequently, gender

equality goals are mainstreamed in all sectors (Planning Commission Government of India, 2010). In Nepal, for instance, the National Planning Commission examined structural obstacles to women's full participation in the development process. Corrective measures were then taken in policy, legal and institutional frameworks (Guha, 2003). As a result gender issues have been integrated into the formal education and reproductive health system (UNFPA, 2007).

In Africa, states have committed to several instruments that promote gender equality. Consequently, African governments have established diverse mechanisms; including policies, laws and institutions for gender mainstreaming (United Nations Economic Commission for Africa, 2009; Owulu, 2011). However, while there are so many instruments expressing the formal commitments of African governments to gender equality and mainstreaming, translating these theoretical promises into concrete action remains a formidable challenge (Owolu, 2011). For example, at the fifteen years review of Africa's implementation of Beijing Platform for Action in 2009, the outcome was a gloomy depiction of African countries' failure to meet their commitments on gender equality. In particular, many African countries had been unable to address gender issues in poverty reduction papers, public service appointments and in peace building processes among others (United Nations Economic Commission for Africa 2009). Generally, implementation of gender policies is still rather slow and uneven (Economic Commission for Africa, 2010).

However, successes can be observed in countries such as South Africa, Mozambique, Tanzania and Rwanda (United Nations Economic Commission for Africa 2010). In Tanzania, for instance, the Ministries of Planning and Finance have provided guidelines to all sector ministries on mainstreaming gender into their budgets. Gender mainstreaming is also considered within the framework of the Public Expenditure Review processes at both central and decentralized levels (United Nations Economic Commission for Africa, 2009).

Kenya has also adopted and ratified several international instruments on gender equity. These include the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Platform for Action and the Millennium Development Goals among others (ADB, 2007). Several initiatives in line with the international instruments on gender have been taken.

Prominent is the adoption of a National Policy on Gender and Development in the year 2000. The goal of the policy is to facilitate the mainstreaming of the needs and concerns of men and women in development process (GOK, 2000). The five year medium term plan (2008-2012), which implements Vision 2030, commits to the introduction of gender mainstreaming into all government policies plans and programmes (NCGD, 2009).

Whereas several policy documents have been produced, there seem to be inconsistency in their implementation. For instance, the National Gender Policy was adopted in 2000, six years later the Sessional Paper on Gender

Equality and Development aimed at aiding the implementation of the gender policy was developed. This notwithstanding, in 2008 a National Action Plan for the implementation of the National Gender Policy was approved. This raises several questions; why did it take so long to come up with implementation frameworks? Are actors committed in implementing the National Gender Policy?

The Sessional Paper No. 2 of 2006 proposed the establishment of gender divisions in all ministries. However, this has not yet happened because budgets have not been allocated (ADB, 2007). The Head of the Public Service Commission of Kenya issued a directive asking ministries to appoint gender officers in the year 2007. The directive stipulated that appointed persons need to be trained on gender issues (ADB, 2007). On the contrary, gender staff have often been assigned to positions rather than be recruited on the basis of expertise (UNIFEM, 2010).

A report by the ministry for Foreign Affairs of Finland (2010) notes that the government of Kenya (GOK) has been very good at generating national gender policies, but not so well in implementing. The report further observes that despite a long history of commitment to gender issues, GOK is challenged in finding ways of supporting poor women to actively participate in development interventions (ibid). Could the challenge be attributed to the non-articulation of gender commitments in the national plans and budgets? The budget is the most important economic policy instrument of government, and

as such it can be a powerful tool in transforming the country to meet the gender equality goals.

The study sought to explore challenges of mainstreaming gender in planning and budgeting processes in Kenya. The study achieved this by analyzing gender mainstreaming processes in three key ministries; the ministry of Gender, Children and Social Development (MOGCSD), Finance (MOF) and Planning, National Development and Vision 2030 (MPNDV2030). The ministries were selected due to their unique role in mainstreaming gender in national development.

1.2 Statement of the Problem

The government of Kenya has stated her commitment to achieve gender equality by signing and ratifying various international instruments on gender. A ministry has been established to facilitate gender mainstreaming in government. Already there are legislations, policies and institutional mechanisms adopted for this purpose. However, programmes on gender mainstreaming have not been effective. An analysis of the planning and budgetary process in Kenya reveals a non-inclusion of gender concerns in national plans and budgets. For instance, a keen look at the Vision 2030 indicates that gender is just mentioned as a section in the social pillar. Explicit measures in the entire Vision to redress structural gender barriers are minimal and scanty. In addition, the indicators that have been developed in Vision 2030 do not reflect how gender mainstreaming will be measured. Further, gender mainstreaming reports by government ministries, show limited knowledge on

the subject, dwelling mostly on trainings held and percent of female staff employed; concrete reports on how gender is mainstreamed in programmes and projects undertaken by government ministries is lacking. The study therefore sought to explore challenges facing gender mainstreaming in national planning and budgeting process in Kenya.

1.3 Research Questions

The study was guided by the following research questions:

i. What are the methods employed to mainstream gender in national planning and budgeting process in Kenya?

ii. What are the strategies used to mainstream gender in national planning and budgeting process in Kenya?

iii. What are the obstacles faced in mainstreaming gender in national planning and budgeting process in Kenya?

iv. How can gender mainstreaming in national planning and budgeting process in Kenya be strengthened?

1.4 Objectives of the Study

i. To evaluate the methods and tools used in mainstreaming gender in national planning and budgeting process in Kenya.

ii. To examine the strategies employed in mainstreaming gender in national planning and budgeting process in Kenya.

iii. To find out challenges to gender mainstreaming in national planning and budgeting process in Kenya.

iv. To identify strategies of strengthening gender mainstreaming in national planning and budgeting process in Kenya.

1.5 Research premises

The study is premised on the following assumptions:

i. There are methods that are used to mainstream gender in national planning and budgeting process in Kenya.

ii. The strategies used in mainstreaming gender in national planning and budgeting process in Kenya are inadequate and ineffective.

iii. Gender mainstreaming in national planning and budgeting process in Kenya is faced by many obstacles.

iv. There are effective strategies that can be employed to enhance gender mainstreaming in national planning and budgeting process in Kenya.

1.6 Significance of the study

The government of Kenya has expressed her intention to attain gender equality through gender mainstreaming. Besides, gender mainstreaming is crucial in attaining development inspirations in the Vision 2030, the constitution and Millennium Development Goals. Further, the country has committed too many resources in developing gender policies and structures; we need to see results and government goals need to be met. Study findings can be used to inform policy makers and implementers on ways of strengthening the mainstreaming of gender in national planning and budgeting process in Kenya.

1.7 Scope and limitations of the study

The study focused on the challenges of mainstreaming gender in national planning and budgeting process in Kenya by evaluating gender mainstreaming methods, tools and strategies in national planning and budgeting process. The study was confined within the government's fiscal year 2011/2012. The year 2011/2012 was chosen as a reference point for planning and budgeting process in Kenya. It also allowed for provision of the most current status.

The study covered the ministries of Gender, Children and Social Development, Finance, Planning and National Development and Vision 2030. The MOPNDV2030 and MOF are central in national planning and budgeting while the MOGCSD is mandated to facilitate gender mainstreaming in national development. The ministries are therefore central in mainstreaming gender in national development process (GOK, 2008; 2011).

The study was limited to MOGCSD, MOF and PNDV2030. Use of three ministries compromises the reliability if the findings are to be used in other ministries.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews literature related to the research problem. The chapter examines literature on methods, tools and strategies of mainstreaming gender in national planning and budgeting processes. The literature is organized around the objectives of the study. The chapter also describes Lewin's change theory that was used to analyze the findings.

2.2.1 Methods and tools of Mainstreaming Gender in National Development

The 1995 Beijing Plat Form for Action (BPFA) provides insights into how governments are to mainstream gender. The platform calls for the establishment of national machinery as the first step towards mainstreaming gender in national development (UN, 1995). Alluding to the same opinion is the Convention on the Elimination of All Forms of Discrimination against Women. The convention requires states to embody the principle of equality of men and women through law and other appropriate means. The BPFA further gives the necessary conditions for effective functioning of such national machineries which include:

a. Location at the highest possible level in the Government;

b. Institutional mechanisms or processes that facilitate, as appropriate, decentralized planning, implementation and monitoring with a view to involving non-governmental organizations;

c. Sufficient resources in terms of budget and professional capacity and

d. Opportunity to influence development of all government policies.

The study utilized this criterion to leverage the establishment and functioning of the Kenya gender machinery.

The Commission on the Status of Women (CSW, 2010) further notes that national gender machineries have major responsibilities for preparing and monitoring the implementation of gender equality plans, strategies and programmes; initiating gender equality legislation; building gender capacity in line ministries and the preparation of tools to support gender mainstreaming across government (CSW, 2010). Yet as Marcus et.al (1996) observe that there is tension between advisory, advocacy, policy oversight and monitoring roles of the gender machinery, each of which require different skills and institutional cultures. The discussion does not look at the challenges of undertaking these roles and how these challenges are to be overcome.

The mere establishment of national mechanism does not automatically lead to gender equality. Methodologies that influence the planning and budgeting process for gender responsiveness must be employed. A critical examination of the literature suggests that there is much to learn by those interested in the process of gender mainstreaming. However, methods to operationalize these

ideas are not as apparent (Wittman, 2010). NCGD (2009 quoting Alami 2008) notes there is no recipe for GRB, countries need to develop tailored approaches that respond to country specific contexts, economic and budget systems. Some methodologies include developing gender budget statements, developing capacities and institutional mechanisms, integrating gender into budgeting and planning documents, promoting and strengthening accountability systems and creating methodologies that rate and score how much expenditure is going towards projects that promote equality (NCGD, 2009). However, Wittman (2010) notes that the daily organizational work hinders the application of these methods.

Common tools discussed by various manuals and reports include gender statistics, benchmarking, gender impact analysis, 3R method, rapid gender analysis, developing gender goals and indicators (ENERGIA, 2010; The Danish National Research and Documentation; Zentai and Krizsan, 2006; Council of Europe, 2004).

The report by Council of Europe (2004) on conceptual framework, methodology and presentation of good practices, categorizes gender mainstreaming tools in to three: Analytical, educational and consultative tools. Analytical tools are those delivering information necessary for the development of policies. Some examples include sex disaggregated statistics, surveys, cost benefit analysis and gender impact assessment, among others.

These tools are also crucial for planning, measuring results and assessing progress (Commission on the Status of Women, 2012).

Educational tools are those that deal with awareness-raising and the transfer of knowledge. They include awareness raising, training courses, checklists, guiding manuals and handbooks. North (2008), however, notes that there are concerns about the content, method and effect of training practices.

Consultative tools on the other hand include; think tanks, participation of both sexes in decision making, conferences and seminars. Additional tools that fit in this class are discussed by ENERGIA (2010) which includes documentation and communication. Zentai and Krizsan (2006) emphasize the need of gender mainstreaming enabling tools. These help create the framework within which gender-responsive policy making, planning and implementation can take place. They are mainly policies, legal frameworks and financing. However, in many African states gender mainstreaming policies and legal frameworks exist yet gender mainstreaming programmes are ineffective (Economic Commission for Africa, 2010).

Of concern is that most of the methods and tools discussed in this section are general. The literature also lacks a clear distinction of what is a method of gender mainstreaming and what is a tool for gender mainstreaming. The study sought to find and evaluate specific methods and tools used in mainstreaming gender in national planning and budgeting process in Kenya. Further,

discussions do not explore tools of coordinating gender mainstreaming programmes with different sectors yet mainstreaming gender in national development is a collaborative effort of different actors.

2.2.2 Strategies for gender mainstreaming in national development

The United Nations Economic Commission for Africa (2010) discusses several strategies used by different African states in mainstreaming gender. Many countries have adopted national gender policies that prioritize areas of focus based on local needs and conditions, such as in Rwanda and Ghana. Countries such as Libya and Namibia have developed Poverty Reduction Strategy Papers articulating specific gender issues. While countries like Uganda and Tanzania have adopted gender budgeting as a strategy to accelerate promotion of gender equality and equitable development. However, the report does not discuss the effectiveness and failures of these strategies in making gender mainstreaming a daily practice.

The Europeans Women Lobby (2010) report on *Women on boards in Europe from a snail's pace to a giant leap,* presents another strategy. The report talks about how European Union member states adopted legislations to increase the representation of women on corporate boards. The report concludes that countries that adopted legislations with sanctions made greater progress than those that did not. The report provides a great lesson in analyzing findings.

Countries in Asia and pacific have for instance applied strategies such as gender sensitization, capacity building, gender budgeting, collection of gender information and sex disaggregated data (United Nations Economic and Social Commission for Asia and the Pacific, 2010).

A general observation in the literature shows that while there is clear distinction in the approaches to gender mainstreaming described by Rees (1998) as tinkering, integrationist and transformative, clear procedural application terminologies have not fully been developed. In the gender mainstreaming discourse the terminologies tools, methods and strategies are interchangeably used.

2.2.3 Obstacles to Gender Mainstreaming

Many problems regarding gender mainstreaming have already been identified by practitioners and scholars alike for example (Alston, 2006; Economic Commission for Africa, 2010; Jahan, 2010). Problems include the weak influencing power commanded by gender focal points, lack of resources and the evaporation of gender policies when it comes to implementation, the difficulty of mainstreaming gender in the face of gender-biased organizational culture and discourse. However, what are the over aching obstacles in coordinating and implementing gender mainstreaming policies in Kenya?

The report on Fifteen-Years of Implementing BPfA in Africa, discusses how the prevailing global financial meltdown, food crisis, climate change and

conflict have negatively affected majority of men and women. Generally, the impact has eroded the gains already achieved in gender mainstreaming (Economic Commission for Africa 2010). Government responses to the crisis by for instance cutting down budgets for gender programmes and the effect to implementation is not discussed.

The United Nations Economic and Social Commission for Asia and the Pacific (2010) notes how lack of gender capacities continues to hinder gender mainstreaming. The report remarks that, "despite several initiatives to develop capacities for gender mainstreaming, there is still a lack of capacities in government" (UNESCAP, 2010: 62) many government officials and ministry personnel still fail to see the importance of mainstreaming gender into their own goals and plans. The limitation is most evident among the offices in charge of macroeconomic planning and finance (United Nations Economic and Social Commission for Asia and the Pacific, 2010). While these offices are the ones responsible for developing and financing national development plans. While this is the case in Asia and pacific, how is it in Kenya?

The lack of coordination and collaboration among the different national gender machineries and with government agencies has been cited as a challenge to gender mainstreaming (United Nations Economic and Social Commission for Asia and the Pacific, 2010). The lack of coordination automatically means opportunities to influence national plans and budgets are

missed. The report provides insights in investigating the gender coordination mechanisms in Kenya.

2.3Theoretical Framework

This study was guided by Lewin's (1948) Three-step change theory. Lewin's theory of change views behaviour as a dynamic balance of forces working in opposing directions, driving forces which facilitate change because they push in the desired direction and restraining forces which hinder change because they push in the opposite direction. In any planned change forces must be analyzed and influenced in order to shift balance in the direction of the desired change. To achieve gender equality for instance, driving forces as well as restraining forces must be identified, analyzed and deliberate actions taken.

Lewin's change theory describes three steps in change process as follows: The first step is to unfreeze the existing situation or status quo which is considered the equilibrium state, for instance, gender inequality. Lewin suggests two methods of unfreezing. First, increase the driving forces that direct behavior away from the existing situation or status quo. In gender mainstreaming, this calls for removal of barriers that impedes the access of equal opportunities to the disadvantaged gender. Second, decrease the restraining forces that negatively affect the movement from the existing equilibrium, in gender mainstreaming this may possibly mean addressing negative social attitudes, culture and discriminatory laws.

Lewin's second step in the change process is the movement of the target system to a new level of equilibrium. By persuading the society to agree that the status quo is not beneficial. This stage involves a process of change in thoughts, feeling and behaviour. In other words, letting the community/society see the costs of gender inequality and persuading it to change.

The third step is re-freezing. Re-freezing is the process of establishing the change as a new habit so that it now becomes the "standard operating procedure". Without this stage, it is easy to relapse. In gender mainstreaming, this implies sustaining the gender equality practices by institutionalizing them through formal and informal mechanisms such as policies, laws, procedures and regular monitoring accompanied with incentives and sanctions.

The theory has been applied in implementing planned changes. By identifying driving and restraining forces, planners are able to formulate interventions that cause the intended change. Thus, the theory helps planners map out the logical sequence of means-ends linkages underlying a project, programme, or approach. It is pertinent to note that the driving and restraining forces must be analyzed before carrying out a planned change.

The change theory has, however, been criticized for its assumption that change is linear and will happen as planned. Consequently, project interventions themselves, will introduce the change stimulus and processes that matter and are the vehicles that can actually deliver development (Reeler, 2007). Nevertheless, the theory has been accepted and is widely used in project planning and evaluation (Carole, 1995).

The theory was used to locate gender equality attained through gender mainstreaming as a planned change. The study argues that forces driving gender mainstreaming as well as those restraining it must be identified. After this, appropriate action is taken in order to accelerate the implementation of gender mainstreaming programmes.

2.4 Conceptual Framework

The study conceptualized that a situation of gender inequality exists in Kenya. Changing the situation needs implementation of certain activities (gender mainstreaming programmes). Key driving forces for gender mainstreaming must be present, identified as (a) effective leadership, (b) adequate financial and human resources, (c) availability of appropriate procedures and processes, (d) and appropriate organizational incentives and accountability structures. Restraining forces need to be recognized, scrutinized and minimized. The study seeks to identify presence of driving forces and factors constraining their effective application, thus constraining gender mainstreaming.

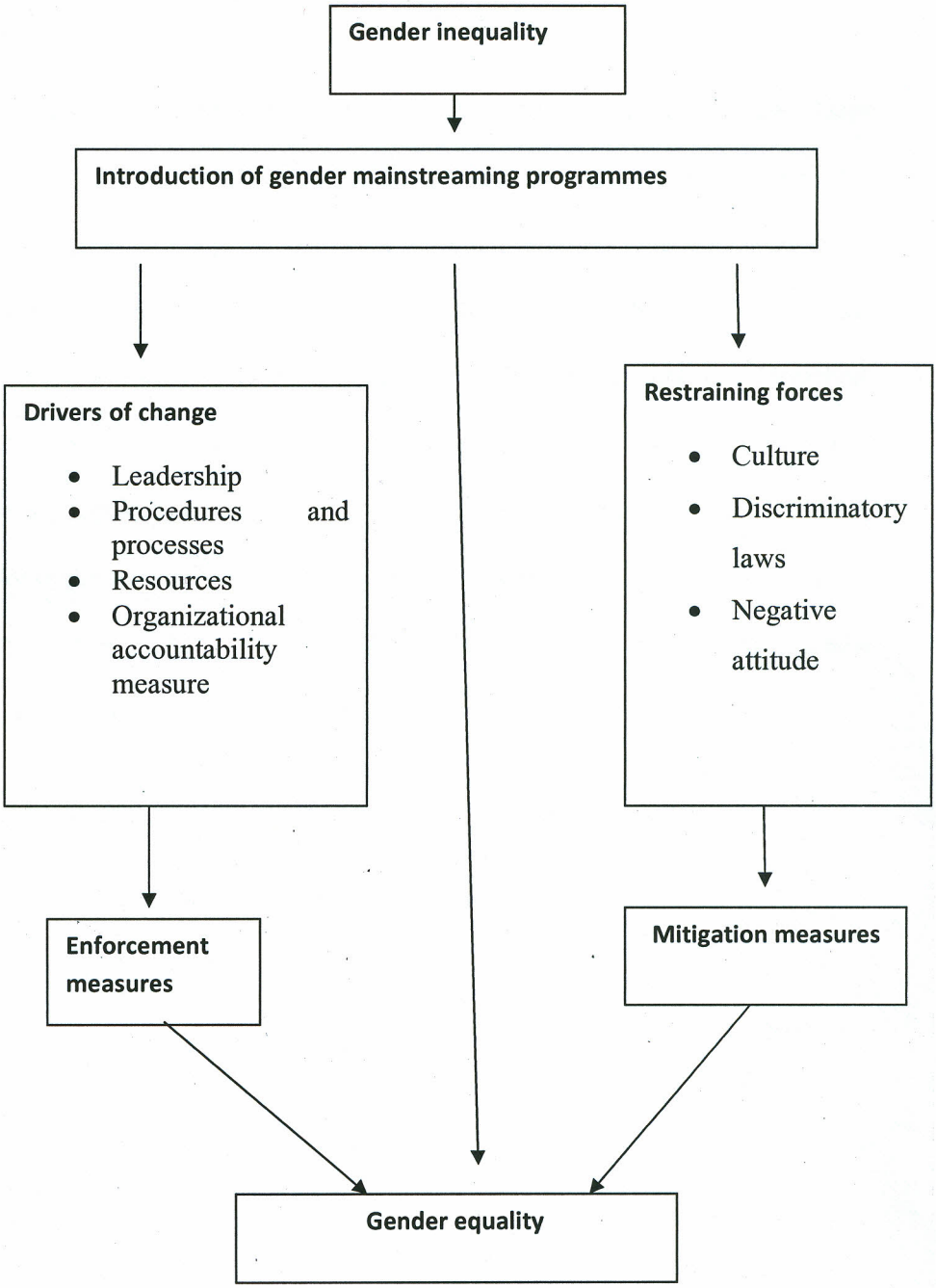

Figure 2.1: Theory of Change for Gender Mainstreaming

2.4 Conclusions

The chapter has reviewed literature related to the study problem. Gaps identified include the wide mandate of the gender machineries and the inadequacy in skills and resources to carry out the mandate. Literature suggests various gender mainstreaming tools and methods however these are generally discussed, sector specific tools and methods are not identified. Further, while literature documents an array of gender mainstreaming methods, application procedures are not apparent and are hindered by the day to day organizational work. Finally gender mainstreaming methods and tools seem to be interchangeably used, clear distinction of what consist a gender mainstreaming method or tool is lacking.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter describes the research methodology used in this study. It describes the study area, research design and sampling procedure and data collection tools.

3.2 Study Area

The study was undertaken in Nairobi, the capital city of Kenya and home of all ministerial headquarters. The city is located at geographical coordinates 1° 17' 0" South and 36° 49' 0" East. Specifically the study took place at the headquarters of the ministries of Gender, Children and Social Development, Finance, Planning, National Development and Vision 2030

3.3 Research design

The study used and was qualitative in nature.

The research was carried in two parts, collection of secondary data and primary data. Secondary data was obtained by reviewing national and ministerial policies and action plans on gender mainstreaming and national planning and budgeting reference documents and guidelines.

Primary data was collected from identified respondents in the ministries of: Finance; Gender, Children and Social Development; and Planning, National Development and Vision 2030.

3.4 Variables and categories of analysis

The main areas looked at in order to respond to the research objectives are outlined against each study objective in table 1 below.

Table 3.1: Analysis variable

Study objective	Analysis Variable
i. To evaluate the methods and tools used in mainstreaming gender in national development.	What are the existing policies and structures within the ministries for mainstreaming gender in planning and budgeting process? The gender mainstreaming programmes/ activities carried by ministries to mainstream gender in planning and budgeting process.
ii. To explore the strategies employed in mainstreaming gender in national planning and budgeting process.	What are the mechanisms and ways for rolling out gender mainstreaming commitments within the ministries?
iii. To find out challenges to gender mainstreaming in national development	What are the difficulties encountered in mainstreaming gender in planning and budgeting process Difficulties faced due to inadequate capacity, Structural difficulties
iv. To identify strategies of strengthening gender mainstreaming in national development.	Respondents proposals on how to strengthen gender mainstreaming in national development Researcher recommendations on how to strengthen gender mainstreaming in national development

3.5 Target Population

The study targeted technical officers responsible for planning, budgeting and gender mainstreaming in the ministries of Gender, Children and Social Development, Finance and Planning, National Development and Vision 2030 at ministerial headquarters.

3.6 Sampling procedure

Purposive sampling was used to first identify ministries of focus as MOGCSD, MOPNDV230 and MOF. Relevant departments within these ministries were then purposively sampled as shown in Table 3. A list of all staff in each of the selected department was obtained and stratified by sex. Respondents were then randomly obtained from each stratum.

Table 3.2: Sampled Departments per Ministry

Ministry	Number of departments	Sampled departments	Sample as % of total departments
MOGCSD	2	1	50%
MOPNDV2030	7	3	42%
MOF	5	2	40%
TOTAL	**14**	**6**	**43%***

* This is the percentage of the total departments sampled that is 6/14 x100= 43%

3.7 Data Collection Tools and Procedure

Primary data for this study was collected through interviews and questionnaires while secondary data was obtained from national planning

reference documents such as the vision 2030, the first MTP, Treasury Circular, MTEF manual, ministerial gender mainstreaming work plans and policies, the national policy on gender and development (2008), its implementation action plan (2008) and the monitoring and evaluation frame work for gender mainstreaming (2008).

Face to face in-depth individual interviews using open - ended questions were conducted with 7 departmental heads in MOF, MPNDV2030 and MOGCSD. This method was justified because it enabled in-depth understanding of the problem. Irrelevant questions were skipped and new ones developed. It also allowed observation of body language which is important in interpreting results.

Face to face in-depth interviews were also conducted with gender focal persons in the three ministries. The aim was to seek clarifications, gain deeper understanding of the situation and gather their experiences and challenges in mainstreaming gender in national planning and budgeting process. They also provided information on how gender mainstreaming can be strengthened.

A questionnaire with open and closed questions was employed to capture information on methods used by staff to mainstream gender in planning and budgeting, challenges faced, and seek their views on recommendations for strengthening gender mainstreaming in national planning and budgeting process. The questionnaire was administered to seven gender and development officers in the MOGCSD, 13 economists in the MPNDV2030 and 11 officers in the MOF.

Secondary data on how gender issues were mainstreamed in planning and budgeting reference documents was obtained from various documents. The documents include; the National Gender and Development Policy (2000), the first MTP (2008 – 2012), 2011/2012 Performance Contracting Guidelines, the 2011/2012 to 2013/2014 Treasury Circular, ministerial gender policies and work-plans.

3.8 Data Analysis and Presentation

Collected data was both qualitative and quantitative in nature. Quantitative data was coded and analyzed using the Statistical Package for the Social Sciences (SPSS) computer programme. It is then presented using charts and tables. Qualitative data was organized into themes under the four research objectives, narrated and relative conclusions drawn. Verbatim reports are also cited to emphasize and enrich the study.

3.9 Data management and ethical consideration

This being a research on government processes, it was expected that respondents would be hesitant to respond out of fear of being quoted. However, respondents were assured this was an academic research and confidentiality of information would be maintained. Respondent's consent to participate in the research was obtained prior to data collection.

CHAPTER FOUR

CHALLENGES OF MAINSTREAMING GENDER IN NATIONAL PLANNING AND BUDGETING PROCESS

4.1 Introduction

This chapter presents the findings of the study using descriptive statistics and simple tables to illustrate what is being discussed. The data presented here is drawn from 36 officers from the MOGCSD, MOF and MOPNDV2030. Table 4.1 below depicts the distribution of the study sample per ministry.

Table 4.1: Summary of study Respondents

Ministry	Department	NO. of staff in the department		Dept. Total	Sample interviewed			Sample as % of total
		F	M		M	F	T	
MOGCSD	Gender And Social Development	9	5	14	4	3	7	50%
MPNDV2030	Macro-Economic Department	4	7	11	2	3	5	45%
	Sectoral Planning	5	7	12	3	2	5	41%
	Monitoring	11	4	15	4	2	6	40%
FINANCE	Economic Affairs	6	7	13	3	3	6	46%
	Budget Supplies	8	10	18	3	4	7	38%
Total		**43**	**40**	**83**	**19**	**17**	**36**	**40%**

Notes: F- Female; M- Male; Dept. – Department

Table 4.1 above shows that in total, there were 36 respondents consisting of 19 male and 17 females.

4.2 Background information on the respondents

In recognition that gender mainstreaming is influenced by attitudes informed by various social attributes, the study sought to find the background of the respondents as regards their age, education levels and professional specialization. The information is presented in Tables 4.2, 4.3 and 4.4 below.

4.2.1 Age of respondents

Table 4.2: Profile of Respondents by Age Groups

MINISTRY	25-30		31-35		36-40		41-45		46-50		50+		Total
	M	F	M	F	M	F	M	F	M	F	M	F	
MOGCSD	-	-	1	1	2	-	1	2	-	-	-	-	7
MOPNDV2030	1	-	2	1	2	2	3	2	1	2	-	-	16
MOF	-	1	-	2	1	2	3	1	2	-		1	13
TOTAL	1	1	3	4	5	4	7	5	3	2	-	1	36
% of total	6%		19%		25%		33%		14%		3%		100%

Table 4.2 above shows that respondent's ages ranged from 25 to over 50 years. The oldest was 53 years and the youngest was 30 years. Only twenty five percent of the respondents were youth. Twenty five percent aged between

36 and 40 years, 33% between 41 and 45, 14% between 46 and 50 and 3% above 50 years.

4.2.2 Educational Levels

The respondents had high levels of education as shown in Table 4.3 below. The table shows that most respondents (69%) had a post - graduate degree and 31% had a bachelor degree. More males had higher levels of education than females. The high level of literacy suggests the officers had mental strength to mainstream gender if enough resources were committed into developing their gender mainstreaming capacities.

Table 4.3: Educational Levels of Respondents

Ministry	Education Level						
	Diploma		Bachelors degree		Post graduate		Total
	M	F	M	F	M	F	
MOGCSD	0	0	0	0	4	3	7
MOPNDV2030	0	0	3	4	6	3	16
MOF	0	0	1	3	5	4	13
TOTAL	0	0	4	7	15	10	36
TOTAL %	**0%**		**31%**		**69%**		**100%**

4.2.3 Professional Specialization of Respondents

Table 4.4 below shows that 61% had specialized in economics, 19% in public finance/ accounting and 14% in gender issues. The results show that specialist in economics and accounting was mostly concentrated in the MOPNDV 2030 and MOF. Gender skills were in the MOGCSD. This may explain why gender issues are mainly unattended to in the ministries of MOPNDV 2030 and MOF.

A further analysis of the data show that only 5% of gender experts in the MOGCSD had technical knowledge in microeconomics. The small number of gender expertise with technical knowledge on microeconomic and financing in the MOGCSD may be inhibiting the ministry from building gender capacities in the MOF and MOPNDV 2030. In order to build gender capacity in the ministry of planning and finance gender experts require technical knowledge in planning and finance. This finding is in agreement with Marcus et al. (2006) who observed that there is tension in diverse roles of gender machinery, all of which require different skills and institutional cultures.

Table 4.4: Professional Specialization of Respondents

Ministry	**Professional Specialization**								
	Economics		**Administration**		**Gender & Development studies**		**Public Finance/accounting**		**Total**
	M	F	M	F	M	F	M	F	
MOGCSD	1	1	0	0	3	2	0	0	7
MOPNDV 2	8	6	0	0	0	0	1	1	16
MOF	3	3	1	1	0	0	2	3	13
TOTAL	12	10	1	1	3	2	3	4	36
TOTAL %	**61%**		**6%**		**14%**		**19%**		**100 %**

4.3 Methods and Tools of Mainstreaming Gender in National Planning and Budgeting Process

The first objective of the study sought to evaluate methods and tools used in mainstreaming gender in national planning and budgeting process. To get this information a closed ended question was posed requiring respondents to circle

as many of the listed methods as applied in the ministry. This formed the basis for evaluating the methods. The results are shown in the Table 4.5 below

Table 4.5: Methods of mainstreaming gender in national development

Methods of mainstreaming gender in national development	Number of Respondent	Non responsive	Total respondents	% of respondent
Existence of a ministerial gender policy	20	16	36	56%
Use of sex disaggregated data	4	32	36	11%
Training of officers on gender mainstreaming	25	11	36	69%
Participation of a gender expert in the sector working groups	5	31	36	14%
Gender officers are members of MTEF committee	12	24	36	33%
Do not know	8	28	36	22%

Table 4.5 above shows that training on gender mainstreaming was the most commonly used method of mainstreaming gender at 69%. Other methods included: - development of ministerial gender policies at 56%, use of gender officers at 47% and finally use of sex disaggregated data at 11%. Twenty two

percent of the officers did not know the methods used. The study sought to evaluate the methods by interrogating their strengths and weaknesses.

i. Training on gender mainstreaming

The study found that all ministries were conducting gender trainings. However, the method and content of training differed from ministry to ministry. For instance, gender specific trainings were conducted for gender committees in the ministry of finance (O.I Gatere, 16.8.2012). In the MOPND V2030 there were no exclusive training on gender issues; topics on gender were incorporated as a session in other ministerial trainings organised by the ministry such as training on the MTEF process. Further, ministries nominated planning and budgeting officers to attend gender mainstreaming trainings organised by other institutions like the MOGCSD (O.I Grace, 14.8.2012). The MOGCSD, on the other hand, conducted gender-related trainings for its officers and officers from other line ministries. In the fiscal year 2011/2012, for instance the ministry conducted five trainings each lasting five days. The trainings focused on gender mainstreaming, collection and analysis of sex disaggregated data and gender responsive budgeting targeting gender officers, finance officers in the line ministries and executive officers of state corporations, (O.I Mary, 10.7.2012).

The study found a major gap in the use of training as a method to mainstream gender was in the manner and the kind of training conducted. The trainings were very elementary, providing general knowledge on GRB rather than building skills. Another concern is that training gender officers from different

ministries/sectors in one seating created the impression that gender issues were similar (O.I Kinge, 12.8.2012). Sector specific trainings need to be designed. Another limitation is that follow-ups were not made to monitor the application of the skills gained. However, the training helped in changing the perception that gender is all about women and increased the appreciation of the need to address gender issues in planning and budgeting process (O.I Mwathi, 14.8.2012). This finding corresponds with North's (2008) and ADB (2010) who raise concerns about content, method and effect of training practices. According to ADB (2010) gender training has been largely ineffective in improving the knowledge necessary for gender-sensitive approaches. In Kenya, for gender training to be effective there is a need to develop practical sector specific training programmes.

ii. Establishment of gender focal points

The study noted all ministries had established a gender focal point meant to catalyze gender mainstreaming in the ministries. The gender focal points are manned by an officer referred to as the gender officer. All ministries had assigned an officer to carry on the duties of a gender officer. The position of a gender officer was not established within the ministerial organization structure. Consequently, the position did not have clear reporting lines and job description. About a third (33%) of the ministries had established gender mainstreaming committee to support the gender officer. Each department nominated an officer to constitute the gender committee. Members of the gender committee assumed the role of the gender officer in the departments

they come from and were therefore responsible for addressing gender issues in those departments.

The study noted that the establishment of gender mainstreaming committees was a response to the performance contracting requirement of the year 2010/2011. Although the gender mainstreaming committee members were to attend to gender issues in their respective departments, often the committee was concerned with fulfilling the gender mainstreaming targets in the performance contracting. For instance, a respondent and a member of gender commiittee in the department of monitoring unit whose key duties were monitoring, when asked whether the indicators used in monitoring were gender responsive with a particular reference to training her response was:

> *I only check if the ministry delivered on the number of training it committed; it is the work of the gender officer to find out how many women and men were trained. Going down to who was trained means I check also on how many persons had disability; this would complicate my work. (O.I Alice[1] 16.8.2012).*

The gender focal point is also the liaison office with the gender machinery. It is responsible for reporting to the gender machinery gender mainstreaming activities in the ministry.

The study found the use of gender focal points as a method of mainstreaming gender to have several challenges. First, the gender focal points were not supported with a budget to carry out their work more effectively (O.I Gatere 16.8.2012, Grace, 14.8.2012). Second, the gender focal points were not

[1] Not her real name

involved in ministerial planning and budgeting. They therefore do not have an opportunity to influence the ministerial budget for gender responsiveness (O.I Grace, 14.8.2012). The gender focal points also lack staff; they are mainly manned by one officer who has other duties to perform. Most gender officers lack gender training and are therefore unable to guide and catalyse gender mainstreaming in the ministry. The finding demonstrates a weak mechanism for gender mainstreaming within the ministries. Yet the mechanism is meant to guide on gender mainstreaming. The conceptual frame- work argues that for gender mainstreaming to take place there should be effective leadership. The lack of effective technical leadership for gender mainstreaming in Kenya is lacking and needs to be built.

iii. Production of ministerial gender policies

The study also found that ministries were mainstreaming gender by developing gender mainstreaming policies. About two-thirds (66%) of the ministries had developed a gender mainstreaming policy while 34% were finalizing their policies. While production of a ministerial policy on gender mainstreaming is the highest level of formal commitment to gender mainstreaming, ministries were taking a very slow pace to implement them. For instance, the MOPNDV 2030 had developed their ministerial gender mainstreaming guidelines in the year 2011. The guidelines required the formulation of a gender mainstreaming committee (GMC) to implement the guidelines. By the time of the study this had not been done. The study observed that production of a ministerial gender policy was a performance

contracting requirement of the year 2010/2011. The method was ineffective because policy pronouncements were not actualized. It may be concluded that ministries were developing ministerial gender policies to meet the performance contracting requirements, consequently gender issues were therefore minimally attended to. Wittman (2010) refers to this minimal attention as a short agenda of mainstreaming. This short agenda allows institutions to only comply with the minimum gender equality standards as set by law or regulatory frameworks. The short-term agenda does not lead to institutionalisation of gender mainstreaming, and neither does it lead to substantial change envisaged by the gender mainstreaming strategy.

iv. Integration of gender in the planning and budgeting frame works and processes

A review of the national planning and budgeting documents shown that gender was mainstreamed by integrating gender issues in the planning frameworks and in various budget making processes and stages. The study noted that the Kenya budgeting process has three stages; first is a top-down macro target setting stage that includes identification of aggregate resources for allocation of resources across the sectors, in line with national priorities (GOK, 2011; NCGD, 2009). Second, is a bottom up expenditure planning process which involves the preparation of sectoral priorities. The final stage is the financial programming that entails the preparation and consolidation of all ministries plans and budgets into one national itemised budget and its approval (GOK 2011). The study established that to mainstream gender in budget making

process the MOF issued a treasury circular to all ministries instructing them to address gender issues in their plans and budgets (O.I John. 10/8/2012, Treasury Circular, 2011). On evaluating this method, the study found several gaps.

First, the requirement to address gender issues in planning and budgeting was not consistently applied throughout the three planning and budgeting stages. Consequently, attention to gender issues was inconsistently done. For instance, the treasury circular is released in the second stage. This means the requirement does not affect the first stage. Consequently, the macroeconomic framework that sets an indicative budget is largely gender insensitive because sex disaggregated data on the impact of taxation, wealth distribution and roles of men and women in the economy is usually not collected (O.I. Grace 14. 8.2012).

Secondly, the requirement to address gender issues in the planning and budgeting process was not backed with the necessary mechanism to allow for the participation of gender expertise in the process. For example, in the preparation of the ministerial public expenditure review (MPER) gender officers in the ministries are not always consulted (O.I John, 13.8.2012). This is a major gap because as the study found, the MPER forms the foundation for the preparation of programme spending estimates and performance targets. Consequently, it is at this stage that gender gains are made or lost. If departments submit requests that are gender unresponsive, then gender issues

are lost; this is a common scenario attributable to low gender expertise within ministries (O.I Onyango, 9.8.2012).

Thirdly, the placement of the requirement to address gender issues in the treasury circular is not strategic. The study found that the requirement was made under human resources development and capacity building section of the treasury circular. As a result, gender activities by ministries mostly targeted staff through sensitising staff on gender mainstreaming and collecting data on the number of women and men staff in the ministry rather than how ministerial programmes and activities were responding to gender issues.

Noting that the country's development agenda was guided by the V2030, the study went ahead to find how gender was integrated in the Vision. The study noted that Vision 2030 is categorised into three pillars: economic, social and political pillar (GOK, 2008). The vision is implemented through five year medium term plans. The first medium term- plan having commenced in 2008 and is ending in 2012.

The study found that Vision 2030 did address gender issues, although it's not comprehensively mainstreamed in all pillars. A section in the social pillar was devoted to address gender concerns. Under the said pillar, the vision commits to achieve gender equity in all aspects of society through changes in four key areas of: opportunity, empowerment, capabilities and vulnerabilities (GOK,

2008). However, the vision does not show how gender concerns are to be dealt with in the economic and political pillars.

Considering that the vision is to be implemented in five successive medium - term plans (MTPs) the study went ahead to find how gender was mainstreamed in the first MTP covering the period 2008-2012. It was found that the MTP acknowledges the gendered dimensions of poverty, as well as gender disparities in land ownership, higher rates of unemployment for women; women lower formal sector employment and gendered reasons for girl's lower school attendance. Often, however the plan does not propose actions that explicitly address the identified gender issues.

The study noted that the medium term plan is implemented through flagship projects in every pillar. Gender specific flagship projects are identified in the social pillar which includes:

a) Introduction of gender mainstreaming into all government policies plans and programmes to ensure that the needs and interests of each gender are addressed. Proposed actions under the flagship project include; deliberate effort to recognise and acknowledge the various ways in which women make a contribution to the economy, operationalization and strengthening of gender divisions in all ministries and state corporations to aid the gender mainstreaming process. b) Collection of gender disaggregated data that accurately portrays the gender balance in all sections of the country to form the basis for developing gender-sensitive policies, plans and programmes; c)

Institutionalisation of Affirmative Action Policy to ensure that women have at least 30 per cent representation in recruitment, promotion and appointment at all decision making levels in order to increase the number of female participation and representation and d) is to continue funding the Women Enterprise Fund to provide Kenyan women with access to alternative financial services (GOK, 2008).

By the time of study the 2008 to 2012 medium term plan was expiring, yet as this study established gender mainstreaming seem not to have taken full effect in all government policies and programmes, gender divisions are still not established leave alone operationalized and strengthened while gender disaggregated data is limited to women and men representation in politics and formal employment and affirmative action policy is not yet developed.

Following this finding it could be concluded that there is gender policy evaporation in Kenya. This finding concurs with others who find evaporation of gender policy as a challenge to gender mainstreaming. Further the finding tends to agree with Wittman's (2010) argument that there are many methods of mainstreaming gender suggested in the literature, including integrating gender into planning documents and development of policy but methods to operationalize these ideas are not as apparent.

4.3.1 Tools for Mainstreaming Gender in National Planning and Budgeting process

The study sought to evaluate the extent in which gender mainstreaming tools were being used in planning and budgeting. This was done by providing a list of various tools used in budgeting and asking respondents to tick the frequency of how they used the tools. The results are shown in Table 4.6 below.

Table 4.6: Extent of use of gender budgeting and planning tools

Tools	Extent of use			
	Always	Sometimes	Never used	Do not know them
Gender-aware policy appraisal	28%	5%	44%	41%
Sex-disaggregated public expenditure incidence analysis;	0	29%	60%	11%
Sex disaggregated beneficiary assessments	0	31%	58%	11%
Gender-disaggregated tax incidence analysis	0	15%	44%	41%
Sex-disaggregated analysis of the impact of the budget on time use	0	0	88%	12%

The table 4.6 above demonstrates the level at which gender budgeting tools were being used by officers. Twenty- eight per cent used gender-aware policy appraisal, 5% used the same tool but not always, 44% have never used the tool and 41% did not know the tool. On sex-disaggregated public expenditure

incidence analysis, 0% used the tool always, 29% used the tool sometimes and 60% did not use the tool at all while 11% did not know the tool. On sex disaggregated beneficiary assessments, 0% used the tool always, 31% sometimes used the tool, 58% had never used the tool and 11% did not know them. On gender-disaggregated tax incidence analysis and Sex-disaggregated analysis of the impact of the budget on time use, the trend was the same. 0% always used the two tools, 15% and 0% used the tool sometimes consecutively, 44% and 88% never used the tool consecutively and 41% and 12 % did not know the tools.

The results demonstrate that the tools were rarely used and were not known by a bigger number of staff. Those aware of them may have learnt about them in gender trainings but in-depth training on their use might not have been done. This tends to confirm that gender mainstreaming trainings are not specialised.

4.4 Strategies for Mainstreaming Gender in National Planning and Budgeting process

The second objective was to find out strategies for mainstreaming gender in national development. This objective was assessed by asking respondents to state strategies they used to mainstream gender in planning and budgeting process. The results are displayed in Table 4.7 below.

Table 4.7: Strategies for mainstreaming gender

STRATEGY	FREQUENCY	PERCENTAGE
Training on gender	11	31
Use of sex disaggregated data	6	17
Gender officer	14	39
Gender policy	3	8
Non responsive	2	6
TOTAL	36	100

Table 4.7 above shows that 31% used training on gender as a strategy to mainstreaming gender in national planning and budgeting, 17% used sex disaggregated data, 39% used gender officers, 8% used the ministerial gender policy and 6% did not respond to the question.

The question was further followed with questions seeking to find out how the stated strategies applied to the MPER and at the sector working groups. one two-thirds (68%) opined that the gender officer participated in the MPER process and this way they felt the gender officer would raise gender issues in the MPER. About one- third (32%) did not know how the strategies were applied and mentioned lack of capacity in gender mainstreaming as an obstacle in addressing gender issues at MPER and sector working group level.

Grace had this to say on gender mainstreaming strategies:

> *We have been taught gender generally; sector specific tools, methods and strategies need to be developed and tested (O.I Grace 14.8.2012).*
> John comments on mainstreaming gender at sector working groups:
> *It is too late to mainstream gender at sector working groups; if ministries do not mainstream gender at ministerial level then that's too bad. Gender officers in ministries need to be proactive and ensure their ministerial plans and budgets take a gender perspective (O.I John 14.8.2012).*

These findings show that the terminology methods and strategies were interchangeably used. Apparent ways of applying these in planning and budgeting process were not clear.

The study also sought to find out mechanisms put in place to monitor and evaluate gender mainstreaming in national planning and budgeting process. Results show that there were no specific indicators in the planning and budgeting process that tracked how gender was mainstreamed. General mechanisms such as the treasury circular and performance contracting were used as monitoring tools. Though these methods were general, the study noted that the performance contracting had increased ministries attention to gender issues. Gender issues were included in the performance contract as an evaluation criterion in the year 2009 and were to be evaluated in the fiscal year 2010/2011. Consequently, most ministerial gender mainstreaming policies, strategies and practices took effect the same fiscal year, i.e. 2010/2011. For instance, in the ministry of Finance, the gender mainstreaming committee that had been set years back (date could not be established) was revived in the year 2010. In 2011, the ministry carried out a gender mainstreaming baseline survey and was finalizing the ministerial gender policy at the time of the study (O.I Gatere, 16.8.2012). The MOGCSD & MOPNDV2030 developed their ministerial gender mainstreaming policy/ strategy in the year 2011.

The finding confirms the argument in the conceptual framework that any guided change such as fight for gender equality requires effective

accountability mechanisms. The lack of a specific gender monitoring mechanism in the budget making process is a big gap.

4.5 Challenges to Gender Mainstreaming in National Planning and Budgeting Process

The third objective of the study aimed at finding challenges to gender mainstreaming. The objective was addressed by assessing four main variables: management commitment to gender mainstreaming, management accountability measures to gender mainstreaming knowledge and expertise on gender mainstreaming, financial capacity and political will. Political will was measured in terms of availability of enabling legal, institutional and policy framework.

i) Management support to gender mainstreaming

The study sought to find out how management supported gender mainstreaming in the ministries. Table 4.8 below presents the findings on management support to gender mainstreaming.

Table 4.8: Management support to gender mainstreaming

Criteria for evaluating management commitment	Totally Agree	Agree	Disagree	Totally Disagree
Has allocated adequate fund	0	43%	25%	32%
A clear policy on G.M has been developed	60%	30%	6%	4%
A gender unit or committee has been established	100%	0	0	0
A gender expert has been employed	10%	20%	45%	25%
50% of ministry staff have been trained on gender mainstreaming	5%	40%	25%	30%
Inclusion of gender mainstreaming as a criterion for performance appraisal with a high score	60%	34%	6%	0%

Table 4.8 shows that management demonstrated varied support to gender mainstreaming. Financial support was least. None of the respondents totally agreed that the management had provided adequate funds for gender work and 43% agreed that some finances were provided for gender work while 57% disagreed funds had been allocated for gender work. Ninety per cent agreed that management demonstrated support for gender work by developing a ministerial gender policy while 10% disagreed. All agreed that by establishing a gender unit/ committee, management was being committed to gender work, 30% agreed that management demonstrated commitment to gender work by employing a gender expert while 70% disagreed.

The finding shows that in general there is formal commitment to gender work. The formal commitment was translated into action by establishing a gender focal point or a gender mainstreaming committee and developing ministerial gender policies. However, these were minimally provided. For instance, the ministries appointed only one officer to carry on the gender work and the officer was not allocated specific budget to implement gender mainstreaming activities. Ministerial gender policies were developed but implementation had not kicked off.

The study noted that the performance contracting for the year 2010/2011 required ministries to establish a gender committee, carry out a baseline and develop a ministerial gender policy. There was no gender mainstreaming activities outside the gender mainstreaming performance contracting targets. Gender mainstreaming activities by the ministries were therefore a response to the performance contracting.

ii) Inadequate management accountability measures to gender mainstreaming

The study sought to find out how ministerial management teams were held accountable to gender mainstreaming. The results were as shown in the figure 4.1 below.

Figure 4.1: Management accountability measures to gender mainstreaming

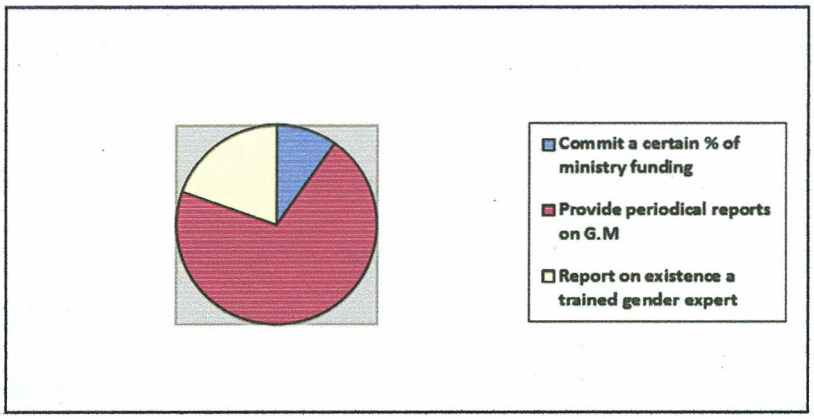

Figure 4.1 above shows that 68% reported management was held accountable by providing periodical reports on gender mainstreaming, 12% by committing a certain % of budget to gender mainstreaming and 20% by reporting on the existence of a trained gender officer.

The study observed that ministries were required to report on the progress of gender mainstreaming on a quarterly base to the national gender and equality commission. At the end of the financial year, the ministries would receive a compliance certificate from the commission that would be presented to the performance contracting department as evidence of having complied with the gender mainstreaming requirements. The performance contracting as an accountability mechanism has therefore moved gender issues a notch higher (O.I Mary, 16.8.2012). As mentioned elsewhere most ministries developed ministerial gender policies immediately gender was introduced in the

performance contracting; although implementation of these policies is yet to take full effect.

The lack of implementation could be associated with the lack of monitoring of gender mainstreaming programmes within the ministerial monitoring frameworks. The study noted that ministries did not have a system to track implementation of gender programmes; although ministries reported to the MOGCSD on a quarterly basis the number of women employed by the ministry (O.I, Grace, 16. 8. 2012).

The study further noted that the national monitoring framework for Vision 2030 first medium term plan 2008-2012, had gender indicators even though the indicators were limited to social sector; and were concerned with how women were participating in employment and women access to services such as electricity, water, healthcare and housing (GOK, 2009). The findings concur with ADB (2010) report on gender mainstreaming who concludes that gender mainstreaming initiatives are actively pursued for only a short period before gradually declining in use because of the lack of incentives or rules mandating their use. Even when results are reported they are focused on women and not gender and mostly in health and education sectors. Basically gender mainstreaming approach is reduced into a WID approach (ADB, 2010).

iii) Low knowledge and expertise on gender mainstreaming

The study observed that there is minimal expertise on gender skills despite numerous trainings. This could be explained by the fact that most training

takes the form of a sensitization rather than specialised training. Further ministries had not designed their sector specific gender trainings nor were they training their staff regularly. Sector specific gender mainstreaming tools and methodologies have not been designed. Consequently, officers are still unable to integrate gender issues in their daily routines and so are unable to track gender issues on an on-going basis or to take them into account during planning and budgeting. The second factor to this challenge is that even when specialised trainings are conducted follow-ups are not conducted to ensure skills gained are utilised and lessons are documented to design future interventions (O.I, John 31.7.2012).

iv) Financial Constraints

Ninety per cent of respondents raised concerns that gender work received very little or no budget. The national gender machinery is also poorly funded and is not able to effectively carry the gender mainstreaming mandate.

v) Political will for gender mainstreaming

The study also sought to determine the presence of an enabling political will for gender mainstreaming. This was by asking respondents opinion on whether there was adequate legal, policy and institutional framework for gender mainstreaming. The results are shown in the figure 4.2 below.

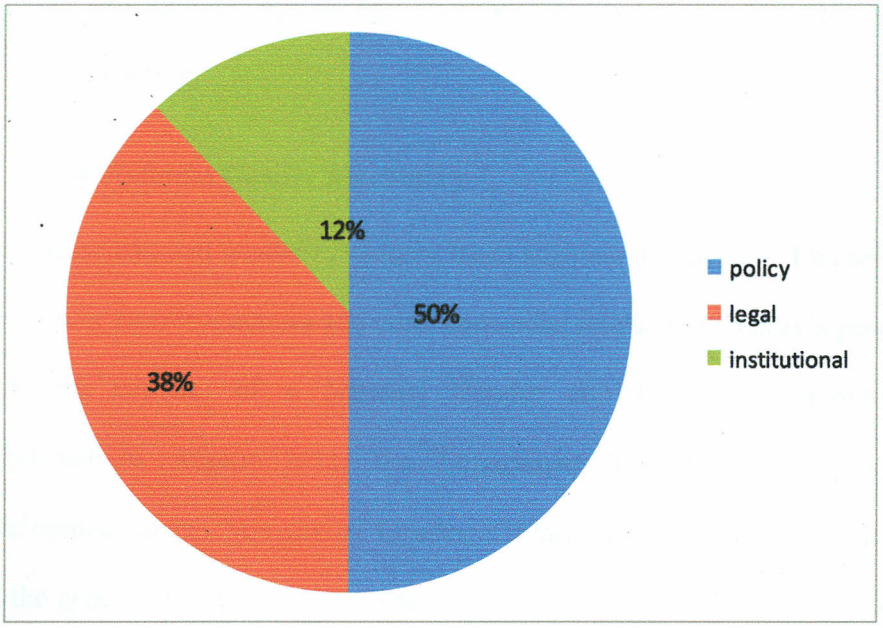

Figure 4.2: Existence of political good will for gender mainstreaming

Figure 4.2 shows that 50% opined that the policy environment for gender mainstreaming was good citing the existence of the national policy on gender and development, Vision 2030 and the performance contracting. Thirty eight per cent were of the opinion that the constitution had laid enough ground for institutions to mainstream gender. While 12% felt that the institutional arrangement was present but needed to be strengthened, they mentioned the existence of the Ministry of Gender, Children and Social Development and the gender focal points in the ministries.

The findings show that the country has created the necessary political environment for gender mainstreaming. According to Zentai and Krizsan (2006) this is a crucial and a necessary step towards mainstreaming gender.

However, the commitments in legal and policy has not always translated into full mainstreaming.

vi) Weak National Gender Machinery

The current national gender machinery lacks adequate financial and technical expertise in macroeconomics and other non-social fields. The country's gender machinery consists of a National Gender and Equality Commission established in August 2011, the Department of Gender and Social Development in the Ministry of Gender, Children and Social Development and the gender focal points in the line ministries. The Commission at the time of study had two fulltime commissioners and two part-time commissioners, one Commission secretary with a secretariat of three programme officers. The Commission was allocated KES 74 million for programmes in the 2011/2012 financial year, which cannot assist in acquiring specialised services to supplement the lean staff. The thin staff and budget makes it difficult for the commission to effectively carry out its monitoring and advisory role.

The Department of Gender and Social Development is split into two divisions' gender and community development. The gender division is headed by a gender secretary who has a director, deputy director and six programme staff. Government funding is equally low. This makes it difficult for the ministry to conduct research to inform policy and also fully build gender capacity within ministries (O.I Mary 16.8.2012). The focal points in the line ministries have only one officer dealing with gender issues who is also not facilitated with a budget and structures within the ministry to effectively mainstream gender.

4.6 Recommendations for Strengthening Gender Mainstreaming in National Development

The last objective of the study was to seek recommendations for strengthening gender mainstreaming in national development.

The following recommendations were made.

i) **Restructure the gender focal points:** Respondents recommended the establishment of gender committees with a representation from all departments as opposed to having one focal point dealing with gender issues in the ministry. The committee members would then be tasked with an official responsibility to tackle gender issues in the departments. This official responsibility should be operationalized by issuance of new job description coupled with specialised training on gender as well as development of sector specific tools and methods. The gender committee members should work closely with ministerial officers to build their capacity so that in the long run officers are able to mainstream gender in their daily work.

ii) **Conduct of gender based research to inform planning and budgeting**. This should include research on taxation, economy driving forces and should ensure care work is factored. In addition, all government programmes and budgets should be regularly assessed and monitored. This calls for the development and operationalization of clear gender monitoring indicators and frameworks as part of national plans and budgets. For this to comprehensively and coherently take place, the MOGCSD should establish

strong effective relationships with learning institutions. The learning institutions may be tasked with a responsibility of conducting gender responsive research in diverse areas. MOGCSD should also work closely with the national monitoring unit to advise and ensure gender indicators are inculcated in all monitoring frameworks. Further, the MOGCSD should cooperate with the Kenya bureau of statistics to ensure sex-disaggregated data and gender statistics, including through household surveys, sex disaggregated beneficiary incidence surveys etc. are collected. The MOGCSD should conduct regular meetings with gender officers/ gender committee members in the line ministries; these meetings would provide forums to share on best gender mainstreaming practices, challenges and enable formulation of sector specific solutions to gender mainstreaming.

iii) **Develop a critical mass of economic gender experts** to provide technical capacity on planning and budgeting especially in formulating tools and models of developing gender responsive macro-economic frameworks. As well as provide technical support in engendering the existing planning and budgeting frameworks such as the treasury circular and the MTEF. Further, the economic gender experts would provide gender analytical capacity throughout the budget process by working with technical committees in the Ministry of Finance, Ministry of Planning, and respective line ministries. Their role would be to advise on the process and analysis required for gender mainstreaming.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presents conclusion and recommendations. It sums up the findings on the evaluation of the methods, strategies and challenges of mainstreaming gender in national development. The chapter also gives recommendations that can be used to effectively strengthen gender mainstreaming in national development.

5.2 Conclusion

The first objective of the study was to evaluate methods of mainstreaming gender in national development. The study established that gender mainstreaming methods used were; training and workshops, this method was not very effective as it did not inculcate the requisite skills to allow staff mainstream gender into their daily work. Further follow ups were not made to ensure acquired skills were used. Establishment of institutional mechanisms for gender mainstreaming was another method. Gender focal points and gender committees were established to coordinate gender mainstreaming within the ministries, these institutional mechanisms were faced with many challenges including lack of a budget, skills and inability to influence decisions in the ministries. Development of ministerial gender policies was another method. This method was weak because implementation of policies had not taken effect. Finally gender was integrated in the national planning

and budgeting frame works although the integration was not comprehensive throughout the planning and budgeting cycle.

The second objective aimed at finding the strategies used to mainstream gender in national development. The study found out there was no clear distinction between the methods and strategies of mainstreaming gender. Training on gender, development of ministerial gender policies and use of sex disaggregated data and appointment of a gender officer were the strategies used.

The third objective was to find out challenges to mainstreaming gender in national development. Various challenges were identified. These were; inadequate resources, lack of comprehensive accountability mechanisms, weak national gender machinery, lack of sector specific tools and methodologies, existence of gender non responsive macroeconomic frameworks and incoherence attention of way of gender issues in planning and budgeting processes.

Respondents provided the following recommendations to strengthen gender mainstreaming in national development: need to restructure gender focal points, need to conduct gender research in order to inform planning, create a critical mass of gender economists and provide enough budget for gender work, build gender mainstreaming capacities and invest in developing sector specific gender mainstreaming tools and methodologies.

5.3 Recommendations

The following recommendations are given to strengthen mainstreaming of gender in national planning and budgeting in Kenya

i) Strengthen the national gender machinery

There is need to strengthen the national gender machinery. At the moment, the machinery has very thin staff and very low funding levels. The government should finance the machinery with enough resources for it to effectively carryout its work.

ii) Gender based research to inform planning and budgeting.

This should include research on taxation, economy driving forces and should ensure care work is factored. In addition, all government programmes and budgets should be regularly assessed and monitored. This calls for the development and operationalization of clear gender monitoring indicators and frameworks as part of national plans and budgets.

iii) Develop a critical mass of economic gender experts to provide technical capacity on planning and budgeting especially in formulating tools and models of developing gender responsive macro-economic frameworks.

iv) Gender experts and scholars need to develop gender mainstreaming concepts to have a clear distinction of what entails a method and a strategy.

5.4 Areas for Future Research

- Conduct an ethnographic study on the processes of mainstreaming gender in the department of gender in order to capture the daily experiences of mainstreaming gender.

- Replicate this study at the county level to find out how gender is mainstreamed in the planning and budgeting process.

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APPENDICES

APPENDIX 1: Interview guide for section heads

1. **Assessing methods and tools of mainstreaming gender**

- Is there a ministerial gender policy in your ministry? If yes what issues does it cover? if not what is being done?
- Are there methods for mainstreaming gender in departmental plans and budgets yes□ no□,

  If no what is being done? If yes, mention the methods.
- Which tools do you use to mainstream gender in departmental plans and budgets?
- Are there people assigned to coordinate gender issues in the department and on what basis? Yes□ No □

  If yes, what strategies do they use to coordinate gender mainstreaming in the department and within the ministry? If no, what is being done?
- Are you working with the national gender machinery to mainstream gender in national planning and budgeting? Yes□ No□
- If yes, are there formalised ways of working with the national gender machinery?
- What are the results of the partnership with the gender machinery?
- What is your opinion on the extent to which the national machinery has provided technical guidance on mainstreaming gender in planning and budgeting process?

2. Assessing strategies

- What strategies do you use to mainstreaming gender in national planning and budgeting process? (Probe for how needs are identified, how consultations are done, how decisions on priority areas are arrived at and how all this is coordinated in all ministries)
- What mechanisms are put in place to monitor and evaluate gender mainstreaming in national planning and budgeting process?

3. Assessing challenges

Knowledge & expertise on gender mainstreaming

- Does the department have staff trained or has expertise on gender mainstreaming? If not why and what measures are put in place to address this?
- Are the departmental staff members trained on gender mainstreaming?
- If not why and what measures are put in place to address this?
- Does the department regularly organize training sessions to update the staff knowledge on gender mainstreaming If not why?

Financial capacity

- Is there budget for dealing with gender mainstreaming issues in the department? Yes□ No □
- If yes, in your opinion is the budget adequate? Yes□ Not□ If not is there any other sources of income that the ministry can access?

Political will for gender mainstreaming

- In your opinion is the legal, policy and institutional framework adequate to allow gender mainstreaming in national development? Explain your answer?
- In your opinion which are the greatest challenges for mainstreaming gender in national development?
- How can the challenges be overcome?

APPENDIX 2: QUESTIONNAIRE

This questionnaire is to assess strategies and processes of mainstreaming gender in national plans and budgets please note that the questionnaire is strictly confidential and there is no need to include your name. Please read through the questions before putting down your response in writing.

Respondent Information (please fill out accordingly)

Sex ----------

Position----------

Department ----------

Ministry----------

Education level (please tick as appropriate) diploma--- graduate--- post graduate------

Age in years between (please tick as appropriate)

25-30	41-45
31-35	46-50
36-40	50 +

Assessing Methods and tools of mainstreaming gender

1. Which of the following methods has your ministry used to mainstreaming gender in planning and budgeting process? (Please circle the applicable)
   a. Existence of a ministerial gender policy that requires gender mainstreaming to be undertaken in all areas.
   b. Use of sex disaggregated data at all levels of planning and budgeting

c. Training of planning and budgeting officers on gender mainstreaming
d. Active participation of a gender expert in the sector working groups to ensure gender issues are considered
e. Gender officers are members of MTEF committee
f. Others(please specify)
g. Do not know

In your opinion are the methods effective? Please explain your answer.

2. What financial resources did your ministry receive for gender mainstreaming programmes in the financial year 2011/2012 (Tick the appropriate range)

500,000 – 1,000,000

1000000 – 1500000

150000- 2,000000

2, 000000- 2500000

Above 2500000 (specify the actual)

Do you consider this budget sufficient? (Tick the appropriate) yes---- no---- (explain your answer)

Strategies gender mainstreaming in planning and budgeting process

3. Are there mechanisms for coordinating gender issues in MPER process (tick the appropriate) **Yes □ No□**?

If no why and what is being done to ensure gender issues are mainstreamed at this level?

If yes, mention the mechanisms

What are the challenges of mainstreaming gender at this level?

4. Are there mechanisms for coordinating gender issues in the sector working groups? (Tick the appropriate)

Yes □ No□

If no why and what is being done?----------

If yes, mention the mechanisms----------

What are the challenges of mainstreaming gender at this level? ----------

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Gender mainstreaming tools in planning and budgeting

5. To what extent do you use the following tools in planning and budgeting? (Tick the applicable)

Tools	**Extent of use**			
	Always	**Sometimes**	**Never used**	**Do not know**
Gender-aware policy appraisal				
Sex-disaggregated public expenditure incidence analysis;				
Sex disaggregated beneficiary assessments				
Gender-disaggregated tax incidence analysis				
Sex-disaggregated analysis of the impact of the budget on time use				

Please explain the reasons for your answer above

Assessing challenges to gender mainstreaming

6. Which of the following demonstrates how the top management has committed to gender mainstreaming in your ministry?

Criteria	Totally Agree	Agree	Disagree	Totally Disagree
Has allocated adequate fund				
A clear policy on G.M has been developed				
A gender unit/ committee has been established				
A gender expert has been employed				
50% of ministry staff have been trained on gender mainstreaming				
Inclusion of gender mainstreaming as a criteria for performance appraisal with a high score				

Please explain your reasons for your answers above?

7. How does your ministry hold the management accountable for gender mainstreaming? (Tick the applicable)
   a. Management must commit a particular % of the total ministry funding to gender mainstreaming
   b. Management must provide quarterly/annual reports on G.M
   c. Management must report if they have a trained gender expert
   d. Others (Please specify)

_____

8. In your opinion is the national legal, institutional and policy frame work adequate for mainstreaming gender in nation

_____

9. What suggestions do you have for overcoming the mentioned challenges?

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