

Gender Mainstreaming in Rural Transport Sector Institutions in Kenya

Key policy recommendations

The following recommendations are proposed as a way to overcome some of the barriers associated with institutional gender mainstreaming in the transport sector of Kenya.

- ▶ Gradual but progressive compliance with the Constitutional provisions on two third gender provisions in permanent/contracted, technical and executive staffing; but immediate full compliance at Board of Director levels.
- ▶ Implementation of the Diversity Policy 2016 is paramount in order to build a Public Service that is inclusive and representative of the diversity of the Kenyan people for efficient and effective service delivery.
- ▶ Capacity building and education on gender equality in tendering, access to project finance and implementation should continue. Counties should implement and operationalise the Roads 2000 Strategic Plan 2013–2017 Strategy in Kenya.
- ▶ Adapting and institutionalising Gender Responsive Budgeting (GRB) as recommended by the National Gender and Equality Commission (NGEC), where mainstreaming of gender considerations will be taken care of in the planning and budget formulation processes, as well as in the monitoring and evaluation of projects and programmes.
- ▶ Engage cultural and religious leaders in gender mainstreaming initiatives to counteract cultural stereotypes that hinder women's empowerment.
- ▶ Village or community focused projects, such as the DFID funded project, implemented by Cardno on Improving Rural Access in Tanzania (IRAT), which emphasises labour-based technologies through gender equitable, community driven development initiatives, and is highly recommended for County Governments.

Transformation of rural transport institutions is evidently a work in progress, but there is much to learn in other sectors and from other countries, and a challenging period ahead to provide an enabling environment for embedding gender mainstreaming policies in a meaningful way in Kenya.

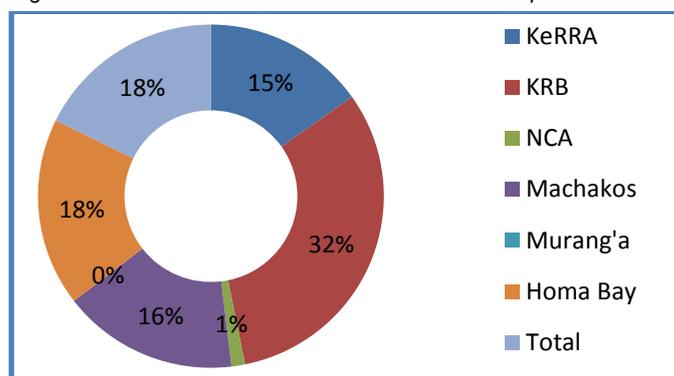
Brief problem summary

The Gender and Transport Network (GATNET) meeting in 2015 revealed that women remain disadvantaged compared to men in access to transport due to insensitive planning practices, despite sensitisation of policy makers. The World Bank asserts that the consideration of gender in the transport sector is essential to ensure that transport is inclusive, equitable, and affordable and that it provides access to resources and opportunities required for development.

Despite the existence of a national gender mainstreaming policy in Kenya, the policy has not been effectively implemented at the county level. There is a general lack of gender disaggregated data in the country, and an inadequate budgetary allocation for gender mainstreaming activities. Furthermore, there is low implementation of gender mainstreaming policies and laws despite the existence of a legal and institutional framework in the 2010 Constitution.

This research study sought to investigate evidence of gender mainstreaming efforts transforming the institutions that deliver and support rural transport infrastructure and services in Kenya. It explored whether the Kenyan gender mainstreaming agenda has resulted in changes in staffing (see Figure 1), decision making, budgeting and expenditure in rural transport institutions; stimulating or constraining factors to the changes; and whether the changes are sustainable.

Figure 1: Women in Technical Positions in Rural Transport Institutions



Most relevant evidence

Results of the research study show that the rural transport institutions are making efforts to adhere to the constitutional gender mainstreaming requirements. However, the constitutional two-thirds policy in staffing

(not more than two-thirds of the members of elective or appointive bodies shall be of the same gender) 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 the majority of transport sector institutions. In addition gender disaggregated data is neither readily available nor applied to rural transport programming and implementation.

A survey conducted by Tacitus Ltd show that men still dominate the Rural Transport Public Service institutions as illustrated in Table 1. Only two transport institutions were found to comply with the two thirds gender procurement policy, these are the Kenya Roads Board (KRB) and the National Construction Authority (NCA).

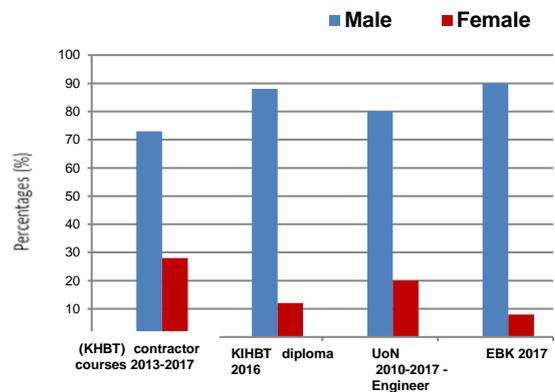
Table 1: Employment in Rural Transport Institutions

| Institution | Men | Women | Total | Women % |
|------------------|-------------|------------|-------------|------------|
| KeRRA | 503 | 161 | 664 | 24% |
| KRB | 38 | 31 | 69 | 45% |
| NCC | 148 | 87 | 235 | 37% |
| KIHBT | 148 | 37 | 185 | 20% |
| Machakos County | 362 | 51 | 413 | 12% |
| Murang'a County | 28 | 7 | 35 | 20% |
| Homa-Bay County | 46 | 11 | 57 | 19% |
| Sub-total | 1273 | 385 | 1658 | 23% |

The reason given for a high gender disparity in these institutions is that there are fewer qualified women with an engineering background and related technical subjects. This is corroborated by the UN Women's programme for pushing the gender parity gap in Sciences, Technology, Engineering and Mathematics (STEM); and the UNESCO report on improving access to engineering careers for women in Africa and the Arab States. A survey carried out for various courses run by the Kenya Institute of Highway and Building Technology (KIHBT), including Kisii Contractor Roadwork Skills Improvement Courses, as well as engineering programmes run by the University of Nairobi (UoN) and registration by Engineers Board of Kenya (EBK) showed women's enrollment to be under 30% (Figure 2).

However, the number of women in rural infrastructure projects as Directors of private contracting firms is on the increase in Kenya. It is encouraging that the composition of women Directors among contractors awarded road contracts by KeRRA, in Murang'a region, is currently about 35%.

Figure 2: Technical, Contractor Training and Graduate Engineers



Factors affecting gender mainstreaming

Motivating factors to the gender mainstreaming changes in Kenya

- Enabling Legal and Institutional Frameworks
- Implementation of the Roads 2000 strategy, which is gender and employment responsive.
- Promotion through sponsorship of women on roadwork courses by development partners including AFD, SIDA and KFW.
- Discharge of the 30% procurement quota for women, youths and people with disabilities (PWD) for all public entities.
- Murang'a Women's savings and credit co-operative organisation (SACCO) has become a national role model for women's co-operatives in transport.
- Support by UNESCO and the Institute of Engineers of Kenya and other NGO's to equip and encourage girls to study science and technical subjects.
- The Kenya Institute of Highways and Building Technology providing training on cross-cutting issues
- The County Integrated Development Plans include gender equality issues resulting in support from various agencies.

Constraining factors to the gender mainstreaming changes in Kenya

- Women have been significantly under-represented in engineering and the sciences.
- A lack of readily available gender disaggregated data is a major challenge.
- Inadequate awareness of the actual meaning and objectives of Gender Mainstreaming and equality.
- Inadequate application of gender mainstreaming among rural transport sector institutions.
- Lack of a forum to periodically share gender mainstreaming agendas, reference materials, programmes, strategies, and challenges by rural transport institutions.
- The absence of a training needs assessment in gender mainstreaming to inform the development of relevant orientation training and materials applicable to rural transport sector institutions.

Figure 3: Women Working in KIHBT Low Volume Rural Road Site



Positive factors in Gender Mainstreaming

- The affirmative action laws in access to government procurement opportunities of 30% for youth, women PWD and marginalised groups is a positive step.
- The recent enactment of Gender Responsive Human Resource Development Policies and Guidelines in 2015 and 2016, and implementation by public institutions.
- Women co-operatives developing themselves professionally despite opposition, for example the Institute of Engineers of Kenya (Women's Chapter) and Murang'a Women's SACCO that successfully tendered for a KSh30 million project for road construction.

Problematic factors in Gender Mainstreaming

- Many rural transport institutions and practitioners do not yet view transport infrastructure and services from a gendered perspective.
- Some officers perceive the gender mainstreaming agenda as a pre-condition of financing by development partners, which is open to misuse.
- Equal opportunities in employment for men, women and PWD to meet the gender equity targets are longer term targets, and will only be fulfilled progressively.
- Gender mainstreaming is perceived to relate to women only, rather than the welfare of men, women, boys and girls.

Sustainability

- The existence of a legal and institutional framework for gender mainstreaming has triggered debate, especially among transport institutions.
- NGO's and International agencies, professional and political circles are also changing attitudes as they campaign for girl child education.
- Successes by women co-operatives who pull resources together like the Murang'a Women's SACCO are influencing trends.
- Sustained monitoring by the National Gender and Equality Commission (NGEC) and research initiatives informing the government of challenges and gaps that require collective action by all stakeholders.

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 and cannot be entirely transformed by legal and institutional provision alone.

Figure 4: Women Headloading along a Rural Road



Best practice based on evidence

The following best practices in gender mainstreaming have been identified from this research:

Enabling Legal and Institutional Frameworks: The following legal and institutional frameworks are instrumental in providing an enabling environment for gender mainstreaming: 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). Other related laws include the Public Procurement and Asset Disposal. The main institutions facilitating the equality agenda are the Department of Gender Affairs, The National Gender and Equality Commission, the Public Service Commission, the Ministry of Devolution and Planning, and the Kenya Law Reform Commission.

Gender Management Systems

Policy implementation is facilitated by ensuring that Gender Management Systems are incorporated into government institutions. This a set of structures, mechanisms and processes established to ensure that gender considerations are integrated into all institutional programmes. These include a gender-disaggregated data system, gender mainstreaming guidelines, training, and secure and accessible reference materials. The Rural Roads Planning Officers, Transport Services Officers and Human Resource Managers are key players in the implementation of such systems.

Gender Responsive Budget: A Gender Responsive Budget takes into account the factors necessary for implementation. It is therefore important that each

institution has a specific line budget for gender mainstreaming with adequate funds.

Capacity Building for Gender Mainstreaming Process

The Performance Contract of the Ministry of Transport, Infrastructure, Housing and Urban Development has indicated the following factors for gender mainstreaming:

- Development of institutional gender policies
- Training of all staff
- Development of gender disaggregated data systems
- Ensuring compliance with gender equality and equity regulations on appointments, promotions and employment
- Monitoring and Evaluating gender equality.

Dissemination and Exchange of Gender Mainstreaming Knowledge

a) Gender Mainstreaming Forum for Rural Transport Institutions:

The need for establishment of a forum for periodic discussions between Gender Mainstreaming Committees in rural transport institutions was emphasised. Such forums act as platforms for exchange of knowledge, strategies, programmes and challenges as the institutions serve the same clients located within similar regions of operation (counties).

b) Resource Centre:

This resource centre or digital library is a provision where all staff can access information materials on gender responsive roadwork technologies, gender and transport Information and participatory governance methodologies. All these factors are important for all officials interacting with communities. A resource centre also retains and secures reference materials generated by the institutions in one secure repository.

The Affirmative Action of 30% Access to Government Procurement Opportunity to Women, Youth and People with Disabilities

The affirmative action of 30% quota to special interest groups has had some positive impacts. The Murang'a Women's SACCO is an example of women who formed a savings and credit co-operative and won roadwork tenders worth KSh30 million over three years, with benefits going to poor women and youth throughout the entire county.

Campaign for the Girl Child Education in Science Technology and Innovation

In response to the gap in gender disparity in the transport sector, various agencies have been advocating for girl children to undertake science and engineering courses in secondary school, university and tertiary colleges.

Three agencies involved in the campaign are: UNESCO, Institute of Engineers of Kenya (Women's Chapter), Discovery Alliance and Technical Vocational Education

and Training (TVET) programme for promoting girls in Science, Technology and Innovation (STI).

Summary of Project/Background

ReCAP contracted Tacitus Ltd to undertake research into gender mainstreaming in the rural transport sector institutions in Kenya. The research was conducted in Nairobi, Murang'a, Machakos and Homa Bay. The aim of the research project was 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 study showed that the meaning and purpose of gender mainstreaming is not sufficiently understood by the majority of transport sector institutions in Kenya. 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 are required, but the building blocks exist with the enactment of the Constitution of Kenya (2010) and formation of the National Gender and Equality Commission (NGEC).

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