



KENYATTA UNIVERSITY
**WOMEN'S ECONOMIC
EMPOWERMENT HUB**



WOMEN'S REPRESENTATION IN MANAGEMENT AND LEADERSHIP IN THE PUBLIC SERVICE IN KENYA: A GENDER AUDIT - 2010-2020

List of Researchers

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CHAPTER ONE: CONTEXT

1.1 Background

Gender gaps in formal employment are driven by several factors, some of which include long-standing structural barriers, socioeconomic and technological transformation, as well as economic shocks (World Economic Forum (WEF), 2022). Globally, there is a gender wage gap differential estimated at 23 percent (United Nations 2020; ILO, 2017). According to Oxfam Canada (2019), Women's Economic Empowerment (WEE) is key to achieving gender equality. A report by the UN Women (2020) states that some developing and developed economies have laws that bring about gender differences and impede on the participation of women in certain sections of the economy. The role of women in Kenya's economy is widely acknowledged, yet, "while in the paid employment, women's participation has continued to grow since independence, women remain underrepresented" KNBS (2019).

To show commitment in addressing gender inequalities in Kenya, the government has ratified a number of international instruments that promote gender equality and further enacted local policies to domesticate these instruments. In addition, there is a legislative framework for gender equality entrenched in the Constitution of Kenya 2010 and several attendant legislative and policy documents that include the National Policy on Gender and Development (NPGD) of 2000, 2011, and the Sessional Paper No. 02 of 2019 which focuses on gender equality and development. These frameworks and legislation aim to leverage and mainstream the needs of women and girls in Kenya. However, despite these efforts women continue to be significantly under-represented in management and leadership positions in the formal labour markets and in government institutions

1.2 The Problem

This under-representation has led to gender gaps in wages and in other indicators of economic empowerment in the Kenyan population (KNBS, 2019). This project was initiated by the KU WEE Hub to contribute to improving the situation. It is recognized that increasing women's participation in management and leadership in the public service is a key enabler of empowering women economically (UN Women 2018). The focus of this study was to ensure a sustainable increase of women's representation in the public service in Kenya through increasing the proportion of women in management and leadership in the public service by 30% by 2025.

1.3 Gap

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. This particular audit shows a trend within the National Government that reveals that women remain

underrepresented in management and leadership in the public service. This gap will be addressed by the main study that seek to establish why there is a persistence in the under-representation of women in the public service.

1.3.1 How the research study is filling up the gap

To achieve the objective of this study, a gender audit (GA) to establish the trend of women and men's proportions in management and leadership in the public service was carried out for the period between 2010 and 2020. This data is important in that this is period of expected changes due to the presence of a public expectation of to the 2010 constitutional framework. The framework provided a hope for a lived reality on gender justice through equality and equity at work place in the society and at family settings. This section examines the reality at work place between 2010 and 2020 at the 22 Ministries of the National Government Public Service.

The GA formed a baseline that provides an evidence base upon which the main study anchors its research. A GA is a tool that is used to assess and check the institutionalisation of gender equality into organisations, including in their policies, programmes, projects and/or provision of services, structures, proceedings and budgets. The Kenya constitution promulgated in 2010, seeks to address the historical exclusion of women from mainstream society. The Constitution 2010 institutionalised direct gender specific measures that sought to correct the consequences of women's exclusion from public spaces. The GA is guided by the following objectives;

- i. To establish the proportions of women and men in management and leadership in the public service between 2010 and 2020.
- ii. To provide empirical data that supports the fact that women are under-represented in management and leadership in the public service.
- iii. To measure, track progress and establish a baseline through which gender representation can be measured so as to help establish critical gender gaps against which the main study would be carried out.

1.4 Key Learnings (and how the data informs these learnings)

- The results indicate there is a persistent underrepresentation of women in Public Service in despite the clamor for gender equality from international communities and progressive forces in Kenya.
- Most existing policies and legislations frameworks in Kenya need translation into practice.
- There is a need to interrogate practices and perceptions that hinder women's participation in management and leadership in the public sector with the aim of realising gender equity.

1.5 Data

The GA identifies gender gaps in the public service by providing sex-disaggregated data on the trends of women's representation in management and leadership in Kenya between 2010 and 2020. This GA

reviewed proportions of women and men in management and leadership in the public service by analyzing data on various cadres (entry, middle and upper) in management and leadership from the year 2010-2020. This report is prepared with the core aim of providing empirical evidence that bridges the gap between statistics and policies. This is expected to influence policies that will enhance the representation of women in management and leadership in the public service in Kenya. Inclusion of women in key decision making processes in the public service is essential for the achievement of both transparency and accountability in government administration. This ties with Sustainable Development Goal (SGD) 5 that emphasizes women's equality and empowerment as integral to all dimensions of inclusive and sustainable development. In particular, the target that emphasizes the need for women full participation and equal opportunities for leadership at all levels of decision making in political, economic and public life (UN Women 2022).

1.6 Methodology

The gender audit trail from 2010 to 2020 tracks gender representation at the entry to management in all the 22 Ministries of Government. The GA of the national government was the first step used by the team to establish the status quo of women's representation in the public service in the last ten years. It employed a trend analysis where variables were measured against a time-frame to establish and understand gender trends and composition of women and men in the public service. The aim is "to identify critical gender gaps, challenges, draw conclusions and make recommendations of how they can be addressed through improvements, innovations, policy design and service delivery. Quantitative data was obtained from the" Ministry of State for Public Service, (Integrated Pay Roll and Personnel data base-IPPD). This data was used to do a GA between 2010-2020 in the public service in Kenya, to bring about an understanding of how the trends in gender representation have changed over the last ten years. Some of the key variables used for analyses include demographic characteristics (age, gender, marital status and education); proportions of women and men in the entry, middle and upper cadres over a ten-year period.

Since the fourth conference on women in Beijing in 1995, gender mainstreaming has become both a goal and a methodology of achieving gender equality. As a methodology, gender mainstreaming provides a mechanism for influencing policy content as well as formulation and implementation of processes so that policies and programmes give equal attention to issues concerning women and men. The goal of gender mainstreaming should be gender responsive policies that support in particular women's needs and priorities supported by more equitable distribution of resources.

CHAPTER 2: THE GENDER AUDIT FINDINGS

2.1 Introduction

This section presents the demographic profiles of the public servants between 2010 and 2020. Age, gender, marital status and education are presented to show trends within the period of ten years. The results of the GA are presented in tables, line and bar graphs

2.2 Demographic characteristics of the Public Service 2010-2020

2.2.1 Representation by Gender

Statistics from the Ministry of State for Public Service, (Integrated Pay Roll and Personnel data base- IPPD 2010-2020 indicate that women comprised 57,415.08 (30.02%) while men were 133,832.42 (69.98%). In the year 2020 the statistics further reveal that women comprised 46,804 (24.01%) while men were 148,157 (75.99%). This means that the number of men in public service increased while the number of women decreased.

These findings are presented in Table 1.1 and figure 1.1

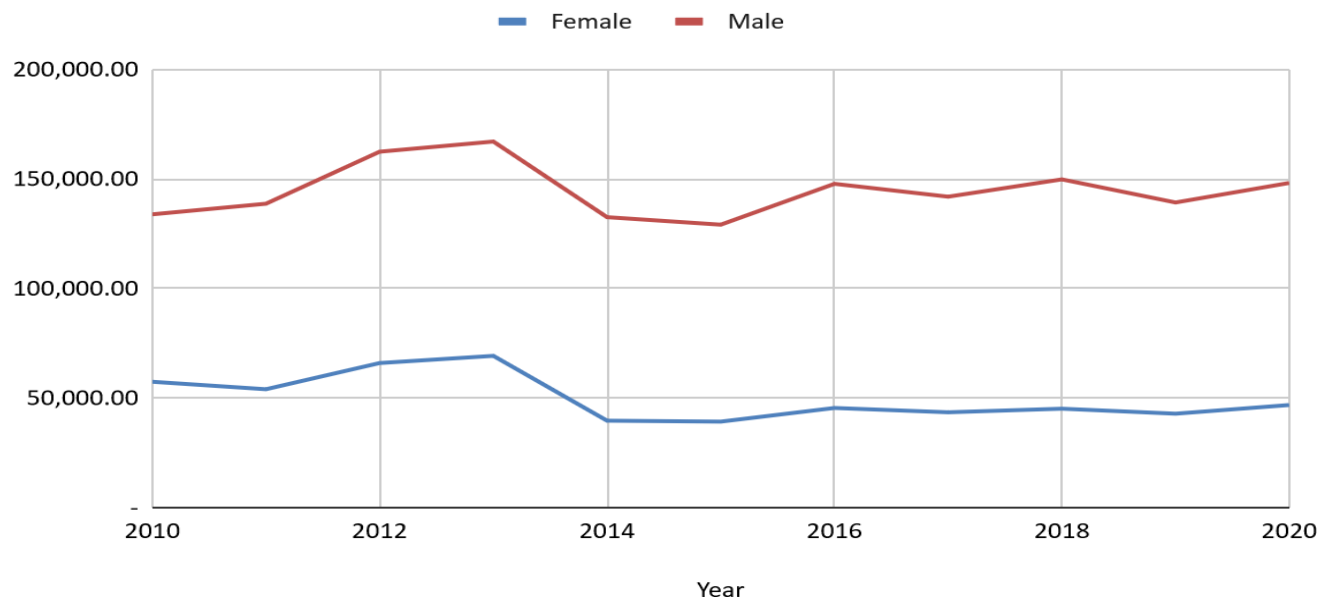
Table1.1. The Trend of Kenya's Public Sector employees by Gender

Number			Percentage		
Year	Female	Male	Total	Female	Male
2010	57,415.08	133,832.42	191,247.50	30.02%	69.98%
2011	53,999.08	138,679.00	192,678.08	28.03%	71.97%
2012	65,961.33	162,422.83	228,384.17	28.88%	71.12%
2013	69,241.67	167,058.00	236,299.67	29.30%	70.70%
2014	39,653.67	132,536.75	172,190.42	23.03%	76.97%
2015	39,224.83	129,112.08	168,336.92	23.30%	76.70%
2016	45,454.42	147,758.00	193,212.42	23.53%	76.47%
2017	43,482.92	141,894.92	185,377.83	23.46%	76.54%
2018	45,123.67	149,785.83	194,909.50	23.15%	76.85%
2019	42,843.42	139,244.33	182,087.75	23.53%	76.47%
2020	46,804.33	148,157.58	194,961.92	24.01%	75.99%
Total	549,204.42	1,590,481.5	2,139,686.17	25.67%	74.33%

Source: IPPD 2010-2020

FIGURE 1.1 The proportion of employees in the public sector by gender

The Trend of Kenya's Public Sector employees in terms of Gender



Source: IPPD 2010-2020

These findings collaborate those of a study carried out by the Public Service Commission in 2013 where they findings concluded that cumulatively, men form the majority of employees in all Ministries Departments and Agencies in Government ministries, where male employees comprised (62%) compared to women (38%) Public Service Commission (2013). It is also becoming increasingly clear that decent employment that gives women a sufficient income of their own must extend beyond the agricultural and manufacturing sectors (UN Women 2022). The report further articulates that rising levels of female education, falling fertility rates, and changing aspirations, as well as transformations in social norms, have brought large numbers of women into the arena of paid work. Further, the latest, Kenya demographic household survey of 2014 by the KNBS indicate an improvement over time in the proportion of employed women, from 67 percent 2009 to 75 percent in 2014 (KNBS 2014). In spite of these statistics, the proportion of women in the public service remain small, despite the policy framework since 2000 which was intended to provide a legitimate reference point for addressing gender inequalities at all levels of government and by all stakeholders. It also provided an avenue for gender mainstreaming across all sectors in order to generate efficient and equitable development outcomes (Sessional Paper No 2of 2019). A world report by McKinsey 2016 also indicates that although there has been a slight increase in women's representation at key decision making levels, wide parity still exist with women remaining significantly underrepresented in leadership where only about 26% of senior managers are women.

2.2.2 Marital Status: Trends by Gender 2010-2020

The audit trail shows that the proportions of married women in 2010 was at 48.79% and this steadily declined through the years to 35.67% in 2020 while the proportions of single women steadily increased from 49.60% in 2010 to 63.68% in 2020. On the other hand, in 2010 there were 69.97% married men, and by 2020 their number had declined to 49.59%. Single men in the public service accounted for 29.73% in 2010, this increased to 37.45% in 2011 decreased to 37.07% in 2013 and increased to 40.12% in 2015 and to 50.26% in 2020. Both male and female singles increased in the public service between 2010 and 2020 with single females shifting from 49.60% in 2010 to 63.68% while the male single increased from 29.73 in 2010 to 50.26 in 2020. The shift towards being single was more among men compared to women.

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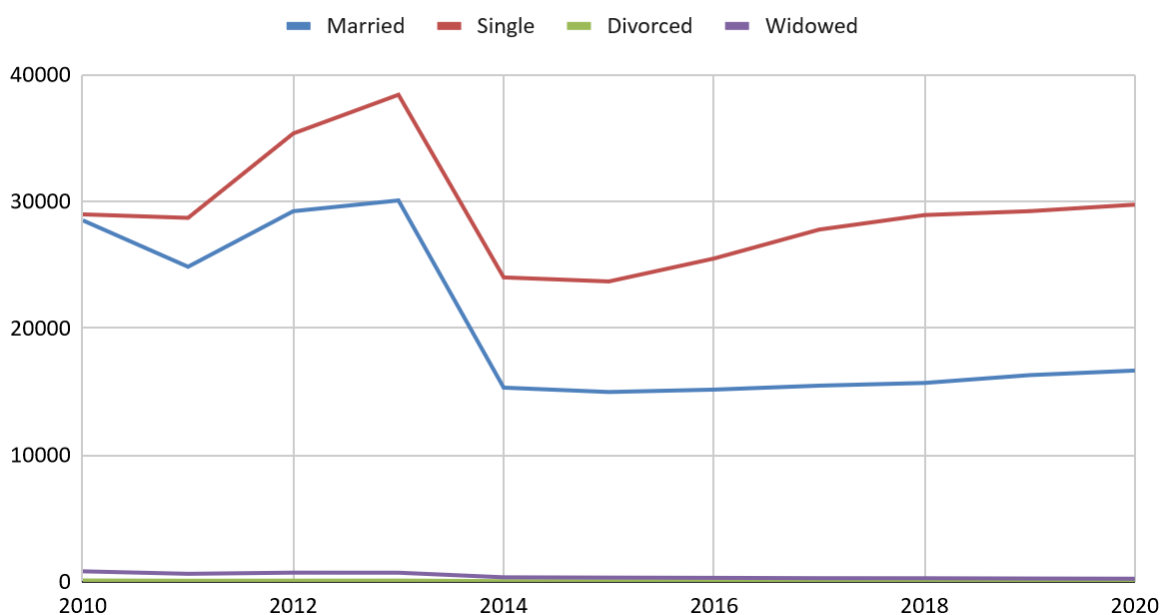
TABLE 2.1 Marital Status of Female Public Servants

NUMBER AND MARITAL STATUS						PERCENTAGES%			
Year	Married	Single	Divorced	Widowed	Total	Married	Single	Divorced	Widowed
2010	28512	28987	110	831	58440	48.79	49.60	0.19	1.42
2011	24854	28710	90	635	54289	45.78	52.88	0.17	1.17
2012	29236	35369	96	727	65428	44.68	54.06	0.15	1.11
2013	30085	38421	102	722	69330	43.39	55.42	0.15	1.04
2014	15320	24015	57	359	39751	38.54	60.41	0.14	0.90
2015	14975	23696	54	336	39061	38.34	60.66	0.14	0.86
2016	15164	25507	52	317	41040	36.95	62.15	0.13	0.77
2017	15477	27789	48	290	43604	35.49	63.73	0.11	0.67
2018	15690	28932	50	285	44957	34.90	64.35	0.11	0.63
2019	16307	29239	51	265	45862	35.56	63.75	0.11	0.58
2020	16667	29754	53	249	46723	35.67	63.68	0.11	0.53

Source: IPPD 2010-2020

Figure 2.1 Marital Status of Female Public Servants

Marital Status of Female Public Servants



Source: IPPD 2010-2020

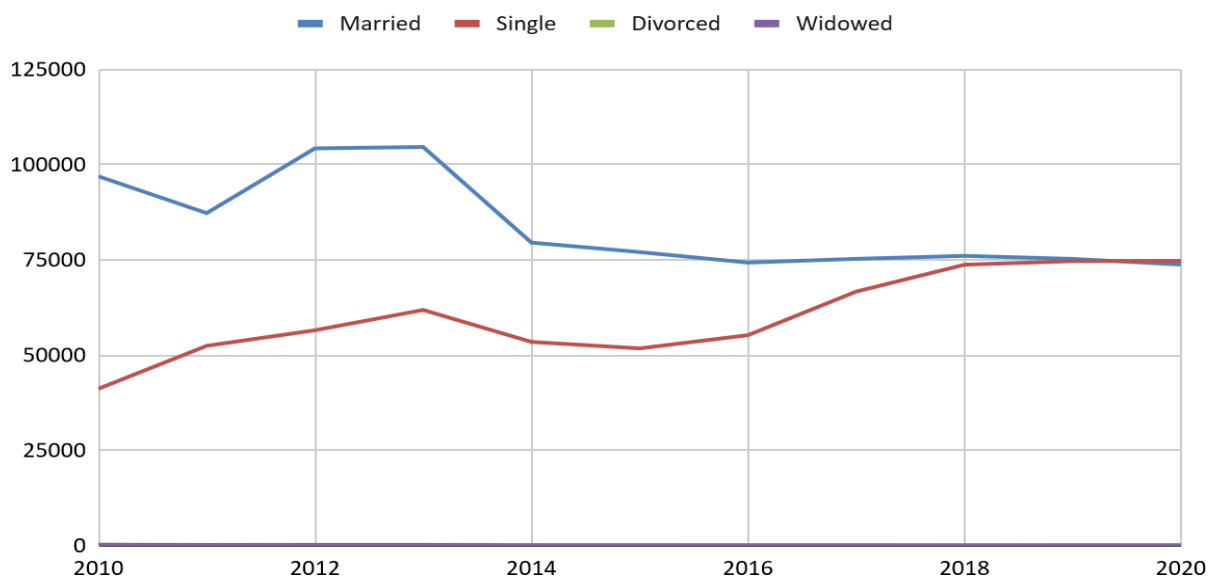
Table 2.2 Marital Status of Male Public Servants

Year	NUMBERS				PERCENTAGES%				
	Married	Single	Divorced	Widowed	Total	Married	Single	Divorced	Widowed
2010	96946	41197	111	298	138552	69.97	29.73	0.08	0.22
2011	87294	52463	114	219	140090	62.31	37.45	0.08	0.16
2012	104277	56549	129	249	161204	64.69	35.08	0.08	0.15
2013	104647	61876	128	246	166897	62.70	37.07	0.08	0.15
2014	79552	53491	96	159	133298	59.68	40.13	0.07	0.12
2015	77067	51792	94	153	129106	59.69	40.12	0.07	0.12
2016	74306	55256	91	141	129794	57.25	42.57	0.07	0.11
2017	75291	66696	88	143	142218	52.94	46.90	0.06	0.10
2018	76072	73747	85	138	150042	50.70	49.15	0.06	0.09
2019	75280	74689	87	142	150198	50.12	49.73	0.06	0.09
2020	73776	74769	82	140	148767	49.59	50.26	0.06	0.09

Source: IPPD 2010-2020

Figure 2.2 Marital Status of Male Public Servants

Marital Status of Male Public Servants in Kenya



Source: IPPD 2010-2020

The existing data indicates that in 2010 there were 69.97% married men, and by 2020 their number had declined to 49.59%. Single men in the public service accounted for 29.73% in 2010, this increased to 37.45% in 2011 decreased to 35.08% in 2012 and increased to 40.12% in 2015 and to 50.26% in 2020 Table 2.2. The increase could be linked to security of tenure and income. This finding is similar to that of [Bocquier and Khasakhala \(2009\)](#) which found that security of income, and employment security and residential independence were significantly associated with union formation for men but not for women in Kenya. Possibly this could explain the increase of single men in the public service during the period of study. It was however, not possible to deduce whether there was security of tenure.

In 2010 the percent of divorced women was 0.19% and this significantly reduced to 0.11% in 2020. On the other hand divorced men are at 0.08% in 2010, reducing to 0.06% in 2020. Work and family are juxtaposed and either can affect the other. Higher divorce rates may, in some contexts, be indicative of women being able to sustain themselves financially through paid work independently of marriage. However, families are constantly changing and could also be shifting among different marriage types and can be difficult to capture. According to the UN Women study of 2022, women are more likely to be divorced or separated than men globally and this can be explained by higher remarriage rates of men, often to younger women. Yet escalations in divorce and separation can also imply more vulnerability for women.

The data also shows that the proportions of the widowed women declined from 1.42% in 2011 to 0.53% in 2020. Similarly the widowed men also reduced in percentages from 0.22 to 0.09% in 2020. For both

men and women, it is possible for older persons retired while given the social norms within Kenya. There were more women widowed than men in general. This is partly explained by gender differentials in longevity and women's propensity to marry or cohabit with men who are older than they are. Further, widowed men re-married and thus not reporting widowhood, while women did not possibly re-marry and thus the differentials for both widowed and divorced. This analysis shows the inter-connectedness of public work life and family.

2.2.3 Trends in Education Levels by Gender

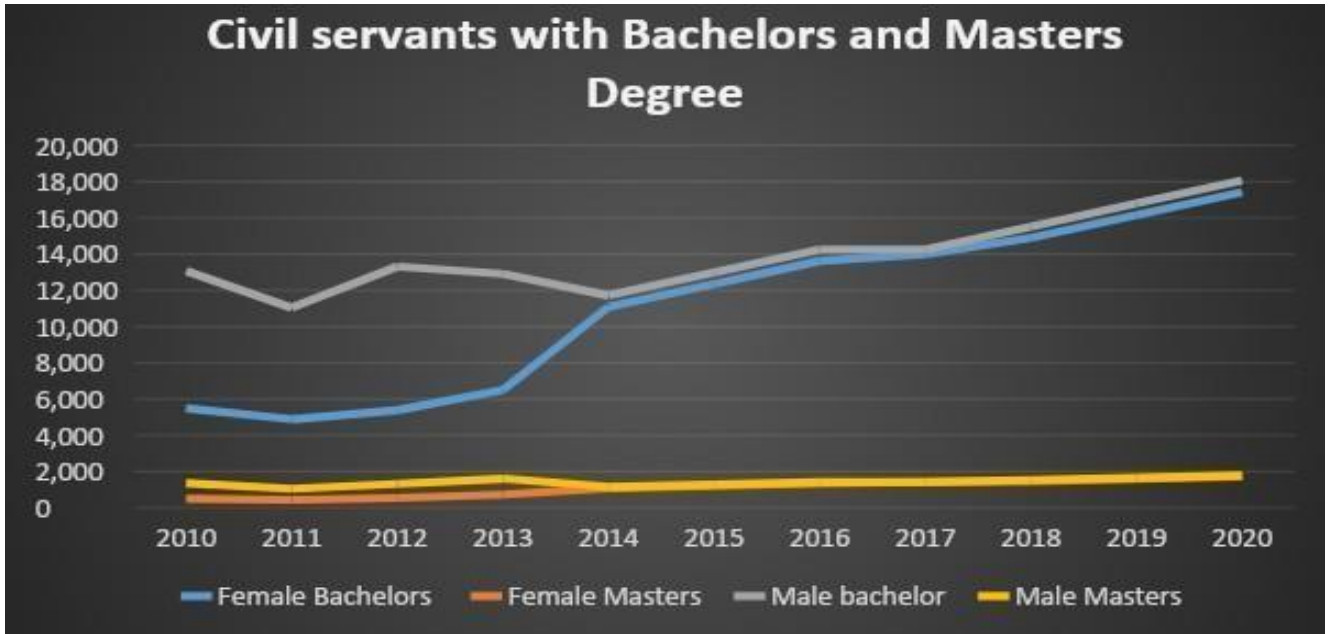
The audit trail indicated that the percentage of women public servants with a bachelor's degree steadily increased from (5,491) 27% in 2010 through to 44% (11,084) in 2014 and to (17,426) 45% in 2020. Women with a Masters degree increased from 510 (2.50)% to (1,090) 4.35% by 2014 and has continuously increased to (1,724) 4.42% in 2020. The men with a bachelor's degree reduced from a high of (13,076) 64% in 2010 to (11,718) 47% in 2014 and then slightly increases to 12,986 (47%) in 2015 and this has shifted to slight increases up to 18,060 (46%) in 2020. The same trend seems to have followed with the Masters degree for men going down from 7% in 2010 through to 1,154 (5%) in 2014 and seems to have stabilized at a constant 5% up to 2020. The trend indicates that women with both a Bachelor's degree and a Masters increased within the span of 10 years while the men holding a bachelors as well as Masters degree declined within the same period.

Table 2.3: Trends of Civil Servants Education Level

Year	Numbers					Percentages			
	Female Bachelors	Female Masters	Male Bachelors	Male Masters	Total	Female Bachelors	Female Masters	Male Bachelors	Male Masters
2010	5,491	510	13,071	1,355	20,432	27	2.50	64	7
2011	4,882	438	11,037	1,048	17,405	28	2.52	63	6
2012	5,385	541	313,314	1,320	20,560	26	2.63	65	6
2013	6,490	732	12,914	1,610	21,746	30	3.37	59	7
2014	11,084	1,090	11,718	1,154	25,046	44	4.35	47	5
2015	12,352	1,217	12,986	1,281	27,836	44	4.37	47	5
2016	13,621	1,344	14,255	1,407	30,627	44	4.39	47	5
2017	13,991	1,432	14,255	1,407	31,085	45	4.40	46	5
2018	14,889	1,471	15,523	1,534	33,417	45	4.40	46	5
2019	16,157	1,597	16,792	1,661	36,207	45	4.41	46	5
2020	17,426	1,724	18,060	1,788	38,99	45	4.42	46	5

Source: IPPD 2010-2020

Figure 2.3 Trend of Civil Servants Education Level



Source: IPPD 2010-2020

The audit trail indicated that the percentage of women public servants with a bachelor's degree steadily increased from (5,491) 27% in 2010 through to 44% (11,084) in 2014 and to (17,426) 45% in 2020. Women with a Masters degree increased from (510) 2.50% to (1,090) 4.35% by 2014 and has continuously increased to (1,724) 4.42% in 2020.

The men with a bachelor's degree reduced from a high of (13,076) 64% in 2010 to (11,718) 47% in 2014 and then slightly increases to 12,986 (47%) in 2015 and this has shifted to slightly increases up to 18,060 (46%) in 2020. The same trend seems to have followed with the Masters degree for men going down from 7% in 2010 through to 1,154 (5%) in 2014 and seems to have stabilized at a constant 5% up to 2020. The trend indicates that women with both a Bachelor's degree and a Masters increased within the span of 10 years while the men holding a bachelor as well as Master's degree declined within the same period. With increasing education levels, women's fertility tends to decline as marriage and children are sacrificed in order to attain education. Education removes the girls from the domestic environment and offers literacy and exposure to new ideas and value systems that may compete with the traditional customs, values and beliefs that promote early marriage (Westoff, 1992, Caldwell et al., 1983). Further education also expands the women's life opportunities and choices at a time when they are able to make informed choices in relation to personal lives. of studies as the single factor most strongly related to the postponement of marriage, but the relationship may be subject to threshold

effects.

Education being the single most factor which lands women in the public service where they have an income. Access to an income is critical in that it enables the women to access financial independence and make informed choices of their personal lives. According to the UN Women study 2020, Women's command of assets is of particular relevance in this study because it is both a manifestation of the degree of agency women have within their family relations, and particularly so within marriage or a union. Command of assets also contributes and affects their bargaining power both within as well as beyond the household.

3.0 Representation by Gender at Different Job Cadres 2010 to 2020

3.1 Gender Proportions at Entry Level Management (Job Group (J to L) (2010-2020)

An analysis of the gender proportions of women at the entry level management reveals a steady drop in their representation between 2010 and 2020. In 2010 the representation of women was highest at (41.69%) while men's representation stood at 58.31%. In 2014, the lowest representation of women was seen at 29.52 % from 39.23% in 2013. After 2014, there is an increase in the representation of women even though in negligible numbers. On the contrary, there was a steady increase in the representation of men in entry level management over the same period with the highest representation in 2014 at 70.48%. Thereafter, we see a steady but insignificant drop in numbers of men between 2014 and 2020. The GA further went ahead to establish gender representation for the decade among men and women entering the service. The percentage of women entering the public service reduced from 41.69% in 2010 to 32.16% in 2020 while the percentage of men at increased from 58.31% in 2010 to 70.48% in 2013, then there was a slight decline from 2015 (69.75%) to 2020 (67.84%). The percentages for men at entry level kept rising to 60.96% in 2012, to 60.77% in 2013 and 70.48% in 2014. This slightly went down to 69.75% in 2015 and this figure stabilized at 68.66% to 68.08% in 2019 at the same time when the women remained at 31.34% and 68.08% in 2019. A comparison of men and women at the entry level management is shown in Table 3.1 and Figure 3.1

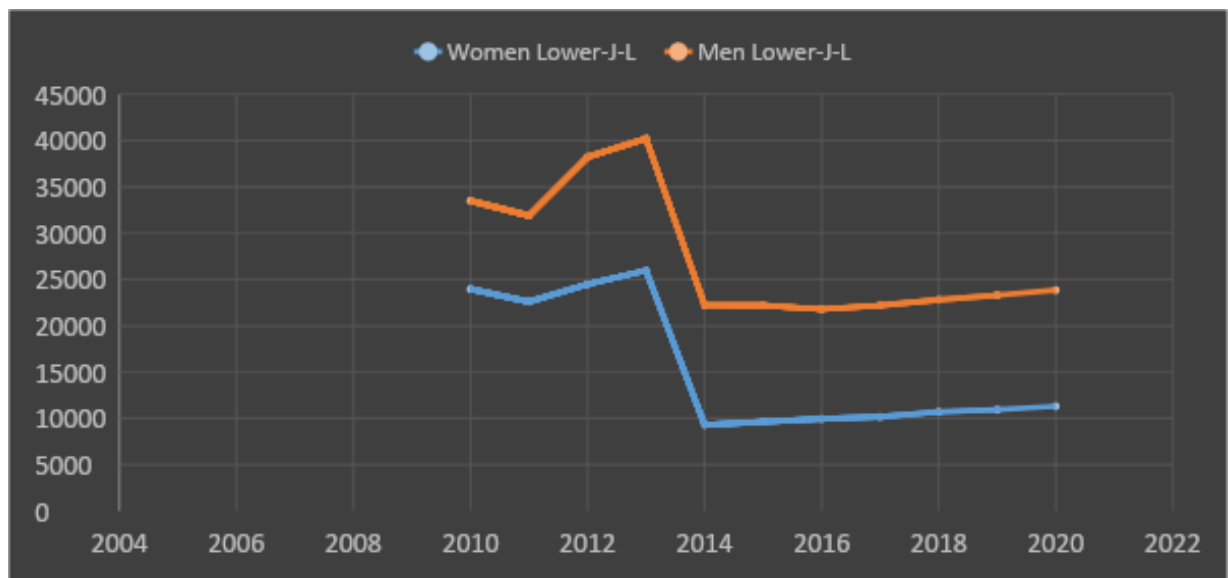
Table 3.1 A Comparison of Men and Women at the Entry Level Management

NUMBERS				PERCENTAGE%	
Year	Women Entry-J-L	Men Entry J-L	Total	Women Entry J-L	Men EntryJ-L
2010	23952	33494	57446	41.69	58.31
2011	22603	31887	54490	41.48	58.52
2012	24475	38218	62693	39.04	60.96
2013	25956	40216	66172	39.23	60.77

2014	9307	22225	31532	29.52	70.48
2015	9624	22194	31818	30.25	69.75
2016	9942	21783	31725	31.34	68.66
2017	10156	22199	32355	31.39	68.61
2018	10698	22809	33507	31.93	68.07
2019	10924	23295	34219	31.92	68.08
2020	11302	23838	35140	32.16	67.84

Source: IPPD 2010-2020

Figure 3.1A Comparison of Men and Women at the Entry Level Management



Source: IPPD 2010-2020

There are several ways of interpreting this data. Firstly, it can be argued that these statistics are a reflection of the constitutional interpretation of Article 27 on 2/3 of either gender to mean one third rule for women. In that case of misinterpretation, it implies that there was an attempt to try and reach 30% for women and 70% for men to achieve 1/3 and 2/3 respectively. However, the National Policy on Gender and Development 2019 and the Constitution of Kenya 2010 are cognizant of two thirds of either gender which is different from one third of the female gender. Should the policy and the constitution be followed, the figures would have had differentials showing a variation in figures of men and women. This means that the constitution and the policy have worked against women. According to Berry, M., Bouka, Y., & Kamuru, M. (2021) quota design can inadvertently: (1) create new inequalities among women in government (2) women's entry into previously male-dominated spaces can be met with patriarchal backlash, amplifying gender oppression.

This trend is interesting at a time when there is a National Policy on Gender and Development that is

further strengthened by Sessional Paper No 2 of 2019. The Kenya Constitution 2010 stipulates 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(3). The constitution further states that the State shall take legislative and other measures, including affirmative action programmes and policies designed to redress any disadvantage suffered by individuals or groups because of past discrimination (Article 27(6). Notwithstanding, the number of women in entry level management continued to decline. Taking all these under consideration, it can be easily concluded that women will always be under-represented in the public service if the interpretation of two thirds of either gender takes this dimension where women are systematically denied opportunity in the next generation of public service workers. Secondly, even though this data reflects an achievement of the $\frac{2}{3}$ of either gender representation, women remain grossly under-represented over the 10-year period. According to the KNBS report of 2015, the public service registered 116.8 thousand new jobs with the public service contributing 26.3 thousand new jobs that were partly attributed to recruitments that were done in the implementation of a devolved system of government and employment. The gender gap experienced during this same year can be explained by an assumption that many women were not able to take up new job opportunities in counties due to family commitments and other dynamics that pertain to relocating into new spaces.

3.2 Gender Representation in the Middle Management Cadres (MtoP)

In this section, this study reviewed the representation of women and men in middle management and leadership positions from different government ministries by analyzing data on various job cadres from the year 2010-2020. This was to help evaluate if there is gender parity in the representation of women and men within the public service in Kenya. Table 4.1 shows the percentages of women and men represented in middle management level.

Table 4.1 Representation by Gender in Middle Management Cadres M to P

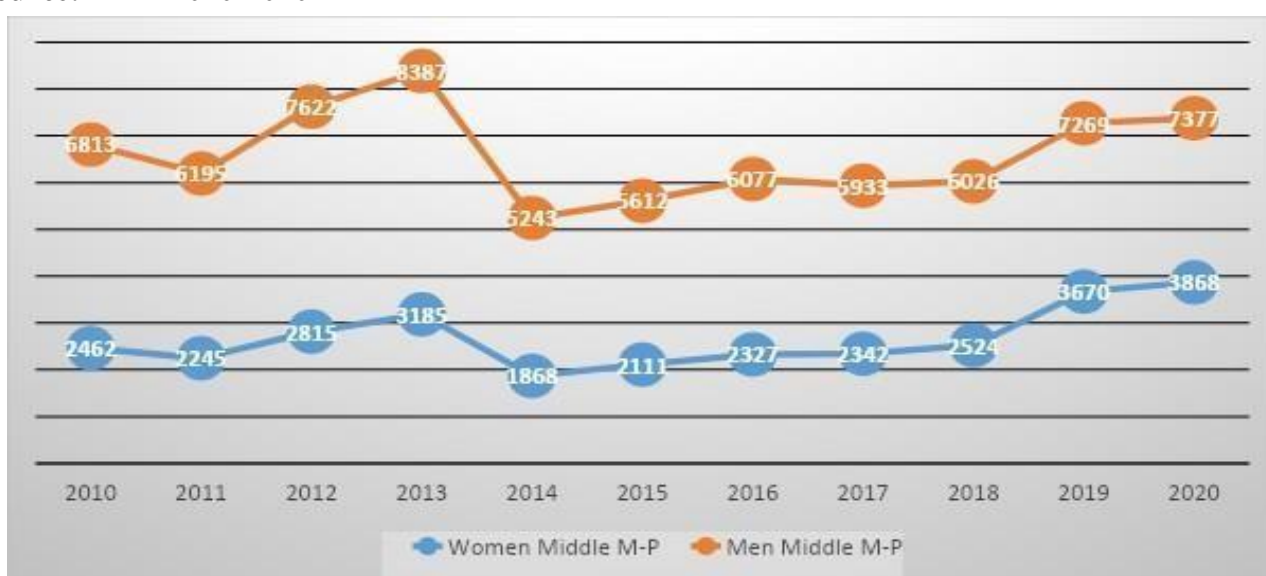
NUMBERS			PERCENTAGES%	
Year	Women Middle M-P	Men Middle M-P	Female %	Male %
2010	2462	6813	27	73
2011	2245	6195	27	73
2012	2815	7622	27	73
2013	3185	8387	28	72
2014	1868	5243	26	74
2015	2111	5612	27	73
2016	2327	6077	28	72

2017	2342	5933	28	72
2018	2524	6026	30	70
2019	3670	7269	34	66
2020	3868	7377	34	66

Source: IPPD 2010-2020

Figure 4.1 Representation by Gender in Middle Management Cadres M to P

Source: IPPD 2010-2020



The representation of women and men in the middle management between 2010 and 2012 shows that women are less represented at 27% percent and men at 73%. This scenario remained constant for the next three consecutive years. This unequal representation occurred despite the promulgation of the 2010 Constitution of Kenya which provides for gender equality, non-discrimination and civil, political, economic and social rights within the Bill of Rights. Article 27(3), for instance states that “Women and men have the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres” and Article 27 (6), specifies that “to give full effect to the realization of the rights guaranteed under this Article, the State shall take legislative and other measures, including affirmative action programmes and policies designed to redress any disadvantage suffered by individuals or groups because of past discrimination”. Despite this, underrepresentation of women in leadership and consequently decision making positions is quite evidenced as evidenced by research (KNBS 2019). However, it was expected that with the measures such as NPGD 2000, 2011 and the sessional paper No 2 2019 that are already in place, the underrepresentation of women would change. The gender gap in representation between 2010 to 2012 can be explained by the fact that the promulgation of the constitution had just been done and therefore little had been achieved since it was

at its initial stages of implementation.

In 2013 there was a slight increase for women in management and leadership to 28% while men dropped to 72%. The slight increase for women managers and leaders could be explained by the fact that this being the fourth year since the promulgation of the 2010 constitution, there was a likelihood that its implementation was taking shape. In addition, this being an electioneering year, different stakeholders may have tried to adhere to the laid down procedures in anticipation for votes. However, the trend changed drastically as percentages of women dropped to 26% while those of men shot up to 74% in 2014. The likely explanation for this scenario could have been caused by the changes undertaken by the new government. For instance, in Article 232 of the constitution on values and principles of public service, representation of Kenya's diverse communities, affording adequate and equal opportunities for appointment, training and advancement, at all levels of the public service must be guaranteed.

As such to address representation on aspects of gender, many males may have been picked in the middle management levels. Whether picked from within the ministries or from other sectors, higher chances of more males meeting the required qualification needed was possible considering this a senior position. This could occur majorly because of the past historical disadvantages faced by women. Nigam (2014), posit that gender inequality at work reflects the obtaining social structure of a given society. Further, women's triple role as postulated by Moser (1993), poses as hindrance to their economic empowerment. The possibility of many of those who qualified for senior manager's positions coming from the private sector and being males could also have influenced the rise in percentages for males. It's important to note that around this time the government was encouraging recruitment from both the public and the private sector. Further, with the formation of a new government new appointments are made and the government must be accountable to the public in maintaining the face of Kenya. Again, more men are likely to qualify as middle managers bearing in mind historical disadvantages women face in terms of opportunities.

A slight rise for women to 27% in 2015 and 28% in 2016/17 respectively is noted. Within the same years there was a percentage drop for men and it stood at 73% in 2015 and 72% in 2016/17. This may be attributed to the kind of interpretation given to Article 27(8) of the Constitution of Kenya 2010 which provides that the State shall take steps to ensure that not more than two-thirds of members of all elective and appointive positions are of the same gender. Majority of the stakeholders have taken it to mean 1/3 representation which is consistently applied and somehow disadvantageous to women.

As shown in table 4.1, 2018-2020 show a remarkable rise in terms of percentages of women in middle level management as percentages stand at 30% to 34% respectively. This is commendable and may be attributed to greater awareness of the need to create equal opportunities for women and men in all sectors. The results may further be supported by continued implementation of the Kenya Constitution

2010, The NPGD 2000, 2011 and session paper 2019 all which were expected to provide an environment that would help achieve gender parity by outlawing unfair discrimination and by providing both genders with equal opportunities at work. In addition, Kenya's International, Continental and Regional obligations which include specific commitments to ensure gender equality in the workplace may have yielded remarkable success. According to UN Women (2020) in the last decades: More girls are going to school, fewer girls are forced into early marriage, more women are serving in parliament and positions of leadership, and laws are being reformed to advance gender equality. The situation may further have been improved by the fact that there has been a lot of conversation around traditional gender roles usually associated with each gender and how they should not affect work opportunities, including access to training or prospects for career advancement. This too may have positively impacted on proportions of women taking up leadership and management positions in the middle level management in Kenya.

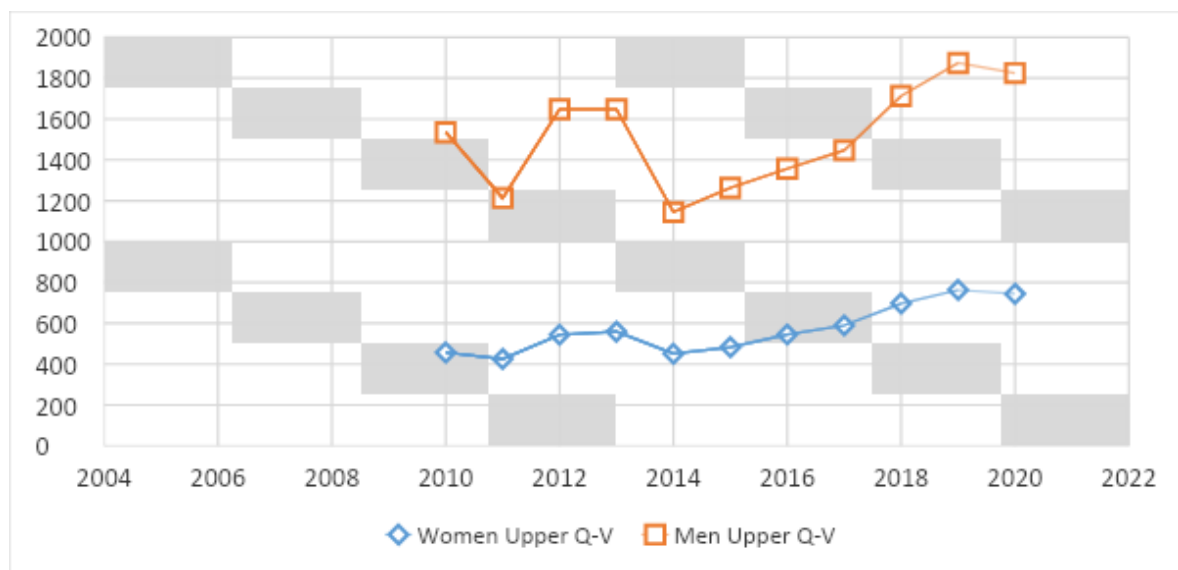
3.3 Gender Representation Trend in Upper Management Cadres (Q To V)

Table5.1 Gender Representation in upper management levels (Q to V)

YEAR	NUMBERS		PERCENTAGES%	
	Women Upper Q-V	Men Upper Q-V	Women Upper Q-V	Men Upper Q-V
2010	457	1535	23%	77%
2011	425	1213	26%	74%
2012	544	1648	25%	75%
2013	559	1648	25%	75%
2014	451	1144	28%	72%
2015	483	1263	28%	72%
2016	545	1357	29%	71%
2017	590	1447	29%	71%
2018	697	1713	29%	71%
2019	763	1874	29%	71%
2020	744	1825	29%	71%

Source: IPPD 2010-2020

Figure5.1



Source: IPPD 2010-2020

Statistics contained in Table 5.1 reveal that the proportion of women representation in upper management levels (Q to V) in the public service of the Republic of Kenya has been on the ascendancy since the promulgation of the 2010 constitution though still lagging behind the male proportion. The ascendancy (23%-29%) has been steady though not significant. Schmitt, et.al. (2020:325) reports nearly the same scenario in Germany where women account for only 22% of higher management positions and as low as 9.3% in STEM sectors. This is in tandem with the public Service Commission Report (2021) which revealed that the female gender was underrepresented at policy level by 8% and at senior management level by 4%. This information echo the global picture where only 21% of government ministers are women and a paltry 13% of all countries in the world have a woman head of state and/or government (Hassan & Angs,2022).

The under-representation of women at the upper management can be attributed to a number of reasons such as recruitment at the entry level is skewed against women and this translates into few numbers to choose from at the top level and caregiving reasons such as maternity breaks and turning down transfers on promotion (Basu et.al,2018; Bishu & Headley, 2020; Haile & Dzathor, 2016).

4.0 CONCLUSION

The GA data reveals that despite the many efforts that have been put in place by the Kenyan government to promote gender equality in management and leadership position including the promulgation of the Kenya Constitution of 2010, the National policy on Gender and Development of 2000 and its subsequent amendments 2011 and 2019, the underrepresentation of women in the public service over the last ten years continues to persist. While the GA does not provide reasons to the prevailing situation, the question that lingers on is why the current situation continues to exist despite the clamour for gender equality from international communities and progressive forces in Kenya. To

this end, the main study '**Women's Participation in Management and Leadership in the Public Sector in Kenya: Closing the Gender Gap**' seeks to address this concern guided by the following objectives 1) To establish factors that contribute to women's under-representation in management and leadership positions for women's economic empowerment in the public sector 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 in the public sector in Kenya. 3) To examine the extent to which women's participation in management and leadership in the public sector 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.

The gender audit data forms an evidence base upon which the main study will be carried out. The findings of the audit trail will be shared in a workshop/webinar for purposes of validation with the stakeholders. Suggestions and recommendations from the workshop/webinar will be incorporated in the gender audit report.

It is expected that this process will allow for the development of recommendations that will enhance gender responsive policies and frameworks that will ensure gender equality in representation of women and men in management positions in the public service. This is guided by the premise that sustainable development can only be of benefit where there is gender inclusion.

5.0 RECOMMENDATIONS

The study has come up with some key recommendations;

- There are good policies and frameworks in place that promote gender equity in equality in formal labour market in Kenya. However, there is need for their translation into practice through programmes with clear indicators for measurement, monitoring and evaluation to track progress of women's inclusion in management and leadership.
- The gender audit report constantly reveals a tendency towards $\frac{1}{3}$ gender principle and not $\frac{2}{3}$ of either gender principle. There is a need to interrogate the meanings and interpretations of $\frac{2}{3}$ of either gender principle as stated in the constitution and the $\frac{1}{3}$ gender rule for women.

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