



**AfCAP**  
Africa Community Access Partnership



## Gender Mainstreaming in the Rural Transport Sector in Kenya

Final Report



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*KEN2044F*

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**Cover Photo:** Picture of women crossing flooded river without a footbridge on their way to a market centre in Kisumu County. Source: Jayne Wasonga (Tacitus Ltd Research Assistant)

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## Abstract

The Research for Community Access Partnership (ReCAP) contracted Tacitus Ltd to undertake research into gender mainstreaming in the rural transport sector institutions in Kenya. The research was conducted in Nairobi and three counties: Murang'a, Machakos and Homa Bay. The research investigated evidence of gender mainstreaming efforts transforming the institutions that deliver and support rural transport infrastructure and services in Kenya. This comes at a time when the nation has implemented policies, legislative and institutional frameworks for gender mainstreaming to underpin the constitutional development agenda. A mixed methods design resulted in the collection of qualitative and quantitative data, including analysis of staffing, decision making and procurement among a sample of rural transport institutions.

Results show that rural transport institutions are making efforts to adhere to the constitutional gender mainstreaming requirements. However, the two-thirds policy in staffing has not been achieved in most of the surveyed transport institutions, and the proportion of women occupying top decision-making positions is extremely low. The study has shown that the meaning and purpose of gender mainstreaming is not sufficiently understood by many transport sector institutions. Also, gender disaggregated data is neither readily available nor applied to rural transport programming and implementation. A change of strategy and long term progressive efforts for full compliance is required, and this report concludes with recommendations for a way forward.

## Key Words

Rural Transport Institutions, Gender Mainstreaming, Murang'a Women's Sacco; KeRRA, the Constitution of Kenya

### **AFRICA COMMUNITY ACCESS PARTNERSHIP (AfCAP)**

#### ***Safe and sustainable transport for rural communities***

AfCAP is a research programme, funded by UK Aid, with the aim of promoting safe and sustainable transport for rural communities in Africa.

The AfCAP partnership supports knowledge sharing between participating countries in order to enhance the uptake of low cost, proven solutions for rural access that maximise the use of local resources. The programme follows on from the AFCAP1 programme that ran from 2008 to 2014. AfCAP is brought together with the Asia Community Access Partnership (AsCAP) under the Research for Community Access Partnership (ReCAP), managed by Cardno Emerging Markets (UK) Ltd.

**See [www.research4cap.org](http://www.research4cap.org)**

## **Acronyms**

£/GBP	Pound Sterling (GBP 1.00 = Ksh. 130.00)
\$/GBP	United States Dollar (USD 1.00 = Ksh 100.00)
AfDB	Africa Development Bank
AfCAP	Africa Community Access Partnership
AsCAP	Asia Community Access Partnership
AFD	Agence Française de Développement
CBO	Community Based Organisation
CECM	County Executive Committee member
CEDAW	Convention on Elimination of All Forms of Violence Against Women
CIDP	County Integrated Development Plan
CPSB	County Public Service Board
CRC	Constituency Road Committee
CRTC	Constituency Road Tender Committee
DANIDA	Danish International Development Agency
DFID	Department for International Co-operation
DoGA	Department of Gender Affairs
ECOSOC	Economic and Social Council
EBK	Engineers Board of Kenya
FGD	Focused Group Discussions
FGM	Female Genital Mutilation
GATNET	Gender and Transport Network
GBV	Gender Based Violence
GHRIS	Government Human Resource Information System
GMS	Gender Management System
GMSTG	Gender Management Systems Training Guide
GoK	Government of Kenya
GRB	Gender Responsive Budget
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
ICT	Information, Communication technology
ICIMOD	International Centre For Integrated Mountain Development
IDLO	International Development Law Organization
ILO	International Labour Organization
IMT	Intermediate Means of Transport
KfW	Kreditanstalt für Wiederaufbau
KIIs	Key Informant Interviews
KIHBT	Kenya Institute of Highways and Building Technology
KeRRA	Kenya Rural Roads Authority
KeNHA	Kenya National Highways Authority
KLRC	Kenya Law Reform Commission
KRB	Kenya Roads Board
KURA	Kenya Urban Roads Authority
KSh	Kenya Shilling (GBP 1.00 = Kshs 130.00; USD 1.00 = Kshs 100.00)
MCA	Member of County Assembly
MCWS	Murang'a County Women's Sacco
MSCS	Most Significant Change Stories
MDA	Ministry, Department and Agencies
MDCA	Ministries, Departments, Counties and Agencies
MDG	Millennium Development Goals
MTIHUD	Ministry of Transport, Infrastructure, Housing and Urban Development
MTP	Medium Term Plan
NACADA	National Authority for the Control of Alcohol and Drug Abuse
NACC	National AIDS Control Council

NCA	National Construction Authority
NCPWD	National Council for People with Disabilities
NGEC	National Gender and Equality Commission
NMT	Non-Motorised Transport
NTSA	National Transport and Safety Authority
PSB	Public Service Board
PSC	Public Service Commission
PWD	People with Disabilities
ReCAP	Research Community Access Partnership
RMS	Road Management Information System
SACCO	Savings and Credit Co-operative
SDG	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SHG	Self Help Group
SIDA	Swedish International Development Agency
SIG	Special Interest Group
SSI	Semi Structured Interviews
SWOC	Strengths, Weaknesses, Opportunities and Challenges
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Education, Scientific and Cultural Organization

## Contents

<b>Abstract</b> .....	<b>4</b>
<b>Acronyms</b> .....	<b>5</b>
<b>1. Executive Summary</b> .....	<b>8</b>
<b>2. Introduction</b> .....	<b>9</b>
<b>3. Background</b> .....	<b>10</b>
3.1 Gender Rural Transport inequality	10
3.2 The Devolved Governance System in Kenya	10
3.3 Supportive Policy and Legislative Frameworks	13
3.4 Supportive Institutional Frameworks	15
<b>4. Research Objectives and Relevance</b> .....	<b>16</b>
4.1 Objectives	16
4.2 Relevance of the Research to ReCAP Objectives	16
<b>5. Methodology</b> .....	<b>16</b>
5.1 Selection of Research Locations	17
5.2 Secondary Data Collection	19
5.3 Primary Data Collection	20
<b>6. Review of Key Documents</b> .....	<b>23</b>
<b>7. Key Findings</b> .....	<b>30</b>
7.1 Changes in Staffing Composition	30
7.2 Changes in Budget Allocation	33
7.3 Institutional Decision Making	36
7.4 Stimulating and Constraining Factors	38
7.5 Whether Changes are Positive or Negative	43
7.6 Prospects for Sustainability of Gender Mainstreaming Changes	45
<b>8. Key Results</b> .....	<b>45</b>
8.1 Overview of the Research	45
8.2 Most significant Change Stories (MSCS)	56
8.3 Emerging Issues from the Research	57
<b>9. Conclusions and Recommendations</b> .....	<b>58</b>
9.1 Conclusions	58
9.2 Recommendations	59
<b>10. References</b> .....	<b>61</b>
Annex A: Case Study of Murang'a Women's SACCO and Most Significant Change Stories	66
Annex B: Institutions from which data was collected in Nairobi, and their mandates	74
Annex C: County and community-level institutions from which data was collected	76
Annex D: Sample Quantitative and Qualitative Survey Instruments	81
Annex E: List of Respondents	103
Annex F: Summary Report of Research Findings from the Three Counties	109
Annex G: National Validation Stakeholders Workshop	125
Annex H: National Validation Workshop Attendance List- Nairobi	128
Annex I: List of Documents Reviewed	129
Annex J: Gender Responsive Budget Guidelines	135

## 1. Executive Summary

The Research for Community Access Partnership (ReCAP) has contracted Tacitus Ltd to undertake research into gender mainstreaming in the rural transport sector institutions in Kenya. The research was conducted in Nairobi, where all the key rural transport sector and financing institutions are headquartered, and in three counties of Kenya: Murang'a, Machakos and Homa Bay. The aim of the research project is to answer the key question: *What is the evidence of gender mainstreaming efforts transforming the institutions that deliver and support rural transport infrastructure and services?*

The main objective of the research is to provide evidence indicating the extent to which gender mainstreaming has or has not transformed the rural transport sector institutions at policy, legislative and executive levels, resulting in equitable gender mainstreaming in staffing composition, budget and expenditure allocations and decision-making processes.

This Final Report provides the context and rationale for gender mainstreaming research in Kenya, and describes the supportive legal and institutional framework for gender mainstreaming in the rural transport sector. It further explains the methodology by which the research explored institutional analyses of the targeted institutions active in gender policy development, oversight, and implementation of rural transport infrastructure and services at the national, county and community levels. It also provides a summary of the literature reviewed relating to gender mainstreaming in the transport sector, with a focus on Kenya.

The data collection approach applied during the research process from institutions based in Nairobi, and three counties of Kenya are also described:

- Murang'a - where the county government awarded a Women's Savings and Credit Co-operative (SACCO) a roadwork construction tender.
- Machakos - is well endowed with investments, natural capital and strong gender supporting NGOs.
- Homa Bay - which has a high poverty index especially among women and children and poverty, is thought to hinder their access to transport services.

The results of the research are based on research questions focussing on the gender mainstreaming status in the rural transport sector, assessing the status, strengths, weaknesses, challenges, opportunities and sustainability of the initiatives in Kenya. Supportive evidence is provided through statistical data, a review of literature and views of key stakeholders. In addition, a case study of the Murang'a Women's SACCO is provided (see Annex A), as well as five 'Most Significant Change Stories,' four from members of the Murang'a Women's SACCO and one from a female member of the Mwala Constituency Road Tender Committee in Machakos County.

An overview of the stakeholder consultation is presented and explains the gender mainstreaming process as a political, legal, fiscal and executive exercise. Key results indicate that there is a lack of gender equality awareness, limited budget allocation, inadequate government reforms, slow policy review and implementation processes, and negative cultural attitudes. Despite this, women are pooling resources, skills and knowledge in the promotion and participation in rural transport sector initiatives.

The study has shown that the meaning and purpose of gender mainstreaming is not sufficiently understood by the majority of transport sector institutions. In addition gender, disaggregated data is neither readily available nor applied to rural transport programming and implementation. A change of strategy and long term progressive efforts for full compliance is required, and this paper concludes with recommendations for a way forward by the Government of Kenya.



## 2. Introduction

The Research for Community Access Partnership (ReCAP) has sponsored a suite of research projects on *Gender Mainstreaming in Rural Transport* in partnership with a number of research organisations in the AfCAP and AsCAP regions. Tacitus Ltd was commissioned to conduct research on *Gender Mainstreaming in Rural Transport Sector Institutions in Kenya*. The research was implemented over an eleven-month period in Nairobi and in Murang'a, Machakos and Homa Bay Counties, between August 2016 and July 2017. Tacitus Ltd were contracted to undertake research in response to Research Area 2 which seeks to answer the following question:

*What is the evidence of gender mainstreaming efforts transforming the institutions that deliver and support rural transport infrastructure and services?*

Within this Research Area, the main objective of Tacitus was to provide evidence indicating the extent to which gender mainstreaming has or has not transformed Kenya's rural transport infrastructure and services institutions at policy, legislative and implementation levels. In particular, the research has explored the following:

- Institutional analyses of different types of organisations active in delivering rural transport infrastructure and services at local, community or national level. Has having had to deliver a gender mainstreaming agenda resulted in changes to the composition of staff of those institutions, changes in budget and expenditure allocations, changes in the way decisions are made in these institutions?
- What have been the factors that stimulated (or constrained) such changes? Are changes positive or problematic? Are they sustainable?

The United Nations Economic and Social Council definition of gender mainstreaming is (ECOSOC, 1997): *"The process of assessing the implications for women and men, of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality (UN Women, 2014)."*

Gender mainstreaming would imply consciously and deliberately integrating gender equality at:

- (a) Country and sectoral levels;
- (b) Institutional policy/practice; programme design and implementation; and as part of,
- (c) Monitoring and evaluation.

Relevant to the research objective Bryceson and Howe (1992) classified rural transport sector services in developing countries into two categories, namely:

- **Rural transport infrastructure (RTI)**. This includes all transport-related infrastructure, ranging from proclaimed district or feeder roads, to village-level roads, tracks, trails, paths and footbridges, most of which are often not formally classified.
- **Rural transport services (RTS)**. This includes services provided by users themselves (e.g. head loading, private vehicular transport) and by operators of all means of motorised and non-motorised transport.

According to the World Bank (2010), taking gender concerns into consideration in transport sector planning and design is essential for equitable, affordable access for development resources to reduce gender-based inequalities which slows economic growth and poverty reduction in developing countries.

### **3. Background**

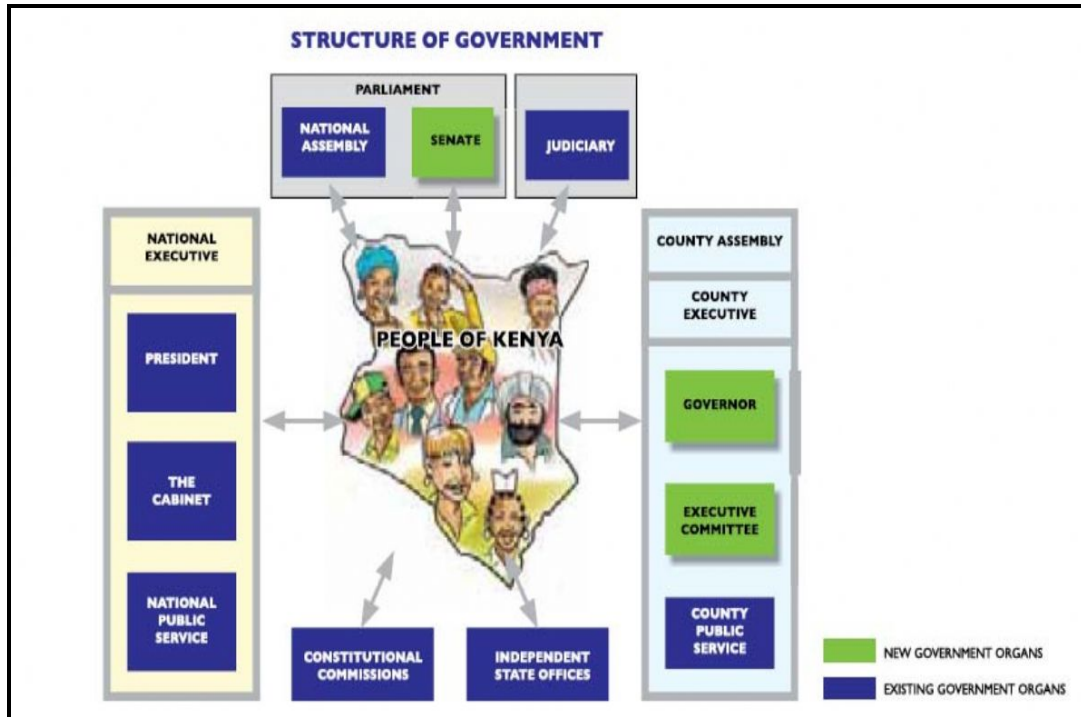
#### **3.1 Gender Rural Transport inequality**

The Gender and Transport Network (GATNET) meeting in 2015 revealed that women remain disadvantaged compared to men in access to transport due to skewed planning practices. Several research initiatives by universities and research institutions revealed that women and men transports tasks differ and are influenced by their gender roles and responsibilities, which are invisible to transport planners and providers, despite mobility and access being a means to socio and economic benefits. These invisible, unpaid tasks include household-related transport tasks and less access to control of means of transport leading to daily walking and carrying heavy loads such as water, firewood and farm produce. In response to the challenges, researchers have been publishing papers and sensitising policy makers to include gender perspectives in rural transport planning and design processes. An example is the paper: 'Enhancing Mobility in Counties through Strategic Policies Formulation' by Opiyo and Mitullah (2016) presented at the AfCAP conference in Mombasa, Kenya. It is therefore necessary to evaluate the different physical, social and economic impacts of rural transport gender interventions, with the aim of applying the knowledge in policy formulation and rural transport planning. The research in Kenya is intended to identify the current gender mainstreaming status, the constraints and challenges, and how the process can be enhanced in the sector to bring about transformational change for gender equality and mainstreaming in the transport sector.

#### **3.2 The Devolved Governance System in Kenya**

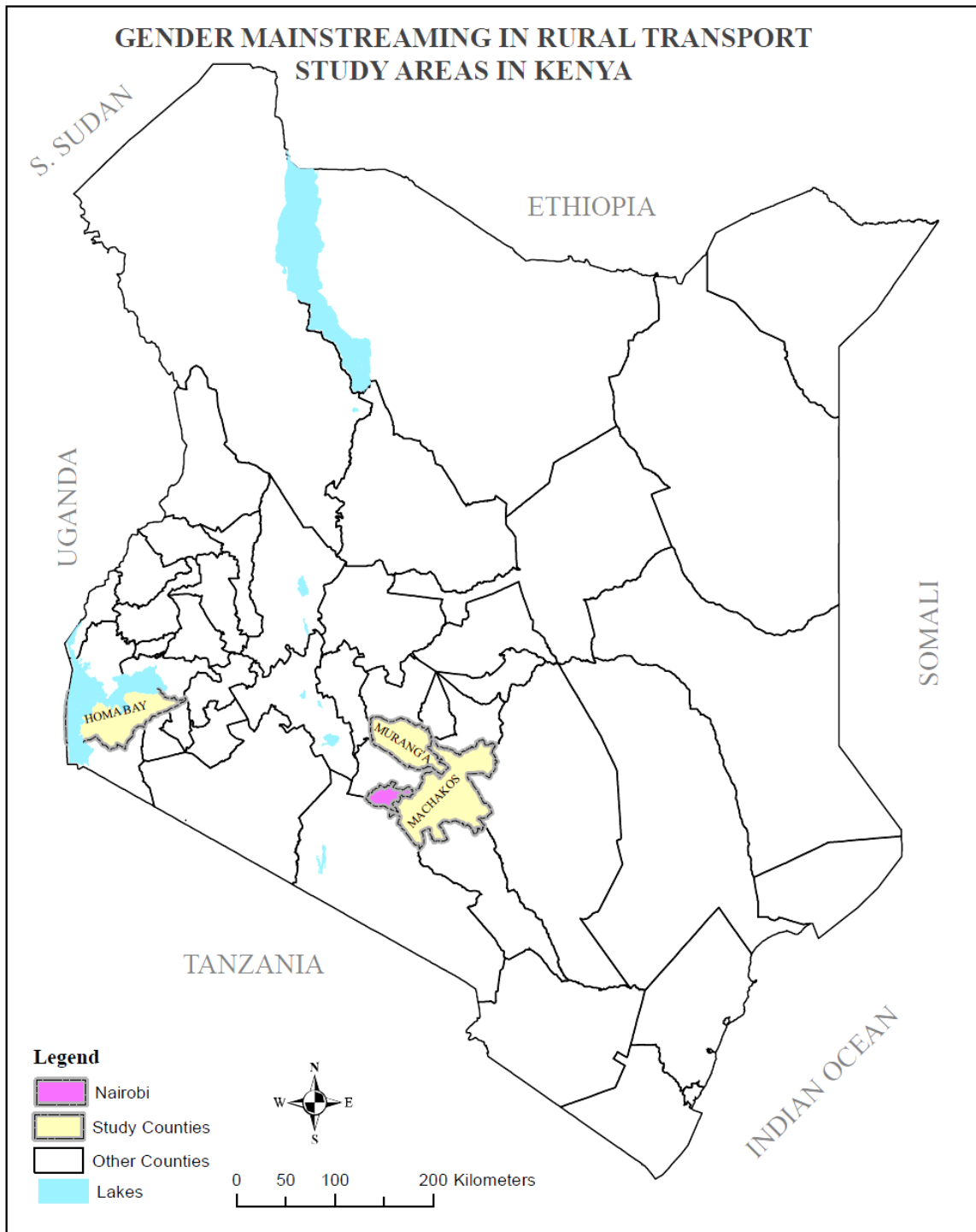
The Governance structure in Kenya is undergoing a transformation. The country adopted the Constitution of Kenya on 27th August 2010. To conform to the new constitution, the governance system was restructured, with reforms in the Legislative, Executive and Judiciary arms of government, and the introduction of 47 devolved county governments in 2013. This research is therefore being conducted at a time of constitutional transition and policy reforms in Kenya.

The devolved system of government has two levels, the national government and forty-seven county governments (see Figure 1). The national government is composed of Parliament, comprising the National Assembly and the Senate; the Judiciary; and the Executive. County governments are composed of the County Assembly and the Executive Committees. The two levels of government are interdependent and owe allegiance to one constitution. The Ministry of Transport, Infrastructure, Housing and Urban Development (MTIHUD) is part of the Public Service at national level, while at the County level, similar institutions are under the County Executive Committees (CECs). This project has explored gender mainstreaming in rural transport institutions at both levels of government.



Source: Fredrick Ouko –Executive Director of Action Network for the Disabled

Figure 1: Devolved System of Government of Kenya



Source: Kenya National Bureau of Statistics

Figure 2: Map of Kenya

The research was conducted in Nairobi, where all the key rural transport and financing institutions are headquartered; and in three counties namely Murang'a, Machakos and Homa Bay counties. All three counties have different socio-economic and livelihood activities and are composed of diverse ethnic groups that require varying transport infrastructure and service needs for women and men. A map of Kenya indicating Nairobi and the three research counties is provided in Figure 2.

### **3.3 Supportive Policy and Legislative Frameworks**

The rural transport sector in Kenya today is characterised by supportive gender mainstreaming policy, legal, strategic and institutional frameworks. The Constitution of Kenya (2010) has institutionalised a number of international United Nations conventions on gender mainstreaming and equality including:

- Gender Equality conventions, including the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), which the country ratified in 1984;
- Convention on the Rights of Persons with Disabilities (CRPD), which the country ratified in May 2008;
- Elimination of All Forms of Racial Discrimination in 1969;
- United Nations Charter on the Rights and Welfare of the Child in 1990.

#### **3.3.1 *The Constitution of Kenya (The Kenya Law Reports, 2010)***

In Kenya, gender mainstreaming is both a constitutional promise and a national policy requirement in all public (and private) sector institutions. The Constitution of Kenya (2010), has made gender mainstreaming a national agenda across all government departments, and institutions. For example, a key principle of the Bill of Rights (Chapter 4 of the constitution) concerns gender equality and makes the following provisions which are relevant to rural transport sector institutions:

- Article 27 (3) states that: Women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres;
- Article 27 (8) states that: the state shall take legislative and other measures to implement the principle that not more than two thirds of members of elective or appointive bodies shall be of the same gender;
- Article 227 (b) states that: An act of Parliament shall prescribe a framework within which policies relating to procurement and disposal of assets shall be implemented and may provide for the protection or advancement of persons, categories of persons or groups previously disadvantaged by unfair competition or discrimination.

#### **3.3.2 *Public Procurement and Asset Disposal Act (The Kenya Law Reports, 2015)***

Parliament enacted the Public Procurement and Asset Disposal Act (2015), stating that public entities shall be guided by the values and principles of the Constitution regarding equality and freedom from discrimination as provided under Article 27.

In response to the constitutional requirements for gender mainstreaming, the National Treasury Circular no 14/2013 directed all government institutions (both at the national and county levels) to ensure that 30% procurement opportunities are allocated to women, youth and people with disabilities (PWD). Furthermore, the Public Procurement Oversight Authority directed all CEOs and Accounting Officers of public institutions via circular 1/2014 that government agencies are required to report to the Authority by implementing the directive through:

- Budgets;
- Procurement Plans;
- Tender Notices;
- Contract Awards.

#### **3.3.3 *Integrated National Transport Sector Policy (GoK, May 2009)***

Kenya has an Integrated National Transport Sector Policy (Kenya Roads Board, 2009). The mission of the policy is to develop, operate and maintain an efficient, cost effective, safe, secure and integrated transport system that links the transport policy with other sectoral policies, in order to achieve national and international development objectives in a socially, economically and environmentally sustainable manner. The policy acknowledges that gender inequality exists in rural access and mobility at village level and states that:

*Women perform most of the household, social and economic activities and bear more than their fair share of the drudgery of walking and head or back loading at household and community levels. It is necessary to enhance the gender balance especially in the performance of individual and household-based economic activities. There is an urgent need to “balance the load,” by reducing women’s time spent on transport activities around the village e.g. fetching water, collecting firewood, trips to market centres, health clinics, grinding mills, and the time spent on harvesting.*

Besides improvement of transport at the village and household levels through non-motorised transport (NMT) and intermediate means of transport (IMT), the policy recommends non-transport interventions that would reduce or eliminate long distance travel and increase rural domestic economic productivity (especially in agriculture).

### **3.3.4 Kenya’s Vision 2030 Medium Term Plan (2013-2017)**

Vision 2030 is the country’s blueprint for development which is based on the Social, Economic and Political pillars. Gender mainstreaming has been incorporated into the MTP 2013-2017 of the vision under the Social pillar. The Plan identifies two challenges related to this ReCAP research: (i) low levels of implementation of gender related policies and laws; and, (ii) low levels of awareness on gender equality and women’s empowerment.

One of the interventions proposed in the MTP is co-ordination and monitoring of gender mainstreaming across Ministries, Departments and Agencies (MDA) and enhancing the capacities of the institutions in gender mainstreaming agenda.

### **3.3.5 The Roads 2000 Strategy**

Roads 2000 is KeRRA’s operational strategy for the provision of rural transport infrastructure and is therefore an appropriate entry point for gender mainstreaming in the rural transport infrastructure sub-sector. One of the activities under objective three of the strategic plan is to lobby for the transformation of the strategy into a national policy, with KeRRA, Kenya Roads Board (KRB), Kenya National Highways Authority (KenHA) and Kenya Urban Roads Authority (KURA) being responsible for this action. The strategy lists gender mainstreaming (under objective 4) as a key corporate and sub-sector policy need and identifies the following activities for achieving the objective:

- Facilitating the development and implementation of sub-sector and corporate gender policies;
- Incorporating cross-cutting issues requirements (including gender equality) in operational and reporting systems and ensuring compliance with sub-sector gender policies in Roads 2000 programmes;
- Encouraging women’s participation through targeted awareness campaigns (revising contract procedures to ensure this happens);
- Providing a conducive working environment for women’s specific needs (indicators include the number and type of facilities provided and flexible working hours);
- Including minimum threshold for women’s participation in performance contracts of agencies (Target: Increase participation of women to at least 33% in all road works).

### **3.3.6 Policy Statements and Guidelines on Mainstreaming Cross-Cutting (2013)**

This policy statement was developed in compliance with the Constitution of Kenya (2010) by the Ministry of Roads. It provides guidance on mainstreaming cross-cutting issues, such as Gender Equality and Equity, people with disabilities, observance of the rights of the child, and inclusion of HIV/AIDS in the roads sub-sector. The policy statement is the result of several years of consultations by stakeholders. It guides the roads sub-sector institutions in the mainstreaming of all cross-cutting issues in the sector and advises on appropriate interventions for inclusion of poor rural communities in rural roadwork opportunities. It is

designed for application at both the national and county levels of government and recommends a review every five years to conform to changes.

### 3.4 Supportive Institutional Frameworks

In response to the constitutional and policy requirements for gender mainstreaming, the Government of Kenya (GoK) has established two key institutions for the purposes of gender policy development and policy implementation oversight respectively. On their part, all public-sector agencies and institutions are expected and required to have their institutional level gender mainstreaming policies and strategies, and to implement the same in accordance with the constitution. The policy development and oversight institutions for gender mainstreaming are presented next.

#### 3.4.1 The Department of Gender Affairs (DoGA)

The Department of Gender Affairs is under the Ministry of Public Service Youth and Gender Affairs. DoGA's fundamental goal is "...advancing gender equality and the empowerment of women". To this end, the key functions of DoGA that are of interest to this research include:

- Formulation, review and management of gender related policies;
- Coordination of gender mainstreaming into national development;
- Monitoring of 30% access to government procurement opportunities for women, youth and people with disabilities;
- Promotion of equitable socio-economic development between women and men.

#### 3.4.2 The National Gender and Equality Commission (NGEC)

The Commission was established via the NGEC Act in 2011. Its mandate is to ensure gender mainstreaming in public and private sectors in Kenya. The Commission therefore plays an important oversight role in ensuring that government institutions prioritise gender mainstreaming as a key policy and constitutional requirement. This is done through the Performance Contracting Reporting Tool Kit with quarterly reports furnished to the agency. NGEC also conducts research and offers advisory services nationally on equality issues. In addition to NGEC, other key stakeholder institutions with responsibilities for gender mainstreaming, and their mandates are provided in Table 1.

**Table 1: Other institutions with responsibilities for gender mainstreaming**

Institution	Mandate
Parliament and County Assemblies	Enactment of Policies, Laws and budgets. It also has oversight powers through departmental committees, for example the transport and infrastructure committee. Therefore, political goodwill is paramount at this level.
Kenya Law Reform Commission	Kenya Law Reform Commission is a legal entity that ensures compliance of policies, laws and guidelines with the constitution, which includes gender equality and equity values and principles.
Treasury	Financial resource is a key factor in gender mainstreaming implementation. The treasury's mission is to promote economic transformation for shared growth and implementation of prudent fiscal policy at National and County levels of Government.
Public Service Commission	The agency manages the Human Resource in Public Service and develops policies that facilitates gender mainstreaming while co-ordinating the Government Human Resource Information Management System (GHRIS).
Ministry of Devolution and Planning	Vision 2030 is a Semi-Autonomous Government Agency within the Ministry of Devolution, which provides leadership, coordination, an enabling environment for planning, transformation of public service delivery and management of devolved system of government.

## 4. Research Objectives and Relevance

### 4.1 Objectives

The main objective of this research project on gender mainstreaming in Rural Transport Institutions in Kenya is to provide evidence indicating the extent to which gender mainstreaming has or has not transformed the Kenya rural transport sector institutions at policy, legislative and executive levels. The main question to be answered by the research is:

*What is the evidence of gender mainstreaming efforts transforming the institutions that deliver and support rural transport infrastructure and services? e.g. government institutions, local and international financial institutions, sectoral institutions?*

To adequately answer this question, the project sought to provide evidence in response to the following research questions:

- Has the requirement to deliver a gender mainstreaming agenda resulted in changes to:
  - Composition of staff in those institutions?
  - Budget and expenditure allocations?
  - The way decisions are made in these institutions?
- What have been the factors that stimulated (or constrained) such changes?
- Are changes positive or negative?
- Are the changes sustainable?

These research questions are designed to measure gender mainstreaming in rural transport sector institutions by identifying status, strengths, weaknesses, opportunities, challenges and sustainability.

### 4.2 Relevance of the Research to ReCAP Objectives

The main objective of ReCAP is to promote safe and sustainable transport for rural communities in Africa and Asia, and to support knowledge sharing between the AfCAP and AsCAP countries. The aim is to enhance the uptake of low cost, proven solutions for rural access that maximise the use of local resources. This research into gender mainstreaming in the rural transport sector institutions in Kenya provides information on policy, legislative, strategic and institutional frameworks in support of gender mainstreaming by public-sector institutions that support the delivery of transport infrastructure and services. Also, the research findings provide information on gaps in policies, strategies, plans, staffing, budgets and decision-making processes in the rural transport sector institutions. The knowledge and information generated by this study can be used to influence policy, legislative and institutional reforms, with a view to providing inclusive and gender sensitive rural transport infrastructure and services for rural communities in Kenya where marginalised groups also stand to benefit.

## 5. Methodology

To answer the four specific questions presented for investigation under the gender mainstreaming research in Kenya, and to deliver on the research objectives, the research team undertook institutional analyses of the different institutions active in delivering rural transport infrastructure and services at the National, County, and Community levels. To this end, both qualitative and quantitative data was required. Therefore, the research team applied a mixed methods approach for the collection of these data from transport institutions at both national and county levels. The methodological approaches applied for the research are discussed in the following sections.

*“Institutions are structures and mechanisms of social order and cooperation governing the behaviour of two or more individuals. Institution is commonly applied to customs and behaviour patterns important to a society, as well as to particular formal organisations of government and public service.”  
(Wikipedia, 2006)*



Four locations were selected for the research, taking into account the ReCAP objectives and the devolved governance system in Kenya. Site selection was based on the location of the rural transport institutions, financing institutions, gender mainstreaming institutions, and the beneficiaries of the rural roads. Justification for the selected locations and the respective institutions from which data was collected and their mandates are discussed next.

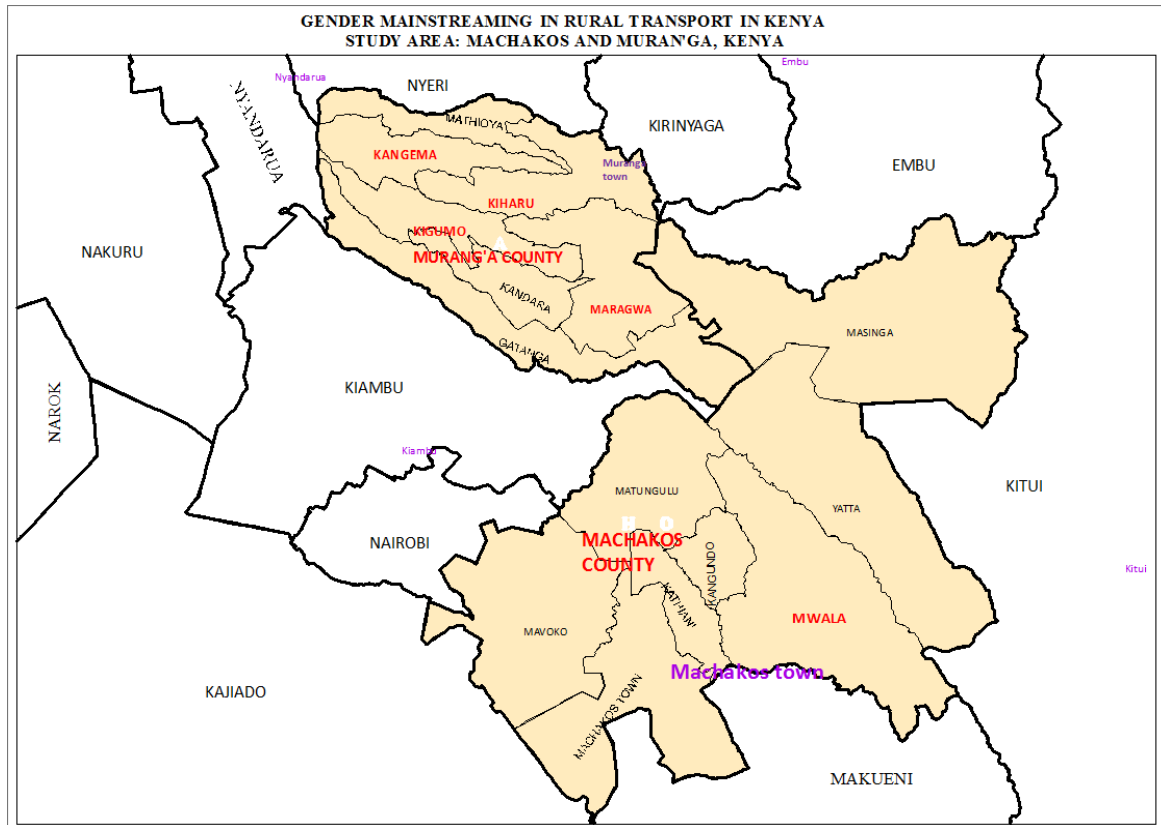
### **5.1 Selection of Research Locations**

**Nairobi** was selected because it is the financial and political capital of Kenya where all the gender mainstreaming policy and implementing institutions, rural transport infrastructure and services institutions, the financing institutions and the liaison offices of the county governments, are located. Also, due to its centrality and ease of access, Nairobi was the venue of the national workshop, held on 12<sup>th</sup> May 2017. Annex B presents the institutions from which data was collected in Nairobi, and their mandates.

**Murang'a County** is one of the 47 counties of Kenya. It is located in the central region of the country and covers an area of 2,558 sq km. It lies 65 km North of Nairobi and is bordered to the North by Nyeri County, to the south by Kiambu County, to the west by Nyandarua County and to the East by Kirinyaga, Embu and Machakos counties. It has seven Sub-counties, and an estimated population of 936,228 people, comprising 451,751 males and 484,477 females, according to the 2009 National Housing and Population Census (KNBS, 2009). The County has seven constituencies comprising Gatanga, Kandara, Kangema, Kigumo, Kiharu, Maragua and Mathioya, and nine sub-counties. Murang'a County was sampled for this research on account of the County Government's role in supporting the organisation of grassroots women into an umbrella Women's Sacco for the purpose of benefiting from the 30% gender rule on procurement, which reserves all procurement contracts for the supply of goods and services to women, youth and PWDs. The County Government did not only play a role in organising the women into a SACCO, but followed this by the award of road work contracts to the SACCO through the 30% procurement rule. In addition, the research also undertook a case study of the Murang'a Women's SACCO. The case study and the related Most Significant Change Stories (MSCS) from at least three members of the SACCO are presented in Sections 8.1.2 and 8.2 respectively.

Murang'a was also selected for being a highly agricultural county where women are largely responsible for small-scale farming and agricultural productivity. The research in Murang'a sought to collect data on the correlation between high agricultural productivity and the presence or otherwise of rural access roads, and whether these were prioritised from a gender roles perspective. The county has a population of 942,581 (2009 census).

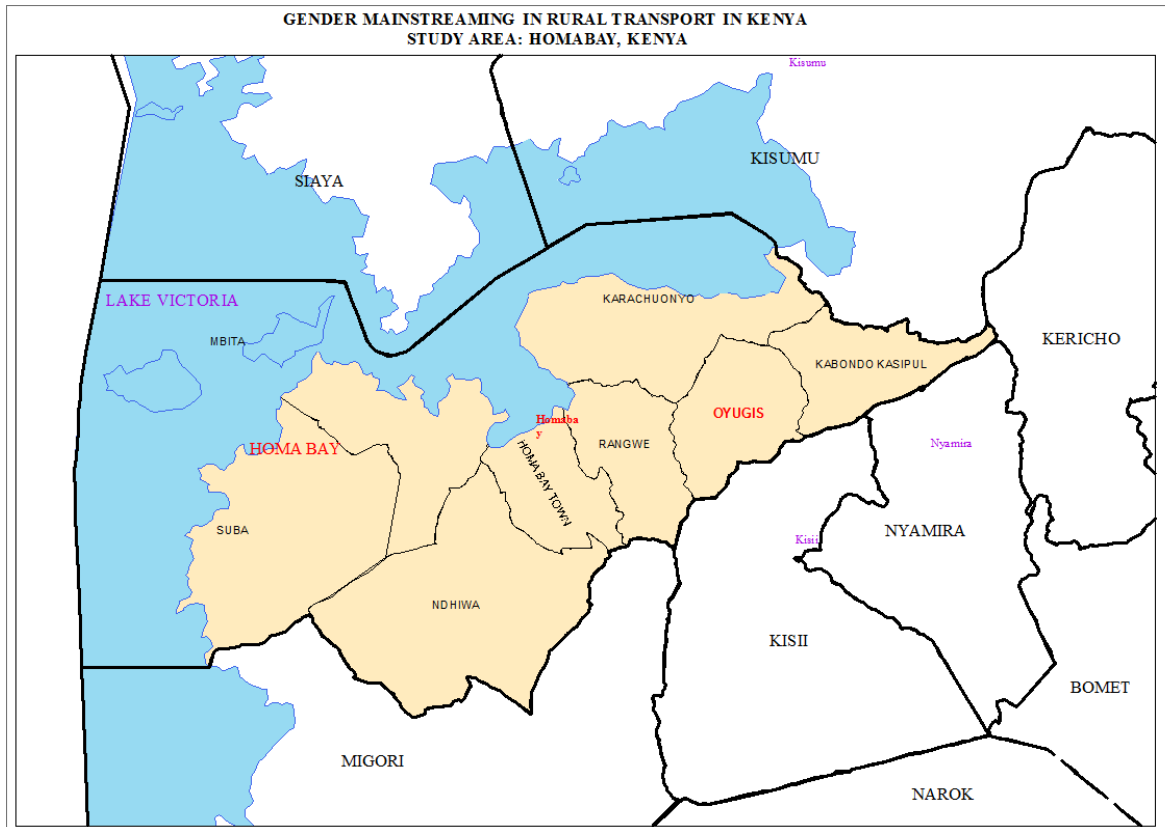
**Machakos County** was selected for this research due to its proximity to Nairobi. The county is thought to have benefited from a number of investments, including transport infrastructure and rural transport services, due to its proximity to the capital. Data was collected on gender mainstreaming activities being implemented by the county based on the four specific research questions. According to the 2009 National Housing and Population Census, the county has a population of 1,098,584 and a projection of a total population growth of 1,289,200 in 2017. Figure 3 shows the proximity of Machakos and Murang'a Counties to Nairobi.



Source: Tacitus Ltd

Figure 3: Research Locations in Machakos and Murang'a Counties

**Homa Bay County** is divided into eight sub-counties. Based on projections from the 2009 National Housing and Population Census, the county is expected to have an estimated population of 1,177,181 persons by August 2017. Homa Bay County was selected for the research due to its high level of poverty index, especially among women and youths, with a view to determine the correlation between transport infrastructure, transport services and poverty. The research in Homa Bay collected data on the gender mainstreaming activities being implemented by the transport sector of the County Government and sought to understand whether these were aimed at alleviating the poverty level of women and youths in the county. Figure 4 shows the location of Homa Bay County.



Source: Tacitus Ltd 2016

Figure 4: Research Locations in Homa Bay County

Annex C presents the county and community level institutions from which data was collected in each of the three counties, their mandates, and why they were included in this ReCAP research.

## 5.2 Secondary Data Collection

A review of relevant documentation formed a key part of the research methodology. A systematic review of available literature on gender mainstreaming provided invaluable information which played a key role in the preparation of research instruments. Desk research also enabled the researchers to identify some of the challenges in gender mainstreaming in the rural transport sector which needed authentication during the primary data collection phase. Secondary data was collected mainly from international treaties on gender mainstreaming that have been ratified by the Government of Kenya (GoK) as well as from the Constitution of Kenya (2010), Policies, Acts of Parliament and other legal and regulatory frameworks on gender mainstreaming in Kenya. The researchers also reviewed the policies strategies, planning and regulatory documents of transport and gender mainstreaming institutions, and guidelines on gender mainstreaming. Other secondary data sources included books, periodical reports, newspaper and journals, on gender mainstreaming as well as records from institutional archives/libraries. Findings from the documentation review are presented in Section 6 of this report.

## 5.3 Primary Data Collection

### 5.3.1 Qualitative data collection methods

To facilitate in-depth analysis of all issues with the full involvement of officials of the participating institutions, participatory research techniques and tools were applied. The participatory data collection methods were augmented with participant observations by the researchers. Details about the tools used for qualitative data collection and a sample of the respondents with whom the researchers interacted in the course of this research are presented here, and the sample survey questionnaires are in Annex D of this report. A total of 196 people participated in this research project. The full list of respondents is provided in Annex E.

- a. **Key Informant Interviews (KII):** were undertaken face to face with decision-making level personnel of the various institutions which included individual institutional leaders or heads of departments and sections. Interviews helped provide an understanding of key gender mainstreaming policies, legislation and regulations, and, the practical actions being taken by each of the institutions to ensure gender mainstreaming in relation to the four specific research questions. Among these senior personnel interviewed were the following:
  - (i) Infrastructure Secretary, Ministry of Transport, Infrastructure, Housing and Urban Development (MTIHUD) who was interviewed in his office in Nairobi;
  - (ii) Senior Director of Budget and the ICT Officer, the National Treasury who was interviewed in his office in Nairobi;
  - (iii) Director General, Kenya Rural Roads Authority (KeRRA) who was interviewed in his office in Nairobi;
  - (iv) Executive Director, Kenya Roads Board (KRB) who was interviewed in his office in Nairobi;
  - (v) Director and Deputy Director of Kenya Institute of Highways and Building Technology (KIHBT) who were interviewed in their offices in Nairobi;
  - (vi) Chief Monitoring and Evaluation Officer and the Research Officer, National Gender and Equality Commission (NGEC) who were interviewed in their office in Nairobi;
  - (vii) Deputy to the Principle Secretary, Department of Gender Affairs (DoGA) who was interviewed in his office in Nairobi;
  - (viii) Deputy Research Officer, National Construction Authority (NCA) who was interviewed in his office in Nairobi;
  - (ix) Transport and Safety Manager, Directorate of Road Safety, National Transport and Safety Authority (NTSA) who was interviewed in his office in Nairobi;
  - (x) Former Project Manager, Agence Française de Développement (AFD) who came to the Tacitus offices in Nairobi for the interview;
  - (xi) Chairmen of the County Public Service Boards (PSB) of Homa Bay and Machakos Counties who the research team met with in their offices in the respective counties;
  - (xii) The Chairperson of the Civil and Construction Engineering Department, University of Nairobi who was interviewed in his office in Nairobi;
  - (xiii) KeRRA Regional Managers for Murang'a, Machakos and Homa Bay Counties who the research team met with in their offices in each of the three counties;
  - (xiv) Locational level administrators (Chiefs and Ward Administrators) who the research team met with at agreed venues within the respective county headquarters;
  - (xv) Constituency level Road Officers at agreed venues within the respective county headquarters;
  - (xvi) Head of a private road construction company at agreed venues within the respective county headquarters.
  
- b. **Focus Group Discussions (FGD):** A total of 24 FGDs (6 at the national level and 18 in the three counties), each comprising an average of five participants, were held with an array of senior and middle level personnel from the participating institutions. This was to enable the researchers to

better understand the actual status of gender mainstreaming in the respective institutions with regard to each of the four specific research questions. Among the staff who participated in the FGDs at the national level were:

- (i) KeRRA: Human Resource Manager, two Human Resource Assistants, a Senior Transport Economist, and a Personnel Officer;
- (ii) NCA: Manager, Research and Business unit, Senior Research Officer, and Manager Corporate Communications unit;
- (iii) KIHBT: Deputy Principal in charge Administration, Registrar, Procurement Officers, Principal Lecturer, Chief Roads Instructor, and the Dean of Ngong (Ngong campus);
- (iv) KRB: Accountant; Manager Supply Chain Management; Senior Administration Officer and Manager R2000 Research;
- (v) National Treasury: Senior Director of Budget and the Information, Communication and Technology Officer;

At the county level, there seven FGDs were held in Murang'a, seven in Machakos and four in Homa Bay. County level FGD participants included:

- (i) Secretary Administration, Procurement Officer, Constituency Roads Officer, ICT Officer Constituency Road Committee (CRC) Chairperson, Vice Chair Persons, engineers, members, and Secretaries Murang'a, Machakos and Homa Bay counties;
- (ii) Procurement Officers, Human Resource Officers, Chief officers and Engineers responsible for infrastructure dockets, Social Development Officers, Community Development Officers, Gender officers, and Officers responsible for PWDs, among others;
- (iii) The Secretary Administration, Procurement Officer, Constituency Roads Officer, ICT Officer, KeRRA;
- (iv) Members of County Assemblies (MCAs);
- (v) Chiefs;
- (vi) Ward Administrators;
- (vii) Representatives of the Murang'a Women's SACCO;
- (viii) Representatives of the motor cycle taxi (boda boda) SACCOs;
- (ix) Representatives of self-help groups; and,
- (x) Rural access road contractors.

c. **A Case study** of Murang'a Women's SACCO was undertaken in order to understand how a county level women's co-operative in the transport sector was organised. This included the SACCO's objectives, how it got to win county-wide roadwork tenders, its benefits to its members and the community, and any challenges that the women may have faced implementing the roadworks contracts. Participants included the SACCO leadership and some members as shown in the list of respondents in Annex E.

d. **Most Significant Change Stories (MSCS):** This is a participatory technique that involves the generation of significant change stories by various stakeholders involved in an intervention. MSCS were solicited from individual members of the Murang'a Women's SACCO from different sub-counties, to understand how their membership of the SACCO had impacted their livelihoods and that of their household members, and from a Woman in Machakos County who rose from a community level youth activist and boda boda rider, and became the Vice Chairperson of the Constituency Road Committee (CRC). In order to collect the significant change stories, the researchers requested volunteers from different sub-counties during the FGDs with the Murang'a Women's SACCO. The researchers visited their homes, with a view to having a conversation with them about their socio-economic situations prior to their joining the SACCO, and the significant changes that had come about as a result of joining the SACCO. MSCS were collected from four members of the SACCO. In Machakos, MSCS was collected from the sole woman member of the

Machakos CRC/CRTC who was interviewed after the validation workshop held in the County. The Murang'a and Machakos case studies, including MSCS are presented in Annex A.

- e. **County level stakeholder workshops** were held at venues within the county headquarters, and each was used as a forum for feedback, verification and validation of information collected from the various stakeholders, with the aim of enabling stakeholders to re-evaluate the data that they had given to the researchers and make corrections or additions where necessary. This strategy was applied in each of the study counties and culminated in a national stakeholder workshop. The county workshops report is presented in Annex F of this report.
- f. **The national stakeholder dissemination and feedback workshop** was held on 12<sup>th</sup> May 2017 in Nairobi. It was a forum for the researchers to disseminate information on key findings from the ReCAP research into gender mainstreaming. The workshop also provided a platform for national and county stakeholders to make recommendations on strategies for achieving enhanced and accelerated gender mainstreaming in the rural transport sector institutions. A total of 30 people participated at the national stakeholder workshop. Participants were drawn from national, county and community level institutions including: KeRRA, KRB, NCA, KIHBT, NGEC, DoGA, the Kenya Law Reform Commission, IDLO, County PSBs, County Departments responsible for transport and infrastructure, MCAs, Murang'a Women's SACCO, Constituency Road Committees, Representatives of Public Transport SACCOs, and, Ward Administrators. The National stakeholder report and list of participants are provided in Annexes G and H of this report



**Figure 5: National Validation Workshop – Nairobi Crowne Plaza Hotel, Nairobi**

Throughout the data collection period, triangulation was used to cross check information obtained from one set of respondents with the succeeding sets of respondents, in order to cumulatively verify accuracy of the information sought. Semi-Structured Interviewing (SSIs) was a technique used as a sub-set of the FGDs, the KIIs and the triangulation process. It was also applied to the case study of the Murang'a Women's SACCO.

Probing of issues formed a key interviewing technique with all categories of respondents. To facilitate a structured application of the participatory techniques to the various sets of respondents, the researchers prepared a checklist of open-ended questions on key gender mainstreaming issues in line with the research questions (see Annex D). As the checklist was administered, the researchers picked on emerging and important pieces of information and probed them further, to obtain an appropriate level of detail.

The qualitative data collection techniques provided an understanding of underlying reasons, opinions, and motivations for gender mainstreaming or otherwise, in rural transport institutions. The methodology also provided insights into the challenges of gender mainstreaming and enabled the researchers to develop ideas or hypotheses to complement the quantitative data.

### **5.3.2 Quantitative data collection methods**

Numerical data and statistics related to budgets, expenditure and staffing, as well as graduate figures for female transport sector engineers and transport practitioners were collected from the participating implementing and financing institutions, in order to corroborate anecdotal information collected from key informants, focus group discussions, and the case studies.

To support the collection of quantitative data, the researchers prepared structured questionnaires that were administered to targeted institutions. A total of six quantitative data collection questionnaires were administered to six rural transport institutions, including KeRRA, KRB, KIHBT, NCA, NTSA and County Transport Institutions. While there were common questions across the institutions, each questionnaire was tailored according to each institution's mandate.

To enable the institutions to adequately respond to the study questions, especially since some of the institutions have no available gender disaggregated data, the research team left the questionnaires with a focal point who were appointed by each institution to support the researchers, after explaining in detail, the importance of filling them out correctly. These were then collected later for analysis by the research team, and followed up by phone calls and emails in cases where issues may not have been clear (refer to Annex D for sample survey questionnaires).

## **6. Review of Key Documents**

Documentation review was a key activity throughout the entire duration of this research project. It was systematically undertaken, either to inform the primary data collection stage, or to confirm initial findings from the primary data collection. It commenced during the Inception Phase and continued throughout the data collection and analysis phases. Findings from the literature review provided in-depth information on the research themes, helped to sharpen the research tools, and, to point the researchers in the direction of important gender mainstreaming issues that needed to be confirmed or otherwise, during the primary data collection phase. Furthermore, unclear or inconclusive information from the interviews was counterchecked against available literature as a way of verifying their accuracy. A summary of findings from documents reviewed is presented in this section.

**The Constitution of Kenya (2010):** Gender mainstreaming as a national priority is based on the Constitution of Kenya (2010), which has institutionalised international conventions including those related to gender mainstreaming. It has also established a devolved system of government which defines the relationship between the citizens and the state. Chapter four on the Bill of Rights is dedicated to equality issues which

include prohibition against any form of discrimination based on ethnic, gender, disability or marginalised persons while ensuring equal opportunity in employment and fair treatment at work. The research found the Constitution to have created an enabling environment for gender mainstreaming, creating a minimum of 5% of positions in public service for people with disabilities and recognising the need for ethnic balance and opportunity for marginalised communities. It has also led to reservation of 30% of all procurements by public institutions for women, youth and people with disabilities (PWD) and provides for two thirds gender rule in all appointive and elective offices.

**Resources for Gender Mainstreaming by World Bank:** The Guide is an informative reference material necessary for rural transport practitioners as it provided comprehensive background information, related to this research theme.

The Resource Guide is from the Sub-Saharan Africa Transport Policy Program (SSATP) which is a joint initiative of the World Bank and the United Nations Economic Commission for Africa (UNECA) for facilitating policy development and related capacity building in the transport sector of Sub-Saharan Africa. The Resource Guide has six modules:

1. Why Gender and Transport,
2. Challenges of mainstreaming Gender in Transport,
3. Promising Approaches for Gender Mainstreaming in Transport,
4. Gender and Rural Transport Initiatives,
5. Tools for Mainstreaming Gender in Transport, and,
6. Requisite Resources.

**Towards Safe Clean and Affordable Rural Transport:** This publication was compiled by consultants from IFRTD, WSP and ITC. It identifies the types of rural transport services from Africa, Asia and Latin America. It also points out the low level of motorised rural transport and increased use of Intermediate Means of Transport (for example motorcycle taxis). It points to the inattention accorded to the invisible rural transport infrastructure by planners who overlook village level footpaths, footbridges, tracks and waterways. The researchers confirmed that the county transport planners are yet to pay attention to these important aspects of rural transport infrastructure at county level.

**Transport and Millennium Goals report, in Africa 2005 (UN Economic Commission for Africa):**

This document discusses the role of transport infrastructure and services in attainment of the eight Millennium Development Goals (MDGs), especially in Africa. It presents a table detailing how each goal is facilitated by an inclusive planned transport infrastructure, especially: Eradication of Poverty and Hunger, Access to Education, Improvement of Maternal and Child Health and combating HIV/AIDS, all of which are rural transport requirements. It states that:

*Inadequate and ill-maintained local infrastructures prevent large parts of the population from participating in the modern economic Goals.*

The reference material reinforces the importance of the research theme which targets the excluded rural society (where the majority of Kenyan people reside) from accessing basic amenities, thus defeating the initiative of meeting the Millennium Development Goals. A County Assembly Transport Committee was keen to be furnished with this type of documentation for the purposes of formulating a county transport policy.

**Mainstreaming Gender in Road Transport TP 28 (Operational Guidance for World Bank Staff):** This is an Operational Guidance for World Bank Staff produced as part of the work of the Transport for Social Responsibility Thematic Group, with the aim of strengthening the understanding and guidance on social and environmental issues in the transport sector. It covers relevant topics in this research theme such as Importance of gender mainstreaming in both rural and urban transport, gender travel patterns and gender policy considerations. It enriched the researcher's capacity in identification of rural transport gender



mainstreaming gaps. For example, the lack of knowledge of linkages between gender and transport was identified by the researchers as a weakness in rural transport institutions, which this publication emphasises.

**Kenya Vision 2030: Medium Term Plans 2013-2017:** The Kenya Vision 2030 is the national long-term development policy that aims at transforming Kenya into a newly industrialising, middle-income country with high quality of life to all its citizens by the year 2030 in a clean and secure environment. The Vision comprises of three key pillars: Economic, Social, and Political, implemented through five-year Medium Term Plans (MTPs). So far two five year MTPs have been prepared, the 2008-2012 and 2013- 2017 MTPs. Gender equality is part of Social Pillar and the current plan identifies gender mainstreaming and equality challenges as: (i) harmful social, cultural and religious factors such as female genital mutilation (FGM) and forced early marriages; Low levels of awareness on gender equality and women empowerment; (ii) high incidences of gender based violence especially against women and girls; and (iii) low levels of implementation of gender related policies and laws. The Plan sets out the necessary interventions to address these drawbacks including:

- Coordination of the monitoring of gender mainstreaming across Ministries, Departments and Agencies (MDAs);
- Enactment of a national affirmative action policy and monitoring compliance with the constitutional provision that states that not more than two thirds of either be represented in all appointive and elective positions;
- Development and implementation of the National Gender and Development policy in line with the Constitution of Kenya (2010), and international and regional gender related commitments and instruments;
- Collection, analysis and utilisation of gender disaggregated data to guide policy decision making and to update the gender development index;
- Establishment of Gender Research and Documentation Centre and equipping it with the requisite resources;
- Establishment of integrated one stop sexual and gender based violence response centres in all healthcare facilities in offer medical, legal and psychosocial support to victims of SGBV;
- Development and implementation of public awareness campaigns against FGM, early and forced marriages and the operationalisation of the FGM Act 2011.

The researchers found that the National Gender Development Policy is currently being reviewed to include counties. Meanwhile the Public Service Commission Survey (2013) recommended a uniform establishment of a gender disaggregated data system, while the Diversity Policy for Public Service gave a time frame for all government institutions to establish a system by June 2017. The monitoring of gender mainstreaming is in progress through NGEN.

**NGEC Strategic Plan 2013-2015:** The NGEN Strategic Plan 2013-15 emerged from a process of consultations between stakeholders using key analytical tools such as SWOT and PESTLE, with consideration of the Kenya constitution 2010 and Vision 2030. The NGEN findings acknowledge challenges facing it as:

- Inadequate financial and human resources,
- limited visibility in the counties and
- Unawareness on NGEN's mandate county level.
- Deep rooted religious structures and cultural practices that perpetuate inequalities

This corroborates the research findings in Machakos, Homa Bay and Murang'a transport sector institutions.

**What Do You Know about County Integrated Development:** This report is published by The Institute of Social Accountability. It explains that the County Integrated Development Plan (CIDP) is an important instrument for gender mainstreaming and budgeting. All three counties included gender equality as the main

goal, and the Murang'a County CIDP pointed out the serious danger alcoholism poses to the youth. The County Governments Act (CGA) (2012), obligates a county to develop a 5-10 year integrated plan, designate planning units at all county administrative levels and promote public participation and engagement by non-state actors in the planning process. During the research in the counties, some of the issues raised in the report proved to be true. For example, the challenges related to rural access featured as a priority development agenda in the CIDPs of all three counties. The same was confirmed during the primary data collection stage.

**Open Government, Public Sector Information Initiatives and Free Access to Law by M. Achode (National Council of Law Reporting):** The researchers faced challenges in harvesting gender related data from various offices. This led to appreciation of the need and value for a fully functional Kenya Open Data System for:

- Cost effective research,
- Public participation and,
- Dissemination of knowledge.

According to this publication the Constitution of Kenya's Bill of Rights gives citizens the right of access to information held by the State. It enables citizens to participate in decision-making through free, prior and informed consent, equally saving valuable time in the follow-up of data in offices. Open Government Data (OGD) is also important for the public sector itself, as agencies can access and share data to meet institutional objectives. This paper highlights the challenges faced in Kenya in implementation of the system ranging from data hogging syndrome, criteria of what is confidential and lack of digital capacity.

**Policy Statements and Guidelines on Mainstreaming Cross-Cutting Issues in the Roads Sub-sector – 2013 – Kenya (grey literature)** was published after an institutional study by SIDA/ILO in 2010 recommended the need for development of sector-based policy and guidelines aimed at cascading the national policies and legislation to operational levels in the roads sub-sector. The Policy Statement and Guidelines was developed in compliance with the Constitution of Kenya (2010). Its overall goal is guidance on mainstreaming of cross cutting issues such as gender equality and equity, people with disabilities, observance of child rights, and inclusion of HIV/AIDS in the roads-sub sector. It is the result of several years' work by stakeholders namely: KeRRA, Kenya Institute of Highways and Building Technology, International Labour Organization, Cardno IT Transport; the ministries of Labour, Gender, Planning and Youth Affairs; Roads 2000 Nyanza, National AIDS Control Council, National Council of Persons with Disabilities and consultants.

The Guide, which is not yet available on the Government of Kenya website, has raised several gender mainstreaming challenges in the sector and proposed gender mainstreaming interventions to address them. These are:

- The rationale and justification for gender mainstreaming in the roads sub-sector;
- High gender imbalance in the sector;
- Inadequate knowledge and skills in gender issues;
- The need for Capacity building of all roads stakeholders in the roads sub-sector;
- The necessity to facilitate gender disaggregated data to inform planning culture from gender perspective;
- Provide adequate resources for gender mainstreaming;
- Road agencies should take consideration of the constraints faced by men and women in respect to road usage;
- Some tenders should be designed to ensure contractors outsource roadwork to communities or enter into collaboration with them as community based organisations (CBO) to enhance their financial capacity, skills, knowledge and opportunity in roadwork participation;
- Road agencies should build the capacity of communities to take part in roadworks;

- Challenges facing PWD are listed as discrimination, and lack of economic empowerment to bid for roadwork tenders;
- Rural road design does not take access and mobility of PWD into account.

**African Development Bank Strategy Paper 2014-18:** Annex C of this document highlights gender mainstreaming constraints among the public institutions in Kenya, which include:

- The uncompleted review of the National Gender and Development Policy (2011) for application at the County level;
- Unavailability of sex-disaggregated data;
- Capacity gaps for gender in mainstreaming, with regard to employment and training; and,
- Lack of engagement on gender equality and women's empowerment issues.

These challenges were confirmed during the primary data collection phase of this research at both the national and county levels. The Strategy Paper recommends sensitisation of men as a method of building support for the gender mainstreaming initiative.

**Gender Disparities in the Kenya Labour Market by C. Suda:** The Journal discusses the causes of gender disparities in the labour market and links them to cultural, education and religious barriers as external factors with impacts in public service institutions. It also draws the impact of this situation on poverty reduction strategies. This aspect was captured through qualitative and quantitative data analysis at national and county level institutions. The impact of literacy disparities in science subjects has also contributed to the male domination seen in the public service transport institutions as ReCAP data analysis reveals.

**Institute of Engineers of Kenya (Women Engineers Chapter):** The Institute of Engineers of Kenya (IEK) was registered as a professional and independent body in 1972. The objectives of IEK are: To represent the diverse interests of all branches of engineering, promote and improve the application of engineering to technical and other related practices, facilitation of exchange of information and ideas on technical and other related matters. IEK provides a range of services to its members including social events, seminars and training, arbitration and technical audit of projects. The functions of IEK are executed through the Council and various committees. The Women Engineers Chapter is one of the committees established by the Council in 2014 aimed:

- To provide a forum to support women engineers;
- To stimulate women to achieve professional excellence as engineers and leaders;
- To enhance the numerical strength of women engineers in Kenya;
- To create a platform by which women engineers can collaborate and network with other professionals in Kenya and elsewhere; and
- To encourage engineering studies and practice among young Kenyan women in schools.

The association is indeed concerned about the small number of women engineers and they held a seminar on 1<sup>st</sup> April 2017 attended by the Gender Cabinet Secretary. They shared experiences and challenges which were published in the Kenya Daily Nation, dated 9th April 2017. The IEK emergence to support women to take engineering subjects validates ReCAP research findings that a minimal number of women are appointed to decision making positions in government institutions.

**Gaps and Gains – a Report by the National Gender Equality Commission (2013-2015):** The aim of this report was to establish the extent to which gender mainstreaming has been internalised and acted upon by the public-sector institutions. The findings relate to the Performance Contract Toolkit applied in public service institutions and research conducted by the NGECE, which enables it to re-strategise and build up its own capacity to address the gaps. The gender mainstreaming gaps indicated in this report validate some of the findings of ReCAP research in Kenya. The similarities include lack of awareness on gender equality,

insufficient financial and technical skills for gender mainstreaming, lack of gender disaggregated data and slow implementation of the gender mainstreaming policy.

**Gender Responsive Budget Guide:** The Gender Responsive Budget Guideline published by NGEC outlines the country's budget cycle and entry points for gender activities. The process is categorised into: Budgetary stages, Timelines, Key Actors and Gender Checklist and takes approximately eight months to implement. Though Gender Responsive Budgeting is applicable globally, this document focuses on the Kenya context.

**Final Analysis of Gender Budget and Inclusion 2015/16:** This is an analysis on Kenya's gender budgeting process by NGEC on strengths, weaknesses and recommendations: It states in part that:

*Kenya has had many initiatives on Gender Responsive Budgets by development Partners and civil societies, but there has been little success in engendering the budget process which has been attributed to inappropriate entry points, inadequate technical capacity, lack of adequate gendered data to support the budget process, and lack of coordination on Gender Responsive Budgeting during the budget process.*

Such remarks explain why the research team were informed of inadequate gender budgets to cater for institutional gender mainstreaming activities.

**Diversity Policy for Public Service 2016:** The Diversity Policy for Public Service was published in May 2016 aimed at provision of guidelines for mainstreaming, monitoring and evaluating gender equality, PWD, marginalised communities and youth into public service. It is an affirmative action policy setting a timeframe for meeting mainstreaming targets and indicators. For instance, the disaggregated gender balance ratios and affirmative action programmes should be ready within a year to progressively achieve the two thirds gender parity. Within 3 years from the date of publication of the policy, social services enabling employees to combine family obligations with work should be in place. These services include establishment of baby care centres and protection of women from any harmful assignment while on duty

**Revisiting Gender Mainstreaming in International Studies:** Gender mainstreaming is incorrectly perceived to be related only to the empowerment of women, and is not well understood in transport sector institutions. Ria Brouwers of the International Institute of Social studies in a report entitled "Revisiting Gender Mainstreaming in International Studies", states that one of the major findings of the thematic type evaluations in the 2003 DAC Review is that:

*The word "gender" is generally applied as a synonym for "women", with little or no focus on gender relations or on the impact of development activities on gender equality.*

The research revealed that the majority of staff within rural transport institutions are unfamiliar with the actual purpose and socio-economic value of gender mainstreaming, and considered it to be only a concern for women's welfare. The implication is that gender mainstreaming could be least prioritised in situations of competing institutional budgets and activities.

**County Leadership Guide on Integration of Gender Equality and Inclusion (NGEC):** This guideline was developed to support public institutions, non-state actors and private sector institutions at the county level to integrate the principles of equality and inclusion in their development agenda. It simplifies gender terminologies to enable non-practitioners to comprehend the subject. The only challenge is that it has not reached a good number of officers in the county as several are still unaware of the National Gender and Equality Commission (NGEC).

**Human Resource Development Policies and Manuals for Public Service and Gender Mainstreaming:** Four Human Resource policies for public institutions have been reviewed by the Public Service Commission (PSC)

in collaboration with the Kenya Law Reform. They are (i) Human Resource Development Policy (2015); (ii) Human Resource Development Policy and Procedural Manual (2016); (iii) the Diversity Policy for Public Service (2016); and, (iv) Design of Organisational Structure for Public Service (2016). All these policies are in compliance with the requirements of the Constitution of Kenya (2010), and have taken gender equality, equity and inclusiveness of PWD, marginalised People, people living with HIV/AIDS and ethnic diversity into the human resource management agenda.

**Gender Management Systems Training Manuals:** One of the main challenges identified during the research is implementation of the policies. To address the gap, the Ministry of Devolution and Planning with support from International Development Law Organization and DANIDA is building the capacity in Gender Management System (GMS) which is a set of structures, mechanisms and processes established to ensure that gender considerations are integrated into all government policies, programmes and activities through capacity building in all county level Ministry of Gender. Two manuals have been developed entitled “Gender Management Systems Manual Training Guide” and “Gender Management Systems 2015”.

#### **Mainstreaming Gender Equality – A Road to Results or a Road to Nowhere: ADB 2015**

The researchers came across debates on why gender mainstreaming has not been successful. One of the issues was that too much affirmative action is resulting in indifference from men instead of collectively assessing the impact of such strategies on relationships. The synthesis report summarises why gender mainstreaming has not achieved targeted changes. It also brings out the gender mainstreaming conflict approaches, namely the Women in Development (WID) versus Gender and Development (GAD) debate, whereby the latter puts greater emphasis on gender equality and diversity for both women and men.

#### **Enhancing Mobility in Kenya Counties through Strategic Policies Formulation: Opiyo and Mitullah**

During the research the team noted that transport and infrastructure are not viewed through a gender lens by planners and engineers. The paper, presented at the International Transport and Road Research Conference in Mombasa 2016, points out the need to develop a county level integrated national transport policy implemented through CIDP. This would address the unique mobility needs of rural households and farmers, vulnerable groups such as People Living with Disabilities (PLWDs), children, women and older people.

#### **Gender Time Use and Poverty in Sub-Sahara Africa**

During the research process, the research team came across cases of contractors preferring to employ men as they were more available throughout the roadwork project as women tended to drop out to attend to domestic chores. This paper explores the respective rights and obligations of men and women, and the patterns of time use differentiated by gender, and the inefficiency and inequity they represent. Both men and women play multiple roles (productive, reproductive, and community management) in society, with women’s labour time and flexibility proving to be much more constrained than is the case for men (Moser 1989; Blackden and Bhanu 1999).

**Community Participation in Road Maintenance – IT Transport, UK:** Community participation in rural roadworks is one subject of this research published by IT Transport. The guidelines were developed over three years from research conducted in East Africa, specifically Uganda, Tanzania and Kenya. It covers community participation, factors affecting their involvement and engagement process. The research also recommended the need to train transport planners and engineers on engagement of communities in the rehabilitation and maintenance of transport infrastructure.

**Closing the Gender Gap: The Promise of Devolution, the Journey so far:** It is now 5 years since Kenya rolled out the devolved system of government. The underlying premise of devolution is inclusion of previously marginalised groups into the development agenda. The UN’s support to devolution is by the UN Development Assistance Framework (UNDAF) 2014-2018, in partnership with the national and county

governments. A key strategy is in capacity building of the County Executive and County Assemblies in gender issues, like gender responsive budgeting, and domestication of the Sustainable Development Goals (SDG), to ensure these are integrated and to inform the County Integrated Development Plans. This document highlights the gaps at county level in gender mainstreaming, which were similarly identified by the research team. One outstanding challenge is the lack of awareness of the issues related to gender equality and impacts on society.

**Guidelines for Gender Sensitive Research: ICIMOD:** This was an important reference material for the research team. It explains that Gender sensitive research is not research on women or on gender relationships; but a process that takes into account gender as a significant variable in environmental and development studies. Thus, gender sensitive research pays attention to the similarities and the differences between men and women's experiences and viewpoints, and gives equal value to each.

The full list of documents reviewed is in Annex I.

## **7. Key Findings**

This section presents findings from data collection in Nairobi and the three counties of Murang'a, Machakos and Homa Bay, concerning the research questions to be answered by the Kenya project, namely, whether or not having a gender mainstreaming agenda has resulted in:

1. Changes to the composition of staff of those institutions;
2. Changes in budget and expenditure allocations;
3. Changes in the way decisions are made in those institutions; and,
4. The factors that have stimulated (or constrained) such changes;
5. Whether changes are positive or problematic;
6. Whether or not the changes are sustainable.

Each of these are addressed in turn in the following sections.

### **7.1 Changes in Staffing Composition**

The study focused on how gender mainstreaming policies, legislation and regulations are being translated into action and their impacts on staffing composition of the national and county level transport institutions.

The researchers were informed that men dominate both in numbers and higher ranking positions. There were no changes yet in the staffing composition of the rural transport institutions that could be attributed to the gender mainstreaming agenda. The quantitative data collected from the rural transport institutions both at the national and county levels show that men continue to outnumber women in staffing and decision making positions while women occupy comparatively more administrative and lower cadre positions.

During the research interviews, the participants gave the following reasons for gender disparity in staffing composition in the sector which included the following:

- a) Cultural attitudes have for a long time inhibited the girl child's access to education leading to an imbalance in the labour market especially where engineering and related subjects are a pre-requisite. This is supported by Suda (2002) who states that:

*Women's limited access to education, particularly the high drop-out rate among Women at upper-primary, secondary and tertiary levels are attributed to several factors, These factors include teenage pregnancies, early marriages, and social attitudes*

*towards women, cultural practices, inadequate and gender-biased curriculum and teaching materials, family preferences to educate boys, sexual harassment and heavy domestic workload for the girl child.*

- b) Limited career guidance at school was also identified as another factor. Those interviewed suggested that very limited information was provided to students about different technical professions at an early stage that would enable them, make informed choices. Some even felt that engineering would imply being posted into remote field posts denying them the opportunity to be with their children as mothers.
- c) Due to limited information others believed that engineering required strong physical abilities to work, such as lifting heavy materials at sites.
- d) In the past girls' secondary schools tended to offer arts subjects only, which precluded them from qualifying in engineering related subjects and professions. In her publication, "Gender Disparities in Labour Market" Suda (2002) affirms that:

*"Until the introduction of the 8-4-4 system of education in the mid 1980's, science curricula and teaching materials in Kenya were gender-biased and insensitive to the specific needs of women. The curricula basically reinforced traditional gender roles and denied women the technical skills and knowledge which they need to enhance their employment opportunities and improve their lives. This system also denied women equal access to career development in technical fields and the opportunity to participate more actively and effectively in the competitive labour market."*

- e) Information from the Engineers Registration Board as at 13<sup>th</sup> April 2017 indicated the number of registered Male engineers as 9,162 compared to 862 Female Engineers.
- f) Further information revealed that implementation of gender mainstreaming will be a gradual process as it has legal, social and political implications. For instance an officer cannot be retrenched on the grounds of a new policy. Though Article 27 (8) of the Constitution of Kenya (2010) states that not more than two thirds of members of elective or appointed bodies shall be of the same gender, this will only be applied progressively and not in retrospect according to the Public Service Commission evaluation report of 2014.
- g) We also learnt that the Public Service Commission has reviewed and published six Gender Responsive Human Resource Management policies and procedures to address gender disparities in all government institutions including the transport sector. The policy documents and guidelines are intended to direct the Human Resource Managers on structures, systems and processes and preparatory timelines for effecting gender mainstreaming systems. Implementation processes are addressed in "Diversity Policy for Public Service" and a "Framework for Implementation of Values and principles in articles 10 and 232 of the Constitution in the Public Service." The new Human resource policies are:
  - Human Resource Development Policy 2015;
  - Human Resource Development Policy and Procedural Manual 2016;
  - Diversity Policy for Public Service 2016;
  - Guidelines on Organisational Structure in Public Service 2016.
  - Public Officers Ethics Act prohibits all officers from any sexual harassment in office or in public circles as they are liable to prosecuted in accordance to the law.
- h) Furthermore the national rural transport institutions have formed gender mainstreaming committees, who are responsible for monitoring the intergration of policies into each organisation's operations.
- i) All national rural transport institutions are compiling quarterly Performance Contract reports to National Gender and Equality Commission measuring progress of gender mainstreaming. Indicators have been developed and the Ministry of Transport and Infrastructure institutions are required by the Ministry's Performance Contract to:

- Develop and implement gender policy to guide gender mainstreaming in its activities;
- Develop and implement workplace policy on gender based violence;
- Training and sensitisation of all staff on gender mainstreaming;
- Comply with the one third gender rule on appointments, promotions and employment in public service as per the constitution;
- Collect sex disaggregated data to guide the planning and programming by public institutions;

The quantitative analysis of gender composition in staffing in seven sampled rural transport institutions, both from national and county levels, indicate that in aggregate, women constituted 23% of a total number of 1658 permanent and contracted staff. The majority of rural transport institutions are yet to meet the constitutional requirement of not more than two thirds of appointed staff should be from the same gender. Two out of seven institutions: Kenya Roads Board (KRB) and National Construction Authority (NCA) have, however, met the requirement as shown in Tables 2 and 3.

**Table 2: Gender composition of permanent and contracted staff in 2016**

Rural Transport Institutions	Permanent and Contracted Staff			%Women
	Men	Women	Total	
KeRRA	503	161	664	24
KRB	38	31	69	45
NCA	148	87	235	37
KIHBT	148	37	185	20
County of Machakos	362	51	413	12
County of Murang'a	28	7	35	20
County of Homa Bay	46	11	57	19
Total	1273	385	1658	23

**Table 3: Gender composition of technical staff in 2016**

Rural Transport Institutions	Technical Staff (Engineers and Technicians)			%Women
	Men	Women	Total	
KeRRA	143	19	162	12
KRB	9	3	12	25
NCA	59	13	72	18
County of Machakos	33	5	38	13
County of Murang'a	9	0	9	0
County of Homa Bay	6	1	7	14
Total	259	41	300	14

At the county level, the building of capacity is still targeted at sensitisation of County Executive and County Assembly Members to increase awareness of gender issues and strengthen skills in gender mainstreaming like gender responsive budgeting, domestication of the SDG'S integration and inclusion in County Integrated Development Plans. However, at the national level, transport institutions have organised gender sensitisation workshops for staff, as shown in Table 4.

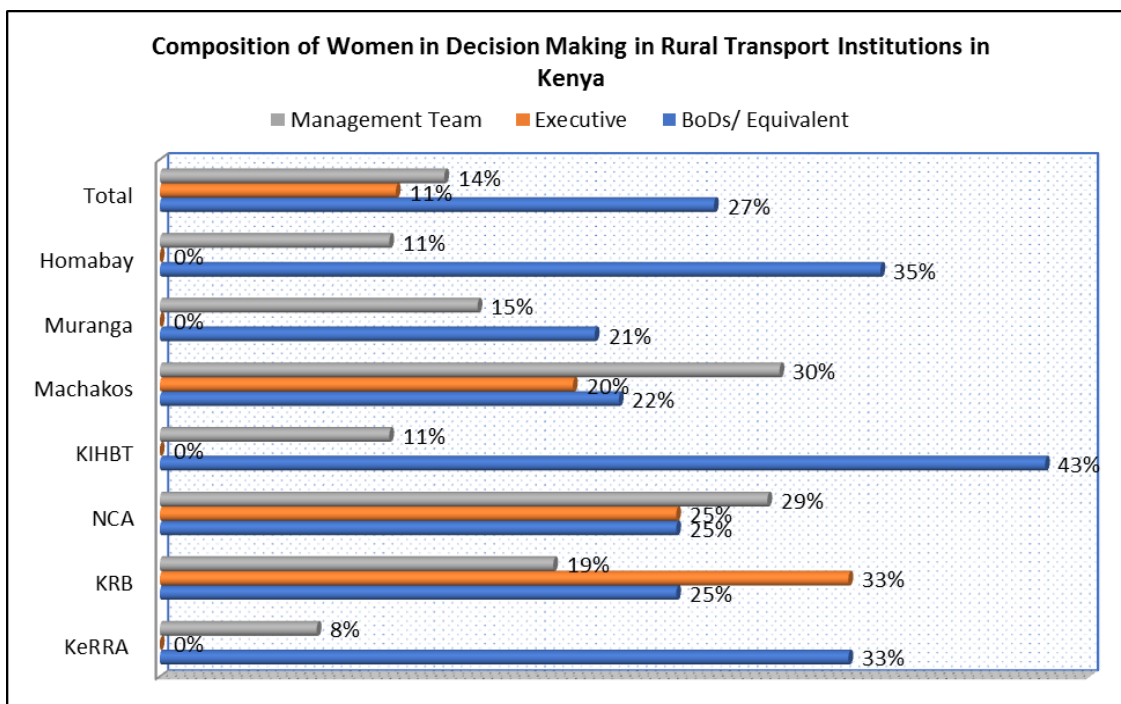


**Table 4: KeRRA and KRB Training and Sensitisation Statistics**

Year	Gender Mainstreaming Trainees											
	KERRA				KRB				Total			
	M	W	T	%W	M	W	T	%W	M	W	T	%W
2010/2011	12	7	19	37	38	21	59	36	50	28	78	36
2011/2012	7	4	11	36	39	22	61	36	36	26	72	3
2012/2013	8	5	13	38	39	22	61	36	47	27	74	36
2013/2014	6	7	13	54	40	24	64	38	46	31	77	40
2014/2015	3	4	7	57	35	28	63	44	38	32	70	46
2015/2016	3	5	8	62	38	31	69	45	41	36	77	47
Total	36	27	63	43	229	148	377	39	258	180	448	40

Source: KeRRA and KRB, 2016

Staffing at the decision-making level comprise Boards of Directors who are responsible for institutional policy and strategy decisions while the execution or implementation of the institutional policies, strategies and activities is the responsibility of the Managing Directors who are the Chief Executive Officers and their immediate General Managers who are responsible for specialised functions or regions. Figure 6 presents the gender composition of officials responsible for transport and infrastructure in the three counties and four national level transport institutions.



**Figure 6: Gender composition in decision making in rural transport institutions**

## 7.2 Changes in Budget Allocation

### 7.2.1 Definition of a Gender Budget

“Gender responsive budgeting (GRB) is a means of integrating a gender perspective into all steps of the budget process — planning, drafting, implementing and evaluating — so as to ensure that budget policies take into consideration the gender issues in society (UNESCO, 2010). GRB does not involve creating separate budgets for women/girls and men/boys but rather seeks to address persistent inequalities between women/girls and men/boys by equally serving their needs and priorities” (Sharp, 2003; Budlender et al, 2002).

The National Gender and Equality Commission has published Gender Responsive Budget Guidelines for Kenya, which give a detailed budget cycle table for undertaking a GRB by public institutions in the country, both at national and county level as shown in Annex I of this report.

A Gender Budget can be divided into two categories:

1. **Institutional Gender Management Systems:** This is the setting of structures, mechanisms and processes to ensure that gender considerations are integrated into institutional policies, programmes and activities. It includes the planning and financing of gender mainstreaming institutional policies and guidelines, development of a gender-disaggregated data system, training, secure and accessible reference materials for staff, monitoring and evaluations of gender mainstreaming implementation targets.
2. **Institutional Service Delivery:** The focus here is the creation of an enabling opportunity for citizens irrespective of economic status, gender, ethnic, race or political affiliation to access services offered by each institution. This includes taking gender considerations in planning for affordable and safe access and mobility, providing opportunity for men, women, youth and People with Disability in supplies and roadwork, and adhering to Gender Affirmative regulations. The following is the status of the gender budget in Rural Transport Institutions.

### *7.2.2 Budget for Institutional Gender Mainstreaming*

In line with the above requirements, all national rural transport institutions reported having been allocated some budget, for the above activities. KeRRA for instance, undertook gender mainstreaming sensitisation for a total of 355 staff (223 men and 132 women) in the 2015/2016 financial year, in addition to a total of 71 staff who attended gender mainstreaming training and capacity building during the same period. Annually, the Kenya Roads Board (KRB) had been spending Kshs 200,000-300,000 (approximately £1500-2,300) for gender mainstreaming activities from 2011/2012-2014/2015 financial years. Our researchers were informed that in the past, there were limited funds to meet all these goals. However, there was a remarkable improvement in the allocations during the 2016/2017 financial year, specifically to meet the new gender responsive human resource development policies.

In the counties, the researchers learnt that the county transport sector staff are yet to be sensitised on gender mainstreaming due to budgetary constraints. Reports from County Public Service Boards noted that the absorption of former council staff has strained the human resource capacity building budgets. However the UN, NGEC and other NGO's are already building the capacity of the County Assembly and Executive Committee on Gender Responsive Budgeting. Table 5 presents the budget allocation of three national transport institutions involved in the mainstreaming of cross-cutting issues.

**Table 5: Budget allocation for mainstreaming cross-cutting issues**

Cross-cutting Issue	Monitoring Agency	Amount Ksh	Financial Year
<b>Kenya Rural Roads Authority</b>			
Gender Mainstreaming	NGEC	4.2 million	2016/17
HIV	NACC	4.2 million	2016/17
Alcohol and Drug Abuse	NACADA	4.2 million	2016/17
Disability Mainstreaming	NCPWD	4.2 million	2016/17
<b>National Construction Authority</b>			
Gender and Disability Mainstreaming	NGEC & NCPWD	500,000	2016/17
HIV/AIDS	NACC	500,000	2016/17
Alcohol and Drug Abuse	NACADA	500,000	2016/17
<b>Kenya Roads Board</b>			
Gender Mainstreaming	NGEC	500,000	2015/16
Gender Mainstreaming	NGEC	200,000	2011/12-2014/15

### 7.2.3 Gender Mainstreaming Budget Allocations for Services

All government Ministries, Departments and Agencies (MDAs), both at national and county levels, are required to adhere to the Public Procurement and Asset Disposal Act (2015) which directs all public service institutions to budget and allocate at least 30% of its procurement value to youth, women and people with disabilities. All the sampled rural public transport institutions reported 100% compliance with 30% procurement budget policy for the public sector. The expenditure on women and Youth employed through KeRRA's Roads 2000 Strategy, is summarised in Tables 6 and 7, for the 2015/16 and 2016/17 financial years respectively.

**Table 6: R2000 2015/2016 expenditure on women and PWD**

Quarters	Expenditure Kshs (Millions)	Employment in Person Days (PD) Women	Employment in Person Days (PD) Youth	Kilometres (km)
1st	2,490.7	971	1,834	9,233
2nd	2,590.3	971	1,834	6,126
3rd	4,607	971	1,834	4,274
4th	4,607	973	1,840	3,527

Source: Kenya Rural Roads Authority

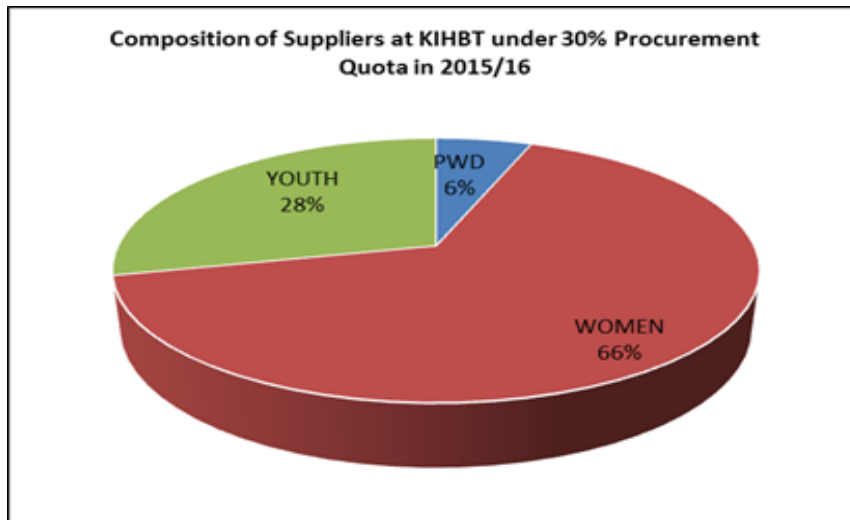
**Table 7: R2000 2016/2017 expenditure on women and youth**

Quarters	Millions in Expenditure Ksh	Employment in Person Days (PD) Women	Employment in Person Days (PD) Youth	Kilometres (km)
1st	2,574.1	971	1,834	8,341
2nd	668.0	971	1,834	2,887
3rd	1,603.7	971	1,834	7,989
4th	not finalised yet	971	1,834	7,986

Source: Kenya Rural Roads Authority

The Kenya Institute of Highways and Building Technology have no separate Gender budget line for institutional gender mainstreaming yet. The administration took note and will further discuss this aspect for

review in next financial year. However the budget on service delivery shows it had more than 30% procurement quota allocated to women than the youth or PWD as shown in Figure 7.



Source: Kenya Institute of Highways and Building Technology

Figure 7: Procurement opportunities accorded to women, PWD and youth, by KIHBT

### 7.3 Institutional Decision Making

The Constitution of Kenya (2010) set out changes in the way decisions are made by institutions in Kenya, which can be viewed from two levels: a) decision making processes at an institutional level, and b) at a public participation level.

#### 7.3.1 Institutional level

Decision making in Public Service institutions is based on the 'Scalar Principle' introduced by Management Theorist Henry Fayol (1841-1925). The principle was conceptualised at a time society weren't conscious of gender equality as a human rights issue. The theory only emphasised that all employees should follow a chain of command in communication and decision making processes in hierarchical order. While the management principle remains the same, the emergent global conventions and constitutional order on gender equality and equity has introduced a new challenge to the norm. The debate is currently centred on how to implement the gender mainstreaming strategies in the management systems of public institutions. To achieve this goal, in 2015 the Kenya Public Service Commission published a Policy on 'Design of Organisational Structure for Public Service' directing all government institutions to:

*"Afford adequate and equal opportunities for appointment, training and advancement, at all levels of the public service, to: (a) men and women; (b) members of all ethnic groups; (c) persons with disabilities."*

The constitution also now requires that the Public Service Commission annually evaluates and reports to the President and Parliament on the extent to which these gender equality values and principles are being mainstreamed, while the County Public Service Board reports to the County Assemblies. The process of adopting these policies has commenced in all rural transport institutions at the national level and is intended for integration of structures, mechanisms and processes for gender mainstreaming. Each national rural transport institution reports to NGEK quarterly on progress as per the Performance Contract for Ministry of Transport and Infrastructure. The Public Service Commission annual evaluation reports 2014/15 and 2015/16 are examples of the feedback reports to Parliament, County Assemblies and the President. Furthermore the Roads 2000 programme under KeRRA is already capturing gender disaggregated data through its Road Management System (RMS) for analysis and planning purposes. In the counties the National Gender and Equality Commission in collaboration with the United Nations and other agencies, such

as the International Development Law Organization, are already building the capacity of County Executives and Assemblies in the integration of gender aspects in planning, budgeting and implementation processes.

Some progress in gender mainstreaming is being made, with the one third gender rule being met in some national rural transport institutions:

Institution	Women holding senior positions
National Construction Authority	<ul style="list-style-type: none"> <li>• 5 Managers</li> <li>• 1 Regional Officer</li> <li>• 5 Senior Officers</li> </ul>
Kenya Rural Roads Authority (KeRRA)	<ul style="list-style-type: none"> <li>• 2 Regional Engineers</li> <li>• 5 Resident Engineers</li> <li>• 5 Senior Managers (Finance, Human Resources, Procurement, Public Relations and Internal Audit)</li> </ul>
Kenya Roads Board (KRB)	<ul style="list-style-type: none"> <li>• 3 Engineers</li> <li>• 1 Deputy Manager</li> <li>• 1 Financial Controller</li> <li>• 1 Legal Officer</li> </ul>

In the county level transport and infrastructure departments, there were no women in higher positions. Further enquiries revealed that the sector in most cases receives a low proportion of women applicants for jobs available in senior positions.

### 7.3.2 Public Participation in Decision Making

The rationale of public participation is based on the constitutional foundation which places sovereign power on the people of Kenya. Article 27 of the Kenya constitution guarantees equality and non-discrimination, while articles 10 2a, b, and c articulate national values and principles of governance as:

- Democracy and participation of the people;
- Inclusiveness;
- Good governance;
- Integrity;
- Transparency; and
- Accountability.

The areas of public participation include: policy decisions, budgeting and project proposal and implementation.

The County Public Participation Guidelines (2016) defines the process as:

*“Where individuals, governmental and non-governmental groups influence decision making in policy, legislation, service delivery, and oversight and development matters. It is a two-way interactive process where the duty bearer communicates information in a transparent and timely manner, engages the public in decision making and is responsive and accountable to their needs. The public gets actively involved in the process when the issue at stake relates directly to them.”*

KeRRA at county level conducts public consultation on rural road selection through the Constituency Roads Committees” while the counties conduct this same process through public participation forums within the county wards. The Constituency Roads Committees meet annually to prioritise rural roads for funding after consultation with communities in accordance with the KRB Act (1999 revised).

## **7.4 Stimulating and Constraining Factors**

A number of factors were found to stimulate or constrain changes in gender mainstreaming in Kenya, which are discussed in the next sections.

### *7.4.1 Stimulating factors*

**Enabling Legal and Institutional Framework:** An enabling legal and institutional framework refers to the establishment of infrastructures to control, direct the proposed or adoption of a policy, rule, principle or law. The main components are:

- Development or existence of necessary infrastructure
- Development of a course of action, rule, principle or law
- Supporting the process of control, direction or implementation of a policy.

For gender mainstreaming in the Rural Transport Sector, this includes the Constitution of Kenya (2010); the National Gender Development Policy; Integrated National Transport Policy; Policy Statement and Guidelines on Mainstreaming Cross-cutting Issues in the Roads Sub-Sector; the Roads 2000 Strategy and the National Transport and Safety Acts no. 33 (2012). All of these apply at both national and county levels. Other related laws include the Public Procurement and Asset Disposal Act; the Public Finance Management (Affirmative Action Social Development Fund) Act and the Societies Act.

The main institutions facilitating the equality agenda are the Department of Gender Affairs (DoGA), The National Gender and Equality Commission (NGEC), the Public Service Commission (PSC), the Ministry of Devolution and Planning and the Kenya Law Reform.

**Role of Rural Transport Institutions and Development Partners in Gender Mainstreaming:** The Kenya Rural Roads Authority evolved from the Ministry of Roads and Public Works which pioneered the labour-based roadwork technology with development partners through the ILO/ASIST project. The main objective was to create employment through an abundant and unemployed rural population, as opposed to application of heavy roadwork equipment. The strategy enabled both women and men from local communities to directly earn an income from roadwork programmes and acquire knowledge and skills with training from the Kenya Institute of Highways and Building Technology. The programme emphasised fair working conditions and equal opportunities and wages for both men and women. The labour based roadwork technological approach advocates for engagement of men and women with equal wage structures. It also requires that specific provisions be made at site taking into account gender concerns and needs. As a technology, it provides poor women, men and youth the opportunity to income, instead of deployment of road work equipment where all funds are channelled to one contractor. This approach was developed in Kenya through three main stages:

1. Rural Access Roads Programme, 1970;
2. Minor Roads Programme 1980s;
3. Roads 2000 from 1990 to date.

The key development partners were International Labour Organization, Swiss Development and Cooperation (SDC), Danish International Development Agency (DANIDA), Swedish International Development Agency (SIDA), Kreditanstalt für Wiederaufbau (KfW), Africa Development Bank (AfDB) and Japan International Cooperation Agency (JICA). Though some of these agencies have left the rural roadwork programme, the use of labour as part of the rural roadwork strategy is still being delivered by the Roads 2000 programme. Moreover, the Kenya Institute of Highways and Building Technology (Kisii Campus) continue to conduct labour based technology training, which includes modules on cross-cutting issues.

**United Nations, Rural Transport Development Partners and NGOs:** The UN and several NGOs and Associations have realised that gender disparities in the infrastructure engineering sector is due to a majority of girls lacking access to educational opportunities. These institutions and the interventions they have adopted are presented in Table 8.

**Table 8: Gender Mainstreaming Among other Institutions**

United Nations Education Science and Cultural Organization (UNESCO)	Amongst its many programmes the agency has a programme for promoting girls in Science, Technology and Innovation (STI), especially mathematics, physics and Engineering courses. It also contributes to member states to mainstream gender into STI through policy reviews and formulation, gender mapping and baseline studies to provide data for planning and budgeting for a gender responsive programme.
Discovery Learning Alliance	This is an NGO which supports the girl –child education and sensitises communities on the value of providing equal educational opportunities to both boys and girls.
Institute of Engineers of Kenya (Women’s Chapter) IEK	One of the objectives of IEK is to improve the number of girls in the engineering field. There is an association of women engineers from the private and public sector. They carry out campaigns in schools encouraging girls to take up science subjects that would in future lead them to decision making positions in the infrastructure sector.
National Construction Authority (NCA)	The NCA has conducted campaigns to encourage women to take up construction work in infrastructure. This included study tours which led to formation of the Association of Women Contractors which is still at a nascent stage of development.
Murang’a Womens’ SACCO	The Murang’a Womens’ SACCO was formed in 2014 in an effort to empower women for social and economic development by the Murang’a County Government. The SACCO case studies provided in Annex A of this report.
International Development Law Organization (IDLO)	IDLO in collaboration with Ministry of Devolution and Planning, National Gender and Equality Commission organises courses for county gender departments and on integration of Gender Management Systems in policies, plans and Programmes

#### 7.4.2 Constraining Factors

**Low Gender Awareness:** Gender mainstreaming is not well understood in the transport sector institutions and, in most cases, is perceived to be only related to the empowerment of women. The perception that the concept is about women only, is so entrenched that it is not seen as being an instrument for achieving equality and equity of both men and women. This issue surfaced several times during the research interviews. The AfDB Evaluation report (2012) on gender mainstreaming entitled “A Road to Results or a Road to Nowhere” states that:

*Gender advocacy still ignores the gender, cultural and power relations, and emphasises women’s concerns only, resulting in increased resistance to change.*

The majority of county government transport and infrastructure sector staff were unfamiliar with gender mainstreaming initiatives. Others were not aware of the existence of the National Gender and Equality

Commission. The NGECE strategic report 2013-15 confirms this aspect in the report’s SWOT analysis as indicated in Table 9.

**Table 9: SWOT Analysis of NGECE**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>▪ Clear mandate derived from the National Gender and Equality Commission Act 2011</li> <li>▪ Strong policy and regulatory framework for enforcing gender equality and freedom from discrimination anchored in the Constitution</li> <li>▪ Goodwill from GoK and other stakeholders</li> <li>▪ Independence, credibility and legitimacy</li> <li>▪ Wide mandate that allows for innovation</li> <li>▪ New structures and institutions of central and devolved government.</li> <li>▪ Professional, knowledgeable and skilled staff that represent Kenya’s diversity</li> </ul>	<ul style="list-style-type: none"> <li>▪ Inadequate financial resources</li> <li>▪ Inadequate human resources</li> <li>▪ Limited presence/ visibility in the counties</li> <li>▪ Low level of awareness by the public on the mandate and role of NGECE</li> </ul>
<b>Opportunities</b>	<b>Threats</b>
<ul style="list-style-type: none"> <li>▪ Existence of a pool of reliable development partners;</li> <li>▪ A vibrant civil society involved in the promotion of gender equality and non- discrimination;</li> <li>▪ Existence of technologies to enhance operations</li> </ul>	<ul style="list-style-type: none"> <li>▪ Competition with other organisations and departments for limited resources</li> <li>▪ Unpredictable political environment</li> <li>▪ Overlapping mandates with other government agencies and Commissions;</li> <li>▪ Deep rooted religious structures and cultural practices that perpetuate inequalities</li> </ul>

Source: National Gender and Equality Commission

**Impact of Negative Socio-Cultural Attitudes:** During the research exercise, the team encountered senior officials who regarded gender mainstreaming as an insignificant subject to give too much attention to. Some regarded it as a condition for donor funding and foreign aid.

The National Gender and Equality Commission confirms the same view in its Strategic Plan 2013-15, whereby the SWOT analysis identified deep rooted religious structures and cultural practices as threats that perpetuate inequalities.

**Policy Evaporation:** The evaluation by AfDB on gender mainstreaming entitled “Roads to Results or Road to Nowhere” commented that sometimes, due to competing goals:

*Leadership has not consistently supported or prioritised the mainstreaming of gender equality and policy, resulting in what has become widely described as “policy evaporation”.*

In Kenya, the development of some key gender mainstreaming policies and strategies appear to have stagnated in the implementation process. These are:

- The Integrated National Transport Policy created in 2009 and includes gender inequality in rural transport and regulation and development of IMT’s. The policy acknowledges the gender transport inequalities in rural transport but no visible action yet and outlines the necessary interventions which are yet to be fulfilled;



- National Gender Development Policy which includes the 47 county governments is currently under review. It is an important policy as it includes the newly created devolved governments;
- Roads 2000 Strategy transformation into National Policy as indicated in the R2000 Strategic Plan 2013-17 has not yet been finalised, yet this strategy is very important as it is both employment and gender sensitive in its technological approach. Ideally it should have been a policy before the establishment of county governments for timely induction, capacity building and adoption by county level rural transport practitioners to avoid resistance.

**Gender Mainstreaming Staffing Challenges:** Though gender responsive staffing policies have been published, The PSC, through its 2014 Evaluation Report, has clarified that the policies will only be applied progressively and not in retrospect.

In the counties, the researchers learnt that although the County Public Service Boards (CPSB) have been duly constituted across the counties, the mandatory absorption of former council staff by counties negated effective staff rationalisation with impacts on gender mainstreaming initiatives.

In the transport and infrastructure departments, the lack of qualified women with engineering qualifications at national and county level was noted as the reason for male staff dominance in these institutions. The Institute of Kenya Engineers (Women Chapter) meeting held on 8<sup>th</sup> April 2017, disclosed that less than 1% of the senior engineering management positions are held by women in infrastructure sector bodies. Furthermore, there are only three women professional engineers who are board members in the public sector. Those registered by the Engineers Registration Board are 8,639 men against 757 women (Sunday Nation, 9<sup>th</sup> April 2017).

**Lack of a Platform for exchange of Gender Mainstreaming Strategies in Transport Sector:** The researchers found a lack of a co-ordinated approach by transport sector institutions in gender mainstreaming. The rationale here is that all these institutions offer services and interact with the same clients from contractors to communities. Therefore, it is prudent that a co-ordinated approach between all institutional gender mainstreaming committees is established for sharing of knowledge, strategies, programmes and to yield more effective results.

**Lack of accessible ICT based Gender disaggregated data:** Gender mainstreaming and equity is a Human Resource Management function in the public sector institutions. However, the lack of a ready gender disaggregated data for planning and implementation is a challenge. Not only is collection of the data essential for the transport sector, but an ICT based system like Road Management Information System (RMIS) in KeRRA is needed. The Diversity Policy (2016) has directed all government institutions to come up with a gender disaggregated approach within a year's timeframe of publication of the policy. The Public Service Commission is also developing a Government Human Resource Information Management System (GHRIS).

**Rural Roads Infrastructure and Services Challenges:** During primary data collection, researchers were faced with debates regarding government agencies with assignments on rural roads at county level. The research found that KeRRA, the county governments and the Kenya Wildlife Service are stakeholders in rural roadworks, all of whom have diverse technological approaches that can be difficult to co-ordinate. The KeRRA Annual Report of 2014/15 has recommended that:

*Given the provision of Chapter 18 - Schedule 4 of the Constitution of Kenya (2010) the process of alignment of the authority's functions to the Constitution is on-going. A draft policy and Roads Bill have been prepared under the leadership of the Ministry of Transport and Infrastructure and submitted to the relevant stakeholders. This alignment process will address some of the challenges relating to:*

- Road classification and assignment of functions between national and county governments

- Coordination of work between county and national governments by incorporating the County Executive Committee (CEC) in sharing of respective work plans, particularly where they affect resourcing of labour and any potential impacts on women and men
- Assist the County Government to build capacity through provision of technical support.

**Application of Gender in Rural Transport:** The application of gender in rural transport was also identified as an unfamiliar subject to many transport sector respondents. This is because rural transport infrastructure and services has not been viewed with a gender lens. As such differences in rural transport tasks between men and women have not been explored by planners. During the discussions on this matter, gender did not feature as one of the rural road selection criteria; rather key considerations included traffic volume, economic factors, public amenities and marginalised communities.

**Lack of updated Training Materials on Gender and Rural Transport:** Information from KIHBT states that updated training manuals linking gender, planning and rural transport infrastructure and services like footpaths and bridges, and mobility have not yet been developed for use by the Institute.

**Lack of Participation of Women in Rural Road Access Prioritisation Process:** The process of prioritising community access by the county government is done through ward officials. Community members are invited but women are cautious and reserved even if they attend such meetings. Women typically do not come forward to give their interest/views/opinions, hence leaving everything to be decided by men in the community. KeRRA has Constituency Roads Committees that represent the community annually in the rural road selection process.

**Poor State of Village Access Footpaths and Bridges:** Most rural footpaths are impassable during the rainy season, to the extent that motorcycle taxis cannot even reach the villages. In some places overflowing rivers and streams impede communities, especially pupils reaching schools due to a lack of simple footbridges. Moreover, some of the public amenities like clinics and water kiosks are located far away from the villages, and women have to walk long distances as motorcycles taxis are unreliable and expensive to use daily.

**Motorcycle Taxi and Passenger Safety:** Reports from counties indicated that motorcycle taxi accidents still continue as young men have taken to transportation without adequate training in skills, knowledge and attitudes in handling such machinery. Moreover, motorcycle training has not attracted many investors in training for motorcyclists, with the exception of the Kenya Institute of Highways and Building Technology. The National Transport and Safety Authority Act 2012 has established County Road Safety Committees which are at the initial stage of formation and the services have not yet reached remote rural areas. The main constraint cited by the agency is inadequacy of funds to carry out monitoring and regulatory services throughout rural parts of Kenya.

**Rural Transport Sector Procurement Challenges:** Delay in timely settlement of payment by county government results in higher interest in bank loans. It also discourages women and PWD from engaging in roadwork contracts because of financial profit risks. Moreover, lack of awareness of procurement procedures, financial capacity and roadwork management skills; have kept women, PWD and youth away from roadwork contract opportunities. In addition, the requirements for qualification for the 30% quota system are beyond the capacity of the majority of women, youth and PWD. For example, during the validation workshops in Murang'a and Machakos it was alleged that rich men sometimes use poor women or PWD as proxies to qualify for these opportunities. The same point is captured in the NGEC report, "Gains and Gaps" from interviews they conducted in public universities. The *"Policy Statements and Guidelines on Mainstreaming Cross-Cutting Issues in the Roads Sub-Sector"* has proposed interventions for inclusion of poor communities, taking gender into account:

- Timely Information dissemination on procurement tender opportunities is also a limiting factor. Invitations to tender do not reach rural target groups as the communication medium is

inappropriate for the reformed governance system. Traditional publication methods are still being adopted such as newspaper adverts, websites or County Headquarters Notice Boards which are inaccessible to many households.

- The engineers and roadwork officers advise contractors to balance gender in roadworks. However, there is a lack of a legal requirement that commits contractors and consultants to adhere to gender equity in construction or create a conducive work environment based on gender needs.
- During engagement with the county institutions it came to the researchers' attention, that people with disabilities were disadvantaged in the rural transport sector, despite affirmative actions. This was attributed to lack of a specialised association focusing on their specialised support needs for this target group. This challenge cuts across all three counties in the study.
- There are complaints on contract awards and quality of roadwork but there is no independent grievance redress mechanism to ensure transparency and competency. As such, competent contractors, especially women, are not pre-qualified among prospective contractors.
- In addition, tendering procedures are complex and too expensive for the poor and disadvantaged groups like PWD and poor rural women unless they form an umbrella organisation.

**Budgetary Challenges:** The research found there to be inadequate or insufficient gender responsive budgetary training. NGEN evaluations support our research which found the following from the pre-budget analysis 2014/15 and final analysis of 2015/16:

- The budget cycle provides an opportunity for stakeholders to review the budget throughout the budget making process from formulation to execution and evaluation. However, the involvement of the public is not well structured to facilitate effective and fruitful engagement of the public. The public is never involved except at the tail end of the process where more often than not very little can be done to change the budget proposals;
- The researchers also noted most annual reports do not indicate how much was allocated for gender and specific activities according to strategic plans;
- Some departments have no gender budget line yet.

**Public Participation in Decision Constraints:** The rationale of public participation is based on the constitutional foundation which places sovereign power on the people of Kenya. Article 2 (a) enlists the principle of governance as participation of the people. However, respondents reported that the process was more an endorsement of issues they do not comprehend. Issues like budget, road selection criteria, policy are meaningless to illiterate and semi-illiterate poor villagers. Furthermore, the methodology of engagement is not yet developed to guide government institutions. A County Legal Officer clarified that the participatory engagement law and guideline has not been published yet. This leaves the public engagement approach as mere cosmetic fulfilment of the law. The Public Service Commission Survey 2014 confirms this challenge and states that:

*The Kenya Law Reform Commission should expedite the process of completing the development of national policy on Public Participation*

Other constraining factors that were identified in the counties were:

- Lack of sufficient funding for training of public officers in gender thematic areas;
- Lack of gender training reference materials;
- Lack of gender trainers with knowledge on application of gender in rural transport.

## **7.5 Whether Changes are Positive or Negative**

### **7.5.1 Positive changes**

This question is intended to identify the observed positive aspects of gender mainstreaming so far. These were found to include:

- Gender mainstreaming in institutions is a multi-disciplinary process encompassing political, legal, administrative, fiscal and social institutions. Kenya has the necessary legal and institutional policy framework. The rural transport sector has even enabling policies and strategies like the National Integrated Transport Policy, Roads 2000 strategy and an exhaustive Policy Statement and Guidelines for Mainstreaming Cross-cutting Issues in the Roads sub-sector of 2013.
- The affirmative action laws both in procurement in Access to Government Procurement Opportunities of 30% for women PWD and marginalised groups is a positive step despite some challenges.
- Education throughout the world enhances development since it gives people the knowledge and the skills needed in social, Economic, and political sectors. Some of the affirmative action on education include: implementation of affirmative action in admission girls especially from marginalised communities to university and technical colleges by slightly lowering entry point, re-entry of adolescent mothers to school and enhanced bursaries for girls' education. It also promotes a review of curriculum and teaching materials to ensure gender sensitivity: source Sessional Paper no 2 on gender and Development 2006. The free primary education policy in 2003 also contributed to an increase in the number of girl child in lower level education system.
- The recent development of public institutions Gender Responsive Human Resource Development Policies and Guidelines in 2015 and 2016 is a positive step since they are instrumental in gender mainstreaming implementation.
- The increased orientation and campaign for girl child education with focus on science technology and innovation by UNESCO, Institute of Engineers in Kenya (Women Chapter) and Discovery Learning Alliance are some examples.
- Women pooling knowledge and number in articulation of their right to Decision Making positions in Decision making positions and setting up engineering consulting firms like Institute of Engineers of Kenya (Women Chapter) which is a professional institute of engineers of both men and women. Equally important is the Murang'a Women's SACCO which is an example of women forming into an agency supporting even the poor at village level.

### *7.5.2 Negative Changes*

Problems or challenges related to the embedment of gender mainstreaming found by the research are summarised as follows:

- Due to low civic education, the majority of the rural populace are unaware of their constitutional rights like gender equality and equity and obligation of the government to provide safe and all weather rural access while ensuring enforcement road safety regulations in rural transport services, as a right and not a favour.
- The long-term impacts of cultural barriers where the boy child education was prioritised over the girl child still remains and is exacerbated by fewer girls taking sciences in secondary schools, thus eroding their admission chances to technical programs at tertiary and university levels. It will take quite some time for remarkable gender equity to be achieved in the rural transport sector.
- While Article 232 1(i) of the Constitution states that all men, women, people with disabilities and all ethnic groups will be provided equal opportunity in appointment, training and promotion, the Public Service Commission evaluation report of 2014 clarifies that this principle is only applicable progressively and not in retrospect. That implies that gender equity changes will take time due to legal implications.
- There is an emerging feeling that gender mainstreaming activities do not take into consideration family dynamics and relationships, thus resulting in animosity within families.
- Religion and culture is central to the African lifestyle, yet these influential institutions are male dominated in structure and belief and shape societal attitudes.
- There is also a belief that the gender equality agenda approaches, is eroding the socio-cultural order in society and perpetrating divorce rates.

- An emergent feeling is that the boy-child is being gradually alienated yet they are now victims of vices like alcoholism, drugs. The trend leads to dependency making them a burden to mothers and sisters.
- Some women in engineering Project supervisors still face resistance in compliance at work by male contractors as expressed in a seminar by Engineers Association of Kenya (Women Chapter).
- There is a general feeling in the institutions that the gender mainstreaming agenda is more driven by development partners as a pre- financing condition.
- Affirmative Action initiatives are regarded by some people, as an unfair strategy to inequality. Questions arose as to how it is fairly applied in appointments, where merit is the criteria for award of positions or consultancies?
- Men view educated women with caution. Some perceive them as women who are too busy to take an interest in domestic chores.

### **7.6 Prospects for Sustainability of Gender Mainstreaming Changes**

The main question here is whether the changes made so far are sustainable. Most respondents concurred that the changes are sustainable despite the challenges earlier mentioned in Section 7.5. Prospects for sustainability include the following:

- The existence of a legal and institutional framework like the Constitution and national Gender and Equality Commission role in gender mainstreaming and overall equality issues has triggered increasing debate on the subject through various forums from media, political circles, Legal circles, NGO's and Government departments. The monitoring and research by NGEN informs the government of challenges and gaps that require collective action of all actors.
- The Rural transport sector has enabling policies like the National Integrated Transport Policy (2009), The Policy Statements and Guidelines on Mainstreaming Cross Cutting Issues in the Roads Sub-sector (2013) and the Roads 2000 Strategy. This Policy Statement and Guideline even highlights gender inequalities in rural transport and interventions to address the challenges commencing with planning, design implementation and road safety. These are entry point for addressing and sustenance gender and rural transport inequalities.
- The Kenya Institute of Highways has been sensitising contractors on cross cutting issues from 1990's up to date. It is a potential institution for gender equality capacity building in the transport sector. Furthermore, the National Construction Authority has taken initiatives in promotion of women's participation in construction industry through awards. An Association of Kenya Women in Construction (AKEWIC) evolved out of the initiative but its impact is yet to be seen
- Many developing countries are undergoing socio –economic changes with unavoidable impacts on gender roles. The younger generation of women are more enlightened of their rights and demanding equal opportunities in political and decision making positions and economic opportunities. The best examples are Institute of Kenya Engineers (Women Chapter), Murang'a Women's SACCO and women venturing in highly volatile political environments to compete with men.
- Cultural transition is a slow process and differs from one region to another. The increased sensitisation by various NGOs, Media and role models is impacting on attitudes. County governments are potential change agents and should be targeted with sensitisation and capacity building in gender and transport initiatives due to their rural based governance jurisdiction.

## **8. Key Results**

### **8.1 Overview of the Research**

Gender mainstreaming is a multi–disciplinary instrument encompassing five key parameters of governance and society namely: Political, Legal, Fiscal, Administrative and Social spheres. The research also involved visiting the legislative, executive and financial entities, including ascertaining whether relevant policies and laws have been enacted.

The country has an enabling legal and institutional framework in place, hence the next step is implementation supported by adequate financial and skilled manpower within the transport sector institutions to sustainably meet the goals. The National Gender Commission in its Strategic Plan 2013-15, Gains and Gaps report 2013-2015, Pre-Budget analysis 2014/15 and Final Budget Financial analysis 2015/16 has identified these challenges and given recommendations. The research team's findings are to a good extent validated by these NGECS reports.

A recap of the questions, responses and literature reviews indicates that awareness of a gender mainstreaming definition, socio-economic values and application of gender equality in the rural transport sector is the first step to engendering the sector. The process should however be backed by positive political will, adequate financial resources and expertise.

The Research Team also engaged participants through a process of eliciting views on status, strengths, weaknesses, challenges and sustainability options of gender mainstreaming. From these engagements, the following information was gathered from the national and county institutions.

### *8.1.1 National Institutions*

**Organisation of National Rural Transport Institutions:** The National Integrated Transport Policy 2009 brought all Transport and Infrastructure Institutions under one Ministry of Infrastructure Transport Housing and Urban Development. This is to facilitate consultation, planning, budgeting, financing, monitoring and evaluation of all rural transport institutions under one Ministry due to the incidence of parallel related infrastructure and transport activities and implementation of cross-cutting issues ongoing across the institutions.

The function of rural transport institutions ranges from planning, funding, monitoring, auditing of rural roadwork, training of contractors and transport service providers, procurement of rural roadwork contractors and supervision, registration, classification and regulation of contractors ethical work standards and enforcement of transport safety regulations.

**Devolution Transitional Challenges:** According to the current constitution, Kenya has only two levels of governance - National and County administration in which the country operates up to local village level. The reform process from centralised to devolved system governance is not yet finalised as several public service institutions have faced operational challenges due to re-alignment of government institutional mandates to the constitution. The counties are, therefore, in some circumstances operating under two parallel governance systems in performance of functions within the counties due to transitional institutional legal reforms which still are in progress.

**Kenya Rural Roads Authority:** The Kenya Rural Roads Authority was exclusively established in 2007 before the new constitution of 2010 to serve rural Kenya. It has regional branches, effective management structures and Regional Managers in each county. However, after the establishment of the devolved system of governance with 47 Counties, KeRRA has faced challenges due to constitutional provision in schedule four, which assigns road traffic, construction and operation of national trunk roads to national government, while all county transport and roads are under the county governments.

The main difference in mandates between KeRRA and County governments is in rural road classification responsibilities and financial arrangements as both are operating within the same regions. Interviews with national institutions revealed that the challenges have impacts on gender mainstreaming strategies integrated in Roads 2000 strategy, as the approach is yet to be adapted by counties. The question over rural road responsibilities was debated in all the three counties during the research process. Participants

expressed confusion in determination of responsible agency on some rural roads. Interviews at KeRRA, however, confirmed that a Roads Bill 2015 is in Parliament to review all road network classification and mandates to avoid functional overlap, implementation conflicts and approaches. This is confirmed KeRRA's annual report 2013- 2015 Chapter nine. Furthermore KeRRA provided valuable information on gender mainstreaming since it is represented in all counties with Headquarter Office in Nairobi. Key Informant interviews at the institution noted that disaggregation of massive inflow of data requires engagement of trained data analysts, a factor all rural transport institutions will have to address.

**Kenya Institute of Highways and Building Technology:** The institute was established in 1948. Its' mandate is to facilitate the provision of high quality infrastructure through training of both various agency staff, diploma courses and skills certificate short courses in labour based Rural Road Construction and Maintenance. The courses have incorporated modules on cross-cutting issues which includes gender equality. It equally trains motor-cycle taxi riders on riding skills, traffic regulations, road safety and first-aid. The institute has potential clients in counties and is very much appropriate for advocacy on application of gender in rural transport through training services. However we were informed that it needs support in further development of gender training materials and an assessment of its capacity needs. The institutions expressed willingness to support gender mainstreaming initiatives and motorcycle taxi training as it has already trained two hundred motor-cyclists for Kisii County. It has also held preliminary discussions with National Transport Safety Authority to explore possibilities of collaboration in transport safety training interventions. The aim is to curb the high number of fatalities that have contributed to increased number of People with Disabilities and orphans especially amongst motorcycle riders in counties.

**National Transport Safety Authority:** The National Transport and Safety Authority (NTSA) Act of 2012 mandates the agency with ensuring safety measures in the road transport sector and enforcement. It operates more in urban areas and national trunk roads. It is now establishing County Roads Safety Committees to curb the high road accidents in rural Kenya. During interviews, it expressed its limited staff capacity to cover the counties and intends to build the capacity of the county committees to support it, in the regulatory functions. It also works in collaboration with police in law enforcement and recommended for gender sensitisation to all its stakeholders. It regularly publishes in its website road traffic accident fatalities, except the data is not yet disaggregated by gender. This is an example that facilitation of integration of gender factor into all transport sector operations and programmes should be enhanced.

**National Construction Authority:** The National Construction Council registers, regulates and provides short workshop training to building and road construction contractors both in urban and in counties. It is also responsible for setting standards and monitoring their performance. In this regard, it was a relevant institution for study, as it registers and classifies all roadwork contractors in accordance to their capacity. It has a research unit which conducts research in construction industry and related cross-cutting issues. It has even conducted a research in challenges women face in construction industry and expressed interest in AfCAP research agenda. It is also promoting the participation of women in construction and holds Annual Award Ceremonies for outstanding women contractors as incentive. The promotions sponsored by collaboration with the private sector institutions resulted in formation of Association of Kenya Women in Construction (AKEWIC) in 2014 and its impact is yet to be visible.

**Kenya Roads Board:** The main function of the institution is co-ordination and cost effective utilisation of the Roads Fund for roads programmes. It also determines allocation of the funds to roadwork institutions, monitors, evaluates and audits their use. Its mandate covers The Kenya Highways Roads, Kenya Rural Roads, Kenya Urban Roads Authorities and Kenya Wildlife Service. As a funding institution dedicated to infrastructure sector, it has valuable role in funding gender and employment responsive technologies for socio-economic development. For instance the Roads 2000 approach is now applicable to all the three Authorities. The Constituency Roads Committees which prioritises rural roads annually was formed under the Kenya Roads Board Act of 1999 which funds its operations.

**Uniformity in Gender Mainstreaming:** The establishment, of independent commissions to implement, monitor and evaluate gender mainstreaming policies is a step towards uniformity in gender mainstreaming efforts in national rural transport institutions. Furthermore, all Public Service institutions adhere to a set of Gender Responsive Human Resource Management policy and guidelines managed by the Public Service Commission. An example is the Public Service Commission “Framework for Implementation of Values and Principles in Article 10 and 232 of the constitution 2015” which outlines mechanisms for mainstreaming systems to facilitate gender, marginalised people and PWD issues in all ministries. Meanwhile the National Gender and Equality Commission (NGEC) and monitors all these institutions through Performance Contract set by the Ministry in consultation with NGEC.

**Posting of Gender Officers Line Ministries as Gender and Youth Focal Points:** The national stakeholders’ final validation workshop led to further discussions beyond the forum, which revealed that the State Department of Gender Affairs has posted officers to ministries including the Ministry of Transport and Infrastructure to perform the following:

- Ensure integration of all youth and gender affairs in line ministries strategic plans and Performance Contracts are met;
- Coordinate reports from Ministry’s Departments and Agencies to NGEC;
- Coordinate collection of gender disaggregated data from ministry agencies to inform planning;
- Ensure ministries policies budgets, projects and programmes include youth and gender concerns and achievable;
- Facilitate involvement of youth, women and PWD in matters that affect them
- Monitor and advise on effective operation of 30% quota procurement directive to benefit women, youth and PWD’s;
- Conduct continuous situational analysis, evaluation of all projects, programmes implemented by the ministry on Special Interest Groups;
- Perform any other assignment by central planning and monitoring unit in furtherance of youth and gender mainstreaming agenda.

**Government Human Resource Information System (GHRIS):** Further information from the Public Service Commission reveals that the Government Human Resource Information System is a new initiative intended to provide a single web based platform that allows it’s humans resource services to be accessible online. This system is timely, as it will offer services to various government employees, Ministries Department and Agencies’ and improve access to gender disaggregated data. Although it may take time to be fully established, it is a positive development to the challenges of accessing gender disaggregated data experienced during the research process. The Key features include:

- Human Resource information dissemination portal
- Government Employee details management
- Online Payslip access
- Leave management
- Performance Management Online

**Resource Centre:** During Key Informant Interviews, the rural transport sector staff expressed the lack of a central resource centre or digital library where staff can access information materials especially those covering gender and transport, since it is a rare subject amongst engineers. Such centres would improve knowledge acquisition, exchange and retention within the institution as well as reinforcement of gender mainstreaming initiatives.

**Informal Conversations as a Source of Information:** A spontaneous lesson emerged during the research and that was participants are freer to express themselves in informal environment, as opposed to organised forums. For instance, remarks made during conversations both at national and county levels were indicative of attitudes on gender mainstreaming. Examples are:



- “Gender mainstreaming is only a donor conditionally for foreign aid”
- “What has gender to do with engineers”
- “Gender is about ladies let me take you to them to give you their views”

**An Historical Governance Perspective to Gender Imbalance in Rural Transport Sector:** Another reason was given for gender disparities in rural transport sector and that was past historical gender biased government directives. To support the view a scholarly article was cited by a respondent entitled “Gender in Schools to School Transition in 1972”, by I.M. Kithyo and S. Petrina of Moi University Kenya and University of British Columbia, edited Dr. R. T. Howell. It states that the author came across a government circular published in 1968 and circulated to all secondary schools and training institutions assigning 112 post-secondary programs as boys, while girls were allocated nursing and secretarial programs only. The lesson here is that cultural influence on governance as they are inter-dependent systems with impacts on attitudes and long term consequences.

Figure 8 shows the gender imbalance in Rural Transport Sector institutions, University faculties of engineering and tertiary institutions. It is a comparison of gender disaggregated data from Kenya Institute of Highways and Building Technology (KIHBT) University of Nairobi (UoN), Engineers Registration Board of Kenya and staffing in Rural Transport Institutions.

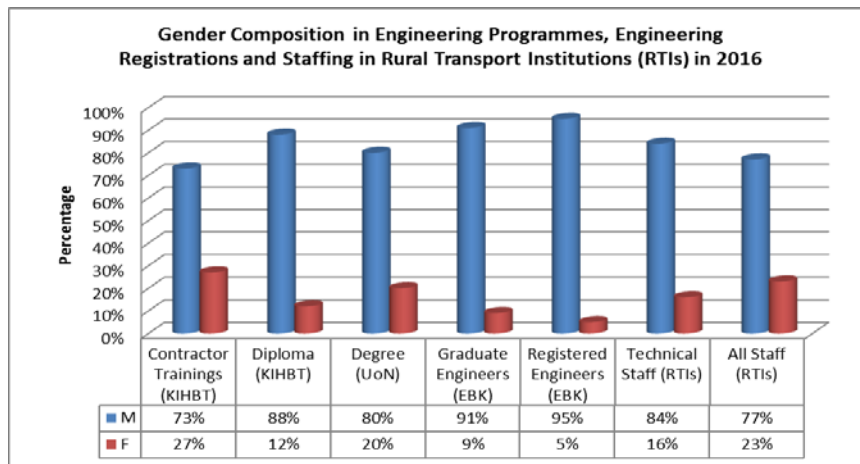


Figure 8: Gender Composition of Engineers in the Rural Transport Sector

From the bar graph, the general status is that women enrolment in engineering and related technical subject is still quite low in university and tertiary institutions to have meaningful impact in the labour market. This explains the heightened advocacy of girls’ enrolment in Science Technology and Innovation.

However, the composition of contractor women participants at Kenya Institute of Highways and Building Technology is higher standing at 27% than those enrolled in diploma and degree programmes. This is because the entry requirement to be a rural road contractor does not demand science or technical subjects except a company registered by the National Construction Authority. To tender one must have capital to pre-finance the work and engage an engineer or technician during the contract period. Furthermore, the Roads 2000 strategy has an affirmative action and development partners have been instrumental in sponsorship of women as Managers of Roadwork companies. This privilege does not apply to universities and tertiary institutions except in cases when government officers are sponsored for further training or through scholarship awards to best performing students, which is highly competitive.

### 8.1.2 County Institutions

Kenya promulgated a new Constitution in 2010 with new system of a devolved system of government creating 47 County governments. Devolution involves the distribution of administrative, political and financial powers from the centre to county governments, sub - county, ward up to villages. Both levels of

government are distinct and interdependent and conduct consultations and cooperation mutually. The system is expected to:

- Increase influence and impact in the decision-making process.
- Institute development and governance at the local level by availing services closer to users.
- Afford the citizens the opportunity to have a say, in the way they are governed, resources use and spur development and create employment.

The transition phase has been marked with a number of challenges, ranging from overlapping of functions, legal and institutional reforms, inadequate capacity and community unawareness of the governance system and its obligations to them. The following are the main findings from the three counties of Murang'a, Machakos and Homa-Bay.

**Staffing composition:** The employment agency for all county institutions is the County Public Service Boards including the Rural Transport Sector institutions. The Boards have also the major function of employment and gender mainstreaming in these all institutions. Just like national transport institutions men outnumbered women in senior management levels. The staff attributed this to fewer women with engineering and related technical background nationally.

Three major challenges were highlighted by the boards:

- The National Gender Development Policy which existed prior to the new 2010 constitution, was under review to include the county governments, and has just been finalised. Vision 2030 MTP 2013-17 emphasises it as an important instrument in facilitation of gender mainstreaming processes in the counties.
- The counties absorbed former employees of municipal and council staff a factor which complicated staffing rationalisation and gender equity employment strategies.
- To build the capacity of counties, the Ministry of Devolution and Planning, UN agencies, International Development Law Organization (IDLO) and DANIDA are training and setting up Gender Management Systems which are structures, mechanisms and processes for integrating gender management into all government policies, programmes and activities. Two manuals have been developed namely Gender Management Systems Manual Training Guide and Gender Management Systems 2015 for the purpose. The first groups targeted are the national assembly, county executives and gender departments
- Counties have Gender departments but they are amalgamated with sports, culture and education and target gender issues outside the county public service like GBV, girl child education which is equally important in gender mainstreaming at local level.

**Changes in Budget expenditure and Allocation - Affirmative Action Budget Allocation to Youth Women and PWD:** In the three counties, the affirmative action budgets have complied with 30% procurement quota reserved for Women, Youth and PWD. This has enabled women based roadwork contractor organisations to emerge. In Murang'a the affirmative action initiative provided the opportunity for the formation of Murang'a Women's SACCO to bid for roadwork tenders, enabling it to win a KSh31 million tender for three years. It even won an IPSOS award and is an example which should be emulated in all counties. However, PWDs and youth have not yet been well organised to take up these opportunities.

**Public Participation in Gender Budgeting:** Public budgets and expenditures are the means through which public policies are translated into targeted developmental actions. Citizen participation and civil society involvement is therefore essential, in for the process for promotion of transparency and safeguards against corruption; and ensuring that funds are allocated equitably to address the needs of poor and marginalised groups.

The approach to engagement of communities observed during the fieldwork appeared to be ineffective and non-inclusive. A County Legal Officer clarified that the participatory engagement law and guideline has not been published, yet it is in preparatory stage by the Kenya Law Reform. This is confirmed by the Kenya Public Service Commission Evaluation report of 2014. Therefore the process is still open to all types of influences.

For instance:

- Adequate Civic Education to induct communities in the meaning and value of public participation has not been done. In this regard, they are still unable to take part in Free Prior Informed Consultation process. Issues like budget and policy are meaningless to the uninformed illiterate and semi illiterate poor villagers.
- The process is performed without timely dissemination of the budget proposal for prior study by the beneficiaries. It is therefore still a mere fulfilment of the law in many counties.
- The researchers noted that women were not effectively given a voice, and those who attended the forums could not express their real needs, but often complied with the interests of men. This left women's concerns un-prioritised, planned and even budgeted for implementation, especially in the rural transport sector.

**Stimulating Factors:** Some of the stimulating factors cited by the county institutions include:

- Political Goodwill: County Government of Murang'a, under the stewardship of the Governor, has championed for women empowerment including construction of related projects. The Murang'a Women's SACCO is a good example of the Affirmative Action of 30% procurement opportunities benefiting women, and youth. The Murang'a Women's SACCO is a positive example to other counties.
- The engineers in Machakos reported of periodic training by Engineering Association of Kenya (EIK) on gender mainstreaming.
- An increased employment opportunity for county level populace is acknowledged both in public service and informal sector. Some of the beneficiaries are women, in rural road network which connects villages to major feeder roads.
- The National Transport Safety Committee Act 2012 (22 & 23) of Kenya Laws is setting up County Road Safety Committees. Though it is nascent stage of formation, such committees if managed well will reduce the high number of fatalities in motorcycle taxi transport services.
- The positive trend in increasing women contractors and construction labourers was attributed to affirmative action support by County Government and existence of role models (some successful women contractors like Murang'a Women's SACCO). In Homa Bay and Machakos, sensitisation on involving women in roadworks was successful and resulted in women becoming labourers, which was perceived to be for men only. This is a positive sign of changing attitudes in society regarding gender roles, though they have not reached the organised level of Murang'a Women's SACCO.

**Challenges from the perspective of the county institutions:** These included:

**Civic Education:** This is a challenge both at national and county Public Service Transport institutions. This would include the Constitution, County government organisation structure and obligations, Human Rights, gender equality and socio-economic value. As regards to gender the following were noted. There should be:

- Sufficient funding for sensitisation and training of public officers in gender thematic area.
- Certified gender training material for different cadres of staff from planners, engineers and public
- Limited gender trainers at county level.

**Lack of Gender disaggregated data:** The lack of gender disaggregated data was also manifested in all the counties level rural transport and infrastructure sector institutions.

**Procurement Process Challenges:** These include:

- lack of awareness of government procurement opportunities and procedures
- Financial capacity amongst women, youth and PWD to undertake 30% quota provision and support
- Delay in payment discourage to county contractors.
- An enforceable law that commits contractors, private companies to gender balance in construction labour recruitment.
- There are committees per ward comprising of Road engineers to oversee the works good progress but women are few or not represented at all.
- Independent Grievance Redress Mechanism to address complaints from unfair tendering procedures, poor roadwork quality work, political interferences.

**Unclear Road Classification responsibilities:** This is a transitional problem as adoption of new constitution also implies changes in institutional responsibilities. This requires drawing new mandates and laws. The road classification issue arose at all the 3 counties. The researchers were however informed that the unclassified rural roads which include intra-village rural footpaths, tracks and footbridges is the responsibility of county governments. The KeRRA Annual Report 2014-15 highlights county road classification as a major challenge facing the Authority and is currently being addressed by Kenya Roads Board. In such circumstances when rural transport agencies are in conflict, then community accessibility and mobility is hampered. A Roads 2015 Bill is in Parliament for deliberation to re-classify all roads to resolve any overlap of functions between the devolved and national governments.

**Application of Gender in Rural Transport Planning and Implementation:** Furthermore, the application of gender in rural transport is an unfamiliar subject in rural transport sector institutions at county level. The gender difference in rural transport tasks, between men and women is a subject that has not yet been included in training programmes and included in county integrated plans targeting and access and mobility needs of the marginalised groups like the elderly, women children and People with Disabilities.

**Equipment based approach verses Labour based road technological options:** Counties visited during this research still rely more on roadwork equipment to the detriment of labour - based approaches which is both employment and gender responsive. The Roads 2000 strategic plan 2009-2018 even refers to this situation and has recommended for the strategy to be transformed into a national policy.

**Planning and prioritisation of rural access roads:** The process of prioritising community access roads either by the county government or KeRRA is done through community participation and election of ward officials. Both genders are invited but women are slow and not willing to attend such meetings. It was revealed that many times, like in the case of Machakos the area Chief would try to nominate women even when they do not come up, but still they are not active. Several issues raised for the road are determined by equity at times by political interest and influence. Women do not come up to give their interest/views/opinion leaving everything to be decided by men.

The roads given priority are main roads used by many vehicles but not the community roads or foot paths/foot bridges in the interior.

**Access and Mobility challenges faced by women, compared to men.** These include

- The most common means of transport used by rural women compared to men is walking and donkeys to ferry materials or reach basic amenity centres. Lack of passable footpaths or bridges to homes worsens the situation during rainy season. The other means of transport are bicycles and motorbikes in majority of cases used by men.
- Women are the ones who attend clinics and when no access for even motorbikes they suffer more. Some roads are impassable during rainy season and even when there is an emergency

- Distances to basic facilities from villages are long. A young lady in Machakos narrated how she trekked from Kasolongo village to Mwala health centre in search for the nearest health facility approximately twelve kilometres
- Majority of the women do not ride motor bikes due to fear of harassment by men and therefore they spend so much in transport. The ratio of women riders is 50:1 thus out of every fifty men there is only one woman bike rider in Masii. Although business is always marked with competition, it was revealed that women get frustrated by men in motorcycle taxi business, they get discouraged and customers/clients are discouraged from their transport services.
- Ineffective information dissemination like advertisement in newspapers or county administration offices denies many rural communities access to information as travel and newspaper costs is beyond their meagre income. Information circulation is therefore limited.
- Delay in settlement of contractors' dues has ripple effects as it discourages workers from casual labour
- Lack of protective gears like gum boots, gloves, reflectors, helmets due to financial constraints by contractors should be factored into costing to ensure workers safety at site.

On motorcycle taxis, the counties noted that the following:

- Male youth are the main motorcycle taxi operators, but some have not even trained resulting in high levels of accidents and morbidity and mortality for both passenger and rider;
- For the riders, the greatest challenge is poor road conditions in rural roads. Also, they face insecurity, police harassment;
- They have low literacy levels, making it difficult to give them instructions on road safety and to invest profitably.
- Despite the challenges, the motor cycle taxi riders believe have registered themselves into SACCOs, enabling them to save;
- They are happy that through their unity they have been able to pool resources and have bargaining powers;

### **8.1.3 Case Study of Murang'a Women's SACCO**

#### **8.1.3.1 Introduction and Methodology**

The Murang'a County's Strategic Plan 2013-17 objectives is to ensure men and women have equal rights and opportunities. The case study of Murang'a Women's SACCO is one outstanding example achieved through commitment to planned goals. The SACCO was formed under SACCO Society Act, no 14 of 2008. It was later awarded Kshs 31 million roadwork contracts in the 2014/2015 and 2015/2016 financial years, making it a critical case study for direct and indirect transformative impacts of women's involvement in the rural transport sector infrastructure. The SACCO also won IPSOS award from an International Market and opinion research organisation.

The methods applied in the case study included:

- Face to face Key Informant Interviews (KIIs) using Semi-Structured Questionnaires were conducted with six leaders of the SACCO.
- FGDs were held with the executive committee of
- Triangulation was used to confirm information obtained from the KIIs
- Most Significant Change Stories (MSCS), were applied to corroborate the findings.

#### **8.1.3.2 Background of Murang'a Women's SACCO**

The devolved system of governance was aimed at improving service delivery to the Kenyan rural citizens. In order to bring development to the rural communities and fulfil the 30% gender affirmative action to women, youth and PWD the Governor through the County Department of Cooperative, Gender, Youth and Sports, to

spearhead the formation of a countywide Women SACCO. This resulted in the launch of sub-county level SACCOs which grew into a fully-fledged Countywide Women's SACCOs in 2014. The Murang'a Women's SACCO is an Umbrella SACCO of 9 Sub-County SACCOs.

**SACCO Objectives and Membership:** The main objective of the SACCO is to:

- a. Enable women with meagre income and limited livelihood to save and access credit facilities to improve their livelihoods.
- b. Create awareness to its members about savings mobilisation, self-sustenance of women, improving livelihoods, entrepreneurship, providing education and boosting participation both at the local and county levels.

**Membership:** Membership fee is only Kshs 100 (USD 1) to enable as many poor women to register. Each member is required to have a minimum monthly savings of at least Kshs. 400 (4 USD). To become a life member a member buys at least 1000 shares from the SACCO which now has a membership of 40,000 women from all nine sub-counties and is open to all women irrespective of socio-economic status

**Governance structure and decision making:** The SACCO is run by a secretariat facilitated by the Cooperative Department and the Department of Gender which provides an oversight role. It has a constitution with has an executive committee of four members headed by a Chairlady and her assistant, the secretary and the treasurer who are all democratically elected by secret ballots. There are other nine sub county representatives plus one member representing the diasporas. The Board meets monthly and its decisions are ratified by delegates of about 126 members, 9 from each sub-county SACCO.

#### **8.1.4 The Roadwork Contract**

In the 2014/2015 financial year, the SACCO was awarded a 31million tender targeting inter-village roads in the entire County to ensure inclusion of all members. The SACCO hired qualified road engineers while engaging its members on labour based roadwork backed by application of machinery where appropriate. In the 2015/2016 they were awarded another roadwork contract for unclassified roads network in the county.

##### **8.1.4.1 Benefits of Roadwork to Individual SACCO Members**

The SACCO members listed the following as the benefits to individual members:

- Profits from roadwork were ploughed back into the welfare of the SACCO's members to buy shares from the land plot at ksh 1000. Savings from road works are augmented by savings from the member's other income generating investments like poultry, pig and goat rearing
- Individual SACCO members and their families get benefits through income from the wages paid per week. Members were also lent money to support of domestic projects
- Members are therefore able to meet basic family needs
- Gradually a few SACCO members attended courses at KIHBT

##### **8.1.4.2 Benefits to the community**

These were listed as:

- Footpaths and footbridges thus improving the community access to schools, markets and connecting villages
- Mobility at village level was improved and motorcycle taxi were able to access the villages easily.
- Security patrol was also improved as officers were able to access the villages in case of need.
- The SACCO has become a source of employment as it engages not only its members, but also the youth, both female and male, in roadwork and other alternative income generating activities.

#### **8.1.5 Role of the County Government in Supporting the SACCO**

**The Department of Cooperative, Youth, Gender and sports** ensured that the SACCOs are registered according to the SACCO Societies Act, 2008, and that they adhere to all regulations. Sensitisation on a viable

SACCO management and value of having and commitment to a constitutional order was emphasised. The training also included entrepreneurship courses

**The Dept of Energy, Infrastructure and Transport** provided the engineers who supervised the road construction or maintenance works undertaken by the SACCO.

**Stimulating Factors for the Women's SACCO:** These were listed as:

- The 30% procurement opportunity for women, youth and PWD enabled the county government has to awarding the SACCO contracts worth Kshs 31 million each in the financial year 2014/2015 and 2015/2016 respectively whenever they met the requirements.
- The strategy of collectively forming a group as a SACCO enabled them to pool resources to bid for tenders in rural roadwork.
- The fact that they were able to earn some larger income from roadwork and re-invest into the SACCO was a great motivation.

**Challenges Faced by the SACCO.** During the first contract the women experienced immense teething challenges due

- Lack of roadwork experience and labour based road technology skills and cost effective business strategies in the contracts.
- Lack of roadwork equipment to enable them bid for higher classes of roads.
- Lack of sponsorship to roadwork courses to familiarise with rural roadwork technological options
- Delay in timely payment of the SACCO's invoices by the county government discourages women as this erodes the trust among them.
- Political interference in rural roadwork is another source of challenge encountered
- In-effective dissemination or communication of tender information by the rural transport sector institutions does not reach the group on time in newspapers or pinned on notice.

#### **8.1.6 Lessons Learnt from the SACCO**

- Rural Women are capable of succeeding well in male dominated rural transport sectors, if they organise themselves into CBO's SACCO's or commercial entities and pool resources, skills and knowledge.
- Such organisations also require good leadership, training and mentorship from relevant institutions to ensure stability and knowledge in areas of involvement. The Murang'a Women's SACCO were registered under the SACCO Act and supported by Departments of Cooperatives and Transport Infrastructure and Energy
- Political goodwill is a necessity, as Politicians enjoy legislative powers for budget allocations and oversight roles.
- Commitment to sound management principles and diversification of projects for long term sustainability is another strategy. The Murang'a Women's SACCO has a professional management secretariat and invested in alternative business ventures like the current 102 room University Hostel, which will generate a 1.2 million monthly. It also offers credit facilities to it members to facilitate individual micro businesses.
- The SACCO also drew the county government attention that youth are highly steeped in alcohol something that undermines gender equality initiatives. They have also pointed out that PWD need specialised attention for self - reliance just like the Women SACCO. The County government is already taking action to address these maladies.
- The involvement of Murang'a Women's SACCO in road construction has economically revolutionised the status and attitude in women's' capacity in Murang'a County and beyond who are already forming associations to do the same

- As expressed in Most Significant Change Stories (MSCS) in this case study, members of the Murang'a Women's SACCO have managed to overcome financial challenges that incapacitated them before the formation of the SACCO.

## **8.2 Most significant Change Stories (MSCS)**

Five MSCS are presented here. Of these, four from the Murang'a Women's SACCO members are a demonstration of benefits of economic empowerment to women and their families while the fifth, which is about a female member of a Constituency Road Tender Committee (CRTC) in Machakos County is a demonstration of how determination by women, despite the odds, is capable of seeing them rise to positions of influence at the community level transport institutions. (The names used in the MSCS are not the real names of the beneficiaries, to ensure confidentiality of information).

### ***Story 1: Beatrice (56 years old) from Kigumo sub-county***

Prior to joining the SACCO Beatrice used to wash clothes in neighbourhood household. She has a family of five grown up children, four grandchildren to take care of since her three daughters in Nairobi are single mothers with no steady income so they forced to leave the children with their grandmother.

Beatrice became a member of the Murang'a Women's SACCO through an invitation by one sub-county leader for whom she used to work, who introduced her to the SACCO with access to manual roadwork jobs from which she gets her pay on a weekly basis. As a result, she now rears dairy goats and poultry and sells eggs to boost her income. She plans to buy a piece of land in Nyandarua County in the near future, where the members will buy shares to be able to reap the benefits. Beatrice feels she has greatly benefited from the SACCO as she now has something for her children and grandchildren to inherit from her.

### ***Story 2: Tabitha (53 years old) From Maragua Sub County***

Tabitha has lived in Maragua all her life, in a one roomed rental house. She had no other source of income apart from selling vegetables. A single mother of three, she states that before joining the SACCO, her life in Maragua was tough, as she was not able to make any savings from her vegetables sales. Within a year of joining the SACCO, Tabitha has been engaged in road maintenance work. Out of the earnings, she has been able to construct a semi-permanent house. In addition, she has been borrowing and repaying the SACCO credit as she continues to work on the road maintenance. She bought a dairy cow and a water tank. Finally, Tabitha is now able to pay fees for one of her daughters who has enrolled for computer classes in Maragua town. The SACCO projects on hostel construction and land buying are her future investments which, she says, will benefit her children, especially her disabled son.

### ***Story 3: Christine (37 years old) From Kangema Sub County***

Christine is married and has two children, one in high school and another in primary. The husband is a mechanic. To be able to support her husband, Christine worked part time as a House Help and part time as a casual labourer in nearby farms. For the last two years since she become a member of the Murang'a Women's SACCO, she has been involved in road maintenance work. Like other members of the SACCO, Christine is able to save and borrow money from the SACCO and attends to her twenty-seven pigs which she purchased with credit from the SACCO. She has also started a small poultry project which she intends to increase when she next borrows money from the SACCO.

### ***Story 4: Lucia (28 years) from Kiharu Sub County***

Lucia is a young single mother of two who dropped out of school in form two. She has been working as domestic worker to support her children, and to pay rent and buy food. The pay she got was hardly enough



for all her expenses, and she could not save or borrow money as she was not part of any SACCO. Lucia says that the advantage of joining the SACCO is that when she fails to get domestic work, she does the road construction job enabling her to save. Her opinion is that the SACCO is the best way to empower women as they have been going for trainings on entrepreneurship and benchmarking visits which have been educative.

**Story 5: Nancy (aged 45 years) from Mwala Constituency, Machakos County**

Nancy wore a number of hats prior to becoming a member of the CRC, as described below:

**Nancy the youth activist:** Starting off as a youth activist, Nancy represented young people in various political activities at the constituency level, fighting for their inclusion in the socio-economic development decision-making processes at the constituency level. At the same time, she joined a number of community level Women Groups where she held various positions, among them, the position of Treasurer. This enabled her to acquire training in Savings and Credit.

**Nancy the Motor Cycle Taxi rider:** Through membership of women's groups, Nancy was able to successfully apply for a loan from the government managed Women Enterprise Fund and bought a motor cycle. Nancy reported that as a motorcycle taxi, she was much 'loved' and preferred by her customers over and above her male counterparts due to her 'gentleness and honesty'. In particular, female customers felt safer in her care compared to male boda boda riders.

**Challenges facing female motorcycle taxis riders:** Despite her success as a motor-cycle taxi rider known locally as (boda boda riders). Nancy reported that motorcycle taxi riding is not a first enterprise line for women. Some of the challenges she faced include: (i) Stiff competition for customers from male counterparts and therefore had fewer customers; (ii) Odd timings of the trade and insecurity. As a woman, wife and mother, Nancy was unable to keep up with the rigors of motorcycle taxi riding which requires an early start and a late finish. The riders are sometimes called upon to avail their services at odd hours of the night; a challenge that female operators are unable to cope with, for security reasons and familial callings. For these reasons, Nancy was seen to be selective of her customers, preferring to start work by mid-morning and to finish by early evening. (iii) Verbal sexual harassment was also common.

**Nancy the member of the National Government Constituency Development Fund and Constituency Road Committee):** In time, Nancy successfully vied for the elective office at the NGCDF's Tender Committee. She was elected to this Committee as a representative of young people by the youth in Mwala constituency as well as by Members of the County Assembly (MCAs) from the Wards in Mwala Constituency and the community at large. The NGCDF is normally composed of 6 people. In Mwala Constituency, the committee has three women and three men. The NGCDF Tender Committee nominated Nancy as their representative to the Constituency Road Committee (CRC) where she is the Vice Chair and the only woman.

As a member of the two committees, Nancy sees her role as championing the prioritisation of rural access roads and bridges that link villages to each other and to markets, health facilities and schools. She hopes her time in the two committees will eventually translate to practical benefits for women and youth by championing their organisation into entities that can successfully bid for tenders through the 30% procurement rule.

The detailed report of the case study and the MSCS are in Annex A of this report.

### **8.3 Emerging Issues from the Research**

**Exclusion of the Boy Child in the Gender Equality Agenda:** In Murang'a the team was informed that the youth are becoming more disadvantaged especially due to alcoholism. The research exposed that alcoholism amongst the youth is counter-productive to gender equality initiatives. The Murang'a County Strategic Plan

2013-17 has cited this challenge for government's intervention while NGEC has published a report on "The Status of the Boy Child in Kenya" an emerging perception on the exclusion of the boy child.

**Exclusion of Water Transport from the Research Agenda:** There was dissatisfaction with the exclusion of water transport from the research especially in Homa Bay County as it was argued that rural transport in regions bordered by water rely on water transport to access their homes or for business purposes. Participants regretted that water transport was not part of this research despite the fact that the water transport being a major mode of rural transports services in the county. In their opinion the rural transport research should have been entitled as rural road transport so as not to create confusion and hope in expression of all challenges in seamless rural transport system.

**Concern over the Benefit of Research to Targeted Institutions:** A good number of respondents in key positions were very concerned whether the research outcome will benefit them despite the objective of influencing policy makers. From experience, several research initiatives have been conducted without impacts due to lack of expertise to guide the process and financial capacity to meet the goals.

## 9. Conclusions and Recommendations

### 9.1 Conclusions

The researchers learnt that very few officials in the rural transport institutions view rural transport through a gender lens. Such situation leads to gender blindness in rural transport planning, budgeting and implementation process. The implication is inaccessibility at intra - village level, resulting from lack of passable footpaths or footbridges and mobility challenges.

Though legal and institutional frameworks are necessary for gender mainstreaming implementation, there is need to give serious attention to Gender Management Systems which is the integration of structures, mechanisms and processes into all government policies, programmes and activities through capacity building, monitoring and evaluations to ensure that policies are really translated into practice. One of these is the development of a uniform gender - disaggregated data system in all rural transport institutional operations.

It is also time to be more innovative and involve opinion leaders in the gender equality debate, ranging from religious, cultural and legislators to join in championing the changes, and leading the transition of attitudes within institutions.

However, the most encouraging change in Kenya is the promulgated of the Constitution of Kenya (2010), which has recognised gender equality and equity in political, economic and social spheres. It has led to enactment and review of several gender responsive policies and guidelines for implementation. Another positive change is that women are motivated and stand a better chance, if organised into associations like CBO's SACCOs or Associations, as it equips them with bargaining power to voice their concerns to those in authority. Such is the case of Murang'a Women's SACCO and Association of Engineers of Kenya (Women Chapter) who are successfully championing women interests in the sector.

It is fortunate that the devolved system of government offers greater opportunity for closer interaction with communities at local level, due to the presence of governance structures from the County headquarters up to village level. KeRRA's Annual report of 2014-2015 has indicated that the Roads Bill 2015 which is being deliberated in parliament, once enacted will enable it, to collaborate with county governments in building their capacity in rural roadwork. This could be an opportunity to introduce the Roads 2000 strategy to counties and address the rural gender transport inequalities through similar programmes like the Tanzanian

and Ethiopian Village Travel and Transport Programmes. It is the one of the roadmaps to achieving inclusivity recommended in the recent NGECC publication entitled “The Status of Equality and Inclusion in Kenya, 2016.”

## **9.2 Recommendations**

### *9.2.1 Recommendations for Improvements on Gender Mainstreaming Policies*

- Finalise review of the National Gender Development Policy, to enable counties to establish common and legal mechanism for gender mainstreaming.
- Enhance the Roads 2000 strategy into transformation into a National Policy as proposed in KeRRA’s strategic plan 2013-17 to facilitate adoption at counties. This would also require advocacy on the socio-economic value of the strategy and capacity building in the technology as proposed in KeRRA’s Annual Report 2014/15
- Initiate integrated rural transport planning through the CIDPs to ensure important rural access roads and footbridges are included in county infrastructure budget
- Push for the enactment of the Roads Bill that is currently pending in parliament to define rural road classification responsibilities between counties, national government
- Disseminate even in websites, the Ministry’s “Policy Statement and Guidelines for Cross-Cutting Issues in the Rural Roads Sub-Sector (2013) to implementing officers in the ministry gender oversight and implementing institutions to create awareness of application of gender in transport. The policy statement is applicable to both national and counties and should be discussed by stakeholders and reviewed every 5 years as recommended.
- The National Transport and Safety Authority Act no 33 of 2012 which includes the formation of County Roads Safety Committees should include capacity building of the committees to enable them effectively support NTSA in curbing the high death toll by motor cycle taxis in rural Kenya roads
- Spearhead implementation of the Integrated National Transport Policy (2009) at County Level, as it acknowledges the gender rural transport inequalities and offers interventions.
- Finalise the Public Participation Policy, Act and Guidelines to guide officers engaging the public and communities in development activities and train relevant officers of the rural transport institutions on Public/Community engagements Methodologies to ensure gender inclusivity in transport infrastructure and services activities. Action

### *9.2.2 Recommendations for Improved Gender Mainstreaming in Staffing*

- Create awareness on gender equality, equity and the socio-economic values of gender mainstreaming as the first step in gender mainstreaming efforts at institutional level, including community institutions.
- An accessible and uniform gender disaggregated data in public institutions should be made mandatory to effectively facilitate gender mainstreaming in all aspects promised by the Constitution of Kenya, 2010. A good example is the Government initiative on Human Resource Information Management System (GHRIS), which should include gender disaggregated data as one of the components.
- Sensitise and train all prime gender mainstreaming facilitators – rural transport sector decision makers; gender mainstreaming Committees; Planning Officers; Human Resource Managers; Engineers; and County Officials responsible for infrastructure and transport in all aspects of the concept to enable them support its implementation.
- Since each rural transport sector has a gender committee, it would be motivating and more sustainable to sponsor them to gender equality and Training of Trainers courses to enable them conduct periodic in-house sensitisation courses for their staff.

- The gender mainstreaming committees in rural transport institutions should adopt a forum for periodic meeting for sharing publications, knowledge, strategies and programmes for informative and sustainable gender mainstreaming in the sector.

### *9.2.3 Recommendations for Budgeting and Budget Allocation*

- The Gender Responsive Budget a publication by NGEN should be circulated to rural transport gender committees, planning engineers and officers in order to adequately enable these target groups to comprehend the process for realistic annual budget proposals. Special training should still be conducted on the subject, as adequate and appropriate expenditure in priority gender activities is key to implementation process.
- Back institutional gender mainstreaming programmes and activities with dedicated budget lines to ensure effective implementation. In some institutions gender activities is still included in overall budget hence it subject may suffer from financial limitations and focus.
- Include community access roads in rural roadwork classification system, to ensure they are budgeted for and allocated funds accordingly.

### *9.2.4 Recommendations for Access to Government to Procurement Opportunities*

- The delay in settlement of contractors' payments at county level is a matter of grave concern and defeats the purpose of 30% quota system. The issue should be brought to attention of Council of Governors and even NGEN for redress
- To ensure that the 30% procurement affirmative action benefits poor rural women, youth and PWD the proposals made by the Ministry of Roads Policy Statement and Guidelines should be explored. That includes building the capacity of rural women youth and PWD through formation of CBO's, societies and SACCOs and supporting them in management i.e. Murang'a Women's SACCO.
- Recommendation was made for civic education on tendering process, financing, documentation and prompt payments of works to improve participation of rural women, youth and men in rural roadwork.
- Financial Management Act 2012 (Affirmative Action) which created Women and Youth Enterprise Funds should be applied in financing the poor rural communities' rural roadwork as contractors.
- Include and enforce Gender equity and concerns in Contract documents.
- Establish an independent and fair Grievance Redress Mechanism to address procurement related issues at County level. The Public Procurement Oversight Authority is one agency which could play a role in this process

### *9.2.5 Recommendations for Improved Inclusion of Women in Decision Making*

- Enhance sensitisation of communities/parents in girl-child education in Africa, especially in science and engineering subjects for increased job opportunities in transport and infrastructure sector for women, PWD and marginalised groups.
- Disseminate information on the Murang'a Women's SaCCO to other counties through various forums like Council of Governors, study tours to enlighten and influence other county governments on the potential authority at their disposal to empower women, youth and other marginalised groups.

### *9.2.6 Capacity Building Recommendations*

- Conduct a gender mainstreaming training assessment for all target groups within the rural transport sector in order to develop relevant training curriculum and reference materials for the sector

- Sensitise politicians, policy makers and county leadership that “rural roads are not enough” and that inter-village access and transport contributes to socio economic development and should be included in roadwork classification or be recognised as a separate programme.
- Include men, youth, women, politicians, religious and cultural leaders in the gender debate as all these institutions are inter-dependent and affect each other irrespective of gender mainstreaming constitutional, policies and legal Acts.

Develop a knowledge resource centre for the transport sector where all information, history, reference materials can be accessed at national and county level. This would be one strategy of enhancing of dissemination of gender information to reinforce learning. The Human Resource Development Policy (2015) now provides for building capacity in Knowledge Management. For timely and sustainable gender awareness creation, consider the integration of cross-cutting issues in engineering and related technical subjects at university and tertiary institutions level. The strategy would enhance gender mainstreaming efforts, as graduates would be familiar with the gender equality subject and it’s socio-economic values before entry into the labour market.

### *9.2.7 Recommendations for Village Level Rural Access and Transport Services*

- Classify rural footpaths and footbridges to take care of intra-village access through the County Integrated Development Planning process.
- Involve the communities through designed community contracts to construct and maintain footpaths and footbridges with support from engineers through appropriate rural roadwork technology.
- Emulate and adopt the Village Travel and Travel Programme approach as implemented in Tanzania and Ethiopia for sustainability purposes

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Policy Statement and Guidelines on Mainstreaming Cross cutting issues in the road subsector- 2013: Grey literature.

## **Annex A: Case Study of Murang'a Women's SACCO and Most Significant Change Stories**

### **I. The Murang'a Women's SACCO**

The Murang'a Women's SACCO was awarded Kshs 31 million roadwork contracts in the 2014/2015 and 2015/2016 financial years, making it a critical case study for direct and indirect transformative impacts of women's involvement in the transport sector. The SACCO also won IPSOS recognition award, an international market and opinion research specialists.

#### **The Case Study Methodology**

Face to face Key Informant Interviews (KIIs) using Semi-Structured Questionnaires were conducted with six leaders of the SACCO, four being members of the executive committee and two ordinary members. It was believed that as leaders of the SACCO, they were better placed to explain the background and functions and of the SACCO, and in particular, how they won the Kshs 31 million road work tender and its benefits to the members. In addition, two separate Focus Group Discussions (FGDs) were held with the executive committee of the SACCO to understand the SACCO's governance and decision making process structure and process, and with the members/beneficiaries to understand each member's involvement in the SACCO, especially roadwork, and how it benefits ordinary members and their families. Finally, triangulation was used to confirm information obtained from the KIIs and FGDs concerning how the women translate the wages from roadworks into other small scale income generating activities

To corroborate the information given by the SACCO members concerning how the SACCO membership and the wages from road works have transformed their lives and that of their families, and to record their Most Significant Change Stories (MSCS), the researchers visited the homesteads of three SACCO members, one each in three different sub-counties. The researchers also interviewed a woman member of Mwala Constituency in Machakos County who is the Vice Chairperson of the Constituency Road Tender Committee (CRTC). The stories of these four women are in section 7.6 of this report.

#### **Background of Murang'a Women's SACCO**

The promulgation of the Constitution of Kenya (2010) resulted in the formation of forty-seven devolved governments in 2013 aimed at improving service delivery to the Kenyan citizens, from the National, County to village levels. In addition, it improved women's literacy levels, together with advocacy and sensitisation on gender equality and equity, have culminated in strategies geared towards emancipation of women by making them financially secure.

Prior to 2013, women's groups in Murang'a county, like in other parts of the country, existed as small village level self-help outfits registered that are with the department of Culture and Social Services, with the sole purpose of supporting each other through the Mary-Go-Round sort of savings mobilisation. The Murang'a County Government wished to accelerate the involvement of Murang'a women in the County's development process, in particular, through the 30% gender rule on procurement. The Governor motivated the County Department of Cooperative, Gender, Youth and Sports, to spearhead the formation of a countywide Women SACCO. This resulted in the launch of a sensitisation programme that saw the village women's self-help groups turn themselves into sub-county level SACCOs.

Once the sub-county SACCOs were established, a second round of sensitisation was initiated by the Department of Cooperative, Gender, Youth and Sports for the formation of the countywide Women's SACCO. It is against this background that the sub-county Women SACCO's in Murang'a came together to form a fully-fledged Countywide Women's SACCO, aptly named Murang'a County Women SACCO in 2014. The Murang'a Women's SACCO is an Umbrella SACCO of 9 Sub-County SACCOs. While there is a total of

seven sub-counties in Murang'a County, two of the sub-counties – Mathioya and Gatanga – were divided into two each because of their geographical size, for ease of administration of the cooperatives, hence the nine women SACCOs in the County.

Because of the background of the Umbrella SACCO, the leadership of the SACCO proudly refers to the SACCO as a project of the County Government.

### **SACCO Objectives and Membership**

The main objective of the SACCO, which had its roots in the village level self-help groups, was to enable women with meagre income and limited livelihood strategies to save and access credit facilities to improve their livelihoods. To achieve this, the SACCO, through the County Department of Cooperative, Gender, Youth and Sports, sensitised the members on meaning and purpose of buying shares, the 30% gender rule on procurement and the procurement process including encouraging the SACCO to participate in county tenders for the provision of supplies and infrastructure works, among them road construction.

In addition, the SACCO creates awareness to its members about savings mobilisation, self-sustenance of women, improving livelihoods, creating new entrepreneurs, providing education on thrift and boosting participation both at the local and county levels.

Membership of the SACCO is by registration and the membership fee is only Kshs 100 (USD 1) to enable as many women as possible to register, in addition to having a national identification card (ID) as proof of residency in Murang'a. Registration undertaken by each of the nine sub-county SACCOs, and each member is required to have a monthly savings of at least Kshs. 400 (4 USD) per month. In addition, members are encouraged to buy at least 1000 shares to enable them become life as members of the SACCO. So far the SACCO has a membership of 40,000 women from all nine sub-counties, i.e. Kangema, Mathioya, Kiharu, Kigumo, Maragua, Kandara, Upper Gatanga, Lower Gatanga and Kahuro sub-counties. The geographical coverage ensures an all-inclusive participation of women at all levels. The SACCO has attracted all cadres of women irrespective of their social, professional or financial status. It has attracted female teachers and business women living in and out of Murang'a County all of whom have been given opportunity to save and buy shares, provided they are individuals from the county.

### **Governance structure / decision making**

The SACCO is run by a secretariat whose officials have attended several trainings facilitated by the County Government, the Cooperative Department and the Department of Gender which provides an oversight role, in accordance with the SACCO Society Act, no 14 of 2008. It has an executive committee of four members headed by a Chairlady and her assistant, the secretary and the treasurer who are all democratically elected by secret ballots. There are other nine member officials on board as sub county representatives plus one member representing the Diasporas who together form the Board of Directors which is the ultimate decision making organ of the SACCO. The Board meets monthly and its decisions are ratified by delegates of about 126 members, 9 from each sub-county SACCO. The delegates meet regularly and are governed by a constitution.

### **The Roadwork Contract**

To boost and empower the women, the county first gave the SACCO a piece of land and encouraged members to buy shares at a minimum of Kshs 1000 (USD 10) per share to enable them to own the land. This was followed by the award to the SACCO of a road construction contract in the 2014/2015 financial year, on condition that all SACCO members from each of the nine sub-county SACCOs would benefit. Although there was an open tender where other members of the public were also encouraged to apply, the treasury circular

no 14/2013 which emphasises the 30% gender rule in procurement favoured the Women SACCO. The award was a fulfilment of the affirmative action under this rule which reserves 30% procurement opportunities for women, youth and people with disabilities (PWD).

Having been sensitised on the 30% gender rule on procurement, and process, and having the association was organised enough by the time open tenders were advertised and were awarded contracts by various departments of the County Government. Specifically, in the transport and infrastructure docket, the initial contract was for Kshs. 31 million which was for the construction of inter-village roads in each ward in all the sub-counties of the County.

### **Hire of qualified civil engineers**

The first Ward in which the SACCO cut its teeth in road construction was Nararia Ward in Kandara sub-county. In 2014, followed by construction in the identified wards in various sub-counties. Because they lacked the requisite technical skills, the SACCO hired qualified road engineers while engaging its members on labour based aspects of road construction such as bush clearing and digging trenches, and where necessary, they hired machines.

The work in Nararia Ward was followed by work in other Wards according to the roads prioritised by CRC in each Ward, through public participation forums. Where machines are required the SACCO hires these from other contractors within the County who have the necessary machines, which calls for them to liaise and network with such contractors as a way of building their profile.

In the 2015/2016 financial year, the County Government awarded the SACCO three road projects per Wards in each Sub-county. The contracts are for unclassified roads where works include bush clearing, construction or repair of footpaths and foot bridges. In addition to benefitting from the 30% procurement gender rule, the SACCO also competed in the tenders for the remaining 70%.

### **Benefits of Roadwork to Individual SACCO Members**

In order to maximise benefits to members, progressively, the initial profits from roadwork were ploughed back into the welfare of the SACCO's members by lending them cash to enable them buy shares from the land that had been donated to them, at Ksh 1000/share. In this way, every woman with a share of land would gradually be able to develop her piece of land by constructing structures for commercial purposes. The Kshs 1000/share is mandatory for each member and is paid once in a lifetime of SACCO membership.

Other benefits from membership of the SACCO include:

Individual SACCO members and their families get benefits through income from the wages paid per week. From this, each member saves Kshs 10 per day which enables those who do not wish to take a loan to invest in the mandatory Kshs 1000 minimum, for buying shares in the land. The SACCO supplements the family income by lending members money in support of domestic projects. In this regard, members are able to get loans/credit up to three times their actual their savings, which is repaid at about one and a half precept interest. Benefits of the loans are evident since members are able to construct better shelter for their families in addition to the purchase of such items as household water storage tanks, while others have increased their banana farming.

Savings from road works are augmented by savings from the member's other income generating investments including dairy goat rearing, poultry keeping and pigs among others, all of which are initiated through savings from the road works.

Membership of the SACCO has seen improvements in the welfare of the individual members' families since, through investment in the various income generating activities, the women are able to meet most of their family obligation such as good health and education for their children. The road works ensure constant income for the women who continue to be engaged in manual work on the roads.

### **Benefits to the community**

In addition to benefits to individual SACCO members and their families the road construction works by the SACCO has benefits to their communities too. The following are some of the benefits to the community:

The SACCO members reported that construction of foot paths and bridges benefit the community at large - men, women, children and youth - who use the foot paths and foot bridges to access various village level socioeconomic services such as markets, schools and connecting one village to the other. Their work also benefits the mobility needs of their communities such as boda boda riders who are able to access the villages easily. Better village roads also enhance security situation as security officers are able to access the villages easily in case of need.

The SACCO has become a source of employment as it engages not only its members, but also the youth, both female and male, in road construction works as was witnessed by the research team in Maragua sub-county, thus indirectly helping to put food on the table for non-member families.

Issues of insecurity and access to markets and health services are addressed by having good roads. Most of the wards have access roads that enable security officers to make quick response to any criminal case reported unlike when there were no roads.

The SACCO has made efforts to reach out to PWD who registered with the SACCO, but most of them are unable to participate in manual roadwork due to their physical conditions, and are therefore not able to have roadwork as a source of income.

### **Role of the County Government in Supporting the SACCO**

#### **Department of Cooperative, Youth, Gender and sports**

The department is a regulatory institution that ensures that SACCO's serve the interest and objectives they are established for, for the benefit of the members. This department undertook the initial sensitisation of the village level women self-help groups and mobilised them to establish sub-county Women SACCOs and the subsequent MCWS. The Department of Cooperatives ensured that the SACCOs are registered according to the SACCO Societies Act, 2008, and that they adhere to all regulations under the Act. Part of the sensitisation and capacity building offered by the Department to the SACCO range from creating awareness on the requirement for licensing, through to the acceptable governance structure of the SACCO, the content of the SACCO's constitution, and business ethics that are necessary for progress and continuity.

## **Depart of Energy and Infrastructure and Transport**

The roadwork undertaken by the SACCO and their hired engineers is supervised by engineers from the County Government's Department of Energy and Infrastructure who also advice women and their hired engineers on where to improve as they certify the completion of works.

### **Training for the SACCO members**

To achieve the objectives of the first contract, the SACCO hired a contractor who did the work for them. They ploughed the profit back into the SACCO, and tendered for more work. This gave them courage and the determination to learn more about road work, leading the women to send two of their members for rural access road construction training at KIHBT. Gradually, other members have been exposed to short courses locally, which has enabled them to improve and enhance their road construction and supervision skills.

Training and exposure of some members through study tours to other rural road construction technologies has enriched the knowledge and skills of SACCO members in rural transport infrastructure. They have become more confident and are able to articulate many other issues affecting families and community.

### **Stimulating Factors for the Women's SACCO**

The county government has been supportive by awarding the SACCO contracts worth Kshs 31 million each in the financial year 2014/2015 and 2015/2016 respectively.

For the women, coming together to bid for construction works is seen as a paradigm shift to improve rural transport planning through involvement of both genders. Maramba, Petronilla (2001) states that:

*...gendered transport and mobility patterns have measurable detrimental economic consequences first for women themselves, second to respective household units and thirdly to the society as a whole.*

The involvement of Murang'a Women's SACCO in road construction has economically revolutionised the status of women in Murang'a County and men feel that more attention is being given to empowering women than men. This has led to men feeling left out in most rural road activities in the county while the women are motivated to do more.

Diversification of their income sources motivates the women to do their best as income from road work, in addition to be sustainable in itself, is also seen as the sustainability bedrock for these other ventures. To this end, the SACCO has encouraged the women to invest in small scale enterprises such as poultry, dairy goats and cows, piggery, and small scale real estate such as the construction of a hostel for university students that was on going at the time of the research and the planned purchase of land in another county.

Youth and PWD are yet to benefit much in the county's tender processes: Much as the county government is making deliberate efforts to encourage women, youth and PWDs to participate in the county's tender processes in order to benefit from the 30% procurement rule, the women informed the researchers that the youth and PWD have not benefited as much as the women due to their inability to participate in the tender process and win. Most of the youth and PWD did not have the capacity to qualify due to challenges in accessing government procurement opportunities. Part of the reason given for this anomaly is the fact male youth in Murang'a County are so steeped in alcohol that it would be difficult to support them to organise themselves into a SACCO without first rehabilitating the. To this end, the county government undertaking such initiatives as "one cow one youth/one home" and providing those who present themselves motor-cycles loans among others. On their part, most of the PWDs are not privileged to access government offices

or get information on available opportunities due to their physical challenges which saw most of them not acquiring education.

### Challenges Faced by the SACCO

As shown in the Most Significant Change Stories (MSCS) in this case study, members of the Murang'a Women's SACCO have managed to rise above the financial challenges that affected them before the formation of the SACCO. Nevertheless, they experienced the following challenges in the few years that they have been in existence.

- During the first contract, the women experienced a lot of teething problems since they had no prior experience in roadwork and relied entirely on hired contractors who, they later discovered, took advantage of their ignorance to exploit them, making them lose out on what would have been a good profit. They also lacked roadwork equipment such as graders which they had to hire from other contractors, further eating into their profit margin.
- Lack of engineering or road construction skills among the women has been a challenge though a few members have now attended short courses at KIHBT. Further sponsorship to courses would familiarise them with rural roadwork technological options and cost effective approaches in this trade.
- Lack of roadwork equipment (machinery) by the SACCO, means that the women spend more funds in hiring them, thus eating into their profit margins. Due to limited skills and lack of equipment, the SACCO is unable to bid for work in other counties and at the national level.
- Heavy rains are an impediment to rural road work as floods sweep away culverts and road surface materials such as sand and gravel, making it both impossible to complete the works during the rainy session, but also leading the women to incur more costs, further eating into their profit.
- Delay in timely payment of the SACCO's invoices by the county government discourages women as this erodes the trust among them.
- Political interference by MCAs in rural roadwork is another discouragement to the women.
- The dissemination or communication of tender information by the rural transport sector institutions does not reach the group on time since such tenders are either advertised in newspapers or pinned on notice boards in the respective offices.

## II. The Most Significant Change Stories

Five significant change stories are presented here, four – about the Murang'a Women's SACCO members - are a demonstration of benefits of economic empowerment to women and their families while the fifth – about a female member of a Constituency Road Tender Committee (CRTC) in Machakos County – is a story of a woman's determination to rise to a community level position of influence despite the odds.

Note that *the names used in the MSCS are not the real names of the beneficiaries, to ensure confidentiality of information.*

### Story 1: Beatrice (56 years old) from Kigumo sub-county

Prior to joining the SACCO Beatrice used to wash clothes in neighbourhood household. . She has a family of five grown up children, four grandchildren to take care of since her three daughters in Nairobi are single mothers with no steady income so they forced to leave the children with their grandmother.

Beatrice became a member of the Murang'a Women's SACCO through an invitation by one sub-county leader for whom she used to work, who introduced her to the SACCO with access to manual roadwork jobs from which she gets her pay on a weekly basis. . As a result, she now rears dairy goats and poultry and sells eggs to boost her income. She plans to buying a piece of land in Nyandarua County in the near future, where

the members will buy shares to be able to reap the benefits. Beatrice feels she has greatly benefited from the SACCO as she now has something for her children and grandchildren to inherit from her.

*Story 2: Tabitha (53 years old) From Maragua Sub county*

Tabitha has lived in Maragua all her life, in a one roomed rental house. She had no other source of income apart from selling vegetables. A single mother of three, She states that before she joining the SACCO, her life in Maragua was tough, as she was not able to make any savings from her vegetables sales. Within a year of joining the SACCO, Tabitha has been engaged in road maintenance work. Out of the earnings, she has been able to construct a semi-permanent house. In addition, she has been borrowing and repaying the SACCO credit as she continues to work on the road maintenance. she bought a dairy cow and a water tank. Finally, Tabitha is now able to pay fees for one of her daughters who has enrolled for computer classes in Maragua town. The SACCO projects on hostel construction and land buying are her future investments which, she says, will benefit her children, especially her disabled son.

*Story 3: Christine (37 years old) From Kangema sub county*

Christine is married and has two children, one in high school and another in primary. The husband is a mechanic. ... To be able to support her husband, Christine worked part time as a House Help and part time as a casual labourer in nearby farms. For the last two years since she become a member of the Murang'a Women's SACCO, she has been involved in road maintenance work. Like other members of the SACCO, Christine is able to save and borrow money from the SACCO and attends to her twenty-seven pigs which she purchased with credit from the SACCO. She has also started a small poultry project which she intends to increase when she next borrows money from the SACCO.

*Story Four: Lucia (28 years) from Kiharu sub county*

Lucia is a young single mother of two who dropped out of school in form two. She has been working as domestic worker to support her children, and to pay rent and buy food. The pay she got was hardly enough for all her expenses, and she could not save or borrow money as she was not part of any SACCO. Lucia says that the advantage of joining the SACCO is that when she fails to get domestic work, she does the road construction job enabling her to save. Her opinion is that the SACCO is the best way to empower women as they have been going for trainings on entrepreneurship and benchmarking visits which have been educative.

*Story 5: Nancy (aged 45 years) from Mwala Constituency, Machakos County*

Nancy played several roles as described below:

Nancy the youth activist: Starting off as a youth activist, Nancy represented young people in various political activities at the constituency level, fighting for their inclusion in the socio-economic development decision-making processes at the constituency level. At the same time, she joined a number of community level Women Groups where she held various positions, among them, the position of Treasurer. This enabled her to acquire training in Savings and Credit.

Nancy the boda boda rider: Through membership of women's groups, Nancy was able to successfully apply for a loan from the government managed Women Enterprise Fund and bought a motorcycle. Nancy reported that as a boda boda rider, she was much 'loved' and preferred by her customers over and above her male counterparts due to her 'gentleness and honesty'. In particular, female customers felt safer in her care compared to male boda boda riders.

Challenges facing female boda boda riders: Despite her success as a boda boda rider, Nancy reported that boda boda riding is not a first enterprise line for women. Some of the challenges she faced include: (i) Stiff competition for customers from male counterparts and therefore had fewer customers; (ii) Odd timings of the trade and insecurity. As a woman, wife and mother, Nancy was unable to keep up with the rigors of boda



boda riding which requires an early start and a late finish. Being the main means of transport in rural areas, boda boda riders are sometimes called upon to avail their services at odd hours of the night, a challenge that female boda boda riders are unable to keep up with, both due to security reasons but also because of their other familial callings. For these reasons, Nancy was seen to be selective of her customers, preferring to start work by mid-morning and to finish by early evening. (iii) Verbal sexual harassment were common.

Nancy the member of the National Government Constituency Development Fund (NGCDF) Tender Committee and member of the Constituency Road Committee (CRC): In time, Nancy successfully vied for the elective office at the NGCDF's Tender Committee. She was elected to this Committee as a representative of young people by the youth in Mwala constituency as well as by Members of the County Assembly (MCAs) from the Wards in Mwala Constituency and the community at large. The NGCDF is normally composed of 6 people. In Mwala Constituency, the committee has three women and three men. The NGCDF Tender Committee nominated Nancy as their representative to the Constituency Road Committee (CRC) where she is the Vice Chair and the only woman.

As a member of the two committees, Nancy sees her role as championing the prioritisation of rural access roads and bridges that link villages to each other and to markets, health facilities and schools. She hopes her time in the two committees will eventually translate to practical benefits for women and youth by championing their organisation into entities that can successfully bid for tenders through the 30% procurement rule.

**Annex B: Institutions from which data was collected in Nairobi, and their mandates**

No	Institution	Relevant mandates for this research	
Transport and Infrastructure Institutions			
1.	Ministry of Transport, Infrastructure, Housing and Urban Development (MTIHUD)	Development of transport infrastructure and services policies and regulations, including gender mainstreaming policies, and oversight for policy implementation by all transport sector institutions.	To understand its role in the development and enforcement of institutional level gender mainstreaming policies with regard to all four specific research areas
2.	Kenya Rural Roads Authority (KeRRA)	<ul style="list-style-type: none"> <li>• Management, development, rehabilitation and maintenance of rural roads.</li> <li>• To improve access to safe and efficient transport services, enabling social and economic development activities.</li> </ul>	To understand the efforts and initiative in gender mainstreaming with regard to all four specific research areas as well as in road work tenders and employment
3.	National Transport and Safety Authority (NTSA)	<ul style="list-style-type: none"> <li>• Development and enforcement road safety measures</li> <li>• Regulates all motorised and non-motorised means of transport from the safety point of view.</li> <li>• Works closely with the Infrastructure Department to ensure road designs have in-built safety measures and with the Traffic Police Department to enforce safety rules by all road users including vehicular, bicycle, motorbike and pedestrian– both in the rural and urban settings.</li> </ul>	To understand the extent to which its mandate is being extended and enforced in rural areas and any gender mainstreaming activities thereof
4.	National Construction Authority (NCA)	Registers, regulates and trains rural roads contractors, among other construction fields. Sets construction standards and monitors their performance	To understand the extent to which women are accessing training as road contractors and any specific efforts the Authority is taking to ensure their enrolment
Gender Mainstreaming Institutions			
5.	Department of Gender Affairs	Development of gender mainstreaming policies and regulations, and guidance to the public-sector institutions for the implementation of such policies	To understand the support if offers to public sector institutions to ensure gender mainstreaming policies and regulations are adhered to
6.	National Gender and Equality Commission	Oversight for the implementation of gender mainstreaming policies and regulations and support to the public and private sector institutions in the gender mainstreaming efforts	To understand its oversight roles for ensuring compliance with gender mainstreaming policies, including the two thirds gender rule in the elective and appointive positions, and in procurement, in accordance with the
Training Institutions			
7.	Kenya Institute of Highways and Building Technology (KIHBT)	<ul style="list-style-type: none"> <li>• Trains rural road contractors and government staff with supervisory roles on rural roads construction and cross-cutting issues including gender equality and equity in rural roads construction</li> <li>• Conducts courses on the Roads 2000 strategy, Low Volume Sealed Roads technology</li> <li>• Offers training in Motorcycle Riding and Road Safety Measures.</li> </ul>	To understand level of enrolment of women in the courses offered in these institutions and whether they have specific institutional level policies for encouraging women enrolment

8.	University of Nairobi Civil and Construction Engineering Department	Training of civil and construction engineers	
	Financing institutions		
9.	The National Treasury	Disbursement of recurrent and development funds to public institutions	To understand their institutional gender mainstreaming activities and whether gender mainstreaming is a consideration when they give out funds to the public institutions
10.	Kenya Roads Board (KRB)	Overseeing the road network in Kenya and coordinating its rehabilitation, development and maintenance (with the Road Fuel Levy Fund as its main revenue source) Co-ordinate the optimal utilisation of the Fund in the implementation of programmes relating to the maintenance, rehabilitation and development of road network One of the financiers of KeRRA	
11.	The French Development Agency (AFD)	Finances the construction of rural roads, among other infrastructure development financing	

### Annex C: County and community-level institutions from which data was collected

No	Institution	Relevant mandates for this research	Reasons for inclusion in the data collection
County level institutions			
1.	Members of the County Assembly (MCAs)	<ul style="list-style-type: none"> <li>▪ These are the community/ward level political representatives of the communities in the County Assembly</li> <li>▪ Responsible for the legislation of laws that govern the development and socio-political processes in the county, including laws for gender mainstreaming by the county level institutions;</li> <li>▪ Responsible for approval of county budgets, including development and gender mainstreaming budgets;</li> <li>▪ Responsible for soliciting for budget allocation for development activities in their Wards, including funding for the construction of unclassified rural roads.</li> </ul>	<ul style="list-style-type: none"> <li>▪ To collect data on:</li> <li>▪ Their level of understanding of gender mainstreaming issues;</li> <li>▪ Their role in ensuring gender equity and equality in terms of formulation of laws that should guide the Public Service Boards in the staff composition of the various County departments at all levels</li> <li>▪ What in their opinions are the factors that facilitate or constrain gender mainstreaming;</li> <li>▪ What in their opinions are the challenges to gender mainstreaming efforts;</li> <li>▪ How in their opinions gender mainstreaming initiatives can be sustained at the county level</li> </ul>
2.	County Public Service Board	<ul style="list-style-type: none"> <li>▪ Under the County Government Act 2012, section 59, this is the institution charged with the responsibility for the employment of all County Government civil servants on behalf of all County Government departments including the Department (Ministry) of Transport and Infrastructure;</li> <li>▪ Its legal mandate includes ensuring that the equity and equality principles are adhered to in accordance with Articles 10 and 232 of the Constitution of Kenya (2010);</li> <li>▪ Responsible for gender mainstreaming and mainstreaming of PLWDs and marginalised groups in all the departments of the County Government by ensuring the following principles are upheld in the county civil service: <i>Human dignity, equity, social justice, inclusiveness, equality, human rights, non-discrimination and protection of the marginalised;</i></li> <li>▪ <i>Involvement of the people in the policy making process;</i></li> <li>▪ <i>Representation of Kenya's diverse</i></li> </ul>	<ul style="list-style-type: none"> <li>▪ To collect data on:</li> <li>▪ Their level of understanding of gender mainstreaming issues;</li> <li>▪ Their role in ensuring gender equity and equality in terms of factors that they take into consideration in job advertisements, receipt and evaluation of applications and award of employment opportunities at all levels of the county government departments;</li> <li>▪ What in their opinions are the factors that facilitate or constrain gender mainstreaming;</li> <li>▪ What in their opinions are the challenges to gender mainstreaming efforts;</li> <li>▪ How in their opinions gender mainstreaming initiatives can be sustained at the county</li> </ul>

		<p><i>communities; and affording adequate and equal opportunities for appointment, training and advancement, at all levels of the public service of:</i></p> <ul style="list-style-type: none"> <li>▪ <i>men and women;</i></li> <li>▪ <i>the members of all ethnic groups; and</i></li> <li>▪ <i>persons with disabilities</i></li> </ul>	level
3.	County Departments Transport and Infrastructure	<ul style="list-style-type: none"> <li>▪ Responsible the construction and maintenance of the unclassified rural road networks within the county</li> </ul>	<ul style="list-style-type: none"> <li>▪ To collect data on their level of understanding of gender mainstreaming issues and gender mainstreaming initiatives in terms of staff composition; budgeting and budget allocations, decision-making processes, facilitating or constraining factors in gender mainstreaming; Challenges to gender mainstreaming efforts and sustainability of gender mainstreaming initiatives</li> </ul>
4.	KeRRA Regional Office	<ul style="list-style-type: none"> <li>▪ Responsible for implementation of KeRRA functions at the County level.</li> <li>▪ Works closely with the CRCs in the selection of rural access roads to be funded by KeRRA, based on the prioritisation by the CRCs</li> </ul>	<ul style="list-style-type: none"> <li>▪ To collect data on factors that are taken into consideration in the selection and prioritisation rural roadwork with a view to determining whether gender considerations are a key factor</li> </ul>
5.	County Assembly Transport and Infrastructure Committees	<ul style="list-style-type: none"> <li>▪ Helps the Assembly manage its transport and infrastructure sector by undertaking the following functions:</li> <li>▪ Conduct oversight on the Executive to ensure that the Executive is exercising fiscal prudence and good governance in the transport and infrastructure sector;</li> <li>▪ Initiate and/or scrutinise legislative and regulatory proposals on matters touching the transport and infrastructure sector;</li> <li>▪ Review and recommend budget allocation to the transport and infrastructure sector;</li> <li>▪ Investigate, inquire into, and report on all matters relating to the departments' management, activities, administration, and operations;</li> <li>▪ Study the programme and policy objectives of the department and the effectiveness of the implementation of its activities;</li> <li>▪ Vets and reports on appointments in the departments where the Constitution or any law requires the Assembly to approve such</li> </ul>	<ul style="list-style-type: none"> <li>▪ To collect data on:</li> <li>▪ Their level of understanding of gender mainstreaming issues;</li> <li>▪ Their role in ensuring gender equity and equality in terms of formulation of laws that should guide the selection and design of rural roads from a gender perspective</li> <li>▪ What in their opinions are the factors that facilitate or constrain gender mainstreaming in rural road construction activities;</li> <li>▪ What in their opinions are the challenges to gender mainstreaming efforts;</li> <li>▪ How in their opinions gender mainstreaming initiatives can be sustained in the county road and other infrastructure</li> </ul>

		appointments.	activities
6.	Office of the Youth (Uwezo) Fund)	<ul style="list-style-type: none"> <li>The Uwezo (Swahili for enable) Fund is a job creation strategy for unemployed youth. It advances credit to organised Community Based Youth Groups (Youth CBOs) and Youth Self Help Groups (Youth SHGs) to enable them undertake small and medium scale enterprises.</li> </ul>	<ul style="list-style-type: none"> <li>To understand the criteria for accessing the Youth fund, and whether gender considerations are a key factor</li> </ul>
Community Institutions			
7.	Constituency Road Committee	<ul style="list-style-type: none"> <li>A constituency level community institution established by KeRRA for the selection and prioritisation of rural access roads to be funded by KeRRA</li> </ul>	<ul style="list-style-type: none"> <li>To understand the processes and factors that are taken into consideration in the identification, selection and prioritisation of unclassified roads to be recommended to KeRRA for funding with a view to determining whether gender considerations are a key factor</li> </ul>
8.	Constituency Road Tender Committee (CRTC)	<ul style="list-style-type: none"> <li>Receives, evaluates and awards rural access road construction tenders to qualified constituency/community level contractors</li> </ul>	<ul style="list-style-type: none"> <li>To understand the processes and factors that are taken into consideration in the advertisement, receipt and evaluation of road construction tenders and the selection and award of road construction contracts with a view to determining whether gender considerations are a key factor</li> </ul>
9.	Office of the Sub-County Ward Administrator	<ul style="list-style-type: none"> <li>This is the sub-county level political office</li> <li>Works closely with Ward Administrators in the sensitisation of Ward-level community members to participate in the decision-making processes at the ward level by taking part in the selection and prioritisation of development projects</li> <li>Coordinates the activities of the Ward Administrators in the sub-county (former districts) and prepares sub-county level development plans that have been prioritised at the ward levels</li> </ul>	<ul style="list-style-type: none"> <li>To understand the kinds of community level projects that make their way into the sub-county development priorities</li> </ul>
10.	Office of the Ward Administrator	<ul style="list-style-type: none"> <li>Ward Administrators coordinate policy formulation for Ward level development.</li> <li>They organise community participation forums in order to ensure participatory decision-making at the Ward level in relation to identification and prioritisation of development projects as well as budget planning</li> </ul>	<ul style="list-style-type: none"> <li>To understand the process followed in organising public participation forums - which include participation in budget processes, identification and prioritisation of rural roads and other grass roots development activities – and</li> </ul>

			whether gender and intergenerational considerations are factors
11.	The Community Level Administrator (Chief)	<ul style="list-style-type: none"> <li>▪ Responsible for peace and security in the Location as well as implementation oversight for community development projects</li> <li>▪ Is approached by rural road contractors to recommend community members to be considered for unskilled road labour in road construction</li> </ul>	<ul style="list-style-type: none"> <li>▪ To understand their roles in ensuring gender equity and equality in the selection of men and women for infrastructure works in the location</li> </ul>
12.	Murang'a women's SACCO	<ul style="list-style-type: none"> <li>▪ Murang'a Women's SACCO was identified as an outstanding community based institution for study after an award of a 30 million roadwork contract in 2014 &amp; 2015/16 making it a critical case study for direct and indirect transformative impacts of women's involvement in the transport sector.</li> <li>▪ The main objective of this SACCO is to enable women with meagre income to save and access credit facilities to improve their socio-economic welfare in 7 sub counties and is open to all women irrespective of socio-economic status</li> <li>▪ The SACCO also won an IPSOS recognition award, from an international market and opinion research institution as evidenced in the Sunday Nation 27<sup>th</sup> July 2014.</li> <li>▪ Sustainability forms an important aspect of its management strategies.</li> </ul>	<ul style="list-style-type: none"> <li>▪ To undertake a case study on them, with a view to understanding the history, achievements, challenges and recommendations for encouraging women to participate in road work tenders</li> </ul>
13.	Public Service Vehicle and Boda boda (Motorcycle taxis) SACCOs	<ul style="list-style-type: none"> <li>▪ Savings and credit cooperative societies that bring together their respective members of purposes of savings and accessing credit;</li> <li>▪ Work for the socio-economic welfare of their respective members by championing a culture of savings and loans/credit taking by their members for development and self enhancement purposes;</li> <li>▪ As organised groups, they agitate for the rights of their members in relation various government agencies responsible for transport regulations, e.g. the NTSA and the traffic Police Departments, in particular, if they feel that the rules governing their operations are too harsh or punitive.</li> </ul>	<ul style="list-style-type: none"> <li>▪ To understand the status of motorcycle taxis and reasons for male dominance and constraining factors for women participation. To enquire about the reasons behind the high accident rates</li> </ul>
14.	Department of People Living with Disabilities (PLWDs)	<ul style="list-style-type: none"> <li>▪ Responsible for the development and welfare of PLWDs</li> </ul>	<ul style="list-style-type: none"> <li>▪ To understand the kinds of support the department offers to PLWDs and whether gender considerations are a key factor in this support</li> </ul>
15.	Community level	<ul style="list-style-type: none"> <li>▪ Champions the needs of PLWDs and represents them in development and political</li> </ul>	<ul style="list-style-type: none"> <li>▪ To understand whether gender considerations are a</li> </ul>

	representative of PLWDs	fora in the county	key factor as they agitate for the recognition and treatment with dignity of PLWDs
16.	Private Rural Roads Construction Company	<ul style="list-style-type: none"> <li>▪ Construction of rural roads after participating in competitive road tender</li> </ul>	<ul style="list-style-type: none"> <li>▪ To understand the factors that qualifies one or a group to be recognised as rural road contractors and whether such qualifications are friendly to women, youth and PLWDs</li> </ul>



**Annex D: Sample Quantitative and Qualitative Survey Instruments**

AFCAP PROJECT: CONTRACT NO KEN2044F  
GENDER MAINSTREAMING IN THE RURAL TRANSPORT SECTOR INSTITUTIONS IN KENYA  
INSTITUTIONAL QUALITATIVE QUESTIONNAIRE

Qualitative Survey Questions to Policy Implementing Institutions

Kenya Rural Roads Authority (KeRRA)

*The institutional qualitative questionnaire will be administered face-to-face during discussions with representatives of the institution, from relevant directorates/departments/sections and focal point. The responses to the questionnaire will be used exclusively for the research project whose objectives to gather evidences on institutional transformation due to gender mainstreaming*

**PART 1: GM AT INSTITUTIONAL LEVEL**

**Section 1: Contact Information**

Focal Point Title/Designation: \_\_\_\_\_

Department/section: \_\_\_\_\_

Gender: \_\_\_\_\_

Number of years at the institution: \_\_\_\_\_

**Section 2: GM Work Place Policy**

What is your institutional mandate?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Is Gender Mainstreaming well understood in the institution.

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\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

How has gender issues been mainstreamed in Roads 2000

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\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Does KeRRA have institutional Gender Mainstreaming (GM) policy?  Yes  No

How has implementation of GM policy impacted on:

Staffing: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

Budgeting & expenditure:

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Decision Making

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Procurements: \_\_\_\_\_

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Training & Sensitisations: \_\_\_\_\_

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Do you have any gender mainstreaming activities/programs in your plans?  Yes  No  
If yes, please explain?

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When were the gender mainstreaming policies effected at KeRRA? \_\_\_\_\_

What factors have contributed to effective gender mainstreaming in the institution?

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What factors have constrained gender mainstreaming in the institution?

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Are these efforts sustainable or problematic?

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Do you carry out gender audit?  Yes  No  
If yes, please explain further on audit frequency and sharing of the reports

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Do you get any feedback on these reports which help in changes/improvements?  
 Yes  No

Do you compile sex disaggregated data to guide planning and programming within KeRRA?  Yes  No

No

If yes, please explain

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Section 3: Staffing Composition

What is the size your workforce currently? \_\_\_\_\_

Can you comment on the staff gender composition trends?

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What governs your recruitment and promotion?

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Does KeRRA have a gender expert?  Yes  No

If yes, what are his/her roles? \_\_\_\_\_

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Besides Gender Mainstreaming does the institution include PWD and youth in its programmes  Yes  No

What are the specific activities planned for PLWD and youth?

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Which other disadvantaged groups do you incorporate in your mainstreaming programme?

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Section 3: Decision making structure

What is your management structure?

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Can you comment on staffing composition in relation to gender equity?

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Can you comment on gender composition of technical staff in the institution?

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Section 4: Planning and Budget

Comment on the budget allocation trends for gender mainstreaming activities over time in relation to annual budgets?

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What informs your budget allocations on gender related activities?

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Section 4: Procurement and Expenditure

Does KeRRA reserve 30% procurement quotas for women, youth and PWD?  Yes  No

If yes, explain: \_\_\_\_\_

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What challenges do you encounter in meeting the 30% procurement quotas?

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What efforts are in place to encourage women participate in procurement process?

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PART 2: Gender Mainstreaming at Service delivery Level to communities (Roads 2000)

Section 5: Rural Road Projects Implementation

What is Roads 2000 Strategy and scope?

What are the Gender Mainstreaming strategies applied in Roads 2000 Programme?

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What are gender mainstreaming challenges encountered in rural roadwork?

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Do you have a budget for Gender Mainstreaming in Roads 2000?  Yes  No

What are the specific activities under the GM budget?

Does Roads 2000 programme address concerns of other marginalised groups like PWD, HIV/AIDS, Elderly or more? Please explain how it addresses these concerns

Which entity is in charge of unclassified roads or intra-village access such as footpaths, and foot bridges?

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Do you have gender segregated data that guides your rural roadwork planning and implementation?

Yes  No

What is the data mainly used for?

Please also comment on composition of male and female headed contractors who have been implementing the roads rehabilitation and maintenance projects since 2011 to date?

What specific factors have contributed to gender mainstreaming in Roads 2000

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What criteria are applied in prioritisation of rural roadwork?

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What is your observation on the performance of women as compared with men in rural road contract projects?

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Highlight institutional strategies applied to promote women participation in rural roadwork both as workers and contractors

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How do you ensure that your contractors adhere to KeRRA'S GM policy and practice during rural roadwork implementation?

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What is KeRRA's role in rural road safety measures?

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Do you conduct Gender monitoring and evaluations in Roads 2000  Yes  No

Comment on gender composition of the road contractors and construction workers since 2011 to date?

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What is the trend of the beneficiaries by gender from 2011 to date?

### PART 3: GM IMPACTS AND SUSTAINABILITY

#### Section 6: Impacts of GM Changes (Positive or Negative)

What are the most significant changes resulting from GM initiatives at KeRRA?

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Are these GM changes positive or problematic in any way?

#### Section 8: GM Sustainability and recommendations questions

Are Gender Mainstreaming efforts in Roads 2000 sustainable?

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The Roads 2000 Strategic Plan recommends that the strategy be transformed into a National Policy. What is the status so on this initiative?

The Integrated National Transport Policy acknowledges the challenge of Gender inequalities in rural transport (access & mobility) and it intends to address the concerns. Chapter 4.7.5. What is the status of implementation of this policy?

What recommendations would you make to enhance gender mainstreaming efforts to address the access and mobility needs of the poor women/men, girls and boys in villages

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RECAP PROJECT: CONTRACT NO KEN2044F  
 GENDER MAINSTREAMING IN THE RURAL TRANSPORT SECTOR INSTITUTIONS IN KENYA  
 Institutional QUANTITATIVE questionnaire  
 Quantitative Survey Questions to Policy Implementing Institutions

Kenya Rural Roads Authority (KeRRA)

The institutional questionnaire is to be completed by a designated point of contact at the institution. The responses to the questionnaire will be used exclusively for the research project whose objectives to gather evidences on institutional transformation due to gender mainstreaming; factors stimulating or constraining changes due to GM; evaluate sustainability and challenges on the related changes.

PART 1: GM AT INSTITUTION LEVEL

STAFFING, RECRUITMENT AND PROMOTION

What is the composition of staff at KERRA by gender and year?

Year	Permanent Staff & Contractual Staff				Total
	Male	Female	Male	Female	
2011					
2012					
2013					
2014					
2015					
2016					

KERRA staffing composition at policy and decision making levels

Structure	2011	2012	2013	2014	2015	2016						
Gender	M	F	M	F	M	F	M	F	M	F	M	F

KERRA composition of technical staff over the years

Structure	2011	2012	2013	2014	2015	2016						
Gender	M	F	M	F	M	F	M	F	M	F	M	F

Composition of KERRA staff who have attended capacity building trainings on gender mainstreaming annually

Year	KERRA Staff GM Training			Total
	Male	Female		



2010/2011				
2011/2012				
2012/2013				
2013/2014				
2014/2015				
2015/2016				

#### RECURRENT BUDGETS AND PROCUREMENTS

What has been the trend in your recurrent and development budgets annually over the last five financial years

Year	Development Budget (Ksh)	Recurrent budget (Ksh)	Total (Kshs)
2010/2011			
2011/2012			
2012/2013			
2013/2014			
2014/2015			
2015/2016			

What has been the uptake (recurrent expenditure) of the general budget by male and female headed companies/contractors/suppliers by year

Year	General Procurement Budget Expenditure (Ksh)		
	Male	Female	Total
2010/2011			
2011/2012			
2012/2013			
2013/2014			
2014/2015			
2015/2016			

What has been the trends of uptake (recurrent expenditure) of the 30% procurement quota amongst Women, Youth and PLWD by Year

Year	Targeted Procurement Budget Expenditure (30% Quota)			
	Women (Ksh)	Youth (Ksh)	PLWD (Ksh)	Total (Ksh)
2010/2011				
2011/2012				
2012/2013				
2013/2014				

2014/2015				
2015/2016				

What are the budget allocation trends for gender mainstreaming activities over time in relation to annual budgets?

Year	GM (Activities) Amount (Ksh)	Annual budget (Ksh)
2010/2011		
2011/2012		
2012/2013		
2013/2014		
2014/2015		
2015/2016		

**PART 2: GM AT SERVICE DELIVERY (IMPLEMENTATION) LEVEL**

**RURAL ROADS DEVELOPMENT, REHABILITATION AND MAINTENANCE PROJECTS**

What has been the progress in rural roads development, rehabilitation and maintenance by year

Year	Roads Road Projects			
	Development projects (KM)	Rehabilitation Projects (KM)	Maintenance projects (KM)	Total (KM)
2010/2011				
2011/2012				
2012/2013				
2013/2014				
2014/2015				
2015/2016				

What has been the gender composition of awarded contracts to female contractors as compared to other contractors annually over the last five financial years?

Year	Number of Female Headed Contractors	Other Contractors	Total (Contractors)
2010/2011			
2011/2012			
2012/2013			
2013/2014			
2014/2015			
2015/2016			

What is the value of the awarded contracts of road projects to female contractors as compared with other contractors annually over the last five financial years?

Year	Female Contractors Expenditure (Kshs)	Other Contractors Expenditure (Kshs)	Total Expenditure (Road Projects) (Kshs)
2010/2011			

2011/2012			
2012/2013			
2013/2014			
2014/2015			
2015/2016			

What is the expenditure on the awarded contracts to female contractors as compared with other contractors annually over the last five financial years?

Year	Female Contractors' Expenditure (Kshs)	Other Contractors' Expenditure (Kshs)	Total Expenditure (Road Projects) (Kshs)
2010/2011			
2011/2012			
2012/2013			
2013/2014			
2014/2015			
2015/2016			

What is the uptake (Expenditure) of the 30% procurement quota in road projects amongst Women, Youth and PLWD by Year

Year	Targeted Procurement Budget Expenditure (30% Quota)			
	Women (Ksh)	Youth (Ksh)	PLWD (Ksh)	Total (Ksh)
2010/2011				
2011/2012				
2012/2013				
2013/2014				
2014/2015				
2015/2016				

What has been the expected number of beneficiaries (Construction workers and Community) of the rural road projects

Year	Construction workers		Community		Total (Beneficiaries)
	Male	Female	Male	Female	
2010/2011					
2011/2012					
2012/2013					
2013/2014					
2014/2015					
2015/2016					

AfCAP PROJECT: CONTRACT NO KEN2044F  
 GENDER MAINSTREAMING IN THE RURAL TRANSPORT SECTOR INSTITUTIONS IN KENYA  
 Institutional QUANTITATIVE questionnaire  
 Quantitative Survey Questions to Policy Implementing Institutions

**County Government of Machakos, Murang'a and Homa Bay: Department of Transport, Roads, Public Works and Housing**

The institutional questionnaire is to be completed by relevant departments/sections as requested by designated focal point officers at the institution. The responses to the questionnaire will be used exclusively for the research project whose objectives to gather evidences on institutional transformation due to gender mainstreaming; motivating or constraining factors, sustainability and challenges.

**PART 1: GM AT INSTITUTION LEVEL**

**STAFFING, RECRUITMENT AND PROMOTION**

What is the composition of staff at Ministry/Department gender and year?

Year	Permanent Staff & Contractual Staff				Total
	Male	Female	Male	Female	
2013					
2014					
2015					
2016					

**MINISTRY/DEPARTMENT staffing composition at policy and decision making levels**

Structure	2013		2014		2015		2016	
	M	F	M	F	M	F	M	F
CEC								
Chief Officer								
Directors/Deputy Directors								
Assistant Directors								
Others								

**MINISTRY/DEPARTMENT composition of technical staff over the years**

Discipline	2013		2014		2015		2016	
	M	F	M	F	M	F	M	F
Civil Engineers								
Mechanical Engineers								
Quantity Surveyors								
Engineering/Land Surveyors								

Composition of MINISTRY/DEPARTMENT staff who have attended capacity building trainings on gender mainstreaming annually

Year	NTSA Staff GM Capacity Building				Total
	GM Training		GM Sensitisation/Awareness		
	Male	Female	Male	Female	
2010/2011					
2011/2012					
2012/2013					
2013/2014					
2014/2015					
2015/2016					

#### BUDGETS AND PROCUREMENTS

What has been the trend in your recurrent and development budgets annually over the last five financial years

Year	Development Budget (Ksh)	Recurrent budget (Ksh)	Total (Kshs)
2013/2014			
2014/2015			
2015/2016			
2016/2017			

What has been the trends of uptake of the 30% procurement quota amongst Women, Youth and PLWD contractors/supplies by Year

Year	Targeted Procurement Budget Expenditure (30% Quota)			
	Women (Ksh)	Youth (Ksh)	PLWD (Ksh)	Total (Ksh)
2013/2014				
2014/2015				
2015/2016				
2016/2017				

What has been the uptake of the general budget by male and female headed companies/contractors/suppliers by year

Year	General Procurement Budget Expenditure (Ksh)		
	Male	Female	Total
2013/2014			
2014/2015			
2015/2016			

2016/2017			
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What are the budget allocation trends for gender mainstreaming activities (GM training/sensitisation, policy development, etc) over time in relation to annual budgets?

Year	GM (Activities) Amount (Ksh)	Annual budget (Ksh)
2013/2014		
2014/2015		
2015/2016		
2016/2017		

**PART 2: GM AT SERVICE DELIVERY (IMPLEMENTATION) LEVEL**  
**COUNTY ROADS DEVELOPMENT, REHABILITATION AND MAINTENANCE OF RURAL ROADS**

What has been the progress in rural roads development, rehabilitation and maintenance by year

Year	Rural Roads Projects			
	Development projects (KM)	Rehabilitation Projects (KM)	Maintenance projects (KM)	Total (KM)
2013/2014				
2014/2015				
2015/2016				
2016/2017				

What is the progress in transport infrastructure in terms of tarmacked, graded, and graveled and bridges?

Year	2013/14 (Km or No.)	2014/15 (Km or No.)	2015/16 (Km or No.)
Tarmacked roads			
Graded roads			
Gravelled roads			
Bridges			

What has been the gender composition of awarded rural roads contracts to female contractors as compared to other contractors annually over the last five financial years?

Year	Number of Female Headed Contractors	Other Contractors	Total (Contractors)
2013/2014			
2014/2015			
2015/2016			
2016/2017			

What is the value of the awarded contracts of the road projects to female contractors as compared with other contractors annually over the last five financial years?

Year	Female Contractors Expenditure (Kshs)	Other Contractors Expenditure (Kshs)	Total Expenditure (Road Projects) (Kshs)
2013/2014			
2014/2015			
2015/2016			
2016/2017			

What has been the number of beneficiaries (Construction workers and Community) of the rural road projects?

Year	Construction workers		Community		Total (Beneficiaries)
	Male	Female	Male	Female	
2013/2014					
2014/2015					
2015/2016					
2016/2017					

AfCAP PROJECT: CONTRACT NO KEN2044F  
GENDER MAINSTREAMING IN THE RURAL TRANSPORT SECTOR INSTITUTIONS IN KENYA  
Institutional QUALITATIVE questionnaire  
Questions to Policy Implementing Institutions

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**County Government of Murang'a; Homa Bay and Machakos Ministry of, Transport & Infrastructure**

The institutional qualitative questionnaire will be administered face-to-face during discussions with representatives of the institution, from relevant directorates/departments/sections and focal point. The responses to the questionnaire will be used exclusively for the research project whose objectives is to gather evidences on institutional transformation due to gender mainstreaming; motivating or constraining factors, sustainability and challenges in gender mainstreaming.

**PART 1: GM AT INSTITUTIONAL LEVEL**

**Section 1: Contact Information**

Focal Point Title/Designation: \_\_\_\_\_  
Department/section: \_\_\_\_\_  
Gender: \_\_\_\_\_  
Number of years at the institution: \_\_\_\_\_

**Section 2: GM Work Place Policy**

What is the role of Ministry/department of Transport, Roads, Public Works and Housing (MoTI) in rural transport infrastructure and services?

\_\_\_\_\_  
\_\_\_\_\_

How has gender issues been mainstreamed at the Ministry?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Does County have institutional Gender Mainstreaming (GM) policy?  Yes  No

How has implementation of GM policy at the Ministry impacted on:

Staffing: \_\_\_\_\_  
\_\_\_\_\_

Budgeting & expenditure:

\_\_\_\_\_  
\_\_\_\_\_

Decision Making

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_



Procurements: \_\_\_\_\_

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Gender Equality Capacity building (training, sensitisation)

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Do you have any gender mainstreaming activities/programs in your plans?  Yes  No  
If yes, please explain?

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When were the gender mainstreaming policies effected at County MoTI? \_\_\_\_\_

What factors have contributed to effective gender mainstreaming in the Ministry?

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What factors have constrained gender mainstreaming in the Ministry?

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Are these efforts sustainable or problematic?

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Do you carry out gender audit?  Yes  No

If yes, please explain further on audit frequency and sharing of the reports

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Do you get any feedback on these reports which help in changes/improvements?

Yes  No

Do you compile sex disaggregated data to guide planning and programming within County MoTI?

Yes  No

If yes, please explain

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### Section 3: Staffing Composition

What is the size your workforce currently? \_\_\_\_\_

Can you comment on the staff gender composition trends at the Ministry \_\_\_\_\_

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What governs your recruitment and promotion at the Ministry?

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Comment on staff awareness on gender mainstreaming at the Ministry/Department?

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Does the County have a gender expert?  Yes  No

If yes, what are his/her roles? \_\_\_\_\_

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Besides gender mainstreaming does the Ministry include PWD and youth in its programmes  Yes  No

What are the specific activities planned for PLWD and youth?

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Which other disadvantaged groups do you incorporate in your mainstreaming programme?

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### Section 3: Decision making structure

What is your management structure at the Ministry?

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Can you comment on staffing composition at the Ministry in relation to gender equity?

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Can you comment on gender composition of technical staff in the ministry?

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Section 4: Planning and Budget

Comment on the Ministry's budget allocation trends for gender mainstreaming activities over time in relation to annual budgets?

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What informs your budget allocations on gender related activities?

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Section 4: Procurement and Expenditure

Does the Ministry reserve 30% procurement quotas for women, youth and PWD?  Yes  No

If yes, explain: \_\_\_\_\_

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What challenges do you encounter in meeting the 30% procurement quotas?

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What efforts are in place to encourage women participate in procurement process?

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PART 2: GM AT SERVICE DELIVERY (IMPLEMENTATION) LEVEL

Section 5: Rural Road Projects Implementation

Which classes of road infrastructure do you implement at county level?

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What criteria are applied to prioritise rural roads in the county?

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What gender mainstreaming strategies applied in rural roadwork implementation?

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What are gender mainstreaming challenges encountered in rural roadwork implementations, if any?

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Do you have a budget for gender mainstreaming in rural roadwork?  Yes  No

Which entity is in charge of unclassified roads or intra-village access such as footpaths, and foot bridges?

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Comment on composition of male and female headed contractors who have been implementing the roads rehabilitation and maintenance projects since 2011 to date?

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What specific factors have contributed to improved gender mainstreaming in rural roadwork

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What is your observation on the performance of women as compared with men in rural road contractor

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Highlight institutional strategies applied to promote women participation in rural roadwork both as workers and contractors

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How do you ensure that your contractors adhere to Ministry's (County's) GM policy and practice during rural roadwork implementation?

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What is expected benefits of rural roads to women and men?

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What is Ministry's role in rural road safety?

Do you have gender segregated data that guides your rural roadwork planning and implementation?

Yes  No

Do you conduct monitoring and evaluations on rural roads rehabilitation and maintenance projects?

Yes  No

Comment on gender composition of the road contractors and construction workers since 2013 to date?

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What is the trend of the beneficiaries by gender from 2013 to date?

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#### Section 6: GM Rural Transport Services

What are your observations on women participating in transport services (as users, operators and owners)?

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What transport modes are mostly used by women in rural area?

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What are the challenges encountered by women participating in rural road infrastructure & services (mobility)?

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**PART 3: GM IMPACTS AND SUSTAINABILITY**

**Section 6: Impacts of GM Changes (Positive or Negative)**

What are the most significant changes resulting from gender mainstreaming initiatives at Ministry of Transport and its service delivery?

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Are these GM changes problematic in any way?

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**Section 8: GM Sustainability and recommendations questions**

What are the sustainability measures for GM efforts at Ministry?

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What recommendations would make to enhance gender mainstreaming efforts in rural transport infrastructure and services?

## Annex E: List of Respondents

### AFCAP PROJECT CONTRACT NO KEN 2044F – ATTENDANCE LIST GENDER MAINSTREAMING IN RURAL TRANSPORT SECTOR INSTITUTIONS IN KENYA Directors and Managers, Briefed & Consulted

NAME	POSITION	ORGANISATION	GENDER
1. Eng Francis Gitau	Infrastructure Secretary	MTIHUD <sup>1</sup>	M
2. Eng. Mwangi	Manager Roads 2000	KeRRA <sup>2</sup>	M
3. Eng J. Ogango	Director General	KeRRA	M
4. Eng Ontomwa	Director	KIHBT <sup>3</sup>	M
5. Eng Wanjohi	Manager Roads 2000	KeRRA	M
6. Eng Ruwa	Executive Director	KRB <sup>4</sup>	M
<b>National Construction Authority 14<sup>th</sup> November 2016 Interviews</b>			
7. Jacqueline Diwan	CO Human Resource	NCA <sup>5</sup>	F
8. Melani Watuka	Chairperson	Association of Kenya Women in Construction	F
9. Paul Gesora	Manager CS	NCA	M
10. Ruth Onkangi	Research & Business	NCA	F
11. Sharon Otieno	Corporate Communication	NCA	F
12. Stephen Nyakondo	Snr Research Officer	NCA	M
13. Wangui Kabala	Manager Corporate Communication	NCA	F
<b>Kenya Institute of Highways &amp; Building Technology 15<sup>th</sup> November 2016</b>			
14. Caures S. Mbothu	Registrar	KIHBT	M
15. James Obongo	Procurement Officer	KIHBT	M
16. James Sikuku	Procurement Officer	KIHBT	M
17. Julius Kaliti	Principal Lecturer	KIHBT	M
18. Moses Mbiriri	Dean Ngong	KIHBT	M
19. Peter K.M. Ngamau	Deputy Principal Administration	KIHBT	M
20. Pius Nyamila	Principal Roads Instructor	KIHBT	M
<b>Kenya Rural Roads Authority</b>			
21. Judith Yamo	Human Resource Manager	KeRRA	M
22. Justin Rapando	MILA	KeRRA	M
23. Kathleen Chepkeroi	Human Resource Assistant	KeRRA	M
24. Nicholas Kibe	Snr Transport Economist	KeRRA	M
25. Peter M. Mwaura	Human Resource Assistant	KeRRA	M
<b>Kenya Roads Board 17<sup>th</sup> November 2016</b>			
26. Christopher Mugo	Accountant	KRB	M
27. George N. Waithaka	Manager Supply Chain Management	KRB	M
28. Martha A. Ogweni	Senior Administration	KRB	F

<sup>1</sup> Ministry of Transport, Infrastructure, Housing and Urban Development

<sup>2</sup> Kenya Rural Roads Construction Authority

<sup>3</sup> Kenya Institute of Highways and Building Technology

<sup>4</sup> Kenya Rural Board

<sup>5</sup> National Construction Authority

	Officer		
29. Wilson Kosgey	Manager R2000 Research	KRB	M
30. Eng. Henry Orwa	Project Manager(Former)	AfDB <sup>6</sup> KeRRA	M
31. Samuel N. Musumba	Manager Directorate Road Safety	NTSA <sup>7</sup>	M
<b>Machakos County, 21<sup>st</sup> November 2016</b>			
32. Anthony Mutonga	CRC <sup>8</sup> Member	CRC	M
33. Athanas M. Muinde	CRC Member	CRC	M
34. Boniface K.	Constituency Roads Officer	KeRRA Masii	M
35. Caroline Wanza	Secretary	Transport & Infrastructure	F
36. Catherine Ndunge	CRC Member	CRC	F
37. Catherine Musau	CRC Vice – Person	CRTC	F
38. Danson Muange	CRTC Chairman	CRTC	M
39. David Mwaisya	CRC Mechanical Engineer	Transport & Infrastructure	M
40. Dominic Mutiso	CRC Zone Engineer	Roads construction	M
41. Dorothy Mukyonzi	Secretary	Education/Youth & Gender	F
42. Elizabeth Koki	Snr ICT Officer	Transport & Infrastructure	F
43. Eng. Esther W. Mwangi	Regional Manager	KeRRA	F
44. Evans M. Ogwankwa	Deputy County Commissioner	Mwala Sub-county	M
45. Henry Mule	Director	Contractor Mwanasomba Company	M
46. Johanna Munyao	Director	Transport & Infrastructure	M
47. Julia Kundu	Procurement Officer	KeRRA	F
48. Maureen Mwendu	Human Resource Officer	Transport & Infrastructure	F
49. Mirriam Muisyo	Records Officer	Transport & Infrastructure	F
50. Mweni Paul	Accountant	Transport & Infrastructure	F
51. Salome M.	Chief	Masii Location	F
<b>Machakos Validation Workshop, 25<sup>th</sup> Nov 2016</b>			
52. Allan Musembi	Chairperson	Boda-boda Association	M
53. Beatrice Mutua	Social Welfare	Education/Youth & Gender	F
54. Beatrice Musa	Social Welfare	Education/Youth & Gender	F
55. Boniface Muthembwa	Roads Engineer	Transport & Infrastructure	M
56. Caroline Wanza	Secretary	Transport & Infrastructure	F
57. Catherine Ndunge	Member	Transport & Infrastructure	F
58. Elizabeth Koki	Senior ICT Officer	Transport & Infrastructure	F
59. Felista Mwendu	Office Attendant	Education/Youth & Gender	F
60. Hassan Salim	Youth Administrator	Education/Youth & Gender	M
61. Jacinta Mwendu	Human Resource Officer	Transport & Infrastructure	M
62. Maureen Sammy	Human Resource Officer	Transport & Infrastructure	F
63. Mueni Paul	Accountant	Transport & Infrastructure	F
64. Mutonga Muinde	Member	Constituency Roads Committees	M

<sup>6</sup> Africa Development Bank

<sup>7</sup> National Transport and Safety Authority

<sup>8</sup> Constituency Road Committee



65. Tom Musyoka	Roads Engineer	Transport & Infrastructure	M
66. Samuel Munguti	Accountant	Transport & Infrastructure	M
67. Onsemus Wambua	Member	Boda-boda Association	M
68. Wilson Mutinda	Procurement Officer	Transport & Infrastructure	M
<b>Murang'a County, 6<sup>th</sup> December 2016</b>			
69. Alex Maina	Engineer	Dept, Energy, Transport & Infrastructure	M
70. Boniface Muugi	Procurement Officer	Dept, Energy, Transport & Infrastructure	M
71. Jackson Kinuthia	Procurement Officer	Dept, Energy, Transport & Infrastructure	M
72. John Magondu	Engineer	Dept, Energy, Transport & Infrastructure	M
73. Pithon Thuku	Engineer	Dept, Energy, Transport & Infrastructure	M
<b>KeRRA Murang'a Regional Managers Office, 7<sup>th</sup> December 2016</b>			
74. Alice W. Wakaba	Secretary Administration	KeRRA	F
75. Eric N. Nthiga	Procurement Officer	KeRRA	M
76. Richard k. Wambugu	Constituency Roads Officer	KeRRA	M
77. Rosemary N. Kiiru	ICT Officer	KeRRA	F
<b>National Assembly Transport Committee 7<sup>th</sup> December 2016 (Members of County Assembly – MCA)</b>			
78. David Kabaka	Member	MCA <sup>9</sup>	M
79. Eliud Gitau Kabuthi	Chairman	MCA	M
80. Esther W. Ngugi	Member	MCA	M
81. Grace Kabuthia	H. Reporter	Assembly staff	F
82. John Kiarie Ngugi	Vice Chairperson	MCA	M
83. Mercy Kendi	Intern	MoTI	M
84. Paul Njoroge Kirori	Clerk Assistant	Assembly staff	M
85. Peter Mweri	Member	MCA	M
86. Peter Murigi	Member	MCA	M
<b>Murang'a Women's SACCO Officials 7<sup>th</sup> December 2016</b>			
87. Abita Mwangi	Treasurer	Murang'a Women's SACCO	F
88. Jecinta Njeri	Member	Murang'a Women's SACCO	F
89. Margaret Gicheha	Secretary	Murang'a Women's SACCO	F
90. Phlis Muraya	Vice Chairperson	Murang'a Women's SACCO	F
91. Rose Wathigo	Chairperson	Murang'a Women's SACCO	F
<b>Boda boda SACCO 7<sup>th</sup> December 2016</b>			
92. John Maina	Chairperson	Skyriders SACCO	M
93. Samuel Keru	Vice Chairperson	Skyriders SACCO	M
94. Tairus Migwi	Manager	Mathioya boda boda SACCO	M
<b>Constituency Roads Committee members (CRC members) 8<sup>th</sup> December 2016</b>			
95. Eustace Ngugi	Member	CRC - Kigumo	M
96. Richard Wambugu	Constituency Roads Officer	KeRRA	M
97. Sarah Njoroge	Member	CRC -Mathioya	F
98. Wilson K. Kinyiria	Member	CRC- Maragua	M
<b>Gender &amp; Social Services Office – Murang'a 8<sup>th</sup> December 2016</b>			

<sup>9</sup> Member of County Assembly

99. Edith Kingori	Community Development Officer	Social Services	F
100. Gerrison Mwangi	Social Development Officer	Social Services	M
101. Henry Mwangi	Sub-county Youth, Gender Development Officer	Social Services	M
102. James Ndungu	Youth Representative	Uwezo Fund	M
103. Mary Nyambura	PWD Officer	Social Services	M
104. Nelias M Kirugo	Deputy Community Development Officer	Social Services	F
<b>Murang'a Verification and Validation Workshop, 9<sup>th</sup> December 2016</b>			
105. Abijah Mwangi	Treasurer	Murang'a Women's Saccoco	F
106. Antony Kiumia Maina	Youth	Boda Boda SACCO	M
107. Beatrice Wanjeri	Member	Murang'a Women's SACCO	F
108. Catherine Mumbi	Member –Maragua	Murang'a Women's SACCO	F
109. Emma Wambui	Representative OPCT/PWSD	Kiharu sub County	F
110. Faith W. Mwangi	Chairlady, Kangema	Murang'a Women's SACCO	F
111. Grace Kabangi	Member	Kiharu SACCO	F
112. Henry Mwangi	Youth and Gender Development Officer	Social Services	M
113. James Ndung'u	Youth Representative	Uwezo Fund	M
114. Jane N. Mwangi	Secretary	Transport & Infrastructure Department	F
115. Jane N. Kagai	Secretary	Murang'a Women's SACCO	F
116. Janet Wairimu	Repreventative PSWD	Kiharu sub –county	F
117. Jecinta Nderi	Youth Maragua		F
118. Mary Nyambura	Representative PSWD	Kiharu sub –county	F
119. Margaret Gicheha	Secretary	Murang'a Women's SACCO	F
120. Phylis Muraya	Vice Chairperson	Murang'a Women's SACCO	F
121. Monicah Njeri Muiruri	Community Worker/Counsellor	Practitioner Counsellor	F
122. Nancy Waiyego	Member	Kiharu SACCO	F
123. W.K. Kinyiria	Member Mathioya	Murang'a Women's SACCO	F
124. Rachel Mwaura	Chairperson – Gatanga	Murang'a Women's SACCO	F
125. Rose Wathigo	Chairperson	Murang'a Women's SACCO	F
126. Rosemary N. Kiiru	ICT Officer	KeRRA Regional Office	F
127. Stanley Karanja	Representative of Hon Sabiwa	Legislators Office	M
128. Tirus Migwi	Manager Mathioya	Murang'a Women's SACCO	M
<b>National Gender and Equality Commission</b>			
129. Fred Lumiti	Chief Monitoring and Evaluation Officer	NGEC	M
130. Sharon Otieno	Research officer	NGEC	F
<b>HOMA BAY COUNTY</b>			
<b>Transport and Infrastructure Department, 21<sup>st</sup> February 2017</b>			
131. Eng. Chris Agong	Chief Officer Infrastructure	Rural road infrastructure	M
132. Stephen Opat	Ag. Transport Director	Transport and Infrastructure	M
<b>Tourism Culture Sports Gender Youth and Social Services 21<sup>st</sup> Feb 2017</b>			
133. Andericus Niabola	Culture Officer	Culture Department	M

134. Caroline A. Mboya	Gender Officer	Gender Department	F
135. Julius Opala	Co-Tourim	Tourism dept	M
136. Okoth Gift	Administration		F
137. Sophie A. Obop	Social Welfare Officer		F
<b>KeRRA Regional Office Homa Bay, 22<sup>nd</sup> February 2017</b>			
138. Eng.J.M. Kimilu	Regional manager	KeRRA	M
139. George Wahome	Procurement officer	KeRRA	M
140. Joel Kilonzi	Roads Assistant	KeRRA	M
<b>Sub-County Ward Administration Offices 22<sup>nd</sup> February 2017</b>			
141. Gabriel Christopher	Sub-County Administrator	Ward Kasipul Ward	M
142. Kennedy Oyier	Budget Officer	County Budget Finance office	M
143. Maurice Juma	Community Based Organisation	Homa-Bay PWD	M
144. Ochieng Ochieng	Ward Administrator	Homa Bay County	M
145. Robert K.O. Lango	Chief	Ngao	M
<b>Homa Bay County Assembly 22<sup>nd</sup> February</b>			
146. Hon. Joel Oluoma	Member of County Assembly	Homa Bay County Assembly	M
147. Lina a. Dhikusoka	Senior Legal Counsel	Homa Bay County Assembly	F
148. Hon. Peter Kaula	Chairperson Transport and Infrastructure	Homa Bay County Assembly	M
149. Verah Oten	Committee Clerk	Homa Bay County Assembly	F
<b>Hokuka Self Help Group, 23<sup>rd</sup> February</b>			
150. James Obudho	Chairman	Hokuka	M
151. Philip Juma	Member	Hokuka	M
152. Phoebe Awuor	Driver	Hokuka	F
153. Regan Ochieng	Chairman	Tsunami	M
154. Sammy N. Ongili	Vice Chairman		M
155. Simon Otaja	Secretary	Hokuka	M
<b>Contractors</b>			
156. Joseph Oguna Odero	Director	Konhoro Ltd	M
157. Samuel Odoyo Odero	Director	Homa Bay Eng. Construction	M
<b>VALIDATION WORKSHOP HOMA BAY, 24<sup>th</sup> February</b>			
158. Akoth Dhikusoka	Legal Officer	County Assembly Homa Bay	F
159. Andericus Nyabola	Culture Officer	Ministry of Tourism & Culture	M
160. Bob Collins Otieno	Director	County Public Service Board	M
161. Christopher Gabby	Sub-County Adm	County Govt Homa Bay	M
162. David Ouko	Driver	PSV Kakika	M
163. Irene Onyango	Driver	PSV Hakika	F
164. Jacob Obuya	Driver	PSV Kakika	M
165. John Nyabinda	Secretary	Boda boda	M
166. Judith A. Nyambok	Director	Ministry of Tourism & Culture	F
167. Judith Obonyo	Secretary	Tourism	M
168. Kennedy Oyier	HCBF	Counsel	M
169. Kenn Oede	Chairman	Boda Boda	M
170. Lameck Ogot	Director	County Public Service Board	M

171. Maurice Juma	Secretary	Crocodile CBO	M
172. Meshack Andata	Driver	PSV Hakika	M
173. Nelson Kwanya	HR Officer	Ministry of Tourism & Culture	M
174. Ochieng Ochieng	Ward Administrator	County Public Service Board	M
175. Odero Raphael	Technician	Lifty Contractors Ltd	M
176. Okoth Gift	Administration	Ministry of Tourism & Culture	M
177. Philip Juma	Driver	Rider	M
178. Regan Ochieng	Chairman	Boda Boda	M
179. Rose Loch	Manager	County Public Service Board	F
180. Robert K. O. Lango	Chef	Ngao	M
181. Rose Akoyo Oyomo	H.R. Officer	County Public Service Board	F
182. Hon Rosemary Oluoch	MCA	County Assembly	F
183. Roster Muyoti	Clerk	PSV Hakika	F
184. Sammy Nyakidi	Driver	PSV Kakika	M
185. Sophie A. Obo	Welfare officer	Gender & Social Services	F
186. Stephen Ojako	Staff	County Assembly Homa Bay	M
187. Valentine Onundo	Administrative Assistant	County Public Service Board	F
188. Verah Oteng	Staff	County Assembly Homa Bay	F
189. Victor Ouma Okuta	Driver	PSV Hakika	F
<b>National Treasury – Department of Budget, 6<sup>th</sup> March 2017</b>			
190. K.W. Nasiuma	Snr. Director of Budget	The National Treasury	M
191. Timothy Mwangi Kimaru	Information Communication Technology Officer	The National Treasury	M
<b>Machakos County Public Service Board (CPSB) - March 8<sup>th</sup> 2017</b>			
192. Dorothy Mwanzia	Member - CPSB <sup>10</sup>	CPSB	F
193. Fred Kasoa Muli	Member - CPSB	CPSB	M
194. Paul Musyo	Ag. Secretary - CPSB	CPSB	M
195. Scholarsticah Mboi	Ag. Chairperson - CPSB	CPSB	F
<b>University of Nairobi Civil and Construction Engineering Department</b>			
196. Dr. S. W. Mumunya	Chairperson Civil and Construction Engineering department	The University of Nairobi	F

<sup>10</sup> County Public Service Board

## **Annex F: Summary Report of Research Findings from the Three Counties**

### **1. Introduction**

This is a summary draft report covering the rural transport sector institutions engaged at county level. Most of the findings in this report have been included in the main body of the report. The research sampled three counties namely: Machakos, Murang'a and Homa Bay due to their uniqueness and diversity. The research objective was to gather evidences on institutional transformation due to gender mainstreaming, factors stimulating or constraining changes; evaluate sustainability and challenges.

Following the Government of Kenyan (2010) Constitution, Kenya promulgated a new constitution which ushered in a new system of national governance framework. This system introduced a devolved system of government through the creation of 47 County governments. In view of the creation of the counties, certain functions were devolved from the Central government to the County government. Devolution therefore involves the distribution of administrative, political and financial powers from the centre to lower levels of governance also referred to as sub-national units. This includes the powers to generate and spend revenue. Devolved units also have the power to make public policy decisions too. Both levels of government are distinct and interdependent and are required to conduct mutual relations on the basis of consultation and cooperation. Devolution is expected to:

- Increase influence and impact in the decision-making process.
- Institute development and governance at the local level by availing services closer to those who consume them.
- Afford the citizens the opportunity to have a say, in the way they are governed, resources use and spur development and create employment.

The devolved system county governments have experienced successes and equally some challenges during this transitional phase in terms of capacity building, public service transformation and the full attainment of equity and inclusivity. It is from this background that the research was conducted in the following Counties.

### **2. Background Information on Counties**

**Machakos County** is one of the forty-seven counties in Kenya and one of the eight Counties in the Eastern Region. The County was sampled due to its proximity to Nairobi, which has inevitably seen the County benefit from a number of investments. To the North the County borders Embu, Murang'a and Kiambu Counties, to the west Nairobi and Kajiado Counties; to the South Makueni County; and to the East Kitui County. The County has an area of 6208.2 Km<sup>2</sup> most of which is semi- arid. The county is divided into eight sub counties or constituencies namely; Masinga, Yatta, Kangundo, Matungulu, Kathiani, Mavoko, Machakos Town and Mwala. The County has a total of 40 wards and 75 Locations. It lies between latitudes 0°45' South and 1°31' South and longitudes 36°45' East and 37°45' East. According to the 2009 Kenya Population and Housing Census, the County has a population of 1,098,584 and a projection of a total population growth of 1,238,650 in 2015 and 1,289,200 in 2017.

**Murang'a County** was sampled as one of the Counties where research was conducted due to its uniqueness of organising women into an umbrella women's SACCO. Specifically, Murang'a County was identified and sampled due to the County Government's outstanding initiatives in meeting the quota requirement that 30% of procurement services should go to women and youth. It is in this County where a Women's SACCO clinched a 31 million Kenya Shillings roadwork contract. Murang'a

County is one of the 47 counties in Kenya located at the Central region which covers an area of 2558.8sq km. It lies 65KM North of Nairobi and is bordered to the North by Nyeri County to the South by Kiambu County, to the West by Nyandarua County and to the East by Kirinyaga, Embu and Machakos Counties. It has seven constituencies thus Gatanga, kandara, kangema, kigumo, kiharu, maragua, Mathioya and nine sub-counties. Murang'a County has a population of 942,581 (KNBS, 2009).

**Homa Bay County** was sampled due to its high level of poverty index, especially among women and youth, with a view to determining the correlation between transport infrastructures. Homa Bay is divided into eight (8) sub-counties, nineteen (19) divisions, one hundred and sixteen (116) locations and two hundred and twentysix (226) sub-locations and forty (40) wards. Based on projection from the 2009, Kenya Population and housing Census. Homa Bay County is expected to have an estimated population of 1,177,181 persons by August 2017.

### **3. Targeted Institutions**

There are two levels of government agencies performing rural roadwork at county Level in Kenya. These are the County Governments' Transport & Infrastructure department and the Kenya Rural Roads Authority, which is a parastatal under the National Government. The National Transport Safety Authority is gradually establishing the County Roads Safety Committees in collaboration with county government (ref. National Transport Safety Authority Act no 33 of 2012). The National Gender and Equality Commission (NGEC) was established under Act 2011.

#### **County Ministry of Transport and Infrastructure**

The County Ministries of Transport & Infrastructure are responsible for the construction and maintenance of rural roads, to improve access to safe and efficient transport services enabling social-economic activities. The department is led by a Chief Officer who is a member of the County Executive who coordinates and facilitates implementations.

#### **County level Rural Transport Infrastructure and Services**

**Rural Transport Service Providers - Motor Cycle Taxi and Minibuses:** The main transport providers are the motorcycle taxis, and minibuses which provide transport services between inter-urban centres. Walking still remains the primary means of transport in remote rural areas due to lack of accessible footpaths, affordability constraints or reliable motorcycle taxis in certain routes. The motorcycle service providers are registered under Societies Act Chapter 108. The Act requires that these taxis must have an office and address, title, books of account and the society's constitution. They are registered under Ministry/department of Social Services. The aim of the society is to instil self-regulations and order among the members for safety of the passengers.

**Kenya Rural Roads Authority:** In each county, there is also the Kenya Rural Roads Authority (KeRRA) a national based parastatal established under the Ministry of Transport and Infrastructure through Kenya Roads Act 2007. Its' main function is management, development, rehabilitation and maintenance of rural roads classes E &D. and others.

**Rural Roadwork Contractors:** The National Construction Authority is a parastatal established under Act 41 of 2011 with the objective of regulating the construction industry. The rural roadwork contractors are registered under different classes by the agency, after fulfilment of specific requirements. The researchers met some contractors in all the 3 counties. Among these was the Murang'a Women's SACCO whose special case study is compiled under annex herein attached.

**County National Assembly Transport Committee:** Legislative Assemblies accomplishes some of its work through committees. These committees are provided for in the Constitution and in the County Governments Act no 17 of 2012. Apart from helping the Assembly manage its business, the committees of the County Assembly have the following functions:

- Conduct oversight on the Executive to ensure fiscal prudence and good governance in the given sectors
- Initiate and/or scrutinise legislative and regulatory proposals on matters touching the relevant sectors.
- Review and recommend budget allocation to the department of the county
- Investigate, inquire into, and report on all matters relating to the departments' management, activities, administration, and operations.
- Study the programme and policy objectives of the departments and the effectiveness of the implementation
- Vet and report on appointments in the departments where the Constitution or any law requires the Assembly to approve.

**County Public Service Board:** The County Public Service Board is established under Section 57, 58 and 59 of the County Government Act no 17 of 2012. The County Public Service Board comprises the following:

- A chairperson nominated and appointed by the county governor with the approval of the county assembly;
- Not less than three but not more than five other members nominated and appointed by the county governor, with the approval of the county assembly; and
- A certified public secretary of good professional standing nominated and appointed by the governor, with the approval of the county assembly, who shall be the secretary to the board.

#### **The functions and powers of a County Public Service Boards**

- Establish and abolish offices in the county public service;
- Appoint persons to hold or act in offices of the county public service including in the Boards of cities and urban areas within the county and to confirm appointments;
- Promote in the county public service the values and principles referred to in Articles 10 and 232; of the Kenya Constitution, which focuses on gender, PWD and marginalised people equity, equality and freedom from any form of discrimination. The Board is furthermore required to evaluate and report to the county assembly annually on the extent to which these values and principles are complied with in the county public service institutions.
- Exercise disciplinary control over, and remove, persons holding or acting in those offices as provided for under this Part;
- Prepare regular reports for submission to the county assembly on the execution of the functions of the Board;
- Facilitate the development of coherent, integrated human resource planning and budgeting for personnel emoluments in counties;
- Advise the county government on human resource management and development;
- Advise county government on implementation and monitoring of the national performance management system in counties;
- Make recommendations to the Salaries and Remuneration Commission, on behalf of the county government, on the remuneration, pensions and gratuities for county public service employees

**County department of Gender:** In each of the three counties Gender is amalgamated with other units. In Homa-Bay it is under Department of tourism, culture, sports, gender, youth and social services, In Machakos it is under department of Education, Youth and Social Welfare and in Murang'a it is under Youth, Sports, Gender, Culture, Social Services, Co-operatives and special programmes.

**Devolved units Sub County, Ward and Village Administrators:** The main objective of decentralisation is to provide citizens with opportunities to participate in governance processes at the different levels. The devolved units enable the flow of information and participation in governance by all citizens from the village level. These units include Sub-Counties (equivalent to the constituency), the Ward, the Village and other units as may be determined by the county. There exists the office of the Sub-County Administrator, Ward Administrator, and Village Administrator. The Ward Administrator performs administrative functions within a ward including organising community forums on project prioritisation and budget allocations.

**Constituency Roads Officers, Constituency Roads Committees and Chiefs:** KeRRA conducts public consultation on rural road selection through "The Constituency Roads Committees". Each County has a Regional Manager represented in each constituency by Constituency Roads Officer. He/She should be a diploma holder in civil engineering and oversees all rural road rehabilitation and maintenance within a constituency. The Chief plays an important role in of communities during labour based roadwork recruitment process.

#### **4. Findings**

The following are the main findings cutting across Murang'a, Machakos and Homa-Bay Counties Transport & Infrastructure Department.

**Staffing composition:** The employment agency for all sectors in the counties is the County Public Service Boards. This includes all the three County Governments' Transport Sector institutions. Findings indicate that men dominated decision making positions with women holding administrative support service functions. This was attributed to lack of women with engineering and related technical background despite vacancies being open to both genders.

The respondents noted that the counties absorbed the former Municipal and Council staff which complicated staffing rationalisation and gender equity strategies. It was revealed that it is legally a challenge those staff in effort to meet gender mainstream goal. The National Gender Development Policy is being reviewed include the county government.

In Murang'a the team was informed that the Department of Energy Transport & Infrastructure Development has a total of 35 staffs comprising both technical and non-technical staff, comprising about 80% male. All Directors, Chief Officer and members of Executive Committee, comprising decision making organ are male gender. The two engineers based at the headquarters, Murang'a, and 7 (seven) Works Officers, in seven sub counties, are male. Procurement Officers are all male.

In Machakos the situation was similar with men dominating the overall number in the Department of Transport, Roads, Public Works and Housing. The County Public Service Board is tabulating and determining the gender balance, special interest group like People with disabilities, minority group among others in job placement. In technical positions the female candidates are fewer than male candidates while in other positions like the early child development(ECD) teachers and nurses the number of women is higher than men at times its ratio 0:100 or 1:200. This is attributed to social orientation, career choice and motivation for subject choice that influences choices and job market.



Whereas employment is based on merit and qualification, the commission expressed challenges following affirmative action especially in the transport sector since there are fewer women than men. They have developed employment tool to assist the County Public Service Board (CPSB) in equitable employment. They affirmed that not much has changed since gender policy came into effect and visible results may take time.

In Homa Bay the ministry is divided into two directorates the Transport & Infrastructure and Disaster Management. In terms of decision making the two directorates are headed by male staff. They have transport technical staff where civil engineers are four (3 Male and 1 Female), with three Works Officers: who are all male. They have a total staff of ten personnel and only one is a female.

**Changes in Budget expenditure and Allocation:** Gender mainstreaming budget at Institutional Level: gender mainstreaming budget for counties is the responsibility of the County Public Service Boards as the employment agency. Such budgets should cover development of gender-disaggregated data, training in gender thematic area, and process of compliance with two-third gender constitutional requirement. These also include engagement of at 5% of PWD and marginalised groups. Information from the agency are unavailable.

In the three counties, the budgets have complied with 30% procurement quota reserved for Women, Youth and PWD. This ensures that they have women contractors. To facilitate this; tender committee is gender balanced with a membership of five male and four females especially in Homa Bay.

There has been intention to register PWD enhance their competitive bill that has gone for second reading in the assembly. This will ensure their participation and accommodation in the county development projects and infrastructure designed for them. In Homa Bay collaboration between the ministry and Plan international is in place to sensitise communities on cultures that are hindrance to development.

In Murang'a the affirmative action initiative has enabled the Murang'a Women's SACCO to pool resources and skills to bid for roadwork tenders amongst other income generating activities. The SACCO was formed in 2014 and won a roadwork tender amounting to 31 million which has improved the socio-economic status of the members. Membership includes all women irrespective of their social background, professional or financial status and covers seven constituencies within the county.

In Machakos, Homa Bay and Murang'a Counties 30% affirmative action is observed. However, there are only few companies owned by women and PWD in rural road construction work as the majority lack the requisite capacity. A greater number of women however concentrated in office supplies. Murang'a County is an exception, because of the umbrella organisation; the Murang'a Women's SACCO has established and organisation through which the rural women are able to benefit from roadwork contracts. The same women are also free to bid for open tender which is accessible to either gender. The disadvantaged group are the People with Disabilities who lack an organisation to support them taking account their disabilities.

In Homa bay a budget of Kenya Shillings 6m was reserved for youth trainings although there were no desegregated data on beneficiaries by gender. The department also identifies the elderly targeted for cash transfer. The department of recreational facilities that consider needs of women and people living with disabilities (PWD). The department also preserves cultural monuments such as Museum, and I setting up a community library-for Homa Bay Town where land women will receive Civic Education.

The research team did not discover specific changes at institutional decision making process. However, the involvement of the public through public consultation is taking root despite lack of a uniform and recognised methodology in place. The law and guideline is still being developed.

KeRRA at regional level (counties) conducts public consultation on rural road selection through “The Constituency Roads Committees” while the counties conduct this same process through Public participation forums within the wards.

The ministry of gender is striving to encourage women represented in public budget fora/barazas and in County Assembly. The top staffs are gender sensitive and are working as change agents, for instance hiring of female plant operators for road works. At the project level both women and men offer their labour in the projects as construction workers.

## **5. Stimulating Factors**

- Devolution has created high expectations at county level. The communities are eager for positive changes in basic needs emerging from the new governance system to improve the living standards of women, youth and marginalised groups.
- The establishment of County Public Board at County level is an appropriate structural arrangement, as it focuses on recruitment based on equity, equality based on gender, PWD and Marginalised groups in county public service. Homa Bay County even reported a proposed development of County Human Resource Manual and Human Resource Information Management System to capture gender, PWD status by next financial year. A agency is supporting the initiative. While awaiting the review of the National Gender Policy which will include the counties, Machakos County have developed employment tool to assist the County Public Service Board (CPSB) in equitable employment process.
- Political Goodwill: County Government of Murang’a, under the stewardship of the Governor, has championed for women empowerment including construction of related projects. The Murang’a Women’s SACCO is a good example of the Affirmative Action of 30% procurement opportunities benefiting women, and youth. The Murang’a Women’s SACCO is a positive example to other counties.
- The engineers in Machakos reported of periodic training by Engineering Association of Kenya (EIK) on gender mainstreaming.
- An increased employment opportunity for county level populace is acknowledged both in public service and informal sector. Some of the beneficiaries are women, in rural road network which connects villages to major feeder roads.
- The National Transport Safety Committee Act 2012 (22 & 23) of Kenya Laws is setting up County Road Safety Committees. Though it is nascent stage of formation, such committees if managed well will reduce the high number of fatalities in motor-cycle taxi transport services.
- The positive trend in increasing women contractors and construction labourers was attributed to affirmative action support by County Government and existence of role models (some successful women contractors like Murang’a Women’s SACCO).
- Road contractors and workers: In Murang’a, the department of infrastructure estimate women contractors and women construction workers at about 20% for contracts and construction works respectively. Even though it seems low, it is improvements on women participation on roadwork, which previous was only or main for male gender.
- In Machakos, sensitisation on involving women in the works bore fruits as in Kathiani constituency where women turned up and surprised many by doing work which was perceived to be beyond their capacity. Some of them were elderly and poor and in need of any livelihood opportunity. This is a positive sign of changing attitudes in society in gender roles.

- In Homa Bay, the ministry carries out a Road Inventory Condition Surveys (RICS) annually where they list of Roads per Sub County after RICS. Prioritisation is done as per needs and Budget ceiling mostly as per the Ward. This is later presented and views are received from Community members during annual budget public participation forum.
- In general, there are positive changes such as; Increased opportunity for both gender in employments and contracts. Women contractors perform as well or better. Women have bright future in transport sector. The only challenge few women engineers in the market also construction viewed as men's job.

## **6. Challenges**

**Staffing:** Although the County Public Service Boards have been duly constituted across all counties, the mandatory absorption of former council staff by counties negates effective staff rationalisation with negative impacts on gender equity and capacity building on gender mainstreaming leading to high wage bills. This has equally led to lower number of PWD's than the required 5% minimum set by Human Resource Development Policies. One County Board noted that the council staff should have been retrenched and re-employed on new terms of service in accordance to required job description and skills. In transport and infrastructure, the lack of qualified women with technical background to take up engineering and related technical positions in the counties was the reason to higher male staff dominance in these institutions. Furthermore, the lack of sufficient budget and technical support to conduct county-wide public service training for all staff is an impediment.

The mandate of hiring staff is under County Public Service Board (CPSB) that has expressed frustration in transferring of sacking old staff in areas where gender is not balance. It was also revealed there are very few female engineers in the market as Women lack or have low technical skills and exposure on matters of construction.

There has also been budgetary constrain as gender mainstreaming efforts are not supported with adequate budgets, therefore not much has been done on sensitisation.

### **Procurement Process Challenges**

- Delay in payment and lack of financial capacity to handle bigger projects discourage women contractors. Roadwork's is outsourced to private firms leaving out low women interest in some cases. There is lack of gender disaggregated data to determine the progress.
- Lack of awareness of government procurement procedures and lack of financial support has kept of women and youth away from government contracts and supply. The men therefor take advantage to manipulate and register companies in the name of women and youth to bid for the opportunities.
- The community members lack knowledge on existing opportunities as there is no sensitisation on how to access tender works on road sector. The budget is very minimal to conduct sensitisation forum their information is sent through the newspapers or the administration structures.
- On procurement, few women apply for tenders due to lack of funds to take up road construction projects.
- The engineers and works officers do advice contractors to balance gender in roadwork's. However, there is lack of enforceable regulation that commits contractors, private companies to gender balance in construction labour recruitment. Female contractors stand at approximately 20%.

- There are committees per ward comprising of Road engineers to oversee the works good progress but women are few or not represented at all.
- During the engagements with county institutions the team came to realisation that People with Disabilities were disadvantaged in rural transport sector despite affirmative actions. This was attributed to lack of a specialised association at county level focusing on necessary support services for this target group. This challenge cuts across all the three research counties.
- There are complaints on procurement awards and quality of roadwork but there is no independent Grievance Redress Mechanism. Moreover, political interference with the process is common.
- Tendering procedures is complex and too expensive for the poor and disadvantaged groups in rural communities. There is also a recurring delay in timely settlement of contractor payments. Recommendation was made for Civic education of tendering process, financing, documentation and prompt payments of works to encourage participation of women in rural roadwork.

**Lack of Awareness on Gender Equality:** Gender Mainstream means is a least understood subject at county level. The social and cultural orientation and gender stereotypes still affect mainstreaming process. This goes along with the cultural believes such as “female cannot participate well in public service sector such as matatu or boda boda sector”. This was evident in Machakos and Homa Bay counties where even the women themselves could not trust their fellow women. This makes it difficult to the contractors, and hiring authority to place women in some positions at grassroots level.

At some Constituency Roads Committees, the Concept and value of gender mainstreaming is not understood. The team had to describe the related concepts of gender, gender equity and gender mainstreaming.

Translating the Gender laws into practice at county level is a challenge as capacity must be built to achieve the high expectations emanating from devolved system of governance. Majority of County Government Transport & infrastructure Sector Institutions staff were unfamiliar with gender mainstreaming initiatives. Others are not yet aware of even existence of National Gender and Equality Commission and role. The constraints pointed out in counties were due to:

- Lack of sufficient funding for sensitisation and training of public officers in gender thematic area.
- Lack of a government certified gender training material for staff
- Lack of Gender Trainers at county level

**Unclear Road Classification responsibilities:** This is a thorny issue at County level rural roadwork implementation. It was confirmed that the Roads 2015 Bill is in Parliament for deliberation to re-classify all roads to resolve any overlap of functions between the devolved and national governments. The research revealed that the intra –village and intra farm rural footpaths, tracks and footbridges is the responsibility of county government who have been assigned the unclassified roads. During validation workshops, conflicting opinions emerged of the specific classes of roads each county was responsible for. The overlap sometimes results in communities blaming the devolved government whenever their encounter impassable roads, which are not under the purview of the county government. Three agencies identified in rural roadwork are KeRRA, Kenya Wildlife Service and County Government. The KeRRA Annual Report 2014-15 highlights county road classification as a major challenge facing the Authority which is being addressed by Kenya Roads Board. In such circumstances situations that agencies are in conflict, then communities suffer from neglect of infrastructure and regulation of transport services

**Application of Gender in Rural Transport Planning & Implementation:** Furthermore, the application of gender in rural transport is an unfamiliar subject in rural transport sector institutions at county level. The gender difference in rural transport tasks, between men and women is a subject that has not yet been fully explored and budgeted for by planning engineers and officers in the three counties. An integrated Accessibility Planning approach is necessary in order to address the transport needs of this segment of society including other marginalised groups like the elderly, children and People with Disabilities.

**Gender disaggregated data:** The lack of gender disaggregated data was also manifested in all the counties level rural transport and infrastructure sector institutions

**Equipment based approach verses Labour based road technological options:** It was gathered that the counties rely more on roadwork equipment to the detriment of employment labour - based approaches, as the respective ministries as Roads 2000 strategies with its gender mainstreaming, PWD and marginalised people principles have not yet been adopted at County level. The Roads 2000 strategic plan 2009 -2018 refers to this situation as one of the challenges. It highly recommends the strategy to be translated into a national policy. Officials from both KeRRA and County government expressed of the need to have a uniform approach in rural roadwork since the expectation of the users is quality all weather rural roads

**Public Participation in Decision Making:** The rationale of public participation is based on the constitutional foundation which places sovereign power on the people of Kenya; Article 2 (a) enlists the principle of governance as participation of the people. However, respondents reported that the process was more an endorsement of issues they do not comprehend. Issues like budget, road selection criteria, policy are meaningless to illiterate and semi illiterate poor villagers. Furthermore, the methodology of engagement is not yet developed to guide government institutions. A County Legal Officer clarified that the participatory engagement law and guideline has not been published yet by the government. This leaves the public engagement approach as mere fulfilment of the law.

In the three counties, the Ministry normally carries out a Road Inventory Condition Surveys (RICS) annually where they list of Roads per Sub County after RICS. Prioritisation is done as per needs and Budget ceiling mostly as per the Ward. This is later presented and views are received from Community members during annual budget public participation fora. The County Assembly deliberate and Approves then tendering Process begins.

In Murang'a public participation process, commonly known as public *Baraza*, is conducted at ward level. All members of public, both gender, are invited and do participate in road prioritisation and at each annual budget cycle. The respondents observed more women participation in these forums. However, politicians like Members of County Assembly, have immense influence on decision making processes which is a hindrance to free and fair decision. Ward representative, ward administrators and sub country administrator forward name of prioritised roads each year for budgeting and implementation after community consultation forums.

The ministry carries out a Road Inventory Condition Surveys (RICS) annually where they list Roads per Sub County after RICS. Prioritisation is done as per needs and Budget ceiling mostly as per the Ward. This is later presented and views are received from Community members during annual budget public participation fora. However, in Homa Bay, the budget constrain affects effective mobilisation since the delegates transport reimbursements must be factored. The research exposed that women were not effectively represented at the public forums since those selected could not express the real needs of other women, but to comply with the interests of the politician since they would be seen to go against their leader. Therefore, this can also be interpreted as ineffective participation and

women insubordination. This leaves the women issues not well identified, planned and even budgeted for implementation especially in the rural transport sector.

**Planning and prioritisation of rural access roads:** The process of prioritising community access roads either by the county government or KeRRA is done through community participation and election of ward officials. Both genders are invited but women are slow and not willing to attend such meetings. It was revealed that many times, like in the case of Machakos the area Chief would try to nominate women even when they do not come up, but still they are not active. Several issues raised for the road are determined by equity at times by political interest and influence. Women do not come up to give their interest/views/opinion leaving everything to be decided by men.

The roads given priority are public roads, the main roads used by many vehicles not the inside community roads or foot paths/foot bridges. Those are left unattended unless a prominent person is dead or a prominent visitor makes a visit thus when it can be cleared. In Machakos respondents lamented, that at times there are no drains like in Kawa, Mbani and Kasolongo in Mwala location where there are no bridges and culverts, roads are impassable during the rainy season. The Chief regretted that the state of poor intra - village roads has caused deaths. A case in point a woman almost died plus her child when she developed complications during labour pains on a day light. In deed the ambulance was called but could not reach the home. The child ended up dying and in such condition one cannot use motor-bike. Areas like Kibauni, Ikalasa, Mbiuni and Kathama have no access at during rainy season as all swept away. This leaves one to wonder whether the priority in this case was to purchase of ambulances or creating the roads where they could effectively be used.

#### **Access and Mobility challenges faced by women compared to men**

- Majority of the women do not ride motor bikes due to fear of harassment by men and therefore they spend so much in transport. The ratio of women riders is 50:1 thus out of every fifty men there is only one woman bike rider in Masii. Although business is always with competition, it was revealed that women get frustrated by men in boda boda business, they get discouraged and customers/clients are discouraged from using their bikes. Using discouraging languages like *"huyo atakuangusha"* (Swahili for *she will cause an accident and drop you down*) to scare away the customers.
- Insecurity has resulted to motor bikes stolen especially motorbikes owned by women are the first target
- Women should not talk in the meeting or give their views in public this is considered disrespect to the husband and will be labelled. Further culture dictates that if they own property or contradicts in public they will kill their spouses.
- Men don't border motor bikes being rode by women instead they will prefer using a car.
- Women are the ones who attend clinics and when no access for even motorbikes they suffer more. Some roads are impassable during rainy season and even when there is an emergency case example during labour and complications at night residents cannot access the hospital.
- The most common means of transport used by women compared to men are motorbikes and donkeys. The other means of transport are bicycles and vehicles. The women have to walk quite a distance to get the services needed e.g. to clinic and carrying children. Many cannot afford to pay for the motorbikes unless it is an emergency. Therefore, they spent a lot of time carrying heavy loads including children to hospital. There are no roads to homes and in case of emergency the ambulances cannot reach homes. During rainy seasons the culverts some are swept away and therefore the roads are declared impassable.
- Distances to basic facilities from villages are long. A young lady in Machakos narrated how she trekked from Kasolongo village to Mwala health center in search for the nearest health facility approximately twelve kilometres.

- Transporting the goods and services to the nearby markets or in Machakos is a problem due to road access. The women are really exploited by brokers and some goods are sold at a throw away price not benefiting the women at all e.g. robes, mangoes.
- Going to hospital and clinics for women is a big challenge. During the research, I met a granny who was injured by a motorbike and now had to travel very far distance while having scratches. Her businesses had stopped.

### **Adverts and casual labourer's wages**

- Poor communication efforts in terms of advertisement is a concern as very few people read newspapers or work in to the administration offices where notices are posted hence low participation of women and youth. The advertisement is done through newspaper advert, KeRRA office or County Government offices. Information circulation is therefore limited.
- Payment is by cash on weekly basis or daily and the delay discourage many women not to go for the casual jobs especially in Machakos.
- The working condition of the local labours is not safe, they are not provided with protective gears like gum boots, gloves, reflectors, helmets due to financial constraints.
- Rural Road Contract Issues were highlighted as a great discouragement to contractors, leading to women finding it risky to undertake contracts at county level.
- Furthermore, only few women with capital succeed in tenders, yet the spirit of affirmative action, is not to benefit a few privileged women. The extremely poor women, men youth and PWD are still far from enjoying these opportunities due to lack of capital, skills and information.
- Domination of rural road construction and rural transport services by men. Few women are contractors and service providers due to:
  - Attitude: society still view construction as men's work
  - Women lack skills & exposure on rural road construction and maintenance including AGPO challenges.
  - Most women contractors belong to lower rural roadwork registration NCA classes.
  - Women overburdened by family chores to take up roadwork opportunities
  - Lack of affirmative law enforce contractors to adhere to gender equality rural roadwork standards in employment and work conditions as contract documents does not cover such issues
  - Political interference was also identified as a demerit in road selection and tendering processes. This in some counties the area member of county assembly tries to extend the road or divert the road against the plan.
  - The requirement of starting all the projects at the same time is tedious whereas there is no proper supervision for monitoring and reporting. Men have not fully accepted that women can also lead and therefore frustrate their progress through hurting words. There is a financial constraint that affects coverage of many parts of the rural roads.
  - Delay in funding or payment affect the moral of the community.

**Female boda boda riders' challenges:** The commonly used means of transport in order of priority is Walking, Motorbikes then bicycles then donkeys then carts and lastly vehicles. Women would like to venture in motorbikes but they get discouraged by men

The community culture that women cannot own such things when the man is still alive, indoctrination and perception like in Machakos. The following is a story of Nancy the boda boda rider not her real name from Machakos. Despite her success as a boda boda rider, Nancy reported that

boda boda riding is not a first enterprise line for women. Some of the challenges she faced include: (i) Stiff competition for customers: Nancy was not as aggressive as her male counterparts and therefore had fewer customers; (ii) Odd timings of the trade and insecurity: As a woman, wife and mother, Nancy was unable to keep up with the rigors of boda boda riding which requires an early start and a late finish. Being the main means of transport in rural areas, boda boda riders are sometimes called upon to avail their services at odd hours of the night, a challenge that female boda boda riders are unable to keep up with, both due to security reasons but also because of their other familial callings. For these reasons, Nancy was seen to be selective of her customers, preferring to start work by mid-morning and to finish by early evening. (iii) Sexual harassment. Boda boda riding is considered a male affair, and it was common to throw such expletives as “Dollies are for girls and cars/planes are for boys” at Nancy by some male community members.

Female riders may not survive within the industry due to challenges of insecurity. Sometimes, passengers’ turnout to be gangsters or they turn against the rider just because she is a female.

### **Transport service providers’ challenges in general**

- For male riders, the greatest challenge is poor roads as one moves to towards rural. Insecurity, police harassment.
- They believe if they register as a SACCO they will have more benefits as they will be saving.
- They are happy that through their unity they have been able to overcome harassment by security officers.
- They still have challenges of levels of illiteracy among the riders making it difficult to give instructions.
- The youth are majorly on motorcycle taxi although some have not even trained and therefore cause accidents which are so high.

## **7. Whether Gender Mainstreaming Changes are Positive or Problematic**

### **Positives Aspects**

- According to respondents’ views, the gender mainstreaming initiatives are positive as they provide opportunity to women, PWD and marginalised groups to access to income opportunities in rural transport sector (as contractors and workers).
- They also encourage participation in decision making and implementation of rural transport infrastructure and services. Women contractors perform as well or better.
- Career motivation for girls to take up science and technical subjects at primary level is still very low and girl child participation is limited in science and technical work resulting to fewer engineers and constructors. But attitudes are slowly changing due to persistent campaigns by NGOs.

### **Problems**

- Perception of community towards girl child seen as weaker and belonging to kitchen is still ingrained in many societies
- Gender committees, do not have the capacity to deliver on gender mainstreaming process
- Men especially youth feel left out as society and institutions concentrate on affirmative actions that are seemingly more pro women. No devolved funding in for mature men nor elderly men (Uwezo fund, youth Fund)



- Women reliance on men is a challenge as men avoids them in any grouping. The perception that women are likely to expose group secret also leads to alienation of women in gender equality initiatives.
- 30% procurement quota for women, youth and PWD disadvantage to male youth as young women qualify both as women and as youth
- The society considers married women as non-youth even if they are aged below 35 years. This hinder them from taking opportunities for youth
- Men attitude is that gender mainstreaming is equal to affirmative action for women and refrain from supporting women in rural roadwork development initiatives
- Men attendance to community meetings was low in Murang'a and some parts of Machakos counties.
- Trust and management skills are a big hindrance within the Community Based Organisations groups, as women could improve their competitiveness to Access Government Procurement Opportunities (AGPO) of 30% allocation.
- Since Gender activists emphasises women equality without mention of men in the process the efforts are leading to men feeling socially excluded hence it is perceived as a threat.
- Family conflicts have emerged as some women have mishandled empowerment opportunities, leading to family breakdowns. Any increase in family breakdown has negative impacts on children and youth.
- There is also the perception that the beneficiaries of 30% quota system affirmative action are actually men with financial capacity who use their wives, daughters and friends as proxies. The real needy women are not the real beneficiaries
- Some women contractors are now focussing on winning tenders but Sub-contract the work to men for a commission. As such they do not build the necessary technical and managerial skills to conduct roadwork themselves.
- Financial challenges to handle roadwork projects and delayed, staggered and piecemeal payments to contractors discourage many women and PWD who are interested in the opportunities.

### **Affirmative Action in Procurement and Contracting problems**

- The affirmative Action of 30% procurement opportunity seems to favour the unlighted and financially well-endowed women and youth while the poor village women, youth and PWD without capital are excluded.
- Illiteracy challenge – Machakos: The 30% reserved for women 14%, youth 14% and PWD 2% is observed. There women who do not meet the criteria are given feedback later. This is because they do not understand how to bid and make quotation. Others do not have the required capital to start work before payment is made such as bank statement among others
- Women are given the slot of 14% and they are still allowed to tender for the open for all thus the other 70%. The men now feel that too much favour is given to the women whereas they are robbing them opportunity to tender. This is because women still come as disadvantage within the shareholders.

### **8. Sustainability**

- The new constitution of 2010 is sustainable and if implemented with commitment it will result in improved changes in society
- The Affirmative Action of 30% reservation to women People with Disabilities was praised as a good initiative which should be sustained despite challenges

- SACCOs like Murang'a Women's SACCO were noted as sustainable and inclusive approaches which should ideally be emulated and supported by other county governments. The same approach could also apply to PWD who are still excluded from procurement opportunities
- Public participation forums were also noted as a sound and sustainable concept of the constitution which should be improved through laws and guidelines to get true feedback from poor women, men, PWD and marginalised groups.

## **9. Emerging Issues from the Three Counties**

**Exclusion of the Boy Child in the Gender Equality Agenda:** In Murang'a the team was informed that the youth are becoming more disadvantaged especially due to alcoholism. The research exposed that alcoholism amongst the youth is counter-productive to gender equality initiatives. The Murang'a County Strategic Plan 2013-17 has cited this challenge for government's intervention while NGEK has published a report on "The Status of the Boy Child in Kenya" an emerging perception on the exclusion of the boy child.

**Exclusion of Water Transport from the Research Agenda:** There was dissatisfaction with the exclusion of water transport from the research especially in Homa Bay County as it was argued that rural transport in regions bordered by water rely on water transport to access their homes or for business purposes. It was strongly felt that it is unfortunate that water transport was not part of this research. That is why the Ministry of Transport, Infrastructure, and Housing and Urban Development includes the Maritime Authority as one of agencies under it. Moreover, in terms of safety the Lake Transport is one of the neediest, in terms of safety regulations.

**Concern over the Benefit of Research to Targeted Institutions:** A good number of respondents in key positions were very concerned whether the research outcome will benefit them despite the objective of influencing policy makers. Their perception is that a lot of research has been conducted on the subject without any visible change on the ground. This results in apathy and indifference.

## **10. Conclusion**

It is important to first sensitise the society that both men and women complement each other so that gender mainstreaming can be acceptable to all. Community perception towards women leaders and gender issue is low and discourages other women from openly speaking their views in public.

Improving rural access roads enables services to get closer to the people such as transporting raw materials and food staff to the market or locating the basic amenities closer to villages.

Civic education and adult education literacy classes is now most necessary to improve county populations to facilitate the comprehension of governance systems and act as checks and balances. The Public participation policies should be enacted to facilitate a uniform guideline and approach by all county based institutions.

Furthermore, the late payment discourages women and youth contractors and casual labourers from engaging in roadwork. We are also looking forward to the forthcoming reforms in road classification and responsibilities as reported in the KeRRA annual report 2014/2015. It will resolve the challenge of two level of government working on rural roads resulting in responsibility and technological conflicts.

## **11. Recommendations**

- 1) Due to many tenders being rejected for not meeting the required standards, the research team recommends that there should be mechanism in place to reduce illiteracy level that affects their bidding and communication at tendering process. Enhance illiteracy and civic education and sensitisation on procurements, tendering process to tackle the AGPO challenges for women, youth and PWD towards strict compliance with 30% rule on procurements.
- 2) To Ensure that the 30% affirmative action for women, youth and PWD does benefit the intended. The criteria of those applying should be reviewed to curb abuse of the AGPO so that it reaches the most deserving needy and poor, but not those able. The respective government department should work the possibility of Simplifying tendering process especially for marginalised groups.
- 3) The change of negative perception on GM should be a priority so that GM initiatives are not viewed as only pro women and women empowerment affirmative action. Conduct training/sensitisation to legislators on values of gender mainstreaming as they are the representative of the people at grass root level and law makers. Further in sensitisation target men as well as in Gender Equality awareness to enable them accommodate empowered women as positive partners in family development – delicate balancing act. It is important to bring men on board in GM leadership at all levels so that they do not become a barrier to family harmony due to domestic conflicts or intentional misappropriation of income earned by women.
- 4) Due to lack of educate and sensitisation opportunities in rural transport infrastructure and services especially for women and PWD. It is important to design new approaches to target poor village women, men and youth excluded in rural roadwork contract and transport service opportunities
- 5) Enhance community involvement in projects, so they have a say and raise complaints where appropriate. Feedback communication to clear matters arising and ensure complain redress mechanisms for on-going road projects by communities affected.
- 6) Sensitisation to men and women should be done to encourage equal gender opportunity.
- 7) Embrace concepts of devolution unto village levels. There is concern that devolution has stagnated at County Level, and is yet to move fully to Sub counties, wards and Village levels
- 8) Prioritisation of community access roads should be in rural roadwork classification, so that village level footpaths, footbridges are equally budgeted and allocated adequate funds
- 9) Share successful information documents/video like Tanzania and Ethiopia Village transport and Travel Programme (VTTP) document with the County Assembly for learning purposes
- 10) There is information gap within the member of county assembly especially in Murang'a. The need to furnish the committee with national policy documents that would assist them in transport sector legislation at county level. The committee was furnished with National Integrated Transport Policy, Roads 2000 Strategic Plan 2013-17 and A Guide for County Government Leadership on Gender Mainstreaming (published by NGEC). This is a sign of information gap necessary for political support in gender and transport initiatives.
- 11) Socialisation process through gender and development training for the community to change their attitude and perception on girls taking science subjects. They should encourage women to undertake technical work such as road works though exchange visits to improved areas for bench marking. Further technical trainings for both male and female with motivation talk to female to study science subjects in schools, way back from primary school be intensified. Liaise with NGEC for scholarship on technical and science program for girls as motivation.
- 12) The unit needs gender balance as the ratio of male to female is eight to one (8:1).
- 13) Mobilise women for WEF, YEF, loans, entire community for specific activities e.g. manual work for road construction- bush clearing, water collection, food provision during drought, bursary, and general awareness. Further mobilise and educate women to take up loans through micro credit institutions e.g. Kenya women.

- 14) Government should acknowledge and recognise motorcycle industry as one of the largest employer of youth and be ready to invest through funding.
- 15) Roads should be well marked especially where there are bumps as this has been cause of many accidents.
- 16) Include and enforce Gender Issues in Contract documents. Gender mainstreaming monitoring and sensitisation activities should be budgeted for within contract budget
- 17) Compile gender disaggregated data for road labourers input and contractions directorships as well as categorise the winning contractors by gender
- 18) Regular Inspections on on-going road projects should include inspection of master payrolls to assess status of gender composition amongst construction labourers
- 19) IEK should train more engineers on gender mainstreaming, since they are the core personnel who can competently implement the policies in all transport infrastructural projects.
- 20) Dissemination of information should be improved to reach all. Public forums and newspaper and internet adverts are methods that are non-inclusive. Innovative methods forums such as churches and CBOs should also be applied
- 21) Casual labourers should be paid on time and if possible daily
- 22) There is need for ward development act which should give way for harmonised plans between the players such as the KeRRA, County ministry of transport to have distinctive projects which community are able to monitor implementations and hence the results.
- 23) Need to make prioritisation of projects closer to the people by having community consultative forums that are well mobilised. There should be budget allocation for awareness creation.
- 24) Youth should be sensitised and those of age encouraged into getting identification cards to access the youth funds.
- 25) The County Public Service Commission should have authority to hire staff and have a mechanism of documenting gender information.
- 26) Encourage more women to participate in construction work and service provision jobs such as PSV drivers and boda boda riders.
- 27) There is a need to come up with financing mechanisms/facilities that could advance contractors funds to undertake big contracts and complete as they wait payment.
- 28) The county government or KeRRA should always do timely payment for project completed to facilitate the contractor to pay their worker and suppliers.
- 29) There should be periodical technical trainings offered to contractors and site workers to enable them achieve high standard roads.
- 30) Looking at the trends there is a future for female in road construction but there is need to create awareness and dispel the myths that it is a male industry.

## **Annex G: National Validation Stakeholders Workshop**

### **Introduction**

The national stakeholders' workshop was held on 12<sup>th</sup> May, 2017, at the Crown Plaza Hotel, Nairobi. It served as a forum for dissemination, feedback, verification and validation of all the research findings covering the national and county institutions. A total of 30 people representing various national and county rural transport and related institutions participated in the counties.

The institutions represented at the workshop included Kenya Rural Roads Authority, Kenya Institute of Highways and Building Technology, National Transport and Safety Authority, Kenya Roads Board, the Institute of Engineers of Kenya (Women Chapter), Kenya Law Reform Commission, State Department of Gender Affairs, International Development Law Organization, the Departmental Committee of Transport and Roads (Machakos, Murang'a and Homa Bay counties County), Constituency Roads Committees, Murang'a Women's SACCO, sub county ward administrators and representatives from county departments responsible for gender issues.

It should be noted that majority of participants in this workshop had given recommendations earlier during interviews or county level validation workshops.

### **Workshop objectives**

The national stakeholders' workshop had four objectives:

1. To present the findings of research into gender mainstreaming in Rural Transport Institutions in Kenya for feedback, verifications and validations.
2. To obtain consensus and recommendations for enhanced uptake of gender mainstreaming by Rural Transport Sector Institutions with a focus the research questions
3. To obtain recommendations for the sustainability of gender mainstreaming efforts by the rural transport sector institutions
4. To create a platform for participants to express their opinions on gender mainstreaming initiatives.

### **Validation Workshop Approach/Process**

- Presentation of Workshop programme;
- Presentation of findings;
- Questions and Answer sessions
- Working Group sessions (on recommendations for each of the research questions) and plenary presentations. This was to enable the researchers affirm the recommendations already received during the data collection stage
- Plenary & Wrap up
- Group photo session

### **Participants' feedback to researchers on the research findings**

To begin with, participants were briefed on the research background, objectives, and the followed by the researchers, steps leading to the day's event. The aim was to have a shared understanding of the purpose of the research project. This was followed by power point presentation of key findings on each of the four research questions. During this process participants were free to seek clarifications on any aspects of the research findings.

## **Key observations by participants**

A number of key observations were made by the participants concerning gender mainstreaming. These were:

1. The workshop created a forum that enabled them to further learn from each other. Therefore there is a critical need for rural transport institutions to collaborate and network on gender mainstreaming issues in order to leverage on synergies that exist among them since gender mainstreaming is a cross cutting issue whose achievement can only be realised through the concerted efforts of all institutions.
2. Participants also noted that NGEK has highly informative publications on gender equality ND mainstreaming which are not known to the transport and other institutions who were learning about these for the first time at this workshop. An example of the informative materials held by NGEK that should be made known to the rural transport and other institutions is the Gender Responsive Budgeting Guidelines.
3. Participants affirmed the research findings on some of the factors that constrain gender mainstreaming, mainly issues to do with cultural barriers and the past biases in the education policies and strategies which encouraged women to undertake non-science subjects.
4. One participant observed that the research was biased in favour of women since it did not have as many findings on men, as it did on women.
5. Perpetuation of affirmative action should not be encouraged in the gender mainstreaming agenda as since it is not sustainable, causes imbalance and favours women.
6. The exclusion of the boy child as an emerging issue is a real concern especially in Central province where young men are turning to traditional alcoholic brew for yet un-determined reasons. But the situation is likely to overburden the poor women in taking care of unproductive youth.

## **Working Group session**

The plenary presentations and discussions were followed by a working group session during which participants were divided into four working groups, with each group being asked to express their views on each of the four-research questions. The working groups were composed of:

1. Social, Gender and youth experts
2. Technical (Engineers/ Works officers) experts
3. Administration, HR & Policy experts
4. Private contractor, service providers and Murang'a women's SACCO

The aim of the working group session was to enable each set of group members to re-examine the findings as presented, against each of the research questions, and to propose different views/additions as appropriate, or endorse them with any extra recommendations where necessary.

## **Plenary presentations by the working groups**

The working group session was followed by a plenary presentation of findings by each of the groups.

General observations from the working groups included:

- An overall consensus that the findings reflected the current situation of gender mainstreaming in the rural transport institutions as well as other public sector institutions. To this end, the groups indicated that the research findings were informative, and there was need for the rural transport institutions to actualise them.
- There is need for an accessible countrywide gender disaggregated data in all rural transport institutions to enable planning of rural infrastructure and services from a gender perspective;
- There are only 3 women engineers who are Board members of the at the Engineers Registration Board, which underscores the need to encourage more women to take up engineering subjects;
- Of all the students who enrolled in BSc in Civil Engineering at the University of Nairobi in 2016/2017, only about 20% are female;
- Gender mainstreaming is progressive; it will be achieved over a time. There ought to be delicate balance in gender mainstreaming agenda so as to sustain gender and family relations;
- Gender mainstreaming efforts suffers a missing link in actualisation of laws and policies; strong monitoring framework; and weaknesses/constraints in implementation at institutional level.

#### **Some recommendations by working groups**

- Sensitisation on the constitutional provision on gender mainstreaming is needed to bring more women to take advantage of tendering opportunities in transport sector. This is especially necessary since in most cases, men (and male youth) attend rural level gender sensitisation workshops, with women turn out usually being very low;
- There is need for NGEN to come up with M&E framework that is functional to ensure implementation of gender mainstreaming;
- Need for all transport institutions to adhere to the constitution on the two third gender representation.

## Annex H: National Validation Workshop Attendance List- Nairobi

Nairobi 12/05/17 At Crowne Plaza Nairobi

Name	Position	Organisation	Gender
1. Eng. E. J. Kagochi Mwangi	Manager Roads	KeRRA	M
2. Mr. Fred Lumati	Senior Monitoring and Evaluation Officer	NGEC	M
3. Peres Nambachi	Office Admin/CEO Office	NGEC	F
4. Eng. Esther W. Mwangi	Regional Manager	KeRRA	F
5. Samuel N.Musumba	Manager Directorate Road Safety	NTSA <sup>11</sup>	M
6. Peter M. Mwaura	Human Resource Assistant	KeRRA	M
7. James M. Mwangi	ADG	DOGA	M
8. Babra Kawira Japal	Programme Associate Kenya	IDLO	F
9. Eng. Margaret Ogai	Senior Manager	Kenya Roads Board	F
10. Pius Nyamila	Chief Instructor	KIHBT-KTC	M
11. Hon. Felix Ngui	MCA Katangi Ward	Chairman Transport and Roads Committee/Dep Majority Leader	M
12. Salome Mutisya	Chief – Masii	Masii Location	F
13. Catherine N. Musau	CRC Member & women bada boda	Constituency Roads Committee	F
14. Valentine Musyoka	Director - Social Welfare	Education/Youth & Gender	F
15. John Maina	Chairperson boda boda Murang'a	Skyriders SACCO	M
16. Henry Mwangi	Sub-county Youth, Gender Development Officer	Social Services	M
17. Mary Nyambura	PSWD Officer		F
18. Abita Mwangi	Treasurer	Murang'a Women's SACCO	F
19. Margaret Gicheha	Secretary	Murang'a Women's SACCO	F
20. Phlis Muraya	Vice Chairperson	Murang'a Women's SACCO	F
21. Rose Wathigo	Chairperson	Murang'a Women's SACCO	F
22. Caroline A. Mboya	Gender Officer	Gender Department	F
23. Okoth Gift	Administrator	Ministry of Tourism & Culture	M
24. Gabby Christopher Oyundi	Sub-County Ward Administrator	Rachuonyo Ward	M
25. Phoebe Awuor	Driver	Probox	F
26. Judith Juma	Legal Officer	Kenya Law Reform	F
27. Linet Onyango	"	"	F
28. Grace Nyambura	Clerk Assistant	Murang'a County Assembly	F
29. Grace Wanjiru	Clerk Assistant	Murang'a County Assembly	F
30. Paul Njoroge	Clerk Assistant	Murang'a County Assembly	M
31. Nyangueso S. Ouma	Researcher	Tacitus Ltd	M
32. Wasonga Jayne	Researcher/Consultant	"	F
33. Salma Sheba	Researcher/Consultant	"	F
34. Samuel Orwa	Research Coordinator	"	M

<sup>11</sup> National Transport and Safety Authority



## Annex I: List of Documents Reviewed

<b>INTERNATIONAL AND REGIONAL CONVENTIONS RATIFIED BY KENYA ON GENDER MAINSTREAMING, PWD AND CHILD RIGHTS</b>			
<b>Reference Materials</b>	<b>Author</b>	<b>Objective</b>	<b>Findings</b>
Declaration of Convention Discrimination against Women.	United nations	The convention was signed by Kenya in 1984 to outlaw discrimination against women	These conventions include gender, PWD, Marginalised People Child Rights & Welfare which member states are obligated to implement in all institutions and social spheres. The Ministry of Transport and Infrastructure Policy statement and Guidelines for Mainstreaming Cross – Cutting Issues in the Roads sub-sector 2013, includes all these aspects of conventions in the Guideline  Kenya ratified these international and regional conventions and has institutionalised them in the Constitution of 2010. In this regard the state is obligated to fulfil them in every sector
Elimination of All forms of Racial discrimination	United Nations Human Rights	In this Convention, the term "racial discrimination means any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which may or effect of impair recognition, enjoyment or exercise, equal human rights and freedom	
Convention on Rights of Persons with Disabilities	United nations	It spells out unconditionally that persons with disabilities have equal access and a right to full and effective enjoyment of all human rights It was ratified by Kenya in 2008	
UN Charter on Rights and Welfare of the Child	United nations	The Convention has 54 articles that cover all aspects of a child's life and set out the civil, political, economic, social and cultural rights that all children everywhere are entitled to.	
African Charter on Human and People's Rights 1986:	Organisation of African Unity	The Charter promotes human rights and basic freedoms in the African continent.	
The East African Community Treaty 1999	East African Community	It was signed by Burundi, Kenya, Rwanda, Uganda and United Republic of Tanzania in Arusha, Tanzania. While enhancing regional co-operation one of its objective is to mainstream gender and enhance the role of women in cultural, social, political, economic and technological development.	The strategy of gender mainstreaming is now a regional commitment, creating the opportunity for each country to learn from each other. Kenya has the chance to learn from Tanzanian Village Travel and Transport Programme
Mainstreaming Gender in Road Transport: Operational Guidance for World Bank Staff. Transport papers.TP March	World Bank Group 2010:	The paper provides guidance for gender transport practitioners on mainstreaming in transport.	It highlights that women and men have different travel and transport needs due to their different social and economic roles and activities.  It informed the researchers key issues in gender and transport

New Initiatives to mainstreaming gender in transport.	ReCAP	The article gives a background to the Research for Community Access Partnership	It proved useful in briefings participants on the research agenda
<b>Reference Materials</b>	<b>Author</b>	<b>Relevant Content</b>	
Analysis of the Socio-Economic Impact of Integrated Transport Policy: The case of 14 seater Transport SACCO in Kenya	Gicheru E. Migwi W and M'Imanyara K 2011	It gives reasons why membership of women as investors in the transport SACCOs was low, attributing it to compliance requirements, harassment, stiff competition, high operational risks, high capital requirements and the disorganisation	During the research, very few women owned the transport
Challenges facing Implementation of Gender Affairs in selected government Ministries in Nairobi County.	J.N. Muyomi 2014 University of Nairobi	The government has done little to create awareness among its employees on gender issues with gaps in resource mobilisation. It was further confirmed that male dominance is still evident in the ministries and functionality of policies is still very low in gender mainstreaming.	This report confirms the lack of awareness of gender mainstreaming meaning and objectives and the real situation in the targeted transport sector institutions
Challenges of mainstreaming Gender in National Planning & Budgeting in selected Ministries and budgeting process	Njeu C. K. Ndugo C M and Wamae – Ngare G.N. 2013	Methods used to mainstream gender in planning and budgeting process include training, integration of gender in the planning and budgeting frameworks, establishment of gender focal points and development of ministerial gender policies. But the authors note that lack of budget impedes the process and gives recommendations	The author confirms that lack of budgeted financial resource is one factor that impedes gender mainstreaming. During the research the researchers were informed of lack of funds to carry out basic gender mainstreaming activities
Challenges of gender mainstreaming in in Public Sector – Kenya	Nyachieng'a EM 2011, University of Nairobi	The study findings show that the main institutional barriers affecting the gender mainstreaming include lack of political goodwill, slow pace of developing gender policies, lack of sensitisation of staff on gender related issues, lack of adequate budget, technical staff and proper training on gender related issues, literacy disparities and belief that gender mainstreaming is about women.	Two issues stand out clear here slow pace of implementation of gender policies, sensitisation, budget technical skills on the subject and literacy disparities all which were identified during the research process
The fallacies of Gender focussed Development in Kenya	Stella Nyancham- Ok emwa	This paper discusses the causes of stagnation of gender mainstreaming in Kenya dating back to independence in 1963. It brings a key challenge in approach strategies applied in gender mainstreaming which is insensitive to cultural dynamics between men and women	Some of the views documented by author were also observed as some officials regarded the gender equality agenda as mere women's affair

		resulting in resistance.	
County Public Participation Guide 2016	Ministry of Planning and Devolution	The rationale of public participation is based on the constitutional foundation, which places sovereign power on the people of Kenya. The aim is protection and promotion of the interest and rights of minorities, marginalised groups and communities and their access to relevant information”	While the Guide is very positive in attempts to achieve participation by all segments of society but lack of civic education and methodologies of community engagement is serious drawback to this goal
County Public Service Boards		The County Public Service Board is the agency that recruits and manages all county government civil servants under each County Government in accordance Act2012, section59. It expected includes ensure that principles of gender, PWD and marginalised people equity and are adhered to in all Human resource management.	But the Boards expressed two major draw backs, Lack of funding for sensitisation and inability to rationalise staffing at county level due to mandatory absorption of former county council and municipal staff which negated gender equity initiatives
Establishment, Powers and functions of the Constituency Roads Committees and Constituency Roads Tender Committees	Kenya Roads Board Act 1999section 17 & 17A	At the constituency level, the Constituency Roads Committee (CRC) Act has no clause on gender equity in membership, rural road prioritisation process though two persons from special interest groups are nominated but lack voting powers	This ACT may require review to enable it e be more gender responsive as the two nominated Special Interest Groups a have even no voting powers. Training this target group in gender and transport issues could be useful in including gender concerns in annual programming
Gender Equality Commission Act 2011 (NGEC)	NGEC	The Commission’s mandate is spelt out in The vision of NGEC is “A society that upholds gender equality, dignity and fairness for all”.	The Commission promotes gender equality and freedom from discrimination of all persons in Kenya”.
Performance Contracting tools for Public Sector on Gender Mainstreaming	NGEC	NGEC has developed a Toolkit to facilitate all governmental Ministries, Departments and Agencies (MDAs) in mainstreaming issues of gender, PWD, Youth and elderly equality within their operational, planning and budgeting processes	This is a useful tool that ensures that all ministries have certain targets to meet annually with quarterly feedback reports
The Status of the Boy Child in Kenya: “A Report of Emerging Perception on the exclusion of the boy child in the gender equality agenda”	NGEC	Gender equality describes social relationship as a situation where boys and girls enjoy equal opportunity and basic rights in all spheres of life. The emerging public debate suggests that the boy child is left behind in gender equality agenda. NGEC has conducted assessment in 8 counties in Kenya and published	The report confirms concerns that were raised during interviews in Murang’a County that the boy child is slowly lagging behind due to drug abuse, alcoholism and poor socialisation hence making them a challenge to gender equality agenda.

		this report	
Production and Consumption of Non-Standardised Alcohol in Kenya: With Whom Does The Buck Stops;	Johnstone B. Musungu and Peter K. Kosgei	Alcoholism among youth has reached alarming level. In 2015 the Government of Kenya through a presidential directive moved to destroy illicit liquor countrywide. This paper examines how the vice can be eradicated taking into consideration the impact in family institutions and gender initiatives	Alcoholism has serious impacts in family institutions with serious drawback on gender equality initiatives as young men become dependants rather than take opportunities in rural roadwork 30% quota system for youth, women and PWD
Kenya Roads Board Fund strategic plan 2013-2017	Government of Kenya (GOK	Kenya Roads Board Act No. 7 of 1999 established the board with the aim of overseeing KRB was established is to oversee the road network in Kenya and to coordinate its rehabilitation, development and maintenance and to be the principal advisor to the Minister of Roads on all matters related. One of its aims is to ensure cross cutting issues like gender and included in the all roadwork process	The Kenya Roads Board ensures that funds are available for gender mainstreaming in the rural transport sector institutions
Kenya Rural Roads Strategic Plan 2009 – 2018	Government of Kenya (GOK	Gender mainstreaming is included in the strategic plan of the agency	This plan outlines the strategic plan for indicated years and includes the gender mainstreaming agenda
Ministry of Devolution & Planning	Government of Kenya	The role of the Ministry of Devolution and Planning is outlined and covers both national and county government	Gender budgeting commences from planning hence the Ministry plays a pivotal role in the process
Kenya Roads Bill 2015 on road classification,	Government of Kenya (GOK	Classification of roads bill yet to enacted	This is an eagerly awaited bill classifies all road network and clarifies responsibilities between national and county government in accordance to the constitution.
The National Transport Safety Act no 33 of 2012 which created the National Transport & Safety Authority (NTSA)	Government of Kenya (GOK	The mission of the Authority was to harmonise the operations of the key road transport departments and help in effectively managing the road transport sub-sector and minimising loss of lives through road crashes	We found out that the Act has a section on establishment of County Road Safety Committees in counties which is still at formation stages
National Transport Safety Act no 33 of 2014 on Motorcycle.	Government of Kenya (GOK	This Act focuses on regulations for both two and three-wheeler a motor cycles. This includes a licencing, insurance, protective gears and conditions for carrying the load	Our finding indicates that though the Act is in place NTSA's capacity to enforce the regulation in rural Kenya is yet to be realised
The Public Procurement	Government	This is an Affirmative Action	Our findings indicate that it

and Asset Disposal Act 2013.	of Kenya (GOK	intended to reserve special procurement opportunity to women, Youth and PWD.	is operational but the main challenge is how to ensure the inclusion of poor women, men, youth at village level in the process due to general lack capacity
Revised Regulations 2016 PFM, the Affirmative Action Social Development Fund.	Government of Kenya (GOK Uwezo, Women Enterprise Fund	The object of the Fund is to complement the National Government Programmes by providing (a) enhancement of access to financial facilities for women, nurturing of talent for the youth, (f) rehabilitation and counselling centres for the control of drugs and substance abuse, civic education and community sensitisation on government programmes and policies,	This is a potential opportunity for inclusion of rural women, youth PWD in roadwork contracts as indicated in Policy Statement and Guidelines on Cross Cutting Issues(MITHUD)
Revised Regulations 2016 PFM, the Affirmative Action Social Development Fund.	Government of Kenya (GOK)	The County Governments Act, 2012 (CGA), 104 obligates each county to develop an integrated at all county administrative levels and promote public participation and engagement by non-state actors in the planning process. The objective is to meet the needs and benefit local communities.	The CIDP is an ideal platform for addressing the gender rural transport inequalities as it includes all sectors. The CIDP Murang'a, Machakos and Homa-Bay have gender among the strategic goals
Gender Equality in Swedish Development Cooperation Kenya Country	report Annex V by Charlotte Örnemark and Pauline Nyamweya on includes Roads 2000 ITT- SIDA gender initiatives	Swedish development cooperation in Kenya for the 2004–2008 strategy period had the primary objective of poverty reduction, with a focus on four pillars: <ul style="list-style-type: none"> <li>• Pro-poor growth</li> <li>• Social development;</li> <li>• Sustainable management of environmental resources; and</li> <li>• Democratic governance</li> </ul>	During this period SIDA funded Roads 2000 programme through current Cardno IT Transport in Nyanza and targeted the women, men and youth for labour based training and roadwork contracts. This report provides the successes and challenges and sustainability lessons. The publication shows that for sustainability purposes such programmes must be institutionalised
Production and Consumption of Non-Standardised Alcohol In Kenya: With Whom Does The Buck Stops;	Johnstone B. Musungu and Peter K. Kosgei	Alcoholism among youth has reached alarming level. In 2015 the Government of Kenya through a presidential directive moved to destroy illicit liquor countrywide. This paper examines how the vice can be eradicated taking into consideration the impact in family institutions and gender initiatives	Alcoholism has serious impacts in family institutions with serious drawback on gender equality initiatives as young men become dependants rather providers
Good Policies & Practices	ILO	This paper provides an overall	This is an important

on rural Infrastructure Planning f	By J. Hine SSATP	framework for identifying, planning and prioritising rural transport infrastructure and services interventions. A key element is to encourage a holistic understanding of rural transport. Although services and infrastructure can be planned in isolation of each other, the best long-term results are likely to be achieved if they are improved in conjunction with each other.	literature for transport sector planners. The Research team also learnt about poor intra –village infrastructure making it even impossible for Intermediate Means of Transport such that communities have to walk long distances to access public amenities
Challenges facing addressing Gender dimensions of Transport in developing Countries	Lessons from WB by Riverson, Kunienda, Roberts & Walker	Women in most developing countries have very limited access to transport services and Technology resulting in constraints to access to health, education and other social facilities and services.	This paper is appropriate for this research as it highlights steps taken and challenges being experienced by institutions in meeting the goals
Rural Transport Service Indicators	DFID Paul Starkey and Peter Njenga	The guidelines are to facilitate participatory surveys to obtain rural transport services indicator statistics and the data required to prepare reports that provide detailed descriptions of the transport services operating on particular rural roads.	Surveys are important instruments for informing planners. The rural transport indicators developed here should be widely disseminated to rural roadwork implementers
Enhancing Rural Mobility through Motorised and Non-Motorised Transport. <a href="https://www.piarc.org/resources/documents/.../9139,5.1_TC3-20_2002_Starkey.pdf">https://www.piarc.org/resources/documents/.../9139,5.1_TC3-20_2002_Starkey.pdf</a>	Paul Starkey	Poverty alleviation requires improved mobility for women and men to access public amenities. Transport budgets are biased towards infrastructure. In many areas, water transport is extremely important for personal mobility and moving produce.	This paper gives some background necessary for comprehension of the research background scenario

## Annex J: Gender Responsive Budget Guidelines

Budget process stages	Timelines	Key actor(s)	Checklist
Launch of SWGs	August	Treasury (Budget Supplies)	
<b>Development of the MTEF Budget Guidelines (Budget Call Circular)</b>	August-September	Treasury (Budget Supplies Department)	<p>What is the gender situation in the sector i.e. (i) gender disparities impacting upon the sector's performance- and Kenya's Vision 2030; and (ii) gender equality issues within the public sector (including capacity development)?</p> <p>What outcomes and strategic objectives will be targeted based on the situation analysis identified?</p> <p>What measures (short, medium and long-term) are proposed for the MTEF period in question, to address the issues as identified above to promote gender equality in the sector?</p> <p>What resources are proposed to be allocated for actualising the measures above?</p> <p>Categorise the resources as follows: (i) Resources to address the promotion of gender equality within employment in the public sector; (ii) resources towards capacity development for gender mainstreaming and (iii) resources towards gender-specific measures identified above. Separate recurrent and development expenditures).</p>
<b>Update of Ministerial Strategic Plans</b>	August-September	All	<p>Do strategic plans explicitly show ways of mainstreaming issues of gender and other special interest groups?</p> <p>Are there systematic reviews of status of men and women in the economy and allocated specific resources and activities in the plan to address gender disparities, promote equity and inclusivity of women and men and other special interest groups in development agenda?</p>
<b>Undertake Ministerial Public Expenditure Reviews</b>	September	All	<p>Do expenditure reviews show sex disaggregated benefit incidences, enumerate resources spent in reducing inequities, show resources spent in improving inclusivity of men and women in development agenda?</p>
<b>Development of the Budget Review Outlook and Paper</b>	September	Macro-Working Group and disseminated by Treasury (Economic Affairs Department)	

<b>Update and submission of the BROP to Cabinet for</b>	October	Treasury (Economic Affairs Department)	
<b>Circulation of BROP to Accounting Officers</b>	October	National Treasury	
<b>Development of MTEF Budget Proposals (Line- Item and Programme-based)</b>	November	SWGs under guidance of the Treasury (Budget Supplies Department) and Ministry of Devolution and Planning	<b>Equality Consistency Checklist (under Ministry of Devolution and Planning's Directorate on Gender) based on the Budget Call Circular: The following questions need to be addressed:</b> Does the sector provide the gender-related outcomes and strategic objectives targeted over the medium term by the sector i.e. on an annual basis? Does the sector provide gender-related measures (short, medium and long-term) proposed for the MTEF period in question? Does the sector link on-going programmes and newly proposed measures? Does the sector provide the resources proposed to be allocated for actualising the measures above?
<b>Development and issuance of ministerial MTEF budgets</b>	February (mid)	Treasury (Budget Supplies Department)	
<b>Submission of ministerial MTEF budgets</b>	March	Treasury (Budget Supplies Department)	
<b>Consolidation of Budget Estimates</b>	April	Treasury (Budget Supplies Department)	
<b>Submission of Budget Estimates to Parliament for Approval</b>	April	Treasury (Budget Supplies Department)	<i>Parliament to look out for gender specific issues in the proposed budget estimates</i>

Source: National Gender & Equality Commission



Logframe Indicators			
(Note: The purpose of this section of the CR is to summarise the extent to which this activity has contributed to the ReCAP's higher level objectives. Where response is YES supporting documentation is required separate to the report)			
Outcome	Question		Response ( <i>Underline Answer</i> )
Sustainability	1.1 Did this project lead to any concrete examples of change, influenced by ReCAP research that will be applied to Km of road?		1 YES, with XX km of Roads to be built 2 No 3 Don't Know
	1.2 Were Partner Governments and/or other financiers involved in co-funding this research?		1 YES, through Contributions in Kind (K) 2 YES, through Core Contributions (C) 3 No
	<b>Type of Contribution:</b> K – Funding of Trial Sections, Staff Time, Dissemination and Training C - Funding of Research Programme Core Costs, Research Contracts, Capacity Building and Knowledge Management	<b>Value (in £m)</b>	<b>Source:</b>
Research and Uptake	Were any Peer-Reviewed Papers made available in open access format generated due to the implementation of this project?		1 YES 2 No
	1.3. Were any National Policies, Manuals, Guidelines and/or final research outputs been fully incorporated into Governmental/Ministerial Requirements, specifications and recommended good practice as a result of engineering research conducted during this project?		1 YES 2 No 3 Not Applicable  If yes, provide Data
	1.4. Were any National Policies, Regulations and/or practises for Rural Transport Services been modified or introduced as a result of this project?		1 YES 2 No 3 Not Applicable If yes, provide Data
Knowledge Dissemination	3.1. Did this Activity result in a National Research Centre (NRC) being Linked to an electronic repository for rural transport Knowledge?		1 YES, indicate which one 2 No 3 Not Applicable
	3.2. Did this project Generate Knowledge Presented and discussed at a high level international development conference or debate?		1 YES, indicate name and date of conference 2 No 3 Not Applicable

	3.3. Was the knowledge generated by this project disseminated through workshops or dedicated training?			<p>1 <b>YES.</b> Four workshops were held, three at the county level and one at national level. refer to Section 5.3 and Annex F</p> <p>2 No</p> <p>3 Not Applicable</p>
Capacity Building	2.1. Did country-based African/Asian experts or institutions take lead roles during the implementation of this project?			<p>1 <b>Yes</b></p> <p>2 <b>NO</b></p>
	<p><b>Name</b></p> <p>Samuel Orwa Samuel Nyangueso</p> <p>Margaret Ombai</p> <p>Salma Sheba</p>	<p><b>Nationality</b></p> <p>Kenyan</p> <p>Kenyan</p> <p>Kenyan</p> <p>Kenyan</p>	<p><b>Position</b></p> <p>Research Coordinator</p> <p>Transport Planner</p> <p>Deputy to Research Coordinator</p> <p>Gender Specialist</p>	If yes, provide Data
	2.2. Was this project managed through a National Research Centre (NRC) and supported by ReCAP funding for technical assistance and capacity building?			<p>1 <i>YES, with NRC being Operational-initiating, carrying out and producing papers from Research projects</i></p> <p>2 <b>No</b></p>
	2.3. Were female researchers involved in providing inputs at a senior technical level?			<p>1. <b>Yes.</b> Two female researchers were involved.</p> <p><u>separ</u></p>
	<p><b>Name</b></p> <p>Margaret Ombai</p> <p>Salma Sheba</p>	<p><b>Position</b></p> <p>Deputy Team Leader</p> <p>Gender</p>	<p><b>Inputs</b></p> <p>Report compilation, questionnaire development and facilitation of workshops</p> <p>Interviews, workshop facilitation</p>	<p>2. <b>NO</b></p> <p>If yes, provide Data</p>