



KENYATTA UNIVERSITY
WOMEN'S ECONOMIC EMPOWERMENT HUB

**WOMEN'S PARTICIPATION IN MANAGEMENT AND LEADERSHIP POSITIONS
IN THE PUBLIC SERVICE IN KENYA: CLOSING THE GENDER GAP**

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| | |
|---|-------------------------------------|
| Table of Contents | |
| LIST OF FIGURES | 4 |
| LIST OF PICTURES ABBREVIATIONS AND ACRONYMS | 5 |
| ABSTRACT..... | 8 |
| 1.1 Introduction..... | 9 |
| Objectives of the Study | 10 |
| 3.0 Methodology..... | 13 |
| 3.1.1 Research design..... | 13 |
| 3.1.2 Sampling – Dr Isabella to do the write up..... | 13 |
| 3.1.3 Data collection (Explain sampling method first and how you decided on sample sizes) | 13 |
| 3.1.4 Data analysis | 14 |
| 4.0 EMPIRICAL RESULTS AND DISCUSSIONS | 14 |
| 4.1 Results from Quantitative Analysis..... | 14 |
| 4.1.1 Demographic characteristics..... | 14 |
| 4.2 QUALITATIVE RESULTS..... | Error! Bookmark not defined. |
| 4.2.1 Factors that contribute to women’s under-representation in management and leadership positions for women’s economic empowerment in the public service in Kenya..... | 18 |
| 4.2.2 National policy on gender and development (2000) and its subsequent amendments 2011 and 2019 | 21 |

| | |
|---|----|
| 4.2.3 Monitoring and Evaluation Of Women’s Participation In Management And Leadership In The Public Service..... | 24 |
| 4.2.4 Effectiveness of the National Policy on Gender and Development in Enabling Women’s Participation in Management and Leadership Positions in the Public Service | 27 |
| 4.2.5 General perception of women in management and leadership position | 28 |
| 5.0 CONCLUSIONS, CHALLENGES AND RECOMMENDATIONS | 29 |
| 5.1 Conclusion..... | 29 |
| 5.2 Challenges | 29 |
| 5.3 Recommendation..... | 30 |

LIST OF FIGURES

| | |
|--|----|
| Figure 4.1: Do you feel you overstayed in your previous position(middle level mangers) ... | 22 |
| Figure 4.2: Factors contributing to delayed promotion (middle level managers) | 24 |
| Figure 4.3: Awareness of the National Policy on Gender and Development | 27 |
| Figure 4.4: Implementation of the National Policy on Gender and Development | 28 |
| Figure 4.5: Aaffirmative action applied in hiring and promoting | 31 |

LIST OF PICTURES

ABBREVIATIONS AND ACRONYMS

GDP: Gross domestic product

HRM & D: Human Resource Manager and director

ICT: Information Communications Technology

KII: Key Informant Interview

KNBS: Kenya National Bureau of Statistics

KU-WEE: Kenyatta University Women's Economic Empowerment

MGI: McKinsey Global Institute

NCC: Nairobi City County

UN: United Nations

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ABSTRACT

Women remain underrepresented in management and leadership positions. Exclusion of women from management and leadership positions is likely to lead to a large wage gap among male and female employees of comparable experience and training. Literature asserts that in Kenya, women face a myriad of barriers including but not limited to historical, economic and social-cultural in their quest to participate in management and leadership positions. This study looks at determinants of women's participation in management and leadership positions with a focus on the National Policy on Gender and Development of 2000 and its subsequent amendments in 2011 and 2019. The study objectives are: to establish factors that contribute to women's under-representation in management and leadership; to examine the extent to which the National Policy on Gender and Development (2000) and its subsequent amendments 2011 and 2019 have been implemented in the public service in Kenya; to examine M & E indicators for measuring women's participation in management and leadership in the public service and to suggest how the National Policy on Gender and Development can be made more effective in enabling women's participation in management and leadership in the public service for economic empowerment. Pre-piloting phase of the study included a gender audit from 2010 to 2020 tracking gender representation at the entry to management in all the 22 Ministries of Government. The findings showed that in 2010 when the Constitution was promulgated, the women comprised 57,415.08 (30.02%) and men were at 133,832.42 (69.98%) and this totaled to 191,247 public servants within the **job cadres M to P**. In the year 2020 the statistics indicate that women comprised 46,804 (24.01%) and men were at 148,157 (75.99%) and this totaled to 194,961 public servants within the **job cadres M to P**. Meaning the gender gap has widened over the last 10 years. A pilot study started with a visit to Nairobi City County Governor's office and the Ministry of Interior and Coordination of National Government. The purpose was to share information about the projects being undertaken by the KU-WEE Hub with an emphasis on the research on women in management and leadership in the public service. The Piloting commenced on 16th of April 2022 where a baseline survey featuring 8 women and 7 men drawn from the Nairobi City County and 8 women and 13 men drawn from the Ministry. Piloting was conducted to evaluate the efficacy, validity and reliability of the data collection tools. The structured questionnaire was administered to job group M-P in the middle level management and a key informant interview which involved senior management level in job groups Q-V. From the findings, the study established women in public service yearn not only for organizational support but also equal treatment that will propel them to leadership and management by merit. Despite the established benefits of gender diversity in Kenya, there are still deficits of women in leadership and management in public service as compared to their male counterparts.

Key words: Women's Economic Empowerment, Leadership position, Gender Mainstreaming, Management Position, Under-representation, Participation

1.1 Introduction

According to the 2019 Census in Kenya, women comprise 51.2% of the total population and constitute half of Kenya's labour force (KNBS 2019, 2020). Kenya's Vision 2030 and the consequent Sessional Paper No. 10 on Vision 2030 highlight that women are equal players in the social, political and economic pillars of the economy. They are found in both the informal and formal sectors with higher concentrations in the informal sector (The McKinsey Global Institute (MGI) report, 2015). Participation of women in formal employment is crucial because of its direct impact on incomes and therefore livelihoods (Atieno, 2006; KNBS, 2019). The MGI report (2015) and Nigam (2014), posit that gender inequality at work reflects the obtaining social structure of a given society. Women's triple role of reproductive, productive and community as postulated by Moser, poses as hindrance to their economic empowerment. It has been argued that, under-representation of women in the labour market has a negative effect on overall productivity (Ellis, 2007). According to MGI, (2015) this gender gap in labour productivity is likely to narrow as more women move into formal employment with concomitant addition of approximately 26 percent, to the global annual GDP by 2025.

The UN Sustainable Development Goals and other multilateral dialogues emphasize on the need for empowerment and well-being of women. While this is well-intentioned to address the enduring gender inequalities, their effectiveness is still debatable. As emphasized by Kabeer (1999), measurement is not only important for assessing, but also for benchmarking projects, understanding context, and policies to evaluate their impact to help with identification of possible opportunities for improvement to enhance productivity and economic development.

There is a legislative framework for gender equality entrenched in the Constitution of Kenya 2010 and attendant legislative and policy instruments namely; The National Policy on Gender and Development of 2000, 2011, 2019 which focus on gender equality and development. These aim to leverage and mainstream the needs of women and girls in society. However, despite all these efforts women continue to be significantly under-represented in management and leadership positions in the formal labour market. This under-representation has led to a gender gap at the workplace (KNBS, 2019).

This study therefore sought to establish to what extent these policies have been implemented to enhance the participation and advancement of women in management and leadership positions in the public service. Prior to piloting, a gender audit from 2010 to 2020 tracking gender representation at the entry to management level in all the 22 Ministries of Government

was carried out. The gender audit shows a trend of the gap and how the public service has tried to fill it within a ten year span both at the National and County government at a time when there have been several reforms related to gender equality and equity, women's empowerment and inclusivity of marginalized groups.

The findings showed that in 2010 when the constitution was promulgated, women comprised 57,415.08 (30.02%) and men were 133,832.42 (69.98%) and this totaled to 191,247 public servants within the **job cadres M to P**. In the year 2020 the statistics indicate that women comprised 46,804 (24.01%) and men were at 148,157 (75.99%) and this totaled to 194,961 public servants within the **job cadres M to P**. Meaning the gender gap has widened over the last 10 years.

The audit report revealed that despite the promulgation of the Kenya Constitution of 2010, the National policy 2000 and its subsequent amendments 2011 and 2019, the underrepresentation of women in the public service over the last ten years continues to persist. The question that arises is why the current situation continues to exist despite the clamor for gender equality from the international community and progressive forces in Kenya. This study sought to establish the reasons for the increasing gender gap. Based on the findings of this study, recommendations will be proposed for institutions and organizations as the policy implementers to provide support through specific employment programs.

Objectives of the Study

1. To establish factors that contributes to women's under-representation in management and leadership positions for women's economic empowerment in the public service in Kenya.
2. To examine to what extent the National Policy on Gender and Development (2000) and its subsequent amendments 2011 and 2019 have been implemented and its impacts on women's employment (in leadership & management positions in the public service in Kenya
3. To examine the extent to which women's participation in management and leadership in the public service as evidenced by monitoring and evaluation indicators promotes women's economic empowerment.

4. Suggest how the National policy on Gender and Development can be made more effective in enabling women's participation in management and leadership positions in the public service for economic empowerment.

2.0 LITERATURE REVIEW

2.1 A Global Context: Facts and Figures

According to Oxfam Canada (2019), Women's Economic Empowerment (WEE) is seen as key to achieving gender equality. A Feminist Approach to WEE is crucial. The project builds this argument on Marxist feminist perspective which highlights that the capitalistic way of production is one of the reasons for women's oppression, marginalization, discrimination, exploitation and treatment as second category citizens in society.

Literature reviewed in this section exposes the gender discrimination in the workplace as postulated by the Marxist feminist theories. The study notes that the culture of many organizations is built on the thinking of patriarchal societies that place men in roles of power and women in support roles. The literature also looks at the gender gaps in employment and promotion rates at the workplace.

According to a report by UN Women (2020) some developing and developed economies have laws that bring about gender differences and impede the participation of women in certain sections of the economy. Globally, there is gender wage gap differential estimated at 23 percent (United Nations 2020; ILO, 2017).

2.2 The Kenyan Context

The role of women in Kenya's economy is widely acknowledged. While in the paid employment, women's participation has continued to grow since independence, they remain underrepresented. According to KNBS (2019), women's participation in wage employment is low. KNBS (2020) reports showed that the number of women in appointive positions was less than 30.0%. Table 1 shows a summary of women's participation in key decision-making positions.

Table 1.1: Participation in selected public decision-making positions by sex in public service,

| | 2018 | | | | 2019 | | | |
|------------------------------------|-------|------|-------|--------|------------|------------|-------|--------|
| National | | | | | | | | |
| Positions | Women | Men | Total | %Women | Women | Men | Total | %Women |
| Cabinet Secretaries | 6 | 16 | 22 | 27.3 | 7 | 17 | 24 | 29.2 |
| Chief Administrative Secretaries | - | - | - | - | 9 | 18 | 27 | 33.3 |
| Principal Secretaries | 8 | 32 | 40 | 20.0 | 10 | 34 | 44 | 22.7 |
| Diplomatic Corps | 13 | 43 | 56 | 23.2 | 14 | 40 | 54 | 25.9 |
| Regional County Commissioners | 1 | 7 | 8 | 12.5 | 1 | 7 | 8 | 12.5 |
| County Commissioners | 14 | 33 | 47 | 29.8 | 6 | 41 | 47 | 12.8 |
| Deputy County Commissioners | 34 | 261 | 295 | 11.5 | 37 | 285 | 322 | 11.5 |
| Assistant County Commissioners | 241 | 510 | 751 | 32.1 | 348 | 721 | 1069 | 32.6 |
| Chiefs | 132 | 2458 | 2590 | 5.1 | 392 | 3028 | 3420 | 11.5 |
| Assistant chief | 494 | 5392 | 5886 | 8.4 | 1492 | 6505 | 7997 | 18.7 |
| County | | | | | | | | |
| Governors | 3 | 44 | 47 | 6.4 | 2 | 45 | 47 | 4.3 |
| Deputy Governors | 7 | 40 | 47 | 14.9 | 8 | 38 | 46 | 17.4 |
| County Executive Committee Members | 143 | 305 | 448 | 31.9 | <u>136</u> | <u>294</u> | 430 | 31.6 |
| Legislature | | | | | | | | |
| National | | | | | | | | |
| Senators | 21 | 46 | 67 | 31.3 | 2 | 45 | 47 | 4.3 |
| Members of National Assembly | 76 | 273 | 349 | 21.8 | 76 | 273 | 349 | 21.8 |
| Speakers | 0 | 2 | 2 | 0.00 | 0 | 2 | 2 | 0.00 |
| County | | | | | | | | |
| Members of County Assembly | 761 | 1463 | 2224 | 34.2 | 737 | 1456 | 2193 | 33.6 |
| Judiciary | | | | | | | | |
| Supreme Court Judges | 2 | 5 | 7 | 28.6 | 2 | 5 | 7 | 28.6 |
| Court of Appeal Judges | 7 | 12 | 19 | 36.8 | 7 | 12 | 19 | 36.8 |
| High Court Judges | 40 | 42 | 82 | 48.8 | 40 | 42 | 82 | 48.8 |
| Magistrates | 215 | 244 | 459 | 46.8 | 269 | 234 | 503 | 53.5 |
| Kadhis | 0 | 54 | 54 | 0.00 | 0 | 53 | 53 | 0.00 |

2018-2019

Adopted from: KNBS, Economic Survey 2020

According to information in Table 1, it is evident that this scenario of women marginalization in positions of decision making continues to persist even as the aim of achieving gender equality is entrenched in the current constitution.

3.0 Methodology

3.1.1 Research design

We used a mixture of methodologies to integrate three sources of data: a structured questionnaire which was answered by middle level managers, key informant interviews with senior managers were conducted to obtain information about events and to understand participants' perspectives on women in leadership and management in the public service. An observation checklist was filled by the researchers. Thematic analysis was used to analyze all data. (Campbell, Quincy, Osserman & Pedersen, 2013)

3.1.2 Sampling

The pilot study was carried out in Nairobi City County government and the ministry of Interior and coordination of National Government. The sample size for the pilot was guided by literature; Hill (1998) suggested 10 to 30 participants for pilots in survey research whereas Connelly (2008) recommended the appropriate sample for a pilot study to be at least 10% of the sample for the larger parent study. The sample size of 36 middle level managers (job group M-P) and 17 senior level managers (job groups Q-V) which is above 10 to 30 participants was picked for the pilot study.

3.1.3 Data collection

The study conducted in-depth face-to-face interviews with both middle and senior level managers that work in different ministries at both the Nairobi City County and National government. The ministries included were Sports, Education, ICT and Kenya prison services under the Ministry of Interior and Coordination of National Government. Data collection took place between April and June 2022. Interviews were conducted using a structured interview guide. The interviews took place in the respondent's office, the board room or a place of choice of the respondents. On average the interviews took 30 - 40 minutes. With the help of KNBS, the study utilized databases and electronic fillable forms which provide features that allow one to control how data is entered and also automatic verification for data completeness.

3.1.4 Data analysis

The Quantitative data was downloaded from the Survey Solutions software in an Excel format. The data was cleaned, organized, and uploaded to SPSS and Stata for analysis. Descriptive analysis was then conducted. The results were then triangulated by information from the analyzed qualitative data which were transcribed according to themes in order to identify emerging trends on responses to different issues in the study. The results are presented in terms of tables, pie charts, and graphs

4.0 EMPIRICAL RESULTS AND DISCUSSIONS

4.1 Results from Quantitative Analysis

Table 4.1 Demographic characteristics (middle level managers job group M-P)

| <u>SEX</u> | | | <u>AGE</u> | | | <u>LEVEL OF EDUCATION</u> | | | <u>YEARS WORKED</u> | | |
|-------------|------|----------|--------------|------|----------|---------------------------|------|----------|---------------------|------|----------|
| Male/Female | N o. | Perce nt | Yea rs Old | N o. | Perce nt | Level | N o. | Perce nt | Yea rs | N o. | Perce nt |
| Female | 16 | 44% | 25-34 | 2 | 6% | Secondary | 3 | 8% | 0-4 years | 5 | 14% |
| Male | 19 | 53% | 35-45 | 10 | 28% | College | 4 | 11% | 4-8 years | 4 | 11% |
| N/A | 1 | 3% | 45-55 | 16 | 46% | Undergraduate | 23 | 64% | 8-12 years | 8 | 22% |
| | | | 56 and above | 7 | 20% | Postgraduate | 6 | 17% | more than 12 years | 19 | 53% |

Source: Pilot data, 2022

Gender: Respondents were drawn from the Nairobi City County and the ministry of Interior and National coordination. 36 people were interviewed comprising of 19 men, 16 women and one respondent who did not indicate their sex all from entry to middle level management. Examining the sex of the respondents was important in understanding the perspectives and

views of both women and men on women's participation in positions of management and leadership in the public service of Kenya.

Age of the respondents: The age of the respondents varied from 25 years to above 55 years. Two respondents (1 male and 1 female) were between 25 and 34 years, 10 respondents (7 males and 3 females) were aged between 35 and 45 year, 16 respondents (7 males and 9 females) indicated that they are between 46 and 55 years while 8 respondents (5 males and 3 females) indicated that they are above 55 years old. In public service, age is closely related to the position that an officer holds. Age is also related to one's experience. For instance, the older an officer is in service the higher the chances of holding a leadership position. However, there are other factors involved such as level of education, skills, and vacancy among others.

Marital Status: Additionally, the pilot study sought to find out the marital status of respondents. It is an important variable in understanding how individuals' marital status influences perception in the role and participation of women in leadership positions in public service. A majority of the respondents (30, 18 males and 12 females) were married while 4 (1 male and 3 females) were single. Similarly, only one respondent (a female) was divorced. This aspect is important in this study since there is a general assumption that family responsibilities make it hard for women to pay much attention to work and promotions at work.

Level of education: The level of education is one of the factors that is considered not just during recruitment at work but also promotion to higher and influential positions and therefore, it was important to find out the level of education of respondents. Majority of the respondents (23, 12 males and 11 females) indicated that they have an undergraduate degree while 4 respondents (3 males and 1 females) indicated that they have a college education. 3 respondents (2 male and 1 female) indicated that the highest level of education completed was secondary school. 6 respondents (3 male and 3 females) held a post graduate degree. Education is a fundamental social background variable that helps the researcher put the views and opinions of respondents on the research question into perspective.

Ministry/ department of the respondents: The 36 respondents were from various ministries and departments. 20 of the respondents (12 males and 8 females) were from the Ministry of Interior and Coordination of National Government, State Department of Correctional Services. 14 of them were from the Kenya Prisons Service office (9 males and 5 females) and 6 of them

from the Probation and After Care office (3 males and 3 females). 15 of the respondents were from Nairobi City County with 1 male and 1 female from the department of sports, 3 males and 7 females from the department of education and 3 males from the department of ICT. One of the respondents did not indicate their ministry/department.

Management positions held by the respondents in middle management: It was also important to find out the specific positions held by the respondents. There was 1 female admin assistant, 1 male system analyst, 1 senior education officer and 14 education officers (6 females and 8 males) from various regions across Nairobi City County. Additionally, there was one Inspector of prisons, 2 senior sergeants (1 male and one female), 3 superintendents (2 males and 1 female, 8 chief inspectors of prisons (3 females and 5 males) and 2 senior probation officers (1 female and 1 male). There was also 1 male system analyst and 3 human resource managers (1 female and 2 males). All the above mentioned roles fall between job group M and P.

Management positions held by the respondents in senior management: In terms of leadership positions of the respondents of KIIs, there was one respondent for each of the following positions; acting assistant director quality assurance and special education; administration - senior deputy secretary, ag deputy director, assistant commissioner general, assistant to the director, chief administrative officer, chief officer - Nairobi City County, commissioner general, computer programmer, deputy accountant general, deputy commandant, deputy director HRM & D - job group R, director, director standards and compliance, director- legal affairs, principal probation officer, and Principal records manager job group N as shown in the table below. It was also revealed that eight of the respondents had held these positions for less than three years while eight of the respondents had held these positions between three and twelve years.

Respondent's years of service and experience: Being a manager in public service means that one is involved in improving the efficiency and quality of service delivered by the government. Public management also entails interpreting and implementing public policy to achieve government agenda. Understanding the number of years that respondents have worked as managers in the public service was important as it provides a background of their role, influence, and benefits from public service. It also provides a better understanding of women's participation in management and leadership positions in the public service. The 36 entry to middle level managers (Job Group M-P) responded as follows; 19 of them (13 males and 6

females) indicated that they have served in a managerial position for more than 12 years while 8 respondents (4 males and 4 females) indicated that they have served in a managerial position between 8 and 12 years. Similarly, 4 respondents (2 males and 2 females) and 5 respondents (1 male and 4 females) indicated that they have served in a managerial position between 4 and 8 years and 0 and 4 years respectively. It is important to note that the more the number of years that an individual works in the public service the higher chances of being in a managerial position.

In the public service one is due for promotion to the next level after serving for three years. This pilot study examined the number of years that respondents have served in their current position. 13 respondents (8 males and 5 females) indicated that they had served in their current positions for less than three years, 11 respondents (6 males and 5 females) indicated that they have served in their current positions between 3 and 6 years and 12 respondents (6 males and 6 females) indicated that they have served in their current positions for more than 6 years. These findings reveal that there is a possibility for public servants to stay in their current position for a long time (more than 6 years) as compared to the private sector without promotion.

Besides finding out the number of years respondents had served in their current positions, it was important to understand the number of years they served in their previous positions to contextualize how the public service operate as far as leadership and management and promotion is concerned. Majority of the respondents (20, 9 males and 11 females) served in their previous positions for more than 6 years. Similarly, 11 respondents (7 males and 4 females) indicated that they served in their previous position between 3 and 6 years while 5 respondents stated that they served in their previous position in less than three years. Even though the majority of respondents took at least six years to be promoted to the next position of leadership and management, there is a significant proportion of public servants who served in their previous positions for less than six years before being promoted to the next position. This difference may be as a result of the level of education, skills, and availability of vacancy among other factors. These findings are also in line with the findings of a study conducted by Kirai (2014) which found that the career progression of women in ministries is hampered by individual characteristics, organizational structures, social cultural beliefs, and gender stereotypes.

Respondents duration of stay in positions of management: The researcher also wanted to find out the feelings of the 36 middle level managers on whether they overstayed in their previous positions or not and the findings are shown in the figure below.

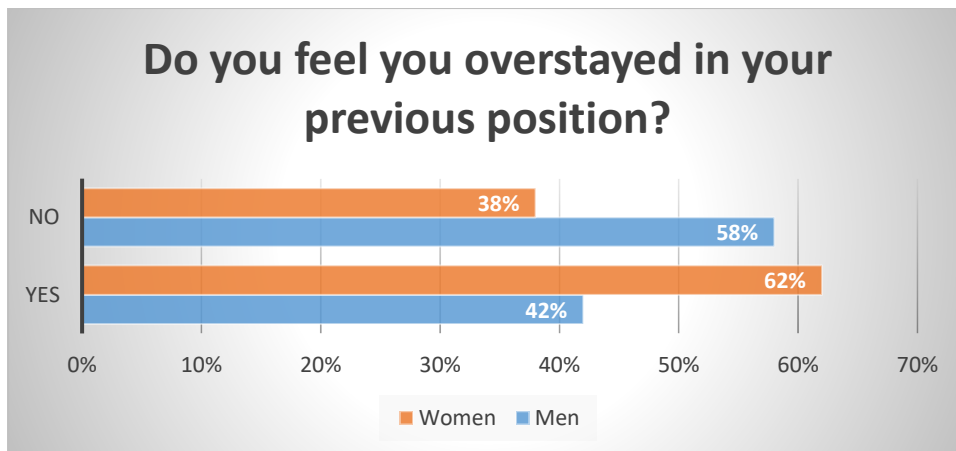


Figure 4.1: Do you feel you overstayed in your previous position (middle level managers),

Source: Pilot data, 2022

The figure above shows that the majority of female respondents (62%) felt that they overstayed in their previous positions while only 42% of male respondents indicated that they overstayed in their previous position. Similarly, the majority of male respondents (58%) felt that they did not overstay in their previous positions as compared to only 38% of female respondents who indicated they did not overstay in their previous positions. The failure of women to advance to higher positions as compared to their male counterparts may be because of lifestyle choices, individual mindset, institutional mindset, and structural barriers. These findings are in line with the findings of a study conducted by MN and Mukulu (2012) which found that the discriminatory practices at work in the recruitment, selection, and promotions as well as the lack of mentors and absence of sound human resource policies prevent women from advancing to leadership and management positions. It is also in line with Osituyo (2018) who established that there is a positive correlation between gender role perception and stereotype and the career progress of women in public service.

4.2 Women Under-representation

4.2.1 Factors that contribute to women’s under-representation in management and leadership positions for women’s economic empowerment in the public service in Kenya.

Introduction

Literature asserts that in Kenya, women face a myriad of barriers including but not limited to historical, economic and social-cultural in their quest to participate in management and leadership positions (Nigam (2014), Ellis, 2007)

Factors contributing to delayed promotion

The study sought to establish some of the factors associated with delayed promotion from the respondents as shown the figure below.

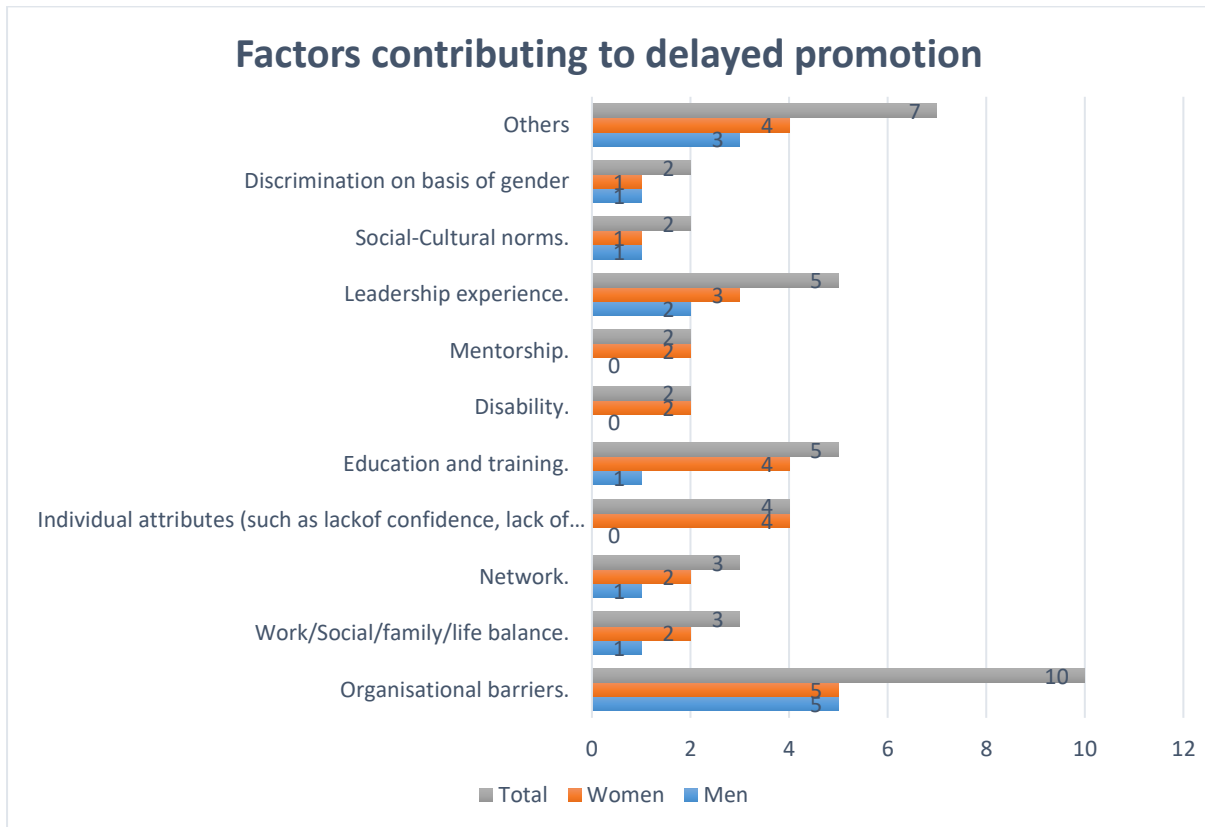


Figure 4.2: Factors contributing to delayed promotion (middle level managers)

Source: Pilot data, 2022

Figure 4.1 shows the distribution of the respondents perceived causes of delayed promotion. A majority of the respondents both men and women perceived that organizational barriers were stumbling their promotion as represented by 10 respondents out of the total 36. It was clear that women in middle and senior level management in a variety of professions in the public service continue to face a number of structural barriers to career progression. The women felt that organizations posed some gender specific discrimination and anti-female nature of organization in the public service.

This was in line with a gender audit trail report carried out in public service of (Mwatha, Kamere, Mutuma, Barasa, Musau, Otiato, Omondi, Kimaru & Osman, 2022). According to the report the men were found to represent 75% as compared to women who were represented by 24%. Hence the continued underrepresentation of women in the public service of Kenya.

Institutional discriminations such as limited access to networking processes, lack of mentoring, limited training and development coupled with a challenging work environment which prohibits women from furthering their studies and lack of confidence were also leading causes of barriers to their delayed promotion. This made that, men were likely to progress faster than women whom they joined the service together since the environment was more favourable to men than women. Men were likely to get better mentors and networks due to the large number of men representation in the workforce.

Family responsibilities coupled with social and work life balance were perceived by many women as key impediments to delayed promotion. The women attested to having children remaining a serious barrier. Career progression and child bearing seemed to be negatively correlated as it is only women who must take time out of their careers to have children. Hence this gave the men an upper hand to progress faster than women. The extra domestic responsibilities carried by women were found to adversely affect their progression hence leading to delayed promotion and overstay in one job group. A study by Powel and Grave, 2003 observed that, women in the west have to make difficult choices like remaining single or childless in order to avoid career stagnation.

It was noted that since the inception of the new constitution, internal job advertisements were diminishing since the public service is able to hire from outside which means an officer can overstay in their position and also lack of enough vacancies in general. Notable to mention was that many officers were in their position in acting capacities, a position which had no time limit and this also led to delays in progression.

Contrary to the barriers to career progression, some respondents felt that they were comfortable with their positions hence did not consider moving. Also fear of being transferred away from their families also played a role in delayed promotion. Hence some women preferred not to apply for promotions.

Measures of Eliminating the Barriers to women's career progression in the public service

The study sought recommendations from the respondents, both men and women, on how to eliminate the barriers. The following are some of their responses:

- i) Full implementation of the a third gender rule which has been found to be making success in closing the gender gap
- ii) The government should monitor the implementation of the gender policy
- iii) The public service to review the working environment, institutional practices and Policies so as to minimize gender discrimination and insensitivity.
- iv) The ministry to strengthen gender awareness campaigns within the institutions.
- v) Develop programs aimed at changing attitudes and creating an enabling environment for women empowerment to be taught to young women who are joining the service.
- vi) Many interviewees repeatedly expressed the need to change the culture of Kenan organizations to view men and women as equals in career related opportunities.
- vii) A focused training to young women joining the career on confidence building and assertive training. Also management skills to accelerate their upward mobility in and career planning.
- viii) Mentorship training to all women so that the seniors can be role models to the juniors, holding their hands in progression and beat the stereotype of women being their own enemies.

4.2.2 National policy on gender and development (2000) and its subsequent amendments 2011 and 2019

Introduction

Kenya has ratified a number of international instruments that support gender equality in order to alleviate gender inequalities. The Kenyan government has also implemented regional regulations to domesticate these tools. For instance, gender mainstreaming initiatives in Kenya are guided by the National Policy on Gender and Development. Additionally, the 2010 Kenyan Constitution includes affirmative action as a part of its efforts to advance gender equality.

Knowledge about the national gender policy.

The study sought to find out if the respondents were aware of the National Policy on Gender and Development (2000) and its subsequent amendments 2011 and 2019. 60.7% of those interviewed mentioned they were aware of the National Policy on Gender and Development (2000) while 39.2% reported that they were not aware of it. 64.7% of men (11 out of 17) interviewed were aware of the policy compared to 54.5% of the women (6 out of 11) as shown in the graph below.

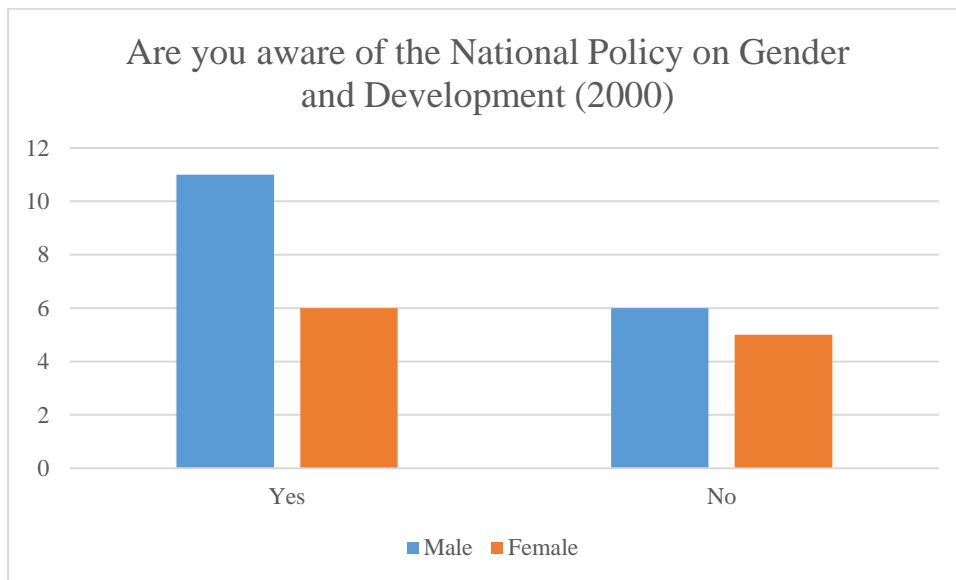


Figure 4.3: Awareness of the National Policy on Gender and Development

Source: Pilot data, 2022

The respondents who were aware of the policy were further probed on whether the National Policy on Gender and Development (2000) and its subsequent amendments 2011 and 2019 been implemented in their Ministry or County. 76.4% of the interviewees who were aware of the National Policy on Gender and Development were of the opinion that it had been implemented in their ministry/county while 23.5% said that it had not been implemented. 83.3% of females said the policy had been implemented compared to 72.7% of men with the same opinion as shown in the graph below.

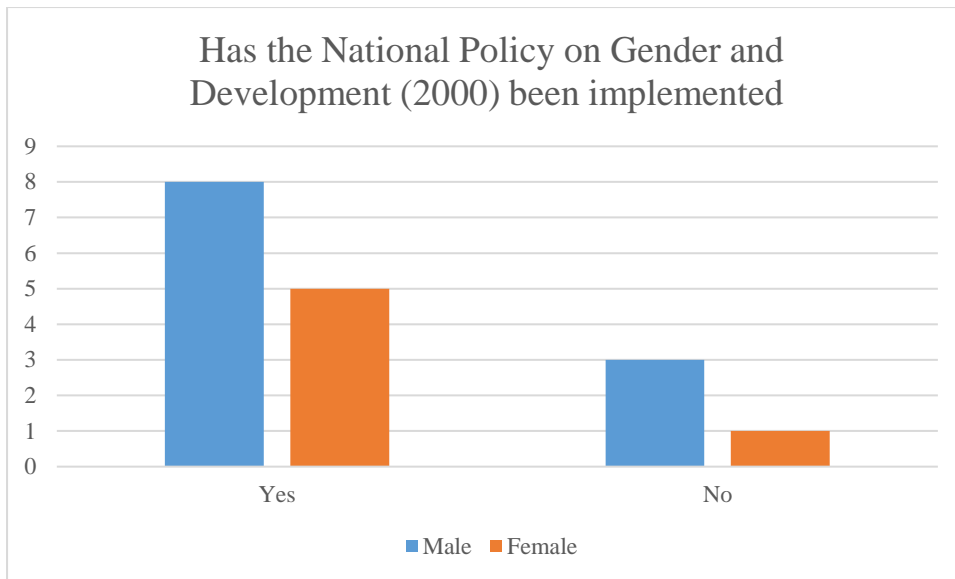


Figure 4.4: Implementation of the National Policy on Gender and Development

Source: Pilot data, 2022

Just like the responses from the structured interviews, most respondents from the key informants were of the opinion that the National Policy on Gender and Development had been implemented. From the Key informant interviews conducted, seven respondents thought that the Policy had been implemented in their ministry/department. Two respondents said that the policy had not been implemented while three respondents said they were not sure. When probed further those not sure gave the following reasons: They were unaware of the policy while another one said that all hiring and promoting was handled by the Public Service Board and was not aware if the policy guided any of their decisions.

When asked about what specifically had been implemented, the respondents mentioned that the 1/3 gender rule has been implemented in recruitment and promotion to ensure gender balance. However, the gender rule has been misinterpreted that only females can be 1/3 and male to be 2/3 of the roles. The respondents mentioned that they had observed a deliberate effort in addressing the gender gap within their departments. The respondents from the Kenya Prisons Service highlighted the success stories of having women heading men’s prisons and the female head of Ruiru Training Center.

8 out of 10 respondents did not know what had not been implemented. One respondent mentioned that affirmative action was not applied during recruitment. Another respondent mentioned that in their department the high positions were mostly male-dominated (3 female

directors out of 30). The roles are openly advertised but there is no deliberate action to give a chance to the women. Most respondents didn't know the reason for non-implementation but a few mentioned that hiring and promoting was done by the public service board and hence would be responsible for implementing the policy.

4.2.3 Monitoring and Evaluation of Women's Participation In Management And Leadership In The Public Service

Introduction

Gender equality and inclusion is key in realizing women economic empowerment. Understanding the gender dimensions of activities, outputs and outcomes is important in tracking progress in gender main streaming. The study sought to establish how monitoring and evaluation of women's participation in management and leadership in the public service is carried out.

According to the gender audit trail conducted, the proportion of women in entry-level management (Job Group J - L) in the public service dropped steadily from 41.69% in 2010 to 29.52% in 2014 after which it remained on average 31% from 2015 – 2020. Additionally, the proportion of women in middle management (Job Group M - P) in the public service ranged from 26% - 28% in the years between 2010 and 2017. The share of women in middle management increased to 30% in 2018 and then to 34% in 2019 and 2020. The share of women in upper management (Job Group Q – V) has grown slowly from 23% to 29% from 2010 to 2020. This is far much below their male counterparts who stand at 71%. The study sought to establish some of the measures put in place to bridge this wide gap.

Policy measures that guarantee equal opportunity for promotion of women to management position

The study sought to establish whether the Ministry/County Government had put in place sufficient policy measures that guarantee equal opportunity for promotion of women to management position. The key informants in this study were considered the most important figures able to provide relevant information bearing in mind that they were selected from senior management. These informants held differing perspectives on the measures taken to guarantee equal opportunities to women in their respective ministries. Their views were largely influenced by their varying status, lived experiences as well as gender background. Half of the respondents in this category felt that indeed the government had put enough measures to

guarantee equal opportunities for women. Key among the measures was the implementation of the third gender rule which has played a major role in women inclusivity in management positions. However, there was a feeling that this rule has been misinterpreted to mean a third woman and two thirds men. As a result women have continued to be under represented compared to men.

Other respondents felt that there were established gender offices which were nonfunctional. For instance, at the Nairobi city county, the key informants could not respond and had no information about the measures put in place to guarantee equal opportunities for women. They referred the researchers to the county service board despite them being senior managers. This further proves that there is need for Training, capacity development; mentoring, development and implementation of policies require a joined-up approach, sustainable funding and a willingness to move beyond tokenistic gestures.

Gender mainstreaming

The study sought to find out if the various ministries and departments had gender-responsive policies or hiring practices aimed at boosting promotion and enable participation of women in management and leadership positions. Some of the interviewees reported that they were no gender-responsive policies in hiring or promoting in their ministry/department. According to them, gender was not a factor considered during hiring or promotion. One of the interviewees mentioned that they were not aware of any written policies but had noticed that their department considered gender balance when filling any position. Other employees admitted that their ministry/department considered gender balance especially during the hiring process. One interviewee from a department (early education sector) that had more women mentioned that during the last interviews conducted, more men were hire to ensure gender balance. Another interviewee mentioned that their department was rolling out a curriculum on work –life balance to empower more women so as to enable participation of women in management and leadership positions.

Affirmative action

42.1% (8 out of 11) of the interviewees reported that affirmative action was applied in hiring and promoting women to management and leadership positions while 57.9 of the interviewees reported that affirmative action had not been applied. Interestingly more men, 58.33% (7 out of 12) were of the opinion that affirmative action had been applied in their ministry/county

whereas more women, 85.7% (6 out of 7) reported that affirmative action had not been applied as shown in figure 2.4 below.

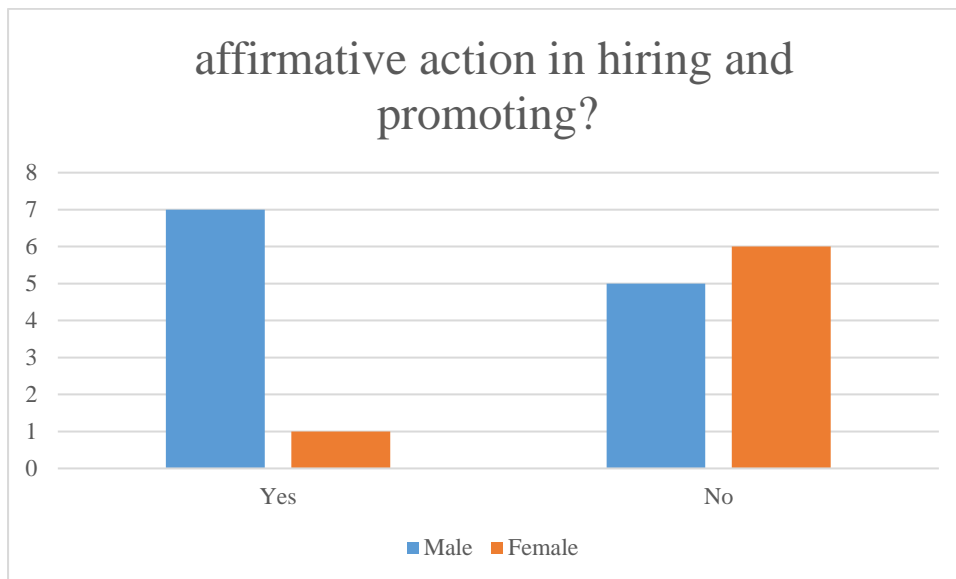


Figure 4.5: Affirmative action applied in hiring and promoting.

Source: Pilot data, 2022

The Key Informant respondents were of a differing opinion 66.7% (6 out of 9) observed that no affirmative action was applied in hiring and promoting women in management and leadership positions while 33.3% (3 out of 9) were of the opinion that their ministry/department had applied affirmative action in hiring and promoting.

When further probed about how affirmative action had been applied, the structured interview respondents mentioned that the gender that is underrepresented is always encouraged to apply as a part of the affirmative action. The key informant respondents added that affirmative action was applied to ensure both gender equality and ethnicity balance. A key informant respondent from the Department of Correctional Services (Probation) mentioned that affirmative action was applied such that women are placed in less hardship areas.

Procedures and guidelines to prepare women staff for management and leadership position?

The study sought to establish whether the Ministry/County Government had put in place procedures and guidelines geared towards preparing women staff for management and

leadership positions. This being a policy formulation aspect, it was asked to the key informants who were drawn from the senior management positions. About 99% of the respondents said yes with only one respondent saying no. some of the measures adopted by the institutions include:

- i) Focused training on confidence building, assertiveness and career life planning and mentorship is being carried out by women senior managers to young women who at the entry level. However this is done through informal mechanisms since its not part of the policy
- ii) Most vacancies are filled through internal advertisements and women are encouraged to apply
- iii) Through devolution, new vacancies were created with each county having a gender department. This has increased gender advocacy as well as capacity building in the country.

4.2.4 Effectiveness of the National Policy on Gender and Development in Enabling Women's Participation in Management and Leadership Positions in the Public Service

Measures suggested that should be put in place to ensure that women have equal opportunity for promotion to management level in the Public service at the county and national government.

The interviewees had various suggestions on how to ensure women had an equal opportunity to ascend to management positions. First, girls should be empowered from a young age so as to ensure that have equal opportunities throughout life. Ascending to management requires a can-do attitude from the women which can be cultivated if they are empowered from a young age. Secondly, women should find ways to advance in education to ensure that they have an equal chance in competing for top leadership positions. Some of the interviewees mentioned that the county and national governments should broaden the chances for women to access higher education. Others were of the opinion that various ministries and departments should continuously offer training to ensure women have adequate skills and also sensitize employees on the need to take professional courses. Thirdly, it was suggested that both men and women should be encouraged to apply when positions are advertised. Fourth, the interviewees suggested that social-cultural beliefs might be a barrier to women's advancement to

management and therefore sensitizing the workplace on the benefits of having women in leadership may contribute positively to more women in management and leadership positions. This may also include empowerment to the young female employees. Lastly, there was a suggestion to revisit promotion policies at the Kenya Prisons Service.

4.2.5 General perception of women in management and leadership position

The study sought to find out the views of the key informants about their perception on women in management and leadership positions. By asking this, the study aimed at learning more about women manager and leaders and their successes or failures in their positions. More so to understand how women personality traits, skills and abilities shape women in management and leadership.

- The probation department which had a balanced representation of gender felt that women were as good as men and clearly there was no distinction.
- Other respondents felt that the ground is not a level playing field especially if a man is the boss and has issues with the next immediate senior woman.
- Women are reluctant to apply despite the positions being openly advertised
- Respondents noted that the reason why affirmative action is not implemented in most departments include lack of familiarity with the content of the policy; those involved in recruitment are not in charge of implementing any gender policies on hiring and promoting; the policy does not allow, or they are forced to recruit certain people.
- One of the KII noted that 1/3 gender rule has been implemented but it has been often been misinterpreted that only females can be 1/3 and male to be 2/3.
- The ICT department in the Nairobi city county noted that there is a deliberate effort to address the gender gap. This is observed in forming committees, staffing and there are also specific directives targeting women during interviews, selection, and promotions in the last four to five years.
- A majority of the respondents agreed that women are more fair, caring, listening and adhere to the rule of law. Hence the dockets headed by women are running smoothly.

5.0 CONCLUSIONS, CHALLENGES AND RECOMMENDATIONS

5.1 Conclusion

Women in public service yearn not only for organizational support but also equal treatment that will propel them to leadership and management positions by merit. Despite the established benefits of gender diversity in Kenya, there are still deficits of women in leadership and management positions in public service as compared to their male counterparts. Women participation in leadership and management in public service in Kenya is an uphill task. However, different approaches should be adopted to achieve gender diversity in public service such as rewriting the status quo, and adoption of dedicated and proactive efforts especially in this era where public service is moving towards citizen-centricity operations to leverage on the benefits of women in management.

Although Kenya has a legislative framework for gender equality entrenched in the Constitution of Kenya 2010 and attendant legislative and policy documents namely National Policy on Gender and Development of 2000, 2011, 2019 which focus on gender equality and development the implementation is still weak. This can be enhanced by provision of necessary resources and continued engagement of all relevant stakeholders as well as monitoring and evaluation frameworks. There is a need for continued engagement with the policy implementers in different institutions and continuous national information exchange on how the policy can address and counter women underrepresentation in Kenya.

5.2 Challenges

The data collection exercise faced some challenges including:

1. Several cancellations of scheduled interviews due to non availability of some selected respondents
2. Some of the respondents were not comfortable participating because they had not been briefed earlier
3. Incomplete data as some of the respondents complained of the tools being very long
4. Some respondents were too comfortable giving their personal details
5. Poor network connectivity and failure of some of the tablets

6. Some respondents feared for their jobs due to intimidation hence not able to give all the information

5.3 Recommendation

Effective policy shift and cultural change at all levels of government to address gender inequality in career progression.

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