



GENDER MAINSTREAMING STRATEGIES IN LOCAL GOVERNMENT AUTHORITIES IN TANZANIA

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ABSTRACT

Gender equality within Local Government Authorities (LGAs) is an important aspect for spear heading sustainable development in any country. Despite various Gender Mainstreaming Strategies (GMSs) gender gaps and their negative impacts to sustainable development still persist in Tanzania. This study is assessing some implemented GMSs, examining the levels of gender equality achieved in the LGAs and lastly, determining the difference in gender equality levels of a) male and female officials b) Dodoma Municipal Council (DMC) and Mpwapwa District Council (MDC) officials. 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 GEI whose measure of GE ranges from 1 to 100. Man Whitney U test was used to test the hypothesis that gender equality levels is the same between first, male and female officials, secondly, DMC and MDC officials. The results show that most of GMSs were not well implemented; therefore LGAs planners should make sure that the implementation of GMSs should be ensured according to government priorities and frameworks. Since large number of men reported high level of gender equality while the overall level of gender equality is low, then 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.

Keywords: *Gender, equality, mainstreaming, assemblies, Tanzania.*

INTRODUCTION

Gender Mainstreaming (GM) is defined by the United Nations, as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels (Hendricks, 2007). It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated (Council of Europe, 1998). Thus, 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 and 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 (True, 2003, True and Mintron, 2001) its aim being the achievement for gender equality.

THEORETICAL FRAMEWORK OF GENDER EQUALITY

All over the world, there have been discourses on the level of gender equality achieved by bridging the gap of gender disparities. 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 Global Gender Gap Report (GGGR, 2014) shows the variations across the regions, the highest rate of gender inequality is found in sub Saharan Africa under which Tanzania is a sub-set. Gender inequality at work place is said to have a negative impact by (Forsythe, Korzeniewicz and Durrant, 2000) 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. The work place can be a setting where gender inequalities are both manifested and sustained, with consequent effects in all dimensions of development, that is, political, social, economic and human. According to Council of Europe (2009); Inequalities between women and men violate fundamental rights. They also impose a heavy toll on the economy and result in underutilization of talent. 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) show 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 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).

In Tanzania gender is also mainstreamed through various development actors including a Local Government Authorities (LGAs). Some Studies pertaining to gender mainstreaming in Local Government Authorities have been done and according to African Peer Review Mechanism (2010), it has been recently been revealed that the application of gender mainstreaming as an approach to gender equality is especially limited 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 Rusimbi and Mbilinyi (2005) insisted on mainstreaming gender into various programmes, however few studies have uncovered the levels of gender equality in Local Government Authorities as the results of Gender Mainstreaming Strategies, and none of which is strictly relating GMSs, LGAs and levels of Gender Equality levels 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 the difference in gender equality levels of a) male and female officials b) Dodoma Municipal Council (DMC) and Mpwapwa District Council (MDC) officials.

This paper is underpinned by the Theory of Planned Behavior (TPB) as used by (Ajzen, 1985) which relates environmental and structural dimensions and person's behavior. Contextually, an official's intention to implement GMSs (behavioral intention) is predicted by 1) a person's attitude toward GMSs, and 2) subjective norms regarding the GMSs. In this aspect, subjective norms are the result of structural/legal and environmental surroundings and a person's perceived control over the GMSs. Simultaneously, both one's attitude towards GMSs and Subjective norms determines one's intention to act, negatively or positively. Hence, during gender equality assessment, the low level, higher level and moderate gender equality level will be an outcome of the intention to act which is rooted in subjective norms and one's attitude towards the pre-set GMSs

RESEARCH METHODOLOGY

Research Design

The study adopted cross sectional research design where 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 require collection of data at a single point in time.

The Study Area

The study was done in Dodoma Municipality and Mpwapwa District Council. Dodoma municipality is composed of 34 wards with a total population of 410 956 and 199 487 (NBS, 2012) while Mpwapwa District Council being one of the 5 districts of Dodoma Region, Tanzania. Having 33 wards, its population is 147 306 and 157 750 male and female respectively (NBS, 2012). 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 the large number of people is residing according to National Bureau of Statistics (NBS, 2012).

Population of the study

The study population for this study was government officials in the selected departments in the Local Government Authorities. Secondly, the respondents were leaders who were picked from the Village Development Committee.

Sampling and sampling techniques

The sample size was 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.



Twenty Ward Executive officers, 10 Village Executive Officers, 2 Human Resource Officers and 2 District Executive Officers were involved as key informants of the study during collection of qualitative data using checklist of questions. These made a total of 44 key informants where by 26 and 18 informants were male and female respectively.

Data Collection

The main method for data collection was a survey method where by its associated tool for data collection was a questionnaire. Interview guide as a tool for collecting qualitative data was used to collect data through Focus Group Discussions (FGDs). Apart from being used in VDCs 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 FGDs. Key issues collected from FGDs were to understand collective views in the study areas about: Mainstreaming Strategies, and understanding various gender related matters in their day to day lives which may manifest gender mainstreaming strategies and equality level in the study area.

Data Analysis

Assessing Gender Mainstreaming Strategies.

Gender Mainstreaming Strategies were assessed by considering four dimensions in mainstreaming gender as they are indicated on the conceptual frame work namely, policy framework, 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.

Calibration of Gender Equality Index for gauging Gender Equality Levels

Upon assessing the level of gender equality achieved as the results of gender mainstreaming strategies, this part of questionnaire was organized into six dimensions namely work, financial, knowledge, time, power and health as indicated in appendix 2. 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 (appendix 1. appended), 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 on building composite indicators developed by the European Commission's Joint Research Centre and the Organization for Economic Co-operation and Development (OECD) (Di Nardo, Guarino, and Senato, 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 the 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, where as 1 denotes gender inequality. Hence, the total score of each respondent was divided to 32 (statements found in all domains), then multiplied to 100 so as to make a conversion into European Union Measure of gender



equality, iv) Then each total scores 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 now ready for further analysis so as to compare their means using non-parametric test (for this matter, Mann Whitney U statistic).

Non-parametric test for comparing Gender equality between i) Men and Women ii) DMC and MDC

Mann Whitney U statistic was used to test the 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. 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.

RESULTS AND DISCUSSION

Demographic and Socio-economic Characteristics of Respondent

Sex of the respondents

Results of the study reveal that majority (61.5%) of the respondents were men and 38.5% were women as indicated in Table 1. The implication of this is that since the large population was drawn from the villages and streets, and from village and street development committees, the number of women is underrepresented because of cultural influence. In the study area women are not trusted for leadership as it was witnessed by one of respondents in Matomondo village that:

“Since I was a young girl to date, I have never seen a village chairperson is elected in this village despite the fact that sometimes, women contest for the post but their names are just eliminated at the initial stages of election by men” when further asked why is this always a case, the answer was that *“due partriarch tendencies which is still dominant in Dodoma”*.

Sex of respondents was taken as an important aspect in this study due to various reasons, first the study itself is a gender centered study hence, it becomes relevant to have sex disaggregated data. Second, the sex of respondent becomes crucial so as to know the level of gender equality reached as the results of gender mainstreaming strategies regarding both men and women in the study area.

Education level of the respondents

In this paper the majority (71.3%) of male respondents had undergone primary education before holding the positions they had while 63.8% of female respondents had primary education as their highest level of education as it is shown in table 1. Since the interviewed respondents were all officials and the paper pre-determined that at least all of them had a formal education, this was of course the case as the results revealed that the education of respondents ranged from primary school to university level. The large number of primary education leaders implies a low



level of education among officials; this may in turn bring difficulties in bringing about mainstreaming gender so as to enhance gender equality. Again since, women have been victims for many prevailing gender gaps, education could have helped them to encounter disparities at their work place, and could help them acquire many leadership positions. But this has not been the case, since the disaggregated data for education level show the lagging behind of women.

Table 1: Social economic characteristics of the Respondents (n=358)

Variable	Sex of respondents			
	Male		Female	
	Frequency	%	Frequency	%
Marital status				
Single	27	7.5	29	8.1
Married	170	47.5	70	19.6
Divorced	7	2.0	9	2.5
Widow	11	3.1	21	5.9
Separate	5	1.4	9	2.5
Total	220	61.5	138	38.5
Level of education				
Primary education completed	157	71.3	88	63.8
Primary education not Completed	9	4	10	7
Secondary education completed	32	14.5	26	18.8
College	15	6.8	13	9.4
University	5	2.3	1	0.7
Total	220	61.5	138	38.5

The Assessment Gender Mainstreaming Strategies

As introduced earlier in Figure 1. (Conceptual Framework), the mainstreaming strategies were assessed basing on four dimensions namely policy analysis, Gender analysis, Gender Budgeting and Structural base. These were the foundation for the questions used to assess the implementation of GMSs. Some key indicators which were used were such as efforts to reduce gender gaps, incorporating gender issues in their everyday plans and involving other stakeholders in mainstreaming.

Efforts to Reduce Gender Gaps

Respondents were asked whether there were efforts done to reduce gender gaps as a mainstreaming strategy, majority of (61.2%) of all officials gave negative answer to whether making any effort in reducing the gender gaps and inequalities between men and women was used as a strategy of mainstreaming gender. This was opposed by 38.8% of all respondents who gave and 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 increased efforts of reducing gender gaps between men and women. This in turn may lower down gender equality level. Since the large numbers of respondents were from village and streets development committees, still cultural and societal norms are still dogmatic to



allow the implementation of GMSs to take place. With this the Congress of Local and Regional Authority (2010), states on lack of addressing gender inequalities at work place and 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.

Incorporating gender issues in their everyday plans

It was further found that 85.2% of all respondents affirmed of incorporating gender issues (gender roles, gender identity, positive action etc) in their day to day plans so as to spear head 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. 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 the gender issues are not incorporated in day to day plans, then gender equality is jeopardized.

Involve other stake holders in mainstreaming Gender

When the researcher needed to know if the officials involve other stake holders such as NGOs and CBOs in mainstreaming gender as one of the strategy, majority (92.5%) of all respondents did not involve other stake holders in mainstreaming gender. On the other hand, only 7.5% of all respondents were found to involve other stake holders in mainstreaming gender. Involving as many stake holders as possible is important aspects when mainstreaming gender. Whether mainstreaming strategies are ‘bottom-up’ like that of LGAs the 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 official, 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 stake holders as possible, some stakeholder stay far away from the district, and region level; these stakeholders are important as they are knowledgeable have 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”*

Levels of Gender Equality achieved as the results of Gender Mainstreaming Strategies

This study aimed at determining the levels of Gender Equality (GE) levels achieved as the results of GM among government officials in the study area. The mean score of the gender equality total scores was found to be 46.79 as shown in Table 2 and 3. 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 greater percent of 34.7% and 24.6% of both men and women respectively who reported the low level of gender equality in the study area as illustrated in Table 4. Explaining the phenomena in a gender disaggregated data, it was found that the percentage of male in 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 4), with the implication 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 upon women which include: 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 analysis of Gender equality Mean Score

N	Valid	358
	Missing	0
Mean		46.7238
Minimum		3.12
Maximum		93.75

Table 3: Total Composite Gender Equality Index Scale

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	3.125	1	.3	.3	.3
	6.25	6	1.7	1.7	2.0
	9.375	12	3.4	3.4	5.3
	12.5	14	3.9	3.9	9.2
	15.625	15	4.2	4.2	13.4
	18.75	7	2.0	2.0	15.4
	21.875	6	1.7	1.7	17.0
	24	1	.3	.3	17.3
	25	6	1.7	1.7	19.0
	28.125	6	1.7	1.7	20.7
	31.25	7	2.0	2.0	22.6
	34.375	8	2.2	2.2	24.9
	37.5	19	5.3	5.3	30.2
	40.625	27	7.5	7.5	37.7
	43.75	45	12.6	12.6	50.3



46.875	33	9.2	9.2	59.5
50	26	7.3	7.3	66.8
53.125	16	4.5	4.5	71.2
56.25	11	3.1	3.1	74.3
59.375	3	.8	.8	75.1
62.5	7	2.0	2.0	77.1
65.625	5	1.4	1.4	78.5
68.75	7	2.0	2.0	80.4
71.875	14	3.9	3.9	84.4
75	14	3.9	3.9	88.3
78.125	14	3.9	3.9	92.2
81.25	11	3.1	3.1	95.3
84.375	4	1.1	1.1	96.4
87.5	7	2.0	2.0	98.3
90.625	3	.8	.8	99.2
93.75	3	.8	.8	100.0
Total	358	100.0	100.0	

Table 4: The overall level of gender equality

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

Gender equality level between Dodoma Municipality and Mpwapwa District Council

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 5). This was a suitable non-parametric statistical technique since there was 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 Dodoma Municipality Council and Mpwapwa District Council, Likewise, the same observation was found

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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 (Mpwapwa District Council and Dodoma Municipality; Male and female) 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 Kondo 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 got transfer to this district. I find a situation of gender equality so different. Men corporate with women in many development activities, and there is 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 were last year.”

Table 5 Gender Equality Levels Between Sex, DMC and MDC Officials

District of the study	No.	Median	Mann-Whitney U	Wilcoxon W	Z	P-Value
Dodoma Municipality C	63	46.88	8336.000	51996.000	-1.29	0.199
Mpwapwa District C	95	43.75				
Sex						
Male	47.42	46.88	14395.500	23986.500	-0.83	0.409
Female	45.60	43.75				

CONCLUSION AND RECOMMENDATIONS

In assessing the implemented GMSs, most of the strategies were not well implemented; therefore Local Government planners should make sure that the implementation of GMSs should be ensured according to government priorities and frameworks. Gender equality achieved in Dodoma municipality and Mpwapwa District Council was at low level. This is not a sufficient level of gender equality for spear heading sustainable development in the country. Since gender equality is the outcome of gender mainstreaming strategies, then it is therefore recommended that unceasing emphasis on gender mainstreaming strategies have to be considered at the LGA level so as to spearhead development of the nation. The equality level was found to be the same for both men and women, DMC and MDC. Then policy planners 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. Since large number of women reported high level of gender equality while the overall level of gender equality is low, then 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.

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