The influence of by-laws in gender mainstreaming in Local Governmental Authority, Tanzania

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Abstract

Gender mainstreaming strategies have been implemented in Tanzania for a number of years. However, the gender mainstreaming effectiveness (GME) is still not well known as there is scarce information with regard to the GME in various development projects in Local Government Authorities in Tanzania. This study was set to assess how the existing by-laws can influence gender mainstreaming effectiveness in Local Government set-up in Tanzania. The study used cross sectional research design where a total sample of 368 respondents were drawn randomly from each stratum of employees from the Morogoro Municipal Council. The basic multiple and controlled regression models were ran to assess the influence of the by-law to GME. Results of the basic model was moderated by the socio-demographic variables after including the variables in the model. Thus, there is a negative and significant influence of the existing by-laws to GME at $p<0.001$. The study concludes that the determinants of GME is influenced greatly by the existing by-laws. Therefore, it is recommended that the Local Governmental Authorities have to increase efforts in enforcing by-laws for gender mainstreaming effectiveness in the work place.

Keywords: by-laws; effectiveness; gender mainstreaming, multiple regression

Introduction

In most developing countries, stereotypes of male difference and privilege over women are dominant (Mosha,1992). The difference is mostly reflected in the areas of work intensity, decision-making and access and control of resources. Men control most resources and decision making in the family. Although women's access and control of resources may be increased if they earned income, this is not always the case. Despite women's important roles as producers and household managers, they are often marginalised in the allocation of resources and decision making. Their lack of direct access to resources, such as land, capital, credit and information reduces their net productivity (FAO, 2017).

Thus this situation has lead various feminism movements to ensure that women, who are the main players in productive, reproductive and community managing roles are involved in the process of accessing and controlling the important resources for development. One of these movement is that of Beijing Women's Conference Platform in 1995.

Gender Mainstreaming (GM) was adopted as the new approach to women in development in the mid-1990s. In the aftermath of the United Nations (UN) Fourth World Conference

on Women in Beijing in 1995 this has become the new strategy for integrating gender equality and women into development to ensure that resources and opportunities are fairly allocated among male and female (Alston, 2014; De Waal, 2006; Hafner-Burton and Pollack, 2002). This approach promised to integrate/mainstream gender issues into organisations, attitudes and practices in societies around the world.

The approach aimed to contribute towards a gender-sensitive society where solidarity, opportunities and responsibilities are shared by women and men in equal measure. Once this is achieved equality, instead of being treated as an aside, will be a natural element of all processes and measures. Women and men will no longer be seen as a uniform group of human beings, but will have their social, ethnic and age differences taken into account.

Thus, from this time development organisations, non-governmental organisations (NGOs) and governments around the world have joined the movement declaring their support for Gender Mainstreaming (GM). The United Nations did not lag behind to implement this. As a results the UN declared GM its official approach to integrate women and gender into development (FAO, 2014), even though at the time.

Gender mainstreaming has been implemented in different countries (developed and developing). For instance, Canada has made a commitment in: The Federal Action Plan for Gender Equality, Canada's response to the Beijing Declaration and Platform for Action (United Nations Fourth World Conference on Women, 1995) which commits federal government departments to implement gender mainstreaming, The Canadian Charter of Rights and Freedoms and The Canadian Human Rights Act.

According to Asian Development Bank (2017), for one to implement gender mainstreaming successfully, it is essential for such a person to understand what gender equality is. Equally important, one needs to understand the difference between giving attention to the gender perspectives and promoting gender equality. Gender mainstreaming includes gender-specific activities and affirmative action whenever females or males are in a particularly disadvantageous position. Gender-specific interventions can target women exclusively, men and women together or only men to enable them participate in and benefit equally from development efforts.

However, Trunette (2009) observes that there is lack of knowledge about gender mainstreaming in most of the developing countries. For example, in South Africa. Often, senior management did not know how to move from gender mainstreaming vision (policy) to strategy and action.

In Tanzania, as in most communities of Africa, women and girls remain among the most marginalized and underutilized citizens in Sub-Saharan Africa (USAID, 2018). In other words, women's lack of access and control of resources reflects their subordinate status in society (URT and UNICEF 2010). The prevailing patriarchal system determined access to resources and enhanced traditional systems of male dominance in most communities. Thus mainstreaming gender in such critical issues (resources, opportunities and decision

making) builds healthy communities and promotes inclusive growth from the grassroots to national level. However, the main promoter of gender mainstreaming is the local governance as it actively involves the local population within the territorial boundaries of a local government in ensuring improved control of the resources, opportunities, quality of service and leadership at the local level (Olayode, 2016).

However, the local government as an institution, can base on the theory of change as an alternative analytical lens of explaining why institutionally funded diversity management programmes are utilizing resources to achieve the desired outcomes.

The theory can be extended to gender mainstreaming and explain the achievement of the desired outcomes. Moreover, the theory of change offers a lens of explaining the tensions between structure and agency and the nature of organizational decision-making (Connolly and Dolan, 2012).

Normally the life of the people (men and women) is affected by laws, including moral laws, civil laws by-laws and Customary laws. Thus laws influence people's capacity to accumulate endowments, enjoy returns to such endowments, access rights and resources as well as their utilization. Inequalities among male and female in endowments, access to resources and rights, social (and household) status; influence negatively the relationships and the process of gender mainstreaming in the society (Chiongson, et al., 2011).

In areas where women or men are in a particularly disadvantageous position due to past discrimination, affirmative action may be required to correct the imbalance (UNCDF, 2013). Affirmative action interventions are temporary, gender-specific interventions conferring certain advantages on the disadvantaged group to enable it participate in and benefit equally from development efforts. Thus, there is a need for gender mainstreaming strategy that requires decision-makers and public servants to share the goal of increasing gender equality in Local Government Authorities level.

1.2 Statement of the problem

The government of Tanzania through the Ministry of Health, Community Development, Gender, Elderly and Children (MHCDGEC) (in 2015/16) has for example, supported to mainstreaming gender equality and women empowerment in Five Year Development Plan II and the Zanzibar Successor Strategy, including developing gender sensitive indicators for the monitoring frameworks and some NGOs and particularly gender networks such as TGNP (eg in 2016) has implemented a project on financing for gender equality and women's empowerment and strengthened capacity and knowledge of women, parliamentarians and government officials on engaging in legislative and gender responsive budgeting and FemAct (Gender Budget Initiative to promote the design and adoption of tools to mainstream gender budget policies) in 2014/15.

All these efforts have been working hard to ensure that all female and male access and utilize the resources, opportunity and services available in LGAs in Tanzania. However, women still have not accessed and utilized the resources and opportunities full as compared to men. Moreover, there is little information related to the influence of the by-laws to gender mainstreaming effectiveness in LGAs. Studies on gender mainstreaming in Tanzania have been conducted. For instance, Mujwahuzi (2017) studied the gender mainstreaming strategies for gender equality in Dodoma Municipal Council and Mpwapwa District Council, this study focused more on the strategies of gender mainstreaming. Morley (2010) interrogates how gender mainstreaming initiatives can be undermined by sexist practices such as sexual harassment. in Ghana and Tanzania focusing more on higher education sector. Kisambu (2016) explored on mainstreaming gender in Tanzania's local land governance. However, these studies focused more on gender mainstreaming strategies and land governance as far as gender is concerned. The present study focused on the influence of existing by-laws to gender mainstreaming effectiveness in LGAs in Tanzania.

Methodology

This study was conducted in Morogoro Municipal, Tanzania, whereby the sampling population was the employees in Morogoro Municipal Council who were divided into various departments which were termed as strata. Each department (stratum) consisted of the HoDs, head of sections, and other supporting staff at the department level represented by male and female with different duties and roles. However, from each stratum the study used random sampling to select the respondents. The main criteria used in stratified sampling were, first being a public servant, second being employed by Morogoro Municipal Council and third belong in one of the departments.

Sample size

From the populations of 4481 employees, a sample size of 368 respondents were drawn. This sample was determined using the formulae developed by Yamane, (1967) at 5% of desired precision. This means that the research assumes that the risk that 5 out of 100 of the sample was not reflecting the true values in the population, which is a minor and reasonable error term.

The equation for the sample size is:

$$n = \frac{N}{1 + N(e)^2}$$ ………………………………… (i)

Where:

      n = Sample size 368

      N = Population size 4481

      e = desired precision (5% or 0.05)

Therefore: $n = \dfrac{4481}{1 + 4481(0.05)^2} = 367$

The sample size for each stratum was sampled proportionately.

Structured questionnaires

The study used structured questionnaire since a tool has a fixed response and are appropriate for quantitative data. The questionnaire was comprised of information on background information of the respondents, Likert type scales on gender mainstreaming effectiveness, existing by-laws (with statements which captures access of resources and available opportunities eg. market stalls), internal organization mechanisms (with statements on access of opportunities such as training, participation on project circle - activities, inequalities, discrimination which hinder access and control of resources and opportunities) and advocacy (with statements which address awareness of policies and gender sensitivity in public and private life of the people) (Appendix 1). The questionnaires were distributed to the selected employees of Morogoro Municipal Council (HoDs and their subordinates) who filled them and thereafter the questionnaires were collected for further process of data entry and analysis.

The primary data collected through the questionnaire were entered into computer, verified and cleaned before the analysis. The Statistical Package for Social Sciences (SPSS) Version 18 was employed in data analysis whereby descriptive statistical analysis such as means, frequencies and percentages were used to describe the characteristics of the respondents and the extent of distribution of the sample and the specific objectives of the study. The study used frequency, percentage and mean to analyse the respondents' responses on Likert type scale which measured the attitudes to a particular question or statement (Table 3.2). The response in the form of 5-points Likert type scale items, that is 1 = strongly disagree 2 = disagree 3 = undecided, 4 = agree and 5 = strongly agree were summarized using frequency distribution and measures of central tendency (mean). However the 5-points Likert types scale items were transformed into 3-points scale (agree (agree and strongly agree), neutral and disagree (disagree and strongly disagree) so as to make the information in tables easily readable.

However, the study computed a total score so as to make it usable in the subsequent analyses, that is, the relationship among the dependent and independent variables and multiple log regression analysis. Thus, the 5-point Likert type scale response from each statement were summed so to obtain the total scores for each variable. This approach was applied by Joshi et al. (2015).

The total scores per respondent were computed using the following equations:

$$BLS = \sum_{n=1}^{n} (EBs) + (MSs)$$

…………………….......……………………(ii)

Where:

  BLs =By-Law Score,
  EBs = Environmental By-laws scores
  MSs = Market Stall By-laws scores,

b) Multiple regression analysis

The levels obtained from the independent and dependent variables were applied to run multiple regression analysis to test the hypotheses stated in estimating the relationship and impact of a unit change in the variables.

As per the conceptual framework, two models were specified, namely the basic multiple regression (without the socio-demographic variables) and hierarchical linear regression (with the moderating variables) (Khaffaf, 2017). the modes were specified as follows:

Basic Multiple regression model: $Y= \beta_0 + \beta_1 X_1 + e$ …………..............(iii)

Then, the socio-demographic variables were included in the multiple regression for moderating the effect of independent and dependent variables in the basic model. The model was specified as: $Y= \beta_0 + \beta_s X_s + \beta_1 X_1 + e$ …………….……. (iv)

Where: Y = Score of gender mainstreaming effectiveness.

B1 to β_3 are coefficients

Xs =   Socio-demographic factors

X1 =   Score on By-laws

e =   error term.

β_0 =   Constant.

Results and Discussion

At the municipal level there a number of By-laws for the organization management structure, procedures and dispute resolution processes. However, this study examined few of the existing by-laws in gender mainstreaming effectiveness in the Municipal Council level in the study area. The 5-point Likert Type scales, were transformed into 3 responses that is; disagree, neutral and agree.

Table 1 presents the descriptive statistics, which are frequency, percentages and mean score of the sampled population. The findings from Table 4.4 indicate that 42.9% of the respondents agreed that Morogoro Municipal Council mistreated female traders. On the other hand, 36.7 of the respondents disagreed that the Council mistreated female traders (Table 1). However, 20.4% of the respondents were undecided on whether Council mistreated female traders. The mean score of the population's response for the statement was 3.1. The findings suggest that the municipal is not fairly treating the female traders, as a result it hinders female's accessibility and control of opportunities eg. market stalls which can capacitate them to conduct their small generating activities in conducive, clean and safe places.

Moreover, findings in Table 1 show that 43.5% of the respondents disagreed that female traders were always responsible for safe and hygienic environments. On the other hand, 38.8% of them agreed that female traders were always responsible for the safe and hygienic environments at the market place and 17.7% of the respondents were neutral. The statement's mean score was 2.9. This means that majority of the respondents disagreed that female traders were always responsible for safe and hygienic environments. This seems to be the responsibility of both male and female traders.

Table 1: Responses distribution on the existing bylaws

Items 1: Market stall	Disagree	Neutral	Agree	Mean
Municipal Council has been mistreating female traders.	133 (36.7%)	75 (20.4%)	190 (42.9%)	3.1
Female traders are always responsible for safe and hygienic environment.	160 (43.5%)	67 (17.7%)	143 (38.8%)	2.9
Municipal Council distributes the market stalls to more male than female traders.	133 (36.1%)	66 (17.9%)	169 (46.0%)	3.1
Item 2: Environment				
The sanitation of municipal open spaces is mostly managed by women.	122 (33.1%)	68 (18.5%)	178 (48.4%)	3.2
In tender assessment for sanitation and environmental conservation, women groups are given priority.	121 (32.9%)	84 (22.8%)	163 (44.3%)	3.2
In tender assessment for sanitation and environmental conservation, individual women are given priority.	106 (28.8%)	86 (23.4%)	176 (47.8%)	3.3

Source: Field data (2018)

The findings also show that 46% of the respondents agreed that Municipal Council distributed market stalls to more males than it did to females (Table 1). Moreover, 36.1% of the respondents disagreed that Municipal Council distributed market stalls to more males than it did to females. The mean score of response for the statement was 3.1. Thus, it can be deduced that in Morogoro municipal the market stalls were distributed to more males than it was to females. In other words female are not easily accessing the market stalls which is an opportunity for economic empowerment for them.
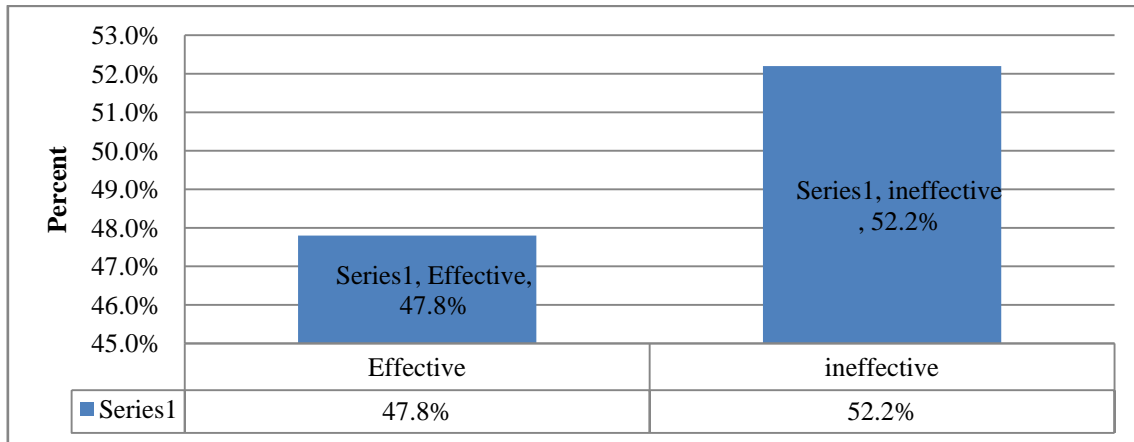
Furthermore, the respondents' distribution on sanitation of municipal open spaces is mostly managed by women was positive since 48.8% of the respondents agreed on the statement while 33.1% disagreed. Meanwhile the mean value of the statement of the sampled population was 3.2, implying that majority of the respondents agreed that sanitation within the municipality's open spaces is mostly managed by women.

Table 1 shows that the 44.3% of the respondents, agreed that women's groups were equally given priority as men's groups in tender assessment for sanitation. However, 32.9% of the respondents agreed that women's groups were equally given priority as men's groups in tender assessment for sanitation and environmental conservation (Table 1). This depicts that women have access and have been utilizing this opportunity on sanitation and environmental conservation service provision, since they are equally treated in tender assessments.

This was the same for individual females, whereby findings show that 28.8% of the respondents disagreed that women's groups were equally given priority as men's groups in tender assessment for sanitation and environmental conservation. Meanwhile, the mean score of the statement was 3.3. This means that there is a positive perception towards individual women and women's groups in tender assessment. Thus, the process of gender mainstreaming has been effective.

The measure of central tendency was used to determine whether the total responses imply effectiveness or ineffectiveness of GM. In order to determine where most values in a distribution fall, the study used mean score of the responses. This is because the responses were continuous data and the distribution of the total response's score on GME was symmetrical (Frost, 2019).

Figure 1: Gender mainstreaming effectiveness

Source: Field data (2018)

Basing on the mean of the total score of the respondents on GME, the study obtained a mean of 16.2 as a cut-off point. The scores below the mean were considered ineffective while those who were above the mean were effective. Figure 1 shows that 52.2% of the respondents fell below the mean while 47.8% were above the mean. From the findings it is clear that majority of the respondents' mean score on gender mainstreaming were ineffective.

Results of the model

The GME scores was regressed against predictor variables, namely, total score of by- law. The causal effect of variables on aggregate score for GME was estimated using multiple regression analysis. Statistics indicating the goodness of fit (GOF) for this model are F Statistic and R-Square (R^2). The F statistic is a value you get when you run an ANOVA test or a regression analysis to find out if the means between two populations are significantly different. It is also used in statistical analysis when comparing statistical models that have been fitted using the same underlying factors and data set to determine the model with the best fit (Kissell and Poserina, 2017).

The F-statistic of less than 10 is worrisome and indicates that instruments might be weak, i.e. they are not sufficiently correlated with the endogenous variable. However, the results of the Analysis of Variance (ANOVA) show that the F Statistic was 12.5 with $p<0.001$. Thus, the variable were strong and sufficiently correlated with the endogenous variables. However, R^2 is the percentage of the response variable variation that is explained by a

linear model. The closer R is to 1, the better the model explains the real data. However, the results from the model summary show that the R^2 value is 0.09.

Table 2 shows the results of the basic multiple regression model whereby the moderating variables were excluded from the model. Findings show that the total scores of the sampled population on the existing bylaws was negative and significant influencing the total scores of respondents on gender mainstreaming effectiveness at $p<0.01$ significance level.

Table 2: Results of Normal Multiple regression

Variable	Unstandardized Coefficients		Standardized Coefficients		
	B	Std. Error	Beta	t	Sig.
(Constant)	20.472	0.809		25.310	0.000
Score of By-laws	-0.116	0.042	-0.166	-2.752	0.006

Source: Field data (2018)

However, when the socio-demographic (moderator) variables were included in the model, the bylaws, total score variable reported the results as Table 3 indicates. The coefficients' sign and the significant level remained of the total score of by-laws, remained the same as in Table 2. This indicates that the socio-demographic variables included in the model had not affected the relationship between the dependent and independent variable.

Table 3: Results of multiple regression model (hierarchical Model) (Step 2)

Variables	Unstandardized Coefficients		Standardized Coefficients		
	B	Std. Error	Beta	t	Sig.
(Constant)	20.515	1.314		15.617	0.000
Age group of the respondent	-0.376	0.304	-0.096	-1.235	0.218
Education level of the respondent	-0.165	0.174	-0.048	-0.946	0.345
Experience in work in years	0.572	0.245	0.179	2.336	0.020
Score of By-laws	-0.122	0.042	-0.176	-2.889	0.004

Source: Field data (2018)

Empirical findings shows that majority of the respondents agreed that Morogoro Municipal Council was female small traders were not accessing the available resources which was market stalls. This is contrary to what was expected that there would be equal considerations in distributing the market stalls. The Morogoro Municipal Council favoured male as opposed to female small traders in terms of the distribution of market stalls.

The findings are in contrast to the findings reported by ZCEGM (2010) who found that, despite the fact that women dominated the informal traders, in Zimbabwe facilities such as market stalls were distributed equally to both men and women. This means in Zimbabwe there were equal consideration in accessing this opportunity. However in the study area, it is clear that there is no clear visibility of balanced distribution of power and resources and

shared responsibilities between female and male not only in Morogoro Municipal Council but even within society.

The respondents disagreed that the female small traders were always responsible for safe and hygienic environment. This implied that the issue of safe and hygienic environment in the work place is the responsibility of both men and women. Experience has shown that intervention, which includes views and inputs of both men and women generally work better (SDC, 2005).

The study examined the influence of the existing by-laws to gender mainstreaming effectiveness in Morogoro Municipal Council. It was hypothesized that; the existing by-laws in the municipality was positive and significantly influenced gender mainstreaming effectiveness in study area. The standardized estimate in the multiple regression model results was used to examine the significant influence of the existing by-laws in gender mainstreaming effectiveness in Morogoro Municipal Council. Results reported a negative path coefficient was found by using standardized estimate of 0.166 and significant p-value of 0.01. These findings present a negative contribution of the total score of the existing by-laws to the total score of gender mainstreaming effectiveness in Morogoro Municipal Council. In other words, the total score of the respondents on the existing by-laws had contributed to the ineffectiveness of GM in the study area. Therefore, the results contradicts with the hypothesis. The findings is contrary with that study by Kisambu (2016) who found that by-laws in Kisarawe district council has improved women's participation in local-level decision-making on village land management.

Conclusion and recommendation

Results of the multiple regression model indicated that there is a negative and significant influence of the existing bylaws in gender mainstreaming effectiveness in Morogoro Municipal Council. This study concludes that by-laws related to market stall distribution and environmental sanitation conservation tender bidding had contributed to gender mainstreaming ineffectiveness in Morogoro Municipal Council. That means if the Morogoro Municipal Council mainstreams gender in market stall and tender bills enforcement there would be fairly balanced access and utilization of the available resources and opportunity among male and female in the society.

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