

MAINSTREAMING STRATEGIES AND GENDER EQUALITY IN DODOMA MUNICIPALITY AND MPWAPWA DISTRICT COUNCIL, TANZANIA

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ABSTRACT

Gender equality within Local Government Authorities (LGAs) is an important aspect for spearheading sustainable development in any country. Gender Mainstreaming Strategies (GMSs) are set to achieve Gender equality. Despite various GMSs, gender gaps and their negative impacts to sustainable development persist in Tanzania. This can be attributed to various challenges in the course of implementing GMSs. However, in Tanzania, few studies have uncovered levels of gender equality as a result of GM in LGAs. Likewise, the data for challenges which may be impeding the implementation of various GMSs are scarce. Hence, this paper is about (i) assessing some implemented GMSs (ii) determining challenges encountered in mainstreaming gender, (iii) examining the levels of gender equality achieved in the LGAs as a result of GMSs and (iv) determining gender equality levels of men and women officials in urban and rural areas. A cross-sectional research design was employed using 358 respondents. Levels of gender equality achieved were measured by using a Composite Gender Equality Index (CGEI). The Index was adopted from the European Union Gender Equality Index (GEI) whose measure of Gender Equality (GE) ranges from 1 to 100. The Man Whitney U test was used to test the hypothesis that (i) gender equality levels are the same between male and female officials and also between Dodoma Municipality and Mpwapwa District officials. The results showed that most of GMSs were not well implemented; therefore LGAs planners should make sure that the implementation of existing GMSs is ensured according to government priorities and frameworks. Since, the overall gender equality level was found to be low (34.7% and 24.6% for male and female respectively); hence more gender mainstreaming strategies have to be implemented at the LGA level so as to spearhead sustainable development. Moreover, the equality level was generally found to be the same for both male and female, urban and rural officials, then, policy planners and LGAs gender sensitising bodies such as NGOs, media and CBOs were urged to provide GM measures targeting both MDC and DMC equally. Since large number of men reported high level of gender equality while the overall level of gender equality was low, then it is recommended that men should be used by policy makers as agents for change towards gender equality as they occupy many decision making positions in LGAs as compared to women.

Keywords: Levels of Gender Equality, Gender Mainstreaming Strategies and Urban and Rural areas.

1.0 INTRODUCTION

It has been globally accepted by the governments and international organizations that Gender Mainstreaming (GM) is of most importance as it is essential for securing human rights and social justice for both men and women. Therefore, using GM processes for assessing gender implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels is necessary (UN, 2007). Thus, GM is a strategy for making women and men's concerns and experiences in an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that they equally benefit, and inequality is not perpetuated (Council of European Union, 2009). However, GM is not a goal in itself but a radical strategy for achieving gender equality as well as change within the state (True and Mintrom, 2001).

Gender mainstreaming is a technical process requiring the use of various gender tools, including gender analysis, statistics and budgeting or audits, to identify the differential impact on women and men of all policies and programs so that appropriate measures can be developed to achieve gender equality (Barton & Nazombe, 2000). Some authors argue that gender mainstreaming emerged from international context, that is, The United Nations Fourth World Conference on Women in Beijing in 1995 and dispersed to state-based policy machineries that have been established through years with the aim of achieving gender equality (True, 2003; True and Mintron, 2001).

All over the world, there have been discourses on the level of gender equality achieved by bridging the gap of gender disparities. For example, according to Human Development Report (1995) there have been problems relating to gender inequality, which is unequal treatment of both men and women at work place, in education, health services, economic opportunities and political arena. Even though the World Economic Forum (2014) presented the Global Gender Gap Report by showing the variations across the regions, the highest rate of gender inequality is found in Sub Saharan Africa (SSA) under which Tanzania is a sub-set.

Gender inequality at work place is claimed by Forsythe *et al.* (2000) as cited by Fellant (2009) to have a negative impact that work, whether formal or informal, paid or unpaid, plays an important part in determining women's and men's relative wealth, power and prestige. If gender inequality is entertained at work place, then inequalities in the distribution of resources, benefits and responsibilities become inevitable. Therefore, workplaces can be the setting where gender inequalities are both manifested and sustained, with consequent effects on all dimensions of development, that is, political, social, economic and human (Fellant, 2009). According to UN Council (2009), inequalities between women and men violate fundamental rights. They also impose a heavy toll on the economy and result in underutilization of talents. On the other hand, economic and business benefits can be gained from enhancing gender equality.

In view of the persisting gender gaps, Tanzania Gender Networking Programme (TGNP, 2006) shows that the Constitution of the United Republic of Tanzania endorses gender equality and guarantees full participation of women and men in social, economic and political life. The Government of Tanzania is also implementing international commitments as enshrined in the United Nations Charter and on the Human Rights Declaration (1948). Others are Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) formulated in 1979, The Beijing Platform for Action (PAF) of 1995 and the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women of 2003 (TGNP, 2006).

Some studies pertaining to gender mainstreaming in Local Government Authorities have been carried such as African Peer Review Mechanism (2010), which has recently been revealed that the application of gender mainstreaming as an approach to gender equality is limited and especially on the situation or problem analysis phase of the policy process, in monitoring and in impact tracking. Apart from LGAs, some works on GM such as Masanja *et al.* (2009) and Rusimbi (2001) insisted on mainstreaming gender into various programmes. However, few studies have uncovered the levels of gender equality in Local Government Authorities as a result of gender mainstreaming strategies, and none of which is strictly relating GMSs, LGAs and levels of gender equality in Dodoma and Mpwapwa District Council. This study, therefore, aimed at (i) assessing some implemented GMSs, (ii) examining the levels of gender equality achieved in the LGAs, (iii) determining gender equality levels of a) men and women officials b) urban and rural officials.

2.0 THEORETICAL REVIEW

Theoretically, there is a close relationship between the attitude of implementers and Gender Mainstreaming outcomes which is Gender equality. The attitude is affected by societal norms and cultural practices at work place. The positivity or negativity of implementers' attitude would constitute positive or negative Gender Mainstreaming outcomes respectively. The theoretical framework is much supported by the Theory of Reasoned Action (TRA) by Ajzen and Fishbein, (1980). With this theory people are essentially rational, in that way they systematically use information available to them. These pieces of information constitute one's attitude towards certain behavior, this behavior will in turn constitute the intention to act which makes one implement what is thought in mind.

According to Lithuania and Marcinkeviciene (2007) definition on gender mainstreaming brings the concept of

attitudes, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making. It is further stated by Gunderson, *et al.* (2012) that, gender-related perceptions and attitude influence the individual, organizational or institutional level of commitment to gender mainstreaming. This is also supported by Samantha (2002) that, an attitude is a mental and neutral state of readiness, organized through experiences, exerting a directive or dynamic influence upon the individual's response to all objects and situations with which it is related. Hence, readiness becomes crucial in implementing gender mainstreaming strategies.

Now up on domesticating the theory as per this study, gender mainstreaming strategies will be assessed by considering three dimensions in mainstreaming gender, namely policy framework, gender analysis as well as structural/ legal base. These are expected to have influence on one's attitude towards implementing mainstreaming strategies which will be manifested in gender equality level indicated by one's behaviour. The domestication of the theory in this paper is illustrated in the following conceptual frame work. The conceptual framework is established under the assumption that gender mainstreaming strategies for gender equality are relevant in two linked variables: Independent variables which include policy frameworks, gender budgeting, gender analysis and legal/structural base; these are collectively termed as Gender Mainstreaming Strategies (GMSs). It is further assumed that the antecedents of officials' intention to implement Gender Mainstreaming Strategies are attitudes and subjective norms. The dependent variable (Gender equality) which is expressed in gender equality behaviour is demonstrated by six gender equality domains of work, financial, knowledge, time, power and health. On the other hand, intention to act has been defined as, the amount of effort one is willing to exert to attain a goal (Ajzen, 1991), "behavioural plans that...enable attainment of a behavioural goal" (Ajzen, 1996), or simply "proximal goals" (Bandura, 1997), for that case, being a mental and abstract variable. In this study it becomes an intervening variable with no measurable parameter.

Likewise, Demographic characteristics are assumed to have an implication to officials' attitude towards GMSs, one's intention to implement GMSs, hence gender equality levels manifested by gender equality behaviour. Furthermore, the demographic characteristics influence the subjective norms which in turn affect one's intention to act which as well leads to officials' gender equality level. The assumed relationships between these variables were used to set the questions so as to capture the empirical information in the data collection process. The main issue that emerges in this study is about GMSs and their influence on officials' gender equality level in the LGAs.

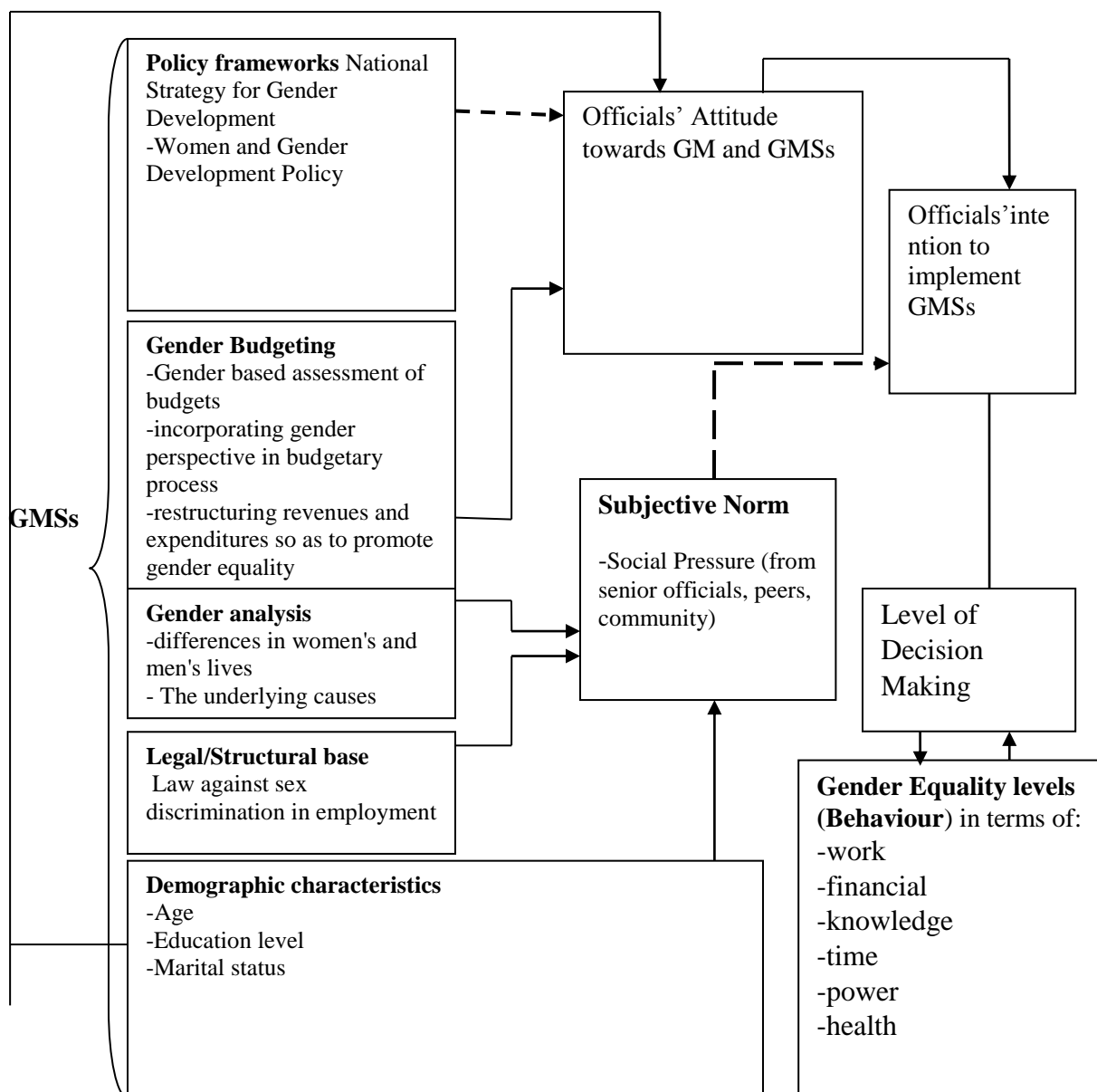


Figure 1.1: Conceptual Framework: The Theory of Reasoned Action

Key :

- - - - -> Not measured in the study
- > With direct relationship and measured in the study

3.0 METHODOLOGY

The study was conducted in Dodoma Municipality and Mpwapwa District Council. Dodoma Municipality is composed of 34 wards with a total population of 199,487 and 211,469 men and women respectively (NBS, 2012) while Mpwapwa District Council is one of the 5 districts of Dodoma region, Tanzania and has 33 wards, with a population of 147 306 and 157 750 male and female respectively (TPC, 2012).

It is world widely known that men and women are not homogeneous in all places at all times, and since the information from this kind of study is very scarce in the same population then it logically follows from the premises that the area for the study is appropriate and justifiable. Furthermore, it is in Dodoma where the headquarters for Local Government Authorities are located. Mpwapwa District council and its villages were investigated so as to assess the extent of gender equality achievement by capturing the rural dimension where a large number of people is residing.

The study adopted a cross- sectional research design whereby data were collected at a single point in time. This research design has a greater degree of accuracy and precision in social science studies than other designs (Casley and Kumar, 1998) and more appropriate in examining current situation (Mann, 2003). It was also chosen due to the nature of the study objectives that required collection of data at a single point in time. The sample size was of 358 respondents. Primary data were collected from government officials in the selected departments namely education, health, agriculture and cooperatives, community development and water. Furthermore, village officials were also involved at village level.

Previously, it was proposed that 80 respondents (40 male and 40 female) would have been randomly selected from 5 departments. Unfortunately, out of 80 officials only 58 (38 male and 20 female) officials were randomly selected from Municipal and District departments due to difficulties in getting other potential respondents.

Multistage sampling procedure was adopted in the selection of respondents in the villages and streets. In the first place, among 67 wards found in both Dodoma Municipality and MDC, 20 (30%) wards were randomly selected. This sample selection was consistent with Bailey (1994) who argued that regardless of the population size, sample or sub sample of 30% is the bare minimum for studies in which statistical data analysis is to be drawn. Furthermore, Boyd *et al.* (1981) argue that this sample is neither excessively large, nor too small which can fulfill the requirements of efficiency, representativeness, reliability and flexibility.

In the next stage, ten villages and ten streets were randomly selected from 20 wards. Fifteen officials were randomly selected from 10 Village Development Committees (VDCs) while other fifteen officials were also randomly selected from 10 Street Development Committees. The combination of 15 officials from 10 Village Development Committees and 15 officials from 10 Street Development Committees made a total of 300 officials (182 and 118 male and female respectively). Consequently, a total of 300 officials were randomly selected from the two districts' streets and villages. Twenty Ward Executive officers, Ten Village Executive Officers, two Human Resource Officers and two District Executive Officers were involved as key informants of the study during collection of qualitative data using checklists of questions. These made a total of 44 key informants among whom 26 and 18 informants were male and female respectively.

Interview guide was used to collect data from Focus Group Discussions (FGDs). The FGDs were also used to collect data from community members who were organized in groups of 6 to 10 individuals basing on sex, age, social classes and status. Two focus group discussions were conducted from each district giving a total of four focus group discussions. Key issues collected from FGDs were to understand collective views in the study areas about: i) Mainstreaming Strategies, and ii) understanding various gender related matters in their day to day lives which may manifest gender mainstreaming strategies and equality level in the study area.

4.0 DATA ANALYSIS

4.1 Assessing Gender Mainstreaming Strategies

Gender mainstreaming strategies were assessed by considering three dimensions in mainstreaming gender, namely policy framework and gender analysis as well as structural/ legal base .These components were used to construct questions for assessing the mainstreamed GMSs then data were analyzed descriptively.

4.1.1 Calibration of Gender Equality Index

Upon assessing the level of gender equality achieved as a results of gender mainstreaming strategies, this part of questionnaire was organized into six dimensions namely work, financial, knowledge, time, power and health. Each one was divided into a set of questions that allowed the researcher to assess gender equality level in LGAs after the implementation of Gender Mainstreaming Strategies (GMSs). The questionnaire was composed of a total of 32 statements, which could be answered by Yes or No, depending on which better describes the practices of LGAs with regard to each specific gender equality domain. The results helped to diagnose the position of the LGAs with regard to gender equality.

The gender equality domains and their associated statements were adopted from European Union Gender Equality Index (2015). Furthermore, the paper used the same methodology in building composite indicators developed by the European Commission's Joint Research Centre and the Organization for Economic Co-operation and Development (OECD) (Nardo *et al.*, 2008). The calibration of composite gender equality index was done regarding the following steps: i) the total score of each gender equality domain was calculated; ii) then the summation of each domain's total score was summed up to get a composite total score; iii) since the European Gender Equality measure assumes that a score of 100 denotes full gender equality, 50 scores as half way towards gender equality, whereas 1 denotes gender inequality; the total score of each respondent was divided to 32 (statements found in all domains), and then multiplied by 100 so as to make a conversion into the European Union measure of gender equality; iv) Then each total score found in i) above was divided by 6 so as to give each domain the same weight in gender equality (weighted scores); Hence, the weighted scores of each domain were then ready for further analysis so as to compare their means using non-parametric test (for this matter, Mann Whitney U statistic).

4.2 Non-parametric test for comparing gender equality between officials in urban and rural areas

Mann Whitney U statistic was used to test the hypotheses that: i) the level of gender equality is the same in both urban and rural areas officials, and ii) the level of gender equality is the same for both men and women in the study area. As per this paper, the basis of using Mann Whitney U statistic as an appropriate way of comparing the median is that first the paper used random samples from populations, second there is independence within samples and mutual independence between samples, lastly, measurement scale was at least ordinal.

5.0 RESULTS AND DISCUSSIONS

5.1 Assessment of Gender Mainstreaming Strategies

5.1.1 Efforts to Reduce Gender Gaps

In the study, respondents were asked whether there were efforts made to reduce gender gaps as a mainstreaming strategy. The majority (61.2%) of all officials gave negative answers to whether making any effort in reducing the gender gaps and inequalities between men and women was used as a strategy of mainstreaming gender (Table 1). This was opposed to 38.8% of all respondents who gave positive answers to the same question. This implies that officials did not respond to national strategies and policies, especially gender centered policies which in most cases have been insisting on increasing efforts of reducing gender gaps between men and women. This in turn may lower down gender equality level. Since a large numbers of respondents were from village and streets development committees, cultural and societal norms are still too dogmatic to allow the implementation of GMSs to take place. This is in line with Hae (2010), who argues on lack of addressing gender inequalities at work place that, it would be pointless to encourage women to stand for elected offices without addressing the fundamental inequalities which prevail in our societies and without changing the underlying culture which persists in many local and regional governments.

5.1.2 Incorporating Gender Issues in their Everyday Plans

It was further found that 85.2% of all respondents affirmed to the incorporation of gender issues (gender analysis, gender identity, positive action etc) in their day to day plans so as to spearhead gender equality in their streets and villages as well as departments. This was not the case for 14.8% of all respondents who were asked the same question as indicated in Table 1. The implication of not incorporating gender matters in day to day development plans is against ECOSOC (1997) definition of GM and this may accelerate the persistence of gender gaps in various development dimensions. The ultimate goal of mainstreaming is to achieve gender equality. Hence, regarding this definition, if gender issues are not incorporated in day to day plans, then gender equality is jeopardized.

5.1.3 Involvement of other Stakeholders in Mainstreaming Gender

In searching whether the officials collaborate with other stakeholders such as NGOs and CBOs in mainstreaming gender as one of the strategy, the majority (92.5%) of the respondents did not involve other stakeholders in mainstreaming gender. On the other hand, only 7.5% involved other stakeholders in mainstreaming gender (Table 1). Involving as many stakeholders as possible is an important aspect when mainstreaming gender. Whether mainstreaming strategies are 'bottom-up' like those of LGAs, involvement of all the key stakeholders in the system is crucial. The commitment of those who are part of the process, like for this case government officials who are influential in the implementation of the process, is essential if success is to be realized. When conducting one of the Focus Group Discussion at the village level, one discussant commented strongly that:

"We fail to involve as many stakeholders as possible; some stakeholders stay far away from the district, and region level; these stakeholders are important as they are knowledgeable and have the exposure compared to us. But, it becomes difficult to involve them in our activities unless they are sent by upper levels of the government which occurs in few cases"

After probing, it was obvious that lack of fund was the major problem

Table 1: Gender Mainstreaming Strategies (N = 358)

| Statements | Percentage | |
|---|------------|------|
| | Yes | No |
| Is your department/committee making any effort in reducing the gender gaps and inequalities between men and women? | 38.8 | 61.2 |
| Do you incorporate gender concerns into your policies, plans strategies and programmes at the departmental/ village or street level? | 85.2 | 14.8 |
| Do you guide and involve all stakeholders to bring about gender equality in a more harmonized manner for enhanced development? | 7.5 | 92.5 |
| Do you implement constitutional as well as Women and Gender Development Policy requirements for gender equality? | 43.0 | 57.0 |
| Do you analyze who does what between Women and men and when these activities take place as one aspect of gender analysis? | 82.4 | 17.6 |
| Do you assess who has access to and control of resources and services and decision making as one of the important aspect of gender mainstreaming? | 78.5 | 21.5 |
| Has an analysis been made on the impact that the budget allocation will have for men and women? | 43.3 | 56.7 |
| Does the budget explicitly allocate resources to gender-related work? | 36.0 | 64.0 |

5.2 Challenges Encountered in Mainstreaming Gender in the Study areas

5.2.1 Women involvement in politics and leadership

From the findings; 17.6% and 37.9% of male and female officials respectively identified lack of women involvement in politics and leadership as one of the challenge in mainstreaming gender (Table 2). Whereas only 16% and 31.8% of both male and female officials respectively did not see the importance of women involvement in politics as one of the challenges. The large number of women officials identified their lack of involvement in politics as a challenge, this may be contributed by the existing roots of patriarchy tendencies in the study areas. Since the unit of analysis was drawn from the Village Development Committees as well as Street Development Committees and districts' departments, it became difficult for women to acquire leadership positions as substantiated by one of key informants:

“Sometimes if officials are elected then women are not contesting because they fear that they may not be elected by men. Consequently, this hinders gender mainstreaming processes and later on lowers gender equality”.

For this it is further stated that women involvement is a fundamental aspect of modern democratic governance and leadership. Under international standards, both men and women should have equal rights and opportunities to participate fully in all aspects and at all levels of political processes (Kiev, 2011). In practice, however, it is often more challenging for women to access and exercise these rights.

5.2.2 Sexual segregation in electing leaders for various tasks

Sexual segregation was seen as a challenge in mainstreaming gender as more than 57% of female officials as indicated in Table 2, reported dissatisfactions and segregations in electing leaders and sometimes during various meetings and activities. This matter was also reported by the key informant of in Mpwapwa District council in responding to the question about lessons learnt by the female leader in a leadership position. A female key informant was quoted saying that:

“.....Men often need to come forward by showing their professionalism and that they have to do more and be at the front table and during discussions in the meeting they prefer to occupy leadership roles. One bias that I have experienced in a meeting is when for instance it is asked to take notes, somehow many people will always look at me or the other woman to take notes since we are only two ladies, pretending that men cannot take notes. I usually get discouraged for instance if you are the leader in the room and happen to be a woman, it is amazing how men are not satisfied with performance on some simple tasks assigned to women. As a leader I usually ask myself that who am I in my carrier. So, sexual segregation is a critical issue at our place and gender specialists have to intervene in the matter.....”

This is even likely to happen in places where the level of understanding on gender related matters is still low, and this is further perpetuating double standards for female and male leaders in today's workplaces. Oftentimes, women face challenges when working in male dominated organization because to achieve success, women typically have to adapt to the organizational culture by taking on male attitudes and values (Carli and Eagly, 2011).

5.2.3 Lack of proper understanding of gender mainstreaming concept

The officials were asked if they knew the meaning of the word gender mainstreaming and it was found that 48.9% and 6.7% of the total male and female population respectively interviewed declared of not knowing the meaning of GM. This is taken as a challenge as it is compared with 29.3% and 12.6% of the total female and male respondents respectively who declared of knowing the meaning of GM as indicated in Table 2. The problem of misunderstanding gender matters in implementation of gender related strategies is a global issue, for instance, Pollack and Hafner-Burton (2000) define GM in terms of social movement theory, political opportunity, mobilizing structures, and strategic framing, while Walby (2005) describes GM as ‘the re-invention, restructuring, and rebranding of a key part of feminism in the contemporary era. The question on what does GM means stimulates other questions of inclusion, assimilation, incorporation, involvement, participation into a system of values that are antithetical to women's interests. Because of this multi-understanding, there are competing definitions of what the goals are and whether the theoretical underpinnings are equality, equity, social justice, transformation, sameness/difference or human rights (Morley, 2003). A number of analysts have pointed out how a lack of clarity on GMSs endangers implementation of GM strategies (Hunan, 2003; Subrahmanian, 2004). For this, one of the female key informants in Dodoma Municipality admitted and suggested:

“.....It is a good idea (Gender Mainstreaming Strategies) but it is hard to implement as it require experts who are already gender sensitized, may be women but people who are really knowledgeable.....”.

Table 2: Challenges Encountered in Mainstreaming Gender (N=358)

| Statements | Male | | Female | |
|---|------|------|--------|------|
| | Yes | No | Yes | No |
| Not giving priority to gender mainstreaming in development activities | 23.5 | 20.1 | 51.4 | 5.0 |
| Fund allocated for gender mainstreaming activities | 12.8 | 48.6 | 17.9 | 9.5 |
| Knowing the meaning of GM | 12.6 | 48.6 | 29.3 | 6.7 |
| Women have the right to work outside home and earn personal income | 50.8 | 10.6 | 7.0 | 19.0 |
| level of education a challenge to GMSs | 67.4 | 6.0 | 20.1 | 6.5 |
| The provision of gender sensitive training. | 4.5 | 57.0 | 15.1 | 34.9 |
| Women involvement in politics and leadership | 17.6 | 16.0 | 37.9 | 31.8 |
| Sex segregation in electing leaders for various tasks | 17.3 | 15.9 | 57.0 | 27.9 |

5.2.4 Education as a tool for GM

In order to implement GMSs one needs to use education as a tool, therefore low level of education can be a barrier in mainstreaming gender in LGAs. Findings by this study show that majority (67.4%) of male respondents identified low level of education as a major challenge to GMSs as indicated in Table 2. This phenomenon was further seen in the study area such that few respondents had university level. Further, female respondents had low university level of education than male respondents. This is a big challenge for women in bringing about gender mainstreaming at their working place. It is repeatedly substantiated by international community such as the World Bank (2005), The Africa Commission (2005) and UNESCO (1998) that higher education is a central site for facilitating the skills, knowledge and expertise that are essential to economic and social development in low-income countries. Consequently, both male and female Local government officials and leaders noted that there is a general lack of qualified women available for the positions offered by the government as a result of women's low educational attainments. This finding supports earlier studies which point out that, limited representation of women in formal employment and in senior positions within Local Government Authorities as a result of women's lack of access to higher education (Barbara, and Parpart 2006).

Even though it was assumed that respondents in the study area were leaders, education was as well assumed to be a pre-requisite for any individual before he/she becomes a leader. However, this was not the case as there some of the leaders who were holding offices but at the same time they didn't even complete their primary level of education. In view of this, the number of female officials was lower compared to that of male. This was especially vividly seen in Mpwapwa District Council, in wards which were far from district centre. Regarding this finding, one of the male key informants in Matomondo village asserted that:

".....At our place, choosing one to be a leader in the Village Development Committee or in any other village government organ which needs vote from village members, or citizen consultation, education is not necessarily taken as criteria. What matters is one's social capital and relationship with village members".

5.2.5 Fund allocation

It was found that 48.6% of male respondents were of the opinion that lack of fund for gender mainstreaming activities was a challenge; the same answer was given by 9.5% of female officials in Table 2. The magnitude of the challenge is shown by 12.8% and 17.9% of male and female respectively who affirmed that fund for gender mainstreaming was properly allocated of fund for GMSs. GM seem to be not a priority to the LGAs leaders. The implication of minimal allocation of fund for gender matters may result in ineffective gender mainstreaming at the LGAs. The findings is in line with Razavi and Miller (1995) who found that inadequate budgeting for the gender components of projects, impedes sufficient development of gender analytical skills, supervision of the implementation of gender components; which is associated by general lack of political commitment of the particular place.

5.2.6 Giving Priority to Gender Mainstreaming in Development Activities

In responding to the question whether one does not give priority to gender mainstreaming activities either in department or in the village, majority (51.4%) of female officials gave the affirmative answer to the question indicating that officials were gender blind when it comes to giving priority to GMSs in day to day developmental activities. The same answer was given by 23.5% of male officials as indicated in Table 2. In that case female

respondents were not satisfied with the low priority given by LGAs towards GM in day to day development activities at work place compared to men, implying the existence of negative impact of patriarchy tendencies at the work place. Since the number of men is bigger in the sample, then the implementation of GMSs becomes impractical. This line of thinking is supported by Davidson and Burke (2011) who gave the evidence that women leaders and officials face a number of structural challenges, including people holding positions especially men not giving priority to gender mainstreaming at work place (Al-Halawani, 2002). Consequently, realizing gender mainstreaming at the work place as far as local government authorities is concerned becomes difficult.

5.2.7 Gender Sensitivity Training

The results showed that 57.0% and 34.9% of both male and female officials respectively confirmed the insufficiency of gender sensitivity trainings in the study area. Lack of gender sensitivity trainings may be caused by other pre-determined challenges such as minimal fund allocation for gender mainstreaming activities as well as not giving priorities for gender matters in day to day development activities by the LGAs. This implies that gender inequalities will persist. The reason is that the officials and leaders who are expected to sensitize the community on gender mainstreaming, lack necessary skills and knowledge in to offer trainings relating gender issues. This is actually a big challenge as leaders lack confidence on gender related matters as it is substantiated by the United Nations Human Settlement Programme (2008) that successful gender awareness training provide men and women with an opportunity to relate to one another in an open, caring, honest and respectful manner. They provide an environment that enables men and women to explore the social norms and values that define the way individuals are socialized as men and women.

5.3 Levels of gender equality achieved as the results of gender mainstreaming strategies

Levels of Gender Equality (GE) achieved as the results of GM among government officials in the study area were gauged. The mean score of the gender equality total scores was 46.79 which was at low level with respect to European Union Measure for Gender Equality (EUMGE). This result implies that, generally, the level of gender equality in both Dodoma Municipal Council and Mpwapwa District Council was categorized at low level of gender equality. This was later justified by one third (34.7%) and (24.6%) of men and women respectively who reported the low level of gender equality in the study area as illustrated in Table 3. Explaining the phenomena in a gender disaggregated data, it was found that the percentage of male at all levels is high compared to that of women due to pre-determined fact that demographically the number of women was less compared to the number of men in the random sample.

The percent of men who reported the existence of high gender equality in the study area is almost two times that of women, that is 21.8% and 11.5% respectively (Table 3), implying that since the patriarchy system has been entertained by men in most African societies, it is possible for men to report inequality as equality although the vice versa may be true. This is evidenced by TGNP that discrimination and cultural stereotyping in patriarchal ideology victimize women in Africa. Certain assumptions are made by men including the statement such as “A man is the head of the household”; “Women are less intelligent than men”; “Women are emotionally unstable”; and “Women are the weaker sex” (TGNP, 2004).

Table 2: The Overall Level of Gender Equality (N=358)

| Gender Equality Levels | Male | | Female | |
|--------------------------|------------|-------------|------------|-------------|
| | Frequency | Percent | Frequency | Percent |
| High Gender Equality | 78 | 21.8 | 41 | 11.5 |
| Moderate Gender equality | 17 | 4.8 | 9 | 2.5 |
| Low Gender equality | 124 | 34.7 | 88 | 24.6 |
| Total | 220 | 61.5 | 138 | 38.5 |

5.3.1 Gender equality level between urban and rural and between male and female officials in the study areas

After determining the level of gender equality in the study area, then further analysis was performed using Mann-Whitney *U* test as a non-parametric technique (results presented in Table 4). This was a suitable non-parametric statistical technique since there were two categorical variables with two groups each (Study area: Mpwapwa District Council and Dodoma Municipality; Sex: Male and female). The model was used to test two hypothesis that; (i) the level of gender equality is the same in both Dodoma Municipality and Mpwapwa District Council (ii) the level of gender equality is the same for both men and women in the study area. The results revealed that there was no

significant difference in the level of gender equality in both the urban and rural areas, likewise, the same observation was found in comparing male and female with regard to gender equality level.

Regarding the difference in the study area the statistical results showed insignificance level of 0.199 contradicting the significance verification that is supposed to be less than 0.05. The noted difference in median in both cases (urban and rural areas; Male and female officials) may as well be contributed by various factors including the rural urban dichotomy which differentiate Mpwapwa Municipal Council and Dodoma Municipality through difference in exposure and socio-economic development. Because of this one male key informant in Dodoma Municipality stated that:

“I can see improvement in the so called gender equality at the place of work. I worked in Kondoa District (One of the district in Dodoma region, which is far from Dodoma municipality) for three years; it was hardly difficult to find a village or ward being lead by a woman. At the time of election you could find not only men but also women campaigning of not voting for a woman. But last year I was transfered to this district (Dodoma Municipal Council). I find a situation of gender equality so different. Men cooperate with women in many developmental activities, and there are organizations lead by men which are advocating rights for both men and women. In this way, I suspect the level of gender equality will be high in this district as compared to the one I was last year.”

Table 3: Gender Equality Levels Between Sex, Urban and Rural Officials (N=358)

| District of the study | n | Median | Mann-Whitney U | Wilcoxon W | Z | P-Value |
|-----------------------|-----|--------|----------------|------------|-------|---------|
| Urban | 133 | 46.88 | 8336.000 | 51996.000 | -1.29 | 0.199 |
| Rural | 225 | 43.75 | | | | |
| Sex | | | | | | |
| Male | 220 | 46.88 | 14395.500 | 23986.500 | -0.83 | 0.409 |
| Female | 138 | 43.75 | | | | |

6.0 CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusion

In assessing the implemented GMSs, most of the strategies were not well implemented. If GMSs are not well implemented the planned actions which could lead to concrete actions for ensuring greater potential for promoting gender equality will not be achieved as well. This will affect all the set objectives; activities drawn up, and anticipated outcomes.

Up on assessing challenges encountered by government officials in mainstreaming gender, it was concluded that lack of gender sensitivity trainings was a major challenge in the study area. Trainings become a substantial component in mainstreaming gender, if there is no enough training in the society then the context such as rural areas where the interaction is so limited, they may not be progressive in gender matters, patriarchy tendencies for instance which are strong in rural areas may not be reduced and men will not be supportive so as to enable women to take advantage of opportunities more rapidly.

Even little training which was offered was in English language which is another barrier to many participants. Since gender is a global issue, it needs the diversity of languages in order to facilitate meaningful participation of members in the society.

Gender equality achieved in the study areas was at a low level. This is not a sufficient level of gender equality for spearheading sustainable development in the country. This implies that the post-2015 development agenda and sustainable development goals cannot be achieved under this reported gender disparity. The equality level was found to be the same for both men and women, implying that the problem of gender inequality is now seen by both sex and this may be a good start towards gender mainstreaming. The same is observed in urban and rural areas.

Lack of fund for gender activities was another challenge. Because of this challenge, financial and budgetary accountability in matters pertaining to gender budgeting is marginalized. The set objectives for gender mainstreaming

such as gender sensitizing training are also jeopardized, lack of funds generally hinder gender mainstreaming activities to take place in the study area and the nation as a whole.

6.2 Recommendations

- i) Local Government planners should ensure implementation of GMSs as required by the government priorities and frameworks.
- ii) Gender sensitivity trainings should first be considered by LGAs planners because they can help to combat other challenges in mainstreaming gender.
- iii) Since low level of gender equality was observed in both urban and rural areas, then Policy makers and LGAs gender sensitising bodies such as media, newspapers, NGOs, CBOs and gender activists should provide Gender Mainstreaming measures targeting both Mpwapwa Municipal Council and Dodoma Municipal Council equally.
- iv) At the community level, men are to be used by policy makers as agents of change towards gender equality as they occupy many position in LGAs compared to women. Different from the current situation where by many gender equality campaigns trainings are targeting women while women are few in the leadership position and hence having low power of decision making, it is therefore important to target men as they can be good agents of change.
- v) Government officers and stakeholders must understand and adapt gender mainstreaming policies and supervise their implementation at all levels starting from the grassroots levels. They should ensure that regulating authorities are also involved and all stakeholders are held accountable.
- vi) The Tanzania ministry of education is recommended to include gender mainstreaming strategies at school levels so that the mainstreaming strategies may be implemented at the early stage of student's education.

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