



Women committee chairpersons at the Empowerment and TOT workshop held in Kadoma in February 2010
Photo: Colleen Lowe Morna

GENDER ACTION PLAN INCLUDING ENDING GENDER VIOLENCE AT THE LOCAL LEVEL

Objectives

The objectives of this module are to apply the learning in the previous modules by:

- To develop gender action plans for local government that include flagship programmes for ending gender violence.
- To build capacity of councillors and officials in strategic communications.
- To brief participants about the Southern Africa Regional Gender Justice and Governance Summit.

KEY GENDER ISSUES IN LOCAL GOVERNMENT



Exercise one: Why is gender an issue in local government?

As you build up to developing your action plan, it's important to remind ourselves why gender is a key issue in local government. The chart below shows the different areas of work of local government. Mark with a tick if these are relevant for your rural/urban council. Your facilitator may ask you to “buzz” in pairs for a few minutes about why gender is an issue in the work of local government, or if time permits to act out a few scenes showing why this is so. The fact sheet at the end of the exercise gives some useful pointers.

FUNCTION / POWER	Rural	Urban
SECURITY AND EMERGENCIES		
Fire protection		
Ambulance services		
HOUSING AND TOWN PLANNING		
Housing		
Town planning		
TRANSPORT		
Transport		
Other		
ENVIRONMENT AND PUBLIC SANITATION		
Water and sanitation		
Refuse collection and disposal		
Cemeteries and crematoria		
Slaughter-houses		
Environmental protection		
CULTURE, LEISURE AND SPORTS		
Theatre and concerts		
Museums and libraries		
Parks and open spaces		
UTILITIES		
Gas services		
Water supply		
Electricity		
ECONOMIC		
Agriculture, forests and fisheries		
Economic promotion		
Buy and sell land and building		
Tourism		



Fact sheet: Key gender issues in local government

Environment and health: Pollution, lack of adequate services such as sanitation, sewerage and fuel impact on the environment and are also health hazards. Women are disproportionately affected because they perform the majority of the tasks around the home and care for the sick. Public health care facilities are often inaccessible. The reproductive health needs of women are also often poorly serviced.

Water: 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. 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.

Sanitation: While men participate in the decision-making on the type and building of sanitation units, their maintenance is seen as the responsibility of women since cleaning the house and toilet are regarded as women's work. Women encourage or discourage, teach and supervise young children's use of sanitation units. Small aspects of design can make a big difference between the use and non-use of these facilities. For example, many mothers are fearful of their children using pit latrines because of the size of the hole and yet they are often not consulted in the design of these facilities.

Crime and security: In addition to the high levels of crime that affect both men and women in Southern Africa, especially in poor areas, women are the main victims of domestic violence and sexual offences.

Land and housing: Although men and women are theoretically eligible for housing and land subsidies in most countries, these services are invariably registered in the names of men. Ironically, urbanisation is increasingly accompanied by a diversity of household types, with single adult households and women-maintained families emerging as an important and growing household form. Single adult households are invariably headed by women.¹⁷

Electricity: Access to electricity has major implications for women, both with regard to security and fuel for cooking and heating.

Transport and mobility: Often women need to travel into residential areas at times when transport is planned for people travelling out. For example, domestic workers come to work in residential areas in the early hours of the morning when most residents are going out to work in the city. The domestic workers are thus forced to leave their children with relatives, and live in cramped quarters with their employers. The multiple roles of women mean they must often take several short trips in a day, often on routes that are poorly serviced and dangerous.

The informal sector: Women constitute the majority of informal traders especially in the so-called survivalist sector. Instead of providing simple facilities like market stalls that can help women to work in safe and hygienic environments and make a more decent return from their long hours of work, local authorities often harass women traders and charge them with breaking by-laws.

¹⁷ Beall, J (1996), "Urban governance: Why gender matters".



Exercise two: Understanding the policy context

Before you start on your Gender Action Plan, it is important to understand what guides this. In the case of Zimbabwe there is a National Gender Policy and a draft Gender Policy for Local Government that may be given to you in hard copy, this can be found on the **CD Rom at F5**. 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. Your facilitator may also do a short power point presentation on what is contained in the document. You will notice that the action planning framework is structured around the provisions of the policy document. This is because the action plans are an implementing tool for the strategy. They will help to ensure concrete actions, with measurable outcomes and indicators.



Exercise three: Developing a Gender Action Plan (CD ROM F6)

Participants will be asked to break into groups according to their areas of work and complete the gender action plan framework, making it relevant for their particular Council. The framework is on the CD Rom. The fields to be completed are:

- Who - who/which department will be responsible for the action?
- What is the baseline data - what is the starting point, answer the questions?
- What is the target/ indicator - what is the ultimate goal of the council and how will achievement of this goal be measured, answer the questions?
- When - what is the timeframe in which this should be completed?
- Budget - what is the budget required for this action to be completed?

The Southern Africa protocol on gender and development as a framework for addressing gender based violence

The Southern African Development Community (SADC) Protocol on Gender and Development adopted in August 2008 harmonises existing international and regional instruments for achieving gender equality and sets 23 targets for doing so.



Six of these targets concern Gender Based Violence (GBV). The provisions strengthen the Addendum to the SADC Declaration on Gender and Development for the Eradication of Violence against Women and Children signed in 1998. The key target is to reduce current levels of GBV by half by 2015.



Exercise four: Unpacking key GBV provisions in the SADC Protocol on Gender and Development

- List the international and regional instruments on gender that you are aware of?
- How many people have heard of the SADC Protocol on Gender and Development?
- Where and when did you hear about it?
- Why is GBV a critical issue in the struggle for gender equality?
- What are some of the national mechanisms that are in place that you are aware of aimed at addressing GBV?
- What can local government do to contribute to achieving the target of reducing by half current levels of GBV by 2015 and other set targets?



Fact sheet: Key targets on GBV

Legal

By 2015 state parties shall:

- ✓ Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.
- ✓ Enact and enforce legislation prohibiting all forms of gender-based violence.
- ✓ Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society, among others.
- ✓ Enact legislative provisions, and adopt and enforce policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.

Social, Economic, Cultural and Political Practices

State Parties shall:

- ✓ Review, and eradicate traditional norms, including social, economic, cultural and political practices and religious beliefs which legitimise and exacerbate the persistence and tolerance of gender based violence.
- ✓ State parties shall in all sectors of society, introduce and support gender sensitisation and public awareness programmes aimed at changing behaviour and eradicating GBV.

Sexual harassment

State Parties shall:

- ✓ Ensure equal representation of women and men in adjudicating bodies hearing sexual harassment cases.

Support services

State Parties shall:

- ✓ Provide accessible information on services available to survivors of gender based violence.
- ✓ Provide accessible, effective and responsive police, prosecutorial, health, social welfare and other services to redress cases of gender based violence.
- ✓ Provide specialised facilities, including support mechanisms for survivors of gender based violence.
- ✓ Provide effective rehabilitation and reintegration programmes for perpetrators of gender based violence.

Training of service providers

States Parties shall introduce, promote and provide:

- ✓ Gender education and training to service providers involved in gender based violence including police, the judiciary, health and social workers.
- ✓ Community sensitisation programmes regarding available services and resources for survivors of gender based violence.

Integrated approaches and monitoring and evaluation

By 2015 state parties shall:

- ✓ Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence, by half by 2015.

LOCAL GOVERNMENT GENDER BASED VIOLENCE CHECKLIST FOR CHANGE

Introduction

Local government can address gender based violence as a key service delivery issue in a number of ways. Below is a checklist for change that can assist municipalities get started on either developing a local action plan to end GBV or to see if their action plan addresses key concerns.



Exercise five: GBV as a key service delivery issue

- Is GBV an issue for your local municipality?
- What programmes have been embarked upon to address GBV?
- Are the local communities aware of these programmes?
- Look at the local government GBV checklist for change. Are there any gaps in your action plan/programmes on GBV? How could these gaps be rectified?
- How can the action plans be aligned to key provisions on GBV in the SADC Protocol on Gender and Development?

Check List for Change for Local Government

Prevention

Women's Safety

- ✓ Conduct a gender safety audit and convene an annual Women's Safety Assessment Focus Group.
- ✓ Effect safety improvements at cemeteries transport termini, parks, street vendor shacks, unused, buildings, areas where grass is uncut, and other vulnerable public areas.
- ✓ Develop and implement a lighting master plan for the council, plan-maintenance must be in place monitoring mechanisms and turn around time.
- ✓ Name all streets clearly so that police and other emergency services can reach residents with ease in the event of emergencies. In informal settlements each municipality to develop land marks.
- ✓ Conduct safety awareness programmes and establish a watch-dog community including all community based structures e.g. community policing forums, etc.
- ✓ Involve street hawkers in crime watchdog projects.

Public Awareness Campaigns

- ✓ In partnership with NGOs and CBOs stretch Sixteen Days of Activism campaign to a year long campaign.
- ✓ Mount high profile campaigns to reclaim areas that have become unsafe for e.g. Take Back the Night campaign to sustain the momentum.
- ✓ Promote involvement of men and boys in ending gender violence.
- ✓ Monitor and evaluate impact of all public awareness campaigns.
- ✓ Join the 'Making IT work for Gender Justice' initiatives such as cyber dialogues.

Response

- ✓ Ensure effective and efficient community policing forums (CPF).
- ✓ Strengthen and support the network of victim empowerment service providers.
- ✓ Develop and maintain an updated database of services and facilities available to survivors and victims of gender based violence. Capacitate survivors of gender violence with lifeskills and provide ongoing support in collaboration with various community structures.
- ✓ Encourage role modeling of survivors and victims.
- ✓ Establish gender units and family counselling services at people centres with appropriate resources.
- ✓ Ensure that clinics and health facilities operated by local government strengthen the capacity of communities to understand the link between gender based violence and HIV and AIDS.
- ✓ Facilitate the enhanced and coordinated provision of post-traumatic services and facilities (linking immediate medical care, PEP, counselling, ongoing victim support).
- ✓ Alleviate the burden of home based care that is shouldered by women in the majority of cases.

Support

- ✓ Carry out an audit of safe houses.
- ✓ Commit council resources to strength and ensure sustainability of existing places of safety and establish some in places they do not exist.
- ✓ Establish day care centres for the elderly to ensure their safety.
- ✓ Ensure that women are economically empowered to reduce their vulnerability to gender violence.

Co-ordination

- ✓ Establish multi-sector coordinating structures to tackle gender violence.
- ✓ Strengthen relations with local police stations and ensure that cases of GBV are efficiently and effectively addressed.

Children, socially excluded vulnerable groups

All gender violence intervention initiatives should give special attention to the needs of children and vulnerable groups such as the elderly, people living with disability and the socially excluded groups such as lesbians and gays.

Monitoring and Evaluation

Develop a set of targets and indicators to measure progress and ensure that these are mainstreamed into the Integrated Development Plans (IDPs).

Co-ordination

The SADC Protocol on Gender and Development calls on States to adopt integrated approaches to addressing gender based violence.



Exercise six: Developing an action plan to end GBV (CD ROM F6)

NB: Please pay particular attention to the where budget can be allocated

COMMUNICATING THE LOCAL GBV ACTION PLAN

Communicating gender based violence issues to communities is difficult. This is because of the deeply entrenched attitudes and perceptions to gender violence shaped by the way people are raised from childhood (socialization). This in turn influences the way the message is received by the intended beneficiaries. Hence it is important that local government officials and councillors put across their messages on GBV to their community members more effectively.

When coming up with ways to communicate with your communities it is imperative to do an analysis of the situation prevailing, medium of delivery and the attitude of the recipient. There is also need to anticipate how you are going to gauge the feedback from the targeted audiences.



Exercise seven: Communicating local GBV action plans

- How have you been communicating issues of GBV in your communities?
- Have the methods you have been using been effective? How did you measure this?
- How can you communicate your action plan?

To get started on developing a communication strategy a few questions need to be asked.

- What aspects of GBV local action plan do you want to popularise or carry out advocacy work and why?
- Who are you targeting?
- What do you want to achieve?
- Who is best placed to work on the different aspects of the strategy? Cross reference with **the** checklist for developing communication strategy to ensure that you cover all aspects.

Identifying aspects of the local action plan that you want to popularise

Participants should be able to identify what aspects of the local action plan that need to be popularised. What are the key issues, what needs to be communicated, key message and what is the tool.

Who are the targets?

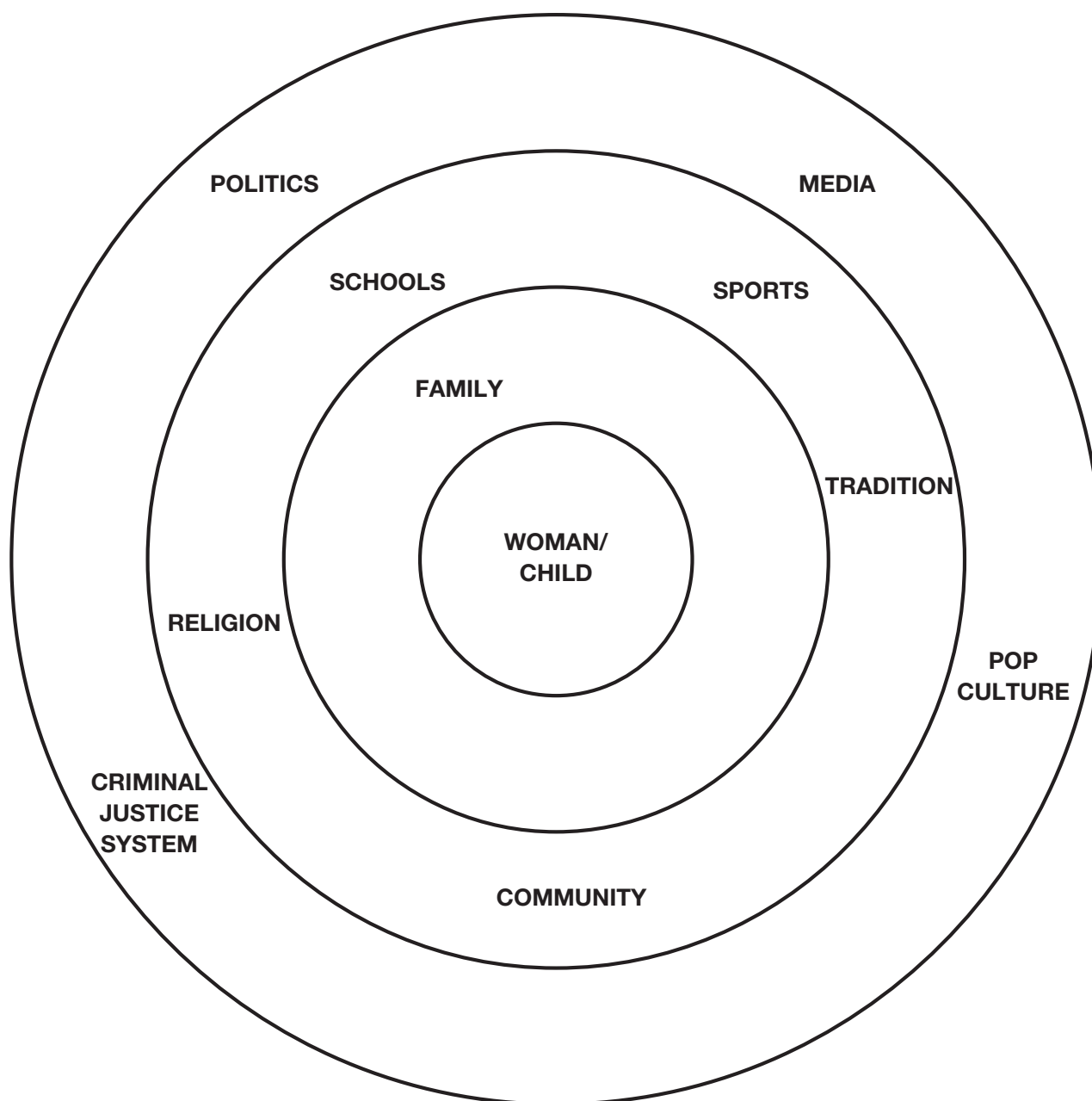
Mmatsilo Motsei's wheel assists in identifying who the targets are. It is premised on the notion that gender violence prevention strategies should include a continuum of activities located at multiple levels of an individual's environment that is: Individual, family, community and society.

These activities should be developmentally appropriate and conducted across the lifespan. This approach is more likely to sustain prevention efforts over time than any single intervention.¹⁸ "The linkages between the causes and consequences of all forms of violence against women need to be further highlighted... One useful tool in this respect is the conceptualization of violence against women as a continuum across a number of dimensions - this makes it possible to both highlight the links and connections between the forms of violence against women, whilst allowing for variations in contexts and cultural meanings' (UNDAW 2005:6).

¹⁸ Dahlberg LL, Krug EG. Violence-a global public health problem. In: Krug E, Dahlberg LL, Mercy JA, Zwi AB, Lozano R, eds. World Report on Violence and Health. Geneva, Switzerland: World Health Organization; 2002:1-56.

Mmatshilo Motsei's wheel

This is Mmatshilo Motsei's adaptation of the ecological model of the arenas of action.



The concentric circle begins with the disempowered woman or child who is surrounded by different layers. Often the problem begins within the family itself, with an intimate partner. In-laws and close family tell the woman there must be something wrong with her; she must go back and make things work.

These messages are reinforced by culture, tradition and religion; even the schools. The broader society is of little help. The criminal justice system and media are loaded against women. Politicians do not regard GBV as a political issue.

As much as each of these “layers” reinforces GBV, each one, if turned around, has the ability to be a powerful force for preventing GBV. Any national strategy has to involve each one of these arenas. The interventions can be short term, but should have a medium and long term vision. For example:

- A shelter provides refuge and temporary life skills (short term) but can assist women in obtaining secondary housing and eventually becoming sufficiently economically empowered to stand on their own.
- Strategies to involve men may aim initially to stop the abuse but in the longer term to get abusers to join and eventually lead the campaign
- Religious bodies need to spread the word (as they often do during the Sixteen Days of Activism campaign). But they also need to look inward at their own teachings and practices that directly and indirectly fuel gender violence, including the perpetuation of gender stereotypes.
- School authorities must set immediate targets for ending violence in schools including by disciplining teachers. But in the immediate to long term they have a key role to play in challenging the stereotypes that fuel gender violence through their curriculum and school practices.
- Traditional leaders require training to factor gender violence into their mediation and conflict resolution. But in the medium to long term they need to re-examine harmful traditional practices and become key drivers of the campaign, given their influence at local level.
- Communities may mobilise in the first instances to create safe spaces (such as in the case of the taxi ranks sited above) but such initiatives should be elevated to year long campaigns that eventually lead to an attitude of zero tolerance for GBV.
- The immediate objective of engaging with the media may be increased coverage but in the longer term the objective should be more sensitive coverage that sees the media become part of prevention campaigns.
- Sports initiatives may begin with individual sportspersons taking a stand. They need to progress to GBV campaigns being integrated into major sports events and eventually to gender awareness training being built into all sports.
- Tough laws passed by the criminal justice system will have a short term deterrent effect. But they are only as good as personnel receive gender sensitivity training and begin to see their role not just as fire fighting but putting in place systems to ensure that fires never break out in the first place.
- Political leaders may begin with ad hoc, media-catching campaigns during events like the Sixteen Days of Activism. They need to progress to mainstreaming gender violence into all their public utterances as part of ensuring that GBV is placed squarely on the political agenda.

It is also important to ask who are the partners, what networks exist in order to reach everybody.

- Who would you involve throughout?
- Who would you involve at certain stages?
- Who else do you need to involve?
- Difference between networking and partnership;
- Identifying change agents in the community;
- Formal and informal networks;
- Smart partnerships;
- What are some of the drawbacks of partnerships; how you can minimize conflict by entering into a Memorandum of Understanding (MOU) from the start, spelling out the roles and responsibilities of each partner?



Exercise eight: Developing messages and slogans for the campaign

Arena for action	What needs to be communicated to or by these groups	Slogan	What communication tool should be used?
Individual			
Abused woman or man			
Abused child			
Abusive men			
Family/ Household			
Mother, father, guardian			
Parenting			
	Positive parenting		
Community			
Community	Need to mobilise communities to create safe spaces		
Schools			
Religion	Spread the word		
Sports			
Society			
Political leadership			
Criminal justice System			
Media			
Culture			

How can these message be reinforced throughout the year using special dates in the calendar?

MONTH	THEME	SPECIAL DATES	SLOGANS
January		1 New Year's Day	
February		14 Valentine's Day	
March		The whole month Month of Youth Against AIDS	
		8 International Women's Day	
April		1 Labour Day	
		18 Independence Day	
May		3 World Press Freedom Day	
		25 Africa Day	
June		16 Day of the African Child	
July			
August		11 Heroe's Day	
September			
October			
November		25 International Day of No Violence Against Women	
December		1 World AIDS Day	
		3 International Day for the Disabled	
		6 Day of the Montreal Massacres	
		10 International Human Rights Day	