THE UNITED REPUBLIC OF TANZANIA

ABRIDGED VERSION

GENDER AUDIT OF LOCAL GOVERNANCE
LEGAL FRAMEWORKS, POLICIES AND OTHER INSTRUMENTS IN TANZANIA
EXECUTIVE SUMMARY

Local development plans supported by inclusive planning and budgeting guidelines can potentially increase the participation of women and women with disabilities in the new spaces created by the Government's decentralisation reforms. This participation can be the foundation for centralising gender equality at every tier of local governance. However, the involvement of women and women with disabilities in local governance is influenced by different and sometimes conflicting interests driven by prevailing social and cultural values and other factors that play a predominant role in determining the extent and quality of their public participation.

Therefore, engendering policies and legislative instruments for local development in the context of the Government's Decentralisation to Devolution initiative can be a challenge but at the same time, a transformative process to create new spaces for women leaders from different backgrounds to influence local development.

In addition, this can be an appropriate response to the historical marginalisation of women's engagement in local governance that has placed the responsibility on policymakers to reverse this trend by making equity, efficiency, accountability and transparency standard components of the planning and budgeting processes for the Local Government Authorities (LGA). This approach can also strengthen the provision (Art. IX) of the Persons with Disability Act (2010) that assures all persons with disabilities to participate in political and public life without any form of discrimination, which is especially relevant to women with disabilities given the exacerbated disadvantages that they experience. The support from policymakers and legal frameworks are effective channels to ensure that the voices of women and women with disabilities can be heard and their concerns addressed. It can also facilitate the adoption of a transformative approach by local government officials for leveraging a full and meaningful engagement of women in local development.

This theme is embedded in the Sustainable Development Goals (SDG) or Agenda 2030's Goal 5 on gender equality and the empowerment of women, complemented by public allocations for gender equality and tracking of expenditure, especially for advancing women's leadership in decision-making in the political, economic and public spheres. The message is clear: ignoring gender inequalities and effective participation of women in local governance will come at a great cost to its ability to uphold the key principle of the Improved O & OD methodology of PO-RALG with its emphasis on empowering communities to "make plans based on their felt-needs and their capability" for advancing local development.

Against this background, for mainstreaming gender and gender-responsive budgeting in local government structures, a clear view of the gender deficit in the present policies and legislation is essential to identify the specific entry points for prioritising and implementing gender-responsive initiatives for local development. The findings of the Gender Audit aim to identify the existing gender gaps in legal frameworks and policies to enable the integration of gender issues to increase the leadership roles of women and women with disabilities in local decision-making and ensure that they are equal beneficiaries of development interventions.

The Gender Audit also looks beyond just the numbers of women present in the different committees and assemblies at the village, mtaa/street, ward, township and district levels to the quality of women's participation to identify the constraints that are preventing them from influencing the decisions of the local governance organs. The women's involvement significantly impacts their role as agents of change for engendering local development.

The two fundamental premises that guide the analyses of the Gender Audit are: firstly, the entrenched patriarchal attitudes and discriminatory social norms that have long denied women their rightful place in local development and which need to be addressed. Secondly, the domino effect this has had on women's access to opportunities and resources and in developing their self-confidence – factors that have made a significant difference in their engagement in local decision-making, including the identification/prioritisation of the proper infrastructures that would reduce their time in domestic work and allow them to participate as leaders. This is especially important for women with disabilities who experience difficulties in accessing opportunities and participating in public meetings due to the unavailability of user-friendly infrastructure facilities and technology to help them overcome their physical challenges to engage in public discussions. The presence of symbolic violence...
(which is defined here as when powerful actors enjoy unchallenged privileges supported by social practices to impose discrimination and suffering on recipient groups) underlying these two premises has created a powerful self-perpetuating cycle of patriarchal attitudes, discriminatory social practices and traditional customs that is further perpetuated by women's silence in accepting the prevailing situation for fear of disrupting domestic harmony. All these factors have contributed to the continued marginalised status of women in local governance.

The findings of the Gender Audit have identified several challenges that call for a reversal of the entrenched gender biases embedded in the key local government’s policies and legislation to introduce a significant paradigm shift in the present perception of women, including women with disabilities in leadership positions by institutionalising a gender-responsive approach.

Some of the key challenges that the Gender Audit has identified are:

- Though decentralisation aims to increase the participation of claim holders from all sections of the community, the utilisation of spaces differs between men and women, with women's participation in local institutions being low and influenced by the conservative and restrictive socio-cultural norms within both the household and community.
- Women with physical disabilities who have to cope with the challenges arising from the absence of an enabling physical environment in buildings, public transport, roads and streets, the lack of suitable assistive devices to facilitate access to information and communication and restricted access to benefits from the delivery of public social services.
- The prevailing perception is that the capabilities of communities to perform their role as main actors in local development are the same for women and men without any gender-specific considerations – this denies the strengthening of gender-specific capabilities of individuals according to their status and gender roles.
- While the quota system introduced by the reforms has increased the number of women in village councils, unfortunately, despite their numerical strength in public meetings, most of them do not speak up in male-dominated civic spaces even when they have something important to say; this is especially the case where there are platforms available which offer both women and men the opportunity to participate, equally, such as village meetings, ward meetings, local leadership posts, community social groups, school and health committees etc. However, the accepted norm is that decision-making is an exclusive role of men.
- Decentralisation has, therefore, in some cases strengthened the patriarchal governance structures with gender mainstreaming and budgeting being confined in the official documents but not in practice.
- Women's triple role in production, reproduction (burden of care and unpaid domestic work) and community management have left them with minimal time to participate in local governance.
- The presence of women in governance has no significant impact on strategic policy changes (for pressures operating against them and not due to any lapse on their part) concerning local development, as most of the outcomes resulting from their participation are limited to service delivery issues that impact the immediate practical gender needs rather than creating opportunities for major policy changes that could meet their strategic needs; therefore, having women in governance does not in itself guarantee their effective participation.
- Social and cultural norms, patriarchy, power relations, gender stereotypes, household responsibilities and individual factors determine women's presence in local government institutions.
- Also, the convenience of public meetings to women in terms of time, location (distance) of the venue and language are used as indicators of their participation in local governance; gender issues also intersect with other variables such as age, ethnicity/tribe, physical capability, religion and others all of which play a role in enabling or constraining effective women's participation in the public domain.
- Few women leaders have the power and bargaining ability to ensure that women's interests are reflected in decision-making processes and to participate 'actively' and 'interactively.'
- Adequate attention is not given to gender equality in the selection of beneficiaries for the programmes during the planning and implementation processes, nor are there regular gender impact assessments of the interventions.
- Absence of any institutionalised mechanism to gather gender-disaggregated data to inform policymakers on the gender-differentiated impact of programmes.
Gender gaps in the major local governance documents

The analyses of the relevant legislative and policy documents on local governance, as well as other linked policies and legislation documents undertaken during the Gender Audit, hold the key to ensuring a pivotal position for women in local governance predicated on the fact that women are, at present, disproportionately represented in the LGAs. Therefore, while the primary aim of the Government's decentralisation initiatives is to create new spaces for the effective engagement of local communities in the planning and implementation of local development programmes, the actual participation by women and men in these spaces differs. The main reason behind the disproportionately poor presence and low level of active engagement of women in local decision-making organs is the predominant influence of socio-cultural norms within the household and community that relegate women to a marginalised position, which prevents them from making any decisive impact on local development initiatives.

Therefore, while men have gained more leverage to exercise their agency as principals or main actors in local communities, women have been restricted from exercising their agency. The Gender Audit's review of the major policies and legal frameworks and other relevant documents unpacks the impact of decentralisation reforms on the quality of women's engagement, especially at the decision-making level of local governance, and prioritises those issues that need immediate attention with a few recommendations to overcome the barriers that prevent women from participating actively in the decentralisation programme that aims to 'bring government and services closer to the people.'

Since the early 1990s, the Government's efforts have focused on enhancing the presence of local communities in decision-making bodies at the local level, especially women members who received an impetus from the constitutional reform that introduced gender quotas in Parliament and local councils and increased the percentage of women members from 15 per cent to 25 per cent and led to further increases. However, despite these supportive measures by the Government, the gender gap at the decision-making level in local governance has persisted, which is reflected in the figures given below on the present status of women at the decision-making level of local governance:

- Women Regional Commissioners comprise 23 per cent of the total number of Regional Commissioners
- Women Ward Councilors constitutes 29.45 per cent of the total, and only 6.5 per cent are elected
- Women Ward Council Chairpersons comprise 2.7 per cent of Ward Council Chairpersons
- Women Village Chairpersons comprise 2.1 per cent of the total number of Village Chairpersons
- Women Mtaa (Street) Chairpersons comprise 12.65 per cent of the total number of Mtaa Chairpersons
- Women Hamlets' (Vitongoji) Chairpersons comprise 6.7 per cent of the total number of Hamlet Chairpersons

In addition to the low numerical figures of women in local decision-making bodies, the participation of women in local governance is now facing another major concern, which is bridging the gap between their quantitative and qualitative performance in representing the felt needs of the communities in these organs that are determined by the existing social, economic and political limitations.

The Gender Audit traces this issue in the analysis of the different research papers and the different milestones achieved during the evolution of local governance, which brought about a change of gear in the decentralisation programmes from the mid-2000s. This approach aimed to establish broad-based community awareness programmes and initiatives that increased participation driven by the principles of democracy, transparency and accountability, which also provided an impetus to women's participation in local development. Thereafter,
there were recurrent references in the major policy documents such as the Local Government Reform Programme (LGRP) that was derived from Articles 145 and 146 of the Constitution on transferring authority to local government entities and the Local Government Reform Agenda (LGRA) emphasised the need to promote the participation of women in the management of local authorities.

The Policy Paper on Local Government Reform stated that the aim of local government reforms is to establish a democratic and gender-sensitive administrative set-up in local governments. In addition, the PO-RALG (the ministry responsible for local government in Tanzania) specifically recognises women as potential drivers of change for decentralisation. The different initiatives aimed to create spaces for right holders, especially those who are women and women with disabilities, to participate in decision-making processes at the local level that includes village assemblies, village councils/mtaas (street) committees, ward committees and district full council meetings.

However, the emphasis was more on increasing the numbers of women's representation in the different organs of LGAs, overlooking the presence of a multiplicity of laws, including customary laws and practices, which limited women's effective contributions to decision-making in local governance.

Key arguments in favor of the Gender Audit
The gaps between policy intent and policy delivery regarding women's participation in local governance perpetuated women's limited contribution to local development. Some of the main arguments that form the rationale of the Gender Audit are as follows:

1. **Limitations of the initial self-help efforts of development initiatives to include gender mainstreaming and budgeting:** despite the emphasis on gender equitable outcomes during the implementation of the National Strategy for Growth and Reduction of Poverty (NSGRP I, also known as MKUKUTA I) (2005/6 – 2009/10) & II (2010/11 – 2014/15), women continued to remain in the periphery of community development.

2. The **first phase of decentralisation (1972-82),** which was introduced to increase people's participation in local development and improve local service delivery, could not meet the expectations of increased participation of women because of an overt emphasis on administrative deconcentration.

3. The introduction of the **Local Government Reform Agenda (LGRA)** in 1996 led to a numerical increase in the representation of women in the different decision-making organs of the LGAs but did not guarantee their active participation. It raised the question of whether the creation of a critical mass of women in the LGAs was more important than the actual role of the actors (women) at the decision-making level of the LGAs. The focus shifted towards transforming women's representation in local governance from a passive role (tokenistic) to an active engagement in decision-making platforms dominated by men. This shift will require identifying and addressing the constraints that prevent women's participation.

4. The **Guidelines of the Improved Opportunities and Obstacles (O&OD) approach** of the PO-RALG and its key policy documents on community facilitation and implementing community development plans are based on a participatory process that requires communities to lead local development as main actors by developing their capabilities. However, there is no reference to the gender-specific capabilities of the individual community members. Moreover, the recurrent use of gender-neutral words in these documents, such as 'communities' and 'people' and others, overlook the gender roles and responsibilities of women and men at the community level that determine the quality of their capabilities. The Planning and Implementation and Community Facilitation Manuals of PO-RALG and the Training Manuals of the Local Government Training Institutes (LGTI) overlook the salient aspects of mainstreaming gender and gender-responsive budgeting that could have added considerable value to these documents. At present, the curriculum of the Local Government Training Institute's "Trainer's Manual for Improved Opportunities and Obstacles to Development (O&OD)" is focused on enhancing the skills

---

15 Ibid.
of frontline local government officials such as Council Task Force (CTF) members, Ward Executives, and Ward Facilitators and have topics, such as ‘Understanding on Community’, ‘Social Preparation’, ‘Community Facilitation’ and other related issues (Annexes 2, 3 and 4) – but these do not contain any reference to gender mainstreaming. In particular, the curriculum for the Ward Facilitator comprises topics such as Community Facilitation, Social Preparation with field visits, Community Initiative Identification Process and others. However, gender mainstreaming is conspicuous by its absence.16

5. Finally, there is a prevailing perception that decentralisation affects men and women equally without considering their different social roles. Therefore, to project a realistic picture of the status of women in local governance and to lead an inclusive development agenda of decentralisation, it is essential to identify the gender gaps in the different policy documents and legal frameworks of local governance and highlight the structural and practical constraints that prevent equal participation of women in decision-making.17

6. At the local level, women comprise 26 per cent of the District Executive Directors, 18 per cent of the District Administrative Secretaries and 31.6 per cent of District Commissioners. From available data, out of the 4,448 councillors in the Tanzanian district councils, women occupy seven per cent of the elected ward seats, and another 30 per cent come from the special seats system.18 This is corroborated by a recent global survey on women's representation in local government undertaken by UN Women, which reflected severe underrepresentation of women. Of the 6.02 million elected members in deliberative bodies of local government – counted by SDG indicator 5.5.1b (to measure the proportion of elected positions held by women in local councils or equivalent deliberative bodies of local government) in 133 countries and areas, only 2.18 million (36 per cent) are women.19 The under-representation of women, especially in local governance and decision-making results, is a significant democratic deficit,20 and the WLER Project, in partnership with PO-RALG, is the right platform to address this deficit.

Therefore, by revealing the gender status of the right holders at the community level, the Gender Audit helps to identify the gendered differences among the community members that promote or constrain them from exercising their influence on local development issues. And this is especially relevant for women. This information could strengthen the efforts of PO-RALG and the LGAs to tailor-make their programmes/projects for more extensive outreach and a more profound impact on every community member.

Review of policies, laws, and other instruments of local governance

Some key policies and legislation on local governance that guide the functioning of the LGAs and the implementation of local development initiatives that influence them indirectly21 have been reviewed from the perspective of gender responsiveness. The analyses of the major legal frameworks and policies with the identification of gender gaps and proposed actions as recommendations are given in Annex V.

The Constitution of the United Republic of Tanzania (1977 as amended)

The Constitution established the local government institutions22 or the LGAs through Article 146(1) and empowered Parliament (Article 146 (2)) to work out the details for the LGAs to “conduct of their business.”23 Article 13(1) of the Constitution upholds the equality of all persons before the law. Article 13 (2) mentions that no law enacted by any authority shall make any discriminatory provision either of itself or in its effect.

16 Further details on the curricula of the different local government officials are provided in Chapter 4(b) of this document.
18 UN Women WLER Project document.
21 The ‘indirect’ influence of the laws mentioned in the matrix refers to the impact of specific legislation/policies that are not directly linked to local governance, dealing mainly with sectoral issues such as: land rights, gender-based and others but have an indirect impact on empowering women in local level decision-making and accessing the social services at the local level. For instance, the legal age of marriage is a challenge, as the Law of Marriage Act (1971) provides for girls to be married at 14 years of age if the court permits based on parental request, thereby resulting in a high incidence of gender-based violence and adverse impact on the reproductive health of girls: the Education Act; the National Land Policy which supports customary practices to determine land ownership that are discriminatory towards women despite the specific provision in the Village Land Act that the statutory law should prevail and other related issues: these laws fall within the jurisdiction of PO-RALG due to the close link between local governance and the sectoral issues.
22 Articles 146(1) and 146 (2) of the Constitution
Furthermore, Article 13 (5) elaborates that the expression “discriminate”, and the word “discrimination” will not be used to make certain groups of people feel weak or inferior or be construed in a manner that “will prohibit the Government from taking purposeful steps at rectifying the disabilities in the society.” Article 21 of the Constitution enshrines every citizen’s right to participate in matters about the country's governance with the right and freedom to “participate fully in the process leading to the decision on matters”.

**Key policy documents of PO-RALG and training manuals**

The five key documents of PO-RALG that have been reviewed include *Guidelines for Improved Opportunities and Obstacles to Development (O&OD) (2019)*, *Planning and Implementation Manual for Improved Opportunities and Obstacles to Development (O&OD) 2019*, *Community Facilitation Manual for Improved Opportunities and Obstacles to Development (O&OD) 2019*, *Trainer's Manual for Improved Opportunities and Obstacles to Development (O&OD), 2021*, *Local Government Training Institute* and *v) Master Trainers Manual for Improved Opportunities and Obstacles to Development (O&OD), Local Government Training Institute, 2021.*

**Findings from missions to selected LGAs.**

*» Prevalence of patriarchal and discriminatory social norms*

Although the Women and Gender Development Policy 2000 calls for creating a society free from harmful practices, customs and traditions, conservative socio-cultural factors within communities have continued to affect the prevailing social norms. The missions of the three District Councils validated the existence of strong patriarchal systems that have marginalised women from getting involved in leadership positions at the decision-making level. During the discussions with WASEMI members, repeated references were made to the impact of cultural factors as a major contributory factor for the under-representation of women in the local governance, even to the extent of responding to the advertised positions at the Ward level.

Apart from the prevalence of conservative, traditional social norms, the asymmetrical power relations between men and women also determine the extent to which women can aspire for leadership roles, significantly impacting the quality of their presence in local governance. As a result, women are in a weak position to negotiate effectively for their inheritance rights, especially when they are divorced by their husbands and forced to vacate the matrimonial home without any property. These issues were raised during the FGDs at Chalinze and Kisarawe District Councils.

On the other hand, women are also developing coping mechanisms to deal with these challenges by forming economic groups for income generation activities, which are given interest-free loans that the Ward Development Committees manage. The LGAs are also supporting women’s land tenure rights by developing innovative mechanisms that were mentioned during the FGDs with the officials of the District Councils at Kisarawe and Chalinze.

*» Prevalence of harmful traditional and cultural practices*

Harmful traditional and cultural practices have continued to impede the implementation of women’s rights legislation, even though such rights are protected in international and regional legal instruments and treaties and the Constitution of the United Republic of Tanzania.

The Gender Audit revealed that there are still traditional practices prevalent which are harmful to women and girls, and which are in violation of national and international human rights legislation. These practices persist because they take on an aura of morality in the eyes of society, which practises them and even defends them in the name of religion and tradition. Early/child marriage is encouraged because it is deemed to protect daughters from social and health risks associated with premarital and/or transactional sex and childbearing. This practice is prevalent in the coastal region within the jurisdiction of the Kisarawe and Chalinze District.
Councils, where parents supporting and even condoning the practice were cited.

Efforts to promote women’s empowerment have been hampered by violence against women, which is an enduring systemic problem. On their part, women and girls are subjugated into accepting, tolerating and rationalising domestic and other forms of violence to maintain domestic harmony.28

» Land rights for women

During the discussions with the officials of Chalinze and Kisaware District Councils, women’s land rights became a major point for restricting their access to productive assets, which is an essential contributor to their economic empowerment. The recurring point made by the officials was that despite the provision of supportive legislation, in practice, women are denied exercising their land rights for different reasons. During the FGD with the officials of Chalinze District Council, it was mentioned that the Council had taken some innovative steps to allocate land to women. It does this by ensuring that when the women have presented all the necessary documents according to the legal provision, the Council supports the women’s rights over other parties contesting their claim. The Council agreed to share the statistics of women awarded inheritance rights to land with the UN Women’s WLER Project. The Council has also supported the right of women to purchase land as an example of good practice.

In the Kiasaware Council, during the FGD, the Council officials mentioned that while men from their communities closely follow up with the registration of the land in their name, the women are relatively slow in formalising their land ownership due to the prevalence of patriarchal customs. The Council has started a programme for mobilising and encouraging reluctant women to register the allotted land to them in their name; initially, they had asked the women to come for registration as a family, but after some time, sensitised them to go on their own for land registration without waiting for their husbands to join them. In addition, the Council has started a sensitisation programme for widows to make them aware of their inheritance rights.

» Limited access to opportunities and resources – impact on economic empowerment of women

The FGDs, with the technical officials of the Chalinze, Kibaha and Kisarawe District Councils, also underpinned the importance of women’s economic empowerment given the high incidence of poverty in the coastal region combined with women’s limited ability to access productive resources to support their business enterprises. The officials mentioned that this issue also impacts their livelihoods, especially the well-being of their household members. The limited ability of women to start and expand their businesses is also affected by the existence of entrenched discriminatory biases, such as the lack of women’s access to land and land resources, difficulties in opening bank accounts, having access to market information and others. These issues were also reiterated during the FGD with members of WASEMI, as women’s economic empowerment is one of its key goals.

During the plenary discussions with representatives from the office of Pwani Region Administration and representatives from the District Councils of Chalinze, Kisaware, and Kibaha, the influence of cultural and legal barriers was cited as a major barrier that prevented women from realising their economic potential. An important point during these discussions was the utilisation of the Women, Youth and Disability Fund (WYDF), which provides interest-free loans to these target groups according to a set formula of 40 per cent for women, 40 per cent for youth and 20 per cent for disabled persons. In this connection, several issues were raised both during the FGDs with the local government officials as well as with the members of WASEMI regarding the loan amount, recovery of local procedures (examples of disastrous consequences on the defaulters of loan repayments were cited) and the lack of adequate capacity development of the loanees both before and after receiving the loan. The Gender Focal Point from Pwani Regional Administration informed that a review of the disbursement of the WYDF is underway by the Bank of Tanzania.

» Lack of disaggregated data

The absence of tools for the collection of gender-disaggregated data as a major handicap for addressing gender inequalities was identified by the District Councils during the plenary presentations. During the group

28 Please see section 4.7 in the bullet point on land rights.
presentations by the different District Councils, there were references to the need for evidence-based data that is differentiated along gender lines to capture the nuanced impact of the various local development programmes.

This topic has emerged as an important point due to the increasing relevance of GRB that is being realised at different levels of the LGAs, which requires the collection of gender and sex-disaggregated data to decide the allocation of resources according to the gender-specific needs of women and women with disabilities.

The interactions with the local government officials revealed a general demand for the introduction of tools and information on the techniques for the collection of gender and sex-disaggregated as critical for facilitating the development of need-based programmes and, above all, for identifying the specific entry points for strengthening women's land rights and economic empowerment as well as for the protection of their rights in the face of gender-based violence.

ALAT’s Constitution, Strategic Plan and Human Resources Policies & Procedures Manual

The Association of Local Authorities of Tanzania (ALAT) is a membership-based association established in 1984 following the re-establishment of the Local Government System in 1982 after it was abolished in 1972. The Association represents all the 184 local Authorities in the country, playing a key role in promoting meaningful, democratic, local government and people-centred development. Its goals are to foster and promote the smooth development of local government in Tanzania, maintain and further the rights, interests and values of LGAs and represent them in the international arena, such as in AU, SADC, EU and others.

Some of the key findings of the three documents are:

- Although one of the objectives of ALAT’s Constitution is to ensure the full participation of women and youth in local government, there is little evidence to confirm that efforts to this effect have been implemented; moreover, an effective mainstreaming of gender and GRB related issues in the organisational procedures have not been undertaken apart from the representation of WASEMI members in its meetings.

- The Executive Committee of ALAT, which has 21 members, does not refer to the composition of the membership from a gender perspective – membership of women is determined by the number of women occupying leadership positions as mayors, Directors of Councils and others.

- The Strategic Plan mentions “gender” only once in the results framework: “ALAT includes in the general monitoring issues of gender balance,” apart from this reference, gender has not been considered anywhere in the Strategic Plan.

- The Vision of the Human Resources Policies and Procedures does not reference inclusive service delivery provisions. However, one of ALAT’s main objectives is to promote effective LGAs empowerment and service delivery for enhanced local economic development.

- The same is true for the Mission, which refers to the capacity building of LGAs but does not reference gender as an integral part of capacity development with specific topics for addressing the needs of women with disabilities. Similarly, the section on Values covers a range of topical issues but omits any reference to gender or establish a gender-friendly enabling environment at ALAT.

- In the section on Code of Conduct, on Non-Discrimination in Appointment ALAT (1.6), there are no references to include gender-sensitive components for adopting a gender-fair employment strategy with a focus on the employment of women with disabilities.

- The section on Definitions contains no references to gender, sex, or gender relations. In the Terms and Conditions (2.0) section on Management Responsibilities and section 2.2 on Employee Responsibilities, managing interpersonal relationship issues among employees is absent in the section on Sexual Harassment (2.5). At the same time, there are entry points to mainstream gender in promoting a “conducive and reputable working environment.” The inclusion of measures on Protection from Sexual Exploitation and Sexual Abuse has not been mentioned for inclusion.

---

29 ALAT Strategic Plan (2016-2020).
31 Article 3.2 (c) of ALAT Constitution (2014).
32 At present there are women 6 women members of the Executive Committee by virtue of their leadership as Mayors Chairpersons of Committees, and Directors of District Councils.
In the section on Job Description (3.4), the description of job summary, duties and key performance indicators do not include issues on respect for diversity and sensitivity to the needs of persons with disabilities in the workplace as well as a commitment to support the creation of a gender-friendly workplace. The Induction to Organization and Job Orientation of Staff (3.7) section refers to activities. Still, it overlooks the inclusion of gender mainstreaming and the promotion of gender equality, including issues on Protection from Sexual Exploitation and Sexual Abuse, especially for women with disabilities.

The section on Performance Management (3.8) does not include gender as a performance, and finally, Disciplinary and Grievance Procedures (.9.0) overlooks hearings for sexual harassment cases, which is a serious lapse.

Regulations of Women of Local Government Group (WASEMI) 2009 (adopted in Dodoma and Morogoro, 2012) and WASEMI Action Plan

The Regulations in Section 1(2) mention that WASEMI will be operating under the management of ALAT and guided by its Constitution, including its Standing Orders and these Regulations. The objectives of WASEMI in Section 2 highlight the following: identify and recognise the issues affecting women working in local government and address them, provide a voice to WASEMI, encourage women to contest for different elected leadership positions, establish a platform for WASEMI members to share and exchange information and experiences regardless of their different political ideologies, economically empower women, undertake research on various subjects on women in local government and identify different sources of funding.

The other Sections deal with a wide range of issues; for instance, Section 3 deals with the membership of WASEMI that is open to women who are executives in the Local Government Authorities (LGA), women who are political leaders in local government, Section 4 deals with the rights and responsibilities of WASEMI’s membership that include contesting for leadership positions as per the Regulations of WASEMI and voting, implementing the resolutions of its meetings, attending and expressing views in the meetings, and paying an annual subscription fee of Shilling 12,000. The other Sections deal with issues on cessation of membership (Section 5), provisions relating to Annual General Meetings (Sections 6-11), issues on the Executive Committee of WASEMI (Section 12 to 14), details on office bearers of WASEMI (Sections 15-18), establishment of the WASEMI branches at different levels from the Regional and District to the Ward (Sections 19-28) and finally on the different sources of fundings including those from ALAT (Section 29).

The main findings from the Regulations of WASEMI are that there are no references to or provisions of support for women members from different backgrounds, especially for members with disabilities. Secondly, the objectives of WASEMI do not give any specific details for implementing the major issues mentioned as Objectives for providing a more targeted approach. There are no references to establish robust gender-responsive monitoring and evaluation (M&E) mechanisms or develop gender-sensitive indicators for collecting gender-disaggregated data to understand better the gendered impact of the different programmes/projects.

WASEMI Action Plan

WASEMI (Wanawake wa Serikali za Mitaa) is a caucus of women in Local Government established by Article 3.2. (0) of ALAT’s Constitution. WASEMI has an Executive Committee comprising seven members representing the different zones. Although it does not have its own Constitution, they are guided by an Action Plan with the following priorities:

- Capacity building for women leaders economically and in decision-making matters
- Ensure that women combat GBV.
- Address the problem of street children and remove children from the streets in the localities of its members.

Since WASEMI depends on ALAT for its existence, including the selection of its members, this gives the members much independence to have an active role in the activities of ALAT. The current review of ALAT’s Constitution allows WASEMI to provide inputs to ensure that gender issues are effectively addressed, including giving WASEMI an autonomous status.
The Action Plan needs to be more comprehensive and include details on WASEMI’s activities, resources required and the period within which the identified activities must be completed. There are no suggestions to establish an active role for WASEMI within ALAT, which is vital to have the leverage for the meaningful participation of women in local governance.

**Review of research studies on mainstreaming gender in local governance**

Some of the major findings are given below:

- The decentralisation reforms have focused on **strengthening formal institutions** such as councils and committees, but not on addressing the **informal power structures** that influence the behaviour of the different actors in these institutions; as a result, stereotypical behaviour and perceptions against women that exist within the community continue to be reflected in these spaces and influence decision-making processes.
- Therefore, while the primary aim of decentralisation has been increasing the participation of claim holders in decision-making processes, the utilisation of the spaces differs between men and women, with women's participation in local institutions being **low and influenced by restrictive traditional socio-cultural norms** within both the household and community.
- There is a mismatch between the numbers of women in local governance and their active participation; therefore, having **women in governance in itself alone does not guarantee effective participation**.
- While the **quota system** of the decentralisation reforms has increased the number of women in village councils, despite their **numerical strength** in public meetings, most of them do not speak up in male-dominated meetings even when they have something important and relevant to say.
- **Gender power relations and stereotypes**, as well as other individual factors and knowledge of the Kiswahili language, determine women's presence in decision-making levels and how they can participate; women's participation in local governance is controlled by men's domination of the civic spaces and other platforms in the different tiers of local governance.
- Regarding **agenda setting**, there is seldom a change in the priorities advanced by women as these are not considered urgent because only the general priorities set by the Government and those supported by men prevail in decision-making organs.
- Women in local governance have less **impact on policy changes** concerning local development or addressing their strategic needs; their influence is limited to addressing immediate practical gender needs.

Other points that were identified from the literature review are:

- The **perpetuation of strong patriarchal governance structures** means that gender mainstreaming and budgeting remain primarily on paper in official documentation with only very little practical application.
- The **four main channels** for men and women to participate in the spaces created by the decentralisation reforms but are determined by gender roles of women and men are **attendance at public meetings**, **participation in the construction of local service-related infrastructure**, **membership of village committees**, and the ability to **speak up and influence decision-making**.
- Other constraints that prevent effective women's participation in decision-making processes are **complicated election procedures and the personal qualities of women**.
- Women rarely compete for **leadership positions** which men dominate, and women are mostly councillors selected from ‘special’ seats.
- Very few women leaders have the **power and bargaining ability** to ensure that women's interests are reflected in decision-making by participating ‘actively’ and ‘interactively’ to address their practical and strategic gender needs.

On the issue of **land rights**, the reviewed research studies found the following main issues regarding women's status in land management, which are crucial:

- Although Tanzania's land laws provide **access to land resources** by marginalised groups, including women, the prevailing social norms and traditional practices render such provisions ineffective.
• Some women accept the restrictions imposed by men simply to preserve harmony in the family, which contributes to their subjugation.
• Having a plot to farm does not guarantee freedom to make use of the products of that land, nor control over expenditure of the income generated from the harvests.
• Men’s interest in the commercial use of the land, apart from being discriminatory, exacerbates poverty and hunger, thus undermining the global efforts stipulated in SDGs 1 and 2 to achieve zero poverty by 2030.
• The subjugation of women’s voice and agency in claiming resources and their limited involvement in land transactions despite the recent land reforms means that land ownership, control, and utilisation are still dominated by the patriarchal system that discriminates against women.
• The underlying issues driving symbolic violence in the context of land management fuelled by social practices perpetuate the status of men as the dominant social group whose plans and decisions regarding land resource use and misuse are seldom challenged by women.
• Men’s interest in the commercial use of the land, apart from being discriminatory, exacerbates poverty and hunger, thus undermining the global efforts stipulated in SDGs 1 and 2 to achieve zero poverty by 2030.
• The subjugation of women’s voice and agency in claiming resources and their limited involvement in land transactions despite the recent land reforms means that land ownership, control, and utilisation are still dominated by the patriarchal system that discriminates against women.
• The underlying issues driving symbolic violence in the context of land management fuelled by social practices perpetuate the status of men as the dominant social group whose plans and decisions regarding land resource use and misuse are seldom challenged by women.

Findings from this review have also shown that in all the village committees, the presence of women representatives was not more than one-third of the total number of members. Thus, their contribution at the decision-making level is still a considerable challenge despite the Government’s initiatives and more so because their presence is concentrated in the lower levels of decision-making. Entrenched patriarchal cultural attitudes are also perpetuating the gender imbalance in the leadership of the LGAs. Another factor perpetuating the negative perception of women’s leadership is the lack of a strong network among women. On the other hand, men take advantage of their strong networks to access positions of influence and power.

The three important points from the review of the research studies and reports are:

7. Perceptions of society on women’s leadership in local councils are varied but remain negative.
8. Despite this negative perception, the accountability of women leaders in local councils is high if they are given the opportunity.
9. The contribution of women to local development is acknowledged, but there is a lack of support to advance women in leadership positions.

Findings from the information gathered from FGDs with NGOs/CSO

During the FGDs with NGOs/CSOs on the initiatives undertaken to mainstream gender responsive budgeting in local governance, some of the major activities that were undertaken for mainstreaming GRB are as follows:

• Capacity building for the different stakeholders at the national and local levels is necessary as gender responsive budgeting is a new topic.
• The institutionalisation of GRB needs to build on the earlier efforts of gender budget analysis and bridge the gaps between reaching policy goals and the resources committed to their implementation.33
• Raising awareness of the different stakeholders – community members, CSOs, Government officials (from the Regional Administration and Local Government), and other non-state actors is vital for mainstreaming gender responsive budgeting in the LGAs.
• The need to undertake evidence-based and tailor-made advocacy campaigns to disseminate information on GRB among the different stakeholders at the community level.
• Close collaboration between PO-RALG and the MOFP, especially the Budget Department’s Unit dealing with local government to overcome any fiscal inequities in the transfers from the central to the local government.
• Participation of women in the local government’s budget preparation, implementation and evaluation processes.

Some of the major challenges for mainstreaming gender responsive budgeting identified are:

- There is no national programme for awareness raising, especially on issues of resource generation, allocations and utilisation, as well as the participation of the stakeholders in the planning and budgeting processes.
- Inadequate knowledge of civil society organisations on macro-economic issues and how to relate these issues and the impact they have on livelihoods.
- The ways different NGOs understand and deliver messages on how to meet community needs through influencing the budget's allocations differ from one another, which prevents a united approach towards engendering the national budget.
- Another challenge arises from decentralisation, which poses further challenges to incorporating an integrated gender-responsive approach towards allocation and expenditure of the budget from the national to the local level.
- Resources allocated in the budget are not gender disaggregated.
- The Budget Guidelines issued by the MoFP to the different ministries and LGAs do not contain specific guidance on the inclusion of gender-responsive components for the sector ministries.
- The allocation for gender-responsive activities is not sustained. It varies annually - a positive gender-responsive allocation in one year's budget is withdrawn in the following year - such as the withdrawal of VAT on female hygiene products after one year in the budget of 2018.

Gender Equitable Local Development (GELD) Programme

The GELD Programme, which aims to improve women's access to resources and services through gender-responsive planning and budgeting measures for promoting inclusive local development, covered several interventions that could be used as promising practices to guide the WLER Project.

A few of the major lessons learned from the GELD Programme include:

- Women's meaningful participation in local planning and budgeting processes is essential for the achievement of equitable local development.
- Awareness raising of local government officials and communities to make gender equality an integral component of local planning and budgeting.
- The introduction of changes in the interactions between local government and communities by making them more participatory and increasing the accountability of local governments to deliver on commitments are vital.
- Need to undertake a gender analysis of the planning and budgeting process at the district level to obtain the commitment of the LGAs for mainstreaming gender at all levels of the planning and budgeting processes.
- Increasing the capacity of women-led NGOs and gender equality advocates at the district level to scrutinise council plans and budgets from a gender perspective will increase the transparency of the budget.
- Lobbying for a gender-balanced recruitment strategy of district, ward and village executive officers promotes women's participation in local governance.
- The introduction of collecting gender/sex disaggregated data regularly helps to capture the gendered impact of programmes/projects.

On gender responsive budgeting, some of the lessons learned from the GELD programme include:

- Enhance the capacity of the LGAs to undertake gender analysis of the community development plans and the participation of different social groups in the budget process.
- Focus on the cost-benefit analysis of the local government budget each year to learn from the lessons of the previous year's budget.
- Organise evidence-based and tailor-made advocacy campaigns by the LGAs to disseminate information on GBV among the different stakeholders at the community level.

Participation of women in local governance

The analysis of information gathered from different sources reveals that while 'participation' is a catchword for the decentralisation programme, a multiplicity of laws, including customary laws and practices, limits women's contributions to decision-making in local governance. As a result, gender has consistently been a weak
performance area of the LGAs, and women are under-represented in influencing strategic policy decisions.

In addition, the gendered power relations within the LGAs have also not contributed to transforming women’s participation from a passive to an ‘effective’ and ‘interactive’ participatory role. Consequently, men have gained more leverage to continue their role as principals in public meetings.

The three key concepts influencing women’s participation in local governance are decentralisation, participation and gender. However, this has been a straightforward process given the hegemonic power relations and gender inequalities that exist at the local level.

The findings of the Gender Audit have revealed that the position of women in local governance is caught between two conflicting issues: an acknowledgement that their active participation in local decision-making can add value to the promotion of an inclusive local development strategy but on the other hand, the reality of the perpetuation of their under-representation in local decision-making due to prevailing traditional and conservative socio-cultural norms.

The second point is that the restricted participation of women in decision-making at the LGAs is anchored in the prevailing patriarchal attitudes, discriminatory social norms and traditional customs that have a strong trickle-down impact on the asymmetrical gender power relations at both the community and household levels.

The third point is the weak enforcement of legislation both at the central and local government levels that prevents any attempt to push back the entrenched inequalities in service delivery based on the principles of gender mainstreaming and gender-responsive budgeting.

The fourth point is that the policies and legislation on local governance are not well coordinated with the other related national policies. Also, inter-regional and district level variations with individual by-laws developed by the concerned LGAs prevent an integrated approach to promoting gender equality.

Finally, the common perception is that decentralisation has increased the strength of local government institutions to extend equally the accessibility of all citizens, irrespective of gender differences, to the benefits of public services and participation in decision-making. Therefore, any particular measure to increase and improve the participation of women is not necessary.

The Gender Audit aims to investigate whether the increased presence of women (based on numerical strength) in local governance guarantees a transformative approach to influencing local development policies and programmes fall short of the requisite in-depth understanding of the significance of mainstreaming gender, and nor are they motivated enough to address this issue. The preferred approach of the government institutions is ‘woman targeting,’ which does not always meet the expected outcomes of an inclusive decentralisation strategy.

Though some initial ad-hoc efforts in mainstreaming gender and gender budgeting have been launched at the level of LGAs, most of the concerned MDAs require additional support to acknowledge the value addition of

39 This was a recurring point noted both during the discussions with local government officials as well as during the review of literature.
40 Examples have been cited in the footnote of Chapter 4, 4.1.
mainstreaming a gender dimension within local government policies/budgets to bridge the present gender gap

- While reporting on the progress of programme implementation, the gender-differentiated impact of programmes/projects on the communities is not adequately captured to provide a comprehensive picture.
- The partnership between the Government and the communities, as outlined in the key documents of PO-RALG, does not consider the individual capabilities of the community members as determined by their gender roles and other intersectional inequalities, such as physical disability, to contribute to local development.

b) Meso level

- The absence of a strategic approach to the inclusion of women as members in the decision-making bodies of LGAs that the recent reforms have introduced.
- Lack of opportunities to build the capacity of women members in various committees to perform leadership roles in the key capacity development documents.
- Absence of programmes to sensitisise male decision-makers of LGAs on the importance of women's participation and representation in the key committees of the council.
- The hesitation of some LGAs to collaborate with women-led NGOs (both national and international) or CSOs as a result of which the lessons learned from these different partner organisations to reduce gender gaps in local governance are not shared.
- The absence of an institutionalised gender-responsive monitoring and evaluation (M&E) mechanism based on the collection of sex and gender-disaggregated data to replace the gender-neutral (which are, in reality, gender-blind) planning and implementation interventions of local development plans.
- Lack of documentation of promising practices and lessons learned from implementing programmes/projects and disseminating such information.

c) Micro level

- This is the pivotal level for bringing about a truly transformative change in the role of women in local governance. However, the marginalised status of women and women with disabilities persists as the reforms of decentralisation have impacted primarily the formal local government structures at the ward and village levels. At the same time, the informal interactions with the communities continue to be gendered.
- There is a strong belief among the male opinion leaders of the communities that women's empowerment can be achieved only at the cost of men. This prejudice, coupled with the prevailing perception that women's only role is taking care of the household, is a double disadvantage for women that increases the restrictions on their mobility and time poverty, limiting their access to social networks and participation in the public domain. As a result, the impact of the different local government efforts to empower community women has remained elusive and inadequate at the community level.
- The prevailing discriminatory attitude among the male community members towards women and, in particular, the efforts of the male councillors towards the 'special seat' women councillors to disqualify them from seeking re-election through the electoral process create a sense of insecurity and inferiority among the women leaders and discourages them from continuing effectively with their public responsibilities.
- Lack of awareness among local women leaders about their role in governance perpetuates a lack of self-confidence, which affects their capacity to influence local decision-making organs; even when they have to make essential contributions that reflect local needs, they prefer to remain silent in male-dominated spaces.

The issues highlighted at the three levels of local governance underline the significant challenges women face in navigating through the existing social, economic and political restrictions despite the Government's support to improve the quality of their participation.43,44

42 Women councillors nominated from 'special seats' do not have equal rights either to occupy decision-making positions such as Mayors, District and Municipal Council Chairpersons or become members and lead the Finance, Administration and Planning Committees of the Councils.
General and Specific Findings

The findings gathered from the three tiers of governance can be categorised as follows:

a) General findings

- The mistaken perception that decentralisation affects men and women equally is strengthened by the structural and gendered constraints of the LGAs – this needs to be addressed through targeted interventions.
- The linkage between decentralisation, participation and gender needs to be strengthened for the meaningful involvement of women and women with disabilities in decision-making.
- A decisive approach is necessary for including women in local decision-making beyond just increasing their numerical presence to focus on their qualitative contribution, which would require a significant paradigm shift.

b) Specific findings

- The institutional structures created by the major policies and legislation on local government do not have mandatory provisions to include women in the different committees, meetings, etc.; there are only a few references in the Standing Orders of municipalities and district councils to nominate one or two women, depending upon the number of members of the concerned municipality or council in some of the Standing, sub- and Joint Committees and this calls for a change for extending the membership of women councillors to other committees to give an opportunity to demonstrate their knowledge and experience about local and topical issues.
- There are no references in the WLER Project document to establishing linkages with the National Advisory Council for Persons with Disabilities as provided in Article 8(1) of the PWD Act (2010). Neither is there a partnership with the Councils corresponding structures for empowering women with disabilities at the local level at the levels of a Village Committee or a Mtaa Committee, a Council Committee or a Regional Committee (Article 14(1) a-c).
- The functions of the different structures (committees, etc.) do not include any gender analysis of the activities to be undertaken for community development, and its addition could facilitate a broad-based approach.
- As a result, the allocation of funds for the different programmes is not made according to the gender-specific needs of the local communities based on a gender analysis, which can be overcome by mainstreaming this component in the local budget process.
- The quota of 25 per cent of female members in Village Assemblies is more focused on numbers than on the quality of women’s participation, which does not always translate into active and effective involvement and even the numerical target is rarely reached- capacity building of women members is essential as well as the compliance to the formal numerical targets.

Other major challenges identified during the Gender Audit that constrain women’s participation in local governance

Some of the other challenges experienced by women to exercise their agency in local decision-making bodies are the “winner take all” electoral systems and political parties that are not conducive to supporting women aspiring to become leaders by assisting them with specific measures for balancing family and public life. In addition, the threat of gender-based violence to women candidates during campaigning and even after being elected is a major deterrent for women to enter the public domain. These issues play a vital role in enabling or constraining women’s participation in the new spaces and opportunities created by the reforms of LGRA.

Women councillors find the complicated election processes a major constraint since this requires membership of a political party, filling application forms that must go through party committees for appraisal, and then undertaking extensive campaigning. Since few women belong to a political party, they are ‘institutionally’ excluded from local leadership. Sometimes, vote buying and vote bargaining are standard features of local level elections which exclude those who cannot or will not engage in such practices.

46 If these institutional platforms are functional, this could provide an opportunity for supporting women with disabilities to engage in local government institutions.
Due to the legislative affirmative action that ensures women's representation in local government in Tanzania through the quota system, at least one-fourth of members of the village councils/mtaa committees are required to be women, which has generally contributed to increasing their presence purely in terms of numbers but still does not address the gender gap which persists for women to contribute effectively. The prescribed ‘special seats’ increased the number of women councilors to 978 in 2015 across all authorities. In the 2020 general election, this number dropped substantially. Of 9,231 candidates nominated by their respective parties for councillor positions, 8,562 were male, and 661 were female.57 Following the 2020 election, 29.56 per cent of councilors are women.

Another key constraint that hinders the promotion of women's rights is the legal and policy frameworks that contradict each other. The conflict between the legal age of marriage between the Law of Marriage Act (1971, RE2002) and the Law of the Child Act (2009)46 has created a loophole that perpetuates the incidence of child marriages, which in turn results in a high rate of teenage pregnancies that has a disempowering impact on the future career prospect of girls. In the same vein, the practice of “Mwali”49 has curtailed the educational aspirations of girls who are trained to become brides/wives just before they reach puberty, which denies them the opportunity to improve their professional development.

The fact that there is a Swahili term for patriarchy, ‘mfumo dume,’ which means a male-dominated system,5 shows that patriarchy is an endemic concept within the community which is viewed differently by men (as a routine matter) and women (as a channel for discrimination against them). Therefore, in some cases, decentralisation that was expected to address gender inequalities often reproduces them.

Traditional practices and customary laws continue to discriminate against the land tenure rights of women that, subsequently, impact their access to productive resources.50 Although women have the same equal rights as men to acquire, hold, use, and deal with land according to the Village Land Act no.5 of 1999,51 in practice, they face many hurdles, as was observed during the visit to Chalinze District. In the absence of secure land tenure rights in Chalinze, women face the threat of being ejected from their homes due to divorce, death of husband, lack of resources or when abusive partners throw them out or exclude them from decisions about the sale of their land.

The National Land Policy of 199752 categorically states that ownership of land between husband and wife shall not be the subject of legislation despite the fact that the statutory law, the Village Land Act No. 5, 1999, gives women the right to own property. Since the enabling legislation is not enforced effectively, women continue to have limited land ownership; even fewer possess title deeds, and if they do, these are kept and managed by their husbands.53 Though Tanzania's land and local government laws provide a minimum number of women's representation54, women are rarely represented in the Village Land Councils. Even when they do participate as members, their contribution is minimal55. They are often excluded from community land dealings because these are usually viewed as the exclusive preserve of men.

The other challenges are related to the preconceived notions about the personal qualities of women, such as being shy and uncomfortable speaking among men, lack of self-confidence, lack of experience in public affairs, and fear of making ‘mistakes’ and being laughed at or ridiculed. As a result, women's attendance in public meetings is generally ‘passive.’ These factors are related to socio-cultural norms which circumscribe women's activities and behaviour in the public domain.

48 Details given in the footnote of Chapter 4, section 4.1.
49 Title conferred to a pubescent girl as part of initiating them to womanhood which is a tradition practiced by coastal communities including Kisarawe.
50 Please section 4.7 of Chapter 4.
51 Section 32: “The right of every adult woman shall to the same extent and subject to the same restrictions be treated as a right of any man.”
52 A draft National Land Policy 2018 has been circulated for consultation with stakeholders. This is a revision of the National Land Policy 1995. There is need for specific attention to gender inclusiveness to guarantee women’s rights to own and take decisions on land issues.
53 Empowerment Enterprises of Africa: Transferring the Continent One Life at a Time, a Business Plan to Start a Microfinance Institution in Tanzania, Finscope, June 2009
54 Section 53 of the Village Land Act of 1999 the village council is required to establish a village adjudication committee of no more than nine persons, of whom no less than four members shall be women, who will serve for a term of three years and will be eligible to be re-elected for one further term of three years. Under section 60(2) of the Village Land Act, at least three women need to be nominated to the village land council which consists of between five and seven persons.
According to the findings of a questionnaire survey of the heads of departments of LGAs conducted by the GELD programme, the respondents confirmed that although the planning process was participatory with the representation of women councillors, in the Morogoro District Council, only 25 per cent of them were women whereas the law requires women's participation to be 33 per cent in the statutory meetings; in the council management team only two out of eight members were women despite the recommendation to have a gender balance. Another challenge was how to enhance the capacity of the district staff and women representatives to plan advocacy campaigns for the inclusion of gender priorities in the planning process on a sustainable basis.56

Some of the other challenges that directly affect women's participation in local government structures and processes are:

- **Gender disparities in education** – Tanzania has achieved gender parity at the primary level. Still, girls are behind boys at the secondary level, and this gap widens at the tertiary and higher academic institutions. This means that women enter the labour force less educated than men, thus with fewer opportunities.57
- **Reproductive health pressures** – the high rates of early marriage among females and early pregnancy, as well as high birth and maternal mortality rates, reduce women's employment opportunities.
- **The gender gap in agricultural productivity** – stems from differential access to farm labour, differential returns on the use of fertiliser and pesticides (stemming from women's comparative lack of knowledge), and restrictions on women's land rights (despite legislative provisions).
- **Limited access to financial services** – hampers women to access credit for advancing their agricultural production and business enterprises. Few gender-sensitive financial products are available on the supply side, but on the demand side, a major handicap is the lack of information and awareness among women.
- **Additional barriers to entrepreneurship** – include a challenging legal and regulatory framework, lack of access to business development services as well as to markets and

**Recommendations**

The Gender Audit shows that the mainstreaming of gender and gender budgeting in local governance's legal frameworks and policies is under-realised. Although mainstreaming gender equality and gender budgeting in the key institutions of local governance, as well as enhancing the capacity of the frontline officials, can translate into practice the central objective of the decentralisation programme, namely the involvement of every community member in local development, the pattern emerging from the analyses does not point to a single best approach. Therefore, a few suggestions have been selected for consideration by the concerned stakeholders, but these are not prescriptive. Each specific situation and individual capacity require careful consideration to identify which interventions are most feasible and have the most significant impact.

The underlying theme of the different recommendations is to create an enabling environment for achieving the two key goals of decentralisation: maximising women's presence in the new spaces created and improving the quality of their engagement in local decision-making.

The recommendations have considered the fact that despite the challenges experienced by women in engaging actively in local government structures and processes, they have demonstrated considerable resilience and developed successful coping strategies to balance family responsibilities and public participation. Their hard work, dedicated commitment to setting achievable goals, avoiding unethical practices, building coalitions among themselves and a tenacity to improve their skills through education and training are some of the assets that have contributed towards their efforts to overcome the significant challenges.58 These strengths must be consolidated, especially with the emerging development challenges that require an up-scaling of their active involvement in local issues. The special needs of women with disabilities need to be centralised in all these efforts.

---

Some of the recommendations include:

**Institutional strengthening:**
Some of the specific interventions targeted at enhancing the institutional capacity of institutions responsible for local development are:

- Introduce regular *policy dialogues* with PO-RALG for mainstreaming gender and gender budgeting.
- **Develop a Gender Strategy for PO-RALG.** As the Ministry in charge of local governance, PO-RALG needs to be a trailblazer in mainstreaming gender in the policies and legislation that can impact the functioning of the LGAs.
- Arrange *mapping of key women-led CSOs/NGOs and CBOs* within the jurisdiction of each district, ward and village/mtaa that are committed towards the empowerment of women as a readily available resource for establishing partnerships and networks but, more importantly, for identifying organisations supporting women with disabilities for their protection and well-being.
- **Establish close coordination** between the different sectoral committees and their officials at the local government level to obtain expert technical advice.
- Establish a close partnership with the Ministry of Community Development, Gender, Women and Special Groups at the local government level.
- **Integrate sexual and gender-based violence** as an essential component of specific community development plans with close supervision and evaluation; in particular, consider how gender and disability are intertwined and interact in the occurrence of violence while designing appropriate and result-oriented interventions.
- **Strengthen mechanisms for an effective enforcement of the land rights of women.** This would require strong enforcement of the relevant clauses in the Village Land Act in alignment with the Government’s land reform initiatives – ensure a gender balance in the composition of the Village Land Council membership and sensitise them about gender equality and women’s land rights.
- Create *community-based networks with stakeholders* from different backgrounds, especially for women-led CSOs and those with a majority membership of women with disabilities, for advocating and disseminating information for changing the perceptions about women’s role in local governance.

**Capacity development**
The recommendations for capacity development interventions include:

- **Develop a Capacity Development Plan** that focuses on enhancing both the organisational and individual capacity of officials in local governance (knowledge and skills) and, at the same time, looks at capacity development in a broader and holistic sense encompassing all the factors that have a bearing on the performance of the LGAs as institutions and its stakeholders.
- Increased *public engagement for including women as well as women with disabilities* in local decision-making processes and building capacities of communities to hold LGAs to account.
- **Peer-to-peer learning and learning by doing** to ensure all capacity development initiatives are centred around the target audiences with an emphasis on the special needs of women with disabilities.
- Equip women with disabilities with the skills and knowledge to enhance their meaningful participation in decision-making through a long-term, tailored programme.
- Improved *capacity of the communities* for playing an active role to ensure increased transparency and accountability of duty bearers.
- Collaboration with UN Women and other actors to develop guidelines for mainstreaming gender in the annual work plans of LGAs’ programmes.
- **Training programmes for elected/special seats women councillors** on confidence-building sessions to effectively engage in decision-making of local development.
- **Strategic alliances with local partners** to propose initiatives/solutions and/or to pilot specific gender-related measures for overcoming the barriers to women’s engagement in local governance with a focus on addressing the disadvantages experienced by women with disabilities.
• Identification of male champions within LGAs for the promotion of gender equality – the selected officials need to be from the Higher Local Government Level – such as members of the Community Task Force – District Community Development Officer, and other staff members who are working closely with the communities and from the Lower Local Government Level such as Ward Executives and Ward Facilitators who are intermediaries and play a pivotal role between communities and the LGAs.
• Organisation of competitions/other events to motivate staff members to learn about gender issues through interactive channels.
• Strengthen the functioning of WASEMI (improved networking for sharing information and experience) and provide an active role in the revised Constitution of ALAT.
• Increased capacity of local government training institutions (LGTI) as well as the Tengeru Institute of Community Development to mainstream gender in its training manuals and prepare demand-driven training programmes for enhancing the capacity of potential Trainers and Master Trainers to enhance the capacity of officials of LGAs in delivering gender-responsive services.

Gender-responsive monitoring and evaluation (M&E) mechanism and the collection of gender-disaggregated data
• The M&E component is critical for the LGAs to regularly evaluate their performance quality and ensure the sustainability of gender mainstreaming and GRB interventions in local governance. Since those issues that can be measured are likely to be improved for future interventions, developing a gender-responsive M&E mechanism needs to be combined with collecting gender-disaggregated data to measure the progress achieved. This information needs to be linked with both the reporting systems within the LGAs and the M&E system of the Improved O&OD methodology of PO-RALG.
• It is recommended to form a Gender M&E Working Group comprised of the Gender Focal Points of District Councils and the officers-in-charge of Social Welfare Affairs, Agriculture, and two other sections, which will meet regularly (dates to be determined by the officials) to discuss, monitor and evaluate the status of gender-related activities within the district and take appropriate actions for a close follow-up. The M&E Working Group will prepare a monthly progress report for review by the District’s full council and take steps on its suggestions. In addition, the Working Group will report to the Director of the District Council every month about the challenges and achievements in gender mainstreaming to identify appropriate actions that need to be taken in future.
• A High-level Coordination Committee of 5-6 members on Gender Mainstreaming at the district level needs to be established, comprising selected members of Parliament, elected councillors and citizens with a track record of promoting diversity and women’s rights, which will meet every three months to oversee the functioning of the M&E Working Group and resolve any issue that requires their intervention at the decision-making level.

M&E gender responsive mechanisms at the programmatic level
• Collection of gender-disaggregated data through a gender-responsive M&E mechanism: the success of the LGAs’ mainstreaming of gender and GRB components in its programmes/projects will be determined by the extent to which gender-sensitive changes have taken place in the implementation of the Improved O&OD methodology. Therefore, measuring progress, monitoring the impact of the interventions and tracking public expenditure are essential to ascertain whether these issues are delivering better outcomes for gender equality. It will require the collection of gender and sex-disaggregated data as an integral component of the performance indicators and the introducing of gender-sensitive indicators to reflect the gender gaps that need to be addressed. Some of the actions to mainstream gender in the M&E mechanism are:
  • Sensitisation of the planning and budget officers of LGAs, as well as the Gender Focal Points and other officials on participatory M&E through the application of gender-sensitive indicators.
  • Working closely with the National Statistical Office for technical assistance.
  • Supporting efforts to promote LGAs’ accountability and fiscal transparency through the mainstreaming of an effective oversight system; the active participation of gender advocates and civil society in assessing service delivery can lead to gender equality outcomes.
  • The development of gender-sensitive indicators will provide the tools for gathering relevant data; alignment with the M&E mechanism of PO-RALG will add value to the impact analysis of interventions.
  • Compiling the findings and documenting them to inform policymakers.
Networking for sharing knowledge and lessons learned among targeted groups.

- Since community development activities are driven in partnership with a wide range of stakeholders, it is essential to establish a networking mechanism among the major partners/stakeholders to share information and experiences regularly. The Gender Focal Point at the District Council, in collaboration with other frontline local government officials and community leaders, can set up a simple networking mechanism that will keep the members informed about the progress of the programmes/projects and act whenever it is necessary. This will also strengthen the implementation of the programmes/projects and establish enduring partnerships. The network of women in local government with support from WASEMI could be another platform to create strong support for the members to advance their meaningful participation in the local development agenda.

Development and dissemination of knowledge products

- Implementing the different programmes/projects will experience varying degrees of success and/or challenges. These need to be documented for a dual purpose: to promote institutional memory for the LGAs and contribute to sharing experiences with a wide range of stakeholders and learning from the lessons. This will require establishing a small group of people selected from the LGAs and the communities that will record the experiences regularly and capture the key details in reader-friendly briefs for broader dissemination and to inform future activities.

- Mainstreaming gender and gender-responsive budgeting in local governance requires more than progressive national legal frameworks and policies. Strengthening local government institutions and developing the capacity of frontline local government officials and women leaders at the local level, supporting them with mentoring programmes and ongoing follow-ups are some strategies that can make women leaders strong pillars of local development.

Acknowledgements

The abridged version was developed under the overall guidance and leadership of Hodan Addou-UN Women Tanzania Country Representative.

It was developed by Erasmina Massawe-UN Women Tanzania Programme Specialist; Jack Onyisi Abebe- UN Women East and Southern Africa Regional Knowledge Management and Research Specialist and Diana Akinyi Karua-International Consultant.
UN WOMEN IS THE UN ORGANIZATION DEDICATED TO GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN. A GLOBAL CHAMPION FOR WOMEN AND GIRLS, UN WOMEN WAS ESTABLISHED TO ACCELERATE PROGRESS ON MEETING THEIR NEEDS WORLDWIDE.

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide. It works globally to make the vision of the Sustainable Development Goals a reality for women and girls and stands behind women's equal participation in all aspects of life, focusing on four strategic priorities: Women lead, participate in and benefit equally from governance systems; Women have income security, decent work and economic autonomy; All women and girls live a life free from all forms of violence; Women and girls contribute to and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of natural disasters and conflicts and humanitarian action. UN Women also coordinates and promotes the UN system's work in advancing gender equality.