

The Reality of Gender Mainstreaming in Madaba Governorate Municipalities

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Abstract

Objectives: The aim of this study is to assess the state of gender mainstreaming in the four municipalities of the Madaba Governorate (n = 4).

Methods: To achieve the study's objectives, both survey and qualitative approaches were pursued. An interview-based survey method was used to gather quantitative data from a representative sample of the study community, comprising all the employees in the municipalities of the Madaba Governorate. Of these, 38.8% were women and 62.09% were men. Data was collected through a questionnaire. To enhance the study's results, a qualitative approach was also employed, wherein interviews were conducted with 20 individuals in various leadership positions across the Madaba communities.

Results: The results indicated a gender gap in terms of accessibility to leadership positions, with women having less access and being underrepresented in certain committees. Women also did not receive equal opportunities in training courses and conferences outside Jordan. The study also revealed a moderation in attitudes toward general women's participation in development. However, these attitudes varied based on job position and gender awareness. Men tended to have more negative attitudes toward women's participation in development. The results also noted modest women's participation in identifying needs, planning, implementing, monitoring, and evaluating locally implemented programs.

Conclusion: The study concludes that the programs of Madaba's municipalities are somewhat responsive to the needs and roles of women.

Keywords: Jordan, Madaba's municipalities, gender, gender mainstreaming.

واقع إدماج النوع الاجتماعي في بلديات محافظة مادبا

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ملخص

الأهداف: هدفت الدراسة إلى معرفة واقع إدماج النوع الاجتماعي على مستوى بلديات محافظة مادبا الأربع. **المنهجية:** لتحقيق أهداف الدراسة جرى استخدام المنهجين المسحي والكيفي؛ حيث استخدم المنهج المسحي من خلال تطبيق استبانة لجمع البيانات الكمية من عينة ممثلة لمجتمع الدراسة المكون من جميع العاملين في بلديات محافظة مادبا، التي شكلت ما نسبته (48.8%)، بلغت نسبة الإناث منها (38.0%) ونسبة الذكور (62.0%). أما المنهج الكيفي فاستخدم من خلال تصميم دليل مقابلة للحصول على بيانات نوعية من شأنها تعزيز نتائج الدراسة، وذلك بعقد مقابلات مع (20) فرداً من العاملين ضمن مواقع قيادية مختلفة في بلديات مادبا. **النتائج:** أظهرت النتائج وجود فجوة جندرية في مجال تبوء النساء لمراكز قيادية، وفي تمثيلهن في بعض اللجان، وحصولهن على فرص متكافئة في الدورات التدريبية والمؤتمرات المنعقدة خارج الأردن، وفي حصولهن على جوائز ومكافآت. كما تبين أن هناك اتجاهات بدرجة متوسطة نحو مشاركة المرأة في التنمية على نحو عام، تختلف باختلاف المركز الوظيفي في مجال الوعي بمفهوم النوع الاجتماعي، ومحور الاتجاهات الإيجابية نحو "مشاركة المرأة في التنمية" لصالح المدير ثم رئيس القسم فالإداري. وباختلاف الجنس لصالح الذكور "في مجال اتجاهاتهم سلبية نحو مشاركة المرأة في التنمية". وبينت الدراسة أن هناك مشاركة متواضعة للمرأة في تحديد الاحتياجات، التخطيط، التنفيذ والمراقبة والتقييم للبرامج المنفذة محلياً. **الخلاصة:** تبين أن برامج بلديات مادبا مستجيبة لاحتياجات وأدوار النساء نوعاً ما. **الكلمات الدالة:** الأردن، بلديات مادبا، النوع الاجتماعي، إدماج النوع الاجتماعي.



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Introduction

In recent years, the global community has faced important changes in its quest to improve the status of women and eliminate the social and economic gap in their status compared to men. The most important of these changes was the emergence of the gender concept. The gender concept is a social and cultural process that is continuously produced and reproduced (El Kharouf & Daoud, 2019).

The gender concept focuses on the fact that roles and responsibilities entrusted to women and men are defined by society and acquired through socialization based on the reproductive role, and although the reproductive role does not change, the roles and responsibilities resulting from it for both women and men differ from one place to another and from time to time depending on context. This proves that societies may create stereotyped roles for women and men that may deprive them of their rights without any justification (UNIFEM, 2007).

The United Nations has made great efforts to ensure states' commitment to involve women in development. These efforts came through a series of international agreements and conferences on women that encouraged the establishment of the gender concept with regard to women's participation in development and the achievement of realistic equality that raises their economic level, including the Mexico Conference (1975), Copenhagen (1980), Nairobi (1985), and Beijing Conference (1995), which was considered the cornerstone of women's progress as it focused on the concept of women's empowerment and inclusion in all areas of life and identified several axes of interest. The conference's action plan called on governments to commit effectively to integrating gender into their countries' plans and policies (Al Khalifa, 2010).

The 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is considered the real beginning of the introduction of equality according to the concept of gender in its comprehensiveness and realism, which aims to eliminate all forms of discrimination against women on the basis of gender and achieve gender equality in all aspects of life by providing equal opportunities for both sexes. It also acknowledges the need for women to become productive workers in society and that this awareness is reflected in individuals, institutions, and governments (UNIFEM, 2007).

The Sustainable Development Goals call for the need to take measures to ensure equal opportunities for both genders in accessing education, decision-making, and economic opportunities, and this was evident in the fifth goal: "Achieving gender equality and empowering all women and girls by 2030" (Arab Women Organization, 2015).

Jordanian women would not have reaped the fruits of the international conventions and conferences to which Jordan is committed had it not been for the existence of a political will that supports women's advancement, in line with the rights granted to them by Islam and the equality established by the Jordanian constitution, which enables them to take their rightful role in building and advancing society.

The study's problem

In light of Jordan's efforts to promote democracy and political openness, it is important to achieve gender equality and enhance women's roles and participation in managing their affairs and making decisions. This is considered a local and national demand for Jordanian women's movements to put an end to political, social, economic, and legislative gaps between the sexes.

Despite the positive steps taken by Jordan on the roads of construction and political participation, most studies and statistics show that the indicator of the political and economic participation of Jordanian women is still low. Statistics in a World Bank study with regard to political empowerment indicated that Jordan ranked 140 out of 145 countries. (World Bank, 2015). Women's participation in government representation is also limited, at 10.8% and 11.5% in the Senate and House of Representatives, respectively, and 9.38% at the ministerial level (Economic and Social Council, 2021). Women's participation in municipal councils, governorate councils, and Amman Municipality is 0.27% for the year 2022 (Independent Election Commission, 2022). The study of Legal Aid (2016) indicates that the political positions chosen for women in municipal elections, for example, reflect the societal reality of the family and clan, which in most cases does not intersect with or respond to gender considerations as the presence of these representatives is nothing more than "covering a demand." It also does not provide meaningful content for the advancement of women's rights and equality with men on

the political and social agenda at the level of municipal work.

Hence, the research problem aimed to analyze the implementation of gender mainstreaming within the municipalities of Madaba Governorate. This involved assessing the current situation regarding representation, resources, and prevailing cultural norms. Additionally, it sought to identify the immediate and strategic needs of women to address existing gaps. Furthermore, the study aimed to incorporate gender considerations into planning processes, as well as into various programs and services.

The study seeks to answer the following questions:

The Study's Questions

1. What is the reality of gender mainstreaming at the level of representation and resources in Madaba's municipalities?
2. What is the level of prevailing gender culture among male and female workers within Madaba's municipalities?
3. What is the extent of a statistically significant correlation between the level of the prevailing gender culture among male and female workers within Madaba's municipalities according to the variables of gender and occupational position?
4. What is the extent of the gender approach in planning tracks for Madaba's municipalities at the local level?
5. What is the extent of the gender approach in some programs and services at the level of Madaba's municipalities?

The study's significance: This study highlights the importance of gender mainstreaming in promoting women's participation in managing local affairs and consolidating democracy in its participatory and representative dimension to ensure equality between men and women at all levels of municipal work. The study examines indicators related to equal opportunities for men and women working in Madaba's municipalities in terms of representation, participation in committees, training, seminars, and conferences, and access to information. This study also analyzes the prevailing gender culture among male and female workers in addition to an introduction of the gender approach in municipal work streams such as planning, policy formulation, and analysis of some programs and services. This study will contribute to enhancing women's current and strategic interests at the local level, which will help provide a database and a reference for all actors in the local administration, including administrators and workers, the local community, and experts in supporting equality between males and females in local administration. This study is one of the few that seeks to analyze gender in municipal work in Madaba governorate and analyze some programs and services according to a gender perspective.

Objectives

1. Exploring the reality of gender mainstreaming at the level of representation and resources in Madabas' municipalities.
2. Analyzing the level of prevailing gender culture among male and female workers in Madaba's municipalities.
3. Evaluating the extent to which there is a statistically significant correlation between the level of prevailing gender culture among male and female workers within Madaba's municipalities according to the variables of sex and occupational position.
4. Exploring the gender approach in planning tracks for Madaba's municipalities at the local level.
5. Exploring the gender approach in some programs and services at the level of Madaba's municipalities.

Gender mainstreaming between concept and implementation

Despite the widespread use of the gender term in the current era, many people are still ignorant of its meaning and what it can mean for development in general. Institutions and organizations often face difficulty in identifying ways to mainstream gender in all work areas in a way that mainstreams gender issues into the main programs and policies and achieves equality and balance within the institution or organization and at the level of its activities as well (Wassenard, 2007).

Gender is the socially constructed, culturally shaped, and psychologically formed characteristics of masculinity and femininity; it differs from the sex concept, which means physiological and biological characteristics that distinguish males and females (Oakley, 1991). The importance of the concept of gender is due to its role in regulating gender inequalities arising from biological differences, according to which power, roles, and privileges are distributed in society (Wharton,

2013). As for the concept of gender mainstreaming, it was defined by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women, 2018) as “the process of evaluating the effects on women and men of any planned action, including legislation, policies, or programs, in all areas and at all levels, and applying a strategy to make the interests and experiences of women and men an integral dimension of the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, and social fields so that men and women equally strive to achieve the ultimate goal of achieving gender equality.” Gender mainstreaming is not considered an end in itself but rather a methodology for gender equality because of its role in providing opportunities, distributing benefits and resources between both sexes, ensuring the participation of individuals in making and implementing decisions and policies at all levels, achieving comprehensive and sustainable development, and establishing the principle of democracy in society.

Moreover, gender mainstreaming in public institutions and municipalities, especially those that play an important and central role in terms of planning, decision-making, and determining the state’s developmental directions, is of paramount importance and cannot be ignored, as gender mainstreaming in such institutions constitutes the best way to ensure the generalization of the process and guarantee its application to all state institutions as a whole. Many researchers emphasized the importance of gender mainstreaming in institutional work, such as Hwang and Wu (2019) who emphasized the need for national governments, institutions, and international organizations to adopt the concept of gender mainstreaming and that the process of gender mainstreaming requires women activists to form social relationships that would enhance their solidarity and authority and enhance their ability to take advantage of political opportunities and confrontation tactics to enhance social capital. Other researchers focused on studying the impact and challenges of implementing gender mainstreaming (Mukashema et al., 2019; Alston, 2014). Results showed that implementing gender mainstreaming around the world has not necessarily led to women’s advancement, as it is usually associated with a decline in policies and programs that focus on women.

Another report indicated the need to mainstream the concept of gender mainstreaming as a strategic approach to achieving gender equality and empowering women at all levels of development (UN Women, 2014). The results of this report indicated the need to implement special strategies to mainstream the concept of gender mainstreaming within the development context. Another report analyzed the current situation of gender mainstreaming in the World Health Organization (World Health Organization, 2011) and found gaps in the process of gender mainstreaming within the organization's framework. The results showed that the number of male employees who were aware of a single policy or strategy related to gender mainstreaming was greater than the number of female employees. In this context, a study prepared by True (2003) discussed the general global trends of gender mainstreaming, confirming the presence of three factors supporting mainstreaming: a new feminist language, real support from policymakers and decision-makers, and the emergence of new global institutions that support the mainstreaming process. The study also confirmed that international conventions such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) play an important role, not only because they set a new global standard for gender mainstreaming but also because they can be used as a reference that provides legal protection, especially in countries that lack national laws that regulate clear and binding mechanisms for women’s protection. For a deeper and clearer understanding, it is necessary to develop a theoretical conception for the study and link it, in brief, to knowledge and theories related to the topic and the study’s objectives.

The Role Theory: The roles to which society contributes and the way we perceive and practice them are the gateway to understanding economic, social, and human life in general. Within these roles, we are born as men and women with biological differences to discover other social differences that have nothing to do with the biological differences. These distinctions are related to the expected roles that any society assigns to its members, which change over time. They are not related to the individual’s humanity but rather to other factors that are often incorrect, do not belong to human values, and become obstacles to achieving justice and development (Goethe-Institute, 2018). The role theory is an important theory for serving the individual because it explains the interaction and relationship between the individual and the social environment. As many problems emerge in the form of not being able to carry out social roles successfully due to life’s complicated nature and so many needs that oblige the human being to play more than one role in society (Al-Awamleh, El Kharouf, 2015).

(Othman, Sari, 2009) defines the role as “the sum of cultural and social patterns related to a specific position, which the individual is obligated to perform in order for his or her work to be correct in his or her position.” (Parsons, 1951) indicates that the individual is trained to perform these roles since birth during the process of social upbringing, which is the process by which children in society learn their ways of life. It is considered the first medium through which culture is transferred. It is the process that gradually transforms them into individuals who are self-aware and knowledgeable about the cultural issues into which they were born. And that process continues throughout their lives and results in forming and modifying social interactions; it also allows individuals to develop themselves and their energies and learn to adapt to the new conditions of life. If the individual performs his or her roles according to the standards, controls, and values that are commensurate with the society’s culture, then his or her actions and behavior are positive and conform to a pattern that is accepted by the group. If the individual does not conform to these controls and standards, he or she will be socially stigmatized as being “deviant,” which requires behaving in a certain way that meets the expectations of the participants in these roles. Hence, it is necessary to integrate these roles so that a person can adapt to the society in which he or she lives. (Abdel-Al, 2017).

(Parsons, 1951) then refers to the integration of roles so that the social system of the members of the group continues. The word system has become a synonym for the word society because society is already a system that has a set of variables of an internal and external nature that will cause turmoil if social control or adaptation is not accomplished (Hage, 1972). The same applies to the various institutional roles. Every culture in a society tries to close in on itself and transform its social and historical self into a natural one. This normalization deludes individuals into believing that it is valid for all times and places, and it defines itself positively while negatively defining the other. The role theory can explain the nature of the relationship between men and women and its impact on each other’s perception of the self and the other, where social roles are stereotyped and both sexes are expected to have roles and duties according to gender. The public space is described as a masculine space with its productive and leadership roles, while the private space is described as a female space with its reproductive roles and related duties of taking care of the family and children and performing domestic duties, which limit women’s participation in public affairs. (Al-Qasrawi, 2019). Particularly the leadership roles, as masculinity remains an existing phenomenon in Jordanian society, most notably in the so-called stewardship of men. However, the situation began to change as a result of many factors, including: the increase in educational opportunities for women, which gave them the knowledge and skills necessary to compete for roles that were preserved for men and which contributed to increasing women’s awareness of their conditions, which led, with the presence of women’s organizations, to increasing their demand for their rights; this coincided with the awareness of women’s rights among many men, which contributed to increasing women’s gains and enhancing their status and their joining the labor market, as the economic factor played an important role in changing the situation in women’s favor.

2-The Patriarchal System and Sexual Difference: The patriarchal system in all cultures is based on a hierarchy between the female and the male, even before they enter into the cultural and social processes of upbringing, which make biological difference a basis for cultural and social difference, on which the arrangement of the roles of the two sexes is based. The arrangement is authoritarian, with the male wielding power and authority over the female. This authoritarian tendency succeeded in creating a social base that was nourished by customs and traditions. It also established its presence in the political and legal frameworks, and its roots were extended into the symbolic and material production patterns (Al-Shaibani, 2009). The patriarchal system represents a male law that applies to all private and public aspects of social, political, and economic life in society. Hence, the roots of injustice used by man’s domination, power, and coarseness are identified with women’s subservience and fear of him, to the extent that her thinking in most cases is in favor of the patriarchal system. And so she becomes submissive and excluded in her thinking, feelings, and affection in order to serve the man, which is known as the symbolic and imperceptible violence of which Bourdieu spoke, where the victim and the executioner share the same perceptions of the world (Al-Omar, 2015).

3- Structuration Theory: The change in the reality of the Jordanian woman toward a relative increase in her assumption of decision-making positions in leading administrative positions in municipalities may be attributed to her

increasingly possessing moral and material resources. Moral resources are represented by academic qualifications and work status, as well as women's personal characteristics, in addition to their material resources that ensure their economic independence.

According to Anthony Giddens, the author of the Structuration Theory, which considers resources to be the central axis in the game of social change and a source of power and thus the ability to influence the course of events, Giddens asserts that social action, at the individual level, includes power, as it is an active, conscious act capable of bringing about change in the social structure and thus the production and reproduction of society (Giddens, 1979; Krip, 1999). Consequently, women are affected in one way or another by the implicit rules that prevail in society, as Giddens did not overlook the implicit rules in society of patterns and models that individuals follow in social life, consciously or unconsciously, and they are learned through the upbringing process (Krib, 1999; Othman, 2008). Despite this, the process of conscious and purposeful change in the social structure leads to a gradual change in the rules that govern behavior, which affects the behavior of individuals and then society as a whole. Power is inherent in all relationships, and the struggle for power and might is what Giddens calls the "control dialectic," in pursuit of dominance and control over resources and others (Kripp, 1999). Man's possession of more resources than women makes him the strongest and most capable of retaining the monopoly of administrative and leadership positions and controlling decision-making centers and community management, influenced by his interests and supported by the forces of the dominant culture. In addition, the question of who has more or less power is not necessarily a reason for control and conflict. According to Giddens, the principle of interest, not power, is directly related to the degree of cooperation or conflict among society's members and groups (Giddens, 1979), implying that power distribution can be invested in common interests. And so we can say that men may contribute to the process of change, development, and advancement of women when qualified and competent women are given the opportunity to participate in assuming those positions and work to integrate their moral and material resources and their earnings in order to invest them in achieving common interests and goals. The difference in interests and their conflict is a reason for the control and conflict between them.

This leads us to the Conflict Theory, which emphasizes the relationships of contradiction, inequality, and differing interests, and that society is characterized by a struggle for power and control, and that this conflict is positive and necessary for the society's change and progress, so that the struggle and competition to enjoy power, influence, and control over few and limited things, represented by controlling movable and immovable property, or possessing prestige, reputation, and status, Conflict theorists' ideas about it vary (Al-Hassan, 2005). We are concerned here with the conflict and competition over the administrative and executive positions and the monopoly of some individuals and groups, not giving others the opportunity to participate in power and responsibility. Men often occupy leading administrative positions and decision-making positions in various institutions of Jordanian society. This is also visible in other societies governed by men's dominance and patriarchal culture in the distribution of resources and the consolidation of social rules to serve their interests and preserve their gains and privileges. Consequently, equality of opportunity between men and women is not achieved based on efficiency and performance standards.

In the same context, what reduces women's chances of assuming administrative leadership positions is the so-called "*glass ceiling*," which embodies obstacles that prevent a greater representation of women in senior management positions and decision-making positions. These include obstacles and restrictions of cultural and social origin (Al-Rasheed and Abu Doula, 2001), where some cultural concepts are associated with ideas and beliefs that question women's ability to succeed in fulfilling the requirements and responsibilities of administrative positions, assuming that they do not have the necessary qualities and characteristics for this, such as rationality, the ability to make the right decision, independence, leadership, self-control, firmness, and other qualities that are considered among masculinity's qualities. Women are described as being emotional, dependent, weak, hesitant, and having other feminine traits, and this sexual stereotyping is entrenched in the ideas, perceptions, and attitudes of both men and women, which were formed through the stages of their social upbringing and within the framework of the prevailing culture in Jordanian society (Al-Sarhan et al., 2000). Despite Jordanian women's increasing gains at all levels, this reinforces the continued unequal representation of men and women in administrative

positions at various levels, particularly in senior management, within the society's various institutions.

Previous studies

Most of the previous studies focused on the reality of gender mainstreaming at the level of institutional representation in general (the percentage of male and female employees within municipalities, assuming leadership positions, membership in committees), and resources (participation in internal and external conferences, internal and external courses, and obtaining rewards) (Al-Haysah and El Kharouf, 2022; Kharoub and E Kharouf, 2017). The results of these studies showed that there is a clear discrimination in favor of male employees in senior positions and higher grades and in their representation in committees, while there were equal opportunities between male and female employees in benefiting from educational scholarships and obtaining rewards. These studies agreed that the most important factors that helped women reach leadership positions within institutional work are due to the sound leadership upbringing within the family (Al Hessa and El Kharouf, 2022; Kharoub and Al Kharouf, 2017). Results of the study (Kharroub and El-Kharouf, 2017) showed the absence of gender discrimination with regard to enrollment in seminars and training courses at the institutional level, while the study (Al-Hisa and El Kharouf, 2022) revealed a gap in favor of male employees with regard to enrollment in courses and conferences.

On the other hand, the study (Barrero et al. 2017) analyzed the representation of women in leadership positions in institutions, identified the main factors that prevent them from reaching senior management positions, and adopted policies to achieve gender balance in decision-making positions. Results showed that the gender gap in access to decision-making positions is due to social barriers, such as gender biases and stereotypes, organizational barriers related to employee selection processes or related to organizational culture, in addition to governmental barriers represented by the absence of legal oversight and non-compliance with legislation that encourages gender integration in the work environment.

Other local studies focused on analyzing the reality of women who are members of municipal councils. In 2014, the Jordanian Economic and Social Council conducted a study aimed at identifying the reality of Jordanian women's participation and representation in municipal councils. The results showed a low level of knowledge among women regarding the national legislation governing the work of municipal councils and their reduction of the concept of municipal work in the service framework at the expense of the absence of the concept of development work, in addition to women candidates resorting to traditional methods in the electoral process represented by participating in social events, taking into account their weak financial capabilities and lack of economic independence, which affected their ability to compete.

(El Kharouf and Al-Nabulsi, 2011) also conducted a study aimed at identifying the conditions and needs of women members of municipal councils in Jordan. The results showed that women members of the municipal councils have a high level of education, and in addition, some of them have previous experience in the field of voluntary work. The most prominent weaknesses of women members were their lack of experience in political issues and related laws, and the biggest challenge they faced was the marginalization of their role in the council by some presidents and members. Their most important needs were to develop their administrative and technical skills and train them in team management, change management, and public relations management. The most common need among female members was to improve their legislative knowledge of the Jordanian constitution, official tenders, and municipal council committee tasks. Few previous studies focused on analyzing the issue of gender mainstreaming at the municipal level. (Doorgapersad, 2017) conducted a study that aimed at analyzing gender mainstreaming in municipalities' work in South Africa and the alignment of this mainstreaming with local economic development.

The results showed the dominance of male employees in municipal work and called for the need to increase the number of female employees and professionals working in the municipalities of South Africa because of their positive impact on promoting economic development and eradicating poverty. (Miftari, 2015) studied the role of gender mainstreaming and women's participation in municipal work in the state of Bosnia and Herzegovina. The results of this study showed that the state of Bosnia and Herzegovina has clear strategies with regard to gender mainstreaming into municipal work and that there is equal representation and access to opportunities and resources between the sexes at the level of work of the selected municipalities within the study's sample.

On the local level, one study was carried out to analyze the reality of gender mainstreaming within the work of the municipalities of the city of Salt and to highlight the most important challenges facing Jordanian women in municipal work (Shalabi, 2020). Results indicated the existence of a qualitative gap in favor of male administrators and employees at the level of representation in classified jobs and specialized committees and at the level of resources in terms of participation in conferences, seminars, courses, bonuses, and additional work opportunities. The study indicated that the most important difficulties facing women in municipal work in the city of Salt were represented by the double burden of women's work, which makes it difficult for them to reach leadership positions; the lack of specific mechanisms to inform male and female employees of the available training courses; the lack of women's confidence in themselves and their ability to participate in the same tasks assigned to men; the domination of the woman over her female counterpart at work; and the lack of kindergarten at work.

The current study differs from others in that it is one of the few specialized studies that addressed the reality of gender mainstreaming in municipal work, using Madaba governorate as an example, as well as the gender approach in municipal work streams in planning and some programs and services. The study is expected to conclude with results and recommendations that help decision-makers, policy-makers, workers, and the local community to support gender equality within municipal work to achieve comprehensive local development, ensure the quality of local administration activities, increase opportunities for women's participation, and benefit from their creative energies in municipalities.

Methodology

To achieve the study's objective and based on the study's problem, objectives, and questions, the following were used:

First: the social survey method was used to identify the extent to which gender is integrated into municipal work within the Madaba governorate through the development and implementation of a questionnaire that was distributed to male and female employees and included closed-ended questions.

Second: The qualitative method was consistent with the objectives of the study by designing an interview guide that included open questions in order to have a deeper understanding of the gender approach in planning paths and some programs and services at the level of the municipalities of Madaba Governorate, which were collected through the one-on-one interview method.

The study's population and sample: The study's population included all male and female workers in Madaba's four municipalities: Madaba Al-Kubra, Dhiban, Jabal Bani Hamida, Malih, and Lubban. Their total number is (205) workers. Data was collected from all workers, male and female, who were present in the municipalities on the day of data collection (62 male workers and 38 female workers) in different positions and with different characteristics, who constituted 48.8% of the total male and female workers. Females and males accounted for about 38.0% and 62.0%, respectively. The qualitative study sample included twenty male and female leaders who work in different positions in Madaba's four governorates.

Independent variables: included gender and occupational status. **Dependent variables** included the attitudes of male and female employees towards the concept of gender: awareness of the concept of gender, availability of references in the municipality to empower women, participation in decision-making positions in the municipality, and positive or negative attitudes towards women's participation in development.

Questionnaire's stability: The Cronbach's alpha test was used in order to ascertain the validity of the questionnaire as a tool to collect the necessary data for this study, and the following table shows the results of the stability of this study as follows:

Table (1) Stability ratio for questionnaires dimensions (Cronbach's alpha)

Subject	Number of Paragraphs	(a) Value
Understanding the gender concept	3	0.798
Availability of references in the municipality to empower women	6	0.708
Participation in decision-making positions in the municipality	2	0.713
Positive trends towards women's participation in development	7	0.718
Negative attitudes towards women's participation in development	8	0.705
Negative attitudes towards women's effective participation due to family's responsibilities	2	0.795
Questionnaire	28	0.818

The results of Table (1) indicate that the stability coefficients using Cronbach's equation were achieved at the level of the questionnaire as a whole (0.818), and all of them were higher than (0.70) and ranged between (0.705 and 0.798), which is an indication of the stability of the questionnaire according to Cho and Kim (2015).

The study's results

First: consider the distribution of sample members in terms of representation and resources.

Table 2: Distribution of Sample Members According to Level of Representation in Madaba's Municipalities

Variable	Category	Male		Female	
		Number	%	Number	%
Position	Director	7	11.3	3	7.9
	Head of Department	10	16.1	4	10.5
	Administrative	45	72.6	31	81.6
	Total	62	62.0	38	38.0
Number of Committees	No committee	14	22.6	18	47.4
	Less than 3 committees	30	48.4	13	34.2
	3 committees or more	18	29.0	7	18.4
Committee Type	Local committee for licensing residential areas	21	23.6	3	8.6
	Local or regional committee	6	6.7	2	5.7
	Investigation Committee	8	9.0	2	5.7
	Estimation committee	16	18.0	3	8.6
	Naming & Numbering Committee	4	4.5	2	5.7
	Purchasing Committee	17	19.1	2	5.7
	Personnel Committee	2	2.2	6	17.1
	Investment Committee	3	3.4	1	2.9
	Property committee	3	3.4	1	2.9
	Bidding Committee	9	10.1	13	37.1
	Total	89	71.8	35	28.2

*(The total number of respondents is 100 (62 males and 38 females).

The analysis results showed that there is female participation in the various decision-making positions (manager, head of department) in Madaba's municipalities, but it is still lower than the rate of male participation. The percentage of female managers was 7.9% of the total female employees, compared to 11.3% of the total male employees, and the percentage of

female heads of departments was about 10.5% of the total female employees, compared to 16.1% of the total male employees. It was also found that there is female participation in decision-making positions through their participation as members of various committees, about half (52.6%), but they are highly concentrated as members of both the tender committee and the personnel affairs committee at 37.1% and 17.1%, respectively, and the lowest was in the investments and property committees at 2.9 % for each. (Table No. 2)

Table (3): Distribution of the sample members according to level of resources in Madaba's municipalities

Variable	Category	Male		Female	
		Number	%	Number	%
Number of courses	No course	20	32.3	18	47.4
	Less than 5	23	37.1	11	28.9
	5 courses or more	19	30.6	9	23.7
Courses' venue	Local	41	80.4	20	83.3
	Regional	8	15.7	3	12.5
	International	3	3.9	1	4.2
	Total	44	68.0	24	32.0
Number of Conferences	no conference	27	43.5	23	60.5
	Less than 5	22	35.5	13	34.2
	5 or more	13	21.0	2	5.3
Conference venue	Local	34	77.3	15	78.9
	Regional	7	15.9	0	0.0
	International	3	6.8	4	21.1
	Total	44	69.8	19	30.2
Number of prizes	Less than 5 prizes	55	88.7	38	100.0
	5-9 prizes	6	9.7	-	-
	10 prizes or more	1	1.6	-	-
Rewards type	Financial reward	44	84.6	19	50.0
	Letter of thanks	6	11.5	7	18.4
	Ideal Employee Reward	1	1.9	1	2.6
	Promotion	1	1.9	11	28.9
	Total	52	57.8	38	42.2

With regard to providing training opportunities for females and males in the municipalities that help in career development and empowerment at work, the results showed that there was a gap between males and females in the opportunities to participate in training courses, where the percentage of females who participated in less than 5 courses was 28.9%, compared to 37.1% for males. The percentage of females who participated in five or more courses was about 23.7%, compared to 30.6% for males. It is worth noting that the highest percentages of female and male participation were in local courses (83.3% and 80.4%, respectively). (Table 3) It was also found that there was a larger gap in the opportunities for female participation in conferences, with the percentage of females who did not participate in any conference reaching 60.5%. It was found that most conferences in which females and males participated were held locally (78.9% and 77.3%, respectively). It was also found that females did not receive any award during their work, compared to a large percentage of males receiving multiple prizes and rewards, such as financial rewards, thanks letters, the ideal employee reward, and promotions, at a rate of 88.7% for those who received fewer than five awards.

Second: level of prevailing gender culture among male and female workers within Madaba's municipalities and its correlation with job status and gender.

Table (4): Arithmetic mean and standard deviation of the axes of the prevailing gender culture level among male and female workers within Madaba's municipalities

#	Paragraphs	Mean	Standard Deviation	Deviation of the arithmetic
1.	I am aware of attitudes, practices and values that support or question gender equality	3.29	1.241	65.8
2.	I realize that there are institutions that have expertise in issues related to gender equality	3.25	1.218	65.0
3.	I know what is meant by the concept of gender known as gender	3.16	1.293	63.2
	Understanding the gender concept	3.23	1.044	64.6
1.	There are clear criteria and methods for participation in training courses for both sexes	2.88	1.066	57.6
2.	There is a nursery that parents benefit from	1.41	0.869	28.2
3.	The system for reporting or complaining about cases of violence against women in the municipality is ineffective	2.81	1.293	56.2
4.	The municipality provides the needs and means related to introducing gender mainstreaming issues to support employees	3.06	1.262	61.2
5.	The municipality has a reference/guidance system to support equality between women and men	2.64	1.251	52.8
6.	The issue of equality on the basis of gender has been put on the municipal agenda to be a topic for discussion	2.61	1.145	52.2
	Availability of references in the municipality for women empowerment	2.57	0.660	51.4
1.	Women participate in all committees	3.38	1.187	67.6
2.	Women participate with men in setting policies, plans and decisions issued by the municipality	3.09	1.357	61.8
	Participation in decision-making positions in the municipality	3.24	1.050	64.8
1.	I see the need for equal salaries for women and men who hold the same job grade	3.58	1.199	71.6
2.	I see the need to give equal opportunities to women and men in different committees	3.56	1.071	71.2
3.	I am proud of women's need for positive discrimination to increase their participation in development	3.43	1.343	68.6
4.	Man's help to his wife in housework is one of the basic pillars that help women continue to work in municipality	3.38	1.369	67.6
5.	I am satisfied with the health insurance system in force in the municipality	2.61	1.294	52.2
6.	A woman working in the municipality has the right to marry or have children	2.78	1.440	55.6
	Positive trends towards women's participation in development	3.22	0.669	64.4
1.	I prefer the mayor to be a man	3.95	1.250	79.0
2.	Women will not reach leadership positions without the quota system	3.27	1.384	65.4
3.	Women are not fit to lead because they are emotional	3.15	1.473	63.0

#	Paragraphs	Mean	Standard Deviation	Deviation of the arithmetic
4.	I prefer jobs in the municipality to be divided into male and female jobs	3.06	1.340	61.2
5.	Women's work in the municipality is secondary and complementary to men's work	3.03	1.352	60.6
6.	The female administrator does not deal with the female in a neutral manner	3.03	1.259	60.6
7.	I prefer that men participate in training courses and conferences held outside Jordan	3.90	1.307	78.0
8.	Women are not suitable for field work	3.07	1.289	61.4
	Negative trends towards women's participation in development	3.31	0.848	66.2
1.	Married woman cannot travel abroad due to her responsibilities towards family	3.73	1.230	74.6
2.	Domestic chores are woman's responsibility	3.41	1.443	68.2
	Negative attitudes towards women's effective participation due to family's responsibilities	3.57	1.094	71.4

The arithmetic mean reflects the following (low significance: from 1.00 to less than 2.33, medium significance: from 2.33 to less than 3.67, high significance: from 3.67 to 5.00)

Table (4) shows that the attitudes of about two-thirds of male and female employees (64.6%) were described to a moderate degree (arithmetic mean 3.23) in the area of perception that there were institutions that have expertise in issues related to gender equality, in addition to their knowledge of attitudes, practices, and values that support equality or question it on the basis of gender.

Their attitudes were to a moderate degree (arithmetic mean 2.57, 51.4%) in their knowledge of the availability of references in the municipality to empower women, represented in the presence of clear criteria for participation in training courses for both sexes, the presence of a nursery that parents can benefit from, the existence of a system for reporting cases of violence to which women may be exposed in the municipality, the extent to which the municipality provides the needs and means related to introducing gender issues to support its workers, the extent of the existence of a reference system / guidance to support equality between women and men, and finally about putting the issue of equality on the basis of gender on the municipality's agenda to be discussed.

Their attitudes were also described as moderate (arithmetic mean 3.24, 64.8%) in the field of women's participation in decision-making, through their participation as members of the various committees and their participation in setting policies, plans, and decisions issued by the municipality. Their attitudes were positive with moderate importance (arithmetic mean 3.22, 46.4%) towards the necessity of equal salaries between women and men who occupy the same job rank in municipalities, and towards the need to grant equal opportunities to women and men in all the different committees, their pride in women's need for positive discrimination to increase their participation in development, that a man's assistance to his wife in the housework is one of the pillars that help women continue in municipal work, and in their feeling of satisfaction from the health insurance system in force in the municipality, and finally towards a woman working in the municipality having the right to marry and have children.

On the other hand, there were moderately negative attitudes among a group of male and female workers towards the effective participation of women in the municipality due to family responsibilities (arithmetic mean 3.57, or 71.4%), because they believed that a married woman cannot travel abroad because of her family responsibilities and that housework is women's duty. Their attitudes were also negative towards women's participation in development (arithmetic mean 3.31, 66.2%) in their preference for dividing jobs in the municipality into male and female jobs and for the mayor to be a man,

given that women are not fit for leadership because they are emotional, that the female administrator does not deal with the woman employee in a neutral manner, that women will not reach leadership positions without the quota system, that the work of women in the municipality is a secondary work that complements the work of men, and that women are not suitable for field work, and finally, their preference for men to participate in training courses and conferences held outside Jordan.

Table (5): T-test results for the two independent samples for average responses by gender variable

Gender Culture	Sex	Sample size	A.M.	S.D.	T value	D.F.	Significance	Cohen's d	Notes
Understanding gender concept	Male	62	3.06	.912	.816	98	.417	.168	statistically insignificant
	Female	38	3.21	.882					
Reference availability in the municipality for women's empowerment	Male	62	3.19	.870	1.852	98	.067	.382	statistically insignificant
	Female	38	3.49	.659					
Participation in decision-making positions in the municipality	Male	62	3.23	.409	.026	98	.979	.005	statistically insignificant
	Female	38	3.24	.112					
Positive trends towards women's participation in development	Male	62	2.48	.720	.589	98	.558	.121	statistically insignificant
	Female	38	2.57	.717					
Negative trends towards women's participation in development	Male	62	3.35	.822	1.435	98	.155	.296	statistically insignificant
	Female	38	3.11	.779					
	Female	38	3.05	.858					

* Statistically significant ($\alpha < 0.05$)

The results in Table 5 show the results of the T-test, which indicate the extent of correlation between attitudes towards women's work in municipalities due to the gender variable. It was found that attitudes towards women's work in municipalities are statistically significant only in the negative attitudes axis towards women's effective participation due to Family responsibilities $t(98) = 2.938$, $P = .004$; Cohen's $d = 0.605$. It was found that the effect size for the total variable is ($d = 60.5\%$), as it exceeded Cohen's criterion for the medium effect according to Cohen et al. (2003), which is ($d = .50$). These results indicate that the source of the differences is males, depending on the arithmetic mean, where the arithmetic mean for them was (3.55), which is higher than the arithmetic mean for females, which amounted to (3.05). As for the rest of the axes, they were statistically insignificant.

Table (6): One-way variance test for the axes of the level of gender culture prevailing between male and female workers in the municipalities of Madaba Governorate

Scale axes	source of contrast	sum of squares	DF	mean of squares	F	effect size	significance level
Gender concept awareness	among groups	14.922	2	7.461	11.106	186	.001*
	Inside groups	65.162	97	.672			
	Total	80.083	99				
Reference availability in municipality for women’s empowerment	among groups	.689	2	.344	.525	.011	.593
	Inside groups	63.701	97	.657			
	Total	64.390	99				

Scale axes	source of contrast	sum of squares	DF	mean of squares	F	effect size	significance level
Participation in decision making in municipality	among groups	.335	2	.167	.151	.003	.860
	Inside groups	107.554	97	1.109			
	Total	107.889	99				
Positive attitudes towards women's participation in development	among groups	3.517	2	1.759	3.605	.069	.031*
	Inside groups	47.324	97	.488			
	Total	50.841	99				
Negative attitudes towards women's participation in development	among groups	.324	2	.162	.243	.005	.785
	Inside groups	64.667	97	.667			
	Total	64.991	99				
Negative attitudes towards effective women's participation due to family responsibilities	among groups	3.423	2	1.712	2.388	.047	.097
	Inside groups	69.530	97	.717			
	Total	72.953	99				

Table (7): Scheffe Post-hoc Test Results

Study's focus	N	Arithmetic mean	standard deviation	Monthly income	F	significance level
Understanding gender concept	10	4.03	.656	Director	.438	.001*
	14	3.60	.730	Head of department	-----	.019*
	76	2.91	.851	Employee	-----	-----
Positive attitudes towards women's participation in development	10	2.88	.424	Director	.984	.043*
	14	2.83	.149	Head of department	-----	.127
	76	2.41	.647	Employee	-----	-----

*Statistically significant ($\alpha < .05$)

Table (6) shows the results of the one-way variance test, which was followed by the results of the post-Shavieh test, Table (7), indicating that there are statistically significant differences at the level ($\alpha \geq 0.05$) in the level of gender culture between male and female workers towards their "perception of the concept of gender" according to the job rank variable, based on the calculated F value with a degree of freedom for the axis "perception with the concept of gender" (11.106, 2.97) and with a significance level less than 0.001, which indicates that there is a difference in attitudes between male and female employees in their perception of the concept of gender, and the effect of the job title on the variation in the perception of the concept of gender was (18.6%), which is a high level according to (Cohen et al., 2003.)

In order to find out the source of the differences, the results of Shaveh's post-selection results (Table 7) indicate that there are statistically significant differences in the axis "perception of the gender concept" between the category of "employee" and each of the functional categories (manager and department head), where the significance level between them was $< .001$ and $.019$., respectively, which is less than 0.05 , and the source of the differences is attributed to the category of "employee" depending on the arithmetic mean, where the arithmetic means were 2.91 , 3.60 , and 4.03 , respectively, it was also found that there were statistically significant differences at the level ($\alpha \geq 0.05$) in the axis of "positive attitudes towards women's participation in development" according to the variable of occupational position, based on the calculated F value with a degree of freedom in the axis of "positive attitudes towards women's participation in development," which is (2.97 , 3.605), and with a significance level of less than 0.031 , which is less than 0.05 , which indicates the difference in male and female employees according to the job position in the axis of "Positive Attitudes Towards Women's Participation

in Development” The effect of the job title on the variation of positive attitudes towards women’s participation in development was 6.9%, which is an average level according to Cohen et al. (2003). In order to find out the source of the differences, the results of the post-Shavieh selection (Table 7) show that there are statistically significant differences in the axis of “Positive Attitudes Towards Women's Participation in Development” between the job title category (employee) and the job title category (manager) with a level of significance, including $\alpha > 0.043$, which is less than 0.05. The source of the differences is attributed to the categories of job titles (manager and then employee), depending on the arithmetic mean, where the arithmetic means were 2.41 and 2.88, respectively. As for the rest of the dimensions, they were not statistically significant according to the job title variable.

Third: The extent to which the concept of gender is approached in the planning and implementation of programs and services at the level of Madaba’s municipalities

1. The participation of working women in Madaba’s municipalities in identifying needs, planning, implementing, monitoring, and evaluating

The results of the interviews showed that working women in some of Madaba's municipalities help find and define needs, evaluate municipal projects, create gender plans, and keep an eye on and evaluate procedures. For example, the Executive Director of the Theban municipality is a woman, and she is an active member of the planning committee, which is a positive thing because the society of the Theban area is characterized by masculinity.

In the area of participation in determining needs, she says: “There are no nurseries for working women, despite the fulfillment of the conditions presented in Article (72) of the Labor Law.”

In the area of participation in project planning, another woman says: “Women participate in planning projects that concern them, such as developing a training methodology for gender that targets different categories of male and female members of successive councils.”

In the field of project evaluation, another woman points out: “The multiplicity of women's regulatory bodies hinders coordination mechanisms.” For example, there was no agreement with the concerned authorities regarding the provision of a popular market to market products, which helps in the sustainability of the productive kitchen, as it stopped for this reason. And another woman adds that women are involved in monitoring projects, saying: “Following up the productive kitchen, in cooperation with the Japanese Embassy, by establishing a market for products.”

The vast majority of the study’s sample confirmed that women working in Madaba’s municipalities are able to participate at the planning level, but they may face challenges, including their ability to balance planning in the municipality with their responsibilities inside the house because working at the planning level requires a lot of field work outside the office and for long hours. CEO/Theban says: “Women are as qualified to participate as men, and I am the biggest proof of that.” While the opinion of another woman was: “I do not see any obstacles facing women at the level of planning; the problem lies in their balance between domestic work and the municipality, which hinders their career advancement as they cannot participate in field programs as men.”

Other female employees explained that women are not fit to work on financial projects and budgets or to participate in field work or in some projects, such as the hazardous medical waste project, where one employee says, *“The budget is mostly set by men.” This is a function that has been known since ancient times that men supervise financial matters, but we do it sometimes.*

Another female employee added: *“Women participate in planning projects that concern them, such as developing a gender training methodology that targets different categories of male and female members of successive councils.”*

On the other hand, male employees in general explained that “women are not fit to participate in programs for preparing and analyzing strategic planning and in programs related to field surveys, such as land acquisition programs, establishing livestock markets, and hazardous waste projects.” Except for one who said that “women can do fieldwork and planning just as much as men.”

With regard to the obstacles that women face in municipalities when participating in planning and decision-making, female employees explained that they face difficulties related to the societal culture and the inferior view of women and

their ability to work and achieve, as well as male employees not preferring to deal with female employees, as the opinions of female employees are not taken into account in many cases because they come from a female, while the priority remains for the male employee in the planning process, and because of the belief that women do not have experience and knowledge in terms of economic development, in addition to not having the required time, especially in field surveys that result in socio-economic analysis.

On the other hand, the employees saw that the obstacles that face working women in municipalities when participating in planning and decision-making are represented in their inability to know future aspirations, that is, they do not have a strategic dimension, being emotional towards making some decisions, the view of males and their lack of acceptance of their opinion, and in women's lack of experience in planning matters, as they need training and lack some skills, in addition to women's refusal to participate in planning and decision-making due to a lack of self-confidence and their lack of time to work in some field surveys, especially those held after official working hours.

2. Reference Checklist Tool Related to Gender in Municipal Work

The empowerment and participation of women in the decision-making process and their contribution to strengthening their representative presence in all political and social bodies is an announcement of their going out from the house's circle (private space) to the circle of contribution to economic growth (public space). Women's entry into municipal councils will push women towards the development of political participation and volunteerism in all civic institutions, which means making a qualitative and distinctive shift in women's self-awareness and motivating them to participate in the decision-making process related to society's affairs (Jadallah, 2007).

Since the services provided by the municipality target all segments of society, the municipality had to involve women in determining their needs and in the decision-making process, given the important services provided by the municipality, which are represented in urban and health service works, securing the civil needs of the residents of cities and towns, and managing local affairs and facilities, by developing the infrastructure of the surrounding cities and villages and providing the various services needed for individuals, such as engineering and lighting roads, organizing markets, allocating sites for gardens and parks, beautifying the streets with trees and signboards, establishing museums, libraries and clubs, drainage of rainwater, and maintaining health and safety and executing projects and preserving health and public safety.

The results of the qualitative study indicated that women in the municipality participate in a number of programs and services provided by the municipality, including: voluntary, cultural, developmental, education, training, employment, environmental, recreational, citizenship, health, sports, and information technology programs. Her participation in voluntary programs was represented by her participation in a voluntary program for capacity building and empowerment of women, "Our Youth is Power," and her participation in voluntary campaigns such as helping school students as well as in cleaning and waste collection campaigns. She also had a role in the implementation of many cultural, touristic and entertainment projects, such as traditional crafts projects, especially mosaics, a recreational garden project with a library for mothers, a project to establish a market for traditional pastries, and a project to establish a craft area/install a Mesha obelisk at the gate of Leb, and the participation in the implementation of a religious and poetic Ramadan evening, the Reading for All Festival/Family Book Fair, the "Longitudinal Garden", Drafting Methods (Mount Nebo), and the Sustainability Project of the Old City SMOT, in addition to participating in the implementation of a cultural forum in cooperation with the Ministry of Culture, and in implementing awareness courses for women and men, and writing a culture report in self or institutional training.

As an illustration of her involvement in recreational projects, she participated in the urban village project, the aqua touristic village project, the establishment of two gardens in Leb and Mleih, tourist restaurants, and a theater in cooperation with the Ministry of Culture at the Cultural Forum. The results related to women's participation in development programs, participation, and citizenship, including the women's empowerment program that supports 20 women, a popular market to market women's products on Friday (Al-Hamidiyat Market), an agricultural project, the opening of the bazaar of the Princess Basma Center for Human Development with the Municipality of Mleih, and the social safety craft project to pave and build retaining walls in Labib and Mleih, threw off a positive light. In addition to participating in the project to build

an olive mill for all citizens, you are also expected to: Participation in human resources development and training projects, such as the National Vocational Training Company project, where 100 women were trained in cosmetics, sewing, and craft projects, particularly mosaic, exemplified its commitment to education and training.

In the field of information technology, a training unit was established for women using technology. Courses were held for girls on the use of technology to qualify them for the labor market, the use of municipal computing, the enhancement and support of GIS in the Navigator system with electronic connectivity, and the start of the smart city system. And in the field of employment, through networking with a sewing factory in Madaba, to employ women who have been trained in sewing. Specialized vacancies were also opened to increase the region's service through the Business Development Center of the municipality. She also had participations related to the environment, such as participation in hygiene campaigns such as the "Throw It Right" campaign with future pioneers, the project of collecting waste from agricultural lands, collecting medical waste, and purchasing containers especially for waste collection from clinics, and infrastructure projects such as the rehabilitation project of Al-Salam Square, the project to establish a site for a power transmission station, the renewable energy project and a study to establish solar cells, and participation in the field of health, such as her participation in the implementation of many free health campaigns for women, such as the medical day at the Mleih Charitable Association, health awareness campaigns, especially with regard to cancer, awareness campaigns about the dangers of waste and its treatment methods, and awareness campaigns about the dangers of medical waste. Her participation in health projects was also represented by the implementation of sports projects, including playgrounds for teenagers in gardens and a sports league for children and youth in Madaba.

The municipalities are working hard to implement steps to achieve gender equality in the programs they issue. These steps can be summarized in the development of a plan to integrate gender into the work of the municipality for the years 2019-2022, which was embodied in the establishment of a gender unit in the municipalities, discussions of leadership positions for women, in addition to training and educating the community (women and men) about the importance of equality, training male and female workers on gender and their needs, assigning training according to competency standards for the male and female employee by lottery every three months without considering gender, reviewing plans from a gender perspective, working on several projects for women in Madaba to empower them economically, and setting other projects to target both sexes. From the above, we find that there are positive steps taken by policy and program makers in the field of giving women opportunities to participate in the various development programs in the municipalities. However, women look to other needs that may help them in their work, which can be summarized by the presence of mechanisms for candidacy for leadership positions, the need to establish a nursery for working mothers, and a follow-up to their work that the municipality has adopted, such as a market for the productive kitchen.

Results' discussion: the study's results showed that there was some women's participation in leadership positions (director, head of department) in the municipalities of Madaba, but it was still below the required level, as was their participation in the various committees. This results are consistent with the results of the study of (Alheisah and El- Kharouf 2022; Al-Shalabi, 2020; Kharoub and El-Kharouf, 2017.) It was also found that there is a gender gap in their access to equal opportunities in training courses and conferences held outside Jordan and in their access to prizes and rewards. These results can be explained based on the theory of patriarchy in all cultures on the hierarchy between male and female, which is based on the interpretation of cultural and social differences between women and men to biological differences that are reinforced through socialization through what is known as customs and traditions that contribute to the arrangement of the roles of men And women in a hierarchical form in which men are at the top of the pyramid in power and decision-making (Al-Shaibani, 2009).

The result of this study is consistent with the result of the study by Kharoub and El-Kharouf (2017) which indicated that there is a clear discrimination in favor of employees in senior positions and senior job grades and in their representation in committees. This could be explained by the controversy of control that Giddens brought in the sense that the man is more eager to be in control of the centers of power and control of resources and others influenced by his interests and supported by the forces of the prevailing culture (Giddens, 2006). The results indicate that women in the municipalities of Madaba

have less chance of getting prizes compared to men in terms of financial rewards, while they got other prizes such as letters of thanks and promotions and the opportunity for both men and women to get the title of “ideal employee.” This result is also consistent with the conclusions reached by Mukashema et al. (2019) and Alston (2014), which indicated that there are difficulties that can arise from the social and cultural values of the participants, especially their understanding of gender equality.

These results can be explained based on the role theory, which attributes that the differences in benefiting from the administrative, economic, political, social and human gains in general, which are based mainly on the biological differences in which males and females are born, to find other differences that appear societal and have nothing to do with this difference, which constitute an obstacle to justice and the development of societies as it is distant from human values, through which individuals are divided according to gender, and this culture is transmitted through the pattern (society). (Othman and Sari, 2009).

In the field of the level of gender culture prevailing among male and female workers in the municipalities of Madaba, the results indicated that there are generally moderate trends towards women's participation in development. It was described as mediocre in terms of their perception of the concept of gender, and the degree of perception varies according to the job position, as managers were more aware of the concept than the head of department, and the head of department was more aware than the employee. It was also described as moderately positive in their attitudes toward the importance of their participation in various decision-making positions and in their attitudes toward the necessity of equal salaries, obtaining appropriate health insurance, and helping a man help his wife with household chores, which helps her continue working. Attitudes towards women's participation in development differ according to the job position, as managers' attitudes are more positive than those of heads of departments. This result can be explained through the principle of interest according to Giddens' concept, through which it is explained that interest, not power, determines the extent of cooperation or conflict between members of a society and its groups.

On the other hand, males' attitudes were described as moderately negative to a greater degree than females' in their preference for the mayor to be male and for women not to reach a leadership position without the quota on the basis that she is emotional, and that they prefer dividing work according to gender, given that her work is considered secondary and complementary to men's work, in addition to the discrimination against men participating in foreign courses and conferences because a married woman cannot travel abroad because of her family responsibilities and that housework is women's duty.

These results are consistent with the findings of (Al-Shalabi, 2020; Barrero et al., 2017), which found that the gap in decision-making positions is due to social barriers, gender stereotyped biases, and organizational barriers related to employee selection or related to company culture. The result of this study is also consistent with the results of the study conducted by El-Kharouf and Al-Haysah (2022) and the study of Al-Nabulsi and El-Kharouf (2011), which found that women suffer in municipal councils from the marginalization of some presidents and members of the role of women in the council and from the poor financial situation that hinders their timely work. It is also consistent with the same study in that the result indicates that there are differences in the attitudes of male and female employees with regard to housework, participation in family decision-making, and matters related to women's empowerment in favor of females. This result is a clear reflection of the theory of patriarchy and gender difference that actually made biological differences different criteria for judging men and women according to one variable, which is gender.

The result of this study differs with the study of Kharoub and El Kharouf (2017), which indicated the presence of medium-to-high trends regarding the respondents' attitudes in the field of women's participation in the development process. The lowest level of their attitudes was the weak availability of references in the municipality to empower women, represented in the lack of clear standards and methods for participating in training courses for both sexes, the weak availability of a nursery for children that parents can benefit from, the weak availability of a system for reporting or complaining about cases of violence to which women may be exposed in the municipality, in addition to the weak availability of a reference system to support equality between women and men, and the weak presentation of gender equality

on the municipality's agenda. These results are consistent with the study's results (Al-Shalabi, 2020; Barrero et al., 2017), which concluded that there are governmental barriers represented by the absence of legal oversight and the lack of compliance with the legislation that urges the integration of gender in the work environment.

The results of the qualitative study showed that there is modest participation by women in identifying needs, planning, implementing, monitoring, and evaluating the programs implemented locally. She participated in identifying and developing needs by including them in policies and in developing special plans for the gender unit on the basis of her position in the municipality as the head or being part of the gender unit in the municipality, but they are not always involved in the planning of all projects. The opinions of male and female employees also agreed that women have a role in tracking and evaluating procedures through their participation in project planning and follow-up committees. However, there is no clear mechanism for participation, in addition to the absence of a law requiring the projects to have a follow-up committee that allocates a percentage of women.

As for the respondents' opinion about the programs in which women are not suitable for participation at the planning level, the answers ranged between approval on the basis of the participation of some of them and proving their success and disapproval on the basis that women face obstacles in reconciling work inside and outside the home, which hinders their field work. It is also difficult for women to plan financial programs and budgets, in addition to projects specific to men, such as waste.

Some of them indicated that women face difficulties related to societal culture, the inferior view of men towards female capabilities, and their lack of preference for dealing with females, given that they lack foresight in planning. On the other hand, the opinion of the males was consistent: women are unqualified to participate at the planning level on the grounds that they are emotional, that they do not have a strategic dimension in planning, that they lack training and some skills, in addition to their lack of self-confidence and their lack of time, especially in programs related to field surveys and hours after the official working hours.

It is clear from the foregoing that there is a case confirming the existence of dividing roles according to gender as stated in Elizabeth Genoy's writings on the dimensions of the social role, and this is what Parsons confirms in the role theory and that there is a relationship between culture and pattern as a relationship of influence, where the role theory indicates that there are values, standards, and controls that are consistent with the society's culture, and action consistent with this culture is what is considered a positive action. (Othman and Sari, 2009).

The results of the interviews revealed that there are projects that do not respond to gender needs, such as the park project and tourist restaurants, and that there are specialized projects in which women have been directly targeted, such as the women's empowerment project, home licenses, and the production project for women. It is clear from these projects that they are traditional projects in the field of women's empowerment, namely the conclusion reached through qualitative research, in which the respondents indicated that women are not qualified to work in projects and programs related to financial programs and budgets.

Some respondents also indicated that the priority is for males in planning, which is consistent with the conclusion reached (Mukashema et al., 2019; Alston, 2014), in which they concluded that the implementation of gender mainstreaming in all parts of the world did not necessarily lead to progress for women, usually associated with a decline in policies and programs focused on women.

On the other hand, the results showed that the municipalities of Madaba responded to the needs and roles of women through various programs, the first of which is education and training, information technology, and even in the field of employment, which indicates the effort made by these municipalities through their programs to empower women, which constitutes a response to the plan to integrate gender in the municipalities for the years 2019–2022.

This result aligns with the results of qualitative research, which were represented in the scientific steps of the planning process. This process is characterized by considering the needs of both women and men, especially with regard to strategic needs, as education and training are considered one of the most important strategic requirements for changing the roles of women and enabling them to play new roles outside their own scope and their caretaking role, or the so-called reproductive

role, as women can play multiple roles in society.

The findings of the qualitative research indicated that women in the municipalities of Madaba participated in the programs and services provided by the municipality, such as their participation in volunteer programs, cultural and development projects, education and training programs, employment, environmental, recreational, participation and citizenship, health, sports, and information technology programs.

This result can be explained with the concept of interest developed by Giddens, according to which the principle of interest, not power, is directly related to the extent of cooperation or conflict between members of society and its groups (Giddens, 1979), meaning that the distribution of power, even if it varies, can be invested in achieving common interests. The result of this study agrees with the result of the Alwishah study (2014), which concluded that there is interest in the Balqa' municipalities' budgets in terms of planning, controlling, and rationalizing consumption.

This result is in line with Geypersad's research, which indicated that gender inclusion impacts economic development. The same findings were identified by a study conducted by UN Women in 2014. The results indicated the need to implement special strategies on integrating gender approaches in a specific or multi-track context, integrating both qualitative social methods in a comprehensive way in policies and programs, and gender-oriented or focused work on promoting gender equality and women's empowerment within specific sectors.

Similarly, Miftari's 2015 research, which analysed the role of women's participation in municipalities and political, economic, and social life in local communities in Bosnia and Herzegovina and concluded that the implementation of special legal strategies and other actions that support inclusion and planning directions that aimed at improving the status of women, increasing gender equality, and promoting social inclusion were Bosnia and Herzegovina.

Recommendations

From the previous results, a set of recommendations and proposals can be developed, as follows:

- Spreading awareness of the gender concept in municipalities.
- Holding workshops and seminars related to gender mainstreaming in municipalities.
- The need to urge international, regional, and local bodies to increase support for gender mainstreaming in municipal work at all levels of planning, programs, and projects.
- The need for more research on the subject of the study.
- Urging the implementation of gender-based strategies, once developed.
- Increasing the representation of women in the organizational structure of municipalities.
- The need to review and analyze legislation from a gender perspective.
- The need to generalize the results of this study to the interested sectors.

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