

**DRAFT**  
**GENDER STRATEGY FOR LOCAL GOVERNMENT IN SWAZILAND**

**AIM**

The aim of this strategy is to give effect to government commitments to gender equality at the local level through practical steps for ensuring that gender is mainstreamed in and through local government.

**DEFINITIONS**

**Gender**

Gender refers to the different societal expectations, norms and values ascribed to women and men, boys and girls in a particular society and culture.

**Gender stereotyping**

Gender stereotyping refers to the way that society expects women and men to behave and the roles they are expected to play. These stereotypes often define women and men in opposite ways; are limiting to both women and men and legitimise unequal power relations. They are expressed, for example in the gender division of labour. They result in women being relegated to an inferior status in all areas: social, political and economic.

**Gender equality and equity**

Gender equality concerns ensuring equal opportunities for women and men to enjoy their human rights. Gender equity is about equality and justice of outcome and results. It is a stronger concept than equality of opportunity. It means that women and men, boys and girls have an equal chance of reaching the finishing line, not just an equal chance of being at the starting line.

**Gender mainstreaming**

The United Nations Economic and Social Council (ECOSOC) defined gender mainstreaming as: "The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men can benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality."

**Practical and strategic gender needs**

Gender mainstreaming aims to ensure that both practical and strategic gender needs are addressed. Practical gender needs are related to daily needs and activities. They are linked to roles that women and men are given by society. Strategic gender needs are related to changing the relationships, roles and responsibilities of women and men in society.

### **Gender blind and gender aware policies and practices**

Gender blind policies ignore the different situations, roles, needs and interests of women, men, boys and girls. Gender aware policies consider gender as a way of reaching set development goals by addressing gender norms, roles and access to resources.

### **Access, participation and transformation:**

For women to make a difference, they must have access to decision-making structures. Often this involves taking special measures to overcome the societal barriers that have prevented women from being present, such as quotas. Further measures need to be taken to assure women's effective participation not only in decision making positions but also in areas that will result in their economic empowerment. If women are present and they participate actively, this will be reflected both in the way that institutions function (for example their meeting times; norms and debates) as well as in the way services are delivered. Women bring with them new ideas and agendas, as well as different perspectives on traditional concerns. These make for more responsive governance. Thus it is not only the democratic right of women to be equally represented in decision-making but also critical to more effective governance.

### **WOMEN AND MEN IN SWAZILAND**

Women constitute 52% of the population in Swaziland. The majority of the population live in rural areas with approximately 23% residing in urban areas. More men (52%) than women (48%) reside in rural areas, whereas in urban areas it is women (51%) who outnumber men (49%). Drought is a real threat for those who live in rural areas which results in food crises that threaten thousands with hunger.

Women are still underrepresented in all areas of political decision making, the only area of political decision-making in Swaziland where women's representation is more than 30% is in the Senate where they constitute 40% of members, this is largely due to the Constitutional provisions which require women to be appointed. At the local government level there are no special measures and as a result women are under represented in both urban and rural local government, they make up 24% of urban councillors; 11% of *Invuna* and 18% of *Buchopo*.

The current HIV prevalence in Swaziland is considered to be the highest in the world (UNAIDS, 2004). Estimates are that about 1 in 5 persons are HIV positive in the country and the national prevalence is estimated to be at 26%. Of the HIV infected persons, about 15,000 are children under the age of 15. The epidemic in the country is generalised and primarily driven by heterosexual transmission but with more women infected than men with UNAIDS estimates putting women 15 years and older at 52% of those infected (<http://www.unaids.org/en/CountryResponses/Countries/swaziland.asp>, accessed 11 May 2009) According to the draft National Gender Policy prevalence in women attending ante-natal clinics has increased from 38.6% in 2002 to 42.6% in 2004 with women between 15 and 29 years of age being the most vulnerable at 32.5%. Women are disproportionately infected and affected by HIV and AIDS mainly as a result of the unequal power relations that exist between women and men resulting in women's inability to negotiate safe sex. They are also the majority of caregivers and bear the

burden of care for people living with HIV and AIDS, this work is unpaid and unrecognised.

One of the sectors worst hit and devastated by the HIV and AIDS pandemic is the agricultural sector (National Multisectoral HIV and AIDS Policy, June 2006: 6). A study on subsistence agriculture in the country found that due to AIDS related sickness and deaths, 38.5% of the households suffered reduction in areas under cultivation, 47% decline in crop yield, 42% change in cropping pattern, 31% diversion of labour to care for the sick, 22% increase in health costs and 39% loss of regular remittances. All of this has contributed to the increased levels of poverty in the country from 66% in 1995 to 69% in 2002.

While gender equality is enshrined in the Constitution, Article 28 states that women have the right to equal treatment with men and that right shall include equal opportunities in political, economic and social activities but it does not take precedence over Customary laws which still relegate women to the private sphere. The upshot of this is that the daily lives of the vast majority of women continue to be determined by laws which permit discrimination. Some of the fundamental aspects of women's lives such as marriage, divorce, custody of children and devolution of marital property are experienced under customary laws. This relegates women to being minors most of their lives; under their fathers, husbands, sons or male relatives. Women own only a tiny fraction of land and property and widows are often disinherited of family property. Violence against women is thus often accepted or condoned by individuals and society. Unfortunately, the law makes little or no interference in this position.

The UNDP 2007/8 report shows that the gap in education levels is narrowing but the adult literacy rate is still higher for men, at 78.5% for females and 80.9% for males.

High and increasing levels of gender violence underscore inequalities in the home and in society. There are various forms and levels of violence experienced by individuals in general and women and children in particular. These include sexual, physical, psychological or emotional and cultural violence. It is also recognised the gender violence is a public health problem with serious consequences for women's health and for society; violating women's right to voluntary motherhood; exposing women to sexually transmitted diseases including HIV/AIDS; and subjecting women to psychological disorders. Gender violence is closely linked to the HIV and AIDS pandemic that is leading to many of the fragile gains made by women being reversed. Women often do not have the chance to decide freely when, how and with whom they have sex. Sex, in exchange for rewards and security, is common across all ages. Few women have real control within relationships to enforce the use of condoms." Women are the majority of those newly infected by and living with HIV, and also shoulder a disproportionate burden of caring for those infected and affected.

## **POLICY FRAMEWORK**

### **Regional and international Commitments**

Key regional and international commitments to gender equality include:

- The **Southern African Development Community Protocol on Gender and Development** adopted in August 2008 which sets a target of 50% women in all areas and at all levels of decision-making by 2015. The protocol has 27 other targets on gender and development in the areas of constitutional and legal rights, education and training, economic empowerment, gender based violence, health, HIV and AIDS, peace building and conflict resolution and the media.
- **CEDAW** (Convention for the Elimination of All Forms of Discrimination Against Women) was ratified by Swaziland in 2004
- **Universal Declaration of Human Rights** of 1948
- **Protocol to the African Charter** for Human and People's Rights on the Rights of Women in Africa.
- **Worldwide Declaration on Women in Local Government** which forms the basis of United Cities and Local Governments' (UCLG) work to ensure the advancement of women and the mainstreaming of gender issues.
- The resolution of the first ordinary congress of the **United Cities and Local Governments of Africa UCLGA General Assembly** held in Accra, Ghana in July 2008, to "develop a Gender Policy Framework through which the organisation will champion gender mainstreaming, including affirmative action, gender equality and women's empowerment policies, by all its members."

### **National commitments to gender equality and equity**

Key national commitments made to achieving gender equality include:

- **The Constitution**, Article 28 states that women have the right to equal treatment with men and that right shall include equal opportunities in political, economic and social activities but it does not take precedence over Customary laws.
- The draft **National Gender Policy** which still needs to be adopted has the vision of "A Swaziland where women, men boys and girls have equal opportunities to participate freely as equal partners in all spheres of public and private life, including all decision making processes, and have equal access to and control over productive resources, as well as contribute to and benefit from all development processes and initiatives." This policy addresses the participation of women in decision making in all spheres and is not specific about local government.
- **Swaziland Committee on Gender and Women's Affairs (SCOGWA)** was launched in 1994 to serve as the main coordinating body for the development of a gender programme.

### **Strategies**

- ✓ Provisions on the participation of women in local government decision making should be specifically addressed in the national gender policy.
- ✓ The gender policy should address quota issues in local government.
- ✓ Local government legislation should be reviewed to ensure that it is gender sensitive.
- ✓ Gender focal points should be introduced within local government structures.

## GENDER AND GOVERNANCE AT THE LOCAL LEVEL

### Representation

#### ***Key issues***

Women in Swaziland constitute 22% of members of parliament (under the regional average of 24%) but this is skewed as women comprise only 14% of the House of Assembly compared to 40% of the Senate or upper house. While there are 24% women in urban local government, women comprise a mere 11% of *Indvuna* and 18% of *Bucopho* or rural local government, giving an overall average of 18% women at the local level; considerably lower than the regional average of 29.2%. Table one below illustrates that women are under represented in all areas of decision-making in Swaziland

**Table one: Women in politics in Swaziland**

	Women	Men	Total	% women
<b>National Level</b>				
Senate (Upper house)	12	18	30	40%
House of assembly (lower house)	9	56	65	14%
Combined houses	21	74	95	22%
Cabinet	5	14	18	28%
Public Service (Principal Secretaries)	4	12	16	25%
Directors	11	47	58	19%
<b>Local level</b>				
Urban Local Authority	19	61	80	24%
Indvuna	6	49	55	11%
Bucopho	59	275	334	18%
Combined local government	84	385	469	18%

Source: Gender Links 2009

Of the 67 local authorities 8 (12%) have no women at all in their council. Table two below shows that Hlathikhulu is the only town council with no women.

**Table two: Councils with no women councillors**

Type of Council	Local Authorities	Total	%
<b>Town Council (12)</b>	Hlathikhulu	1 (12)	8%
<b><i>Itinkhundla</i> (55)</b>	Ngudzeni		
	Matsanjeni		
	Somntongo		
	Siphofaneni		
	Matsanjeni north		
	Mpolonjeni		
	Mhlambanyatsi	7 (55)	13%
<b>TOTAL (67)</b>		<b>8 (67)</b>	<b>12%</b>

Source: Gender Links 2009

### ***Strategies***

- ✓ Engage in advocacy programmes on the national, regional and international commitments and instruments.
- ✓ Lobby relevant stakeholders to adopt and implement the gender policy.
- ✓ Raise awareness at all levels on the importance of women participating in local politics.
- ✓ Develop programmes that empower women with leadership skills.
- ✓ Lobby for quotas at the local government level.
- ✓ All local authorities should mainstream gender into their programmes, policies, strategies etc.

### **Participation**

#### ***Key issues***

Data on positions of decision-making held by women in local government (i.e. on committees) is incomplete, but available information suggests that women are still very under-represented in decision-making positions in local government. Only three of 12 (Ezulwini, Mankayane and Siteki) council Mayors / Chairpersons are women and because of their low numbers in councils women are still in the minority as chairpersons on council standing committees. Evidence suggests that men participate more in council proceedings than women and as a result have less influence over council decisions.

*At the Coalface, Gender and Local Government in Southern Africa (2007)*, the first comprehensive study of gender in local government in southern Africa found that it is only when women constitute more than 50% of councillors that they begin to start participating effectively. While women do participate effectively, because of their very low numbers they are not able to influence decisions in councils, they make suggestions but these are rarely taken into account and they have no veto powers, this is why gender balance is so important.

Level of education, experience and confidence can be barriers to women participating effectively in meetings and as a result women feel intimidated which inhibits them from speaking out. Cultural barriers also exist especially in the rural areas.

#### ***Strategies***

- ✓ We need to empower women with different skills such as assertiveness, communication, team-building, confidence enhancing skills and promote role sharing within the family.
- ✓ Coaching and mentoring programmes should be developed and implemented.
- ✓ Civic education and advocacy coupled with political will.
- ✓ Encourage councils to have a gender balance in the management structures of the council (e.g. if Mayor is a female deputy to be male vice versa and for committees).

### **Public participation**

#### ***Key issues***

Public meetings are not held on a regular basis. The councils do not have sex disaggregated data on their communities. A general observation is that more women

than men participate in public meetings if they relate to issues that are relevant to them such as rates and markets.

### ***Strategies***

- ✓ Local authorities should develop a proper local economic development strategy.
- ✓ Establish support structures (mentoring and delegation) in the local authorities.
- ✓ Gender disaggregated data on communities to be collected and analysed to inform policy making processes.
- ✓ Education and information dissemination in indigenous languages on various issues such as water, electricity, payment of bills, housing opportunities, HIV and AIDS, employment, contract and economic opportunities.

### **GENDER BASED VIOLENCE (GBV) - FLAGSHIP PROJECT**

In any gender mainstreaming endeavour it is important both to have gender *specific* programmes that give visibility to, and help to mobilise around gender issues, as well as ensure that gender is taken into account in *all* programmes.

Currently there are few gender specific programmes in local government, but there are potential flagship programmes that local government could take up such as gender violence.

### ***Key issues***

While there are no current national statistics on GBV estimates from different organizations show that levels are high, for example according the 2008 / 09 SWAGAA Annual Report overall statistics on GBV show that 57% were women, 25% were men and 18% were children. A study conducted in 2006, *Gender Based Violence Situational Analysis* (Doo Aphane and Phumelele Thwala, June 1996) which analysed the extent of Gender Based Violence (GBV) in Swaziland found that levels of GBV in the Kingdom of just over one million people was "unacceptably high". This led to the development of a 12-month awareness campaign that seeks to involve men in projecting a shared national vision of a Swaziland free from Gender Based Violence. The campaign was officially launched by the Ministry of Justice and Constitutional Affairs on the 13th April 2007.

The study which employed participatory methods guided by Human Rights and Social Relations approaches found that GBV incidents are escalating at an alarming rate and that urgent action needs to be taken at all levels of Swazi society. The study further corroborates what is asserted in international, regional and continental literature, that women and girls are the most vulnerable groups even though men and boys are also victims of GBV. It is also clear from the study that while there are state and non-state interventions these are in need of strengthening. For example Health Care sector and Royal Swazi police need training in dealing with GBV cases. It was also observed that there was a lack of strong and emphatic response by the state. The state treats GBV as a private matter and this contributes to the serious gap in implementing appropriate interventions.

In local communities women are not safe to walk alone during the day and the night and while some municipalities have improved their street lighting work still needs to be

done in this area. The working relationship with the police and community is generally improving but there are no forums for liaising between them and communities still need to be educated on the law.

At national level government participates in high profile campaigns to end GBV and include, 16 days of activism against gender based violence, 365 days action plan against gender violence, Day of the African child, Women's Day Celebration, Break the silence. These campaigns perform the function of raising awareness in communities on gender based violence, women's and children's rights.

Efforts have increased to encourage men to become involved in campaigns against violence, these include, Father's day campaign where men are involved in dialogues, Regional dialogues which were led by men and men are selected from constituencies to be trained as trainers on men for change.

### ***Strategies***

- ✓ Establish Community Policing Forums which should develop strategies to curb incidences of GBV and ensure that cases of gender violence are reported and addressed.
- ✓ Educate and train community police on issues of GBV to enable them to carry out their work effectively, they should also be given incentives to carry out the activities.
- ✓ Lobby for law enactment to address Gender Based Violence
- ✓ Empower women so that they can be economically self sufficient.
- ✓ Partner with religious formations to address GBV
- ✓ Local councils should develop plans, allocate budget and participate in campaigns to end GBV.
- ✓ Create or support safe houses for survivors.
- ✓ Local authorities should work with women in ensuring that all public places, e.g. parks, cemeteries and derelict buildings are safe through adequate street lighting and security.
- ✓ Community members, especially women should be trained in self defence.

### **MAINSTREAMING GENDER INTO EXISTING PROGRAMMES**

While it is important to have gender specific programmes, it is equally important to ensure that gender is integrated into all areas of the work of local authorities. There are gender dimensions to every facet of local government's work. These need to be taken into account if the work of local government is to contribute to advancing the empowerment of women and changing the attitudes of men on the ground.

### **Security and emergency services**

#### ***Key issues***

Women are more affected by emergencies and conversely by what kind of services are provided for addressing these emergencies as they are more home-based than men. They also often have to "pick up the pieces" after emergencies, such as fires, droughts, winds and storms. There is no real protection against fires in informal settlements as there are no fire extinguishers but homes are built with sticks and mud which limits the spread of



fires. Mostly women lose their possessions and access to basic facilities like water and electricity. Disasters are dealt with at the national level and there is a Disaster task force which distributes food to the affected areas; help in terms of water and food distributed as a result of droughts, storms, fires, winds. International donors are directed to those areas in terms of distributing food and clothing and cash. Disaster assistance is distributed per homestead based on the number of people in that homestead irrespective of gender.

Community police operate within the community and as a result the crime levels have reduced drastically in the country. When streets are not named or when community members do not know the names of streets it makes it difficult for emergency services to respond effectively. In bigger towns street naming is adequate but in smaller towns it is not so adequate.

Ambulance and emergency services are inadequate with no control mechanisms. Remote areas do not have access at all and these services come at a cost that many cannot afford.

### ***Strategies***

- ✓ Need to balance males and female representation in the formation of community police forums.
- ✓ Local government should sensitise people on how to protect their homes using different security measures.
- ✓ Local government should also readily provide Inkhundla with emergency relief items like tents, blankets and clothing etc.
- ✓ Street naming should be done in a systematic way to ensure that emergency services can get to the right place as soon as possible.
- ✓ Use community meetings to address the importance of knowing street names.
- ✓ There is a need to provide some form of protection i.e. fire extinguishers, located with the community police personnel. Encourage community members to get fire extinguishers in their homes.
- ✓ Government must provide at least one ambulance for each of the 52 clinics in Swaziland.
- ✓ Lobby government to provide more clinics.
- ✓ Raise awareness and conduct sensitisation and training on disasters in the areas of prevention and mitigation of loss of damage.

### **The economy and job creation**

#### ***Key issues***

In any country local government is an important creator of jobs as well as generator of economic opportunities through its own procurement and programmes relating to small and medium scale enterprise. The majority of council employees are men and there is a visible gender division of labour in local government (for example almost all mechanics, security guards, managers, engineers, heavy duty drivers, refuse collection are men while refuse secretaries, cleaners and accountants are women). It is very rare to find women managers. Contracts are generally awarded to large male-owned companies.

Women do benefit from programmes to support small and medium scale enterprises  
There are no policies in place to regulate economic opportunities and job creation.

### ***Strategies***

- ✓ Women must be trained and educated in the job categories that are currently occupied by men.
- ✓ Women must be empowered financially by educating them on establishing income generating projects and must be assisted and encouraged to start their own businesses.
- ✓ Both men and women must be well-equipped and trained on how to efficiently use the business funds.
- ✓ Women must be encouraged and assisted to register their own companies so that they can benefit from the tender processes.

### **Markets**

#### ***Key issues***

With higher unemployment levels among women and very high levels of participation in the informal compared to the formal sector, informal markets have the potential to benefit women by economically empowering them and giving them a space to trade that is clean and safe but many markets are exposed are often not safe for women who also have often sleep overnight in the cold to get a place to trade their wares at the market.

#### ***Strategies***

- ✓ Local government must provide space for vendors on the streets throughout the week and not only on Wednesday and Thursday.
- ✓ An open flea market would be an ideal opportunity to showcase the works of women to encourage tourism. Local government and national market should work together to provide this flea market space for a whole week. In the long-term, this flea market provision should also be done at the Regional level.

### **Land and housing**

#### ***Key issues***

Local government statistics on land, housing and households are not disaggregated by sex, it is therefore not possible to determine the extent to which women own their own land or houses or benefit equally from local government housing schemes. Ownership of land is a highly contentious issue and there are no gender targets set for land allocation; men and women can equally access land in urban areas. In rural areas women are not allocated land if they are not married and do not have a son.

#### ***Strategies***

- ✓ Collect sex disaggregated data on land and housing.
- ✓ Targets should be set to ensure equal access.

## **Roads and transport**

### ***Key issues***

Lighting and safe transport are key security considerations for women. On average women are more likely to use public transport than men. There are more men drivers with driver's licenses than there are women with an approximate ratio of 1:5. This means that women are less likely to own their own transport and more likely to use public transport or walk and in some places there are no footpaths. Councils are responsible for providing land for bus stops and designating bus routes but there is no monitoring system to check usage pattern. Arrangements have been made to drop commuters off much closer to their homesteads and bus entrance steps have been designed to be much lower. Road design is not gender sensitive and women are vulnerable to violence in certain places.

### ***Strategies***

- ✓ Local government can ensure that the number of satellite taxi and bus ranks is increased.
- ✓ Drop off zones should be constructed.
- ✓ Local government can improve gravel roads so that they are tarred to ensure timeous running of errands between home and town.

## **Utilities**

### ***Key issues***

Women play a central role in the management of water and sanitation. Women, and to a lesser extent children, are primarily the ones who draw water for household use, transport it home, store it until it is used, and use it for cooking, cleaning, washing, and watering. There is an urban-rural disparity with regard to access to utilities and women are often responsible for negotiating with their neighbours for access to water supply, evaluate water sources, analyse supply patterns, lobby relevant authorities, and launch protests when water availability reaches dire levels. Access to electricity has major implications for women, both with regard to security and fuel for cooking and heating and for enhancing education. There is no disaggregated data on access to utilities.

### ***Strategies***

- ✓ Establish income generating projects and build capacity around business and financial management.
- ✓ Strengthen establishment of communal water points.
- ✓ Encourage communities to establish electrification schemes.
- ✓ Educate communities on the establishment and maintenance of the communal schemes.

## **Environment and public sanitation**

### ***Key issues***

Local government is responsible for health indirectly through refuse removal; the maintenance of drains etc. these are issues of key importance to women in communities. In the rural setting women are consulted in matters like the management

of waste through sensitisation and education by RHMs (rural health motivators). In the semi-urban (Kwaluseni) informal settlements there is little consultation if any and yet they are expected to contribute voluntarily to community health management systems. Few women are employed in environmental health management but women collect garbage eg. Industrial waste from landfills which they try to sell and earn a living from. Services are generally inadequate as some communities do not have access because water sources are not maintained with. In rural areas artificial wells and boreholes are dug.

### ***Strategies***

- ✓ Gather sex disaggregated data on community access to water and sanitation services.
- ✓ Settlement planning and setting up water and sanitation schemes.
- ✓ Through leadership need to sensitise communities and invite rural water services.
- ✓ Involve men in digging of toilets, rubbish pit and trenches and waste disposal.
- ✓ Create forum for engaging with the public on environment and health issues in which women and men participate equally.
- ✓ Raise awareness and on the importance of public hygiene.

### **Health**

#### ***Key issues***

Health is a core component of human development and women's health and wellbeing is closely linked to the wellbeing of the family. Women are the main consumers of primary health care because of their reproductive role in society; access to health care facilities has a positive impact on the lives of women and their families. At the local level this translates into clinics being within reasonable walking distance, clean and safe facilities which offer friendly and affordable services. Manzini will soon open a clinic and has VCT and ART. These services improve the health of mothers and children services provided such as FP, ANC, treatment of minor sickness, immunization, promotion of good nutrition. In some councils community health workers do door to door visits.

#### ***Strategies***

- ✓ Leadership should mobilize communities for health initiatives.
- ✓ Encourage communities to use available health facilities.
- ✓ Lobby for additional clinics and hospital across the country to comply with the provision that health facilities should be within an 8km radius of community members.
- ✓ Engage national government to subsidise council clinics.

### **HIV and AIDS**

#### ***Key issues***

Swaziland has one of the highest HIV and AIDS prevalence rates in the world with 26% of the total population infected. Globally it has been found that more women are infected than men due to unequal power relations between women and men who also contribute to women not being able to negotiate safe sex and the use of condoms. Local government has been playing a role to a limited extent in terms of prevention and

advocacy. At the urban local government level municipal HIV teams are instrumental in urban response and at rural level there are TIMSHACC (Tinkhundla multisectoral HIV and AIDS coordination committee) and CHIMSHACC (Chieftdom multisectoral HIV and AIDS coordination committee), at the regional level there's a REMSHACC (Regional multisectoral HIV and AIDS coordination committee). Councils are required to form HIV and AIDS committees.

There are some support groups for home based care givers and in rural settings caregivers are provided with food parcels and community gardens whereas in urban settings they participate in income generating projects.

### ***Strategies***

- ✓ Set up a budget designated for addressing HIV and AIDS.
- ✓ Strengthen community mobilisation on HIV and AIDS.
- ✓ Effective strategies, social mobilisation to effect behaviour change, through drama, talk show, dialogues, sidla inhloko, motivational sessions, debates, writing and arts.
- ✓ Increase access to services such as VCT and ART which are not available on weekends
- ✓ Facilitate condoms (both male and females) availability and use (behaviour change).
- ✓ Promote good nutritional support for PLWAs.
- ✓ Identify and work with partners who provide ARVS.
- ✓ Identify and set up facilities for provision of ARVS.
- ✓ Provide assistance and support for community and backyard gardens (urban farming).
- ✓ Support each Chieftdom to develop a strategy on HIV and AIDS.

### **Social development**

#### ***Key issues***

Social development is one of the main functions of the local authorities. In the absence of gender disaggregated data and analysis it is difficult to assess how gender responsive these programmes are, for example to what extent women and men benefit equally from social halls, sports facilities, museums and libraries. All of these provide opportunities for challenging gender stereotypes. However, evidence suggests that most spending on sports facilities is on sports in which men predominate and leadership mobilise votes using soccer. Sporting facilities are lacking and in some areas they are not maintained. Sports and cultural programmes do not challenge gender stereotypes

#### ***Strategies***

- ✓ Budget for regional fund and municipal budget should include all sporting activities.
- ✓ Empower all children and adults on different aspects of sports.
- ✓ Parks and open spaces should be made more secure so that women benefit from these facilities equally.
- ✓ Encourage improvement of sporting facilities in rural areas.

## **Early learning**

### ***Key issues***

Local government have an important responsibility for early learning. This has significant gender dimensions, since affordable child care provide women with more time to participate in economic and other income generating activities. A key concern for poor women is that many find that they cannot afford pre-primary education. Communities generally have inadequate child care facilities and these services are not affordable to the poor people.

### ***Strategies***

- ✓ Submit proposal to *Tinkhundla* for building infrastructure for these facilities.
- ✓ Strengthen regulation and monitoring of pre-schools.
- ✓ The quality of free education should be controlled by for example specifying the number of children per classroom, student to teacher ratios.

## **EMPLOYMENT PRACTICES AND ENVIRONMENT**

### **Representation of women in the work place**

#### ***Key issues***

Although comprehensive sex disaggregated statistics are yet to be compiled evidence suggests that there are very few women CEOs in local government. There are fewer women at the senior management and professional levels and more women at the secretarial and clerical level. These discrepancies exist in most job grades and women predominate in part time and lower paid jobs. Divisions in the different kinds of work continue to exist due to the traditional division of labour and can still be evidence is the language used, such as *chairman*.

There is no affirmative action policy in place and no specific targets have been set for achieving gender balance in all areas and at all levels of local government by 2015, as required by the SADC Gender Protocol on Gender and Development.

Jobs are advertised in public and private media but do not always contain a clause that encourages women to apply. There is no database of applicants and interviews are not gender balanced and questions depend on the nature of the job being applied for. There is no policy in place to ensure that interview panels are always balanced and this happens on an *ad hoc* basis.

#### ***Strategies***

- ✓ Encourage women to stand for elections and apply for jobs in various fields.
- ✓ All job adverts should contain a clause that encourages women to apply even and especially where it is in a non traditional job.
- ✓ A database of applicants should be kept and updated.
- ✓ The council employment policy should regulate that there should be a 50/50 representation at interview panels to create a friendly and convenient environment for the applicant.

- ✓ Initiate training or workshops that could empower women to become better leaders by being courageous and bold to stand against the challenges faced in politics.
- ✓ Local authorities should adopt the SADC target of 50% in all areas by 2015 in its employment and in out sourced work.
- ✓ Questions should not discriminate against women.

## **Working conditions and environment**

### ***Key issues***

Women have less opportunity for promotions than men and there is still a belief that women do not want to take on higher responsibilities and that these should be left to men. Maternity leave is provided for but women for three months and this is fully paid. Paternity leave between 5 and 10 days is provided for men. Councils do not have sexual harassment policies.

### ***Strategies***

- ✓ All local authorities should have a well defined sexual harassment policy that is implemented and accompanied by work place education and awareness.
- ✓ The Code of Conduct should ban use of sexist jokes and language and encourage behaviour that respects the rights of women and men in the work place.
- ✓ Encourage women to study by providing them with the opportunity to take time off in the afternoons to do this, provide study loans and study calendars.
- ✓ Awareness raising and training for policy makers regarding gender mainstreaming.
- ✓ Meetings should, as far as possible, not run too late in the evening.

## **GENDER MANAGEMENT SYSTEM**

A Gender Management System (GMS) is *"the network of structures, mechanisms and processes put in place within an existing organisational framework to guide, plan, monitor and evaluate the process of mainstreaming gender in all areas of the organisations work, in order to achieve greater gender equality and equity."* (Commonwealth Secretariat)

## **Planning**

### ***Key issues***

Councils attempt to collect information through community meetings but data is currently not collected or disaggregated by sex. Gender indicators have not been included in the plans of local government and there are no monitoring or evaluation systems. Customer satisfaction surveys are not conducted and there is no gender disaggregated data on levels of satisfaction with the services rendered by local government.

### ***Strategies***

- ✓ Develop and utilise various information collection methods that will include gender issues.
- ✓ Data collection methods should be gender sensitive.
- ✓ Gender databases should be linked to national and international gender data bases.

- ✓ Redesign the planning methods and systems to incorporate gender.
- ✓ Create a gender focal office, with gender advisor (policy and planning) and gender officers (training and sensitisation).
- ✓ Develop and adopt gender policies for gender mainstreaming.
- ✓ Appoint gender focal persons in urban and rural councils.

## **Gender structures**

### ***Key issues***

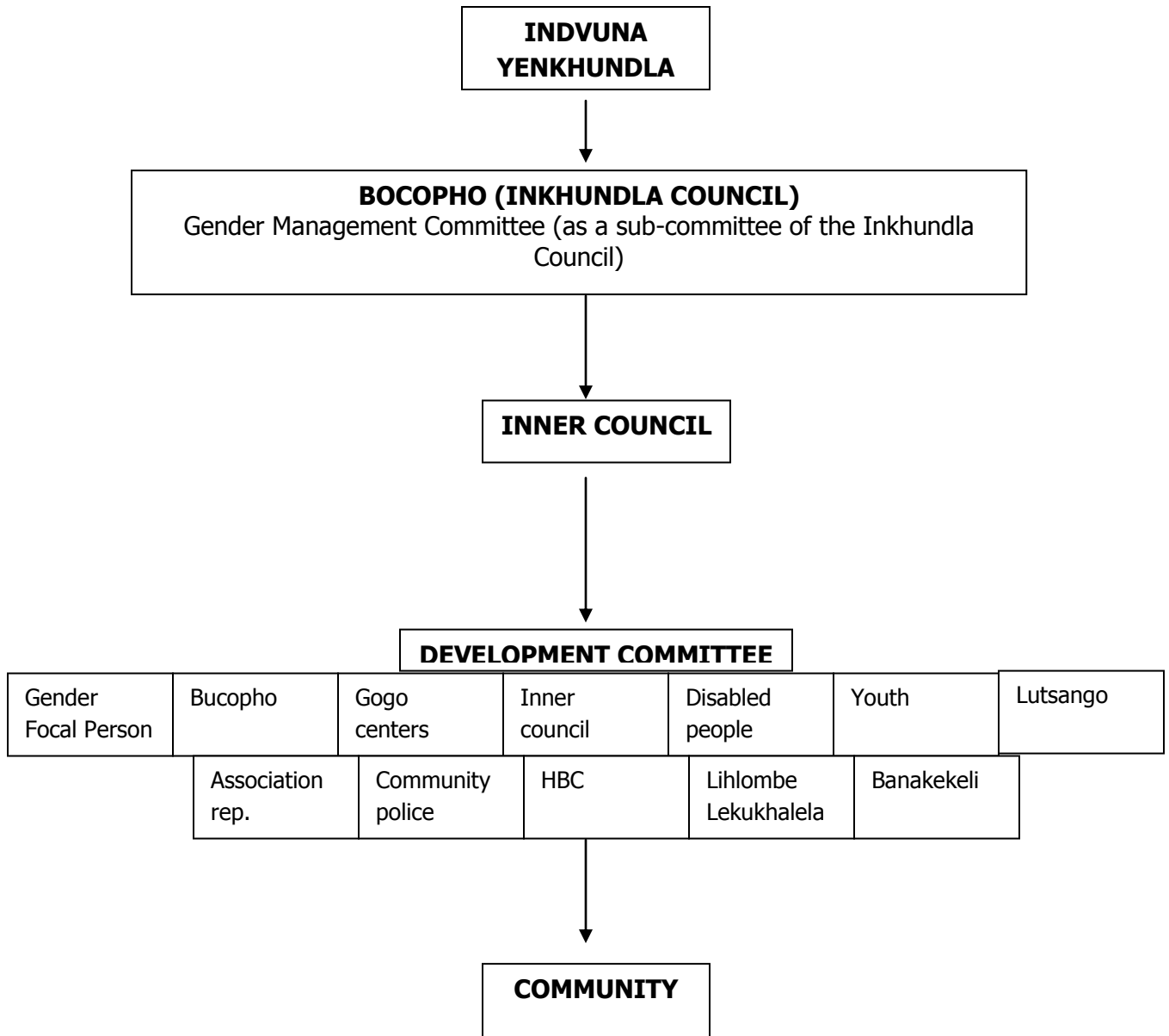
The Commonwealth GMS describes the National Gender Machinery (NGM) as the body or system of bodies recognised by the government as the institution dealing with the promotion of gender equality. In Swaziland the body for coordinating gender mainstreaming is the Gender Coordination Unit (GCU). However, because gender mainstreaming can only become a reality if gender is being systematically taken into account in all spheres and at all levels, the GCU needs to work with gender focal points or units in all ministries. Similarly gender focal points or units need to be established and coordinated in local government. There are currently no gender structures at local government level.

### **Strategies**

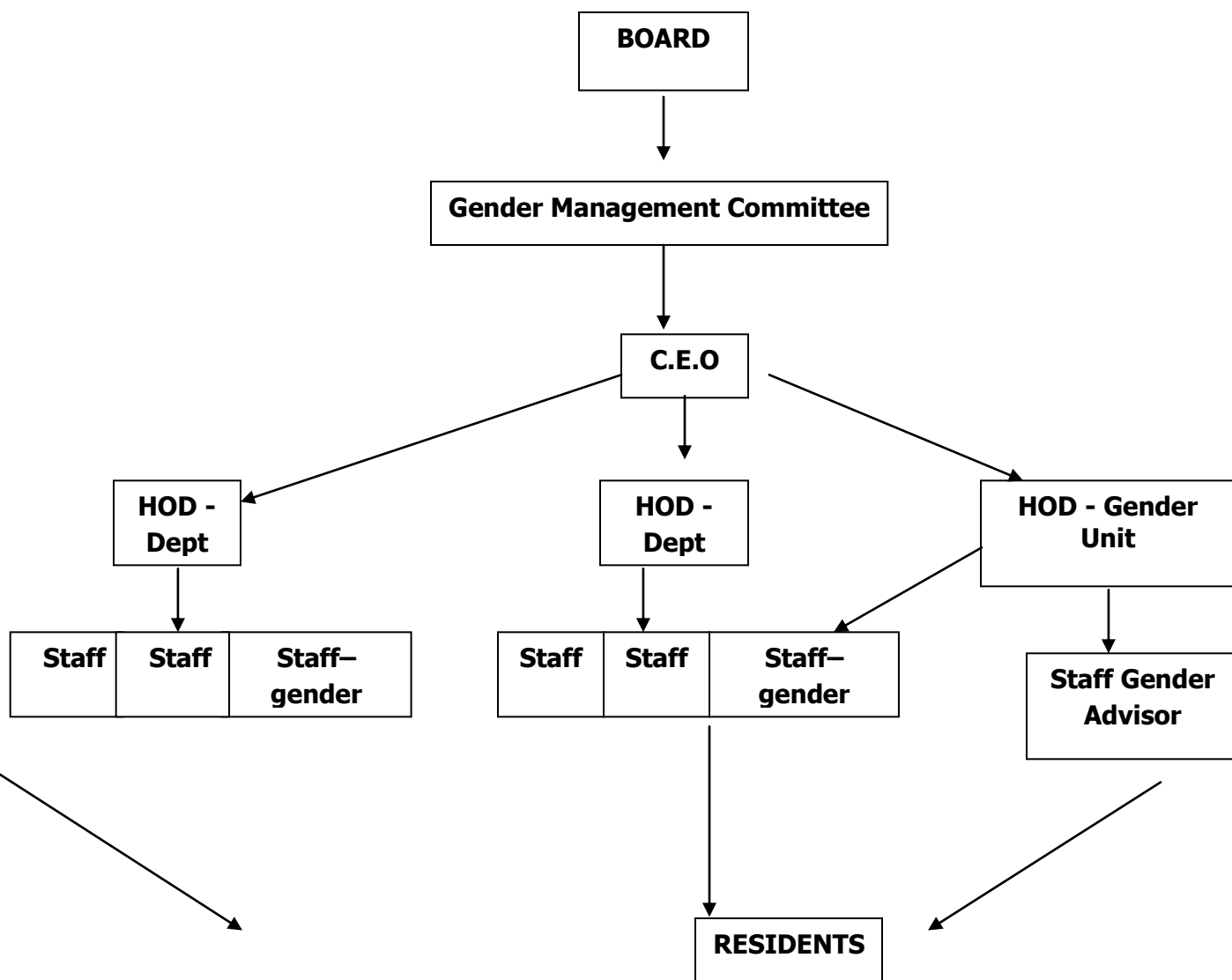
- ✓ Lobby for a national undertaking to create and put in place gender structures at all levels of governance and specifically at council and local government level.
- ✓ Develop and implement gender policies in local government.
- ✓ Stakeholder in Planning and participation advocacy and lobbying.
- ✓ Training and sensitisation, research and documentation funding of programs
- ✓ See proposed structures below.



**i. RURAL LOCAL GOVERNMENT structure**



**ii. URBAN LOCAL GOVERNMENT structure**



## **Budgets, monitoring and evaluation**

### ***Key issues***

An important test of gender mainstreaming is the extent to which this is reflected in budgets. At present the budgets of local authorities are gender blind. They do not reflect any specific allocations for promoting the equal status of women and men in society (for example specific budget lines for ending gender violence; women's empowerment funds etc).

There is little public participation in budget processes. Overall allocations are not informed by gender analysis. Many of these allocations, while appearing to be gender neutral, mask gender disparities. Gender analysis of allocations in areas like sports facilities would most likely reveal that women and men are not equal beneficiaries.

Gender analysis of budgets can only be carried out if sex disaggregated statistics are kept in all areas of local government work- employment, procurement, programmes etc. At present this is not the case. This data is also critical for setting targets and indicators and measuring progress towards the achievement of gender equality in local government. Currently there is no monitoring and evaluation system in place to ensure that the GMS is being implemented effectively.

### ***Strategies***

- ✓ Sensitisation and capacity building on gender budgeting.
- ✓ Ministry should put in place regulations that require council and local government budgets to be gender sensitive. Implement gender sensitive budgetary regulations.
- ✓ Gender sensitive economic and employment creation strategies at both urban and local government.
- ✓ All budgets should be analysed on gender basis. Gender sensitive expenditure databases.
- ✓ Conduct research on women's needs, including service delivery surveys and time use surveys.
- ✓ Convene gender sensitive stakeholder consultation meetings.
- ✓ Collect and disaggregate statistics on service/employment/ procurement at both urban government and local government levels.
- ✓ Internal gender sensitive policies on service delivery; employment and procurement
- ✓ Develop monitoring and evaluation tools.
- ✓ Develop standardised gender indicators at local government level linked to the national and international indicators.

## **Capacity building, skills and attitudinal**

### ***Key issues***

Councillors have different levels of skills and needs and training is not done in a systematic or widespread way. Skills vary and women generally have more informal than formal qualifications and often lack the confidence to speak out. Gender is not integrated into induction courses or ongoing training, or into staff development programmes.

***Strategies***

- ✓ Gender sensitisation activities and consistent training at all levels.
- ✓ Gender analysis of training needs to be incorporated into Local governments' training and organisational capacity building plans.
- ✓ Create a forum where women have the opportunity to acquire and practice these skills.
- ✓ Work with civil society organisations in running awareness and sensitisation campaigns
- ✓ Encourage and empower women to participate in governance.
- ✓ Promote and practice gender mainstreaming.