

Gender and Governance



Mariatu Fonnah - Manager



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15 years of service

- 2003/2004: Pioneering comprehensive study of the impact of women in politics in Southern Africa - *"Ring up the Changes, Gender in Politics in Southern Africa."*
- 2006/2008: Ground breaking research, *At the Coalface, Gender and Local Government.*
- 2003/2015: Gender, elections and media campaigns and reports linked to all local and national elections.
- 2006/2008: Crafting of intervention strategies for transformation within local government - Six Stage Centres of Excellence process tested.
- 2010/2011: Revamping of strategy after five-year institutional evaluation to a 10 Stage COE process.
- 2008/2012: Registering offices in nine countries in addition to the South African base.
- 2012: Quota for women in local government adopted in Mauritius with support from GL.
- 2011/2015: Gender on the local government agenda advanced through 432 Centres of Excellence for Gender in Local Government in 10 countries, covering 34% of the population.
- 2014: Summits extended to district level.
- 2013/2015: Costed local GBV action plans.
- 2013/2015: Systemic measuring of changes in attitude at the local level.
- 2014: Councils collectively contribute 71.2% towards gender mainstreaming, ending GBV and promoting gender equality through gender responsive budgeting and service delivery.
- 2013/2015: Entrepreneurship training for survivors of gender violence linked to the gender action plans of Councils was completed and evaluated. 1500 women GBV survivors facilitated through a four-phased Entrepreneurship and Life Skills Programme in 102 councils in the 10 satellite countries.
- 2015 onwards: Innovative review and revamping of the programme content, resources and methodology to enhance delivery.
- Revamped 50/50 campaign and programming aligned to the SDGs and post 2015 SADC Protocol.

No. of Centres of Excellence	Country																Total
	Bots	DRC	Les	Mada	Mal	Maur	Moz	Nam	SA	Sey	Swa	Tan	Zam	Zim			
	31		50	67		83	19	36	20		24		44	58	432		
No. of events during the year	Country																Total
	Bots	DRC	Les	Mada	Mal	Maur	Moz	Nam	SA	Sey	Swa	Tan	Zam	Zim			
	COE	18		22	37		10	7	4	9		5		16	14	142	
	Non COE	4		0			9		5	9		0		0	5	32	
Total	22		22	37		19	7	9	18		5		16	19	174		
No. of participants	FEMALE								MALE						TOTAL		
	4 023								2 732						6 755		
Outputs	Reports		Action plans			Books		Fact sheets		DVDs/Infographic			Pamphlets/posters				
	1 582		403			0		0		0			0				
Outreach	Website hits		Contacts generated			Media mentions		Other events attended			No of MOUS with partners						
	5 599		1 022			208		40			93						
Evaluations - average scores	Content	Design	Documen-tation	Facili-tation	Group work	Outputs	Outcomes	Learning	Networking	Admin	Overall						
	86%	86%	85%	88%	85%	83%	83%	87%	86%	86%	85%						

The Gender and Governance programme provides a strategic pathway to localising key international instruments for promoting gender equality, women's rights, women's economic empowerment and ending gender based violence at institutional, community and individual levels. The programme's goal is to promote gender equality and responsive governance within local government in accordance with the provisions of the SADC Protocol on Gender and

Development, aligned to Sustainable Development Goals (SDGs).

This programme is pivotal to ensuring that the tier of government closest to the people, local government, is equipped with the needed skills sets and knowledge to advance women's rights, justice and development through effective gender sensitive decision-making and efficient service delivery/actions. Localising the

SDGs and SADC Gender Protocol is pivotal to programme design, implementation, monitoring and evaluation and documentation. The programme is implemented in 10 SADC countries (Botswana, Lesotho, Madagascar, Mauritius, Mozambique, Namibia, Swaziland, South Africa, Zambia and Zimbabwe).



Women take up the leadership challenge: Rabearisoa Lancelot Annick, Mayor of Bongatsara, Madagascar. Photo: Colleen Lowe Morna

The increasing lobbying and advocacy for equality for women in politics and leadership, electoral systems reforms through 50/50 campaigns, the collection and dissemination of case studies and testimonials on women making a difference in politics plays a key role in advancing gender responsive governance. On-site training of trainer's (ToT) workshops for about 864 council officials (GFPs and GCs), influential community members and facilitated peer learning and sharing has resulted in the programme achieving major targets including rolling out the Centres of Excellence (COE) programme to 432 of the 1010 local authorities (43%) covering 34% of the population.

GL works strategically with partners to design, develop and implement projects. For instance with limited

budgets, GL cascaded the district level summits initiated in 2014 to 15 more councils; totally 30, ahead of the national and regional summits in 2015. Councils demonstrated their increasing ownership of the COE programme and commitment to advancing gender equality and mainstreaming by contributing financial and human resources in organising and coordinating the summits. In 2014/2015, councils committed R 79, 875, 638 towards gender mainstreaming through specific projects, financial and in-kind contributions to the COE process and funds they raised. GL continues to craft cost effective ways of strengthening achievements in current COEs, cascading the programme to new ones with direct involvement of the Ministries of Gender and other relevant ministries.

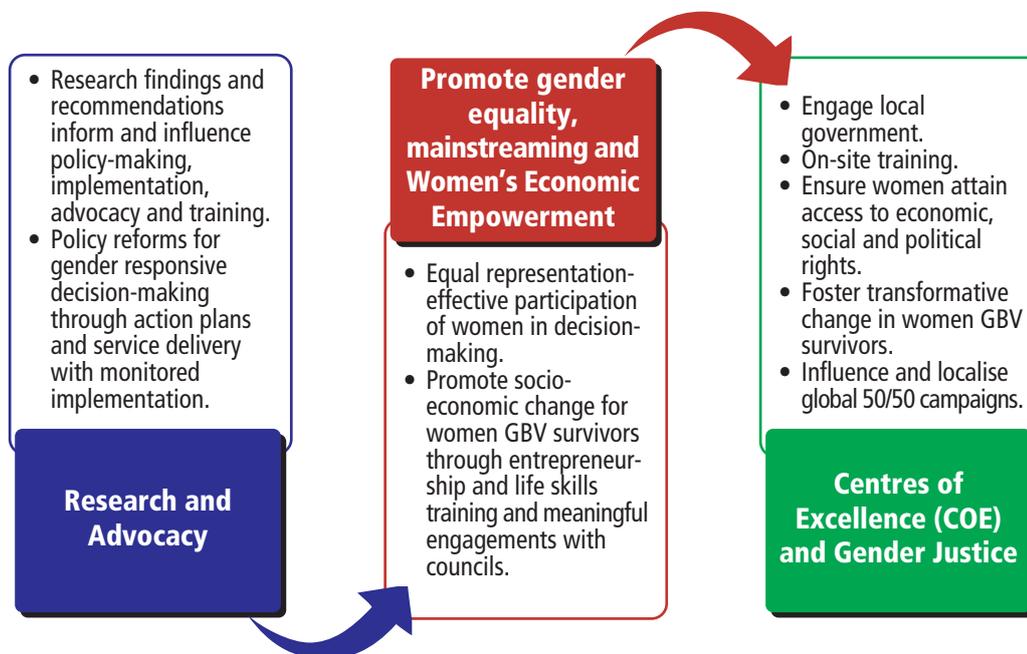
Objectives

In 2015 the programme sought to:

- Increase lobbying and advocacy for electoral systems reforms that foster gender parity in political leadership and decision making at local levels.
- Roll out and strengthen the 300 COE's on gender and local government to 100 more councils, and cascade to district level Protocol@Work summits.
- Progressively change attitudes on GBV and strengthen council's strategies to reduce GBV community by community in 100 local councils.
- Test the hypothesis that increased economic capacity will result in a decrease in GBV and increased agency for 1500 GBV survivors through a pilot Entrepreneurship and Life Skills Training programme aimed to reduce GBV in 100 councils.
- Share good practices on gender equality and mainstreaming and identify local level strategies that work to end GBV.

How the programme works

As illustrated below, the **COE approach** to gender mainstreaming, promoting gender equality, ending violence and empowering women GBV survivors is a unique blend of research and evidence, applied to strategies; action planning, with on-the-job capacity building and applied learning; framed around vigorous monitoring and evaluation, affirming of good practice, and sharing of learning at the annual summits. Emerging evidence suggests that this inter-linked model is effective and sustainable. GL is currently reviewing the COE methodology five years after its design to align to its latest 2016 to 2020 strategy.



The COE programme **design and implementation** model follows the following key stages:

Stage	Process	Principles
1	Meetings with management and political teams and adoption of COE process.	Political support: Getting buy-in at decision-making level.
2	Undertaking a gender audit of the council.	An evidence-based approach: Conducting a situation analysis that is council-specific and will help to address the needs of that council.
3	Mobilising meeting with council representatives and popularising the SADC protocol on Gender and Development.	Community mobilisation through the SADC Gender Protocol local/village level workshops that familiarise communities with the provisions of the sub-regional instrument and empower them to hold their council's accountable.
4	Inception workshop.	Action planning: Conducting council-specific gender and action plan workshops that localise national and district gender policies and action plans.
5	Action planning workshop	
6	Adoption of the action plan.	Commitment: Getting councils to make a public statement about their intentions with regard to the action plan.
7	Media, campaigning skills.	Capacity building through on-the-job training with council officials and political leaders. Assisting councils and communities to apply these new skills through running major campaigns, e.g. 365 Days to End Gender Violence; the 50/50 campaign etc. Application of skills by assisting councils and communities to apply these new skills through running major campaigns, e.g. 365 Days to End Gender Violence; the 50/50 campaign etc.
8	IT for advocacy.	
9	Monitoring and evaluation.	Tracking: Administration of score cards and other monitoring and evaluation tools that can be used to measure change in the immediate, medium and long terms.
10	Summits.	Knowledge creation and dissemination: Working to gather and disseminate best practises, case studies, etc. that can be presented at the annual gender justice and local government summit and awards at district, national and regional levels; that provide councils and communities with a platform to learn from each other on empowering women and ending violence at the local level.

Key activities

Lobbying, advocacy and training for increased women in leadership and political decision making. To promote gender parity and participation in local government, GL trains women candidates in campaigning and media skills and use of IT for networking. GL lobbies governments for legislated quotas for women in local and national government. In 2015, GL held 50/50 campaign workshops with parliamentarians in post-election Botswana and in

preparation for the 2018 elections in Mozambique. In May 2015, representatives from the Ministry of Local Government, Ministry of Justice, Zimbabwe Electoral Commission, UNWOMEN and GL Zimbabwe undertook a learning visit to Mauritius to learn from the 2012 campaign that led to a quota for women in local government on the island ahead of the 2018 tripartite elections. The visit resulted in a position paper which will be submitted to parliament for consideration.

Roll out of the Centres of Excellence for Gender in Local Government:

Country	Total COEs in 2015	COE stages complete with action plans	Variance (outstanding action plans)	% progress
Botswana	31	25	6	81%
Lesotho	50	50	0	100%
Madagascar	67	67	0	100%
Mauritius	83	83	0	100%
Mozambique	19	17	2	89%
Namibia	36	35	1	97%
South Africa	20	17	3	85%
Swaziland	24	12	12	50%
Zambia	44	39	5	89%
Zimbabwe	58	58	0	100%
TOTALS	432	403	29	93%

The table illustrates progress in rolling out the COE process. 432 councils have joined the COE process and 403 have developed costed gender and GBV (93% progress). GL's top priority in 2016 includes completing the outstanding stages; strengthening gains with active councils and getting councils to drive gender mainstreaming. Measures to enhance sustainability include:



- **Developing in-house capacity to run some of the COE stages:** In 2015, GL intensified efforts to cut costs and enhance local ownership through training Drivers of Change. These comprise Gender Focal Persons (GFPs, usually council officials) and Gender Champions (GCs, councillors who provide political leadership. GL works with 864 GCs and GFPs. GFPs co-facilitate stages two and three, six, seven and eight; and actively take part in organising logistics for workshops and summits in some countries. They collect questionnaires from the councils to measure attitudes and knowledge on GBV as well as the citizen scorecard pegged on the SADC protocol. In Lesotho, the gender ministry has made available its Principal District Gender Offices (PDGO) to work with GL in cascading the COE model across the country, on the basis that for every council GL works with, the PDGOs work with at least one council, using GL's training, monitoring and evaluation framework. GFPs within each council are expected

to carry out the situation analysis, assist in administering the score card, and drive the process from within. These PDGOs also co-facilitate both the Entrepreneurship and Life Skills programme in Lesotho; an exemplary value add to the sustainability of the project. The GCs mainly consist of councillors who provide the political vision and guidance to the process. They are tasked with community mobilisation (stage three), signing the statement of commitment (stage six) and generally ensuring the process remains on course.

- **Community mobilisation:** Reaching out to the communities in the governance work has been strengthened by the village workshops and profiling moving stories council by council, where people's lives have been transformed creating multiplier effects through sharing and online profiling.
- **Working with governments and local government associations:** Following strong partnership building and previous ToTs, GL Namibia held a TOT of GFPs and GCs collaboratively with the Ministry of Gender and Child Development in an effort to sustain the COE work. GL has worked close with Provincial District Gender Officers (PDGOs) in Lesotho to canvass, mobilise buy-in and ownership as well as co-facilitate workshops and monitoring of project activities. In all countries with GL offices, GL works collaboratively with Local Government Associations.

Governance MOUs with key partners and their categories

Country	Government	Private sector	Donors	NGOs/CBOs	Totals
Botswana		8	2	1	11
Lesotho	1				1
Madagascar	67		1		68
Mauritius					0
Mozambique	3	1			4
Namibia	2				2
Swaziland	1				1
South Africa					0
Zambia	2				2
Zimbabwe	2	2			4
Totals	78	11	3	1	93



Partnerships: Gender Links Namibia Manager (second from left) Sarry Xoagus Eises joining the Minister of Gender and Prosecutor General during the launch of 16 Days campaign in Namibia in 2015. Photo: Veronika Haimbili

By the end of 2015, the GL Governance programme had successfully concluded 93 MOUs mostly with councils and government ministries, some with private sector organisations and other CBOs. GL also works hand and glove with local government associations, gender machineries and key Gender Ministries in seven countries. The COE process has made achievements through high level political support across ministries and political parties, as reflected in high level attendance at annual summits and during 16 Days activities.

Peer learning and twinning between councils:

Twinning arrangements between councils have facilitated peer learning. For example, Swakopmund council in Namibia helped Karibib to draw up its gender action plan. Grand Port District Council hosted seven other district councils and some village councils to a study visit in Mauritius in November 2014. Study visits and twinning arrangements need to be facilitated more as this model has proved appropriate and

conducive for learning and innovation in the roll out of the COE programme.

Cross cutting areas

Cross cutting issues integrated in the Gender Justice and Local Government training content include Climate Change and Sustainable Development, Gender and Disability, HIV and AIDS and Care Work. Gender Links has also included these intersectional issues as key thematic categories in the annual summits so that councils, partners and CSOs can share their best practices to foster learning on integration strategies.

Gender and Disability: GL's programme design and delivery within councils and communities has made use of an inclusive approach. In reviewing programme content, GL will include Gender and Disability as a stand-alone module. The examples that follow show how country offices are taking up this issue in their work:

All national programmes and strategies in public and private sectors in **Botswana** are required to demonstrate disability-sensitive programming, implementation, monitoring and evaluation so as to eliminate all forms of inequality and discrimination. GL Botswana has made it a point that at every event representatives from the Society of People Living with Disability are informed and invited. The office is working towards increasing its pool of partners that deal directly with projects for the advancement of disability needs and rights and involving them in GL's district, national and regional summits.

GL **Lesotho** has undertaken to engage in the development and implementation of policies, laws and administration measures aimed at securing the rights of people with disabilities and to abolish laws, regulations, customs and practices that constitute discrimination towards people with disabilities. The Lesotho National Federation of Organisations of the Disabled (LNFOD) is always invited as key partners in stakeholder meetings and their views and concerns are taken into account. The local councils also include the disabled in their employment policy and always make sure that they get equal job opportunities.

Gender and Climate Change - localising efforts in conserving the environment:

The COE's abound with innovative examples of measures being taken to prevent, adapt, and mitigate the effects of climate change.

Grand Port District Council in Mauritius is exemplary on climate change management strategies as shared during a study visit held in November 2014 with seven other District councils and representatives of village councils. A winner in both the 2013 and 2014 summits, Grand Port has committed to planting 5000 trees, in conjunction with a campaign on keeping a clean environment. The Council is providing tree cuttings and nursed plants to community members and councillors to plant, and even organising planting competitions. This non-traditional role of women has boosted the city's gender mainstreaming approaches whilst clearly benefiting the community by providing these services.

The **Kariba Municipal Council in Zimbabwe**, has allocated land to SMEs particularly women in community based organisations for business projects. In addition members of the community benefit through income to be earned from sales of waste plastic and beverage cans.

Selebi Phikwe in Botswana integrated and is advancing climate change into their Gender Action plans, by including vegetable gardens and other climate friendly activities in their budget for gender. Nine women and one disabled man work at one of their prime recycling gardens. They growing enough produce for household consumption, and making a profit by selling excess produce. The council has sought to combine projects such as recycling with income generating empowerment projects.



Mayor of rural council of Tsiafahy and Ralaiarimanana Herizo John.
Photo: Gender Links

Ralaiarimanana Herizo from the Maintso Tsara Association at **Tsiafahy Rural Council in Madagascar** won the climate change category at the 2015 national summits. As a young active leader and member of the gender committee of the council, he examined the impact of climate change in recent times and documented its harmful impact on the Tsiafahy council and community. He organised a mass awareness-raising session on reforestation and developed a project for the installation of a safe water system in the community. Subsequently the council has embraced environmental sustainability strategies in decision making and service delivery, prioritising sustainable development.



Recycling yard at Selebi Phikwe in Botswana.
Photo: Gender Links

Summits and documenting the COE process

GL held District Level Summits (DLSs) for the first time in 6 of the 10 SADC Countries running the COE programme in 2014 and in seven countries in 2015. GL held pre-summit verification meetings in the three countries that did not hold DLSs to review progress of the councils in gender mainstreaming, promoting local economic development and ending GBV within their communities. The DLSs are used as a learning, knowledge sharing and networking platform for councils within similar geographical locations

showcasing best practices. This localised model gave COEs more time to participate, to share experiences and best practices. This model proved so popular that two South African Councils (Mossel Bay and Capricorn) have held their own local level summits. Grand Port Council in Mauritius, which won the prize for the best COE in all of Southern Africa, hosted a study visit for all the councils of Mauritius, themed around local level peace initiatives. Below is an example of the good practices shared at summits:

Lobatse Town Council has partnered with the Botswana Police Service to reduce Gender Based Violence (GBV) in the locality. The partnership provides confidential support to victims of GBV by having focal persons at the police station trained on GBV matters. Institutions such as churches, schools, institutions, clinics, hospitals teach and sensitise people about GBV with help of police services. The community was encouraged to report any form of GBV to the police.

The local police stations now have a secluded and private office with police counsellors who deal with GBV cases directly. A front desk officer deployed at the reception, has an officer trained in GBV issues who is also the first point of contact for all GBV victims. The police stations are working with the council to improve record keeping of all the GBV cases. Support services include therapy sessions and counselling. Some instances involve referrals to local psychologists especially in cases whereby the victim



Lobatse town council joins forces with police to end gender based violence.
Photo: Gender Links

has gone through the most traumatic violence. Follow up visits and calls by the police station's GBV unit ensure continuous support to survivors. The GBV campaign has really promoted partnerships between the town council, police and local businesses. *Excerpt from the Protocol@work case study submitted by Lobatse Police station; SADC Protocol@Work Summit 2015*

Examples of some gender actions developed and implemented by councils include, multi-party women's caucuses established within councils in Maun and Lobatse; fair land allocations at Namaacha in Mozambique where in 2015, 60% of the land was allocated to women; the review of the gender policy in Serowe to ensure it provides the basis for gender sensitive decision-making projects and their delivery in Botswana. In Namibia gender awareness and sensitisation campaigns have been crafted on women's rights, access to resources such as land, financial resources and business opportunities through fair procurement processes.

However, a key challenge faced during the year was getting councils to finalise, adopt and effectively implement their action plans. Councils have internal protocols and processes to follow before any policies, actions or activities are approved. The costing of action plans to ensure gender responsive budgeting has been restricted by limited funds within councils. GL is encouraging councils to lobby ministries to increase council budgets and inform them of other projects for funding opportunities that they can tap from.

Outputs

Targets for the year	Baseline	Indicators	Achieved in 2015
Roll out of the COE process			
Cascading methods documented relative to country contexts; COE's cascaded to 20 more councils (400 councils in total).	GL has developed three cost effective ways of cascading COE's - working with gender ministries; peer trainers; and twinning. 381 COEs bought into the process in 2014.	No of new COE councils as a result of the cascading process.	432 councils joined the COE process; 32 more than the target for the year.
Flagship programmes to end GBV			
100 councils join and complete ten stages of the COE process; declare zero tolerance for GBV; design and implement concerted campaigns whose impact is measured through a localised version of the GBV indicators/attitude research.	50 baseline datasets analysed. GL used an online tool to measure and produce council level baselines.	No of COE's that develop and implement flagship programmes to end gender violence.	403 gender and GBV action plans were verified throughout the year including during district and national summits. This is an increase of 240 action plans from 143 gender and GBV action plans in 2014. The verification process included updating the score card and assessing evidence to measure progress.
Leadership training			
2000 women whose leadership capacity has been built or strengthened as leaders.	GL started measuring this parameter in 2014. A total of 2515 women participated in developing the 365 Day Gender Based Violence Action plans, assuming leadership and becoming active change agents; 25% higher than target.	No of women trained as Gender Focal Persons (GFP) and Gender Champions (GC), prospective councillors and leaders.	A total 3 980 women participated in developing council gender action plans, assuming leadership and becoming gender cadres for change. GL substantially exceeded the target.
District level summits			
Summits cascaded for the first time to 15 districts.	13 District summits pioneered in 2014 and they garnered a lot of support. 339 women and 203 women (542 in total) from 143 councils participated in 15 district level summits in six countries.	No of district level summits.	15 district level summits cascaded in 2015 totaling 30; including pre-summit verification workshops; garnering increased support. These gathered active participation from 1120 women and 505 men (1625 in total) with 70.2% of the participants being women.
Best practices			
100 good practices from 100 localities x 3 years = 300 good practices on the link between gender and economic justice.	In 2014, a total 284 councils from ten countries presented 22 case studies on GBV and 47 on women's rights; 25 on climate change; two on the 50/50 campaign; 30 on leadership and 158 on the COE process at the 2014 SADC Gender Protocol@Work Summits.	No of good practices demonstrating the link between gender and economic justice.	GL gathered 814 case studies during the district level and national summits. Winners proceeded to the regional summit. Councils presented 163 best practices on COE; 54 on Economic Justice and Education; 25 on Gender and Governance 50/50; 106 on GBV; 72 on Gender and Climate Change; 64 on Media; 66 on Gender Champions; 185 on Emerging Entrepreneurship; 55 on SRHR and 24 on Constitutional and Legal Rights. Altogether, the councils, GBV survivors and other partners have presented 2189 case studies at summits over three years.

Outreach

Country	Number of councils	Number of COEs	COE population	Country populations	Average percentage of COEs in countries
Botswana	32	31	1 593 140	2 262 000	70%
Lesotho	75	50	978757	2 135 000	46%
Madagascar	119	67	4 800 630	2 423 5000	20%
Mauritius	133	83	1 885 09	1 273 000	15%
Mozambique	53	19	5 738 780	2 797 700	21%
Namibia	58	36	686 169	2 458 000	28%
South Africa	278	20	5 265 062	5 449 000	10%
Swaziland	67	24	948 291	1 286 000	9%
Zambia	103	44	9 746 763	16 211 000	60%
Zimbabwe	92	58	10 056 250	15 602 000	64%
Total	1 010	432	39 813 842	96 675 800	34%

As reflected in the table, GL is now working in 432 of the 1010 councils in the ten countries that it works in (42% of the total number of councils). These councils include all the capital cities, and 39 813 842 people or 34% of the population. In Botswana, only one council has not started the COE process though they have shown interest. In Mauritius, all the District and Municipal councils are COEs with the outstanding 50 being village councils. In Lesotho, Namibia and Zimbabwe, the COEs now cover three quarters or more of the councils.

There are only three (large) countries in which the COEs cover significantly less than half of the population: Mozambique, South Africa and Madagascar. The difference in reach achieved to date, along with local political factors, and different models for cascading piloted to date, have a significant bearing on the direction that the COE programme needs to take in each country going forward (see next steps).

COEs are extending the outreach through local media coverage and innovation such as monthly e-newsletters and print newsletters. Councils are increasingly viewing the role of media and information transmission as a platform for sharing knowledge. Stages seven and eight of the COE process equip councils with the needed skills to use the media as a tool and means of effecting

the needed change and promote gender equality and mainstreaming in their communities.

Gender Links has created council pages for all COEs and these are also linked to council websites and FaceBook pages where these are available. Council institutional profiles are regularly updated and councils are also encouraged share current and information related to their transformation and best practices in gender mainstreaming in real time for updating on their pages. Gender Links also encourages councils to have their own websites. Arandis and Oshikuku councils in Namibia, and Lobatse Town Council in Botswana have monthly and quarterly electronic newsletters that are distributed to the community and partners as well as other councils. In 2016, GL is working with the councils to create a Gender in Local Government Community of Practice. Councils also use community media to spread the word on gender equality.



Councillors at the COE Stages 7 and 8 workshop in Lesotho.

Photo: Ntolo Lekau

Creating a song and dance on gender equality in Lesotho



Cllr Sefali engaged in a song and dance with some of his followers.
Photo: Gender Links

Councillor Sefali of Tsana-Talana Council, Lesotho, has established a reputation for encouraging men to

join a theatre group that tackles gender equality and women's empowerment. Councillor Sefali first interacted with GL in 2011 during the COE workshops that "opened his eyes". He went on to become chairperson of the council. "Before I become a leader, I thought that it is only men who can have final decisions and who can be leaders. Since I have been a gender aware leader, I understand that women are very powerful; they can have a say and be leaders too. I ensured that men understand that women are not children and can make right decisions." Cllr Sefali has twice won awards at summits as a Gender Champion. In the last elections he formed and registered his own party and called it Community Freedom Movement. Although he did not win the national elections he raised his profile especially among women voters whom he regards as vital for change.

Outcomes

Targets for the year	Baseline in 2014	Indicators	Achieved in 2015
Women's political representation			
Training women candidates and prospective leaders to ensure a cadre of leaders that will take forward the work on ending GBV and empowering survivors of gender violence.	A total of 235 women candidates were trained in Botswana, Namibia and South Africa in 2014. Madagascar did not have elections and Swaziland split its election into rural and urban councils held a year apart.	Number of women whose leadership capacity has been built or strengthened as leaders (e.g. by receiving leadership training/coaching) and are applying this in informal or formal leadership.	A total of 2312 women leaders within local government were trained in the 10 countries throughout 432 councils as part of participants in attendance in the COE on-site trainings.
Women constitute at least 30% of councillors in the COE's that GL works with; testimonial evidence of the difference this makes; at least three case studies of the outcomes of campaigns to extend electoral quotas to local government.	Women constitute 25% of councillors in the COE's that GL works with; GL has 179 case studies of women and men making a difference; three case studies - Mauritius, Lesotho and Zimbabwe - of campaigns to extend electoral quotas to local government.	Proportion of women in local government in the COE's that GL works with. Case studies and testimonial evidence of the difference that this makes.	Women's representation increased by two percentage points from an average of 24% to 26% in 2015. Through district, national and regional summits, GL collected 814 case studies of women and men making a difference. Of these, 66 were particularly on Gender Champions.
No of countries that strengthen special measures for increasing women's representation in politics at national and local level.	Ten SADC countries have quotas of some kind, but none specify 50%; five of these are voluntary; two at local not national (6). Namibia's SWAPO party adopted a 50/50 quota for the November 2014 national elections leading	Progress towards strengthening quotas in three countries.	Four countries had local elections in 2015. Two of these countries experienced an increase in women's representation at the local level in 2015 - Madagascar from 6% to 15% and Namibia from 44% to 48%. These are two countries in which GL has actively lobbied for special measures to increase women's representation. Three countries have

Targets for the year	Baseline in 2014	Indicators	Achieved in 2015
	to a dramatic increase in women's representation from 26% to 41%. Madagascar conducted a study visit and Zimbabwe is planning a study visit to Mauritius to study the local government quota.		local elections in 2016 - Zambia, South Africa and Lesotho. GL has active 50/50 campaigns in each. GL helped to organise a study visit by senior officials from Zimbabwe to Mauritius to study the legislated quota there. This has resulted in a submission to the Zimbabwean cabinet on the need for a legislated quota for women in local government in the 2018 elections.
Gender responsive governance			
Gender Score Card (GSC) increases to 68% (48% lowest, 83% highest).	63% (43%, lowest, 78%, highest).	Percentage achieved in the Gender Score Card (GSC).	66%, (45% lowest and 96% highest).
Gender responsive budgeting			
Proportion of cash and in kind contributions from COE councils will be a minimum of 70% of the total cost.	New in 2014. COE councils contribute 70% of the total cost of gender mainstreaming in 300 councils	Proportion of cash and in kind contributions from COE councils.	Achieved 71.2% - 1.2% higher than target.

Women in local government: The table provides up to date figures on women in local government generally, as well as in the COEs, in the ten countries that GL works in.

Impact - Women representation in local government in 2015							
Country	COE			Country			COE versus country
	Total no. of councillors in COEs	No. of women councillors in COEs	% of women councillors in COEs	Total local government councillors	Women in LG	% women in LG	Variance
Botswana	424	85	20%	605	117	19%	2%
Lesotho	500	225	45%	1 276	627	49%	- 4%
Madagascar	357	54	15%	9 608	579	6%	9%
Mauritius	651	151	23%	1 614	388	24%	-1%
Mozambique	513	144	28%	1 196	450	38%	-10%
Namibia	189	79	42%	323	135	42%	0
South Africa	297	153	51%	9 090	3 494	38%	13%
Swaziland	155	18	12%	462	54	12%	0
Zambia	664	57	9%	1 382	85	6%	3%
Zimbabwe	147	25	17%	1 962	318	16%	1%
Total	3 897	991	26%	27 518	6 247	23%	3%

Two countries, Madagascar and Namibia, held local elections in 2015. In Madagascar, women's representation increased from 6% to 15% and in Namibia from 44% to 48%. Namibia has a legislated quota for women in local government; Madagascar does not. While the doubling of women's representation in local government in Madagascar is significant and is a tribute to the mobilisation over the years, the fact that this is still so well below 50% underscores the importance of GL's campaign for legislated quotas across the region.

A key focus of GL's is to lobby for legislated quotas in at least ten SADC countries using the highly successful Mauritius campaign as a springboard. The study visit prizes that GL organised after last year's SADC Protocol@Work summit included Madagascar winners going to Mauritius to learn about the quota that led to a fourfold increase (to 30%) of women in local government in the December 2012 elections.

In 2015, GL helped to organise a study visit by senior officials from Zimbabwe to Mauritius to study the

legislated quota there. This has resulted in a submission to the Zimbabwean cabinet on the need for a legislated quota for women in local government in the 2018 elections.

Three countries have local elections in 2016 - Zambia, South Africa and Lesotho. GL has active 50/50 cam-



Josephine Ncube

The changing face of council administrations: While the COE process has limited influence on election outcomes, women in local council administrations constitute an important indicator of change. GL has tracked this closely in Zimbabwe, one of its best established offices. Female managers constituted 33 out of 203 (16% of the total managers) at baseline conducted in 2013. This figure rose to 55 out of 266 (21%) after an analysis in the last National Summit in June 2015. These changes are attributed to interventions by the Ministry of Local

paings in each. In 2015, women comprised an average of 26% those in the COEs: three percentage points higher than the regional average of 23%. This figure is still below the 50% target prescribed in the SADC Protocol on Gender and Development, but it shows that change is possible.

Government as well as deliberate efforts by councils to ensure that women are represented in decision-making positions. For example when Murehwa Rural District Council joined the COE process, the council had no female managers. The Gender Focal Person and 3 other female managers now hold decision-making positions in council. A number of councils now have women CEOs, Town Clerks and Town Secretaries. For example the former GFP of the City of Harare Josephine Ncube is now Acting Town Clerk for the capital city.

Gender responsive governance

Country	COE baseline score	COE score 2015	Variance
Botswana	41%	77%	36%
Mauritius	61%	80%	19%
South Africa	66%	71%	5%
Lesotho	44%	63%	19%
Namibia	44%	55%	11%
Madagascar	58%	68%	10%
Zambia	59%	68%	9%
Zimbabwe	54%	64%	10%
Mozambique	52%	59%	7%
Swaziland	58%	57%	-1%
Average	54%	66%	13%

GL uses the Gender Score Card (GSC) comprising 25 questions on gender in councils to measure the degree of responsiveness to gender issues. Councils score themselves. The score is verified by an independent panel of judges at summits. The score card has been administered annually since 2012, and disaggregated by council and score for the benefit of the councils.

At 66% average, the GSC regional average improved by four percentage points from last year's average of nine points and 13 percentage points higher than the baseline year (2012). Mauritius had the highest average score (80%) while Botswana made the most progress (an increase of 36 percentage points). Swaziland and Namibia had the lowest average scores. Although there was some fluctuation in scores

in 2015, the overall trend is positive, except in Swaziland, where GL has encountered political challenges in taking the programme forward; their scores however improved from 2014 by two percentage points. Overall, the emerging evidence of strengthened gender mainstreaming in councils is based on the following:

- Improvement at council level in conceptualising gender mainstreaming as a core part of service delivery.
- Self-reflection on councils on the potential, the challenges and lessons from the COE process.
- Change at the community level through personal accounts of community members who have embraced gender equality as a social justice cause.
- New voices that count in the gender equality agenda through the personal accounts of women in politics making a difference in their localities and beyond.
- Concerted efforts by the councils to embrace gender equality as a development agenda through planning, policies and projects.
- Affirmation of the COE process as a model of capacity building from the ground up that links with day to day needs of communities in different localities.
- Partnership strengthening through emulation of the scorecard as an effective tool for measuring progress.
- Increased access to justice and resources by community members for GBV justice and GBV information.

“Through Gender Links training, the way Mandlakazi leadership, staff the community approach gender issues has changed. As the Mayor I improved my planning and increased my understanding on the intersection between gender and local government. The change in my life has influenced transformation in people surrounding me, those whom I work with and attitudinal changes within my community. Though, I still face some challenges in moving the gender agender forward. We need to join efforts to fight the barriers that are embeded within the cultural system were we live. I will continue working with my community and through my party to push the agenda forward especially the adoption of quotas at party level.” *Maria Helena Langa - Mandlakazi Mayor, Mozambique*



Maria Helena Langa - Mandlakazi Mayor, Mozambique.

Photo: Alice Banze

Gender responsive budgeting

Country	Gender specific allocation	Gender in mainstream projects	In-kind contributions	Amount raised	Totals
Botswana	R921 864	R11 819 637	R718 728	R137 533	R13 597 762
Lesotho	R170 400	R3 114 176	R391 000	R61 685	R3 737 261
Madagascar	R413 958	R343 754	R338 921	R373 360	R1 469 993
Mauritius	R244 253	R683 599	R1 711 729	R1 033 160	R3 672 741
Mozambique	R727 558	R560 005	R32	R0	R1 287 595
Namibia	R1 353 070	R8 910 000	R164 342	R2 500	R10 429 912
South Africa	R1 058 750	R150 000	R10 000	R0	R1 218 750
Swaziland	R264 000	R7 229 220	R540 900	R700 000	R8 734 120
Zambia	R3 396 315	R7 395 134	R1 083 722	R593 257	R12 468 428
Zimbabwe	R3 298 206	R17 242 254	R975 907	R1 742 709	R23 259 076
Total	R11 848 374	R57 447 779	R5 935 281	R4 644 204	R79 875 638

In 2015, the verification that accompanied District Summits showed that COEs allocated R79 875 638 towards gender mainstreaming, 71.2% of contributions towards the roll out of gender mainstreaming and specific projects within the councils! This is a powerful indicator of gender responsive budgeting, as well as the increased ownership by Councils of the process. The figures were supported by tremendous volumes of photos, videos, testimonials, campaigning materials, activity reports, and more, demonstrating the impact this budget was having within the council. An important finding is that the degree of contribution

is not directly correlated to the socio-economic circumstances of the countries concerned. Zimbabwe led the way, followed by Zambia, Botswana and South Africa.

In 2015, GL gave an award at the SADC Protocol@ Work summits for the council that had been most resourceful in implementing its gender action plan. Polokwane in South Africa scooped the award both for the best performing urban, and most resourceful COE in South Africa:

Winning the most resourceful council prize

"I am still trying to absorb the shock and excitement of my council being awarded the Most Resourceful Council, as well as the Best Performing Urban COE council at the South Africa National Summit. My name is Jeannette Raseluma and I am the Gender Focal Person at Polokwane Local Municipality in Limpopo. I am responsible for driving the Gender, Disability, Youth & HIV/AIDS Portfolio. Our council joined the COE process with Gender Links in 2012. We joined the process because Capricorn District Municipality, which is our overarching council, had joined the COE process in 2010 and we were seeing the great impact working with GL had on their council overall.

When we joined the process in 2012, we had limited knowledge of what gender mainstreaming entailed. I recall at the inception workshop GL talked about gender budgeting. The concept of gender mainstreaming and gender budgeting was rather foreign, so when the council had to tabulate and revise their Integrated Development Plan (IDP) for July 2012 it was too late to argue for budget re-allocations. However my unit colleagues and I were determined that we would push for a strong change in the 2013 budget the following year.

Gender Links was instrumental in providing guidance in developing our business case for why it was important for the council to devise a gender responsive budget to implement projects effectively. I attended the first Training of Trainers hosted by GL in 2013. This training session really opened up my eyes as I was able to network with GFP's from various councils and provinces.

Advocating for gender mainstreaming within my council to be taken seriously as well as developing a gender responsive budget had many challenges. The former speaker and Gender Champion driving the Social Development Unit was relegated to a lower position within the Executive Management in the council. The various departments did not understand



Jeanette Raseluma receiving her award for Polokwane Municipality at the South Africa National Summit 2015.
Photo: Thandokuhle Dlamini

gender mainstreaming, so it became very important to actually indicate to them why this was important. For example, procurement policies did not state how many women within the council would be awarded tenders, this then prompted us to sit and think of devising policies that would encourage women benefitting from council resources.

The procurement unit, with the help of my unit, Department of Treasury and guidance from Gender Links started thinking of developing the preferred supplier database, including potential women suppliers. This was a major milestone and good achievement for our council. When GL undertook the verification exercise in 2015, I felt a sense of accomplishment. I was able to see that the council has been making an effort to ensure that gender budgeting is prioritised. I was so proud of the municipality when we were awarded the Most Resourceful COE council and also the Overall Best Urban COE. This was the cherry on the cake: reaffirming, and making me realise that the council can still do more and grow even further." *Excerpt from Polokwane Municipality, external evaluation by the UN WOMEN Fund for Gender Equality*

Risk analysis

Risks	Rating	Mitigation
External - National		
Political risks		
Elections and staff turnover within councils - New local government councillors in the councils worked with resulting in lack of buy-in and support by politicians and council administration for process. Councils might not view gender mainstreaming as an issue for their particular council and would choose not to become part of the COE process.	Medium	GL is working in partnership with the Ministries of Gender, Gender machinery with countries and local government associations for high level political buy in. GL will use the current MOUs with the councils to show new councillors the importance of the process to their government and effective transformative gender responsive governance aimed at empowering women and ending violence.
Local Government - Lack of implementation. Internal politics within ministries have in some cases affected Gender Link's access to councils and communities. Though the work has continued, in some countries like Mauritius and Namibia, Memorandum of Understanding (MOUs) are yet to be signed with Ministries and other government departments to enable easier access to and increased confidence to work with councils and communities.	Low	Use the decentralisation process to incorporate gender into council activities. All the councils have bought into and completed the COE process. However, councils may lack the necessary resources to cost their GBV action plans so that they can implement agreed objectives and achieve set targets. This is a risk as most councils plan a year ahead on actions and projects they intend to implement.
Social Risks		
Patriarchy and unwillingness to change perceptions on ending GBV and promoting women's rights within councils and communities.	Medium	Employ social worker skills in difficult situations and have individualised approaches when collecting monitoring and evaluation data and documentation.
Economic risks		
IT - Electricity supply, bandwidth and data costs may hamper the development of online communities and envisioned to strengthen in 2016 onwards. Electricity regulation could affect the smooth implementation of the IT related aspects of this training which relies on providing internet skills.	Medium	GL have links with mobile phone companies and they will be encouraged to make in-kind contribution to the programme. GL will also engage local internet café owners and bring them on board as part of the public participation/ community mobilisation aspect to ensure that their internet cafes can be used for the training.
Internal - Gender Links		
Financial constraints - High costs of the COE process including convening summits.	High	Increase fundraising. GL is also exploring a range of Value for Money cascading strategies with the organisations and on how the COE process is rolled out in councils to ensure cost effective and collaborative interventions.
Inadequate staffing of GL office - personnel changes and possible capacity constraints.	Low	GL staff specifically responsible for South Africa projects and activities are currently limited due to funding constraints. These are normal organisational challenges that will be mitigated through good HR planning and budgeting; knowledge management; data storage and retrieval. GL will also work off strategic partnerships and joint ventures with other NGOs and CBOs.

Next steps

Following the completion of the ten stages in 432 councils, GL is at an important crossroads. The model itself may need to be reviewed in some cases.

Each of the ten stages of the COE is important, but the stages can become cumbersome for small councils. GL has become adept at being flexible, and combining steps in some instances. For example, stage six, following the development of an action plan, involves signing a statement of commitment. This is often best done at the summits, as these are large public forums. So stage six might follow stage ten (summit) rather than stage five (action plan). Otherwise GL found all the stages of the COE and entrepreneurship training to be valuable, especially after GL revised the latter to include a third stage - backstopping and support - in the second year of the project.

In the latter half of 2016, GL will work with gender focal persons in each country to revisit all the COE gender and GBV action plans and realign these to the post 2015 SADC Gender Protocol that is being updated to incorporate the SDGs. GL and the councils will revisit the council gender score card and establish new post 2015 baselines. GL is in discussion with UNWOMEN about an externally verified standard for being and sustaining COE status to ensure that councils maintain and constantly seek to improve this standard.

In countries where GL has reached half or less than half the councils (such as Mozambique, South Africa and Madagascar) there is a need to continue extending the programme. In other countries where GL has reached half or more than half the councils, there is need to consolidate the gains made. The table illustrates the key strategies to be adopted in each country, including the possibility of venturing into DRC and Malawi, which had its first local government elections in many decades two years ago.



Gweru Council staff verifying some projects during the COE verification, Gweru City Council in Zimbabwe. Photo: Fanuel Hadzizi

Devising new strategies for strengthening the programme

GLs Emerging Cascading Models for Local Government COE work

Country	% Councils joined COEs	Training GFPs and GCs	Working Government/Local Gvt Associations	Twinning and hubs	GBV Indicators	Working through strategic partnerships	Strategy for scaling up and strengthening work in next five years
Small countries/ population, all councils covered; need backstopping							
Botswana	100%	X	X	X	To commence through Ministry of Gender from 2015/2016	Botswana Association for Local Government Authorities (BALA); - Working in partnership with BALA to roll out programme. - Hub regional gender forum.	- Setting up regional gender forums; twinning arrangements; backstopping existing COEs through COE Lite meetings/ workshops to review action plans and ensure relevance and that they are comprehensive. Strengthen existing COEs with COE Lite meetings to review action plans and ensure they are comprehensive and cover all issues.
Lesotho	67%	X	X	-	X	Ministry of Gender, Women in Law in Southern Africa - Lesotho Chapter (WLSA-Lesotho); -Working with Principal Gender District Officers (PGDOs) from the Ministry in project implementation.	Strengthen existing councils through COE Lite workshops to review action plans; link up with women's associations and improve relationship with Gender Ministry.
Mauritius	62%	X	X	X	X	Mauritius Media Watch Organisation (MWO); Village level workshops in groups.	Work with AMICAALL to strengthen existing COEs and roll out to Tinkhundlas.
Swaziland	100%	X	X	-	X	Coordinating Assembly for Non-Governmental Organizations (CANGO); Working with Gender Focal Points from Tinkhundlas.	
About half the councils covered, scope to expand, but also consolidate							
Zambia	60%	X	X	-	X	WLSA-Zambia, GL Zambia Manager, Staff; Ministry of Gender and Child Development (MGCD); Local Government Association of Zambia (LGAZ); Working in partnership with LGAZ to roll out programme.	- Setting up regional gender forums; twinning arrangements; backstopping existing COEs through COE Lite meetings/ workshops to review action plans and ensure relevance and that they are comprehensive.
Namibia	55%	X	X	X	X	Works with the Association for Local Authorities Officers (NALAO); Association for Local Authorities in Namibia (ALAN); Namibia Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa (AMICAALL) to roll out COE programme and engage in gender mainstreaming and equality strategic planning and implementation of projects.	- Setting up regional gender forums; twinning arrangements; backstopping existing COEs through COE Lite meetings/ workshops to review action plans and ensure relevance and that they are comprehensive.

Country	% Councils joined COEs	Training GFPs and GCs	Working Government/Local Gvt Associations	Twinning and hubs	GBV Indicators	Working through strategic partnerships	Strategy for scaling up and strengthening work in next five years
Zimbabwe	48%	X	X	X	X	Ministry of Local Government, Zimbabwe Local Government Association (ZILGA), Women's Coalition of Zimbabwe; Leveraging off high level buy-in from the Ministry and Local Government Association.	-Strengthen work with GFPs and GCs who have been trained in COE through ToTs. -Strengthened partnerships in 2015 will keep COE roll out moving effectively.
Huge countries, low coverage, need new approaches to breadth and depth							
Madagascar	56%	X	X	X	-	Association of Gender Sensitive Elected (AGSE); Fédération pour la Promotion Féminine et Infantine (FPFE) - GL Alliance Partner; Ministry of Population, Social Protection, and Women Promotion; GL works with the Ministry of Population and Social Affairs rolled out to four councils. -Work with other CSOs to implement e.g. AESG, SAHA.	Adopt Hubs and Spokes strategy where older and established COEs adopt new COEs and roll out and shadow programme, Strengthen COEs through Regional Gender Forum.
Mozambique	44%	X	X	X	X	Forum Mulher; Mozambique National Government Association (ANAM); Network of Women Councillors; Ministry of Women and Social Affairs and key ministries. Work through GFPs and GCs in councils.	Forge stronger relations with Ministry of Local Government.
South Africa	7%	X	X	-	X	South Africa Women in Development (SAWID), South Africa Local Government Association (SALGA); Been working on formalising a partnership with SALGA and SAWID.	Partnerships must be formalised to increase delivery.
Prospective new countries 2016 onwards							
Malawi	New; previously worked through Alliance partner for women's rights.				-	The NGO Gender Co-ordination Network (NGOCCN); Through partnerships to advocate and lobby on gender issues.	Pilot COE, GBV Indicators Research.
DRC	New; previously worked through Alliance partner in lobbying and advocacy for women's rights.				-	L'Union Congolaise des Femmes des Médias UCOFEM (UCOFEM) - advocate and lobby on gender issues.	Pilot COE, GBV Indicators Research.