

INTRODUCTION



Danida



MDG3Fund
of the
Netherlands Government



Quick facts

- Research on Gender and Local Government has been undertaken in eight countries (South Africa, Namibia, Lesotho, Mauritius, Botswana, Madagascar, Swaziland and Zambia) and is underway or planned in four more countries: Mozambique, Zimbabwe, Malawi and Seychelles.
- National strategies for mainstreaming gender developed or are under development in nine countries (South Africa, Lesotho, Namibia, Mauritius, Botswana, Zambia, Swaziland, Madagascar and Zimbabwe).
- 67 women and men from local councils, ministries of gender and local government and local government associations have been trained in gender mainstreaming as part of the training of trainers.
- GL has produced seven country and language specific gender action plan training manuals; two more are in the pipeline.
- 62 district level action plans will have been developed in seven countries with DANIDA funding and an additional 48 at council level in the phase one countries (funded through the MDG 3 fund), bringing the total to 110 plans in 7 countries.
- In March 2010 Gender Links convened the Gender Justice and Local Government Summit that brought together 260 participants from ten countries, presenting 103 case studies, 69 by women and 34 by men, on empowering women and ending violence at the local level. At least 40 of these participants got passports and travelled out of their countries for the first time to participate in the summit.
- GL has developed close working relationships with several local government associations in the region including ALAN - Association of Local Authorities Namibia; ARDC - Association of Rural District Councils (Zimbabwe); BALA - Botswana Association of Local Authorities; LGAZ - Local Government Association of Zambia; SALGA - South Africa Association of Local Authorities; UCAZ - Urban Councils Association of Zimbabwe; ZILGA - Zimbabwe Local Government Association. GL has also worked closely with associations in the process of being formalised in Swaziland and Mauritius.

Synopsis

This concept paper is a follow up to the gender and local government research, strategies and Gender and GBV action plans roll-out that have been taking place from 2007 - 2010 across municipalities in the SADC region that Gender Links has been working with. This follow up concept, i.e. centres of excellence for gender mainstreaming in local government seeks to ensure that key councils are identified across the region and worked with very closely in their process of getting gender on their council's agenda. This will take place through sustained interventions that bring together policy, implementation, capacity building through-on-the-job training, monitoring and evaluation and the annual sharing of good practices at the annual Gender Justice and Local Government Summit.

The approach builds on experience that GL has gained over several years in working with media houses on developing and implementing gender policies and action plans through a six stage processes, as well as several years collaboration with the City of Johannesburg on its gender audit, policy and gender mainstreaming programme.

The approach also seeks to develop synergy in GL programme work by focusing various projects from our SADC Gender Protocol, governance, media and justice programmes in specific localities. These include: including the GBV and local government action plans; on-the-job training for women in politics; village workshops on the SADC Protocol on Gender and Development and media literacy. Working closely with the local government associations with whom we have close links, we will seek to mobilize resources and create multiplier effects from the initial 100 councils in at least ten countries that we work with.

Objectives

To embed gender mainstreaming at the local level through sustained interventions with an initial one hundred councils in ten countries. The interventions will include:

- **Political support:** Getting buy-in at decision-making level.
- **An evidence-based approach:** Conducting a situation analysis that is council-specific and will help to address the needs of that council.
- **Context specific interventions:** Conducting council-specific gender and GBV policy and implementation workshops that localise national and district gender policies and action plans.
- **Community mobilisation:** Doing community mobilisation through informing and empowering communities, with the help of councils around the SADC village level workshops.
- **Capacity building** through on the job training with council officials, politicians, etc by doing local government specific modules with them around gender analysis and budgeting, media literacy and transformative leadership.
- **Application of skills:** Assisting councils and communities to apply these new skills through running major campaigns, e.g. 365 Days to End Gender Violence.
- **Monitoring and evaluation:** Administration of score cards and other monitoring and evaluation tools that can be used to measure change in the immediate, medium and long terms.
- **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 that provides councils and communities with a platform to learn from each other on empowering women and ending violence at the local level.
- **Multiplier effects** through building the capacity of local associations, our key partners, through capacity building and in turn provide a platform for them to take ownership of these processes and in turn creating room for replication in and among other councils, institutions, etc.

Background



In 2003, GL undertook the first comprehensive study of the impact of women in politics in Southern Africa. One of the key findings of *“Ringing up the Changes, Gender in Politics in Southern Africa”* was that local government is a sadly neglected area of the gender and governance discourse. Taking heed of this finding, GL conducted groundbreaking research in 2006/2007, *At the Coalface*, Africa, Lesotho, Mauritius and Namibia.

A key finding of this study was that few practical steps have been taken to mainstream gender in this tier of government or to build the capacity of councillors to lead this process. The study has since been extended to nine countries. In terms of process, once the research reports have been written up, GL hosts launch and strategy workshops in the respective countries with key stakeholders and partners, ideally the local government associations of that particular country to map out a way forward of how to roll out the strategy and host Gender and GBV action plan workshops. The launches are then followed by Gender and GBV action plan workshops that are held at a provincial, regional or district, level to ensure that all councils have gender action plans.

In March 2010 GL convened the first Gender Justice and Local Government Summit and Awards to gather evidence of institutional and individual initiatives to empower women and end gender violence.



What GL has achieved

Getting nine country-wide strategies at the local level agreed by ministries of gender and local government within three years is a major accomplishment and central to long term sustainability of the work. With the help of eight field workers based in-country, GL has then gone on to devise gender action plans at district level, with flagship projects on ending gender violence showcased at the first Gender Justice and Local Government Summit.

GL is currently compiling a comprehensive report and video on the summit that brought together 260 participants from ten countries, presenting 103 case studies, 69 by women and 34 by men, on best practices in empowering women and ending violence at the local level. At least 40 of these participants got passports and travelled out of their countries for the first time to participate in the summit. Winning entries from nine countries included an indigenous course to empower women with accounting skills in Mauritius; assisting sex workers to find new forms of employment (Botswana); establishing local level victim support units in Zambia; educating men on child abuse in Zimbabwe; an economic empowerment project for survivors of gender violence in the City of Johannesburg (South Africa); demanding economic rights for widows (Zimbabwe and Zambia); stretching the Sixteen Days of Activism to 365 with a special emphasis on home and school in a council in South Africa etc. These are all examples of gender action plans beginning to bear fruit.

What GL has learned and how this is being applied



The first phase of the project involved a broad brush approach in which among others we sought to ensure that the issue of gender and local government is placed firmly on the agenda. During this period GL also worked on developing a model with the City of Johannesburg (see **Annex A**) for sustained support to a Council on developing and implementing a policy through on-the-job support.

In December 2009, GL held an evaluative workshop with Hivos, one of its donor agencies, and Akina Mama wa Afrika, an East African partner, on “Support to women leaders: lesson learned and strategies for the future.” This explored different models of support that have been tried including short courses on site and offsite, in-country and in regional

venues. The meeting concluded that a key failing by NGOs in seeking to support women in public office has been a) ignoring local government b) being supply rather than demand driven c) providing training in a vacuum d) providing once off training with little regard to local process and context. Following this watershed meeting, GL's annual board meeting and annual planning meeting in early April, the organisation took a fresh look at how to go forward with the work at local level in the most efficient and effective way.

The next phase of the programme is critical in that a) based on the participation in the summit we will be selecting 100 councils to become Centres of Excellence in Gender Mainstreaming and devising a comprehensive backstopping programme that includes on-the-job-training linked to the action plan and a comprehensive M and E system to track progress. b) Much closer links with local government associations, including in some instances having our field officers based in their offices, to strengthen their capacity for replicating this process. c) A comprehensive Monitoring and Evaluation plan that begins with administering a Gender and Local Government score card devised by GL, to be periodically administered throughout the process.

Partners

GL's most critical partners in the local government work are local government associations including ALAN - Association of Local Authorities Namibia; ARDC - Association of Rural District Councils (Zimbabwe); BALA - Botswana Association of Local Authorities; LGAZ - Local Government Association of Zambia; SALGA - South Africa Association of Local Authorities; UCAZ - Urban Councils Association of Zimbabwe; ZILGA - Zimbabwe Local Government Association. GL has also worked closely with associations in the process of being formalised in Swaziland and Mauritius. Regionally GL works closely with the SADC Gender Unit and uses the targets of the SADC Globally GL belongs to the 50/50 campaign and has worked closely with UNHabitat, especially on materials development.

Ownership

The evidence-based and process-driven approach adopted by GL has resulted in a high level of ownership among the local councils. During the summit GL held a round table meeting with all the associations. The City of Johannesburg, with which GL has developed a six stage process for backstopping and on-the-job-support, presented this process and played a key role in the decision to focus over the coming period on an average of ten councils in each countries that show promise as centres of excellence in gender mainstreaming. It is expected that at next year's summit there will be an even stronger demonstration of results. This will assist in replication of the process through the associations. Already GL shares offices with local associations in Botswana and Zambia. MOUs and similar arrangements are being negotiated with all partner associations.

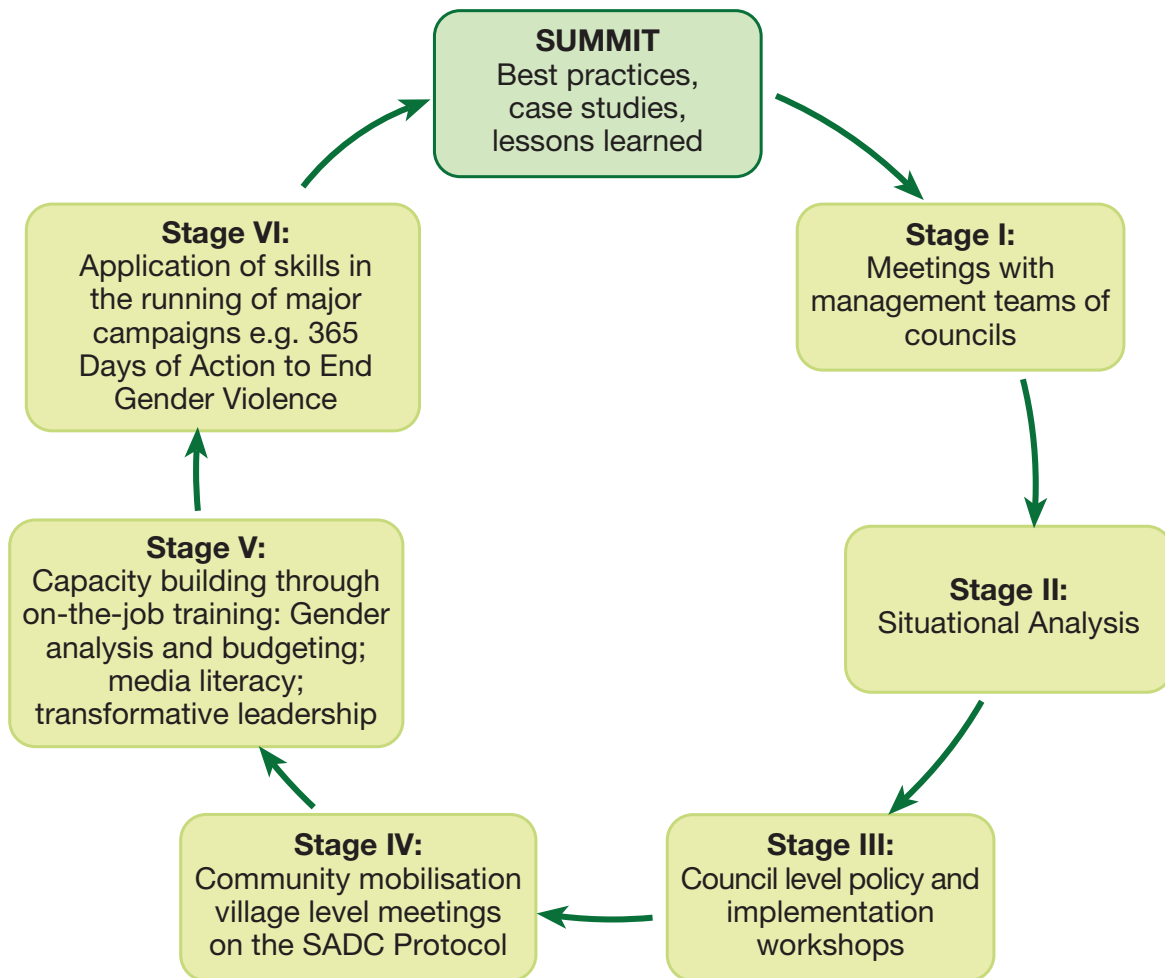
Scope

This new process involves:

- Municipal councils, at any level, that have a commitment to mainstreaming gender and ending gender violence, as demonstrated in the earlier processes including the gender justice and local government summit, and confirmed through meetings with key decision-makers.
- Mobilising other key stakeholders, especially community based organisations and citizens such as the Chapter Nine institutions, unions, and faith based organizations, artists, sports community, NGOs, private sector all with the aim of reaching the ordinary people in their living environments.
- The establishment of collaborative structures to ensure that the initiative is sustained. An operational steering committee to be organised at the actual policy and action plan workshop that will ultimately act as the intermediary between the council, GL and the greater community around issues of gender and ultimately bigger projects like initiatives during the 16 Days. This steering committee will also identify possible backstopping needs with the councils, e.g. a course that should be offered at both council and community level.
- The convening of a 2 - 3 day council level policy and implementation workshops with each council that has been identified.
- Hosting modules/ courses around gender issues that are specific to the needs of the councils through on the job training

Stages to be covered:

The framework for a project plan, to be agreed with all participating councils, is attached at **Annex B**. The stages are illustrated and described below:



Stage I: Meetings with management teams of councils - During this stage key municipal councils need to be identified that have gender and GBV action plans that would like to work with GL around council level policies and action plans around gender - and a GL country facilitators will engage councils around hosting meetings with management teams of these councils to get buy in and support for the policy and action plan process.

Stage II: Situational Analysis - During this stage country facilitators need to do situational analyses of the identified councils, i.e. they need to define and interpret the state of the council wrt to gender issues, e.g. where gender is on the council's agenda in terms of gender mainstreaming across departments and programmes, etc.

Stage III: Council level policy and implementation workshops - At this stage GL will host policy and implementation workshops with these identified councils based around the needs and courses/ modules identified by the councils - module content will be designed by GL.

Stage IV: Community mobilisation village level meetings on the SADC Protocol on Gender and Development - during this stage GL, in conjunction with the elected steering committee will be do backstopping

and host follow up meetings with councils that have done policy and implementation to ensure that these councils get the necessary support and capacity building through on the job training as per the courses indicated in **Annex 1**.

Stage V: Capacity building through on the job training: Gender analysis and budgeting; media literacy; transformative leadership - The on the job training focussed on key areas like gender analysis, transformative leadership, strategic communication, etc. workshops, engage communities (community participation) around the policies and action plans and do identified gender modules with councils and communities to ensure that positive cycle continues.

Stage VI: Application of skills in the running of major campaigns, e.g. 365 Days of Action to End Gender Based Violence - during this final stage, GL in partnership with the council and the bigger community will work towards a 'big event', i.e. a big 16 Days initiative to ensure that the council and the community works towards one collaborative 16 Days activity as it is often found that communities are brought on board too late when 16 Days activities are planned for.

Summit: Best practices, case studies, lessons learned

Amidst this, GL will also continuously scout and market the annual local government and gender justice summit and awards. The 'event', if planned for correctly and is successful, can then be entered into the summit in the category 'specific GBV campaigns'.

Stakeholders/ Target groups

The meetings and workshops will involve:

- Councillors and officials from local councils who will champion gender mainstreaming in their municipalities;
- Management structures of councils;
- Ministries of Gender representatives;
- Ministries of Local Government representatives;
- Representatives from Local Government Associations,
- Civil society organisations.

The greater communities at large.

Outputs

- 100 municipal councils across the SADC region where GL has country facilitators should have been identified for the new process and meetings with management teams should have been held.
- Concrete evidence based documents, in the form of situational analyses to be developed that are specific to the context of gender issues within the identified councils.
- 100 council level policy and implementation workshops help with municipals councils across the SADC region.
- 100 council level policy and implementation workshop reports developed and compiled for these identified councils.
- 100 SADC village level workshops held at community level within these councils.
- 100 16 Days activities and initiatives planned for within these councils that have been identified and communities should be included for their buy-in and to make the project relevant.
- 100 possible entries identified for the next annual local government and gender justice summit and awards.
- 100 steering committees organised across the region to ensure that the momentum of this process is sustained.

Outcomes

- Gender built into policy and practise at local level, and that councils identified the need to have gender built into policy and practise at local level.
- Councils will have a quantitative and qualitative overview - in the form of situational analyses - as to where they are and stand wrt gender issues in their councils.
- An increased knowledge and awareness on mainstreaming gender at the local government level through on the training on key gender topics like gender analysis and budgeting, media literacy and transformative leadership.
- Local associations are empowered around these processes and takes ownership of these processes, in turn creating enabling platforms for replication of this process with other councils.
- Communities and councils are informed and empowered around the SADC Protocol through the village level workshops.
- Communities are engaged and included in the planning for activities for the upcoming *16 Days*.
- Practical good practises for the next local government and gender justice summit are identified at an early stage and therefore the documentation and verification process can start early.

Why this toolkit

This toolkit has been developed to address the key finding of the study *At the Coalface: Gender and Local Government in Southern Africa* that despite the lip service paid to gender and local government very few practical steps have been taken to mainstream gender in this tier of government or to build the capacity of councillors to lead this process.

The main purpose of the toolkit:

- To build capacity of councillors on key gender issues, including gender and governance and gender planning and policy concepts.
- To train councillors to start looking at the work that they do through a gender lens.
- Equip councillors with skills so that they incorporate gender into every aspect of the work they do.
- Assist councils to develop gender action planning frameworks using the draft gender strategies already developed.

What you will find in each module

Each module is made up of various tools and resources which will help you to apply your experience and to learn by doing. These are:



Role plays – Will get you acting out scenarios to illustrate your understanding of a concept or situation.



Exercises – Get you doing things yourself and in groups.



Case studies – Are examples based on real findings and experiences that will help you to learn more.



Fact sheets – Give you information and will add to what you have learned.



Definitions – Define new words and terms that you will be learning as you work through the manual. There is also a glossary at the end of the manual.

What the manual consists of

The manual is divided into four modules. These are:

- Key gender concepts.
- Gender and governance.
- Key gender planning tools
- Draft gender action plan

Relevant additional resources have been put on a **CD ROM**. These are numbered File 1 (F1) to (F16). The modules are designed for a three day workshop, but can be broken down into shorter sessions covering a total of three days. The first one-and-a-half days cover basic concepts leading to an action planning session in working groups. The plan is reviewed and adopted in plenary on the third day. A draft programme is found at F1.

At the end of each module you will find facilitators notes. These are there to guide the facilitators of the workshop. Each person who participates in the course should also become a facilitator in his or her council and community. So eventually they are there to guide you as well!

How to use the manual

Please don't start by reading the facilitator's notes, because that will take away from your "learning by doing" experience (see below). If you read the notes after you do the exercises, they will make lots of sense and help you to become not just a learner, but a facilitator.

Learning by doing

This manual is about learning by doing. The best way to learn is to immerse yourself in the activities; participate in the role plays; contribute to answering the questions in the case studies; help to think about and plan the work of your Council from a gender perspective. Most of all: enjoy yourself! Gender equality is a winning formula for all of us!



"I hear, I forget"



"I see, I remember"



"I do, I learn"