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Strathmore Business School (SBS)
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**AN EVALUATION OF GENDER MAINSTREAMING PRACTICES IN BUNGOMA
COUNTY IN KENYA**

ROSE NATECHO KISIANG'ANI (079129)

**A DISSERTATION SUBMITTED FOR PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE MASTER OF PUBLIC POLICY MANAGEMENT
(MPPM), STRATHMORE BUSINESS SCHOOL, STRATHMORE UNIVERSITY**

March 21, 2019

Declaration

I declare that this work has not been previously submitted and approved for the award of a degree by this or any other University. To the best of my knowledge and belief, the thesis contains no material previously published or written by another person except where due reference is made in thesis itself.

Name: Rose Natecho Kisiang'ani

Signature: RNK

Date: 21st March 21, 2019

Approval

The proposal was reviewed and approved for examination by the following:

Supervisor: Dr. Evelyne Makhanu

Signature:

Date:

Faculty Affiliation:

Institution: Strathmore Business School

Abstract

The main aim of this study was to assess the gender mainstreaming practices in Bungoma County, which is one of the 47 devolved units of government in Kenya. To achieve the study objectives, the study adopted a descriptive survey design. The approach allowed for triangulation of methods in order to collect and analyze both quantitative and qualitative data for reliability and validity of the findings. The study population comprised of the employees of Bungoma County. Considering the huge number of employees involved, the study focused on employees from the Ministry of Agriculture, Livestock, Fisheries, Irrigation and Cooperatives (MOALFIC). Considering employees of the county are divided into homogenous categories in terms of directorates but also in terms of whether they are technical, administrative or clerical employees, stratified sampling was used in choosing the sample population in order to capture the different categories of employees. Data in this study was collected using a semi structured survey questionnaire as well as through key informant interviews. Collected data was analyzed through use of descriptive statistics such as frequency distributions and measures of central tendency. The study relied on chi square test to measure the strength of relationship between variables in the study. Qualitative data was summarized thematically into narratives. This study established that awareness of gender issues and gender mainstreaming among employees in Bungoma County is but some employees lack such awareness or understanding of gender issues and related gender mainstreaming. Most assertions on gender mainstreaming in Bungoma County received a moderate rating which implies employees not fully agreeing with the various statements on gender mainstreaming. This is indicative of some progress being achieved but process of gender mainstreaming not being entirely satisfactory. Key areas of concern is lack of a gender policy, unfair recruitment practices, lack of proper participation in legislative processes and general pessimism with regards to implementation of the two-thirds gender principle.

Keywords: *Gender Equity, Gender Parity, Work Place Practices, Gender Mainstreaming, Devolution, Gendered Governance, Participation in Development, Woman in leadership*

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May the provident God continue to bless you all.

Dedication

This research report is dedicated to my family. Additionally, the findings presented in this study are dedicated to all officers in the devolved units of government working towards gender mainstreaming. Finally, this work is dedicated to all people who believe in equal rights and opportunities for men and women in this world.

Abbreviations

CDF:	-	Constituency Development Fund
CECM:	-	County Executive Committee Member
CPSB:	-	County Public Service Board
DOs:	-	Divisional Officers
ILO:	-	International labor organization
KANU:	-	Kenya African National Union
LATF:	-	Local Authority Transfer Fund
MOALFIC	-	Ministry of Agriculture, Livestock Development, Fisheries, Irrigations and Cooperatives Development
MCAs:	-	Member of County Assembly

Definition of Terms

Affirmative action: Is an attempt to reduce or eliminate prejudicial discrimination and historical injustices

Discrimination: Unfavorable treatment of people on irrelevant grounds, or actions against people based on factors that cannot and should not be used to justify those actions.

Empowerment: A process through which men and women, acquire knowledge, skills and attitudes to critically analyze their situation and take action to change the status quo of the underprivileged and other marginalized groups.

Gender: Culturally determined power relations, roles, or responsibilities and entitlement men and women, boys and girls have in a given society.

Gender Discrimination: Unequal or preferential treatment of individuals or groups on the basis of their gender that results in reduced access to or control of resources and opportunities.

Gender Roles: Socially assigned roles and responsibilities as opposed to biologically determined functions.

Gender parity: Numerical concept referring to equal number of girls, boys, men and women relative to their respective number in the population.

Patriarchy: Male dominated social relations, ownership and control of power at many levels in society.

Policy: A course of action adopted and pursued by a government or organizations to implement their objectives.

CHAPTER ONE: INTRODUCTION TO THE STUDY

1.0 Background Information

There are four major determinants of life chances: class, education, ethnicity and gender (Browne, 2011). In Kenya women are disadvantaged when it comes to social status (class), access to education, ethnic or cultural practices and gender discrimination. Class refers to an economic bracket; Some are born into the high class, middle class, working class while others are born to the underclass (Browne, 2011). The different classes face different circumstances and their livelihoods become terrible as one moves towards the underclass. A situation analysis done by GOK and UNICEF (1998) revealed that majority of women in Kenya were poor due to a cultural environment that did not allow girl children to inherit their parents' property. In marriage, women did not have property rights as the property was registered in the name of the husband. Due to education and reforms, women continue to stake their claim to property and social class. However, as pointed out by Ellis et al. (2007) there are many women who still do not enjoy property rights and thus suffer the challenges of the poor even when they belong to very wealthy families.

1.1.1 Gender Mainstreaming

Gender mainstreaming is about taking into account gender issues when planning for action in every aspect of planning, implementation and evaluation of government or organizational processes (World Bank, 2013). Such processes may include projects, policies, legislation, or strategy development avenues (World Bank, 2013). Gender mainstreaming is an endeavor to ensure both gender equity and equality through a gender conscious approach to organizational or government processes. Gender mainstreaming is crucial because, historically, the world has been gender biased due to religious and cultural beliefs (Wanjala & Odongo, 2010). Consequently, there is need for continuous vigilance if historical biases and misconceptions are to be eradicated and all humans given equal opportunity to thrive and self-actualize.

Education plays an important role when it comes to life chances or achievement in life. For functionalists, who believe that society is meritocratic, education is an equalizer given that it offers

equal chances to all individuals in society (Browne, 2011). On the other hand, theorists especially Marxists and Postmodern theorists would dispute the meritocracy claim about society (Browne, 2011). This is because academic achievement also favors certain classes of people due to ethnocentric curriculums, engendered curricula and the hidden curriculum in schools that propagates the capitalist ideology. Considering women in Kenya, inhibitions to access to quality education have persisted. As noted by Wainaina (2006), the patriarchal system in Kenya has favored boy child education over the girls. Without proper education, many girls, especially from rural areas, are relegated to being housewives and being married at a very early age. Early marriages are one of the biggest hindrances to children progression in education in rural Kenya.

Due to many years of agitation for gender equality, many fruits have been borne. Despite debate, gender is a concern that many are seized with across the world today (ILO, 2009). This is because, for all practical life's purposes, progress in society is not possible if any gender is left behind or continues to be exploited. Feminists, irrespective of whether they are Marxist, liberal, radical or ethnocentric have demonstrated how patriarchal tendencies lead to social problems (Browne, 2011). Economically, studies have shown that households that are symmetrical rather than asymmetrical enjoy better economic status (World Bank, 2013). Symmetrical families are those in which roles are shared based on equality and equity rather than based on ascribed gender roles dictated by culture. In asymmetrical families or households, roles in the family or household are rigid and non-negotiable. Families that negotiate roles are more efficient and are more effective in achieving goals.

Ellis et al. (2007) pointed out that women play a very significant role in Kenya's economy but their contribution is often invisible. This is because 75% of women in Kenya live in rural areas where they are engaged in agricultural production and informal sector engagements (Ellis et al., 2007). The role of women, especially in agriculture; Food production, in the informal sector of the economy; Running stalls and other small businesses and in all other sectors of the economy cannot be gainsaid (The World Bank, 2011). Research has demonstrated that women empowerment is

critical towards ensuring sustainable development, poverty alleviation, and social transformation (The World Bank, 2011).

Despite overwhelming evidence in support of the fact that women empowerment is, in a sense, synonymous with holistic social transformation, gender equality and equity is far from being realized (Achoka et al., 2007). According to the World Bank (2011), the major hurdles to attainment of gender equality or equity are low economic opportunities for women, low capital endowment for women and intergenerational reproduction of gender inequalities at the household level.

1.1.2. Gender Mainstreaming in Devolved Units of Government

County governments have an important role in entrenching gender equity at the grassroots. The Constitution of Kenya 2010 is unique in many ways; key among them is the bill of rights and national values (Nyanjom, 2011). Some of the key national values enshrined in the constitution are equality, non-discrimination, social justice, inclusivity, equity, human dignity and protection from marginalization (Nyanjom, 2011).

Kenya has an estimated population of 43 million people out of which 78% is a rural population (DHS, 2010). The gender distribution in most areas is 97 men to 100 women. Considering education, especially in rural areas, 30% of women are illiterate while 18% of the men are literate (DHS, 2010). The DHS (2010) further revealed that only 47% of girls in rural areas complete primary school education while 36% of girls from across the country between ages 15-19 are in early marriages or are teen mothers. According to World Bank (2003) men control the production assets in the country.

Considering land for instance women control (ownership) only 3% of the arable land in Kenya (CEDAW, 2011). Due to lack of land ownership and other property rights, women have limited access to finances and credit. For instance, considering female genital mutilation, 27% of adult

women in Kenya have undergone the cut (CEDAW, 2011). World Bank (2006) demonstrated that women who have gone to school and are in employment still suffer many challenges. For instance, women have a 12 hours' work load compared to men's 8hours work load due to domestic and employment obligations (World Bank, 2006). Additionally, 70% of women in the Kenyan labor market are in low paying jobs compared to men of similar qualifications (CEDAW, 2011). Once they earn an income, 57% of women as per the DHS (2010) spend their income on things stipulated by the husband. Women are still heavily controlled by men and 53% of women in the DHS (2010) indicated that men beat their wives in case they disobey them. All the issues identified point to need to work hard to ensure gender equity and equality especially in the rural areas.

The 2010 Constitution of Kenya has clearly spelt out clauses aimed at advancing women's rights and promoting gender equality. For instance article 27 in the constitution clearly spells out that all Kenyans are equal and should enjoy equal rights and fundamental freedoms. Clause 3 of the same act singles gender equality and states that "Women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres" (The Constitution of Kenya 2010). The protection of the rights of Kenyans is the prerogative of government. The government through legislation and implementation of programs is supposed to enshrine the one third gender rule in the constitution. All devolution laws, such as the *Public Finance Management Act*, the *County Governments Act*, advocate for public participation. Devolution was supposed to herald change in how challenges affecting people at the grassroots (citizens) are handled.

The 2010 constitution anticipates a people driven development process, where the public participate and determine the priorities in local development efforts. While in principle, the new constitution and devolution is supposed to enhance empowerment of the otherwise disadvantaged and marginalized groups in the country, there are challenges in implementation and practice. As Green (2008) pointed out, decentralization or devolution has its own unique challenges. This

implies the need for constant monitoring to identify bottlenecks in realization of devolution ideals to improve practice. One of the gains owing to decentralization of government should be greater participation of the citizenry in governance. More specifically, devolution was supposed to improve the participation of the disadvantaged and marginalized in governance. Gender mainstreaming is an important element in ensuring women, especially in the rural areas and slums, who have for long been marginalized and are consequently marginalized, participate and take their rightful place in governance and in public space. This study on gender mainstreaming practice in devolved units of government in Kenya is an effort to contribute to debate on how to enhance and maximize the fruits of devolution for the women of Kenya.

1.2. Research Problem

Devolution in Kenya is the culmination of many decentralization efforts. In early 1989, the Local Authorities Transfer Fund (LATF) was launched (Nzuma, 2011). In 2003, the Constituency Development Fund (CDF) was launched. Experience with the management of LATF and CDF lends credence to concern about gender mainstreaming in devolved units of government (Nzuma, 2011). Despite decentralization, women participation in LATF and CDF has been minimal and to a large extent women have been resigned to a beneficiary role as opposed to decision makers' roles (Wanjala and Odongo, 2010; Nzuma, 2011). Limited participation of women in LATF and CDF programs explained the persistent status quo in terms of gender parity in many localities in Kenya (Wanjala and Odongo, 2010).

County Governments are into late phase of the first decade in existence and, by now, precedence has already been set in terms of how gender issues are addressed and whether gender mainstreaming has been achieved or not. Counties are relatively new and thus it is an emerging phenomenon. This provides an opportunity for studies on how things are shaping up. This study sought to explore the level of gender mainstreaming in devolved units of government towards identifying ways to enhance women participation in county governance and program

implementation. This study focuses on Bungoma County, which is one of the devolved units in Kenya. The county acts as a case that provides indicative data on gender mainstreaming in counties. This is a study that may inform further engagement of scholars and practitioners in efforts to emancipate women at the grassroots.

1.3. Research Objectives

- i. To explore gender mainstreaming in the legislation processes in Bungoma County
- ii. To evaluate gender mainstreaming in recruitment practices in Bungoma County
- iii. To assess workplace gender mainstreaming in Bungoma County
- iv. To evaluate levels of two-third gender rule implementation in Bungoma County

1.4. Research Questions

- i. What gender issues have been mainstreamed through legislation processes in Bungoma County?
- ii. To what extent are recruitment practices in Bungoma County Gender Sensitive?
- iii. What workplace practices have been adapted to mainstream gender in Bungoma County Government?
- iv. To what extent has the two-thirds gender principle been realized in Bungoma county Government?

1.5. Significance of the Study

The study is supposed to enhance knowledge of gender mainstreaming practices in county governments in Kenya. The findings, from county government of Bungoma, can enable other county governments, the national government and its agencies to identify policy gaps and thus improve on existing gender related policies.

This study provides findings that the Human Resource practitioners both in the public and private sector may find useful. The findings can help human resource players to identify gaps in their

gender programming and improve. The identification of areas of improvement, can inform the greater participation and involvement of women in governance and development projects.

This study also provides empirical data that can be useful to researchers in rural development, policy analysis and gender studies. Participation of women in development is a very important aspect of inclusive growth and social transformation. This research can benefit policy, gender, industrial relations, and development practitioners as well as scholars or researchers interested in inclusive development at the grassroots. The study can also form the basis for further research in the field women empowerment, rural development and inclusive programming in devolved units of government.

The findings from this study can help the communities in Bungoma to identify gaps in women engagement in their county. Consequently, this can lead to devising ways for better engagement of either gender (but particularly women considering the history of marginalization) in development processes in the community.

CHAPTER TWO: LITERATURE REVIEW

2.0 Introduction

This chapter examines literature on gender mainstreaming and devolution. The sections present the theories that inform the study and empirical studies that have been done.

2.1. Theoretical Review

This study was anchored on two theories; The liberal feminist theory and the capability approach. These theories was help in identifying key issues of concern in gender mainstreaming and the approach to analyzing concerns in the gender considerations in devolved units of government.

2.1.2. Capability Approach

The Capability Approach as conceptualized by Sen. (1999) focuses on wellbeing and how facilitative freedoms in society enhance individual freedoms thus individuals having a life they have reason to value. When assessing capability, Sen. (1999) argued that focus should be on functionings and capabilities. Functionings as explained by Mitra (2014), refer to the state of being while capabilities refer to enablers for attainment of a given state of being. For instance being well nourished is a functioning while having an income that affords such a functioning is capability (Mitra, 2014).

The capability approach allows for contextual evaluation of individual in terms of functionings and capabilities that accord them a life they have reason to value (Mitra, 2014). Sen. (1999) distinguishes between public and private capabilities or freedoms. Individual wellbeing is influenced by public capabilities such as political freedoms, media freedom, and access to education among others (Sen, 1999). What this implies is that individual empowerment is tied to the wider macro-economic framework and the contextual freedoms.

Solava and Meera (2014) point out that the capability approach, far from being a robust theoretical framework; it widely informs practice in many contexts. The capability approach emphasizes the idea of freedom that harnesses capability to do things and freedom to be in a certain manner in society (Solava and Meera, 2014). Capability thus is about freedom to choose in terms of different ways of being and doing in society. According to Biggeri and Andrea (2014) the capability approach shifts focus from macro structures to the people. In people centered development, each individual matters and development attainments are measured in keeping with transformation of lives of individual members of society.

Comin and Martha (2014) applied a capability approach to analyze gender equality issues. They point out that a capability approach shifts the debate on culture and dogma to basic human entitlements. From a capability approach, women empowerment is not about anything else but basic human rights and fundamental human entitlements. A capability approach in the study of gender issues thus requires measurement and analysis of women's freedom to do and to be in a society or organization. In the context of the current study, the capability approach was help in analyzing how function related to facilitative freedoms enabled through legislation, workplace practices and recruitment processes. The study explored the attitudes of the people in charge and employees at the county in terms of how they view entitlements by women; both the formally recognized entitlements in law and others that may be contextual. Consequently, the theoretical question to guide empirical data analysis is the extent to which gender mainstreaming efforts at county levels are yielding for women freedoms to do and be what they want to be in the society.

2.1.2. Liberal Feminist Theory

The liberal feminist approach is juxtaposed to the radical feminist approach. Radical feminism theory focuses on men and patriarchal system based on the family (Putnam, 1998). The theory blames the exploitation of women by men and the patriarchal family system i.e. men are the ruling class and women are the subject, exploited class (Tickner and Laura, 2011). Radical feminism encourages women to liberate themselves by overthrowing patriarchal society to establish equality

of sexes or even to replace patriarchy with matriarchy (Tickner and Laura, 2011). Radical feminists' arguments border on incitement to a war of sexes (Putnam, 1998). According to Steans (2013), the radical feminists advocate for radical change that is immediate and revolutionary.

Liberal feminists are more evolutionary in terms of their anticipation for change (Putnam, 1998). The liberal feminist approach focuses on women's individual capabilities and advocates for women empowerment through capacity building approaches (Steans, 2013). According to Shepherd (2009), liberal feminists argue that gender discrimination is pegged on erroneous beliefs about women's potential and capability. As explained by Comin and Martha (2014), the liberal feminist perspective advocates for mechanisms that enhance women's development of capacity while at the same time changing social attitudes. Liberal feminists thus focus on legal frameworks towards promoting equality and equity in government programming (Comin and Martha, 2014). As outlined by Tickner (2001), Some of the key issues that liberal feminists seek to address have to do with equal rights legislation, women participation in democratic processes, reproductive rights, affirmative action towards women and workplace issues affecting women. The liberal feminist theorists argue that women require preferential treatment in order to address historical bias against them (Putnam, 1998). This can be done through legal and socio-economic reforms towards practices that promote women.

The liberal feminist approach ties into the capability approach through focus on women's capabilities and functionings as enabled by the social structure, legal environment and social practices (Comin and Martha, 2014). The liberal feminist approach advocates for certain affirmative action practices as well as consideration of reproductive rights of women that point to key consideration in gender mainstreaming in county governments (Comin and Martha, 2014). This theory is thus important in identifying and highlighting key issues that require attention towards optimal gender mainstreaming in county governments.

2.2. Empirical review

2.2.1. Gender Disparities in the World

Across the globe, almost half of the women are not engaged in the formal economy due to cultural factors, economic endowments and economic opportunities available to them. Most women are not employed and thus are not actively involved in the labor markets (Aguirre et al., 2012). Where women are employed, there are still many gender biases against women at the work place. Such biases manifest in terms of lack of pay parity between men and women, women being offered menial or low quality jobs, and general bias in work practices like promotion, salary increment and treatment of workers.

An analysis done by ILO (2010) in the Middle East, North Africa and OECD countries revealed that more women compared to men are engaged in temporary or part time jobs. Where women are fully employed, ILO report shows that, the women were less likely to get promoted when compared to their male counterparts (ILO, 2010). Additionally, the female workforce in many countries across the globe was concentrated in occupations and economic sectors that were not very attractive in terms of pay or in terms of prestige associated with type of work done (ILO, 2010). In the Middle East countries, ILO (2010) established that women in a given job cadre earned between 10 and 30% lower salaries when compared to salaries of male counterparts. According to the World Bank (2013) women are excluded in many economic fronts than men. In the Middle East and Arab countries, only 25% of the women actively participate in the labor market in terms of having full time jobs. In South Asia men have a 3 times higher likelihood than women of being offered a job whenever a vacancy arises in formal sectors of the economy. The gendered economic disparities are not only in terms of employment but also in farming and entrepreneurial activity.

World Bank (2013) reported that female headed households in central highlands of Ethiopia tend to produce lower output per acre of land held when compared to male headed households. The low output on farms by female headed households is attributed to unequal access to farm inputs.

A study done on entrepreneurs in Latin America and Caribbean revealed that most businesses owned by women were small and did not have employees as compared to most businesses by men that were relatively larger in size and tended to have employees. The study attributed this to fact that women entrepreneurs tend to start small businesses due to lack of capital and tended to operate in the less profitable sectors of the economy that are not male dominated.

The major cultural factors leading to gender disparities across the globe relate to roles played by women in society. In many societies, women spend their time doing housework, rearing children and performing nurture roles which then curtail their potential to be optimally engaged as players in the economy (Aguirre et al., 2012). Normally, in areas like Africa, men still hold on to traditional roles of bonafide bread winner in the home. Consequently, when deciding who should work and who should stay at home, women are most likely to be denied opportunities to work and be bread winners in the family (Aguirre et al., 2012). When jobs are scarce, there is a 60% chance of male applicants being offered the job because they are more associated with providing for family than women.

In terms of endowments, women across the globe are less endowed when compared to men. Considering skill and knowledge endowment, especially in Africa, the male to female school enrolment ratio is still highly in favor of men. By 2012, the World Bank (2013) estimated that close to 57 million schools going age female children were not enrolled in schools across Africa. Lack of access to education means less women than many acquire necessary skills and knowledge to effectively compete in the economy or in the labor market (Grant, 2013). In many countries, culturally, girls do not inherit their parents' properties. Lack of inheritance often means women have less access to financial capital, land and credit facilities that require collateral. This means that women are less endowed in terms of capital access, education, skills and even networks necessary for success in business unlike boys who get all that through inheritance and access to education system.

In the Kenyan society, women have carried a heavy burden due to male dominance. Gender inequality manifests in terms of distribution of roles and attitudes towards the capability of girls or women in society. Wanjala and Odongo (2010) point out that boys and girls have had unequal opportunities in the Kenyan society. Gender equality thus calls for measures that would give girls opportunities to have equal footing. Such measures have to be aligned to equipping girls to have capabilities to compete fairly for available opportunities in society (Ibid, 2010).

2.2.2. Gender Mainstreaming in Programs

Programmatic gender mainstreaming as a strategy for ensuring gender parity was adopted in the Fourth United Nations World Conference on Women in Beijing in 1995 (World Bank, 2013). Since the Beijing conference that was held in the year 1995, governments have ratified measures aimed at entrenching gender perspectives in planning, budgeting and program implementation (World Bank, 2013). Training programs have been organized by global institutions as well as governments to enlighten people on gender issues.

The UN and its agencies have been promoting programs aimed at providing strategic interventions that reduce the gender gaps globally. Such interventions include research, training, trade, support networks, media sensitization, judicial reviews and empowering women to participate in politics. One of the key programmatic areas in gender mainstreaming is education. It is now 24 years since the 1990 Jomtien World conference on education for all (Achoka et al., 2007). Some of the major resolutions from the conference were to enhance access and quality education while narrowing down gender disparities in enrolment into the education system (Achoka et al., 2007). Following the conference, governments across the world have been keen to ensure increased access to basic education and primary education is a major government priority. In Kenya, Achoka et al. (2007) argued that despite many efforts, universal education has not been attained and challenges remain in plugging the gender gap in education access.

Bendera (1999) demonstrated that gender mainstreaming in education in Tanzania had largely failed due to women being treated as objects (only recipients) rather than actors or drivers of the required change. According to Bendera (1999), other factors affecting realization of universal education in Tanzania were cost of education leading to tradeoff between boy and girl education. Brock and Cammish (1998) did a study that highlighted how socio-economic and religious factors influence girl child access to education. Considering economic against cultural factors, many researchers show that cultural factors have more influence on access to education by girls (Bendera, 1999; Brock and Cammish, 1998; Colclough et al., 2000; Logan and Beouku-Betts, 1996).

Gender mainstreaming efforts in Kenya have been donor driven (World Bank, 2013). The problem with donor driven project is that they lack sustainability due to slow or limited grassroots buy in. There are strong religious, cultural, economic, and political hurdles that make gender mainstreaming a long and difficult undertaking. The government of Kenya has put in measures to facilitate gender mainstreaming but the political was of implementing such measures against the cultural current is lacking.

Kenya subscribes to various international protocols on equal opportunity for both men and women. According to Wanjala and Odongo (2010), some of the key protocols signed by Kenya are is the universal declaration of human rights (1948), the International Covenant on Civil and Political Right (1966) and the International Covenant on Economic and Social Rights (1966), the Convention on the Elimination of All forms of Discrimination against Women (1985), the Nairobi Forward Looking Strategy, the Beijing Declaration and Platform for Action (1995), the African Charter on Human and People's Rights and the Rights of Women in Africa (2003). All these protocols promote human dignity and required for equal and equitable treatment of men and women in society.

In Kenya, there are many organizations working towards realization of gender equality (World Bank, 2013). The new constitution establishes a gender commission which has been working hand in hand with many gender activism organizations to advance gender equity and equality concerns at the national level (Wanjala and Odongo, 2010). While strides continue to be made at the national level, the county governments or devolved units of government offer a unique opportunity to take the gender debate to the grassroots (Wanjala and Odongo, 2010). Women participation is an important element in rural development.

2.2.3 Gender Mainstreaming at the Workplace

In a study on role of women in industrial relations in Australia, Baird and Wasiamson (2010), established that there were very few women as compared to men in senior management positions. An analysis of work environment and work related women rights showed that women were still disadvantaged due to biological and social roles they perform (Baird and Wasiamson, 2010). Gender mainstreaming at the workplace has to address work family balance issues, women participation in decision-making, inequalities in pay between men and women and addressing the social roles ascribed to either gender (ILO, 2009). The ILO (2009) report highlights the need for tripartite engagement in gender mainstreaming at the workplace. This means that employer or employer association, employees or their association and government have to participate to ensure successful gender mainstreaming at the work places. Additionally, the ILO (2009) report advocates for greater involvement of gender activists and national gender commissions in sensitizing the public about work related gender issues.

Women involvement of participation in tripartite or bipartite collective agreement negotiations is very low (ILO, 2009). This then contributes to low representation of women issues in labor relations. According to Heery (2006), in the UK experience, the raising of gender issues such as gender pay gap was dependent on women participation in trade unions, the public policy environment, and personal concerns of the officers involved in the negotiations. Selwyn (2009) studied rural organizations in Northeast Brazil and found that more women participated in rural

organizations. This is because many agricultural sector firms employ women and thus trade unions in such cases have more women participation. Due to women participation in the trade unions, Selwyn (2009) established that more women issues were addressed by the trade unions leading to women empowerment. Just like in Kenya, more women are engaged in informal sector activities in India. The informal sector is characterized by meager earnings and dire working conditions. Based on her research Dasgupta, (2003), identifies training and formation of work groups as avenues for empowering women in the informal sector. Women who are organized into groups have more bargaining power when they engage the market than those operating individually.

2.2.4 Gender Mainstreaming in Recruitment Practices

Cooke (2003) did a study in china that revealed that women were minority employees in government organizations. According to Cooke (2003), it was difficult for women to gain employment in government because of a culture of tokenism. Individuals got government jobs based on political patronage and tokenism. Additionally, to get a government job individuals have to engage in corruption and all manner of lobbying. Women may not have the capacity or connections to engage in political lobbying. Most of the women that gain employment in political offices benefit from nepotism, patronage, or sexual favors. Unless hiring is driven by gender equality concerns, the social norms and cultural practices are not in favor of women being hired into senior government positions.

Therefore, only gender sensitive laws ensure women are accorded opportunity; Hence in many government institutions concerns is merely to meet the legal gender stipulations. An area of concern when it comes to hiring of women in government and private sector organization is the composition of the hiring boards and committees (Matsa et al., 2011). An analysis of hiring trends in the USA by Matsa et al. (2015), showed that organizations that had more women on the board of directors also tended to have a greater proportion of women employees. Therefore, when more women participate in recruitment and employee management, more women are employed in important positions in an organization.

2.2.5 Gender Mainstreaming in Legislation

Legislation is an important tool for introducing and enforcing social change. For long, pieces of legislation have been used as tools against women empowerment. For instance, suffrage laws in countries like Britain were traditionally against women participation in politics. Laws define how individuals in society deal with each other. In Kenya, Ellis et al. (2007) pointed out that many laws have been discriminatory in terms of providing an enabling environment for both men and women alike. Kenya has ratified many international treaties and enacted many pieces of legislation aimed at enhancing the welfare of women and protecting them from discrimination. Some of the international treaties and conventions that Kenya has ratified as quoted in Ellis et al. (2007) are the International Covenant on Civil and Political Rights (1966), The International Covenant on Economic, Social, and Cultural Rights (1966), Convention on the Elimination of All Forms of Discrimination against Women (1979), The African (Banjul) Charter on Human and People's Rights (African Charter) (1981) and the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003).

International treaties and conventions, notwithstanding, the Constitution of Kenya 2010, has provisions on equality and non-discrimination. The challenge remains in harmonizing the legislation with customary practices that are defined by age long traditions and practices of the people; especially in rural areas in Kenya. In article 82 of the constitution, it states that "Nondiscrimination does not apply to a law that deals with adoption, marriage, divorce, burial, inheritance, or other matters of personal law nor to "members of a particular race or tribe" with respect to the application of their customary law." The matrimonial laws and succession laws still permit cultural considerations which are largely patriarchal and discriminatory.

In industrial relations, Forrest (2004) argued that labor laws and policy had for long perpetuated economic exploitation and denial of opportunities to women. According to Forrest (2004), collective bargaining had helped in addressing some gender issues like gender pay gap in Canada.

However, the industrial relations policies and laws remained insensitive to gender issues. Legislation and policy documents did not pay attention to unique needs and circumstances of women and thus denied the women equal opportunity to participate in industrial endeavors. While it is important to have gender sensitive trade unions that advocate for gender equality at the workplace, legal and policy reforms are necessary to ensure policy is not male biased.

Baird et al., (2009), underscored the importance of legislation in gender mainstreaming at the workplace. Having analyzed collective agreements in Australia between 2003 and 2007, Baird et al. (2009), established that legislation especially regarding paid leave and paternity had influenced agreements. Samantha (2008) explored the gender equality efforts in Italy. According to Samantha (2008), based on Italy's experience, legislation and policy are key catalysts in mainstreaming gender in a society. Parker (2009) studied factor affecting women participation and workplace engagement. The key factors that affect women work place engagement are leadership commitment to promoting women, organizational structure and role division, workplace conditions, equality legislation and government policy.

Many organizations or managers tend to strictly implement government policy or legislation. They put in place minimal effort to ensure they are legally compliant. Therefore, there is need for effort to ensure pieces of legislation and policies are gender sensitive and promote gender equality. Sharing the experience of Germany and the wider European Union, Fuchs (2010) underscores the role of legislation in delivering realization of important outcomes like reducing the gender pay gap and enhancing participation in collective bargaining. According to Fuchs (2010), a robust legislative framework and strategic litigation in Switzerland, France and Germany have helped in enhancing gender equity at the workplace.

Strategic litigation has helped in analyzing all collective agreements and statutes to ensure they are free of gender bias. A review of 167 member country national legislations by ILO (2010) revealed that many women who work on temporal basis or as casuals were not legally covered.

Consequently, such women did not benefit from provisions on maternity leave and other benefits (ILO, 2010).

2.2.6. The Two-thirds Gender Rule

The two-thirds gender rule is a form of affirmative action that has been promoted globally. Affirmative action is used to make amends for forms of unjustifiable discrimination in the past. Affirmative action as formal policy is first traced to the “United States Civil Rights Act of 1964” (Pojman, 2006). This act expressly sought to address the rights of minorities, especially blacks, in America and provided grounds for redress against discrimination. In Europe and USA after many years of women empowerment through universal suffrage and education, a certain level of gender parity has been realized. However, it is important to note that even in those countries, a third gender rule has proved difficult to enforce considering scenarios like male dominance in parliaments in USA and Europe.

According to Bauer and Britton (2006), countries that have strong states that are gender conscious have tended to achieve greater women participation in all public spheres. For instance, in Africa, countries like Burundi, Eritrea, Mozambique, Namibia, Rwanda, South Africa, Tanzania, Uganda and Angola, which have strong parties dominating politics, have been cited as leading examples where women participation in government and politics is highly enhanced (Bauer and Britton, 2006). For instance in Rwanda, after the 2013 elections, a total of 64% of the legislatures were women thus Rwanda become a world leader in terms of women participation or role in politics. Through use of quota systems such as the one third gender rule, African countries are increasingly guaranteeing the participation of women in politics.

In Kenya, In order to empower women and enable them to compete favorably with men in the Kenyan society, affirmative action has been embraced (World Bank, 2013). Affirmative action is hailed because it offers a disadvantaged group the opportunity to develop their skills, talent and acumen such that they can compete at the same level as their more privileged compatriots.

Attempts to empower women in Kenya begin with the formation of Maendeleo ya Wanawake in 1952 with the intent of promoting women rights and enhancing gender equity in the country. The first gender based affirmative action in Kenya was in the education sector where girls are given lower entry level cut off points compared to boys. Through such an action, more girls have been able to join secondary schools and institutions of higher learning (Ellis et al., 2007).

Other forms of affirmative action aimed at empowering women have been lowering of entry points for girls in the education system, establishment of gender advocacy groups such as FIDA and league of Kenya women voters, review of employment act 2007 that captured women rights at the work place and most recently the passing of the two-thirds gender rule. The two-thirds gender rule applies to all spheres of the public sector including politics. Women participation in politics in Kenya has been peripheral. Since independence, women have been underrepresented both in elective and non-elective public offices (FIDA, 2013). The first election in Kenya was held in 1963 and there was no woman legislature. Due to agitation, by 1997 women were 4.1% of the parliamentarians (FIDA, 2013). This number increased to 8.1% in 2002 and in 2007 due to more women being elected and nominated, the number increased to 9.8% (FIDA, 2013).

One of the most commonly used affirmative action measures is use of quotas. A quota is a fixed percentage that is prescribed to the disadvantaged group. In Kenya, one such quota is the two-thirds gender rule. The two-thirds gender rule applies to all positions in public service. To ensure gender parity, the new constitution of 2010 introduced the two-thirds gender rule that applies to elective as well as public services positions.

At the national level, there has been heated debate on how to implement the two third gender rule considering that in the first post new constitution election only 5.5% of elected members of parliament were women (FIDA, 2013). Despite the constitution providing for the two-thirds gender consideration, it has become a widely debated issue because the constitution does not provide a framework for its realization. The first borne of contention is whether article 81 of the

constitution is progressive or need to be implemented immediately. In a Supreme Court ruling of December 2012, the article was declared progressive implying that the two-thirds gender rule did not have to be realized pronto. The question that many institutions have been grappling with is how to realize the two third gender principle and within what timelines. Parliament was expected to enact a law by the August 2015 that would give effect to the gender principle in the constitution. While the realization of the two third gender principle is progressive for the national assembly, the Supreme Court basing on article 177 of the constitution indicated that achievement of such threshold in the county assembly was not progressive.

2.4 Research Gaps

Theoretical literature reviewed focuses on how individual's capabilities are dependent on facilitative freedoms in the wider society. The capability approach emphasizes the ideas that individual functioning are dependent on capability attained depending on existing facilitative freedoms in society. Well being measured in terms of capability thus requires focus on the choices individuals have given the context. The liberal feminist theory points to understanding that women have potential and once given an enabling environment they can achieve and succeed just like the men. These two theories raise issues which need to be considered in analyzing gender issues in the devolved units of government. The empirical literature reviewed points to gender mainstreaming in organizations being three pronged. Gender mainstreaming is dependent on policies and legislative frameworks that are put in place. Literature shows that most organizations simply seek to comply with established legal stipulations in effecting gender issues at the workplace. However, compliance it itself is not enough; literature shows that the various workplace practices ought to be streamlined for gender mainstreaming to be effective. Some key workplace issues relate to reproductive rights of women, work pay and freedom from discrimination as well as harassment. Finally, gender parity at the workplace is highly influenced by the recruitment practices. Empirical literature shows that organizations in which women have been hired into senior positions tend to also become more sensitive to gender concerns.

The objectives of decentralization are diverse but generally, decentralization is supposed to improve access to services and enhance people's participation in governance (Cabral, 2011). Devolution is supposed to deepen democratic processes by entrenching a people driven development model. Devolution has potential to enhance equity through distribution of national resources to all devolved unit of government (Cabral, 2011). Consequently, devolution is supposed to work in favor of minorities and marginalized groups that could not access national resources. Experience from elsewhere shows that establishing functional sub national governments is not easy (Fjeldstad, 2003). Often, instead of the sub national units being better, they become a replica of national government inefficiencies (Fjeldstad, 2003). There are many issues that devolved units of government have to deal with to ensure devolution ideals are entrenched. Some of the key challenges, based on experience in defunct local government units, are cultural and religious inhibitions, clannism and tribalism, citizen ignorance and apathy towards government (Mboga, 2009).

Considering the aforementioned, there was need to generate empirical evidence on how gender mainstreaming objectives are being pursued in devolved levels of government in Kenya. County governments are relatively new units of government. They hold promise of enhancing participation of people at the grassroots especially women in governance and development. However, the attainment of optimal levels of women participation in development in devolved governments depends on how given areas of concern in the county are gender mainstreamed. It is for this reason that research in gender mainstreaming practices at the county becomes critical, relevant and timely.

2.3. Conceptual Framework

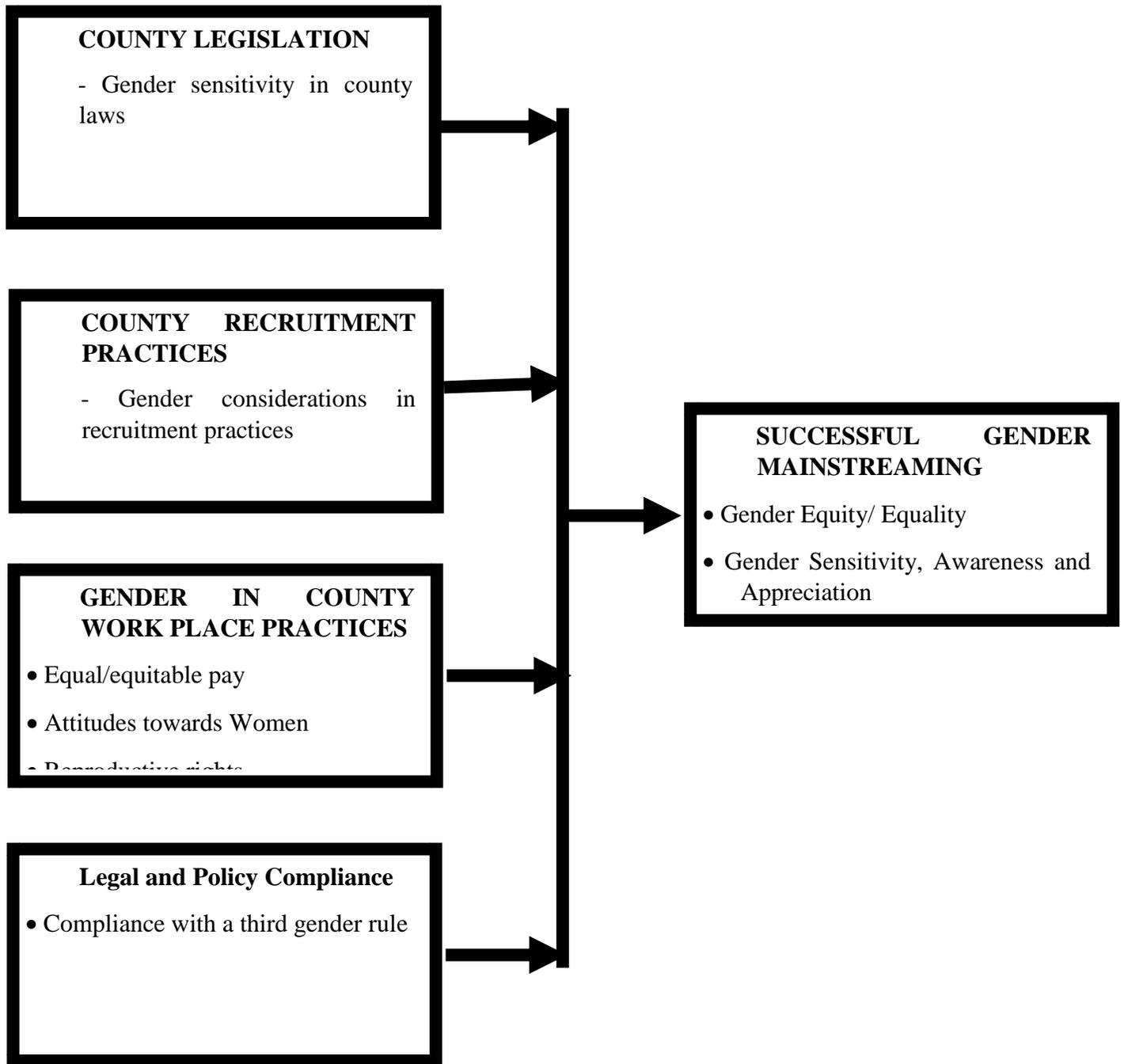


Figure 1: Conceptual Framework

The conceptual framework provided in figure 2.1 shows that successful gender mainstreaming in devolved units of government is the independent variable. Success in gender mainstreaming is to be measured in terms of gender equality and equity levels at the county levels. Additionally, successful gender mainstreaming is indicated by levels of appreciation, awareness and sensitivity to gender issues in programming and execution of county government functions. The dependent variables in the study are county legislation, county recruitment practices and county work place practices.

County legislations refer to all laws that inform the operations of the county. Such laws have either been formulated by the county or adopted by the county from the national gender related legislative agenda. This study investigated the level of gender sensitivity of county laws passed by the county assemblies as well as compliance to the laws on gender in general. The second variable is recruitment practices at the county. Key considerations in relation to recruitment practices are ratio of women to men hired in recruitment activities in the county, special recruitment considerations for women during recruitment and the ratio of men to women in high positions in the county government. Finally, the success of gender mainstreaming at the county level was determined by the work place practices emerging in the county governments. Such practices include the Participation of women in key committees and forums, mechanisms for catering for Reproductive Rights of women within the workplace, the management of work– family balance, equal pay for equal work concerns, women representation in Trade Unions and general attitudes towards women workers in the county.

CHAPTER THREE: RESEARCH METHODOLOGY

3.0 Introduction

This chapter presents the research methodology adopted in the study. Kothari (2004) explains that research methodology is the steps that are adopted by a researcher in studying the research problem as informed by logic. The section looks into the research design, variables and location of the study, target population, sampling technique and sample size, the research instrument, validity, reliability, data collection methods and data analysis procedures.

3.1 Research Design

In this research, a descriptive survey design was adopted, which involved the use of semi structured questionnaires to collect data from a sample of respondents. The strategy is considered appropriate for this research since it was help to generate both qualitative and quantitative data that helps enhance research reliability and validity (Saunders, Lewis & Thornhill, 2012; Eisenhardt & Graebner, 2007). Moreover, a descriptive survey has the advantage of allowing the researcher to study the research problem from several perspectives (Yin, 2009).

3.2. Study site

Kenya has 47 counties, which can be divided into urban and rural counties. As captured by Nzuma (2011) due to cultural factors, gender inequality is more pronounced in rural areas than in urban areas where education, access to media, employment and exposure to a metropolitan environment help mitigate traditional cultural beliefs. This study was carried out in Bungoma County, which is one of the rural counties in Kenya. Bungoma County was chosen considering the strong cultural practices such as male circumcision that tend to promote male dominion or male chauvinism. Consequently, strides in women emancipation in such a county require deliberate efforts in terms of implementing legislation but also through programming.

3.3. Study Population

This study targeted the employees in Bungoma County civil service or public service. However, specifically, the study targeted civil servants working in the Ministry of Agriculture, Livestock, Fisheries, Irrigation and Co-operatives (MOAFLIC). The study targeted all cadres of employees in the MOALFIC. While the unit of analysis is the county government, the units of observation are the employees from of all cadres in the MOALFIC. The total population targeted is provided in Table 1.

Table 1: Study Population

Directorate	Total Population
Agriculture	237
Livestock Development	76
Veterinary	61
Fisheries	37
Irrigation	4
Cooperatives	16
Totals	431

Source: Field Data (2018)

Apart from the employees in the MOALFIC, the researcher targeted key informants. The key informants were chosen based on the information they have about gender issues and operations in the MOALFIC. Key informants in this study included the chairlady Maendeleo ya Wanawake in Bungoma County, The County Executive Committee Member responsible for Gender, a member of the county public service board (CPSB), and three members of the county assembly (MCAs).

3.4 Sampling

3.4.1. Sampling Procedure

Considering the county workforce is huge and widely spread, the researcher opted to focus on only one ministry. Thus among the 10 ministries in the county, the researcher purposively chose Ministry of Agriculture, Livestock, Fisheries, Irrigation and Co-operatives (MOAFLIC), which is one of the largest departments (ministry) in Bungoma County. The research employed stratified random sampling when identifying elements to include in the research sample population. Mugenda and Mugenda, (2003) define strata as a homogenous layers or divisions. Considering the research population, a stratum is a homogenous subgroup or population category in the research population. Stratified sampling is used where the research population can be divided into homogenous subgroups. The ministry of agriculture has a total of six directorates; namely Agriculture, Livestock, Veterinary, Fisheries, Irrigation and Co-operatives. In each of the directorates, there are technical employees, administrative employees and clerical or support staff. The county executive has different departments.

3.4.2. Sample Size Determination

The total number of employees in the MOALFIC is 431. To get the sample size, the researcher sought to get at least 20% of each population strata included in the sample population. The decision was premised on explanation offered in Mugenda and Mugenda (2003) that 20% of a population is considered representative enough. Neumann (2005) also points out that for a large population that has more than 30 units, the distribution tends to be normal thus a sample of even 10% can be representative enough. Using stratified sampling based on the directorates, the sampling frame was as presented in Table 2.

Table 2: Sampling Frame

Directorate	Total Population	Sample Population
Agriculture	237	120
Livestock Development	76	25
Veterinary	61	20
Fisheries	37	16
Irrigation	4	2
Cooperatives	16	8
Totals	431	191

Source: Field Data (2018)

3.5. Data Collection Methods

Data from the sample population was collected using a semi structured questionnaire. According to Neumann (2005), a semi structured questionnaire (Appendix 1) is a research tool that predominantly has questions with alternative answers or responses provided as well as open ended questions i.e. questions without predetermined set of answers that respondents can answer as they was. Structured questions are closed questions or rating questions. A 5-point Likert scale was used in the questionnaire, where 1 = strongly disagree and 5 = strongly agree. This helped reduce response variation and enhance reliability. The semi structured questionnaires were personally administered by the researcher or a research assistant to the respondents at their place of work. This method was preferred because it increases the response rate. Data from key informants was collected through key informant interviews using an interview guide (see appendix II).

3.6. Data Analysis Procedure

After data collection, the questionnaires was edited and coded and data from secondary sources examined to ensure required information is included, field observations were compiled and

summary tables prepared to facilitate recording and further analysis. Statistical Package for Social Sciences (SPSS) was used to facilitate statistical analysis. There was data collected about general characteristics of the respondents. Such general details were included years in the county, department, and job title. Such data is nominal and was analyzed through summarizing using basic frequency distributions like calculating percentages. For each of the research objectives Likert scale questions were used to obtain respondents rating of various practices. Data obtained through Likert scale ratings were analyzed through generations of mean ratings, standard deviations and coefficients of variation. The mean (average) is a measure of central tendency, which helps to show the general trend. The standard deviation is a measure of variance and it was used to determine variance in the ratings of the respondents. To further ascertain level of agreement among respondents the coefficients of variance were calculated through dividing the mean with the standard deviations.

The coefficient of variation in some cases indicated low agreement among the respondents. To determine whether the agreement was influenced owing to certain factors, correlation tests were done; specifically, chi square tests were done. The chi square tests helps to show strength of relationship between variables where measurement is on an ordinal, nominal or interval level. There were open-ended questions in the semi structured questionnaire that were answered in story form or through narratives and were subjected to content analysis. Additionally, secondary data was collected from documents sourced from the different departments and general library material. Such data was largely qualitative in nature and was summarized and analyzed thematically.

Analyzed data was presented through narratives, figures, and tables. The narratives were organized around given themes. Tabulation helped towards better presentation of numerical data while charts, graphs, and pictures was help in showing relations between variables or characteristics of variables in a pictorial way.

3.7. Ethical Considerations

Ethical considerations are measures or the code of conduct to be followed when undertaking a study and developing the research report. For proper identification, the researcher sought an introductory letter from the university. The researcher sought permission from relevant county government officials in the sampled counties before collecting data. Full disclosure was exercised by the researcher through proper identification and explaining of research intents. Additionally, any confidential detail about or shared by the respondents was not compromised. The researcher was apply the principle of anonymity by ensuring names of the respondents are not indicated on research instruments during the collection of data. The researcher ensured a representative sample size and objective analysis of data. The Strathmore Business School research format was followed and all applicable codes of conduct adhered to as necessary.

CHAPTER FOUR: PRESENTATION OF RESEARCH FINDINGS

4.1. Introduction

This study was an evaluation of gender mainstreaming practices in Bungoma County; one of the devolved units of government in Kenya. The study sought to achieve the following specific objectives: To assess gender mainstreaming in the legislation processes in Bungoma County, to evaluate gender mainstreaming in recruitment practices in Bungoma County, to assess workplace gender mainstreaming in Bungoma County, and to evaluate levels of two third gender rule implementation in Bungoma County. This chapter presents the findings from the study as per the objectives.

4.2. General Information

4.2.1. Response Rate

Primary data was successfully collected from employees in the Ministry of Agriculture, Livestock, Fisheries, Irrigation and Co-operatives (MOAFLIC), which is one of the largest departments (ministry) in Bungoma County. The employees were spread across different departments and the response rate as per the departments in the ministry of agriculture, livestock, fisheries, irrigation and co-operatives is as presented in table 4.1.

Table 3: Response Rate

Department	Sample Size	Response	Response Rate
Agriculture	120	105	87.5%
Livestock Development	25	20	80%
Veterinary	20	20	100%
Fisheries	16	15	93.8%
Irrigation	2	2	100%
Cooperatives	8	8	100%
Totals	191	170	89%

Source: Field Data (2018)

As shown in table 3 above, the study achieved a response rate of 88.5%. Cooper and Schindler (2003) indicated that a response rate of between 30 to 80% of the total sample size is sufficient to represent the opinion of the entire population. Therefore, the response rate attained in the study was not only sufficient but satisfactory.

4.2.2. Respondent Category

The employees in the ministry of agriculture, livestock, fisheries, irrigation and cooperatives development in Bungoma County fall into three categories. The first category is technical employees who are involved in offering technical services in the county. The second category comprises of administrative staff while the third category comprises support staff. The distribution of respondents as per the different categories is as provided in table 4 below.

Table 4: Distribution of Category of Respondents

Category of Respondent	Frequency	Percent
Clerical and Support Staff	27	14.8
Technical Staff	120	69.8
Administrative staff	15	9.3
Total	162	100.0

Source: Field Data (2018)

As shown in table 3, the respondents were from three key categories; the support staff, the technical staff and the administrative staff. The majority of the respondents (120 employees or 70% of the respondents) were technical staff. Technical staff in the MOALFIC in Bungoma County comprises all employees that are involved in delivery of extensions services and other technical engagements with the members of the public. The minister and the chief officers are political leaders while the directors are considered the senior most technical employees in the various directorates. Thus all the directors at the ministry were included in the study but the

minister and the chief officers were left out. The administrative employees were 15 (9% of all respondents) and they include all administrators and secretaries from whom data was collected. The support staff or clerical employees were 27 (15% of total respondents). The study explored the years in service of the respondents. The findings were as presented in figure 2 below.

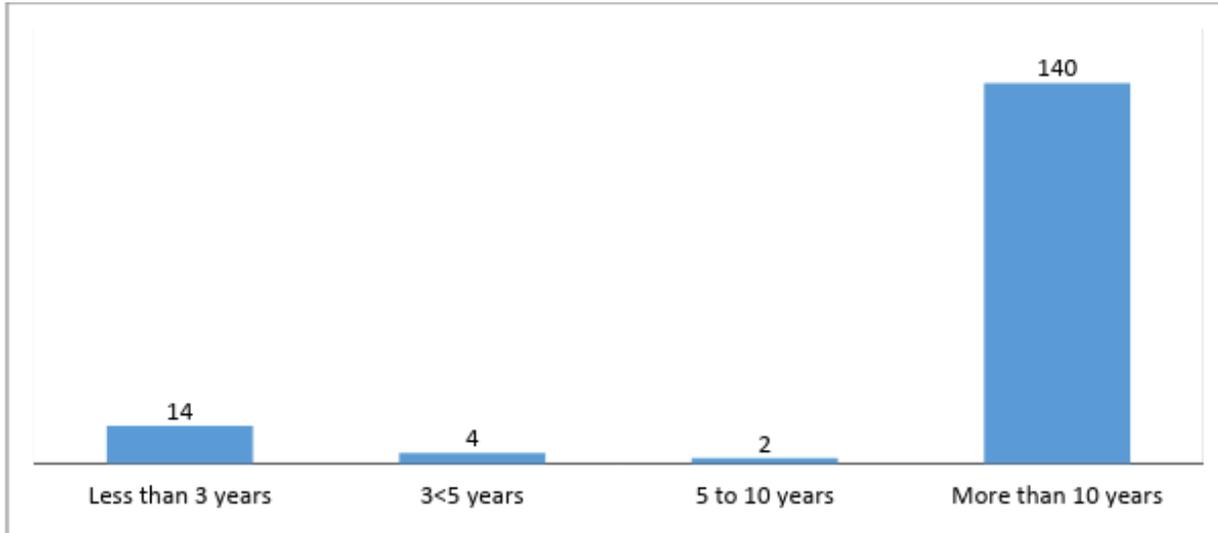


Figure 2: Bar Graph Showing Years in Service of the Respondents

Source: Field Data (2018)

Data presented in figure 2 shows that out of the 162 respondents drawn from the MOALFIC in Bungoma County, 14 had worked for less than 3 years, 4 had been in the service for 3 to less than 5 years, two respondents had been in the services for 5 to 10 years while one hundred and forty respondents had been in the service for more than 10 years. This implies that majority of the respondents had enough experience working in the MOALFIC as to provide a clear understanding of practices in the ministry.

4.3. Gender Mainstreaming Levels in the MOALFIC, Bungoma County

To measure gender mainstreaming levels, the researcher focused on exploring the awareness and understanding of gender mainstreaming as a concept. The respondents were thus asked whether they understood the concept and further asked to explain the concept in their own words. From the responses, the researcher categorized the respondents as shown in Figure 3.

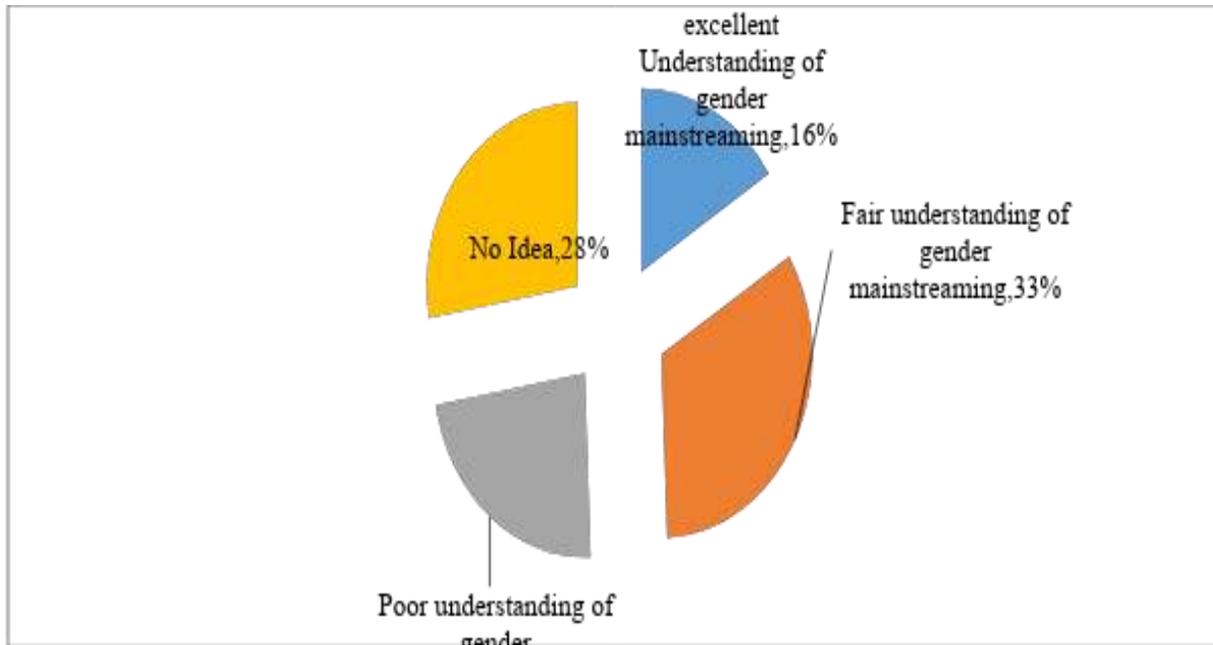


Figure 3: Pie Chart showing Respondents Awareness of Gender Mainstreaming

Source: Field Data (2018)

As shown in figure 4.2, majority (72%) of the respondents had some idea about gender mainstreaming while 28% had no idea about gender mainstreaming. Those who had poor understanding of gender mainstreaming reduced it to efforts to make women powerful or stand up to men. Those who had a fair understanding of the concept related it to women empowerment but went beyond that to acknowledge men as being part of the gender mainstreaming agenda. Those who had an excellent understanding of gender mainstreaming expressed a clear understanding of gender issues especially the need for gender equity and gender equality in policy

formulation, programming, implementation of programs and in all aspects of engagement in such a manner that both men and women get opportunities to enjoy their freedoms, their rights and to pursue their aspirations without any forms of discriminations owing to gender.

To explore levels of gender mainstreaming further, the respondents were provided with a total of 7 statements relating to costs gender mainstreaming in Bungoma County. The respondents were asked to rate, in their opinion, the extent to which they agreed to the statements. The ratings were on a scale of 1-5, where (1) =No Extent, (2) = Small Extent, (3) = Medium Extent, (4) = High Extent and 5) = Very High Extent. The frequency distributions for the responses against each of the statements are provided in Table 5 below.

Table 5: Descriptive Statistics on Gender Mainstreaming in Bungoma County

Statements on Level of Gender Mainstreaming	Mean	Std. Dev	Coefficient of Variation
My county has successfully mainstreamed gender issues	3.3429	.93755	28%
All programs in my county are gender sensitive	2.7143	1.10004	41%
The county Government has set clear gender policy, objectives and targets	3.4571	1.26823	37%
All employees in the county know about gender issues	2.8857	1.36708	47%
All stakeholders in the county appreciate the need for gender equality	3.2571	1.44187	44%
All county programs promote gender equity	3.2000	1.18322	37%
Complaints about involvement of women in governance are minimal in our county	2.9456	1.38073	47%

Source: Field Data (2018)

Data presented in table 4.2 shows the extent to which respondents agreed to statements on level of gender mainstreaming in Bungoma County. Majority of the respondents tended towards agreeing to a medium extent that Bungoma County has successfully mainstreamed gender issues

(Mean 3.3429, SD 0.93755 and CV. 28%). The statement “All programs in my county are gender sensitive” had a medium mean rating of 2.7143, SD 1.10004 and CV of 41%. This is indicative of high variance in the responses; some respondents felt programs are gender sensitive while others were of the opinion the programs are not adequately gender sensitive.

The statement “The county Government has set clear gender policy, objectives and targets” received mixed reactions considering the mean rating of 3.4571 and a standard deviation of 1.27 and coefficient of variation of 37%. As explained by respondents, Bungoma County is by law required to meet certain gender targets and to adhere to given national instruments on gender. However, as a county, little has been done in effort to set county customized targets on gender.

The respondents agreed to a medium extent to the statement that “All employees in the county know about gender issues” (Mean 2.8857, SD 1.36708 and CV 47%). However, as the CV shows, there was a high level of variation in the responses by the respondents. This implies some respondents highly agree that all employees know about gender issues while others do not agree.

The respondents moderately agreed to the statement that “All stakeholders in the county appreciate the need for gender equality” (Mean 3.2571, SD 1.44187 and CV 44%). This implies that more than half of the respondents were of the opinion that stakeholders in Bungoma County appreciate the need for gender equality. The respondents agreed to a moderate extent (mean 3.2000, 1.18322, CV 37%) that “All county programs promote gender equity”. This basically means to a certain extent they do but there is a huge room for improvement. Considering the standard deviation, the variance was very high across most of the statements.

The respondents were asked to name one factor which they thought was the major cause of gender inequality in Bungoma County. Various factors were mentioned and the distribution of respondents across the different factors mentioned is as presented in Figure 4.

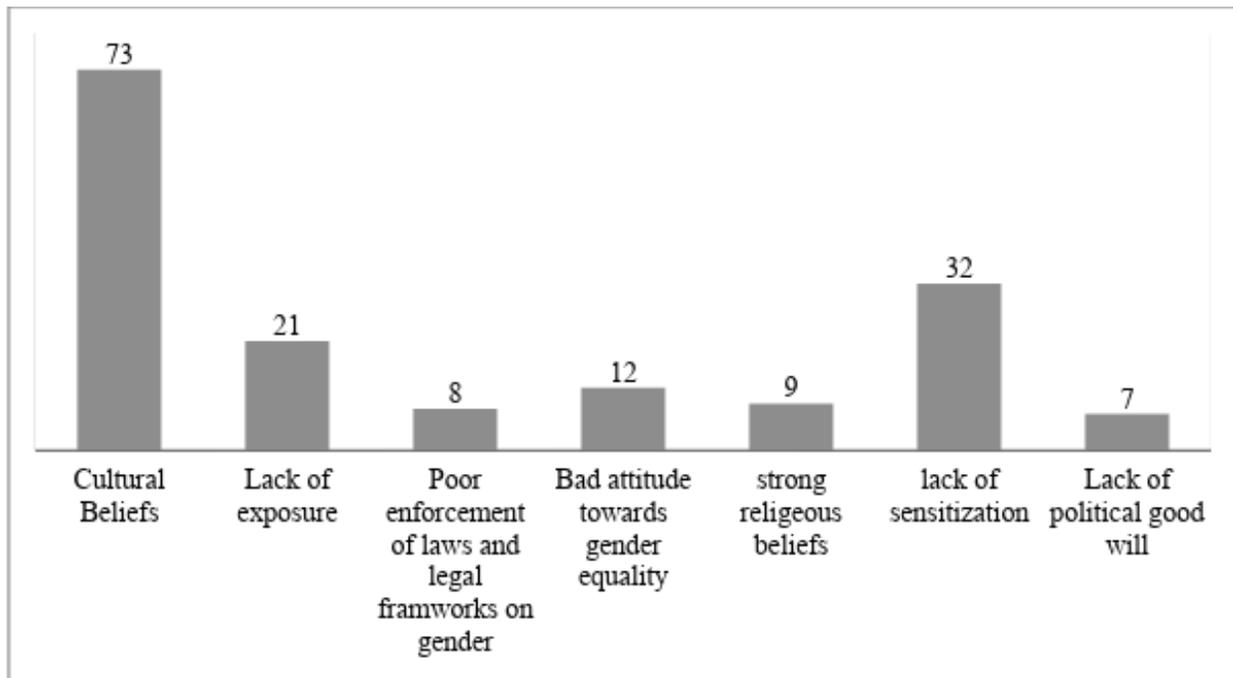


Figure 4: Major Cause of Gender Inequality in Bungoma County

Source: Field Data (2018)

As shown in figure 4.3, the major cause of gender inequality in Bungoma County is Cultural beliefs (73 mentions), followed by lack of sensitization (32 mentions), Lack of exposure (21 mentions), bad attitude towards gender equality (12 mentions), strong religious beliefs (9), poor enforcement of laws on gender (8) and lack of political good was 7).

4.4. Gender Mainstreaming in County Legislation

Legislation is an important process of coding the norms of a people but also their aspirations in terms of principles and expected courses of action in the face of competing interests and values. The legislative process are key to gender mainstreaming because it leads to laws that when enforced guarantee realization of gender mainstreaming outcomes. To understand the level of gender mainstreaming in the legislation agenda in Bungoma County, the respondents were asked to rate various statement on legislation and legal instruments applied, developed or put in place in Bungoma County that have gender implications.

The respondents were asked to indicate the extent to which they agreed to 6 statements on gender mainstreaming through legislation. The ratings were on a scale of 1-5, where (1) = Very Small Extent, (2) = Small Extent, (3) = Medium Extent, (4) = High Extent and 5) = Very High Extent. The frequency distributions for the responses against each of the statements are provided in Table 6 below.

Table 6: Descriptive Statistics on Gender Mainstreaming through Legislation

Statements on Gender in Legislation	Mean	Std. Dev	Coefficient of Variation
My county has a gender policy in place	2.2571	1.26823	56%
All legislations in the county are gender sensitive	4.0286	1.17538	29%
No law passed by the county assembly has raised gender concerns	2.8286	1.22440	43%
The one third gender rule is strictly adhered to in my county	3.0000	1.18818	40%
Women participation in legislative processes is optimal	1.6571	1.10992	67%
Women participation in policy formulation processes is optimal	3.7143	1.29641	35%

Source: Field Data (2018)

The respondents, as shown in table 4.3, agreed to a low extent (mean rating of 2.2571, SD 1.26823, CV 56%) that Bungoma County has a gender policy in place. There was high variation in the responses considering the 56% coefficient of variation. The high variation in opinion could

have stemmed from differences in understanding of what a policy is and whether policy making processes are participatory. Other statements that the respondents agreed to, to a medium extent, were “The two-thirds gender rule is strictly adhered to in my county” (Mean 3.000, SD 1.18818, and CV 40%) and “No law passed by the county assembly has raised gender concerns” (Mean 2.8286, SD 1.22440 and CV 43%).

The respondents agreed to a small extent to the statement, “Women participation in legislative processes is optimal” (Mean 1.6571, SD 1.10992, and CV 67%). This means a majority of the respondents felt women participation in legislative processes is not optimal. However, there was high variance considering the CV of 67%. The respondents agreed to a high extent to statements that “All legislations in the county are gender sensitive” (Mean 4.0286, SD 1.17538 and CV 29%). The coefficient of variation on this statement is low implying a lower degree of variance in the responses. The respondent also agreed to a high extent to the statement “Women participation in policy formulation processes is optimal” (Mean 3.7143, SD1.10992 and CV 67%). The high coefficient of variation is indicative of low levels of agreement among the respondents on whether women participation in policy formulation is optimal or not.

As discussed with the director gender affairs and the leader of Maendeleo ya Wanawake in Bungoma, no process goes on in the county without involvement of both genders. The Maendeleo ya Wanawake Chairlady had this to say

The county has done well with regard to involvement of women in processes such as budgeting, planning and public participation in bills by the county assembly. In all meetings, they invite women representatives and in often cases the third gender rule seems to be respected even in term of number of invitees by gender. The only problem is the county seems keen to control who participates. Consequently, they try some tactics like registering parallel women movements e.g. recognizing a women movement that is parallels to Maendeleo ya Wanawake. As a result, women participation and demands are affected because of infighting among the various women groups or movements. Otherwise, women have been active and pushing an all-inclusive agenda in Bungoma County.

Considering the standard deviations in table 4.3, the variance was very high across most of the statements. This could have been caused by difference in opinion among the respondents depending on their gender or the category of respondent (technical or support or administrative). To determine which the case is the relationship between the variables was considered by performing a chi square test between ratings by respondents on one hand and category of respondent then gender of respondent on the other hand. The results are as given in table 7 below.

Table 7: Chi Square Test on strength of relationship between statements on Gender in Legislation and Category of Respondent or Gender of Respondent

Statement on Gender and Legislation in County	Sig. (Category of Staff)	Sig. (gender)
My county has a gender policy in place	0.249	0.341
All legislations in the county are gender sensitive	0.626	0.316
No law passed by the county assembly has raised gender concerns	0.487	0.005
The one third gender rule is strictly adhered to in my county	0.087	0.028
Women participation in legislative processes is optimal	0.119	0.070
Women participation in policy formulation processes is optimal	0.086	0.000
Gender considerations in governance and programming are limited to legal gender stipulations	0.224	0.132

Source: Field Data (2018)

Table 4.4 shows the strength of relationship between ratings given to various statements on gender in legislation in Bungoma County and the gender of respondents or category of the respondent. Considering the significance levels provided, there was no relationship between Category of respondents (whether technical, administrative or support) and respondents' ratings on four statements. The statements are "My county has a gender policy in place" (P = 0.249) "All legislations in the county are gender sensitive" (P = 0.626), "No law passed by the county assembly has raised gender concerns" (P = 0.487) and Gender considerations in governance and programming are limited to legal gender stipulations (P= 0.224). This implies the sentiments of

the respondents on these issues are not dependent on their cadre. When the sentiments are cadre specific, it means the issue affects some employees or categories of employees have markedly different opinions in comparison to employees in other categories. Therefore, the sentiments of the respondents on those statements were cross cutting and were not influenced by caliber, cadre or category.

The relationship between gender and ratings of statements on gender in legislation by respondents, as presented in Table 7, shows that the relationship was only not significant in two instances. The P value for statement “My County has a gender policy in place” is 0.341 while that for statement “All legislations in the county are gender sensitive” is 0.316, which are greater than $P=0.05$ and $P=0.1$. This means the relationship is not significant both at a 95% confidence level and at a 90% confidence level; the ratings by respondents on these issues were not dependent on their gender. On the other hand, all the other statements have a significance level lower than 0.05 or 0.1, which implies the relationship between respondent ratings and the gender of the respondent was significant. This means that respondents’ views are largely influenced by their gender.

4.5. Gender Mainstreaming and Recruitment Practices In Bungoma County

To ascertain whether recruitment practices in Bungoma County are gender sensitive, the respondents were asked various questions relating to how recruitment is done in Bungoma County. The respondents were asked to indicate the extent to which they agreed to 6 statements on recruitment practices in Bungoma County. The ratings were on a scale of 1-5, where (1) =No Extent, (2) = Small Extent, (3) = Medium Extent, (4) = High Extent and 5) = Very High Extent. The frequency distributions for the responses against each of the statements are provided in Table 8 below.

Table 8: Gender Mainstreaming in Recruitment Practices in Bungoma County

Statements on Recruitment Practices	Mean	Std. Dev.	CV
More men than women are employed in the county government	3.2571	1.17180	36%
More men than women are employed in top positions of management in the county	2.7714	1.78368	64%
The recruitment and selection processes in the county are transparent and fair	2.8000	1.15809	41%
To meet a third gender rule, women are given special considerations in recruitment	2.6571	1.39205	52%
Women compete fairly in the recruitment processes and no affirmative action is needed	3.3143	1.30094	39%
Some considerations like reproduction roles lead to women losing out on some jobs in the county	3.1143	1.15737	37%

Source: Field Data (2018)

Table 8 presents data based on respondents rating of various statements on recruitment processes in Bungoma County. Considering the mean ratings, the respondents agreed to a medium extent (mean rating of between 2.5 and 3.4; when the mean ratings are rounded off) to all the statements on recruitment practices in Bungoma County. Looking at the coefficient of variation it was about or below 50% for most of the statements except on the statement “More men than women are employed in top positions of management in the county” (CV 64%). This implies there was a higher level of agreement than disagreement on most of the statements.

Considering the high standard deviations, chi square tests were done to explore the strength of relationship between respondent’s ratings and the category of respondent as well as the gender of the respondent. This is because, when respondent ratings are more correlated to caliber/category

or cadre of respondent, it means the responses are in a way influenced the respondents' position in the county or nature of work in the county. On the other hand, where there is no strong relationship, it means the responses came from across the categories of employees and the sentiments were not cadre or category specific/dependent. The findings after running chi square tests are as presented in Table 9 below.

Table 9: Strength of Relationship between Ratings on Recruitment Practices and Gender as well as Category (Technical, Support, Administrative) of Respondents

Statements on Recruitment Practices	Sig. (Employee Category)	Sig. (Gender)
More men than women are employed in the county government	0.290	0.230
More men than women are employed in top positions of management in the county	0.181	0.006
The recruitment and selection processes in the county are transparent and fair	0.219	0.026
To meet a third gender rule, women are given special considerations in recruitment	0.403	0.069
Women compete fairly in the recruitment processes and no affirmative action is needed	0.375	0.087
Some considerations like reproduction roles lead to women losing out on some jobs in the county	0.654	0.017

Source: Field Data (2018)

As shown in Table 9, there is no relationship between ratings given by respondents to various statements, on recruitment practices in Bungoma County, and the type of the type or category or cadre of employee. This implies that the sentiments on recruitment practices were cross cutting and were not specific to employees in any particular category or cadre.

The relationship between gender and ratings of statements on recruitment practices in Bungoma County was only not significant in one instance. The P value for statement “More men than women are employed in the county government” is 0.230, which is greater than $P=0.05$ and $P=0.1$. This means the relationship is not significant both at a 95% confidence level and at a 90% confidence level; the ratings by respondents on this statement were not dependent on gender of the respondents. On the other hand, all the other statements have a significance level lower than 0.05, which implies the relationship between respondent ratings and the gender of the respondent was significant. When the sentiments are gender specific, it means respondents who were of a particular gender tended to have similar sentiments or views on recruitment practices in Bungoma County.

Based on key informant interviews, while some respondents think affirmative action is necessary, others feel it is highly abused and does not benefit deserving women. This issue attracts both positive and negative regard because of the way affirmative action is used in a manner that disadvantages some members of society without necessarily solving the intended problem. This is what one of the key informants had to say on this issue:-

In recruitment, there have been efforts to encourage both men and women to apply with special emphasis on women. But women are not favored in recruitment because merit is considered above all else. The problem with affirmative action is the increasing cry about the boy child being disadvantaged. Many men do not understand why the same girls with whom they received equal opportunity academically and the girls even had better conditions or come from better positioned families should be given priority or greater opportunity when it comes to employment

Key informant interviewees shared that reproduction roles are not a major issue in recruitment in the county. However, they shared that some bias towards men exists especially with regard to jobs like enforcement officers. For instance, in many of the pass outs of enforcement officers in the county, often the number of men tends to be higher than the number of ladies. One of the

explanations for it is that the biological endowments of men make them more suited as enforcement officers than women. Apart from that, there are no indications that reproduction roles affect the recruitment of women in Bungoma County.

4.6. Gender Mainstreaming and Work Place Environment

The study sought to investigate the level of gender mainstreaming owing to work place practices or work place environment in Bungoma County. The workers of the county include those who work at the county headquarters, those who work in sub counties and those who work at the ward level. The respondents were asked to indicate the extent to which they agreed to number of statements that relate to work place environment and gender mainstreaming. They were to rate the statements on a scale of 1-5, where (1) =No Extent, (2) = Small Extent, (3) = Medium Extent, (4) = High Extent and 5) = Very High Extent. The frequency distributions for the responses against each of the statements are provided in Table 10 below.

Table 10: Respondents Ratings of Statements on Customer Satisfaction

Statements on Customer Satisfaction	Mean	Std. Dev	Coeff of Variation
The county government provides a conducive environment for all employees	3.2286	1.13981	35%
Women are adequately represented in all committees and forums in the county	3.4000	.97619	29%
Women play an active roles in decision making in the county	3.3143	.90005	27%
Most of the lowly paid employees of the county are women	2.5714	.73907	28%
Most casual laborers in the county are women	3.3714	1.28534	38%
Work family issues that affect women are catered for in normal work schedules	3.6857	.86675	24%
Breast feeding mothers have been provided with space to either express or breast feed children	3.2286	1.03144	32%
Mothers are given enough breaks to enable them attend to young children	3.0571	1.39205	46%
Women are well represented in Workers unions	3.5714	.85011	24%
There have been no cases of sexual harassment of young women employed in the county	3.4571	.95001	28%
There are clear grievance handling procedures that all employees in the county have been trained on	3.4857	1.19734	34%

Considering the mean ratings in Table 10, the respondents agreed to a medium extent to most statements. The statements that received a mean rating that indicates respondents agreed to them to a high extent were “Work family issues that affect women are catered for in normal work schedules” (Mean 3.6857, SD 0.86675 and CV 24%), “Women are well represented in Workers unions” (Mean 3.5714, SD 0.85011, CV 24%), “There have been no cases of sexual harassment of young women employed in the county” (Mean 3.4571, SD 0.95001, CV 28%) and “there are clear grievance handling procedures that all employees in the county have been trained on” (Mean 3.4857, SD 1.19734, CV 34%).

All the statements have majority of the respondents agreeing to a medium extent or to a high extent. The standard deviation shows a considerable level of variance which implies the rating was varied across the responses. The variance could either result from difference in perspective owing to gender, work station or cadre (category of employee). To understand whether the variance in ratings resulted from work station, gender or employee category differences, chi square tests were done to determine whether there is a relationship or association between work stations, employee category and employee gender with ratings of the statements. The findings are presented in Table 11 below.

Table 11: Strength of Relationship between Response on Work Place Environment and gender, work station or caliber of respondents

Statements on Work Place Practices	Sig. (Gender)	Sig. (Work Station)	Sig. (Employ ee Category)
The county government provides a conducive environment for all employees	0.241	0.043	0.032
Women are adequately represented in all committees and forums in the county	0.060	0.140	0.132
Women play an active roles in decision making in the county	0.094	0.499	0.007
Most of the lowly paid employees of the county are women	0.081	0.033	0.034
Most casual laborers in the county are women	0.132	0.249	0.339
Work family issues that affect women are catered for in normal work schedules	0.074	0.566	0.005
Breast feeding mothers have been provided with space to either express or breast feed children	0.244	0.572	0.071
Mothers are given enough breaks to enable them attend to young children	0.286	0.481	0.000
Women are well represented in Workers unions	0.342	0.238	0.028
There have been no cases of sexual harassment of young women employed in the county	0.125	0.227	0.029

There are clear grievance handling procedures that all employees in the county have been trained on	0.422	0.306	0.144
The attitude towards female employees by management staff is superb	0.183	0.044	0.111

Source: Field Data (2018)

The findings provided in Table 11 are results from a chi square test done testing association between the ratings given by respondents to various statements on level of gender mainstreaming considering the work place environment in Bungoma County and the work station the respondent came from, the gender of the respondent as well as the employee category or caliber (either technical, administrative or support staff). The p-value in a chi-square tests helps to indicate whether the relationship is statistically significant or not. The acceptable levels of confidence are 90-95% thus a p-value of 0.05 or less implies the relationship is very significant while a p-value greater than 0.05 but equal or less than 0.1 implies there is a relationship but not very strong. When the relationship is significant it means the ratings by respondents in the study were gender, work station or employee category specific. When the sentiments are employee category, work station or gender specific, it means respondents sharing the similar characteristic had similar views or gave similar ratings to the statements.

As shown in Table 11, except in four cases, the relationship between work station and respondents ratings is not significant. The four cases involve the statement “The county government provides a conducive environment for all employees” (P = 0.043), the statement “Women are adequately represented in all committees and forums in the county” (P = 0.140), the statement “Most of the lowly paid employees of the county are women” (P= 0.033) and the statement “The attitude towards female employees by management staff is superb” (P= 0.044). For the four statements, the sentiments of the respondents were influenced by the work station from where they operated thus workers from given work stations tended to have similar sentiments. The rest of the

statements had cross cutting sentiments and thus the mean ratings reflect more of the situation across Bungoma County irrespective of work station.

The relationship between category or caliber of employee and ratings of statements on work place environment by respondents shows that the relationship was only not significant in one instance. This means that much of the work place issues or work place concerns affect different categories/caliber/ cadre of workers differently. The P value for statement “Most casual laborers in the county are women” is 0.339, which is greater than $P=0.05$ and $P=0.1$. This means the relationship is not significant both at a 95% confidence level and at a 90% confidence level; the ratings by respondents on these issues were not dependent on the department. On the other hand, all the other statements have a significance level lower than 0.05, which implies the relationship between respondent ratings and the caliber or category of the respondent was significant. When the sentiments cadre, category or caliber specific, it means respondents from different categories had differing views from those from other cadres; for instance, technical staff tended to have sentiments that markedly different from those held by support staff.

The relationship between gender and ratings on statements was significant in six instances. The six instances include the statement “Women are adequately represented in all committees and forums in the county” ($P=0.060$), the statement “Women play an active roles in decision making in the county” ($P= 0.094$), the statement “Most of the lowly paid employees of the county are women” ($P= 0.081$), the statement “Most casual laborers in the county are women”($P=0.132$), the statement “Work family issues that affect women are catered for in normal work schedules” ($P= 0.074$) and the statement “There have been no cases of sexual harassment of young women employed in the county” ($P=0.125$). In all the six instances, gender seemed to influence the kind of responses or ratings (level of agreement) that the respondents gave to the statements.

Based on the key informant interviews, the respondents were not entirely convinced about the role women play in decision making in the county. This was explained by one officer as follows:-

There are some women in top leadership in the county. However, they are very few compared to the men. Those women in leadership participate in decision making but the many women who are ordinary workers do not play as many significant roles in decision making as men do. This is because there are fewer women in high levels of management as compared to men but there are more women in low cadre administrative and support roles as compared to the men. Consequently, a greater percentage of women provide support services while a greater percentage of men provide strategic or top level management/ leadership that is responsible for decision making.

The respondents were asked to state in what ways female employees in Bungoma County are exploited. Some of the suggestions they provided are as presented in figure 4.4 below.

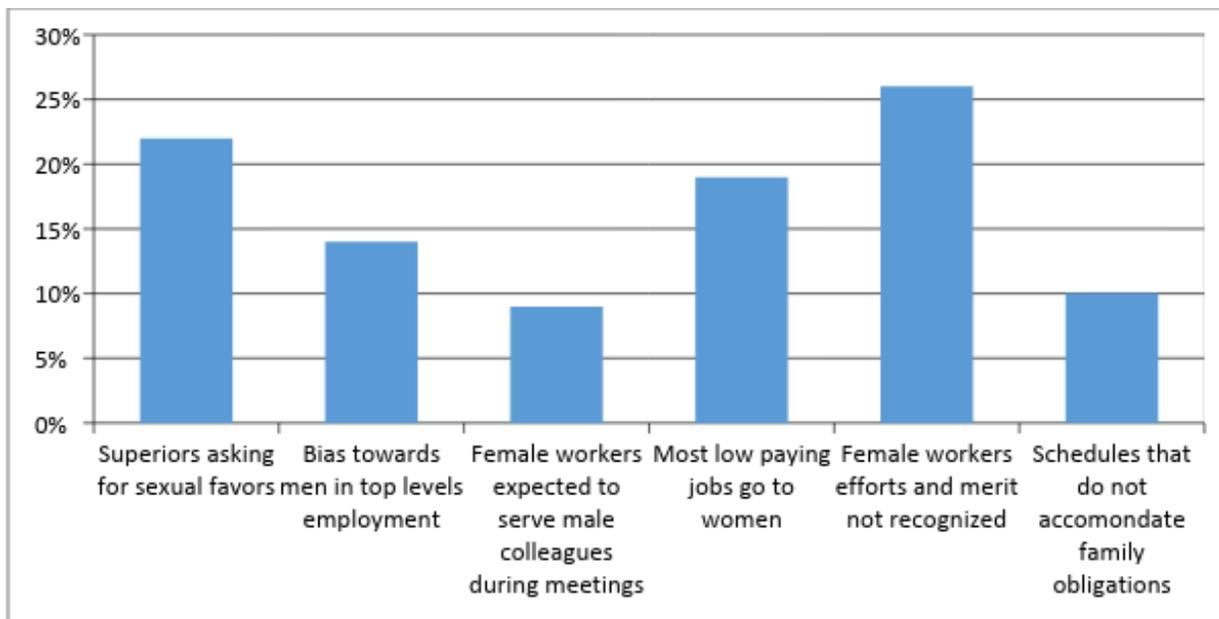


Figure 5: Prevalence of Forms of Female Worker Exploitation in Bungoma County

Source: Field Data (2018)

As shown in Figure 5, various employees believe that given forms of female worker exploitation exist in Bungoma County. Out of 162 employees, 26% believe female workers efforts and merit tend not to be recognized. As some key informants explained, there is a challenge because whenever a woman is seen to be progressing many assume something fishy is going on. In most

cases, the woman is assumed to be engaging in amorous activity in order to advance career wise. Interestingly, the view of a woman as a sexual object leads to many women suffering sexual harassment while at the work place. According to 22% of the respondents, women are exploited in Bungoma County because superiors tend to ask for sexual favors especially from young women.

Other forms of exploitation include most top level jobs going to men while most low level jobs going to women. At the workplace, due to male chauvinism, male colleagues tend to expect their female counterparts to serve them; for instance in case tea has to be served. Finally, Kenya being highly patriarchal, women are expected to perform the usual nurture roles in the families. Work schedules do not put into consideration the family obligations that women have and thus this becomes a major cause of challenges or problems for the women workers in Bungoma County.

4.7. Implementation of Two-thirds Gender Rule

The study sought to investigate the level of implementation of the two-thirds gender rule in Bungoma County. The respondents were asked to indicate the extent to which they agreed to number of statements that relate to implementation of the two-thirds gender rule or principle. They were to rate the statements on a scale of 1-5, where (1) =No Extent, (2) = Small Extent, (3) = Moderate Extent, (4) = High Extent and 5) = Very High Extent. The mean ratings for each of the statements are provided in Table 12 below.

Table 12: Implementation of Two-thirds Gender Rule

Statement on Two-thirds Gender Rule	Mean	Std Dev	Coeff of Variation
I understand the two-thirds gender rule	3.9231	0.17202	4%

I fully support the two-thirds gender rule	3.1961	1.87223	59%
The county government has fully implemented the two-thirds gender rule	2.5577	1.95821	77%
Achieving the a third gender threshold in elective posts is impossible	3.6863	2.22458	60%
The two-thirds gender principle has led to bloated government	3.0687	2.1492	70%
The two-thirds gender rule has led to better representation of women in governance	2.6471	1.55480	59%
The two-thirds gender rule should be implemented progressively	2.5882	1.00352	39%

Source: Field Data (2018)

On the implementation of the two-thirds gender rule in Bungoma County, the respondents agreed to a high extent to the statement that; “I understand the two-thirds gender rule” (Mean 3.9231 and CV 4%), and “Achieving the a third gender threshold in elective posts is impossible” (Mean 3.6863).

The respondents agreed to a moderate extent to the statements that “I fully support the two-thirds gender rule” (Mean 3.1961), “The county government has fully implemented the two-thirds gender rule” (Mean 2.5577), “The two-thirds gender principle has led to bloated government” (Mean 3.0687), “The two-thirds gender rule has led to better representation of women in governance” (Mean 2.6471), and “The two-thirds gender rule should be implemented progressively (Mean 2.5882)

Gender mainstreaming is an important consideration of any government. The Constitution of Kenya 2010 seeks to promote gender equity and equality and demands that in public service, the one third gender rule has to be observed. The researcher used staff returns and generated the gender distribution for the MOALFIC ministry in Bungoma County. The gender distribution in the ministry is as provided in Figure 6.

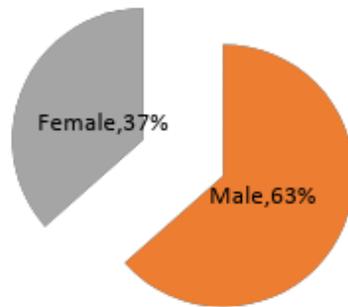


Figure 6: Distribution of workers in the MOALFIC by Gender

Source: Field Data (2018)

The gender distribution shows that the ministry is compliant in relations to a third gender demand. This is because 63% (272) of workers at the MOALFIC were male while 37% (155) were female. However, gender is not just about numbers, it is also about the type of work done by the respondents and their designations. This was considered through using the payroll from the MOALFIC to do a cross tabulation of gender with job groups as presented in Table 13.

Table 13: Cross Tabulation between Gender and Current Designations

Current Group	Job	Gender		Total
		Male	Female	
Lacking Group	Job	1	4	5
A		1	1	2
B		1	2	3
C		1	0	1
D		11	4	15
E		20	8	28
F		11	15	26
G		1	0	1
G		24	17	41
H		31	24	55
J		4	8	12
K		75	33	108
L		34	25	59
M		21	5	26
N		18	2	20
P		13	7	20
Q		4	0	4
R		1	0	1
Total		272	155	426

Source: Bungoma County MOALFIC Payroll (2018)

The data in Table 13 shows that male and female are proportionately distributed across the job groups. The data shows that there are no women in job groups P and R. and considering the actual designations, apart from the Chief Officer for cooperatives being female; there is no director who is female in the Ministry.

CHAPTER FIVE: DISCUSSION

5.1. Introduction

This study was an evaluation of gender mainstreaming practices in Bungoma County; one of the devolved units of government in Kenya. The study sought to assess gender mainstreaming in the legislation processes in Bungoma County, to evaluate gender mainstreaming in recruitment practices in Bungoma County, to assess workplace gender mainstreaming in Bungoma County, and to evaluate levels of two third gender rule implementation in Bungoma County. This chapter explores the findings by reflecting on the extent to which the findings relate to the already available literature.

5.2 Gender Mainstreaming Levels in the Bungoma County

The study sought to determine levels of awareness of gender mainstreaming among the respondents. From a capability approach, knowledge is an important facilitative freedom. Understanding or awareness enhances choices of an individual. The study established that majority of the respondents had some idea about gender mainstreaming. This is encouraging because gender mainstreaming as captured by Nyanjom (2011) is a constitutional issue following the promulgation of a new constitution in Kenya in 2010. Understanding gender issues has the potential of enhancing capacity to address them; the duty bearers know their duties while the right bearers are aware of their rights. However, there is still a considerable percentage of the population not being fully seized with the gender mainstreaming agenda is alarming. This is because as pointed out by Achoka et al., (2007), gender mainstreaming is an agenda that has to be all encompassing. All members of society need to appreciate and embrace it for best results in terms of equality for all. Achoka et al., (2007) demonstrated that gender awareness is critical and determines the levels of gender sensitivity in a population. Thus, the more than average understanding of gender mainstreaming, among employees in Bungoma County, points to higher likelihood of gender sensitivity.

The findings show that Bungoma County has made strides in relation to gender mainstreaming but not to satisfactory levels. This situation is not unique to Kenya because as Achoka et al., (2007) pointed out, there is progress in terms of attainment of gender equality across the globe but the situation is far from satisfactory. This situation is anticipated in the liberal feminist perspective where change in society is expected to be evolutionary (Putnam, 1998). The study established that no proper gender policy is in place in Bungoma County. What exists are regulations on gender based violence. Lack of a gender policy is a challenge because as explained by the World Bank (2003), gender mainstreaming only happens when projects, policies, legislation, or strategy development avenues are harnessed to promote positive regard for all genders and opportunities for development for all.

The major cause of gender inequality in Bungoma County is Cultural beliefs followed by lack of sensitization, Lack of exposure, bad attitude towards gender equality, strong religious beliefs, poor enforcement of laws on gender and lack of political good will. These findings correspond with findings from a study done by Wanjala & Odongo (2010), which established that cultural beliefs and strong religious beliefs and practices explain gender disparities and inequalities in many communities in Kenya.

5.3. Gender Mainstreaming in County Legislation

This study sought to establish whether legislation processes are being used to advance the gender mainstreaming agenda in Bungoma. The findings show that women participation in legislative processes is not optimal. This finding confirms the findings of Nzuma (2011) who established that women participation in programs tend to be at the level of beneficiary or superficial. While women are enlisted into public forums, their contributions tend to be dominated because ordinary women folk are not prepared enough to submit memoranda on issues that affect them. From a capability approach as explained by Mitra (2014) each individual and each interest group has unique challenges owing to their capability endowment. For meaningful engagement of women in county legislation processes, county governments ought to make more special arrangements in

order to capture the reality of ordinary women in the county. As explained by Biggeri and Andrea (2014) in order to address capability needs, it is important to shift focus from structures to individuals. Thus rather than just have structural engagements in the name of public participation, it is important to design public participation in a manner that makes it responsive to the individual characteristics and needs of women in the villages.

5.4 Gender Mainstreaming and Recruitment Practices In Bungoma County

Gender mainstreaming has been achieved to a moderate level in recruitment practices in Bungoma County. This is because more men than women are employed in the county government. This rating confirms Aguirre et al (2012) finding that more men as compared to women play a role in the labor markets. Most organizations tend to employ more men than women. The findings from Bungoma show that although it is not to a high scale but the recruitment practices in Bungoma are not favorable to women. As World Bank (2013) and ILO (2010) demonstrated, globally there are lower chances of women being offered a job than men. And in case they are given a job, often it is more likely to be in lower cadres of employment.

5.5. Gender Mainstreaming and Work Place Environment

Gender Mainstreaming involves creating an enabling work environment for both men and women working in an organization. The study established that to a moderate extent Bungoma County government provides a good working environment for all employees. However, there are no special considerations given to women are the work place; save for maternity leave. As captured in ILO (2009), Gender mainstreaming at the workplace has to address work family balance issues, women participation in decision-making, inequalities in pay between men and women and addressing the social roles ascribed to either gender. Moderate ratings of statements on gender mainstreaming at the work place only imply that there is a lot that needs to be done in order to realize gender mainstreaming. The study further established that the attitude towards women at the work place in Bungoma County is highly influenced by cultural norms. Thus, men tend to expect women to serve them. Matsa et al (2011) showed that all work places across the globe

have unique issues affecting women. But generally, work relations in many organizations across the globe tend to be influenced by gender. Cooke (2003) pointed out that organizations that are gender sensitive have clear guidelines and policies that promote desired attitudes and human resource practices.

5.6. Implementation of Two-thirds Gender Rule

The findings show that that Bungoma County is compliant in relations to a third gender demand; at least one third of the staff population is of either gender. However, considering the job groups of the employees, looking at the MOALFIC payroll, there are no women in job groups P and R. Looking at the actual designations, apart from the Chief Officer for cooperatives being female; there is no director who is female in the Ministry. This situation manifests across the globe as captured by ILO (2010). Matsa et al (2011) explains that organizations that have more female in strategic leadership roles tend to have more women in management roles. It thus follows that when fewer women are in top leadership positions, there are higher chances of few women being in lower management positions. This is the situation that manifests in Bungoma County.

CHAPTER SIX: CONCLUSIONS AND RECOMMENDATIONS

6.1. Conclusions

6.1.1. Gender Mainstreaming Levels in the Bungoma County

Awareness of gender, gender issues and gender mainstreaming is above average among employees in Bungoma County. This also implies that there is high gender sensitivity among employees in Bungoma County. However, there are employees (about 30%) whose awareness and understanding of gender issues is low and thus these employees are not fully seized with the gender mainstreaming agenda.

The respondents agreed to a medium extent to all of the statements on gender mainstreaming levels in Bungoma County. This means that, to a moderate extent, gender mainstreaming has been achieved in Bungoma County. Gender mainstreaming has been attained but not to a level that is satisfactory to all stakeholders. Some of the things that Bungoma County needs to work on include development of a County Gender/Gender Mainstreaming Policy, Bungoma county Gender targets or objectives, training of employees on gender mainstreaming and getting all stakeholders' committed to gender mainstreaming. The main factors contributing to gender inequality in Bungoma County are Cultural beliefs, lack of sensitization, Lack of exposure, bad attitude towards gender equality, strong religious beliefs, poor enforcement of laws on gender and lack of political good was.

6.1.2. Gender Mainstreaming in County Legislation

Bungoma County lacks a gender policy that has been acknowledged and embraced by all stakeholders. Women participation in legislative processes in Bungoma County is not optimal both in terms of women legislators' contributions in the county assembly but also the nature of women participation in the case of public participation sessions organized over bills by committees of the county assembly. Bungoma County is compliant with the two-thirds gender rule but not to satisfactory levels. Even though the county assembly is lauded for being gender sensitive and that

all laws are gender sensitive, some laws that have been passed by the county assembly of Bungoma have raised gender concerns in terms of whether they adequately address gender issues.

6.1.3. Gender Mainstreaming and Recruitment Practices In Bungoma County

The respondents agreed to a medium extent to all the statements on recruitment practices in Bungoma County. Thus, gender mainstreaming has been attained in recruitment practices but not to satisfactory levels. There are some concerns with regards to number of women employed against the number of men employed in the county government and the cadres. There are concerns about fairness and transparency in the recruitment processes. There are contestations on whether affirmative action is required in recruitment processes or not. Views on recruitment practices are dependent on the gender. Thus there still exists a war of sexes, in terms of opinion, over recruitment practices.

6.1.4. Gender Mainstreaming and Work Place Environment

Employees from different work stations as well as employees from different cadres or categories seemed to have varying views on gender mainstreaming and the work place environment. Therefore, gender mainstreaming is contextual in terms of demands and requirements. What is needed to achieve gender equality and equity is dependent on the context or actual work environment. The respondents agreed to a medium extent to most statements on gender mainstreaming through the work place environment. This implies something has been achieved in terms of women representation in committees and forums in Bungoma County, women playing active roles in decision making in the county, equity and equality in wages paid county employees, equity and equality in placement and deploying of employees; providing an enabling environment for breastfeeding mothers, and evaluating work schedules for mothers with young children. However, moderate agreement means there is still much to be desired.

Female employees in Bungoma County are exploited or treated unfairly through their efforts and merit tends not to be recognized, superiors asking for sexual favors especially from young women,

most top level jobs going to men, male colleagues expecting their female counterparts to serve them and work schedules not putting into consideration the family obligations that women have.

6.1.4. Implementation of Two-thirds Gender Rule

The two-thirds gender rule is well understood among employees in Bungoma County. However, there are high levels of pessimism as to whether it is achievable without affirmative action. Most respondents tended to agree to a high extent that it is not possible to achieve the third gender threshold in most endeavors. Workers in Bungoma are divided with many not sure whether they fully support the two-thirds gender rule. Some workers strongly feel the two-thirds gender provisions have bloated government. Even so, many workers in Bungoma County are not sure whether the two-thirds gender provisions have led to better representation of women in governance. There is pessimism about the two-thirds gender principle, whether it is attainable and the timelines for implementation. While the county government is gender compliant in terms of number of employees being of either gender, there are gaps in terms of roles women play in government and number of women in high ranking technical positions in the county. There is need to increase the number of women in high leadership positions, across the departments, in Bungoma County.

6.2. Recommendations

6.2.1 Recommendations on Gender Mainstreaming Levels in the Bungoma County

There are employees in the county governments whose awareness and understanding of gender issues is low and thus these employees are not fully seized with the gender mainstreaming agenda. This study recommends that the national gender commission should come up with a gender curriculum that can be adopted by all devolved units of governments. Further it is recommended that all county governments should come up with training programs for the entire staff on gender and gender mainstreaming.

Considering the major causes of gender inequality as established in this study. It is recommended that the gender directorate in Bungoma County profiles and addresses cultural beliefs, lack of sensitization, lack of exposure, bad attitude towards gender equality, strong religious beliefs, poor enforcement of laws on gender and lack of political good was in Bungoma in its efforts to ensure gender equality and equity is achieved in Bungoma County.

6.2.2. Recommendation on Gender Mainstreaming in County Legislation

The county government of Bungoma and other devolved units of government should come up with one comprehensive gender policy as well as a gender Act. The gender policy should capture the county gender targets or objectives, gender programs, gender mainstreaming strategies, training of employees on gender and related concepts and framework for stakeholder engagement and commitment to gender mainstreaming. It is recommended that Bungoma County as well as other devolved units in the country invest in building capacity for women so that they can meaningfully participate in legislative processes. The capacity building initiatives should focus on both women legislators and ordinary women who are supposed to participate in public forums aimed at analysis or validation of policy options, programs and budgets.

6.2.3. Recommendations on Gender Mainstreaming and Recruitment Practices In Bungoma County

The County Public Service Board in Bungoma (CPSBB) needs to make concerted efforts to increase number of women recruited in order to increase number of female workers in the county. Additionally, the CPSBB needs to work closely with agencies like the gender commission, the Ethics and Anti Corruption Commission (EACC) to curb instances of unfairness in recruitment processes.

6.2.4. Recommendations on Gender Mainstreaming and Work Place Environment

The Bungoma County and other counties need to do a gender mainstreaming audit that seeks to identify contextual issues affecting gender equality and equity in each work station. This was help towards coming up with context responsive interventions that promote gender equity and equality.

While something has been achieved in terms of women representation in committees and forums in Bungoma County, women playing active roles in decision making in the county, equity and equality in wages paid county employees, equity and equality in placement and deploying of employees; providing an enabling environment for breastfeeding mothers, and evaluating work schedules for mothers with young children. The county government of Bungoma needs to push more and set up more ambitious gender targets for full gender mainstreaming in the county.

Bungoma County government and other national government agencies should invest in investigating cases of women being treated unfairly through their efforts and merit not being recognized, superiors asking for sexual favors especially from young women, most top level jobs going to men, male colleagues expecting their female counterparts to serve them and work schedules not putting into consideration the family obligations that women have. These are the issues that need to be addressed to make workplaces more conducive for women.

6.2.5. Recommendations on Implementation of Two-thirds Gender Rule

There are high levels of pessimism as to whether the two-thirds gender principle is achievable without affirmative action. All stakeholders need to invest in sensitization and awareness creation on the two-thirds gender rule as well as the benefits of affirmative action. All relevant institutions such as parliament, county assembly and gender commission need to work on demonstrating to ordinary Kenyans the gains attained owing to affirmative action; such as nomination slots for women. Additionally, affirmative action ought to be applied diligently so that those who gain from provisions like nomination slots are seen to merit and add value.

Ballooning wage bill and bloated government is often cited as reason against affirmative action provision like nomination of women. Many people have not seen direct value of say nomination of women and such nomination are deemed to have little or no impact. Therefore, affirmative actions aimed at attainment of two-thirds gender principle should be accompanied by support structures that ensure beneficiaries of such privilege deliver services that the ordinary citizens can recognize and appreciate.

While many have reduced a third gender principle to numbers, it is important that stakeholders move beyond quantities to consider quality. For instance, it is not enough that one third of the work force in Bungoma is female. What is crucial is what positions do women hold? What decisions do the women have latitude to make? How many women actually hold positions of power where they determine policy direction, programming and resource allocation? Thus, it is recommended that county governments work on pushing more women into technical positions of influence.

6.3. Suggestions for Further Research

This study was restricted in geographical scope by considering only one devolved unit of government out of the 47 devolved units of government in Kenya. Therefore, there is room to carry out a similar study but with a wider scope in terms of geographical coverage. Such a study can sample more counties or engage in a national survey.

This study only focused on the county civil service or public service in Bungoma. There is room to do a similar study but focusing on private firms in Bungoma County. Alternatively, a study can be done that compares gender mainstreaming in the public service against gender mainstreaming in the private sector in Bungoma county or in any other county or nationally.

There are a number of issues such as participation of women in legislation processes, engagement of women in management, contribution of nominated women legislators among others.

Researchers can take up these issues and delve into them further by doing studies that explore them with greater depth.

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Appendix I: Questionnaire

This questionnaire is designed to collect data on gender mainstreaming in Bungoma County. You were selected based on your involvement in programs, processes and activities in your county. I cordially request you respond to all questions in this questionnaire to facilitate proper understanding of gender mainstreaming issues in the county governments. Your answers was be used for academic purposes only and a high level of confidentiality was be maintained. All questionnaires was be filled anonymously and all effort was be made to hide identities of respondents in the research report.

SECTION A: PERSONAL DETAILS

(Please fill in provided space or tick as applicable)

- 1. Gender.....
- 2. In which Ministry, department or section do you work
.....
- 3. What is your full job title.....
- 4. The number of years in your current position in the county
<3 years 3<5 years 5<10 years >10 years
- 5. What is your current job group?.....

SECTION B: Gender Mainstreaming Levels

- 6. Do you know about gender mainstreaming?
Yes No
- 7. In your own words, what is gender mainstreaming?

- 8. Answer the following questions on a scale of 1 to 5.

Where 1 =Very Small Extent 2=Small Extent 3=Medium Extent 4=Great Extent and 5=Very Great Extent

No.	Gender Mainstreaming Levels	VSE	SE	ME	GE	VGE
		1	2	3	4	5
A	My county has successfully mainstreamed gender issues					
B	All programs in my county are gender sensitive					
C	The county Government has set clear gender policy, objectives and targets					
d	All employees in the county know about gender issues					
E	All stakeholders in the county appreciate the need for gender equality					
F	All county programs promote gender equity					
G	Complaints about involvement of women in governance are minimal in our county					

9. What is the one major factor that leads to gender inequality in your county

10. Has your county experienced any agitation by women on gender issues? If yes, please describe the issue that was of concern to the women groups.

SECTION C: Gender Mainstreaming through County Legislation

11. Answer the following questions on a scale of 1 to 5. Where 1 =Very Small Extend 2=Small Extend 3=Medium Extend 4=Great Extend and 5=Very Great Extend

No.	County Legislation	VSE	SE	ME	G E	VG E
		1	2	3	4	5
a	My county has a gender policy in place					
b	All legislations in the county are gender sensitive					
c	No law passed by the county assembly has raised gender concerns					
e	The one third gender rule is strictly adhered to in my county					
f	Women participation in legislative processes is optimal					
g	Women participation in policy formulation processes is optimal					
h	Gender considerations in governance and programming are limited to legal gender stipulations					

12. How can gender mainstreaming be enhanced through legislation at the county level?

SECTION D: Gender Mainstreaming through Recruitment Practices

13. Answer the following questions on a scale of 1 to 5.

Where 1 =Very Small Extend 2=Small Extend 3=Medium Extend 4=Great Extend and 5=Very Great Extend

No.	Recruitment Practices	VSE	S E	ME	G E	VGE
		1	2	3	4	5
a	More men than women are employed in the county government					
b	More men than women are employed in top positions of management in the county					
c	The recruitment and selection processes in the county are transparent and fair					
e	To meet a third gender rule, women are given special considerations in recruitment					
f	Women compete fairly in the recruitment processes and no affirmative action is needed					
g	Some considerations like reproduction roles lead to women losing out on some jobs in the county					

14. What is the ratio of men to women in your ministry, department or committee?

15. What is the ratio of men to women in top management positions in the County?

16. What is the major the complaint that women have against the recruitment processes in the county?

SECTION F. Gender mainstreaming and Work place Practices

17. Answer the following questions on a scale of 1 to 5.

Where 1 =Very Small Extend 2=Small Extend 3=Medium Extend 4=Great Extend and 5=Very Great Extend

No.	Work Place Practices	VSE	SE	ME	G E	VGE
		1	2	3	4	5
a	The county government provides a conducive environment for all employees					
b	Women are adequately represented in all committees and forums in the county					
c	Women play an active roles in decision making in the county					
d	Most of the lowly paid employees of the county are women					
e	Most casual laborers in the county are women					

f	Work family issues that affect women are catered for in normal work schedules					
g	Breast feeding mothers have been provided with space to either express or breast feed children					
h	Mothers are given enough breaks to enable them attend to young children					
I	Women are well represented in Workers unions					
j	There have been no cases of sexual harassment of young women employed in the county					
k	There are clear grievance handling procedures that all employees in the county have been trained on					
l	The attitude towards female employees by management staff is superb					

18. In what ways are female employees exploited at the work place in the county?

19. What can be done to enhance gender equality and equity in county governments?

SECTION F. Implementation of Two-thirds Gender Rule

20. Answer the following questions on a scale of 1 to 5.

Where 1 =Very Small Extend 2=Small Extend 3=Medium Extend 4=Great Extend and 5=Very Great Extend

No.	Two-thirds Gender Rule	VSE	SE	ME	G E	VGE

		1	2	3	4	5
a	I understand the two-thirds gender rule					
b	I fully support the two-thirds gender rule					
c	The county government has fully implemented the two-thirds gender rule					
d	Achieving the a third gender threshold in elective posts is impossible					
e	The two-thirds gender principle has led to bloated government					
f	The two-thirds gender rule has led to better representation of women in governance					
g	The two-thirds gender rule should be implemented progressively					
h	Everything should be done to effect the two-thirds gender rule by 2017					

21. What is the ratio of men to female in the county assembly in your county?

22. What is the ratio of men to female in the county executive in your county?

23. What are some of the barriers to realization of two-thirds gender principle in governance in your county?

THANK YOU FOR YOUR COOPERATION

Appendix II: Interview Guide

- i. Interviewee Gender:
- ii. Designation:

Gender Mainstreaming Levels

1. Please comment on gender mainstreaming in Bungoma County?
2. What is the one major factor that leads to gender inequality in Bungoma County?
3. Comment on gender mainstreaming strategies in Bungoma County?

Gender Mainstreaming through County Legislation

4. Has the legal framework in place adequately addressed gender issues in Bungoma County?
5. How can gender mainstreaming be enhanced through legislation at the county level?

Gender Mainstreaming through Recruitment Practices

6. Comment on how gender inequality is manifested through recruitment practices in Bungoma County
7. How can some of the issues mentioned in question 6 above be addressed?

Gender mainstreaming and Work place Practices

8. In what ways are female employees exploited at the work place in Bungoma County?
9. What are the potential avenues for work place gender discrimination in Bungoma County?

10. What can be done to enhance gender equality and equity in county governments?

Implementation of Two-thirds Gender Rule

11. What are your views on the one third gender rule?

12. What are some of the barriers to realization of two-thirds gender principle in governance in Bungoma County?

13. What is the best formula to use to effectively implement the one third gender rule in politics at the county level?