

## CHANGING LIVES CASE STUDY AT THE COALFACE: GENDER RESPONSIVE LOCAL GOVERNANCE

“Gender mainstreaming in our Council has made women realise their role in development.” – *Fako Seiso, Councillor and Chief, Ts’ana-Talana Council, Lesotho.*  
“Gender is one of the greatest causes one can be involved in.” - Councillor F.Mukwazhe, Gweru, Zimbabwe.

A team of Gender Links (GL) staff arrive an hour late for a meeting with the Chiredzi Centre of Excellence (COE) for Gender in Local Government, but the 46 women gathered under a tree continue with their monthly 50/50 campaign meeting. The community mobilisers in this sugar-growing hub of south east Zimbabwe are engrossed in the Shona and Ndebele pamphlet on the Southern African Development Community (SADC) Protocol on Gender and Development provided through DFID-funded GL programmes.

Several interest groups explain enthusiastically how they have been applying the sub-regional instrument with 28 targets by 2015 (the same year as the Millennium Development Goals) in their daily lives. They include aspiring councillors (Zimbabwe is due to hold elections later this year); widows; caregivers; informal traders; unemployed women; survivors of gender violence; those fighting trafficking to neighbouring South Africa and sex workers. The hot button issue is a petition led by the council’s gender champion, Bernadette Chipembere, for the release of dozens of women rounded up by police during a crack down on sex workers. The women argue that police should also target the male clients of sex workers.



One of the winners in the 2010 Gender Justice Local Government Summit, Councillor Chipembere (see profile:<http://www.genderlinks.org.za/article/bernadette-chipembere-2012-05-28>) has made sure her council develops a gender action plan; monitors local police action on gender violence, helps widows fight legal battles, and promotes women’s economic empowerment. Inspired by the national launch of the 50/50 campaign as part of the Southern African Gender Protocol Alliance governance cluster activities

(<http://www.genderlinks.org.za/page/sadc-thematic-clusters>), Chipembere vowed to take the campaign door to door in her community, targeting the poorest neighbourhood (known as *majarada*) where families share rooms and toilet facilities. “As a councillor I cannot just sit there and say, ‘I do policy’ when things are not right on the ground,” says Chipembere. “If you do not get on the ground, you cannot be effective.”

### **Purpose and scope**

This case study concerns verification of 15 Centres of Excellence for Gender in Local Government in Lesotho, Madagascar, Mauritius, Zambia and Zimbabwe (five of the ten Southern African countries where GL runs this programme). In total GL is working with 151 Councils, covering a population of 21, 414, 538 (about one fifth the

population of the region), and plans to expand this to 300 by 2014 (about one third of all councils in the ten countries) through PPA and related support.

The theory of change underpinning the COE process, rooted in the GL research series – *At the Coalface, Gender and Local Government* (see <http://www.genderlinks.org.za/page/at-the-coalface>) is that having women in politics is not a sufficient condition for gender responsive and pro-poor governance. The COE's – see <http://www.genderlinks.org.za/page/centres-of-excellence> - involve a ten stage process in which a Council commits to develop, cost and implement a gender action plan using a Gender Score Card (GSC) to track progress with good practices shared at the annual Gender Justice and Local Government Summit.

GL senior managers<sup>1</sup> conducted the verification ahead of the annual Summit, preceded in 2012 by six country summits<sup>2</sup> (see <http://www.genderlinks.org.za/page/gender-justice-and-local-government-summit-2012>). GL country managers who run the programmes selected a best case, typical case and “slow to start”<sup>3</sup> case in each country, as well as a council that is not yet a COE. The councils in the sample cover a population of nearly three million people: 12% in best case, 16% in typical and 72% in “slow to start” councils (see detailed table at Annex A). The figures are, however, deceptive as the “slow start” category

	No of people	Percentage
<b>Best case</b>	369, 666	12%
<b>Typical</b>	487, 031	16%
<b>Slow start</b>	2,132, 764	72%
<b>Total</b>	2, 989, 461	100%

includes one council– Antananarivo – with a population of 2 million, or two thirds of the overall sample.

The *COE Verification Tool Kit* that accompanies this report describes the process and GSC in more detail. Key interview questions derived from the DFID PPA case study format around which this paper is structured. For comparative and analytical purposes, the paper draws on evidence from all four categories within each area of inquiry.

### The situation before the intervention



The distinguishing feature of all the COE councils is that they have a gender action plan and the SADC Gender Protocol is well known; as the Mayor of Ivato Aeroport in Madagascar Rasoamiaramanana Goddefin put it: “Prior to the COE workshops the SADC Gender Protocol was unknown. Now we are aware of the 28 targets. We have found that the Protocol is a good instrument to work with to attain gender parity.” In Chibombo, Zambia, a Council without a COE, managers said they had not heard of the SADC Gender

Protocol: “In the rural areas you have to start with changing the attitudes of women, let alone the attitudes of men.”

<sup>1</sup> CEO Colleen Lowe Morna, COO Kubi Rama, Francophone Director Loga Virahsawmy, Governance Manager Abigail Jacobs-Williams

<sup>2</sup> Country summits took place in Mauritius, Zambia, Madagascar, Namibia, Botswana and Zimbabwe.

<sup>3</sup> GL hesitated to call these “worst case” examples as all are committed to the COE process, but some have taken off more quickly than others.

Generally the councils without COE's had lower scores as measured by the GSC (which includes 25 institutional and service delivery gender indicators) than those with no COE's. The best COE's score better than the "typical" and "slow to start" COE's. There are, however, exceptions that highlight the importance of quantitative and qualitative measures in assessing social change.

### **Evidence of change and distinguishing characteristics of COE's**

The key data table at AnnexH includes web links for all the COE Councils and individual "Changing Lives" stories gathered during the verification. Compared to those that have not yet joined the programme or have been "slow to start", better performing COE's display various outward symbols of their commitment, like award certificates from summits in their council chambers. Gweru has created a gender resource room; Kapiri Mposhi has started renaming streets after women. Tangible and demonstrable changes include:

**Women taking leadership:** Women's representation in councils in the sample varies from 7% in Curepipe, Mauritius to 45% in Ramapepe, Lesotho. But across all COE's women reported higher levels of agency; as a women councillor in Ramapepe put it: "Life has changed dramatically since the GL COE process..as councillors we are now empowered to speak out to the community and raise crucial issues that impact on all areas of our lives – family life, land allocation use and gender violence."



**Rachel Mwelwa**, Deputy Mayor and gender champion in Kabwe, Zambia added: "Everything about me has changed. GL has advised women to wake up from the slumber and struggle to thrive .. I now have the ability to do research and to be confident in everything I do. My motto is, yes we can, the time is now!" (see full profile at <http://www.genderlinks.org.za/article/rachael-mwelwa-2012-05-23>).

COE Councils cited several examples of ways in which women are being exposed to leadership opportunities outside political office, often contingent on elections that only happen every five years. Many COE councils have stepped up the appointment of women managers: Gweru now has 34% and Curepipe 40% women managers. Kapiri Mposhi, Zambia, has V-WASH water committees with a 50% quota for women. Beit Bridge, Zimbabwe, has seven-member borehole committees in which at least four members have to be women. In best performing Madagascar council Manjakandria women lead, or are the deputy heads of 10 of the 24 *fokontany* – the smallest local sub-unit.

**Access to justice:** Like Chipembere in Chiredzi who often takes up cases of "justice denied" to women, Manjakandria Mayor Eva Ravaloriaka organises mass weddings so that children of unmarried parents can get identity documents and paternal support.

**Access to productive resources:** A distinguishing feature of best performing councils is the extent to which they keep gender disaggregated data, and use this to inform strategies for eradicating poverty and empowering women, as illustrated in the example from Chiredzi.

### Women's access to productive resources in Chiredzi in 2011

	Total	No to women	% women
Housing	364	74	20%
Commercial stands	38	16	42%
Market stalls	500	310	62%

In Zambia where the government has passed a law giving women access to at least 30% of land title deeds, a distinguishing feature of COE's is that these have taken this provision to heart. In Kabwe, for example, GL met several women who had recently been given access to land as a result of the Council's gender policy. Kabwe is also assisting women to access finance through registering women's clubs, assisting them to open bank accounts, and linking them to credit providers like the Copperbelt Environmental Project.

**Gender benders:** COE councils cited several examples of women and men in non-traditional roles. In Kapiri Mposhi, a woman-owned business had won a road construction tender for the first time. Men are participating in council meetings on subjects once considered "women's issues." Chiredzi and Gweru have formed women's soccer teams. Biet bridge is employing women drivers for the first time. Mayor Eva Ravaloriaka said that in Manjakandriana, "there is no male or female job."



**Entrepreneurship:** Several of the councils visited, especially the best performers, gave examples of how they are supporting women entrepreneurs. Chiredzi has a targeted plan to help women from the "majarada" into informal trade, and informal traders into small and medium scale enterprises. Josephine Chavari, a single mother of two, described how, with the support of the Council, she has "graduated" from selling in the local market place to becoming a successful cross border trader who shuttles regularly between Chiredzi, Dubai and South Africa. She is also an active member of the local business women's association that supports widows, care givers and vulnerable children.

**Health, HIV and AIDS and Sanitation:** In Gweru, a male councillor proudly showed GL a partnership project with women in his high density Mutapa ward to provide private sanitation for poor families previously sharing facilities. Gender focal person Unity Jaji said as a result of the gender action plan, the Council kept open a maternal health clinic threatened by budget cuts; this is reducing maternal mortality in Zimbabwe's fourth largest city.

**Going green, going clean:** Mauritius capital Port Louis and Zimbabwe border town Beit Bridge lead the way on gender and climate justice. Port Louis is undertaking a vast green project in which women constitute 90% of the change agents. In Beit Bridge, Deputy mayor Pat Ndlovu leads the "going green, going clean campaign" in which garbage is collected at central refuse points and sorted by poor women who are turning plastic into soap; cans into trinkets, and paper into building boards.

**365 days of local action to end violence:** While non-COE councils still struggle to understand the role of local government in ending violence, all COE councils have flagship projects to end GBV and point to tangible evidence of what is possible. Curepipe, best performing council in Mauritius is the only locality with a 24 hot line



that provides support and helps to pre-empt atrocities. Kabwe and Kapiri Mposhi have set aside budgets for street lights and clearing of empty fields in areas with a notorious reputation for gender violence. Gweru has turned 90 dangerous empty spaces into gardens, 80% run by women, many of whom are HIV positive. Mavis Ngwaru, one of the gardeners, is a grandmother caring for eight AIDS orphans. “This project is reducing violence and feeding our families,” she said.

### **Key barriers and success factors**

Annex G shows that there is little correlation between the proportion of women councillors and performance as measured by the GSC. For example Curepipe has 7% women councillors, but a GS of 82% while Ramapepe has 45% women and a GS of 55%. What the analysis shows, however, is a strong correlation between having political gender champions - like Chipembere, Mwelwa and Ravaloriaka – and strong performance.

Where these champions work closely with officials – like Owen Gwasira in Chiredzi who won a summit prize for his work on GVB – [see full profile](http://www.genderlinks.org.za/article/owen-gwasira-2012-05-23) <http://www.genderlinks.org.za/article/owen-gwasira-2012-05-23> - this makes for even stronger performance. Councils slow to start, like Antananarivo, blame bureaucratic inertia, but that in turn often reflects the lack of a strong gender champion. Another important lesson is that these champions may indeed be men. In Curepipe former Mayor Sik Yuen led from the front on GBV, winning an award at the 2010 Summit, and going on to become Minister of Tourism. His successor Mayor Sunil Kumar Beedassy is now the council’s gender champion.

### **Conclusions and next steps**

The verification suggest that GL’s single most important success has been putting gender on the agenda of local government and making it politically attractive to women and men. All five of the non-COE councils visited during the verification asked to join: the CEO of Moka Flaq Ghova Ramanjooloo, who once vowed not to join now forms part of the *Changing Lives* archive (see <http://www.genderlinks.org.za/article/ghova-ramanjooloo-2012-05-23>). As a result of the verification, GL is strengthening programme design in several ways, including:

- Identifying and training gender champions (councillors) and focal points (officials) in all COE’s;
- Strengthening peer learning through study visits between councils.
- Strengthening the more strategic aspects of the action plan including collection of gender disaggregated data; access to economic resources and gender responsive budgeting.
- Cascading GBV and attitude indicators research – see <http://www.genderlinks.org.za/page/gender-justice-measuring-gbv> to the local level to measure longer term impact as a result of the COEs.

## ANNEX A

### CHANGING LIVES THROUGH CENTRES OF EXCELLENCE FOR GENDER MAINSTREAMING CASE STUDY KEY DATA

	Name of COE Council	Population	URL for full verification report	% women councillors	Gender Score	Gender champion	URLs for related Changing Lives Stories
<b>BEST CASE</b>							
Lesotho	Ts'ana-Lalana	16,548	<a href="http://www.genderlinks.org.za/article/tsana-talana-community-council-coe-2012-05-18">http://www.genderlinks.org.za/article/tsana-talana-community-council-coe-2012-05-18</a>	35%	63%		
Magagascar	Manjakandriana	202,771	<a href="http://www.genderlinks.org.za/article/manjakandriana-coe-2012-05-19">http://www.genderlinks.org.za/article/manjakandriana-coe-2012-05-19</a>	28%	81%	Mayor, Eva Ravolariaka	
Mauritius	Curepipe	84,200	<a href="http://www.genderlinks.org.za/article/curepipe-mc-2012-05-18">http://www.genderlinks.org.za/article/curepipe-mc-2012-05-18</a>	7%	82%	Mayor, Bernard Sik Yuen; Mayor Sunil Kumar Beedassy	Rouben Mounien: <a href="http://www.genderlinks.org.za/article/rouben-moonien-2012-05-24">http://www.genderlinks.org.za/article/rouben-moonien-2012-05-24</a> ; Nisha Chetty: <a href="http://www.genderlinks.org.za/article/nisha-chetty-2012-05-23">http://www.genderlinks.org.za/article/nisha-chetty-2012-05-23</a> Devi Rungasamy;; <a href="http://www.genderlinks.org.za/article/devi-rungasamy-2012-05-23">http://www.genderlinks.org.za/article/devi-rungasamy-2012-05-23</a> ; Priyadarshinee Fallee: <a href="http://www.genderlinks.org.za/article/priyadarshinee-fallee-2012-05-28">http://www.genderlinks.org.za/article/priyadarshinee-fallee-2012-05-28</a>
Zambia	Kapiri Mposhi	37, 942	<a href="http://www.genderlinks.org.za/article/kapiri-dc-coe-2012-05-18">http://www.genderlinks.org.za/article/kapiri-dc-coe-2012-05-18</a>	25%	69%		
Zimbabwe	Chiredzi	28, 205	<a href="http://www.genderlinks.org.za/article/chiredzi-town-council-coe-2012-05-19">http://www.genderlinks.org.za/article/chiredzi-town-council-coe-2012-05-19</a>	22%	73%	Councillor Bernadette Chipembere	<a href="http://www.genderlinks.org.za/article/bernadette-chipembere-2012-05-28">http://www.genderlinks.org.za/article/bernadette-chipembere-2012-05-28</a>

	Name of COE Council	Population	URL for full verification report	% women councillors	Gender Score	Gender champion	URLs for related Changing Lives Stories
						Owen Gwasira	<a href="http://www.genderlinks.org.za/article/owen-gwasira-2012-05-23">http://www.genderlinks.org.za/article/owen-gwasira-2012-05-23</a>
<b>Sub total population</b>		<b>369,666</b>					
<b>TYPICAL CASE</b>							
Lesotho	Ramapepe	9,879	<a href="http://www.genderlinks.org.za/article/ramapepe-community-council-coe-2012-05-18">http://www.genderlinks.org.za/article/ramapepe-community-council-coe-2012-05-18</a>	45%	55%		
Magadascar	IvatoAeroport	31,000	<a href="http://www.genderlinks.org.za/article/ivato-aeroport-coe-2012-05-19">http://www.genderlinks.org.za/article/ivato-aeroport-coe-2012-05-19</a>	28%	81%	Mayor Godderfrin Rasoaiaramana	
Mauritius	Port Louis	139,000	<a href="http://www.genderlinks.org.za/article/port-louis-mc-2012-05-18">http://www.genderlinks.org.za/article/port-louis-mc-2012-05-18</a>	16%	47%	Assistant Chief Executive Rita Moheeputh	Dany Philippe: <a href="http://www.genderlinks.org.za/article/dany-philippe-2012-05-28">http://www.genderlinks.org.za/article/dany-philippe-2012-05-28</a> Brigitte Michel <a href="http://www.genderlinks.org.za/article/brigitte-michel-2012-05-28">http://www.genderlinks.org.za/article/brigitte-michel-2012-05-28</a>
Zambia	Kabwe	188, 979	<a href="http://www.genderlinks.org.za/article/kabwe-mc-coe-2012-05-18">http://www.genderlinks.org.za/article/kabwe-mc-coe-2012-05-18</a>	16%	62%	Rachel Mwelwa Deputy Mayor	<a href="http://www.genderlinks.org.za/article/rachael-mwelwa-2012-05-23">http://www.genderlinks.org.za/article/rachael-mwelwa-2012-05-23</a>
Zimbabwe	Gweru	146, 073	<a href="http://www.genderlinks.org.za/article/gweru-city-council-coe-2012-05-19">http://www.genderlinks.org.za/article/gweru-city-council-coe-2012-05-19</a>	10%	60%	Gender Focal Person, Unity Jaji	<a href="http://www.genderlinks.org.za/article/unity-jaji-2012-05-23">http://www.genderlinks.org.za/article/unity-jaji-2012-05-23</a>
<b>Sub total population</b>		<b>487, 031</b>					
<b>SLOW START</b>							
Lesotho	Makhoarane	19,320	<a href="http://www.genderlinks.org.za/article/makhoarane-community-council-coe-2012-05-18">http://www.genderlinks.org.za/article/makhoarane-community-council-coe-2012-05-18</a>	38%	54%		

	Name of COE Council	Population	URL for full verification report	% women councillors	Gender Score	Gender champion	URLs for related Changing Lives Stories
Magadascar	Antananarivo	2 000 000	<a href="http://www.genderlinks.org.za/article/cut-coe-2012-05-19">http://www.genderlinks.org.za/article/cut-coe-2012-05-19</a>	39%	62%		<a href="http://www.genderlinks.org.za/article/nathalie-razafindehibe-2012-05-28">http://www.genderlinks.org.za/article/nathalie-razafindehibe-2012-05-28</a>
Mauritius	QuatreBornes	85,000	<a href="http://www.genderlinks.org.za/article/quatres-bornes-mc-2012-05-18">http://www.genderlinks.org.za/article/quatres-bornes-mc-2012-05-18</a>	6% but Mayor is a woman	59%		
Zambia	Chongwe	6,057	<a href="http://www.genderlinks.org.za/article/chongwe-district-coe-2012-05-18">http://www.genderlinks.org.za/article/chongwe-district-coe-2012-05-18</a>	18%	60%		
Zimbabwe	Biet Bridge	22, 387	<a href="http://www.genderlinks.org.za/article/beitbridge-town-council-coe-2012-05-19">http://www.genderlinks.org.za/article/beitbridge-town-council-coe-2012-05-19</a>	16%	58%	Pat Ndlovu, Deputy Mayor	<a href="http://www.genderlinks.org.za/article/pat-ndlovu-2012-05-23">http://www.genderlinks.org.za/article/pat-ndlovu-2012-05-23</a>
<b>Sub total population</b>		<b>2,132,764</b>					
<b>TOTAL POPULATION</b>		<b>2, 989, 461</b>					
<b>NO COE</b>							
Lesotho	Mohlakeng	10,974			49%		
Magadascar	Bongatsara	19 988				Mayor RabearsoaLancelot Annick	
Mauritius	Moka Flaq	214,000			74%	Ghova Ramanjooloo	<a href="http://www.genderlinks.org.za/article/ghova-ramanjooloo-2012-05-23">http://www.genderlinks.org.za/article/ghova-ramanjooloo-2012-05-23</a> Shyamla <a href="http://www.genderlinks.org.za/article/shyamla-randalal-2012-04-22">http://www.genderlinks.org.za/article/shyamla-randalal-2012-04-22</a>
Zambia	Chibombo	4.477			37%		
Zimbabwe	Kadoma	81, 000			55%		

