

At the Coalface

Gender@Work in Local Government

Zimbabwe

By Colleen Lowe Morna, Tapiwa Zvaraya and Priscilla Maposa

GENDER LINKS
FOR EQUALITY AND JUSTICE

Gender Links (GL) is committed to an inclusive society in which women and men are able to participate equally in all aspects of public and private life in accordance with the provisions of the SADC Protocol on Gender and Development.

At the Coalface - Gender@Work in Local Government Zimbabwe
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ISBN: 978-0-9922433-8-8

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Cover photo: Gender equality equals women and men working together: couple share the tasks in Gweru Market
Cover photo by Colleen Lowe Morna
Design and layout: Debi Lee

This report has been produced with financial assistance from the Embassy of Sweden in Zimbabwe. The views expressed herein are those of Gender Links and can therefore in no way be taken to reflect the official opinion of the Embassy of Sweden in Zimbabwe.

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Acknowledgements

This book assesses progress made by the "Centres of Excellence" (COE) for Gender in Local Government following research in 2010 showing glaring gender gaps at the local level. 68 councils (31 urban and 37 rural) have joined the COE programme and are implementing their gender action plans aligned to the Post 2015 SADC Protocol on Gender and Development.

Gender Links (GL) would like to thank the following partners who have been central to the success of the COE programme:

- The 68 Centres of Excellence for Gender and Local Government in Zimbabwe.
- The Urban Councils Association of Zimbabwe (UCAZ), the Association of Rural District Councils (ARDC) and their umbrella body, the Zimbabwe Local Government Association (ZiLGA).
- The Ministry of Local Government, Public Works and National Housing.
- The Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage.
- The Ministry of Women Affairs, Gender and Community Development.
- Civil Society Organisations, Faith Based Organisations and Community Based Organisations in the localities.
- The Women's Coalition of Zimbabwe (WCoZ) which serves as the focal network in Zimbabwe of the Southern African Gender Protocol Alliance.

Sincere appreciation to the Gender Focal Persons from the COE Councils who served as the reference team for the book.

The Embassy of Sweden in Zimbabwe and UKAID through the Department for International Development (DFID) supported the COE programme in Zimbabwe. The Funding Leadership Opportunities for Women (FLOW Fund) supported the End Violence, Empower Women Programme. UN Women Zimbabwe supported the Violence Against Women Baseline Study. Danish International Development Agency (DANIDA) funded the original *"At the Colaface, Gender and Local Government in Zimbabwe"* research that laid the foundation for the COE work. We thank our international development co-operating partners most sincerely for their support.

Gender Links (GL) Zimbabwe Manager, Priscilla Maposa and GL Monitoring and Evaluation Officer Tapiwa Zvaraya compiled the book, that draws from GL's data as well as the findings of two independent evaluations by Sandra Ayoo (2014) as well as George Zimbizi & Sunungurai Chingarande-Mutanga (2016). GL Chief Executive Officer, Colleen Lowe Morna edited the report. Lucia Makamure proof read the report. GL takes responsibility for the interpretations, conclusions and recommendations drawn.

List of acronyms

AIDS	Acquired Immune Deficiency Syndrome
ARDCZ	Association of Rural District Councils in Zimbabwe
ART	Anti-retroviral Treatment
CEDAW	Convention on the Elimination of Discrimination Against Women
CEO	Chief Executive Officer
COE	Centres of Excellence
COP	Conference of the Parties
EMA	Environmental Management Agency
EPMS	Electronic Patient Monitoring System
FLOW	Fund for Leadership Opportunities for Women
FTPT	First Past the Post
GBV	Gender Based Violence
GC	Gender Champion
GFP	Gender Focal Person
GL	Gender Links
GPS	Gender Progress Score
HIV	Human Immune Virus
HODs	Heads of Departments
ICLD	International Centre for Local Democracy
ICT	Information Communication Technology
KPIs	Key Performance Indicators
LA	Local Authority
MDC-T	Movement for Democratic Change
MDGs	Millennium Development Goals
MJLPA	Ministry of Justice, Legal and Parliamentary Affairs
MLGPWNH	Ministry of Local Government Public Works and National Housing
MRDPPNCH	Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage
MWAGCD	Ministry of Women Affairs, Gender & Community Development
PWD	People with Disability
RDC	Rural District Council
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SPB	State Procurement Board
SRH	Sexual & Reproductive health
ToC	Theory of Change
TOT	Training of Trainers
UCAZ	Urban Councils Association of Zimbabwe
UNCDF	United Nations Capital Development Fund
UNFCCC	United Nations Framework Convention on Climate Change
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
VAW	Violence against Women
VIDCOs	Village Development Committees
WADCOs	Ward Development Committees
WLGF	Women in Local Government Forum
ZANU-PF	Zimbabwe African National Union-Patriotic Front
ZDHS	Zimbabwe Demographic Health Survey
ZEC	Zimbabwe Electoral Commission
ZiLGA	Zimbabwe Local Government Association

Foreword


Erica Jones

Local government is the face of government service delivery in Zimbabwe and has a critical role to play in the implementation of Government efforts to improve the lives and livelihoods of citizens. In Zimbabwe local authorities are expected to offer basic services and facilitate economic development within their areas of jurisdiction. Statistically, women outnumber men in general population terms, but it has been estimated that up to seventy percent of primary council service users are women and girls: the need for gender-sensitive local authorities is self-evident!

Traditionally, women in this country have not been involved in the policy making roles of a community. The low level of female councillors is a continuation of this trend. Furthermore, the cultural gender norms have made it difficult for women to take up managerial positions within councils. As a result, most of the decisions taken by councils, both rural and urban, have not taken note of the special gender needs relating to the services and developments being provided. As a result, some of the efforts made by local authorities to improve lives, have not made the impact on the women service users, and in the worst case scenario, they may even have had negative implications.

The need for local government structures that are gender aware and sensitive, and develop an organisational culture of gender consciousness can never be over-emphasised. The Centres of Excellence (COE) programme has been a beacon in efforts to ensure that decisions made by local authorities are made in a manner that takes into consideration the special circumstances of all the anticipated beneficiaries, men and women, girls and boys. By doing so, the councils not only fulfill their mandate but they will create an environment that is conducive for all its residents to take part in their own collective decision-making processes. As it is unlikely that Zimbabwe will experience a major cultural shift in the election of public officials, it is vital that all councillors are made aware of the obligations to all their clients and they must think male and female.

The success of the COE programme lies in its emphasis on on-the-job training and practical implementation. The programme is sustainable in that it creates opportunities to make policies which outlive projects. The development of core gender champions has been an incentive as more and more people clamour for the accolade. The competition among gender activists stimulates innovation and most importantly, the sharing of best practices which then become the norm.

As a result of the emergence of a community of local authority gender advocates, the Women in Local Government Forum (WILGF) has thrived. Women councillors and officials are ever growing in confidence whilst their male counterparts are becoming more aware of the need for gender mainstreaming in all activities. The Centres of Excellence programme is helping to bring about the death of ridiculing and trivialising gender issues as those in favour now outnumber the retrogressive elements.

The COE programme has not confined its successes to local authorities in that it has impacted on the knowledge levels and enthusiasm for the subject within the Ministry of Local Government, Public Works and National Housing at all levels. The support provided to the Ministry has assisted in taking the gender agenda to the next level, beyond mere rhetoric to real action. In addition,it has engaged with the Ministry gender focal persons, building self-assurance in the rightness of the gender cause. The result of all this is that the Centres of Excellence Programme is the programme of choice when it comes to gender mainstreaming in local authorities in Zimbabwe.

I commend our valued partner Gender Links for taking the initiative to document this amazing journey thus far, and thank the Embassy of Sweden for supporting the COE process as well as this valuable knowledge management endeavor.

Erica Jones
Principal Director in the
Ministry of Local Government,
Public Works and National Housing

KEY INDICATORS OF THE ZIMBABWE GENDER JUSTICE AND LOCAL GOVERNMENT PROGRAMME (2012-2016)

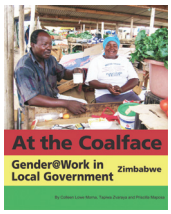
Indicator	2012	2013	2014	2015	2016	Total	% women
Inputs							
Cost of programme	$680,560.00	$482,071.00	$293,406.23	$735,040.62	$550,717.38	**$2,741,795.23**	
No of COE events	42	80	89	14	36	**261**	
No of non-COE events	6	5	14	5	10	**40**	
Output							
No of COE	22	27	34	58	68	**68**	
No of action plans	22	27	34	58	68	**68**	
No of GBV action plans		5	10	10	10	**35**	
No of summit case studies	57	58	66	131	155	**467**	
No of summit winners - national	13	16	12	13	13	**67**	79
No of summit winners - regional	7	6	7	1	N/A	**21**	81
No of beneficiaries - direct	1248	2308	2206	1887	1451	**8,958**	55
Of which no of gender focal persons and gender champions trained	46	54	68	116	136	**420**	55
Of which no of entrepreneurs trained		147	147	147	22	**169**	100
Of which no of national summit participants	91	102	92	169	178	**632**	70
Of which no of regional summit participants	13	16	12	4	N/A	**45**	84
No of beneficiaries - intermediate		8354	1480	4309	74	**14,217**	52
No of beneficiaries - indirect	4741500	588283	603766	3059475	1282424	**10,275,458**	50.1

Outcome	Baseline (2012)	End line	Variance
Gender mainstreaming			
Gender and local government score - original (2012 - 2016)	68%	67%	-1%
Gender and local government score - mid (2014 - 2016)	44%	62%	+18%
Gender and local government score - new councils (2015 - 2016)	42%	54%	+12%
Gender and local government score - overall (2012 - 2016)	68%	61%	-7%
Proportion of women employed in COE councils (2012 - 2016)	30%	30%	0%
Proportion of women managers in COE councils (2012 - 2016)	18.6%	23.7%	+5.1%
% women accessing land (2016)		22%	
% women allocated housing (2016)		21%	
% women chairing water committees (2016)		45%	
Gender responsive budgeting			
Gender mainstreaming process (contribution to COE) - 2016		$5,223,404	
Gender employment equity - 2016		$814,933	
Gender specific projects - 2016		$29,538,836	
Gender in mainstream programmes - 2016		$35,527,767	
Total contribution by councils to promoting gender equality		$71,104,940	
Gender attitudes			
Gender Progress Score (GPS)	62%	65	+3%
Gender Empowerment Index (Entrepreneurship training)			
Average monthly income (2013 - 2015)	$51	$144	+$93
Personal agency (2013 - 2015)	77%	80%	+3%
Relationship control (2013 - 2015)	52%	54%	+2%
Impact			
Proportion of women councillors in local government (2008 - 2013)	18.8%	16.2%	-2.6%
Proportion of women councillors in local government COEs (2008 - 2013)	17%	21%	4.0%
Proportion of women Mayors (COE) - (2010 - 2016)	4.3%	15%	+10.7%
Proportion of women Deputy Mayors (COE) - (2010 - 2016)	4.3%	29%	+24.7%
Proportion of women in committees - (2010 - 2016)	19.5%	23%	+3.5%

Source: GL Monitoring and Evaluation data.

Executive Summary





This book documents one of the most far-reaching, systematic and sustained efforts to promote gender in local government in Zimbabwe and in the Southern Africa Development Community (SADC) region. Based on the research report, *"At the Coalface, Gender in Local Government"* undertaken in 2010, the book assesses *"Gender@Work in Local Government"* in Zimbabwe following the steps taken since the research to promote gender-responsive service delivery at the local level.

Initially piloted with 10 local authorities, the Centres of Excellence (COE) for Gender in Local Government initiative has since been cascaded to 68 Local Authorities (LAs): 74% of all LAs in Zimbabwe, servicing over 10 million people. All these councils now have Gender Focal Persons (GFP) and Gender Champions (GC), the Drivers of Change who create multiplier effects through gender action plans and gender responsive resource allocations, albeit within tight economic constraints.

The programme is a partnership between the COEs, Gender Links Zimbabwe (GLZ), the Ministry of Local Government, urban and rural councils under the Zimbabwe Local Government Asso-ciation (ZiLGA), the Women in Local Government Forum (WiLGF), and the Women's Coalition of Zimbabwe (WCoZ), the focal network of the Southern African Gender Protocol Alliance (that GL coordinates regionally) in Zimbabwe.

The programme's Theory of Change is based on Thenjiwe Mtintso's **access, participation and transformation** framework for gender in governance. This posits that for women to make a difference, a "critical mass" of women need to be present in decision-making structures and positions. Formal and informal barriers to their effective participation (such as meeting times, male dominance of leadership positions, the language and conduct of meetings) need to be removed or reviewed. This paves the way for change that is measured at institutional level by changes in the work place and service delivery, and at the personal level, through the empowerment of women, and changes in the attitudes of men.

The book forms part of GLZ knowledge management with the generous support of the Embassy of Sweden in Zimbabwe. It draws on the Monitoring and Evaluation (M and E) tools used in the programme, notably the Gender and Local Government Score Card administered annually since 2012; the Gender Progress Score (or GPS, a gender attitude quiz administered in a sample of councils); the Drivers of Change profiles and analysis as well as the Gender Empowerment Index (GEI) used to measure changes in agency, income and experience of GBV. The book also draws on two evaluations of the programme conducted in 2014 and 2016/2017. The process benefitted greatly from input and comments by the reference group (Gender Focal Persons or GFP from key councils - see acknowledgements).

Key achievements

- ***Bringing together different political interests:*** The programme came together during the period of the Government of National Unity (2008-2013). It succeeded in bringing together opposing factions around the common cause of gender in local government through interaction between GLZ and the Association of Rural District Councils in Zimbabwe (ARDCZ) and Urban Councils Asso-ciation of Zimbabwe (UCAZ) as well as the Women in Local Government Forum (WiLGF).

- ***Critical partnerships*** with the local government associations and the Ministry of Local Government resulted in political buy-in which enabled GLZ to roll-out the programme to local authorities in Zimbabwe.
- ***The Ministry of Local Government issued key directives*** that strengthened voluntary decisions by councils to join the programme. These include directives to appoint and recognise GFP; write gender Key Performance Indicators (KPIs) into the job descriptions of senior officials and support for the Violence Against Women (VAW) Baseline Study in 2012/2013.
- ***Gender structures have been set up in all COEs:*** A distinguishing feature of the COE's compared to the non-COEs is that all COEs have a Gender Management System in place. This includes GFP (administrative functionaries) and Gender Champions (political leaders) in all COEs extending to gender committees in 65% of the COEs. Gender has been written into the job descriptions of key functionaries in 45% of local authorities. 420 Drivers of Change have been trained, and manage nine of the ten stage COE process, with GLZ supporting in five stages. 73% of the COE councils now keep sex disaggregated data on service delivery which they did not do before.
- ***Women are becoming more visible in leadership positions:*** Although the proportion of women in local government dropped in the 2013 elections (see challenges), the proportion of women councilors is higher, and there has been an increase of women in leadership positions in the COEs. The proportion of women mayors in the COEs has increased from 4.3% to 15%; deputy mayors from 4.3% to 29% and women chairs of committees from 19.5% to 23%. The overall proportion of female managers in COE councils rose from 18.6% to 23.7%. Prior to 2009, there were less than four women as CEOs/Town Clerks in councils. Currently there are 10 women CEOs/Town Clerks and more than 20 directors. Women constitute 41% of those on water or sanitation committees and chair 55% of these committees.
- ***Women are participating actively in council processes:*** Public participation is a critical component of local government processes, presenting an opportunity for women to participate and demand gender responsive service delivery. 61% of COE councils said that women constitute more than half of all participants in public meetings with only 13% stating that women comprised less than one quarter of participants.
- ***Councils are starting to put their money where their mouth is:*** Gender responsive budgeting data gathered in 2016 showed that the COE's committed $71 million to processes around gender mainstreaming; promoting employment equity; gender specific programming and mainstream programmes designed in a gender responsive way. This represents 15% of council budgets, and is 26 times more the contribution made by donors ($2.7 million) for the programme over five years.
- ***Changing lives:*** The programme reached nearly 10,000 people directly (55% women and 45% men) at a cost of $270 per beneficiary. It had considerable ripple effects through the 14,000 intermediary and more than 10 million ultimate beneficiaries, as well as extensive use of community, mainstream and new media. The analysis of the Drivers of Change shows that whereas for women (77%) the biggest change was awareness of their rights, for men (89%) the biggest change was in their attitude towards gender.
- ***Ending violence, empowering women (the Sunrise Campaign):*** The pilot project to provide entrepreneurship training to 147 survivors of GBV in partnership with ten councils supported by the Netherland Governments Funding Leadership Opportunities for Women (FLOW) Fund demonstrated the potential to find sustained solutions to GBV at the local level. 92% of the women grew their businesses in some way; 86% added new products, 79% found new markets and 67% opened a bank account. Average income rose from US$51 at the beginning of the project to US$144 in 2015. 91% of participants said they now experience less or much less GBV, whilst 3% still experienced the same levels of GBV; only 6% of the beneficiaries experienced more or much more GBV.



- ***Learning and sharing:*** The SADC Protocol@ Work Summits have presented an exhilarating leaning and sharing platform for 632 women and men who have presented 467 case studies and won 67 prizes at national level. 45 of these went on to regional summits in Johannesburg and Gaborone with 21 (or almost half) winning prizes at this level.

Challenges

- ***Women are still under-represented in local government:*** While the 2013 Constitution has a quota for women in parliament (delivering substantial increases in the 2013 elections) the same does not apply at the local level. The July 2013 elections saw women's representation in local government drop to 16.2% from 18.5% in the previous election. The representation of women in rural local authorities dropped from 19% to 15.4%. In urban councils there was a slight increase in the representation of women from 17% to 19%. At 21% the COE's have a slightly higher proportion of women than the national average. But the failure to meet the gender parity targets in the SADC Protocol on Gender and development at the local level is a serious concern.
- ***No special measures in place for women at the local level in the 2018 elections:*** Despite a study visit to Mauritius sponsored by UN Women and facilitated by GLZ and GL Mauritius, and recommendations put forward for aligning the local government electoral act to the Constitution, there were no special measures in place for women's representation in local government at the time of writing for the 2018 elections. Experience from the SADC region shows that without such measures, there is unlikely to be an increase in women's representation at the local level in the coming elections.
- ***Barriers to women's political participation still exist.*** These include education, multiple roles of women, institutional barriers, culture and socialisation as well as lack of confidence. Entrenched patriarchal attitudes, lack of financial resources, and political unrest and violence pose a threat to women's participation in local politics.
- ***Council score cards show the need for constant backstopping of gender mainstreaming efforts, especially for new councils:*** While the Gender and Local Government Score Card shows improvements in the councils that joined the programme earlier, overall the score in 2016 went down to 61% compared to 68% at baseline. This partly reflects the tougher scoring process with the new Post 2015 SADC Gender and Development Protocol score card (see opportunities). But it also reflects the low scores of new councils that need on-going support.



- ***Councils are still grappling with the strategic needs of women:*** While service delivery statistics reflect efforts to bring women into the mainstream economy, women still only constitute 22% of those allocated land; 21% of those who hold title to housing and 7% of those awarded tenders. Gender responsive budgeting also requires strengthening,
- ***An area for further work concerns women's influence on policy processes:*** The Drivers of Change analysis shows that while 62% men mentioned changing policies, only 34% women spoke about this. The COE process seeks to empower women so that they can challenge gender inequality in their homes and communities, but also at policy level, an area traditionally dominated by men.
- ***More work is needed to change attitudes:*** Gender attitudes as measured by the Gender Progress Score (GPS) in the communities increased by three percentage points from 59% to 62%. This upward trend needs to be sustained through constant public education, awareness and engagement.

Opportunities

- ***The updated gender action plans, in line with the Post 2015 SADC Protocol on Gender and Development***, are more rigorous and open new areas of work. The updated sub-regional instrument is aligned to the Sustainable Development Goals (SDGs) providing a link from local, to national, to regional, to global.
- ***Involvement of young women and men in local decision-making and holding local authorities accountable for service provision:*** Two thirds of COE councils have established junior councils. 53% of councils with junior councils reported that these had more girls than boys; 39% reported more boys than girls 8% said they had gender balance in their junior councils. This provides a great platform for the meaningful involvement of youth, and training a new cadre of young women leaders for the future.
- ***Sexual and Reproductive Health and Rights:*** The Post 2015 SADC Gender Protocol has strengthened this area of work. The 2016 Gender and Local Government Score Card data shows that all councils regard health as a core responsibility; that the vast majority distribute family planning services; have HIV and AIDS policies, and take responsibility for ARV treatment. Some are becoming more attuned to the needs of young people, and to the possibilities offered by ICTs for enhancing efficiency and effectiveness. This provides a key opportunity for strengthening work on SRHR, and creating effective links between health, GBV, HIV and AIDs and rights-based approaches to development.
- ***Growing engagement on climate change:*** In line with the SDGsThe 2016 Gender and Local Government Score Card data shows that there are 283 climate change projects at the local level, with 55 shared at summits. These address water and sanitation, waste management, clean energy, nutrition, climate change adaptation and mitigation. The SDGs and Post 2015 agenda provide an opportunity to strengthen climate change through strategies that include community education and awareness, technology transfer, and establishment of gender aware climate change policies at the local level.

Next steps

- GLZ will work with partners to escalate the ***campaign for special measures*** to increase women's representation in local government in the 2018 elections.
- In line with the recommendations in this book(see Chapter 13) GLZ will work with the ministries of gender and local government at designing ***a model for brining in the remaining 26% of councils, and backstopping the existing ones***, including through a “hub and spoke” model for using long established councils to support new councils.
- In the spirit of the SDG's “leave no one behind” GLZ will work with COEs on ***defining new target groups*** including youth, the disabled, the elderly and other marginalised groups.
- GLZ will work with partners to ***strengthen the programmatic and Gender Responsive Budgeting content*** of the COE work, especially on gender violence and economic empowerment; climate change; Sexual and Reproductive Health and Rights.
- Key to this will be the creation of a ***Community of Practice*** to promote efficient and effective peer sharing of knowledge and skills, as well as changing attitudes.

Introduction

Part I

AT THE COALFACE

Chapter One

Context & Theory of Change



Women constitute the majority of the poor, the landless and the unemployed in Zimbabwe, yet are the backbone of families. *Photo: Colleen Lowe Morna*

This chapter provides the context to Gender Links' work on gender and local government in Zimbabwe and in the Southern African Development Community (SADC) region. It covers the political and economic context; where local government fits within this context; and the Theory of Change that informs this work.

Regional context



Southern Africa must confront a myriad of challenges as it attempts to address the needs and aspirations of its 100 million people, 40% of whom live in extreme poverty with per capita incomes ranging from $256 per annum in Zimbabwe to $5099 in Mauritius.

The greatest challenge of the Southern Africa Development Community (SADC) continues to be the need to build a life for its people free from poverty, disease, human rights abuses, gender inequality and environmental degradation. The majority of those affected by these conditions are women. Across the globe, there is a consensus that gender equality is integral to economic growth and poverty eradication.

The 1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and 1995 Beijing Platform for Action are key global commitments to advancing gender equality that all SADC government subscribe to.

The SADC Protocol on Gender and Development (2008) brought together all global and international commitments to gender equality and sought to enhance these through 28 targets aligned to the 2015 deadline for the Millennium Development Goals (MDGs). Zimbabwe signed the SADC Gender Protocol in 2008 and ratified it in 2009. Zimbabwe was the second country after Namibia to ratify the regional instrument for the advancement of women.



In 2015, while Zimbabwe served as chair of SADC, gender ministers' updated the SADC Gender Protocol in line with the Post-2015 Sustainable Development Goals (SDGS); Beijing Plus 20 and the African Union (AU) Vision 2063. The Post-2015 SADC Protocol on Gender and Development (adopted by Heads of State in 2016) includes new sections on Sexual and Reproductive Health and Rights; gender and climate change; stronger provisions on women's effective political participation as well as the unwaged work of women. It is one of the few SADC protocols to have been reviewed (this paved the way for Botswana to sign in 2017, leaving Mauritius as the only SADC country that has not signed the Protocol[1]). The SADC Gender Protocol is also the only regional instrument to be accompanied by a Monitoring, Evaluation and Results (MER) Framework.

Gender Links (GL) co-ordinates the **Southern African Gender Protocol Alliance**, a coalition of NGO networks that successfully campaigned for the elevation of the SADC Declaration on Gender and Development into a more legally binding Protocol in August 2008 soon after the start of this project. The Alliance works through focal networks in each country. The Women's Coalition of Zimbabwe (WCoZ) serves as focal network of the Alliance in Zimbabwe.

National context



Zimbabwe was a British colony until 1965 when the white-minority government led by Ian Smith made a Unilateral Declaration of Independence (UDI) from the United Kingdom. Robert Mugabe's Zimbabwe African National Union (ZANU) and Joshua Nkomo's Zimbabwe African People's Union (ZAPU) fought a protracted war that finally led to Zimbabwe's political independence in 1980. After a bitter struggle, the two parties came together as the ZANU Patriotic Front (ZANU-PF) a decade after independence.

[1] Mauritius initially objected to the affirmative action provisions of the Protocol, that it said contradicted with the country's constitution. This objection appears to have been dropped following the 2013 local elections in which Mauritius adopted a "gender neutral quota".

Since independence, ZANU-PF has been the dominant party in Zimbabwe. The 2008 elections featured three major presidential candidates: ZANU PF's Robert Mugabe; Morgan Tsvangirai of the Movement for Democratic Change (MDC) and Simba Makoni, an independent candidate. Following the heavily contested election results, the two main parties, and a breakaway MDC M (Mutambara) party agreed to a power-sharing agreement with Mugabe retaining the Presidential position while Morgan Tsvangirai became Prime Minister.

In March 2013 Zimbabwe held a referendum on a new Constitution, hailed for its strengthened provisions on human and women's rights. Mugabe was re-elected president in the July 2013 Zimbabwean general election.

The 2016 Ibrahim Index of African Governance Survey ranked Zimbabwe 39th out of 54 African countries with a score of 44.3% on governance (i.e. safety and rule of law, participation and human rights, sustainable economic opportunity and gender equality). This was below the Africa average overall score of 50%. On participation, the index ranked Zimbabwe ranked 41st out of 54 African countries with a score of 28.3% (below score of 47.9%).

Zimbabwe maintained positive economic growth throughout the 1980s (5% GDP growth per year) and 1990s (4.3% GDP growth per year). The economy declined from 2000: 5% decline in 2000, 8% in 2001, 12% in 2002 and 18% in 2003. From 1999-2009, GDP *decreased* by an average of 6.1% each year. After the formation of the Unity Government and the adoption of several foreign currencies (primarily the US dollar) instead of the Zimbabwe dollar in 2009, the economy rebounded. GDP grew by 8-9% a year between 2009 and 2012. By 2014, Zimbabwe had recovered to levels seen in the 1990s, but between 2012 and 2016 growth faltered.

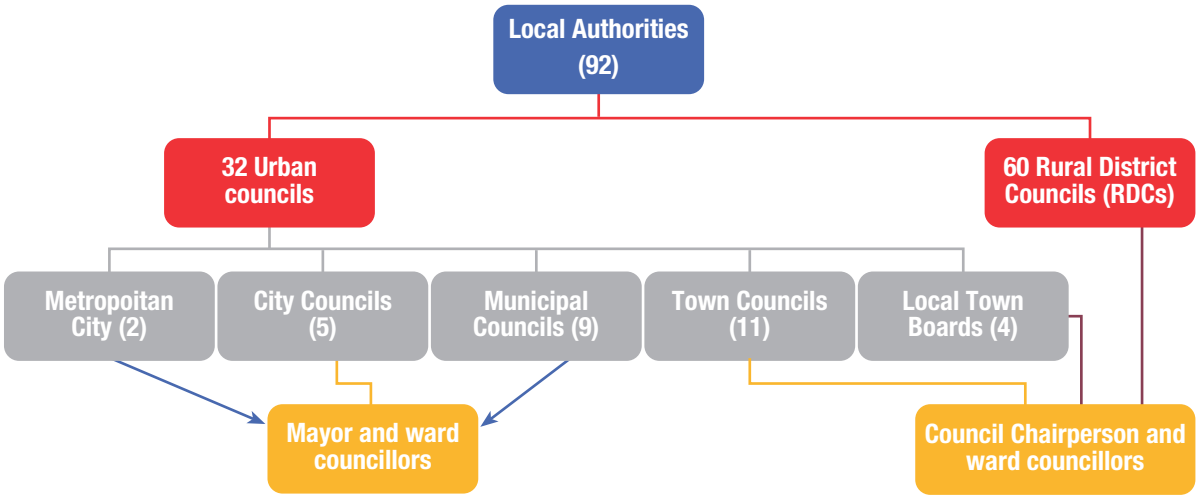
Zimbabwe has sought to arrest the decline through the 2013 Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET), which covers four areas: Food security and nutrition; social services and poverty reduction; infrastructure and utilities; value addition and beneficiation.But the Millennium Development Goals (MDG) 2015 progress report found that Zimbabwe failed to meet its MDG targets to halve extreme poverty and hunger between 1990 and 2015, with 22% of the population living below the food poverty line.

Local government in Zimbabwe

Zimbabwe has a population of 14.1 million, 52% of whom are women. The majority of Zimbabwean women live in the rural areas. The country is divided into 10 provinces. Zimbabwe's ten administrative provinces are split further into 60 districts.



Figure 1.1: Zimbabwe Local Government Structure



Source: Ministry of Local Government Public Works and National Housing.

Fig 1.1 illustrates that local government in Zimbabwe is divided into Rural and Urban councils. There are 92 local authorities in Zimbabwe: 60 rural and 32 urban. The urban councils are further divided into five classes rated according to status from highest to lowest. Harare and Bulawayo metropolitans are the largest, followed by City Councils (5), Municipalities (9), Town Councils (12) and finally local boards (4). Urban Councils are provided for by the Urban Councils Act, while Rural District Councils (RDCs) are provided for by the Rural District Councils Act (1996).

The urban councils are associate members of the Urban Councils Association of Zimbabwe (UCAZ), while the Rural Councils are members of the Association of Rural District Councils in Zimbabwe (ARDCZ).The 92 Local authorities in Zimbabwe fall under one umbrella body, the Zimbabwe Local Government Association (ZiLGA) and are headed by two separate ministries i.e. Ministry of Local Government Public Works and National Housing (MPWNH) for urban councils and Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage (MRDPPNCH) for rural councils.

The Constitution places responsibility on the State through local authorities to ensure that measures are taken to promote gender equality, social inclusion and citizen participation in local governance. The Constitution provides that the public must be consulted in important matters such as the budget (Section 141b). The Public Finance Management Act has a provision for public hearings on the budget (Section 28[5]).

Gender and development in Zimbabwe

According to the *2016 One UN Zimbabwe Country Results Report*, the Constitution of Zimbabwe has strong provisions for the promotion and attainment of gender equality and women's empowerment. The country has also created an enabling environment for the promotion of gender equality and women's empowerment through the formulation of relevant policies and gender action plans.

However, despite these commitments at various levels, women and girls in Zimbabwe continue to face challenges in the political, social and economic spheres. The Zimbabwe United Nations

Development Assistance Framework (ZUNDAF) 2014 Zimbabwe Country Analysis noted that women are likely to suffer from negative and harmful cultural practices, subordination in the public and private spheres, patriarchal attitudes and power imbalances, including in the workplace.

Women's leadership and participation in decision-making in the public and private sectors has generally remained low. A gendered analysis of the 2013 elections results by GL shows that women's representation in the Zimbabwe parliament increased from 19% in 2008 to 34% while representation in local government declined from 19% in 2008 to 16% in the July, 2013 elections. The increase in the percentage of women in parliament is attributed to the quota in the new Constitution at this level. Closer analysis reveals that the actual numbers of elected women dropped. But for the quota, there would have been a decline of women in parliament as well. Zimbabwe missed the SADC Gender Protocol target of 50% women in political decision-making by 2015, as the 2013 elections marked the last opportunity to make this leap before the close of the MDG era.

Accelerated implementation of economic frameworks, policies and programmes to empower women economically is imperative if women are to participate in and benefit from the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset).'Women's participation in the formal economy remains low. Only 14% of women are in paid employment compared to 31% men, and less than 1% of the employed managers are women.[2] Fifty-four percent (54%) of the unskilled workers in the economy are women, while 59% of the professionals are men.[2] Administrative practices that reinforce gender inequalities and disparities continue to affect women's, especially young women's uptake of funds for women's and youths economic empowerment. Gender-responsive budgeting (GRB) is not an essential feature of the national budget despite more than six years of training of technocrats and the issuing of GRB Circulars to line ministries by the Ministry of Finance. Women's access to and ownership of property and other productive resources is still very low. More than six out of 10 women do not own a house (63%) or land (64%).

Key Post-2015 Gender Challenges in Zimbabwe

- The low political, economic and social status of the majority of women in the country, is one of the country's major Post-2015 development challenges. If gender equality and women's empowerment are not put at the centre of the country's new development agenda, the aspirations and ambitions of Zimbabwean women to become co-drivers of the country's transformation will not become a reality.
- Entrenched patriarchal attitudes and a backlash to the strong gender equality and women's rights provisions in the Constitution may affect the achievement of gender balance in institutions in the public and private spheres.
- In the majority of line ministries in government, including the Ministry of Women Affairs, Gender and Community Development, women are 30% or less of senior managers. And, many of the affirmative action measures created in policies following the adoption of the Constitution, set gender targets of 30%.
- The paucity of financial resources to gender equality and women's empowerment remains a strong indicator that there is a gap between words, policies and action. Many of the women's empowerment frameworks are not financed, and the national gender machinery is poorly resourced.
- Women's representation in elected positions at the national and local levels is not secure. One-year after the adoption of the Constitution and four-years before the next general elections, there are no public pronouncements by political parties for special measures to increase women's representation in local authorities, or to secure women's representation at 35% or more in parliament.

Source: Zimbabwe SADC Gender Protocol Barometer 2015.

[2] Zimbabwe 2011 Labour Force Survey, ZimStat.
[3] Zimbabwe 2011 Labour Force Survey, ZimStat.

Gender and local government

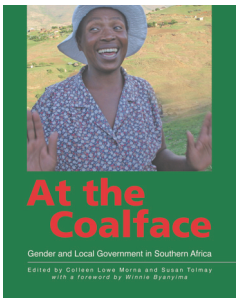
National government works at a policy level to achieve gender equality, while local government delivers services and has the most impact on people's daily lives.

Apart from being close to the people, local government is an important entry point for women for a quite a number of other reasons which include:

- Local council offices are geographically closer to communities than national offices and as such they are easier to reach and residents should be able to interact with this level of government.
- Areas are broken down into wards and constituencies that have local politicians who community members can approach and interact with.
- It follows then that this level of government should be the most responsive to the very specific developmental needs of communities.
- Local governance could thus be defined as processes through which stakeholders interact in determining the local developmental agenda and in managing resources to implement these developmental priorities.[4]

Historically, women have been relegated to the home and they spend most of their time dealing with local issues which include service delivery and as such are the ones best acquainted with and most affected by these services. Thus, their involvement in decision making at this level of government would benefit both them and their communities. Women can gain entry into local politics given its proximity to the home and thus enables them to combine domestic responsibility with participation in politics.

In 2003, GL undertook the first comprehensive study of the impact of women in politics in Southern Africa. *"Ringing up the Changes, Gender in Politics in Southern Africa"* found that local government is a sadly neglected area of the gender and governance discourse. A key finding of this study was that few practical steps were taken to mainstream gender in this tier of government or to build the capacity of councillors to lead this process. Since 2006/2007, GL has conducted research in ten Southern African countries in the series, *At the Coalface, Gender and Local Government* including Zimbabwe.



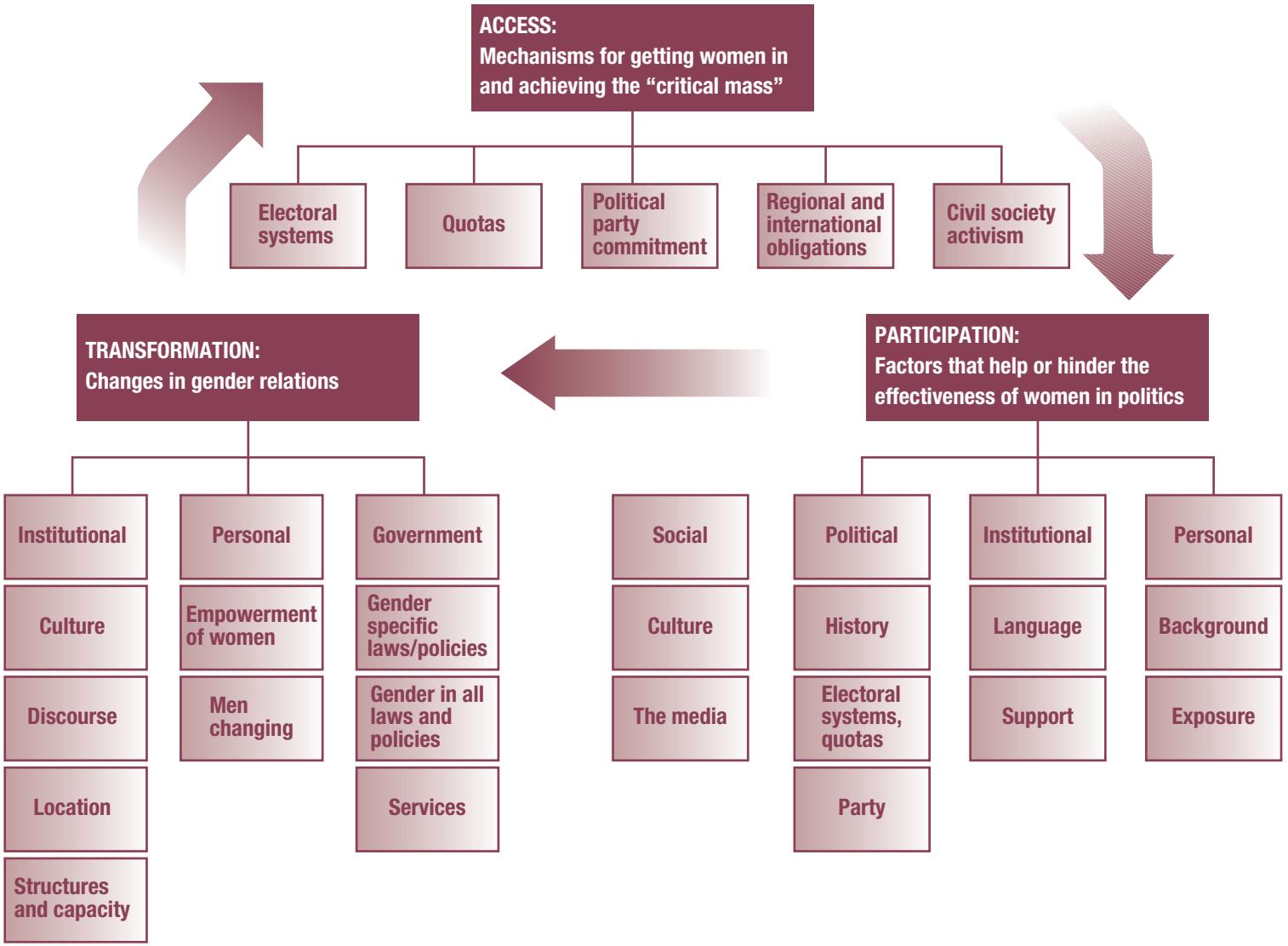
GL's Theory of Change for Gender and Local Government

Reinforced in formal and informal ways, gender inequality begins in the home; is perpetuated by the family, schools, work place, community, custom, culture, religion and tradition as well as structures within society more broadly - the media, new media, popular culture, advertising, laws, law enforcement agencies, the judiciary and others. While society generally identifies other forms of inequality, gender inequality is so normalised that it often goes unnoticed, including by women who have been socialised to accept their inferior status. Gender inequality follows the life cycle of most women from cradle to grave. Despite changes in laws and Constitutions, many women remain minors all their lives - under their fathers, husbands, even sons, and as widows subject to male relatives.

GL's Theory of Change posits that while individual, family, community and societal factors often become a vicious negative cycle that militates against change each one of these layers can be reversed into a virtuous positive cycle that results in change. GL led the campaign for a SADC Protocol on Gender and Development with 28 targets to be achieved by 2015. GL works to achieve these targets in its media, governance and justice programmes. GL's full Theory of Change can be found at *http://www.genderlinks.org.za/page/policy-briefs*

[4] Evertzen, A (2001) Gender and Local Governance, SNV - Netherlands Development Organisation.

Figure 1.2: Mtintso's access - participation and transformation framework



In its work on gender and governance, GL makes use of Thenjiwe Mtintso's access-participation-transformation framework. Mtintso postulates that for women to make a difference, they must first have **access** to decision-making positions from which they have been excluded through formal and informal barriers. Globally, the only way in which woman have experienced a rapid increase in political participation is through special measures, including voluntary and legislated quotas. Mtintso argues that access alone is not enough. Women can be in decision-making positions but still be excluded as a result of not occupying leadership positions in those structures, capacity constraints, and or informal barriers that effectively still silence women.

Measures therefore need to be taken to enhance women's **effective participation**. Access and effective participation provide the basis for **transformation** or change. This is measured internally through changes in institutional culture, and externally through the services delivered. At a **personal** level change is measured through the increased agency of women, and changes in the attitudes of men. Transformation is also depicted at community level as will be shown throughout this text.

Conclusions

The political, social and economic context in which GL and its partners sought to take forward work on gender and local government following the ground-breaking Coalface research presented many challenges. As will be elaborated in the coming chapter, these could easily have led to a roll back of the work at any given point. Forging forward required a combination of a well-designed and holistic programme; political buy-in; strong partnerships and leveraging off every opportunity and entry point.



At the Coalface: Women predominate in the informal economy.
Photo: Colleen Lowe Morna

The Gender Justice and Local Government programme



Designing the COE process at the 2010 Kadoma workshop. *Photo: Colleen Lowe Morna*

This chapter provides an overview of the Gender Justice and Local Government programme that arose in response to the findings of the 2010 At the Coalface, Gender in Local Government in Zimbabwe. The chapter provides an overview of how the programme evolved, key government and development co-operation partners. It summarises key compo-

nents of the programme. These include the 50/50 campaign; the Centres of Excellence for Gender in Local Government model; the Violence Against Women Baseline Study and the End Violence, Empower Women campaign. All these have generated a wealth of information, brought together at the annual SADC Protocol@Work summits, a key tool for promoting learning and sharing.

As part of the overview, the chapter summarises the key monitoring and evaluation tools that have been used to measure progress. The data gathered using these tools, and the tools themselves, are referred to throughout the subsequent chapters.

Evolution of the programme

The Gender Justice and Local Government programme came into existence during the Government of National Unity (GNU) period (2008-2013). Zimbabwe has two local government associations, the Urban Councils Association of Zimbabwe (UCAZ) and Association of Rural District Councils (ARDCZ). Urban councils have tended in the recent past to be associated with the opposition party, whose strongholds are in the urban areas, and rural councils with the ruling party, whose strength is in the rural areas. The Ministry of Local Government has made efforts to bring the two associations together under the Zimbabwe Local Government Association (ZiLGA).

A key success of the Gender Justice and Local Government programme has been to bring opposing factions together around the common cause of gender in local government. This has been achieved with the parent associations as well as through the Women in Local government Forum (WiLGF). In 2009, GL signed an MOU with ZiLGA to embark on the Zimbabwe research into gender and local government. The study found that:

Key findings of *At the Coalface*, Gender and Local Government in Zimbabwe



- ***Women are under-represented in every area of local governance:*** At 18.8%, Zimbabwe is below the average of 23.9% of women in local government in the SADC region and 31.5% below the SADC target of 50%. Women are also under-represented as mayors and committee members and chairpersons.
- ***The electoral system has an adverse effect on women:*** Zimbabwe follows the constituency or First Past the Post (FPTP) electoral system, which globally has been shown to be more unfriendly to women because constituents vote for candidates rather than the political party which is disadvantageous to women in a society that is still holds deeply patriarchal attitudes towards them.
- ***A quota would help:*** Zimbabwe does have not any form of quota (voluntary or legislated). The study found that the majority of councillors, women and men, believed that a quota would be useful for increasing women's representation in local government. While there were some reservations from constituents, the majority also agreed that a temporary quota system would assist in levelling the playing field but that they should be accompanied with requisite training and capacity building to ensure that councillors participate effectively.
- ***Lack of resources:*** Women identified lack of resources as their second biggest barrier both to accessing and participating in local politics. They all lamented the fact that many of them do not have the money that is required for campaigning, which they say is necessary for calling meetings and providing food. Once in council similar barriers exists and are exacerbated by unreasonable expectations of constituents who sometimes expect financial assistance from councillors.
- ***Women still lack support:*** Whether in councils (from men and women), in the community or in the home, many women councillors attest to not being supported adequately. Much of this is linked to the conservative cultural and social belief systems that relegate women to the private sphere. Women come up against resistance from men in council, women and men in communities. There are little to no support mechanisms or systems in place for women councillors.

- ***Women can and do make a difference:*** There is overwhelming evidence from this and similar research that women represent different interests and concerns than men. The research found that the majority of women feel a responsibility towards representing other women's issues. This is why it is important for women to participate in decision-making, so that issues that were previously side-lined or ignored in male-only councils come to fore and get addressed. The study highlights many excellent examples of the work that women are doing often in difficult circumstances with limited resources.

The study called for:
- Lobbying efforts to build a quota into the new Constitution.
- Finalising of the ZilGA gender policy.
- Capacity building for gender focal persons.
- Cascading the Centres of Excellence for Gender in Local Government that had been tested in other countries in Zimbabwe.

Partners and sponsors

A programme of this magnitude requires a broad coalition of partners, who together formed a loose Gender and Governance Network that met under the auspices of the United Nations Development Programme (UNDP) in the early days. As the programme evolved, WiLGF as the stakeholder with the most direct interest in gender and local government became the key interlocutor. Table 2.1 summarises key partners and their roles.

Table 2.1: Partners in the Gender Justice and Local Government programme

Partner	Role
Ministry of Local Government, Public Works and National Housing	Political leadership and policy directives on gender in local government.
Ministry of Rural Development	
Ministry of Women Affairs, Gender & Community Development	National Gender Policy and overall responsibility for gender mainstreaming.
Urban Councils Association of Zimbabwe	Coordinating urban local authorities.
Association of Rural District Councils in Zimbabwe	Coordinating rural councils.
Women in Local Government Forum (WILGF)	Promoting women's active involvement and participation in gender and local government, as well as gender responsive service delivery.
Women's Coalition of Zimbabwe	The Alliance focal network in Zimbabwe responsible for advocacy around the SADC Protocol on Gender and Development.
International Centre for Local Democracy Sweden	Building the capacity of local leaders (councillors) in participation and leadership skills.

Table 2.2: Gender Justice programme developmental partner contributions

	2012	2013	2014	2015	2016	Total	%
Embassy of Sweden	$394,835.00	$368,125.00	$139,425.38	$664,647.85	$520,267.31	$2,087,300.54	76
UN Women	$149,975.00					$149,975.00	5
FLOW		$39,032.00	$138,895.38	$65,183.92	$13,000.00	$256,111.31	9
Other	$135,750.00	$74,914.00	$15,085.46	$5,208.85	$17,450.08	$248,408.38	9
Total	**$680,560.00**	**$482,071.00**	**$293,406.23**	**$735,040.62**	**$550,717.38**	**$2,741,795.23**	**100**

Source: GLZ financial records.

Table 2.2 above shows the contributions made by development partners to support the subsequent work to address the gaps identified in gender and local government from 2012 to 2016. Their contributions amounted to US$ 2,741,795 over the five years. The Embassy of Sweden contributed 76% of the total and the Netherlands government through the Fund for Leadership Opportunities (FLOW) 9%. UNWOMEN contributed 5% of the total to the VAW Baseline Study. Other donors including the European Union (EU) and UKAID through the Programme Partnership Arrangement PPA contributed 9% of the total.

Gender policy framework and political buy-in

GL in partnership with the ministries of gender and local government as well as ZiLGA developed a gender policy for gender in local government adopted in 2013. This formed the basis for local authorities to formulate their individual gender policies.

> "We have not received any money from Gender Links but we are grateful for the knowledge, the material and information that has completely transformed the way we do business. From the knowledge received, the Ministry produced a gender manual to guide officials in the ministry. It defines key gender terms, summarises provisions of major international conventions, gives direction on how to mainstream gender and how to be gender sensitive".
> *Senior official in the Ministry of Local Government, quoted in the 2017 Embassy of Sweden Evaluation of the Gender Justice and Local Government Programme.*

The Ministry of Local Government buttressed these efforts through three circulars signed by the Permanent Secretary. These covered:

- Requesting councils to collaborate in the VAW Baseline Study - 2012.
- Appointment of Gender Focal Persons in Local Authorities -2012.
- Making it mandatory for all Town Clerks, Town Secretaries and Chief Executive Officers to have gender in Key Performance Indicators (KPIs). Within the Ministry itself, the Permanent Secretary, Heads of Department and gender focal persons also have gender KPIs -2014.

Since 2013, the Ministry of Local Government has sought to integrate gender into the training of councillors. The capacity building manual for local councillors now has a section on gender mainstreaming.

Figure 2.1 alongside provides an overview of the Gender Justice and Local Government Programme. The overall goal is to contribute to the attainment of the targets of the SADC Protocol on Gender and Development through local action for gender equality. This is achieved through five specific objectives: the campaign for a quota for women in local government; enhancing the effective participation of women in local government; promoting gender responsive governance through the COE model, with a particular focus on ending violence and empowering women at the local level; as well as capacity building, learning and sharing through training Gender Drivers of Change and the SADC Protocol@Work summits.

Figure 2.1: What the Gender Justice and Local Government programme involved

GOAL				
To contribute towards gender balance and responsive local governance in Zimbabwe in accordance with the provisions of the SADC Protocol on Gender and Development.				
SPECIFIC OBJECTIVES				
1. To increase women's effective participation in local government through a campaign for a legislated quota in local government.		**2.** To enhance gender responsive governance through Centres of Excellence for Gender in Local Government in two thirds of Zimbabwe's urban and rural councils.		**3.** To reduce GBV in communities through the implementation of local action plans.
OUTCOMES				
50/50 campaign		**Gender responsive governance**		**Capacity building & sustainability**
1. A **legislated quota** for women in local government through the 50/50 campaign ahead of the 2018 elections.	**2.** Women's **effective participation** enhanced through lobbying and advocacy on leadership and gender analysis skills.	**3. Gender responsive governance and accountability** enhanced through over two-thirds of Zimbabwe's councils becoming Centres of Excellence for Gender in Local Government.	**4. The National Action Plan to End Violence against Women is cascaded to local level** through local action plans and the End Violence, Empowering Women Campaign.	**5. Enhanced learning, sharing and sustainability** through capacity building, district, national and regional summits.
OUTPUTS				
1.1 Records of 50/50 campaigns and their impact in 60 councils.	2.1 318 WLGF members trained in lobbying and advocacy.	3.1 3 original councils complete stages 3-10; 33 new councils go through to stage 1-10 of the COE process; 60 x	4.1 60 costed local gender action plans responding to findings of VAW Baseline Study.	5.1 60 GFP plus 60 officials from councils and Ministry of Women Affairs trained, at least 50% men.
1.2 Records of WLGF strategy and lobbying meetings.	2.2 100 x Drivers of Change profiles	3.2 60 x Gender Score Cards and learning paper each year.	4.2 150 survivors of GBV enhance agency, increase income, experience less violence through entrepreneurship training.	5.2 5 summits; 4 district summits; 600 participants; 400 case studies.
1.3 Amendment to Electoral Act	2.3 100 x Gender Aware Leadership Scores		4.3 24,000 attitude surveys administered at beginning and end of the programme.	

The 50-50 campaign

At the core of this programme is women's access to, and effective participation in, decision-making. Change cannot take place if women are not there in the first place. The research, *At the Coalface Gender and Local Government*, provided a wealth of data on women's absence from political decision-making in local government, as well as evidence of why this is important to gender-responsive governance. The programme sought to foreground this campaign, especially at the time of the adoption of the new Constitution and the 2013 elections.

Centres of Excellence for Gender in Local Government Programme

A unique feature of the Gender Justice and Local Governanment programme is its insistence from the outset on "going beyond numbers" to finding ways of advancing gender responsive governance.

The Centres of Excellence (COE) process arose from the realisation that the only way to make a difference at the local level is to move from national policies to working council by council. GL identified ten councils in each of ten countries for the pilot phase of the COE's. The COE process sought to bring together research, policy, action plans, on-the- job support and capacity building in a unique model that gave local expression to the 28 targets of the SADC Protocol on Gender and Development - the original sub-regional roadmap for MDG 3 (gender equality) to be achieved by 2015.

In Zimbabwe the COE work began with 10 Local Authorities: Beitbridge Town Council Bulawayo City Council, Chegutu Municipality, Chiredzi Town Council, Chitungwiza Municipality, Gweru City Council, Harare City Council, Kariba Municipality, Makoni Rural District Council, Ruwa Town Council and Victoria Falls Municipality.

These local authorities went through the six stages as illustrated in the first column of Table 2.2. By 2011, thirteen (13) councils had joined the COE process that had expanded to ten stages in light of experience.

> You need to know that the COE process is our program of choice - One of the things we are very particular about is the system of local government and often what happens when you setup a parallel system to our system. Some NGOs come and sets up parallel structures to the structures that are already there. We don't like that and the COE doesn't do that. They use the existing structure, the gender focal person, the council and committees. They don't make new structures and it's not political because when you get political at the local authorities it can cause problems for the non-political officials and the results are tangible. You can see the difference in individuals who have gone through the COE process. I am taking Theresa as our example. She was at the local level and she is now at provincial level. So we believe that the COE process gave her that confidence.
> *Erica Jones, then Director of Human Resources, Ministry of Local Government, 2014 Embassy of Sweden Evaluation.*

As illustrated in Table 2.3 below.

- The COE model retained the first two stages - obtaining buy in and undertaking a gender audit of the workshop.
- The updated model began with community mobilisation rather than doing this after the action planning workshop, putting a greater emphasis on public participation.
- The updated model added an inception workshop, to take councillors through key gender and governance principles. Although stages four and five were often run back-to back, GL and partners found it necessary to add a general awareness raising component before delving into action planning.
- The content of the action planning workshops has also evolved, adding capacity building modules on GBV; care work; gender and climate change as well as peace and conflict resolution at the local level.

- The updated model added a key stage six - adoption of the action plan. This public statement of commitment has proven to be a key component of the COE process.
- While the original six stage process had a media and campaign component, the updated model added an IT component, given the generally low level of skills in this area, but also the incredible opportunities that IT presents. The IT module is part of GL's "Making IT work for gender justice" campaign.
- The updated process added stage nine - monitoring and evaluation - ahead of the summit. This critical stage involves councils gathering and documenting evidence of what works to bring about gender equality for sharing at the summits.
- The summits have been the pinnacle of the COE process in both the six and the updated ten-stage model.

Table 2.3: The COE process

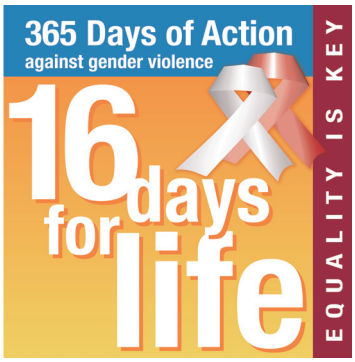
Original process 2010	Revised process 2011	Process	Principles
1	1	Meetings with management and political teams and adoption of COE process.	Political support: Getting buy-in at decision-making level.
2	2	Undertaking a gender audit of the council.	An evidence-based approach: Conducting a situation analysis that is council-specific and will help to address the needs of that council.
4	3	Mobilizing meeting with council representatives and popularizing the SADC protocol on Gender and Development.	Community mobilization through SADC Gender Protocol village level workshops that familiarize communities with the provisions of the sub-regional instrument and empower them to hold their council's accountable.
	4	Inception workshop.	Action planning: Conducting council-specific gender and action plan workshops that localize national and district gender policies and action plans.
3	5	Action planning workshop.	
	6	Adoption of the action plan.	Commitment: Getting councils to make a public statement about their intentions with regard to the action plan.
5	7	Media, campaigning skills.	
	8	IT for advocacy.	Capacity building through on-the-job training with council officials and political leaders. Assisting councils and communities to apply these new skills through running major campaigns, e.g. 365 Days to End Gender Violence; the 50/50 campaign etc.
	9	Monitoring and evaluation.	Tracking: Administration of score cards and other monitoring and evaluation tools that can be used to measure change in the immediate, medium and long terms.
6	10	Summit.	Knowledge creation and dissemination: Working to gather and disseminate best practices, case studies, etc. that can be presented at the annual gender justice and local government summit.
Post 2015	Updating of gender action plans in line with the Post-2015 SADC Gender Protocol		
	New baseline scores with colour coding from blue to green to bronze to silver to gold and platinum endorsed by UN Women		
	Quarterly backstopping meetings		
	Annual self and external assessments at the SADC Protocol@Work summit		

From 2011, all local authorities joining the COE went through the 10 stage rather than the six-stage process. GL also went back to the original 11 local authorities to add any elements they may have missed in the expanded programme. These councils also aligned their action plans to the original SADC Protocol on Gender and Development.

By the end of 2016, the COE programme had grown to 68 local authorities (31 urban and 37 rural). Following the adoption of the Post 2015 SADC Protocol on Gender and Development, GL trained COE Gender Focal Persons on reviewing and aligning gender action plans to the Post 2015 Agenda, including the Sustainable Development Goals (SDGs). At the 2016 summit, GL in partnership with UN Women introduced a colour coded performance score card for the COEs, described in greater detail in Chapter five.

Ending violence, community by community

The COE model is a holistic approach to gender-responsive service delivery. It encompasses all the traditional services delivered by councils. A further innovation of this model has been to zone in on one high profile, impactful area of concern in promoting gender equality - ending gender violence, community by community. At the start of the COE programme, most councils did not see Violence Against Women (VAW) as a core concern. Through its sister gender justice programme, GL worked to involve councils in its pioneering project on measuring gender violence, providing evidence on the extent, effects, and responses to GBV. As illustrated in figure 2.3, these findings have been used to inform national and local action plans to end GBV. Through the COE programme, they have also been used to develop flagship programmes for ending GBV at the local level.





In Zimbabwe, GL conducted the VAW indicators study in partnership with the Ministry of Women Affairs, Gender and Community Development (MWAGCD) in 2012 with funding from the Embassy of Sweden and UNWOMEN. The sample included 6600 respondents (3326 women and 3274 men) in all the 10 provinces of Zimbabwe.

The Ministry of Local Government, Public Works and National Housing (MLGPWNH) issued a circular to all 92 local authorities to ensure they participated in the study and took ownership of the follow up action. Several councils participated in gathering "I" stories or first hand accounts of GBV for the study. GL subsequently worked with councils to develop flagship costed local action plans for ending gender violence, using the provincial data from the VAW baseline study as baselines for targeting progress. As will be expanded on in Chapter eleven, many of the councils have developed innovative campaigns to end gender violence. The Sixteen Days of Activism to End Gender Violence is now a visible, budgeted activity in the work plans of most councils. Many have extended this campaign to a 365 Day, zero tolerance for GBV campaign.

With support from FLOW, GL worked with ten councils on a pilot programme to test the link

between local economic empowerment and ending GBV that has since evolved into the *Sunrise Campaign* as the encouraging results from the pilot phase heralded a new beginning. GL used elements of the VAW Baseline study to measure the women's experience of violence before and after the entrepreneurship training. These, together with other indicators, constitute the Gender Empowerment Index used to measure change in the lives of women who have experienced violence.

In the ten "FLOW" councils, GL also administered its Gender Progress Score (GPS) - a 20 question attitude survey found within the VAW study - to gauge changes in attitude. While it may not be possible during this short time span to measure changes in GBV, it is possible to measure changes in attitude. This provides some measure of the progress being made to end violence, community by community.

Gender Drivers of Change

Every council that is part of the COE process has a gender focal person (GFP) and Gender Champions (GCs). In 2010, GLZ held its first Training of Trainers workshop with gender champions on the 50/50 campaign at local government level. This was informed by the Coalface research in Zimbabwe. Since then then GLZ has worked with (WLGF) in delivering training.



Cllr Musemburi & Cllr Usavi; Women Chairpersons & Women Councilors Empowerment Workshop; Kadoma Hotel & Conferencing Centre, Zimbabwe. *Photo: Colleen Lowe Morna*

To date over 324 women councilors have been trained in various aspects including participation, roles and qualities of a leader, electoral systems in Zimbabwe and the Constitution *vis-à-vis* its implications to the gender discourse as well as use of Information Communication Technology (ICT). Likewise GL trains GFPs, the council officials responsible for advancing gender mainstream practices within local authorities. To date there are 68 GFPs in the COE process both male and female, all of whom have been trained in various gender concepts.

SADC Protocol@Work summits

The Summit marks the pinnacle of the COE process. This is the stage in which local authorities,Community Based Organisations (CBO), Faith Based Organisations (FBO) and Alliance partners come together to share and showcase best practices in gender mainstreaming verified by independent judges. In 2010 and 2011, when there were still only a few COEs, the Gender Justice and Local Government summits were held in Johannesburg, South Africa.

By 2012, as the COE movement gained ground, GL devolved the holding of summits to country level, with only the winners coming to the regional summit. GLZ hosted its first national summit in Kadoma, giving considerable visibility to the COE process. By 2013, with 58 councils having joined the COE process, the summits were devolved to district level. Between 2014 and 2015 GLZ held four District Summits. Winners and runners-up from District summits proceed to compete at the National Summit that brought together local authorities; government departments and civil society to showcase their best practices. Winners from the national summit went on to regional summits.

The 2016 summits took place at national level only and later in the year than usual, as they had to await the updating of local action plans in line with the Post 2015 SADC Gender Protocol. Held under the theme: *50/50 by 2030: Empower Women, End Violence*, the national summits (including Zimbabwe) took place during the Sixteen

Days of Activism from 25 November to 10 December. An important innovation, underscoring the IT progress over the last five years, is that all the 2016 case studies were gathered on line, in one central database, that made it possible to analyse the kind of change taking place across case studies. As reflected in Table 2.4, the five summits that GLZ has held have brought together 633 participants (70% women); 70 of whom have won awards. They have shared 467 case studies that increased from 55 in 2012 to a record 155 in 2016.

Table 2.4: Zimbabwe summit statistics

	Summit 2012	Summit 2013	Summit 2014	Summit 2015	Summit 2016
Total number of participants	91	102	92	169	179
	59 female | 32 male	65 female | 37 male	68 female | 24 male	115 female | 54 male	133 female | 46 male
Total number of entries	57	58	67	131	155
Total number of councils represented	22	23	12	32	36
	Rural 9 | Urban 13	Rural 6 | Urban 12	Rural 6 | Urban 6	Rural 13 | Urban 19	Rural 19 | Urban 17
Number of provinces represented	10	8	10	9	10
Total number of ministries represented	2	3	2	2	1
Number of media houses present	1	3	1	5	3
Number of judges present	11	12	11	19	16
	6 female | 5 male	8 female | 4 male	6 female | 4 male	10 female | 9 male	7 female | 9 male
Number of winners	14	16	16	11	13
	11 female | 3 male	13 female | 3 male	13 female | 3 male	6 female | 5 male	10 female | 3 male
Number of times summit featured in media	14	5	2	3	12
Number of thematic categories	10	7	9	8	7

Table 2.5 provides a breakdown of the four main summit case study categories - leadership, COE institutional, Projects and the Media (for GL's media COEs). The highlight of the summit has always been the COE category (83 of the 467 categories). Local authorities that are part of the COE process are rated for effectiveness and implementation of action plans as well as service delivery. The process involves councils revisiting their scorecard (administered in Stage 2, or the gender audit stage of the COE process). Councils produce evidence in the form of video footage, photography, gender policies as well as testimonial evidence from beneficiaries whom the councils have reached. These are adjudicated by independent judges with expertise in local government.

Table 2.5: Analysis of summit case studies 2012-2016

	COE	Leadership	Projects					Media	Total
			Rights	Governance	Economic justice	Climate change	Entrepreneurship		
2012	13	13	14	3	10	4	0	0	**57**
2013	12	5	11	6	10	5	0	9	**58**
2014	9	12	21	1	0	8	10	5	**66**
2015	13	14	37	8	9	22	20	8	**131**
2016	36	19	33	13	13	16	20	5	**155**
Total	**83**	**63**	**116**	**31**	**42**	**55**	**50**	**27**	**467**

Source: Gender Links summit case studies 2012-2016.

In 2016, as part of updating gender action plans, GL and the GFP also updated the score card that is now administered online. In 2015, councils established new baseline Gender and Local Government Scores. This is further explored in Chapter five, on gender mainstreaming and budgeting in councils.

Monitoring and evaluation

GL has developed a number of monitoring and evaluation tools for the Gender Justice and Local Government programme that are referred to throughout the book, along with the data that they have yielded. These tools are both quantitative and qualitative. At the impact level, GL coordinates the annual production of the Southern African Gender Barometer, and supports the WCoZ in the production of the country barometer.

Monitoring and evaluation of the Gender Justice and Local Government programme

INDICATOR	QUANTITATIVE TOOLS	QUALITATIVE TOOLS	WHEN ADMINISTERED
IMPACT			
Progress in attaining the targets of the SADC Gender Protocol.	SADC Gender and Development Index; Citizen Score Card (CSC).	SADC Protocol@Work case studies.	Annually.
OUTCOME			
Increase in women's political participation.	IEC figures from each country.	Drivers of Change profiles and analysis.	After each election.
Gender responsiveness of councils.	Gender and Local Government Score Card.	Drivers of change profiles; Changing Lives Analysis.	Annually (November).
Gender responsive budgeting.	Data drawn from the Gender and Local Government Score card.	Case studies presented at the summit for the most resourceful council award.	Annually.
Changes in gender attitudes.	Gender Progress Score.	Drivers of Change profiles.	Before and after the development of local action plans to end GBV.
Enhanced agency and income of survivors of GBV.	Gender Empowerment Index (GEI) including income.	I Stories or first-hand accounts; Drivers of Change profiles.	Before and after training of the survivors of gender violence.
OUTPUT			
No. of political parties/countries that adopt a quota.	Independent Electoral Commission figures; Quota project website.	No. of Drivers of Change profiles.	After each election.
No. of media articles, new media posts, and public debates.	Melwater online monitoring platform; GL in the news monitoring.	Examples of articles and programmes.	Monthly.
No. of Citizen Score Cards at national and local level.	Survey Gizmo dashboard.	Feedback, audio and visual clips.	During the village level meetings.
No. of beneficiaries disaggregated by sex, age, rural/urban communities participate in the accountability forums.	GL beneficiary form captured in Epi info.	Drivers of Change profiles.	Monthly.
No. of voice and choice campaigns.	GL event form captured in Epi info.	Campaign reports.	Monthly.
No. of councils that adopt and implement the Sunrise campaign .	GL COE stages 11-15 report in Epi info.	Council ratings and profiles.	Annually.
No. of CoP members.	Member statistics on @workplace Facebook (the CoP platform).	Examples of posts, blogs and feedback.	Monthly.
No. of best practices at summits.	Survey Gizmo dashboard.	SADC Protocol@Work case studies.	Bi-annually.

Key indicators at the outcome level include the increase in women's political participation; gender responsiveness of councils; gender responsiveness of budgets; changes in gender attitudes; enhanced agency and income of survivors of gender violence. This data is derived largely from the online Gender and Local Government Score Card, the Gender Progress Score (GPS) as well as the Gender Empowerment Index (GEI). These are managed through an online tool, Survey Gizmo. Much of the qualitative data comes from summit entries, as well as the Drivers of Change profiles that have been gathered over the years. Output level indicators are based on daily tracking, most of which is managed through Epi info.

Conclusions

This brief outline of the COE process shows how it has evolved, and is constantly adapting to changing circumstances. The model also has a high degree of buy-in from the Ministry of Local Government, as reflected in the reference by senior officials to this being their "model of choice." The capacity building efforts embarked on by GL has seen GFPs undertaking some stages of the COE process particularly the gender analysis of the local authority and continued review of the progress made by their councils. This has also helped in the monitoring and evaluation of activities at institutional level.

There have however been immediate and longer term challenges relating to the model. The ten stages are quite demanding and labour intensive; as time went on GL found ways of combining stages; and building the capacity of GFP to run some of the stages (this has also been good for ownership and sustainability). However, some quality may have been compromised along the way.

As demonstrated in later chapters, the input made by international co-operating partners has only covered the COE process (to which councils have also contributed in kind - see Chapter five on gender responsive budgeting). The main challenge is the implementation of the action plans. While there have been significant strides in allocating resources specifically for gender programming, as well as mainstreaming this in the overall budget, the economic climate has been far from favourable.

Through the COE process councils are now able to hold their own campaigns owing to the knowledge that comes with stage 8 of the process. However, gender campaigns have at times been viewed with political suspicion calling for deft diplomacy to ensure that this does not derail the programme. Because GL has an overarching agreement with ZilLGA, there has at times been reluctance by Councils to sign individual statements of commitment.

Longer term a key issue that has arisen is what happens after the ten stages? The updating of the gender action plans in 2016 offered a welcome opportunity to revisit and reboot gender action plans, this time with the process being driven by the GFP, also a promising sign for sustainability. However, one of the key questions we grapple with in this review is what is required going forward to ensure that the COE process is extended to the remaining councils, as well as sustained in the councils that have adopted the model. These threads will be tied together in the concluding chapter.

Access

Women's political participation in local government

Part II

AT THE COALFACE

Chapter Three



Ruwa 50/50 Campaign. *Photo: Oscar Tsvuura*

Thenjiwe Mtintso's framework reminds us that without access and participation there can be no transformation in service delivery. In the 2008 local government elections, women accounted for just 18.8%[1] of all councilors. This chapter focuses on how the COE process has been promoting women's political participation. The chapter covers the 50/50

campaign in local authorities (LAs); efforts to advocate for a local government quota (including a study visit to Mauritius) and the strengthening of the Women in Local Governance Forum (WiLGF).

Reflecting the major obstacles still to be overcome in increasing women's access to local government, the campaign failed to secure a legislated quota for women in local government. Indeed, women's representation in local government declined to 16% in the 2013 elections. The quota is now burning issue for the 2018 elections. This campaign takes place in the context of much greater awareness at the local level as a result of the 50/50 campaign. But concerted action is needed to turn the rhetoric to reality.

Barriers to women's access to politics

Several factors conspire to keep women out of local government in Zimbabwe. These are ideological; social; financial and political in nature.

Patriarchy: Politics is a hostile environment for women because there is still a strong belief that women do not belong in politics. Patriarchy is particularly robust at the local level and myths abound about women politicians, including that they are prostitutes and have loose morals. It has often been observed that women, who are usually the majority voters, tend to vote for men. This is also a function of patriarchy that has conditioned women to believe that they are subordinates.

> "As a woman contesting elections, I was faced with a lot of challenges as I was going to school and only had the support of my family. People did not believe in me because I was a single woman". *Euphrasia Duro, Councillor, Redcliff Municipality*

Electoral system: Global evidence shows that the type of *electoral system* in place has a bearing on whether women get elected or not. There are two main types of electoral systems:

- In the Proportional Representation (PR), or "list system," citizens vote for parties that are allocated seats in parliament according to the percentage of vote they receive. Individual candidates get in according to where they sit on the list. In an open list system, voters determine where candidates sit on the list. In a closed list system, the party determines where candidates sit on the list, although this is usually based on democratic nomination processes within the party.

- In the constituency, or "First Past the Post" (FPTP) system, citizens vote not just for the party, but also for the candidate who represents the party in a geographically defined constituency. Thus, a party can garner a significant percentage of the votes, but still have no representative in parliament, because in this system "the winner takes all."

There is overwhelming evidence internationally to suggest that women stand a better chance of being elected under the PR (and especially the closed list PR system) as opposed to the constituency electoral system.[2] In a PR system voters choose based on the party and its policies, rather than on a particular individual. This works in favour of women - at least as far as getting their foot in the door - because of socialized prejudices against women in politics.[3] The chance of women being elected is even higher when the PR system works in concert with a quota. As will be detailed in this chapter, while the electoral system at the national level has been adapted to facilitate increased representation of women, this is not the case at the local level.

[1] Tolmay S and Lowe Morna C, "At the Coalface: Gender and Local Government in Zimbabwe" p10, Gender Links 2010.
[2] For more information on the comparative global data on quotas for women in politics see www.idea.int/quota.
[3] Lowe-Morna, 1996.

Financial: Financial resources are a crucial factor in winning votes in a constituency system as campaigns are costly. This weighs heavily against women, who do not have access to the same financial resources as men.

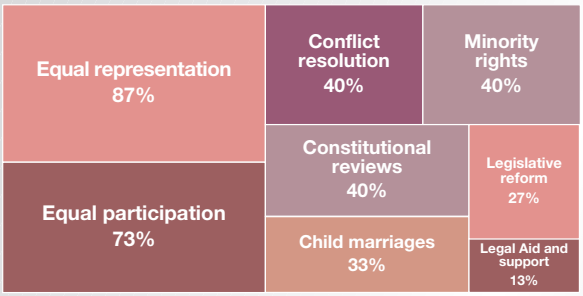
Political unrest and violence: Throughout the research in Zimbabwe, in interviews with councillors and focus groups with community members, the issue of political violence arose as a barrier to women getting into local politics.

(Adapted from Chapter 3 of At the Coalface, Gender and Local Government in Zimbabwe)

50/50 Campaign - getting the balance right!

Zimbabwe signed (2008) and ratified (2009) the Southern African Development Community (SADC) Protocol on Gender and Development. Article 12 of the SADC Gender Protocol provided for gender parity in all areas of decision-making in line with Goal Three of the Millennium Development Goals (MDGS) to be achieved by 2015[4]. With elections set for 2013, this provided an immediate advocacy focus for the Gender Justice and Local Government programme.

Figure 3.1: Governance and Constitutional sub-topics in the 2016 SADC Protocol@Work summit



During the five years of the programme, 31 gender and governance case studies have been presented at SADC Protocol@Work summits in Zimbabwe, 13 in 2016 when GL undertook an analysis of dominant themes in summit entries. In the Zimbabwe gender and governance entries, equal representation (87%) and equal participation (79%) featured most prominently in these case studies, showing that the 50/50 campaign has been a strong thread in the COE work. Constitutional reviews (40%), conflict resolution (40%) and minority rights (40%) are a close second. At 33%, child marriages are also clearly now on the agenda.

The Women in Local Government Forum (WiLGF)

GLZ's key partner in the 50/50 campaign is the WiLGF comprising women administrators and politicians in both rural and urban local authorities under the umbrella of the Zimbabwe Local Government Association (ZiLGA). The mandate of WiLGF is to advance the interests of women in local government. In 2012, the GL CEO facilitated a strategic planning meeting for the WiLGF in Bulawayo. WilGF identified three priorities:



From left to right) Melania Mandeya, Josephine Ncube, Colleen Lowe Morna, Cllr Benadett Chipembere, Cllr Pamela Mutari, Cllr Patricia Mwale, Cllr Tracey Ndoro, Cllr Holly Dzuda, Lucy Mkandhla, (Front) Priscilla Maposa. *Photo: Gender Links*

[4] The SADC Gender Protocol has since been updated and aligned to the Sustainable Development Goals to be achieved by 2030. Gender parity in decision-making remains a key target.

- Advocacy and lobbying for a quota system.
- Training on Gender and Elections.
- Managing and resolving conflict at the local level.

Through support from the Swedish Embassy in Zimbabwe, WiLGF has held quarterly meetings; lobbied political parties; trained and inducted new women politicians; as well as driven the 50/50 campaign on the ground.

WiLGF faces a number of challenges, including the lack of a secretariat or staff, as well as the political tensions and divides within local government that sometimes affect the efforts to unite women. However, the association of women in local government has played a significant role in bringing women together across political divides and localities to advance gender equality. WiLGF emerged as the main voice for local government in the run up to the 2013 elections and subsequent efforts to lobby for a quota in local government.

Voter Education



Participants from Murehwa RDC during the 50-50 Campaign.
Photo: Murehwa RDC

Voter education plays a crucial role in making the electoral environment hospitable to all potential voters. WiLGF led the campaign within communities, including encouraging young women to engage in politics. Through support from the Swedish Embassy, GLZ and WiLGF disbursed $74 500 dollars for 66 local level 50/50 campaigns from 2012-2016. Examples of councils that supplemented these resources to expand the campaigns include **Harare City Council, Goromonzi RDC** and **Chitungwiza Municipality**.

Councils incorporated innovative ways of campaigning for equal representation of women by inviting women members of parliament to give motivational speeches at their functions. For example, the Member of Parliament for Chimanimani West Constituency Ester Chikuni participated at the 50/50 campaign organised by Chimanimani Rural District Council.

Creative strategies employed by councils to drive the 50/50 message home include Kariba Municipality using this as a strapline in electricity bills. Chiredzi Town Council won several summit awards for its efforts to mobilise on the ground led by former councilor Bernadette Chipembere whose "Vote for a woman" campaign extended into a general awareness campaign on the SADC Protocol on Gender and Development.

Demanding a quota for women in local government

While the 50/50 campaign on the ground yielded many inspirational stories, WiLGF and GLZ realised that it would not be sufficient to increase the proportion of women in local government without an accompanying strategy on electoral systems and quotas.

In 2013, Zimbabwe adopted a new gender aware Constitution. Article 124 of the new Zimbabwe Constitution provides that for the life of the first two parliaments an additional 60 women, six from each of the ten provinces of Zimbabwe shall be elected on a proportional representation (PR) basis to the 270 existing National Assembly seats that are open to both women and men. This guarantees women 22% of the seats in parliament through the PR provision. This provision does not apply to local government.

However, Section 17(a) of the Constitution states that: "The State must promote the full participation

Taking the 50/50 campaign door to door



Bernadette Chipembere advancing the 50/50 in Chiredzi.
Photo: Colleen Lowe Morna

A team of Gender Links 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.

Chiredzi prides itself for having some of the largest sugar plantations in Africa. It is located in the Masvingo Province, 201 km from Masvingo Town. The Town Council is one of the biggest employers.

In 2012 Chiredzi Town council had 9 councillors, 7 males and 2 females. Bernadette Chipembere was at the time one of the two women councillors, and deputy chair of WiLGF. Being a “special interest” councillor appointed by the minister for her skills, Chipembere had the leeway to focus on women's rights rather than narrow political interests. This also gave her the capacity to mobilise women from many walks of life - aspiring councillors; 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 Chipembere for the release of dozens of women rounded up by police during a crackdown 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 made sure her council developed a gender action plan; monitored local police action on gender violence, helped widows fight legal battles, and promoted 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, 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.”

She came up with innovative ways of teaching the community, through dramatising all 28 targets of the protocol. The local women in this town became well informed, and empowered to claim their rights. 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. During Chipembere's tenure, Chiredzi allocated 20% of housing stands, 42% of commercial stands and 62% of market stalls to women.

Following from this best practice, 12 COE councils replicated this model with their own customised forms of campaigns.

Excerpt from Chiredzi Institutional Profile 2012

of women in all spheres of Zimbabwean society on the basis of equality with men".[5] The Constitution (section 17 9bi) further states that the State must take all measures, including legislative measures, needed to ensure that "women constitute at least half the membership of all Commissions and other elective and appointed governmental bodies established by or under this Constitution or any Act of Parliament." The implications of this are clear. Women must be equally represented in all decision-making structures, even if this means amending laws to comply with the Constitution.



Zimbabwe Minister of Women Affairs, Gender and Community Development Dr Olivia Muchena talks to women at the SADC Protocol@Work Summit. *Photo: Colleen Lowe Morna*

Armed with this information, the WiLGF executive hosted two meetings aimed at mapping strategies and activities which will enable them lobby for a local government quota. WiLGF forged partnerships with the Women's Parliamentary Caucas and the Women's Coalition of Zimbabwe (WCoZ), the focal network of the Southern Africa Gender Protocol Alliance in Zimbabwe. Unfortunately, proposed amendments to the local government Electoral Act were not made in time for the July 2013 elections. But the campaign resulted in:

- *Unified voices for women:* The quota campaign created a common cause for urban and rural councils.
- *Partnerships:* WiLGF forged partnerships with the Women's Parliamentary Caucus and the Women's Coalition of Zimbabwe to take forward the quota campaign in parliament.
- *Voice and profiling of women in local government:* "MPs here present, I implore you to take our request for a legislative quota to the August House." - Councillor Kamushinda (Zvimba RDC).
- *Encouraging women candidates:* Some 4817 candidates from 11 political parties, including independent candidates, contested the elections; 836 women (17%), and 3981 men (83%). For the women who braved the highly charged elections of 2013, the 50/50 campaign helped to bolster their confidence.

In **Marondera**, Councillor Maria Nhemachena gave a moving speech and thanked the community for electing her to become a councillor: "The journey that I travelled to be a councillor was not an easy one. I was a mere vegetable vendor with no orientation to politics, lacking confidence and with no resources to campaign for being in office but you believed in me and today I stand here representing the community." She explained that while mobilising supporters through door to door campaigns, some women would call her names and tell her in the face that as she was a widow who wanted to get attention from men in her ward.

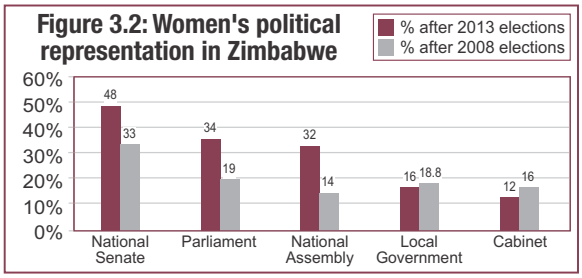


Maria Nhemachena

She implored on other women to participate as it is the only way that they can influence policy and improve the lives of women and men in the community. With confidence, she states that she can effectively participate in the council proceedings and has since gained the confidence and support from her male counter parts. She called on civic groups to keep supporting women through capacity building programmes and vowed to represent women in the community.

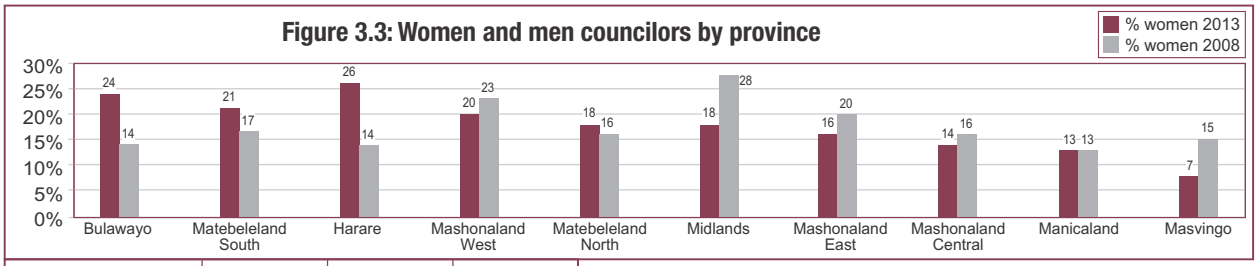
[5] The Constitution of Zimbabwe 2013 accessed on https://www.constituteproject.org/constitution/Zimbabwe_2013.pdf

2013 Local Government elections in Zimbabwe



Source: IEC data and GLZ analysis 2013.

Figure 3.2 reflects the outcome of the July 2013 elections. As a result of the quota in parliament, women's representation in the national assembly increased from 14% to 32% and in the national senate from 33% to 48%. Women's representation in parliament overall (both houses) increased from 19% to 34%. Women's representation in cabinet increased from 12% to 16%. However, women's representation in local government dropped from 18.8% to 16%.



Province	% women 2013	% women 2008	% variance
Bulawayo	24	14	10.2
Matebeleland South	21	17	4.5
Harare	26	14	11.9
Mashonaland West	20	23	-2.8
Matebeleland North	18	16	2.2
Midlands	18	28	-10.0
Mashonaland East	16	20	-3.9
Mashonaland Central	14	16	-1.4
Manicaland	13	13	-0.1
Masvingo	7	15	-7.7

Source: IEC data and GLZ analysis 2013.

Figure 3.3 breaks down the local government election results by province, in descending order from the province with the highest percentage of women to lowest in 2013. The graph and table show that four out of ten provinces registered increases - the two metros (Bulawayo and Harare); Matebeleland North and South. The other six provinces registered a decline in women's representation, with Midlands registering the highest decline of ten percentage points.

Table 3.1: Comparative analysis of local government elections (2008 & 2013)

Province	2008	2013
Women in local government.	18.5%	16.2%
Rural districts.	19%	15.4%
Urban councils.	17%	19.4%
Councils that have no women representation at all.	5 councils (7.1%)	5 councils (5.6%)
Councils that have achieved parity between women and men councillors.	Tongoagara RDC; Norton Town Council	Beitbridge Town Council; Norton Town Council
Councils that have achieved or surpassed the 30% mark.	12	11

Source: IEC data and GLZ analysis 2013.

Table 3.1 summarises data by council for the 2008 and 2013 local elections found in Annex A. It shows that while urban councils posited a two percentage point increase in the representation of women, rural councils declined by four percentage points (from 19% women to 15% women). In 2008, 12 councils achieved or surpassed the 30% mark; in 2013 only nine did so. The number of councils with no women at all (six in 2008) declined to four in 2013. Norton retained its distinction as a council that achieved gender parity in 2008 and 2013. Bietbridge

overtook Tongogara as the other council to attain gender parity. In both 2008 and 2013, only two councils achieved the target of gender parity. This does, however, show that the target can be achieved.

Figure 3.4 shows that the proportion of women in the 13 original Centres of Excellence for Gender in Local Government in Zimbabwe increased from 17% to 21% in the 2013 elections: three percentage points higher than the national average, and five percentage points higher than non-COE councils.

Figure 3.4: COE versus non COE election results

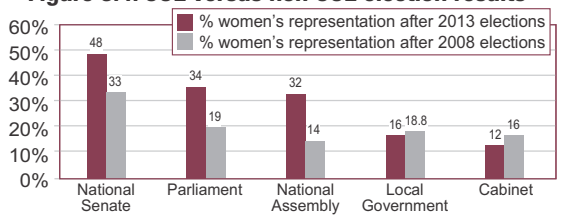


Table 3.2: 2013 COE council performance

Council	% of female councillors 2008-2013	% of female councillors Current	Variance
Gains			
Beitbridge	17%	50%	+33%
Bulawayo	11%	24%	+13%
Chegutu	13%	17%	+4%
Chitungwiza	16%	32%	+16%
Gweru	9%	11%	+2%
Harare	8%	13%	+5%
Kariba	33%	33%	0%
Ruwa	10%	22%	+12%
Victoria Falls	9%	20%	+11%
Losses			
Zvimba RDC	32%	31%	-1%
Makoni RDC	24%	11%	-13%
Masvingo	23%	0%	-23%
Chiredzi	22%	13%	-8%

Source: 2013 Zimbabwe Electoral Commission local government results/GL data comparisons.

Table 3.2 shows that nine councils experienced an improvement, while four councils experienced a decline in women's representation. Masvingo (now left with no female councilor); Makoni RDC; Chiredzi and Zvimba RDC experienced declines ranging from one to 23 percentage points. With a 33 percentage point increase, Beitbridge Town Council registered the highest increase and is one of the only two councils to achieve gender parity. Chitungwiza had an increase of 16 percentage points; Bulawayo 13 percentage points; Ruwa 12 percentage points and Victoria Falls 11 percentage points. Harare, Chegutu and Gweru had increases of five, four and two percentage points respectively. Kariba remained static.

The results suggest that working intensively with each council can yield positive results with regard to women's representation. The theory is that if women perform well, they will be voted for. However, in practice, there are a myriad of factors that interlock in determining women's increased representation especially in the FPTP system.

These are evident in the outcomes for COE councils in the 2013 results. For example, Bietbridge is a strong COE that did well to improve women's representation. But Masvingo, Makoni, Chiredzi and Zvimba that regressed to various degrees are equally strong COEs that deserved to do better. This suggests that a systemic approach is needed to ensure women's increased political participation at the local level in Zimbabwe. Sustained solutions are beyond individual councils.

Reviving the quota campaign

Across the Southern Africa, and in Zimbabwe itself, there is overwhelming evidence that the only way to achieve dramatic increases in women's political participation is through a combination of electoral systems, constitutional and or legislated quotas.

Table 3.3: SADC lessons on electoral systems & quotas

Country	Electorial system - national	Quota - national	% women national	Electorial system - local	Quota - national	% women national
South Africa	PR	Voluntary party	42%	Mixed	Voluntary party	38%
Mozambique	PR	Voluntary party	40%	PR	Voluntary party	36%
Namibia	PR	Voluntary party	36%	PR	Law - 30%	48%
Angola	PR	Voluntary party	37%	PR	Voluntary party	NA
Tanzania	Mixed	Constitutional - 30%	36%	Mixed	Constitutional - 30%	34%
Zimbabwe	Mixed	Constitutional - 30%	32%	FPTP	No	16%
Lesotho	Mixed	Law - 30% PR seats	25%	Mixed	Law - 30%	49%
Seychelles	FPTP	No	21.2%	FPTP	No	
Madagascar	FPTP	No	20%	FPTP	No	8%
Malawi	FPTP	No	17%	FPTP	No	11%
Swaziland	FPTP	No	15%	FPTP	No	12%
Zambia	FPTP	Voluntary party	14%	FPTP	Voluntary party	6%
Mauritius	FPTP	No	11%	FPTP	Law - 30%	31%
Botswana	FPTP	No	10%	FPTP	No	20%
DRC	FPTP	No	10%	FPTP	No	NA

Source: Southern Africa Gender Protocol Barometer 2016.

Table 3.3 shows the three types of electoral system in SADC at national and local level (PR, FPTP and mixed); whether or not there is a quota for women in politics, and whether this is voluntary or legislated/constitutional. The table shows that the highest proportion of women is in the PR and mixed systems. While almost all of these also have a quota of some description, almost all the FPTP systems have no quota.

As described earlier, the new Constitution in Zimbabwe delivered a boost to women's representation at the national level through creating a mixed FPTP and PR system at the national level, and reserving the PR seats for women. This is a tried and tested model in SADC countries with FPTP systems (for example Tanzania, and Lesotho at the local level). The inexplicable failure to adopt the same system at the local level led to pockets of improvement within an overall framework of regression, given the highly charged nature of the elections, a further disincentive to women candidates. Clearly, the campaign for a legislated quota needs to be revived.

Study visit to Mauritius

As the Constitution provides for gender parity in all areas of decision-making, the logical entry point for change is through legislation, in the exercise currently under way to align all laws to the Constitution. In other countries, however, there has been resistance to mixed systems at the local level where it is felt that constituents need to be represented by a candidate rather than a party. Thus the Ministry of Local Government in partnership with GLZ, and UNWomen (United Nations Entity for Gender Equality and the Empowerment of Women) in Zimbabwe, embarked on a study visit to Mauritius in May 2015 to find out how the country managed to increase the participation of women in local government without modifying the FPTP system.

The increase in women's representation in Mauritius from 6.4% to 26.2% in December 2013 is attributed to an amendment to Mauritius' Local Government Act of 2011 to make way for a gender neutral quota. This requires that political parties field a minimum of one third of candidates of either sex for the municipal and village council elections. There are no reserved seats for women, leading to the danger that women candidates get fielded in unsafe seats and that the quota fails to translate into reality. Mauritius overcame this through a high profile campaign to ensure that parties supported women candidates in safe seats, while civil society organisations offered them training. The Zimbabwe Ministry of Local Government has prepared a paper based on the visit for submission to parliament. At the time of writing this had not yet

happened. A key priority for 2017 is to follow-up on the submission, especially as the country heads for the 2018 elections.

Conflict Resolution and Peacebuilding

Article 28 of the SADC Protocol on Gender and Development (2008) compelled states to *"put in place measures to ensure that women have equal representation and participation in key decision making positions in conflict resolution and peace building processes in accordance with the United Nations Security Council Resolution 1325 on Women, Peace and Security"*[6]. The Zimbabwe National Gender Policy (2013-2017) identified Conflict Resolution and Peacebuilding as a key area which needed redress, though it highlighted that in Zimbabwe peace building and conflict resolution is a fairly new area of emphasis.

The National Gender Policy reiterates that peace building and conflict resolution have become central with the increasing need for tolerance, acceptance and respect for diversity as the country pursues its commitment to pluralism in a multiparty and democratic state where citizens are free to demand the recognition of their rights. Women are more likely to be impacted negatively by conflict and lack of peace. The role of women in peace and conflict resolution processes is therefore critical for their social, economic and political empowerment.[7]

The COE process includes Conflict Resolution in its capacity building manual. Conflict at the local level is generally political rather developmental. The Bindura Municipality is an example of a local authority that has tried to prevent service delivery conflict by creating a Whatsapp platform for its residents whom they notify of service delivery disruptions and lag times to rectify the disruptions. Likewise, Harare City Council, Ruwa Local Board, Kariba Municipality and Bulawayo City Council make use of social media in the form of Facebook pages to conscentise residents of service disruptions.



Constance Bangari and Carolyn Mujoma served on opposite sides of the political divide in the Chimanimani Council prior to the 2013 elections. They served as a stark reminder that women can work together across political divides to deliver peace and prosperity.
Photo: Colleen Lowe Morna

Conclusions

A key lesson of the efforts to increase women's political participation at the local level is the need to be strategic and focused. While the programme succeeded in raising awareness, and empowering women to stand for office, it is clear that centuries of patriarchy will not be wished away with just one election. The regression in women's representation at the local level at the very moment when Zimbabwe should have been picking up momentum is a stark reminder of the need for special measures to lift women's political representation off the ground at the local level.

There is a tendency to allow advocacy for legislative reform to slip in between elections, and then start to agitate when it is too late. The chances of getting a legislated quota agreed before the 2018 elections are slim. But the campaign needs to be rekindled, and needs to gain momentum. Access to political decision-making is never given. It has to be demanded. For as long as women are denied access to this space, their ability to change it will be diminished.

6 SADC Protocol on Gender and Development (2008) Article 28(1).
7 Zimbabwe National Gender Policy (2013-2017) pp7-8.

Participation

Part III

AT THE COALFACE

Chapter Four

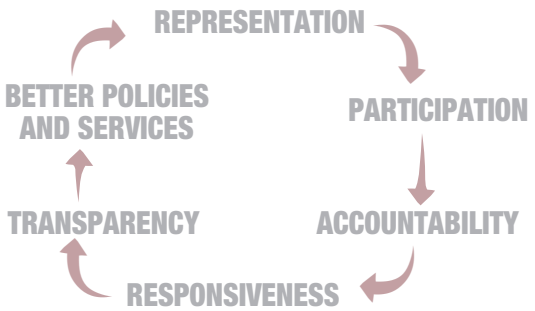
Political and Public Participation



Women in Makoni RDC participating in environmental decision making processes. *Photo: Tapiwa Zvaraya*

Women's equal access and participation in political decision-making is a pre-requisite for gender responsive governance. Gender equality is central to representation, participation, accountability, responsiveness and transparency. These, in turn, hold the key to better policies and services that will begin to *normalise* women's equal participation in decision-making.

This chapter focuses on women's political participation in local government as councilors and citizens. The chapter highlights the barriers to political participation and efforts made to bolster the confidence of women, for example through the Women in Local Government Forum (WiLGF) and training offered by the International Centre for Local Democracy (ICLD). Indicators used to measure political participation include leadership positions held by women, as mayors, deputy mayors, and chairpersons of councils. The mid-term evaluation commissioned by the Swedish Embassy analysed interviews with women councilors and offers interesting insights into the extent to which they feel more empowered as a result of these processes.



There is a well-known adage that people get the governments they deserve. Public participation is thus also an important focus of this chapter. Only when women demand accountability are they likely to get it. The chapter assesses the extent to which the COE process encourages citizens, especially women, to participate in council-related activities. Shining the spotlight on young women, the chapter contains interesting statistics on the extent to which youth, and especially young women, participate in council processes through the practice of junior councils. Testimonial evidence points to the potential to cultivate young women leaders through the COE process.

Barriers to participation

Women struggle to get into politics; they also struggle to be heard and to make their mark when they are in decision-making. The barriers to participation are formal and informal. They range from lack of education and institutional barriers, to less tangible but arguably more powerful factors like culture and socialisation all leading to a lack of confidence and erosion of agency.

- ***Education:*** In Zimbabwe there is no educational requirement to become a councillor. The Councilors Handbook states “It does not matter if you are male or female, old or young, educated or unschooled, left or right wing, you should aim to be the best councillor you can be.” However, education is still seen as a key barrier to women's effective participation by women and men, councilors and community members. Low levels of education and exposure, inappropriate training and capacity building have a bearing on the performance of councilors, especially women who generally have lower levels of education.
- ***Multiple roles of women:*** Juggling work and family responsibilities is often far more challenging for women than for men. This is especially true in professions with highly irregular hours, like in politics.
- ***Institutional barriers:*** Institutional norms and procedures and the nature of processes of deliberation can undermine the extent an impact of women's voice in the public sphere. Decision-making structures that have been established and run based only on the needs and circumstance of men can prove to be obstacles for women.
- ***Culture and socialisation:*** Cultural norms result in Zimbabwean women being deliberately excluded from participatory processes. Patriarchal attitudes permeate all levels of society.
- ***Lack of confidence:*** Lack of confidence emanates from the ideological barriers mentioned above, from the messaging that women have received throughout their lives that they worthless and subservient. These factors, linked as well to lack of education and exposure, have resulted in women lacking confidence and failing to believe in themselves.

Source: At The Coalface Zimbabwe (2010).

"As a woman contesting elections I was faced with a lot of challenges as I was going to school and only had the support of my family. People did not believe in me because I was a single woman. Women are fearful of taking leadership positions; they have no resources (financial) and perform multiple roles which inhibit them from participating in politics. The time that council meetings are held is another reason why women do not participate in politics." *Euphrasia Duro, the only woman in Redcliffe Council*

"Women are afraid of politics. They fear politics because it is deemed a very dangerous game. Other reasons are that women have multiple roles so for them to assume political positions given the way local government politics functions is very difficult. 'Perhaps the most prominent reason for women's non-participation in politics is the 'Pull Her Down Syndrome'. Many a woman do not want to support each other. Rather than support each other, they work against each other which is not very good if we intend to have more women in the political arena. I urge woman to be strong. If you can have a household that you look after and tend to each and every day with the challenges that come with having a family, what can stop a woman form entering politics?" *Mayor Tracey Ndoro Kariba Municipality*

Capacity building of local politicians

Although capacity building is no guarantee of women's effective participation in male dominated environments, training can help to bolster women's confidence. The COE programme involves "learning-by-doing" throughout the ten stage cycle. In addition, Executive Committee members of WiLGF received on-the-job training at their strategy and in subsequent quarterly meetings that focused on lobbying and advocacy for a quota (see Chapter three). WiLGF also partnered with GLZ in providing induction training on the COE process to 318 women councilors following the 2013 elections.

In 2015, GLZ entered into a partnership with the Stockholm-based International Centre for Local Democracy (ICLD) in a programme called *"Local leaders: Capacitating local politicians in Zimbabwe"*. The programme aims to enhance the personal leadership skills of local politicians in Zimbabwe. The programme is unique in that it is a mix of theory and practical engagement with established institutions of local governance, including academic and government institutions. The ICLD programme has been critical in enhancing political participation at the local level. Having worked with political leaders in Zimbabwe in their programme ICLD contends that:



Councillor Nhemachena from Marondera Town Council.
Photo: Marjory Svisva

"Changing cultural perceptions towards participation of women in politics would be the start of a campaign to have more women elected to local political positions in 2018. Women empowerment requires transformation of cultures which allow behaviors and attitudes devaluing women in society. Women need to believe in themselves that they are capable to lead a public life in politics and government motivated by the impact it will have on lives in their communities.

Society must change its mindset especially men who perpetrate stereotypes that hold women back in participating in politics and democracy. National awareness of success of the few women in the political and business arena as evidenced by organizational success and milestones in local government would increase positive outlook on women leadership. Intra party democracy that calls for greater participation of women would help to increase women participation."[1]

Women in leadership

At the Coalface, Gender and Local Government in Zimbabwe (2010) argued that, "If women are to influence decisions they need to occupy positions in the structures where decisions are made".[2]

Table 4.1: Women in leadership in local government 2008 and 2013

	2016	2008	Variance
Women mayors/ council chairpersons.	15%	4.3%	+10.7%
Deputy Mayors	29%	4.3%	+24.7%
Women chairs of committees	23%	19.5%	+3.5%

Source: At the Coalface Research (2010); Gender Links 2016 Gender and Local Government Score Card.

Table 4.1 shows that even though the overall representation of women in local government declined in the 2013 elections, there has been an encouraging increase in the proportion of women in leadership in local government[3]. The table shows that:

- The proportion of women mayors has increased by 10.7 percentage points from 4.3% in 2008 to 15% in 2016.
- The proportion of women deputy mayors increased by 24.7 percentage points, and is now almost one third of the total. The increase in the proportion of women deputy mayors is especially encouraging because this is often a stepping stone to the next wrung.
- Approximately one in four committees are chaired by a woman; this is an increase of 3.5 percentage points compared to 2008.



Women in Local Government Forum (WiLGF) workshop.
Photo: Colleen Lowe Morna

[1] What will it take to get more women in Politics?: Submissions from the ICLD Local Leaders - Capacitating Local Politicians in Zimbabwe Programme 2016-2017.
[2] At the Coalface: Gender and Local Government in Zimbabwe.
[3] The 2008 figures are based on a survey of all councils, whereas the 2016 figures are based on the Gender Score Card filled in by 61 COEs. They are therefore not directly comparable. However, as the COE's represent over two thirds of the councils in Zimbabwe, this is a good indicative sample.



Tracey Ndoro; Kariba Municipality mayor
Photo: Loverage Nhamoyebonde

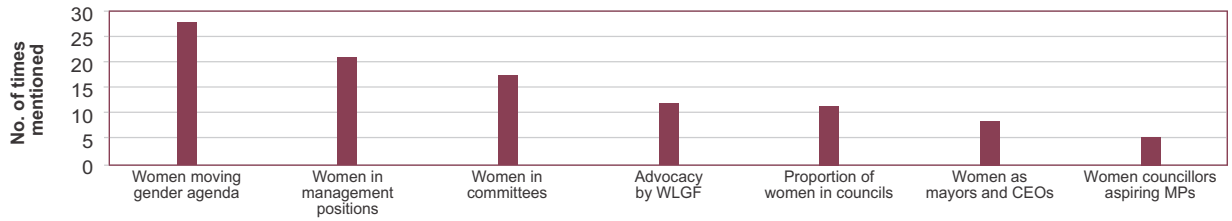
Tracey Ndoro, Kariba Municipality Mayor, says when she was asked as deputy mayor of Kariba Municipality whether she wanted to become the mayor one day, she said: "I doubted my abilities, but I had a lot of people reassuring me of the great job that they said I was doing as the deputy mayor and I would not fail if I was elected to become the mayor. The day I was announced as the Mayor of the town I was shocked. I had never imagined it happening, but here I am!"

"I was very lucky to be re-elected into office," she noted. "I partly owe this to the electorate's trust in me. I learnt quite a lot of things in my previous term as councilor and deputy mayor that prompted me to go for re-election. I was very confident and not afraid of taking responsibility."

Her line of work includes working with the elderly, disabled and the youth. She has established a ward development committee in which both men and women are represented. Ndoro frequents areas like beer-halls and churches to hear and understand what the community would want her to do for them. With the help of the development committee in her ward she has people who bring awareness on issues to the community. She is networked to a lot of influential people and institutions like the health institutions who have provided donations for orphans. "This has brought trust amongst the people in my ward", she said. Ndoro says that she wants her legacy to include positive change in the lives of other people. It is her dream to become a minister one day.

Strengthening the voice of women in local government

Figure 4.1: Key governance outcomes of the COE programme



Source: Interviews, focus groups transcripts and case studies materials from GL.

The mid-term evaluation of the programme in 2013 found that:
The three most significant governance and transparency outcomes of the programme to be the ability of women politicians to move the gender agenda in councils, increase of women's representation in executive positions in councils, and women's representation and participation in council committees. Although it appears insignificant in the graph, the programme's approach to increasing women's representation in councils is beginning to build a pipeline of women councilors aspiring for the higher political office of Members of Parliament. The graph also shows that women being elected or appointed mayors and chief executive offices although the numbers are still small. Low representations of women in these high political offices are attributed to low proportion of women in councils.

During the 2016 summit, GL gathered testimonial evidence of the changes that have taken place in the lives of those trained through the call for *Drivers of Change*.

Women spoke of being empowered to become better leaders: "As a Councillor and being the Chairperson of council there is a lot of change which has come in my life. I have been groomed to be a leader through the attended training sessions conducted by Gender Links on Women Empowerment and the exclaims of post 2015. I have also gained through trainings in Women in Local Government also conducted by Gender Links in partnership with the Ministry Of Local Government, Public Works and National Housing."
Councillor Rowayi Kasiyapasi, Zvishavane Town Council

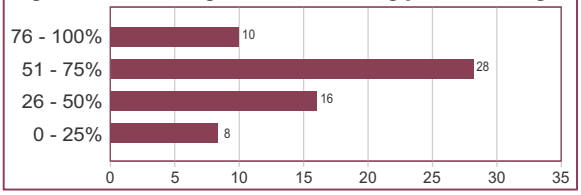
Women also spoke about leadership roles extending to the community: "Championing gender has contributed a lot in my life; it has strengthened the resolve to empower more women to strongly and actively participate in council projects and some to also take part in leadership roles like becoming chairpersons of Bulawayo residents association. *Councillor Monica Lubimbi, Bulawayo City Council*

Public participation

Platforms through which citizens participate in local government in Zimbabwe include the Ward Development Committees (WADCOs) and Village Development Committees (VIDCOs). These structures were built so that councilors could give feedback on council activities. Members of the public are also allowed to attend full council meetings so that they can follow proceedings on what developmental activities are being planned in their communities.

Residents' trusts monitor the implementation of council service delivery. A key platform by local authorities for getting public opinion and input on service delivery is through consultation meetings.

Figure 4.2: Percentage women attending public meetings



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 4.2 shows the responses made by COE local authorities' with regard to representation of women in public meetings. 38 out of the 62 councils (61%) said that women constitute more than half of all participants in public meetings. Only 8 (13%) said that women comprised less than one quarter of participants. As councils have only recently started gathering sex disaggregated data on their outreach, there is no baseline data with which to compare these findings. However, it is evident that women constitute the majority of those who participate in meetings: a powerful platform for demanding gender responsive governance.

Stage 3 of the COE process involved community mobilisation. This included administering the SADC Gender Protocol Score Card. As illustrated in the case study that follows, the stage three workshops had ripple effects far beyond the councils.



Dancing to a new tune: Mugabe (left) and Makota (right).
Photo: Colleen Lowe Morna

Changing lives through the SADC Gender Protocol

Born and bred in Zvimba, **Denicah Makota** works for the parliamentary constituency information centre as an executive assistant. The organisation works with councils to foster development. The Zvimba Council gave Makota an office where she first met GL. This is Makota's story.

“This is the first time I am meeting someone from GLZ but I now know that they are the proponents of the SADC Gender Protocol. Reading the Protocol has given me knowledge. I am able to network with other people on a lot of issues. A lot of women are coming to contest as aspiring candidates for councillorship. A lot of GBV cases are now being reported as well. The challenge is to sensitise whole communities. It is important to incorporate the political and traditional leadership to buy into the programme.

“I became involved in gender issues when I was invited to a gender meeting by the council hosted by the Ministry of Women Affairs, Gender & Community Development (MWAGCD). I work with communities in Zvimba West Constituency. These wards form part of the Gender Action Committee. Though not fully functional, the committee comprises of 5 women and 10 men. I am also the District AIDS Action Committee (DAAC) Chairperson. We talk about GBV and AIDS issues including prevention and encouraging men and women to get tested as couples.

I first heard about GLZ through the council Gender Focal Person (GFP) Fainesi Shamhu. She was talking to colleagues about the SADC Protocol in 2012 after attending and participating at the GL National and Regional Gender Justice and Local Government Summit. She was explaining governance issues and women's political participation and decision-making. I got a copy of the SADC Protocol which I am now using to talk to the communities I work with. I believe the Protocol has opened up our minds as women. I am more conscious about gender issues.

There has been notable changes to my life, this council and the community that I can bear testimony to. Due to gender mainstreaming initiatives, council has taken affirmative action steps to register houses/stands in both spouses' names. The housing application forms are now sex disaggregated. This is just an example I have noted among many other things the council is doing.

Personally getting to know about gender issues has been an eye opener. I used to look down upon myself and my capabilities. Through the education I have been empowered and I am now a very confident person. Actually I am glad to tell you that I am now the chairperson of the Political District. I was unanimously elected unopposed.

In the past I thought of this as a domain for men. I would have been afraid to take up such positions. I now know that you can contest with men and challenge them, even at work. I have learnt that Gender Based Violence (GBV) has to be reported and there are institutions like Zimbabwe Women Lawyers Association (ZWLA) who can help women affected by GBV.

Most important, I have learnt that there is need for behaviour change. In the past we had people having multiple concurrent relationships in our community but this has decreased. If you want to be a role model, your behaviour needs to change. I have acquired information and the ability to act on the knowledge that I have acquired.”

Seeking out young women leaders

The future of local government lies within the youth. The COE programme has sought out and developed young women leaders: an area of greater focus in the future.



At 25 **Euphrasia Duro** is the only woman councillor in Redcliff Municipality. A marketing executive at Dove Funeral Services, Duro says that she developed an interest in politics in 2003 after witnessing the oppression of the girl child. Following in the footsteps of a woman councillor, she won.

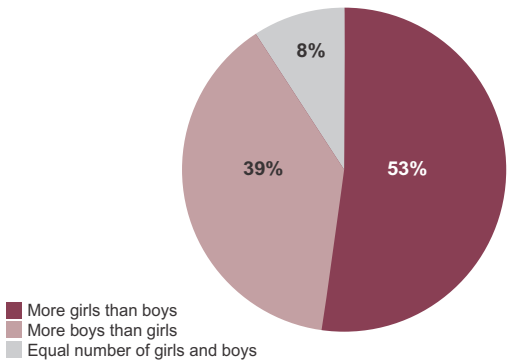
"As a woman contesting elections I was faced with a lot of challenges as I was going to school and only had the support of my family. People did not believe in me because I was a single woman," says Duro. She got support from the former councillor as well as other women in the society.

Duro sits in three committees (Audit, Finance and Health & Housing) and raises awareness on the girl child. The drive has seen her targeting schools where various female students are being taught on how to empower themselves. Issues under discussion are based on sexual and physical abuse. She stated that Gender Based Violence was high in Redcliff because of lack of knowledge. As such it was her onus with the help of experts in the area.

Junior councils have been pivotal in ensuring that youth's concerns are brought to the fore in council. Almost two thirds of the COE councils reported having **junior councils**. Kadoma City Council and Ruwa Town Council reported having vibrant junior council whose resolutions were forwarded to senior council for consideration.

Figure 4.3 shows that 53% of councils with junior councils reported that these had more girls than boys; 39% reported more boys than girls 8% said they had gender balance in their junior councils. The case study that follows illustrates the enormous potential for growing young women's leadership through junior councils.

Figure 4.3: Composition of junior councils



Source: Gender Links 2016 Gender and Local Government Score Card.

From Kadoma, to Johannesburg to New York, **Rumbidzai Muparutsa** from Kadoma Council swept judges off their feet with her women's rights case study that put the voice of young women squarely on the COE agenda.



Rumbidzai Muparutsa poses with her award. *Photo: Tapiwa Zvaraya*

"The most important reason why I put much effort in gender issues is because I am being raised by a single mother who made sure I never lacked anything and it is only now as a young adult that I am realising how much power one woman can possess," she says.

In March 2014 Mapurutsa attended the District SADC Protocol@Work Summit in Kadoma as the council's junior mayor. "I have always been intrigued by people making a difference in other people's lives and when I met Priscilla (Zimbabwe Country Office Manager) and Tapiwa Zvaraya (Zimbabwe Monitoring and Evaluation Officer) it ignited a fire in me that I could do more," she said.

She describes her participation at the summit as a defining moment as she walked away with the first prize in the Women's Rights category. Muparutsa went on to win the first prize at the regional summit and won a ticket to New York to represent the Southern Africa Gender Protocol Alliance at the Commission on the Status of Women (CSW).

As part of her duties as junior mayor Muparutsa acted as the bridge between the council and school-going youths in Kadoma. In 2014 her leadership skills faced a litmus test when a school in her ward had 24 pregnancy-related drop-outs. "I really felt devastated because I saw 24 girls having their futures destroyed right before my eyes", said Muparutsa. That incident proved to be a moment of weakness which she took as an opportunity for growth. She realised then that young girls lacked knowledge on sexual reproductive health issues and self-empowerment.

Muparutsa believes that every girl child is special yet most of the girls do not realise that fact and end up engaging in risky behaviour. "Most of the girls were falling pregnant to gold panners and in most of the cases they had consensual sex", she lamented. Muparutsa singled out poverty as the main driver in the pregnancy-related drop outs. She said the gold panners lured the girls with cheap gifts and money, and in some depressing cases the parents are actually marrying off their daughters for monetary gain.

Muparutsa said, the social injustices that girls face like rape inspires her to work hard to ensure that all girls have access to resources and services. "My wish is that no girl ever goes through the trauma of rape and every chance I get I use my position to amplify the voices of the girls in my community".

The Kadoma community has since started regular awareness campaigns on gender based violence and boys from the local schools have held marches to end early marriages. The campaigns are also receiving support from Save the Children. "Change takes time but I am confident that our intervention will eventually pay off as there hasn't been any cases of drop-outs. I wish everyone knew how special they are and how much wealth they have as individuals. I would not tolerate anyone violating my rights." Muparutsa is currently studying towards a diploma in Journalism with the Harare Polytechnic.

Source: Gender Links 2014 Driver of Change.

Conclusions

Barriers to political participation still persist. These need to be systematically and holistically addressed at the political level particularly by instituting a local government quota for women. There has been a decrease of women in local government from 2008 to 2013. But there have been significant increases in the representation of women as mayors and deputy mayors increasing from 4.3% to 15% mayors and 4.3% women deputy mayors to 29% in 2016. The proportion of women chairing committees also rose from 19.5% in 2008 to the current 23%.

Capacity building of women in local government has helped to bolster the confidence of women leaders. The major challenge in the 2018 election is how to keep the women in political power in while at the same time adding to their numbers.

Public participation by women in the COE process is promising and the focus on youth important. These are pre-requisites for gender mainstreaming and budgeting. Forthcoming programmes will focus more directly on young women. Junior councils will be a critical driver in this process as the structure already exists in local government.



Women in Chiredzi engage with the SADC Protocol on Gender and Development. *Photo: Colleen Lowe Morna*

Transformation

Institutional change

Gender management and budgeting in councils

Part IV

AT THE COALFACE

Chapter Five



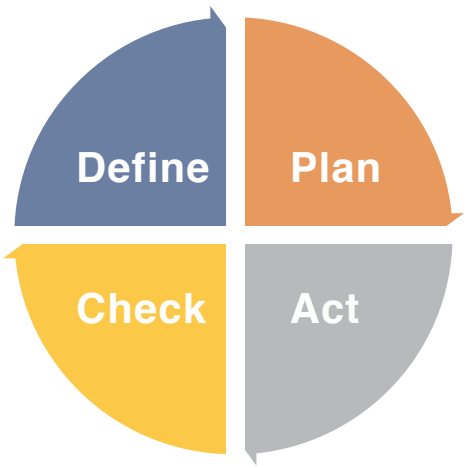
Women and men work for change in Umguza RDC. *Photo: Tapiwa Zvaraya*

A Gender Management System (GMS) refers to the systems, structures, processes and resource allocations to ensure that gender is embedded in institutional practice. This chapter provides an overview of the GMS for the Centers of Excellence (COE) programme. It provides a brief overview of what gender mainstreaming entails; how the parent

ministry has led by example; the key structures, systems, processes and monitoring tools put in place in the COE model.

The chapter also examines how the model has sought to enhance Gender Responsive Budgeting (GRB) and how this tracking has evolved over time. The chapter also covers the efforts to give visibility to the COE process through Information and Communication Technologies (ICTs) and the media. Together these form the backbone of the COE programme, essential to gender responsive service delivery.

Figure 5.1: Gender mainstreaming cycle



Source: European Institute for Gender Equality http://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming

"Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated."

Gender mainstreaming involves having a **gender policy framework** and conducting a **gender analysis** (the Stage 2 situation analysis in the COE model). This yields **sex disaggregated data** used to provide baselines for the gender action plan. **Gender structures** drive the process that includes **gender stakeholder consultation** (Stage 3 in the COE model).

Planning involves developing a **Gender Action Plan** (Stage 4 and 5 in the COE model) with **gender indicators** (targets, and timeframes) through which progress can be measured. **Gender Responsive Budgeting** refers to the resources allocated to the GMS process as well as the extent to which the budget responds equitably to the needs of boys, girls, men and women. The final stage involves **checking** the process through **monitoring and evaluation**. The COE programme has tracking tools at output level, quantitative and qualitative tools at outcome level, described in Chapter Two. The flagship tool for this programme, explored in greater depth in this chapter, is the Gender and Local Government Score Card.

Gender policy framework

The gender action plans at local level are informed by the SADC Protocol on Gender and Development and Zimbabwe National Gender Policy. As mentioned in Chapter Two, in 2016 GL worked through Gender Focal Persons to update gender action plans in line with the Post 2015 SADC Gender Protocol that includes the Sustainable Development Goals (SDGs). The Ministry of Local Government, Public Works and National Housing (MLGPWNH) added its muscle to the process by directing that all local authorities have gender policies, gender focal persons (designated council employees who move the gender mainstreaming efforts institutionally) and gender champions (political leaders who move the gender discourse at community level). The ministry has also directed that gender Key Performance Indicators (KPIs) be written into the job descriptions of CEOs, town clerks and senior management.

Ministry of local government leads from the front on gender mainstreaming

As you enter the Ministry of Local Government, Public Works and National Housing in Harare, the SADC Protocol is at work right before your eyes. The ministry is the only one in the SADC region that has a large graphic at the entrance mapping its progress against the 28 targets of the SADC Gender Protocol (SGP). When the SADC Protocol@Work summit called on government ministries to submit case studies in 2014, this ministry stepped forward and went on to win a prize.



Mapping progress - Protocol@work in Zimbabwe. *Photo: Gender Links*

Prior to becoming involved in the Centres of Excellence programme, the Ministry tended to give less priority to gender issues. The Ministry is now aware of the provisions of the SGP and is working with the Ministry of Women Affairs, Gender and Community Development to mainstream gender. The Ministry prides itself on the fact that it is where the people are and as local authorities are providing services, many of which women are the primary users, the Ministry is now more gender sensitive.

The first gender circular only instructed staff to read the National Gender Policy. But, as the scope of work of the gender focal person grew, the process improved. The Ministry now has a gender action plan although it is not funded, meaning that funding has to be sought or "piggybacked". There is now a gender team with volunteers at all levels including both men and women. The action plan also prioritises gender training and information sharing. The Ministry has made strides in bringing gender awareness and mainstreaming to local authorities. This has been achieved by working with GL and other gender organisations to motivate gender champions and gender focal persons within the councils. The Ministry is also now issuing guidelines and instructions on gender and monitoring the implementation of mainstreaming in service delivery as indicated in the table below:

Area	Implementation
Policy	• The Ministry uses the National Gender Policy as its guiding document. • Participated in the drafting of the Policy.
Gender Management System	• Gender focal person for the Ministry at Director level. • All local authorities to have a gender focal person. • Gender a key result area of the Permanent Secretary and the gender focal person. • Circular sent out to make gender mainstreaming a key result area of Chief Executives of local authorities.
Planning	• Gender focal person for the Ministry and local authorities part of management team.
Budgets	• The Ministry has allocated $50 000 for gender specific activities and works through partnerships to implement some of its activities. • Local authorities directed to have a gender budget line. • Salaries are equal based on the Labour Act - introduced by the Government in 1980.
Programmes	• The Ministry mainstreams gender into all its programmes including the Stateland Manual, the Capacity Building for Local Government and Service Delivery Programme.

Area	Implementation
	• Gender mainstreaming and Gender Impact Assessments introduced to councils. • Circular on GBV to suggest best practises at prevention and intervention.
Advocacy, lobbying and communication	• Gender issues included in speeches. • Participates in women activism events. • Support of the SADC Gender Protocol summits.
Publications and productions	• Policy to use gender sensitive language guided by the Self-Training Handbook on Gender, Gender Budgeting Handbook and Councillors Induction Handbook.
Human resources	• The Ministry and local authorities are not gender balanced as sex disaggregated statistics show but this is being addressed through the recruitment circular. • Interview panels have at least one woman member. • The Local Government Board is 50/50 in its membership. • Policy that a woman who perform equally with a man gets the post. • No discrimination permitted and Council interviews and minutes scrutinised to ensure local authorities comply.
Working conditions and environment	• Labour Act very comprehensive and gender responsive. • Ministry has a sexual harassment circular that facilitates easy reporting.
Monitoring and evaluation	• Sex disaggregated statistics being kept - now moving to gender disaggregated statistics. • Gender material garnered from workshops and the internet is placed in the Ministry library.

Gender awareness has been achieved mainly through:
- Training of Ministry gender focal persons and Provincial and District Administrators.
- Supporting gender focal persons in local authorities.
- Building capacity of women councillors so they can perform in what is still a predominately male arena.
- Capacity building and encouraging women to take up management positions in the Ministry and local authorities.

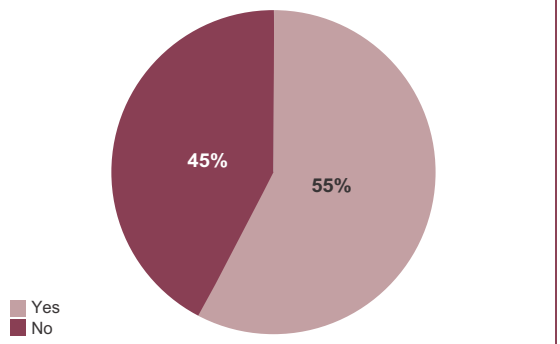
A major milestone for the Ministry has been resuscitating the Women in Local Government Forum (WILGF) through progressive strategy formulation and unity. The Ministry allocates 50% of all training funds to women members of staff, while 50% of new recruits in the technical hands section will now be women to bring about gender parity. Technical hands obtain on-the-job training from the artisans they assist, and are then facilitated to go for trade testing in order to become artisans. The Councillors Induction Handbook includes a chapter on gender which was used to train 1958 councillors in October 2013 from all 92 authorities in Zimbabwe.

The Ministry endeavours to allocate $50,000 annually for gender specific activities and works through partnerships to implement some of its activities. The Ministry has challenges of being male dominated and limited funding for gender mainstreaming but ensures sustainability of implementing the SADC Gender Protocol through circulars and capacity building.

Gender mainstreaming is part of the key result areas of the Permanent Secretary and all local authority Chief Executives, the Ministry and local authorities to ensure they have higher level accountability. The Ministry has adopted a Zero tolerance to GBV.

Source: Excerpt from the SADC Protocol@work case study by the Zimbabwe Ministry of Local Government, Public Works and National Housing, May 2014

Figure 5.2: Gender is written into job descriptions of key functionaries



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 5.2 shows that gender is included in job descriptions of key functionaries in 45% of local authorities, while 55% of councils still have not instituted this. While this is commendable progress (given the zero baseline) this is an important area for follow up action, as this is a ministry directive. For its part, the Ministry has led by example, and won a prize at the SADC Protocol@Work summit in 2014, for its own gender mainstreaming efforts, aligned to the targets of the SADC Gender Protocol.

Gender structures in local authorities

In 2010 GLZ worked with the ministries of gender and local government and the Zimbabwe Local Government Association (ZiLGA) to devise a gender policy for local government to be used by all local authorities as the basis for crafting their own gender policies. A major achievement of the COE process is that all 68 COE councils have Gender Focal Persons (GFP) and Gender Champions (GC). GL works with and through the GFP and GCs in the implementation of the COE process.

Table 5.1: How GL and council gender structures share the COE responsibilities

Stage	What this involves	GL	GFP/GC
1	Buy-in	✘	
2	Situation analysis		✘
3	Community mobilisation		✘
4	Gender and governance workshop	✘	✘
5	Gender Action Plan Workshop	✘	✘
6	Adoption		✘
7	ICTs	✘	✘
8	Campaigns	✘	✘
9	Monitoring and evaluation (Gender and Local Government Score Card, gathering evidence for summits)		✘
10	SADC Protocol@Work summits		✘

Table 5.1 shows that:

- There is only one stage in which GL is exclusively responsible - that is the initial buy-in meeting with the leadership and management of the council.
- GL co-facilitates four other stages with the GC/GFP; these are the core capacity building, action planning and skills workshop.
- The GFP and GC run four stages on their own - the situation analysis, community mobilisation, filling in the Gender and Local Government Score Card and gathering evidence for the summit and participating in the summit.

In sum, GL participates directly in five stages; the GC/GFP in nine. This design is deliberate, to enhance ownership and sustainability, evidenced in anecdotal evidence from Drivers of Change profiles.

GFPs Empowered to make a difference


Mary Mukonyora

"I am the head of Human Resources for Chitungwiza Municipality. My experience in human resource management spans over 15 years. I hold an MBA, B.Com in Human Resources, Diploma in Personnel Management and a post graduate diploma in Labour Law, majoring in Arbitration and Conciliation. I am responsible for human capital resourcing, management and development. Over and above my key responsibilities as the head of Human Resources, I am responsible for championing all gender issues. As such, I ensure the inclusion of gender related matters on Council's agenda in my capacity as the gender focal person (GFP) for Chitungwiza Municipality. As the GFP, I advocated for the provision of gender activities in the Council budget. I influenced the appointment of ward GFPs. I also crafted policies which are gender sensitive or responsive. Chitungwiza Municipality is now crafting other policies which are gender sensitive or gender aware, for example, housing and procurement policies. There are other policies which I influenced in my capacity as GFP, such as the time that Council meetings start, amongst others. As a result of my influence, gender issues are now being discussed at all ward meetings. However, I still need to personally engage the community as well as introducing Gender Links". *Mary Mukonyora, Chitungwiza Municipality GFP*

"The vast experience in gender issues has made me become a repository of gender knowledge. As a woman leader it's always up to me to relate to myself when advocating for change in favour of women as I try to bring people closer to reality. Am better listened to when I push for gender equality. However, I have always encouraged objectivity in policy formulation." *Shylette Dzivai, Director of Housing & Community Services (Chegutu Municipality; Former GFP for Kadoma City Council)*


Shylette Dzivai


Mattie Dhliwayo

"Being a part of the Centres of Excellence programme and interacting with GL has really helped me as a person. I saw myself having what people may term gender eyes or binoculars. I was at peace just being a health worker without looking at the gender connotations of it. This changed when I became a part of the COE process as I saw myself relating my work to the gender dimensions. My particular focus was looking at how my work impacted on the different groups of people in society. Using disaggregated data as a health practitioner became more useful as programmatic work became less biased".

Mattie Dhliwayo, the former Gender Focal Person for Kadoma City Council

"As a Gender Focal Person, I have a challenge to change mindsets but we need to convince men that gender is not a threat. It is only merely a subject in which everyone is entitled to participate. I am keen to make the change in these individuals, particularly men that will make them stop and listen to the issues". *Annette Breda, Gender Focal Person, Masvingo*


Annette Breda

Among the constraints faced by GFP the world over, is not being sufficiently senior enough to be able to influence decision-making and having gender as an add on to existing responsibilities. GFP may also find themselves becoming the point people for all gender issues, rather than the load being shared throughout the organisation. Best practice is to have a gender committee that fans across the organisation, leading to ownership, support and buy-in. This also enhances sustainability, in the event a GFP is moved or leaves.

Table 5.2: Gender committees in the COEs

COEs	Total No	Gender Committee (Stand alone)	Gender in other Committees	Council Part of District/ Provincial Gender Committee	Total gender committees	Councils with no gender committees
First Councils	13	4	6	3	13	0
Intermediary	20	3	6	6	15	5
New councils	35	1	12	3	16	19
Total	68	8	24	12	44	24
%	100%	12%	35%	18%	65%	35%

Source: GLZ survey of gender structures in councils.

Table 5.2 shows that 12% of all COEs have stand-alone gender committees. 35% have gender integrated into existing committees. 18% are part of a district or gender committee. This means that 65% of COEs have a gender committee or are part of a gender committee. It is heartening that all of the 13 original councils, and 15 out of 20 of the "second wave" or intermediary councils have or belong to gender committees (see examples in the box). Of the 24 councils (or 35%) that either do not have, or are not part of, a gender committee, 19 are new councils. This underscores the need for backstopping in the new councils that still have nascent structures.

Zvimba RDC Gender Committee is mandated "to ensure that that all council policies and activities are gender mainstreamed and that all processes and activities of council are responsive to gender equity and equality". Specific tasks include:

- Formulate the gender policy of council.
- Monitor the council gender policy.
- Review council policies periodically whether they conform to the dictates of gender equality and equity.

Excerpt of Zvimba RDC Gender Policy

The capital city, Harare, has 12 departmental GFPs, four men and 8 women, who form a Gender Committee. Their reports and the annual report on gender mainstreaming to council and the town clerk serve as the monitoring and evaluation tools by which council takes stock of gender issues.

Gender responsive budgeting

A gender responsive budget is aligned to planned activities and allocates money to implement policies and programmes that will change these patterns in a way that moves towards a more gender equal society.[1] Gender budgeting is part of inclusive and participatory process which constitute good governance. Local authorities are compelled by law to hold participatory budgeting consultations to ensure the views of citizens are incorporated into the development process and service provision. Gender responsive budgeting has contributed to the broader goal of transparency and accountability.

"The budget making process is lengthy because we now involve residents. In the past, we just invited residents just for formality. Now we get information from residents during the consultative process. "

Audrey Manyemwe - GFP, City of Bulawayo COE



Mutare City Council Gender Team. *Photo: Tapiwa Zvaraya*

[1] http://icds-wcd.nic.in/gbhb/Link%20hand%20pdf/Hand%20Book%20Chap%202.pdf

"After going through GRB training sessions, councils realised the need to consult fully with the communities they serve so that they are responsive to the community's needs and also promote transparency. Previously most councils, for example Umzimgwane and Umguza, used to invite community representatives for budget consultations and were not much concerned about the gender parity and inclusiveness of the participants. The councils have now changed their approach after going through the COE stages having realized that there is need for gender parity and inclusion of socially excluded groups such as PLWD, elderly, youth and PLWHIV. Women and some of the socially excluded groups at times find it difficult to travel long distances for meetings and end up being excluded from the budget consultation process. Councils are now going to the communities for the consultations and they are encouraging the participation of women and the socially excluded groups. Councils are also inviting the Ministry of Gender during the budget consultation processes to ensure that gender issues are adequately captured and mainstreamed into the budgets".

Excerpt from GLZ 2016 Embassy of Sweden Programme Evaluation report

In Zimbabwe, the ministry of local government has made it mandatory for councils to ensure that their budgets are gender sensitive in order for them to be approved. One GFP explains how this is achieved:

"I ensure the inclusion of gender related matters on Council's agenda in my capacity as the gender focal person (GFP) for Chitungwiza Municipality. As the GFP, I advocated for the provision of gender activities in the Council budget. I influenced the appointment of ward GFPs. I also crafted policies which are gender sensitive or responsive. Chitungwiza Municipality is now crafting other policies which are gender sensitive or gender aware, for example, housing and procurement policies. There are other policies which I influenced in my capacity as GFP, such as the time that Council meetings start, amongst others. As a result of my influence, gender issues are now being discussed at all ward meetings". *Mary Mukonyora Gender Focal Person Chitungwiza Municipality*



Debating budgets in Chitungwiza. *Photo: Priscilla Maposa*

The Gender Justice and local government programme started monitoring budget allocations in 2014/2015.

Table 5.3: Gender budgeting in councils

Year	Number of Councils	Contribution to COE - Council Gender Responsive Budget USD	Average
2014-2015	28	$1,510,535.59	$ 53,948
2015-2016	19	$11,922,419.66	$627,496
2016-2017	59	$71,104,940.00	$1,205,168

Source: GL Council budgets 2014-2016.

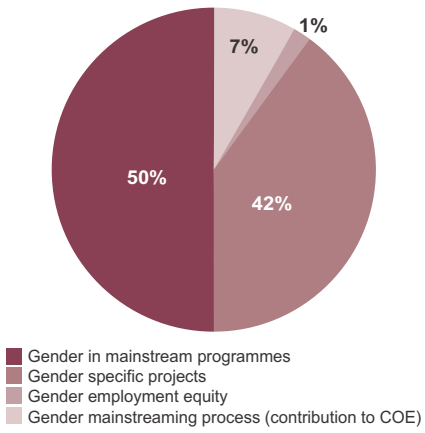
Table 5.2 shows gender responsive budget allocations for COE councils during the period 2014-2016 rising from $1.5 million in 2014/15 to $71 million in 2016/17. This is to some extent reflects the higher number of councils. However the huge difference in the average figures (from $53,948 at baseline to $1,205,168 in 2016/2017) suggests that the answer may lie more in better data collection techniques.

The better data collection in 2015/2016 is a result of the online Post 2015 Gender and Local Government Score Card redesigned to go with the updated gender action plans, as well as the more in-depth skills of the GFP in gathering the data. Councils were required to provide expenditure allocations for each of the key areas in the score card. These were in turn categorised into the four GRB categories.

Gender and local government score card categories	1. Gender mainstreaming process	2. Gender employment equity	3. Gender specific projects	4. Gender in mainstream programmes
Gender policy framework				
Work place				
Mainstream service delivery				
Gender specific programmes				
Gender management system				

1. Refers GMS expenditure e.g. gender audits, planning, training. Council contributions to the COE process fall in this category.
2. Refers to expenditure for promoting employment equity.
3. Refers to programmes that can be immediately identified as promoting gender equality such as campaigns on gender violence.
4. Refers to the normal service-related expenditure of councils, such as infrastructure, waste management, street lighting, water and sanitation. To determine whether this is gender responsive, councils provide sex disaggregated beneficiary data.

Figure 5.3: GRB in the COEs 2015/2016



Category	Amount	%
Gender mainstreaming process	$5,223,404.00	7%
Gender employment equity	$814,933.00	1%
Gender specific projects	$29,538,836.00	42%
Gender in mainstream programmes	$35,527,767.00	50%
Total	$71,104,940.0	100%

Figure 5.3 shows that in 2015/2016, the 68 Zimbabwe COE's committed $71 million (or 15% of total budgets) in a gender responsive way. 1% went to the promotion of employment equity; 7% to gender mainstreaming processes; 42% to gender specific projects and 50% to gender responsive mainstream programming. The main difference between this data and previous years is the increase in gender specific programmes supported by the council, as well as the more accurate data collection on gender responsive mainstream budget expenditure.



Sihle Nkalakata, Shurugwi Town Council engaging in the COE budget reallocation exercise. *Photo: Tapiwa Zvaraya*

Hwange Local Board leading the way in gender responsive resource allocation

When Hwange Local Board joined the COE process in 2015 its baseline score stood at 30%. Hwange had no budget allocations for gender mainstreaming. Fast forward a year into the programme and Hwange had won the SADC Protocol@Work award for the most resourceful council for gender budgeting in local authorities. The council allocated $636,856.00 towards gender activities: 16% of the council's total budget. This includes $21,000 towards implementing their gender action plan; crafting a gender policy, and improving the livelihoods of the elderly, vulnerable groups and people living with disability. $15000 has been allocated towards promoting gender equality through the 50/50 campaign and other gender awareness training. Budget allocations for infrastructure development has been done with a gender lens, prioritising clinics and community centres that have a bearing on women's health and well-being.

Hwange Local Board 2016 SADC Protocol@Work Case Study

Council Progress Scores

GL developed the Gender and Local Government Score Card to measure the gender responsiveness of COE councils as well as tracking their progress in gender mainstreaming. GL updated the score card in 2016 in line with the Post 2015 SADC Protocol on Gender and Development. Beginning with the 2016 summits, the score card is now administered online. The score card comprises 25 questions, rated one to four, with a maximum possible score of 100, on different aspects of gender mainstreaming in local government. Each question asks for budget information and supporting evidence such as photos, videos, and minutes of meetings.

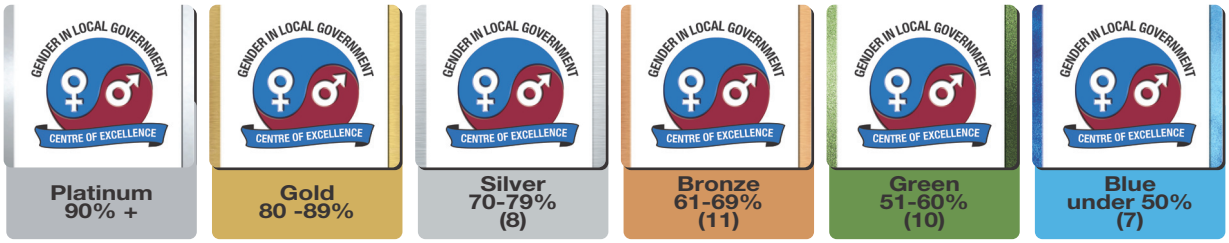
Table 5.5: Zimbabwe Gender and Local Government scores 2012 to 2016

	Score 2012	Score 2013	Score 2014	Score 2015	Score 2016
Average original Councils	68%	70%	63%	62%	67%
Average midway Councils		44%	54%	61%	62%
Average original &midway	68%	57%	59%	62%	65%
Average new councils					54%
Overall Average	68%	57%	59%	62%	61%

Source: Gender Links M&E data 2012-2016.

Table 5.5 shows that at 65% for the original and mid-way councils, the achievement fell short of the 75% by 2015 target in the COE programme by ten percentage points. While original councils fluctuated between 62% and 70%, mid-way councils showed a steady improvement from 44% to 62%. A factor to be considered in 2016 is the more demanding scoring system that witnessed new councils achieving a score of 54% (the baseline for these councils). The overall gender score average was diluted by the lower scores of the new councils whilst old councils almost maintained their baseline scores. An analysis of the scores shows that new councils need support to address the gaps that still exist. Some of the new councils have participated in the programme for less than a year and therefore they still need mentoring and support to reach the levels of the old councils, which is closer to the targeted score of 75%.

Figure 5.4: 2016 COE Gender in Local Government scores



Source: Gender Links 2016 Summit Scores.

In 2016, with UN Women support, GL introduced a colour coding for scores as an incentive to councils: under 50% (blue); 51-60% (green); 61%-69% (bronze); 70-79% (silver); 80-90% (gold) and over 90% (platinum). Figure 5.3 shows that of the 36 councils rated at the 2016 summit[2] none attained the gold and platinum standards; 8 attained Silver; 11 Bronze; 10 green and 7 blue status. While the summits have been a learning ground for COEs, they have drawn attention to the need for continued nurturing of the councils to ensure their gender mainstreaming efforts are met. It is also an opportunity for GL to adapt further the COE process looking into the future.

> "We really thank the GFP for the work she is doing in our council. When she first came here with the COE certificate we did not understand the meaning of that paper. We are proud to say that we were enlightened and as a council we are going to lead the nation in mainstreaming gender in service delivery. I also thank Chief Chundu and community members for their participation in the programme".
>
> *Alderman Tichaona Mathew - Hurungwe RDC*

Local authorities that have been in the COE process for a longer period have tended to perform better than those that are still in the early stages of the programme. Gender mainstreaming is a process whose results are not easily noticeable in the short term, but are a long term approach involving a repetition of processes for full achievement of its objectives. The 2016 Embassy of Sweden Evaluation recommended a consolidation phase to ensure that the gains made are not lost. The lesson from the older councils is that those that take gender mainstreaming to heart the change is tangible and sustainable. One example is the Zvimba Rural District Council that has won multiple awards at national and regional summits for best performing rural council.

Zvimba Taking the gender mainstreaming honours

Zvimba Rural District Council became a Centre of Excellence for Gender in Local Government in October 2011. Since joining the COE process, Zvimba has steadily progressed from a baseline score of 64% at inception in 2012, to 80% in 2013, 76% in 2014, and 79% in 2016. During that period, the local authority was judged to be the best rural local authority in terms of gender mainstreaming in the SADC region at both national and regional levels (2013-2014).

Soon after joining the COE programme, the council can point to many "before" and "after". Before the COE, the Council had no gender



Checking the facts: Fainesi Shamhu, GL Country Manager Priscilla Maposa and CEO Colleen Lowe Morna. *Photo: Tapiwa Zvaraya*

[2] 38 councils competed their assessments before the 2016 summit. 23 councils (61 in total) completed the Gender Justice and Local Government Score Card after the summit.

policy. Many other COEs have gone straight to an action plan without a policy. Zvimba has customised the Zimbabwe Local Government Association (ZILGA) Gender Policy to its needs, with many references to the provisions of the SADC Gender Protocol.

There was an increase in the number of female councillors from 9 to 11 but their overall percentage fell from 33% to 31% owing to an increase in the number of wards from 27 to 35. But the council now has a woman as deputy chair. Motions presented by female councillors have increased. Women councillors pointed to many well documented examples of issues they have raised in the Council, as well as those raised by women in the community, as examples of women's participation in decision-making. The local authority set up a stand-alone Gender Committee that has recommended a 50/50 rule for chairing of committees.

The council now encourages women to apply for posts and the gender committee is involved in selection processes. In 2013, the Council recruited a female manager to run its Banket Town Board.

One of the most visible achievements concerns ensuring that women and men gain access to land and keeping sex disaggregated data on land. Due to GL and gender mainstreaming initiatives, council has taken affirmative action steps to register houses/ stands in both spouses' names. The housing application forms are now sex disaggregated.

Minutes of council meetings, budget consultations and other gatherings show gender responsive governance at work in concerns over water, sanitation, roads, boreholes, dams, schools, deforestation, electrification and mining.

In 2016, the council budgeted USD44 600 for gender specific projects which included:
- Gender Training for gender champions and staff ($11 000.00).
- Bursary for vulnerable children ($20 000.00).
- Awareness campaigns (50/50, 16 days against GBV, Women's day and rural women's day): $13 600.00.

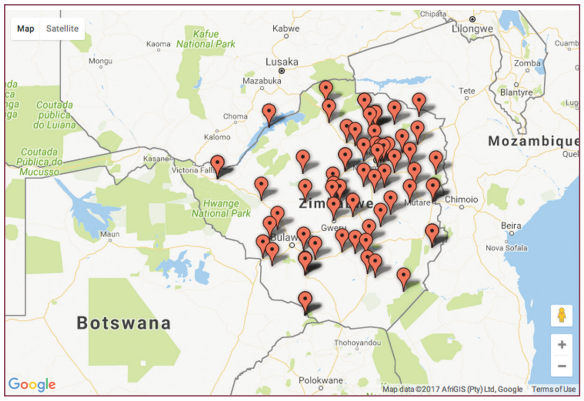
> "Women and men experience and are affected differently by the services they receive from local authorities. It is critical that Zvimba RDC take practical steps to embrace the diversity of local communities to achieve gender equality, equity and justice in its policies and service delivery."
> *Zvimba RDC Gender Policy, adopted in December 2012*

Several policies introduced by local authorities include specific Gender Policies, HIV/AIDS at Work place, Climate Change, Disaster Risk management, Staff retention and exit policies, ICT Security Policy, Disaster Fund Policy, Training Policy and Induction Policy. A unique feature of the Council is that it is cross-referencing its gender policy with other council policies, and setting aside a budget for this purpose as evidenced by the interventions above.

Gender is also mainstreamed in council programmes like tree planting in a bid to curb the effects of climate change. Land and housing allocations have now seen the local authority including People with Disability and other marginalised groups. Critically the council is trying to include men in change programmes, particularly in traditional leaders who are active in discouraging GBV in the community, something which was highly commended by the Embassy of Sweden though the general feeling was that more still needed to be done in that area.

In response to increased GBV cases in the area the local authority has sought to construct Victim Friendly Units at all seven Police stations in Zvimba District over the next four years. By end of 2016 the council had constructed two such units to cater for victims of gender based violence, particularly the children and women, not to say that men were also not abused.

Visibility



In addition to reaching beneficiaries indirectly through the COE process, GLZ seeks to create multiplier effects and visibility through the use of ICTs and the media. As part of the COE Community of Practice, all 68 councils have pages on the GL website.[3] The COE council pages are the first port of entry for the COE's in Zimbabwe. Councils are encouraged to contribute to the updating of their web pages, where the colour-coded Gender and Local Government Score is displayed.

The COE work has encouraged councils to have their own website and Facebook pages. These include Harare City Council, Bulawayo City Council, Chegutu Municipality, Norton Town Council, Victoria Falls to mention a few.

Between February 2016 and December 2016 the Zimbabwe Facebook page attracted 5100 likes. GLZ has been profiled in the media a total of 59 times with 42 of those coming during the country National Summits.

Conclusions

The best way to understand the impact of gender mainstreaming in the councils is through counter-valuation, ie comparing councils that are part of the COE with those that are not, and asking what is different. The 2017 Embassy of Sweden evaluation included visits to two councils that are not COE's. The differences are summarised in the table on next page.



R4 Gender, Cartoons & Crossword

The Herald Review >> Friday 1 July 2016

Gender equality: Local authorities walk the talk

Ruth Butaumocho
Gender Editor

WHEN the Government appended signatures to various protocols on gender equality soon after independence in 1980, several critics dismissed the decision as nothing but grandstanding.

However, the decision has resulted in the main streaming of gender across both public and private institutions, in a milestone achievement that has improved the status of women.

It is undisputed that women's social, political and economic status is now better than what it was more than three decades ago.

With the exercise still ongoing, local authorities in Zimbabwe have been touted as "centres of excellence" in embracing gender main streaming across its operations.

Local authorities, through multiple engagements with their parent ministry, the Ministry of Local Government, Public Works and National Works, are currently implementing various major changes from service provision right up to employment conditions within municipalities.

"Gender main streaming processes have been highly successful in local government.

"Through working with local authorities, we have been able to popularise and enhance application of the SADC Gender Protocol, through the various projects that we are implementing across municipalities," said Gender Links country manager (Zimbabwe) Ms Priscilla Maposa.

She said her organisation decided to work with local authorities after realising that they were closer to communities through the service they provide on a daily basis, than any other ministry.

"They offer basic services like water

Gender and Community Development Deputy Minister Abigail Damasane (right) poses for a photo with Bulawayo City Council gender focal person Audrey Manyemwe after the latter won award at the Zimbabwe National Gender Summit held in Harare last year

of maternity hospitals, promotion of females in male dominated fields such as engineering and gender main streaming activities through gender focal persons.

Raising awareness on the dangers of gender based violence has also kept local authorities on their toes, holding awareness campaigns throughout the year in a bid to reduce incidences of violence in

work together with officers from both the ministries of local government and gender to push for gender equality.

From its inception, the centre of excellence programme on gender equality has gained momentum with several districts taking a lead in coordinating various gender activities.

Realising the need to mainstream gender in all its activities, Murehwa

which have managed to have new local persons succeeding previous one.

"That development alone will help to extend the longevity of the centre of excellence process," she said.

Although the main streaming of gender in local authorities has been faced with financial challenges, which sometimes limit council's programming, the

Ms Priscilla Maposa

in an interview preferences are given to a female candidate in a move to promote gender equality.

While the local government is doing all it can to mainstream gender, the mismatch on its efforts and what is actually on the ground cannot be ignored.

If anything, it should be a cause for concern.

whereby the candidate with the majority votes takes all.

It is different from the proportional representation (PR) system which recognizes the ratios of voters by all candidates. This means that even women candidates, who have not won, will be represented based on the percentage of votes cast for the contestant.

GBV victi

Ruth Butaumocho
Gender Editor

At 15, Diana Hove discovered that she was pregnant and eloped to her boyfriend's homestead, fearing the wrath of her father.

EAGER to work on her marriage, despite her parent's disapproval, Diana immediately took up all her husband's family responsibilities, including fending for his siblings.

Before she even had time to settle in, she realised that her marriage was not what she had anticipated.

Ruthless beatings from her husband became the order of the day. Her in-laws did not make life any easier her, increasing her daily work load despite the fact that she was heavily pregnant.

For five years, Diana dithered between soldiering on with the union or returning home.

In the sixth year Diana — who now had three children — returned to her parents, who admonished her for her ill-timed decision to marry early.

Still smarting from the brutal effects of her marriage, Diana immediately looked for menial jobs in the community so that she could fend

[3] http://genderlinks.org.za/what-we-do/governance/centres-of-excellence-for-gender-mainstreaming/zimbabwe/

Table 5.6: Comparison between COE and non-COE councils

COE Councils	Non-COE Councils
Most of the councils have gender policies in place.	No gender policies in place.
General appreciation of what gender is and what gender mainstreaming entails.	Appreciation of gender issues is very low. General perception that gender means "women" and women's issues. Gender not regarded as a serious issue. "Your issues about gender are biased against men, it's all about women" *(Council male employee, Mutasa RDC).*
Deliberate efforts to mainstream gender into systems and procedures e.g. recruitment, housing policies, GBV policies to achieve gender parity and equality.	Systems and procedures generally gender blind. No deliberate efforts for affirmative action.
All have conducted gender audits as the first of the ten steps of the COE cycle to identify gender gaps and develop gender responsive action plans.	No gender audits have been conducted and there is limited analysis of gender gaps and no plans to address gender disparities within the councils.
Disaggregation of statistical data by sex now a routine exercise for most councils e.g. number of employees, housing waiting lists and allocations, meeting attendance registers etc.	No disaggregation of council data by sex.
Deliberate efforts that women become chair persons of committees.	Very few women have been appointed to chair committees e.g. Mutasa RDC, there is only one woman chairperson of the Social Services Committee. In the previous council there was also one woman chairing the Human Resources Committee but was later removed for "incompetence".
Women councilors who participated in the FGDs exhibited confidence and assertiveness as they have gone through capacity training.	Female councilors lack capacity. In Mutasa, two of the female councilors cannot read and write. Reason for one of the female councilors to be removed from chairing a committee in the previous council.
Councils have specific budgets for gender mainstreaming.	No specific budgets for gender mainstreaming.
Active participation in international days of commemoration e.g. 16 days of activism, International Women's day.	Passive participation as invited stakeholders of the Ministry of Gender.

Source: Embassy of Sweden 2017 Evaluation.

The table shows that councils that do not belong to the COE process do not have gender policies or structures. Few women chair committees. Female councilors lack capacity and men express a negative view. Of course the COE process is no panacea to these ills. But what is apparent in the COEs are the "deliberate" efforts to bring about a paradigm shift. The chapters that follow provide evidence of how this is yielding results - internally (in the work place) and externally, through service delivery.

Part IV

AT THE COALFACE

Chapter Six

Institutional change
Workplace policy and practices



Driving change: Beitbridge City Council now employs women drivers. *Photo: Colleen Lowe Morna*

To enhance gender equality through policies and programmes, Centres of Excellence for Gender in Local Government must practise what they preach. This chapter focusses on employment or workplace policies and practices. The chapter will analyse recruitment, women in decision-making in council administration and work place practices such as provision

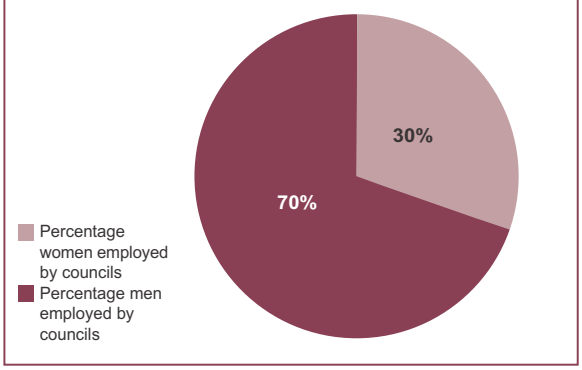
for maternity and paternity leave as well as flexi-time. The chapter also covers provisions for sexual harassment policies and other policies to make the workplace more gender responsive.

Women in council employment

Women's participation in public-sector employment helps achieve fairness, openness and diversity. It also improves the quality of service delivery through a better understanding of the citizenry[1].

Figure 6.1 shows that on average the COEs in Zimbabwe employ 30% females and 70% men. An analysis of the employment positions of women shows that the majority are in the health services department as general nurses and general hands, which are lower paid positions. Despite the general freeze on new employment in local government, councils have taken tangible steps to increase the proportion of women employed as part of their 50/50 campaigns, as reflected in the following excerpts from summit entries:

Figure 6.1: Average percentage of women/men employed in councils



Source: Gender Links 2016 Gender and Local Government Score Card.

Ruwa City Council's 50/50 policy aims to:

- Ensure that women are equally represented in leadership position in the council.
- Educate communities and raise awareness about the importance of women's equal representation in local councils.
- Empower women councillors to advocate for gender equality.
- Empower men on gender issues and mobilise their support.



Ruwa Town Council 50:50 campaign, March 2015.
Photo: Courtesy of Ruwa Town Board

The council collaborated with organisations like Zimbabwe Integrated Youth Survival Alternative (ZIYASP) Programme Trust, Ministry of Women Affairs, Gender and Community Development in the 50/50 gender awareness campaigns held in 2015. The march comprised ward representatives, teachers, police, students, informal sector which included vendors, home industrialists, business community, councillors and council employees. Gender Focal persons from **Goromonzi Rural District Council** and **Chitungwiza Town Council** participated in the march.

[1] OECD (2015). Women in public sector employment, in Government at a Glance 2015, OECD Publishing, Paris accessed on http://dx.doi.org/10.1787/gov_glance-2015-en

Bulawayo City Council developed an affirmative action policy which has resulted in the proportion of women employed increasing from 18% to 27%. Out of 75 new appointments 34 were women. Audrey Manyemwe, Bulawayo City Council Gender Focal Person attributes this change to the COE model: "There has been an increase in the female directors in the council, something, which is greatly attributed to the program by GLZ. Gender attitudes are really changing in council. Men in the council have supported the cause for gender equality."

Kwekwe Town Council recruitment policies and practices include equal opportunities for women, men, and people living with disabilities. Best practices on gender equality help to improve effectiveness of council operations. The best practices allow for equal and optimal use of council limited resources by all community groups, rich, poor, women and men. Women and men's direct and fair participation programmes increase potential flexibility and creativity in responding to environmental insecurity and changes in the resource systems. Gender mainstreaming in the Kwekwe Town Council has enhanced the sharing of workloads between women and men in the workplace and at home.



Lucia Mkandla, Kwekwe Town Council Director of Central Administration and WiLGF Secretary.
Photo: Loverage Nahmoyebonde

Women in management

The proportion of women in management is an important indicator of council commitment to gender mainstreaming. While councils have little influence over women in elected office since this is determined by elections, councils can seek out and promote competent women in management positions.

Table 6.1: Women managers in COE councils from 2010 to 2017

Year of joining CoE	Female managers at baseline (%)	Female managers at end of programme Dec 2016 (%)	Percentage point Increase	No. of councils
2010/11	17.5	23.0	5.5	14
2012	16.7	24.6	7.9	7
2013	22.2	35.4	13.2	7
2014	0	15.4	15.4	5
2015	20.9	22.5	1.6	25
2016	20	21.7	1.7	10
Overall average	**18.6**	**23.7**	**5.1**	**68**

Source: Gender Links COE tracking data, 2016.

Table 6.1 shows that there has been a 5.1% increase in the proportion of women managers in COEs from a baseline of 18.6% in 2010/2011 to 23.7% by December 2016. The highest increase is amongst councils that joined the COE programme in 2014 (15.4%) followed by councils that joined in 2013 (13.2%) rather than the earliest councils, possibly due to improvements in the COE process. The percentage increase is lowest for councils that joined the programme in 2016 and 2015. This is to be expected, as changes of this nature take time. Best performing councils in increasing the proportion of women in managerial positions include Harare City Council, Makoni RDC, Zvimba RDC, Beitbridge Town Council and Kadoma City Council.



Harare City Council acting Town Clerk, Josephine Ncube articulating a point during a council training. *Photo: Colleen Lowe Morna*

As the Chamber Secretary of **Harare**, the capital city, Josephine Ncube is one of the highest ranking women in council administration in Zimbabwe. Winner of the summit Drivers of Change Award, she played a crucial role in drafting the Zimbabwe Local Government Association (ZiLGA) gender policy, and driving the Gender Action plan adopted by the city in 2012 following a ground-breaking retreat in Inyanga. Harare City Council has been at the fore of ensuring that gender is mainstreamed in its activities.

With a staff of over 6000 employees, the council is an equal opportunities employer. All their advertisements have a clause which states: "Female candidates are encouraged to apply." The council has interview panels which consist of both women and men.

Harare has been at the forefront of championing the challenging of gender stereotypes in employment. Harare now has women drivers who drive refuse compactors. According to the Human Resources & General Purposes Committee minutes of September 2012, the council recommended that "In order to promote gender equity in line with the Gender Action Plan adopted in Nyanga in 2011, three women should be appointed as heavy plant operator and light vehicle drivers respectively."

Prior to the COE process in 2009, there were less than four women Chief Executive Officers (CEOs) or Town Clerks in councils. Presently there are 10 women CEOs or Town Clerks of council and more than 20 directors.

Melania Mandeya, **Gokwe Town Council** Secretary (formerly Chegutu Municipality Director of Housing and Community Services) has been a notable Driver of Change in her community as well as the COE process. As the Gender Focal Person, Mandeya played a key role in bringing the municipality of Chegutu to the COE process in 2010 when she introduced a gender budget in the council that resulted in both the council and community benefiting from implementing gender mainstreaming and sustainable development. Mandeya inspired young boys and girls into participation in local government and gender mainstreaming. In Chegutu she started the gender balanced *Voice of Children Care*. Mandeya participated at national and regional summits and in 2013, where she won a regional Driver of Change award. Mandeya was promoted to Secretary for Gokwe Town Council in 2015 where she is again championing the COE process.



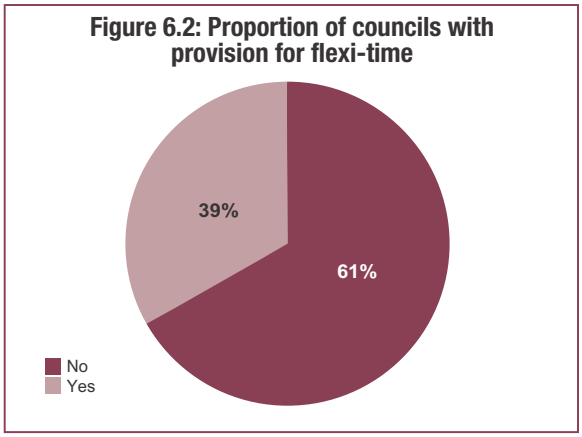
GL CEO Colleen Lowe Morna presenting Melania Mandeya with the Driver of Change award. *Photo: Tapiwa Zvaraya*

Source: Gender Links Drivers of Change case study

Gender aware work place policies

Analysis of the annually submitted Gender and Local Government Score Card shows a gradual improvement in workplace policies.

Provision of flexi-time



Source: Gender Links 2016 Gender and Local Government Score Card.

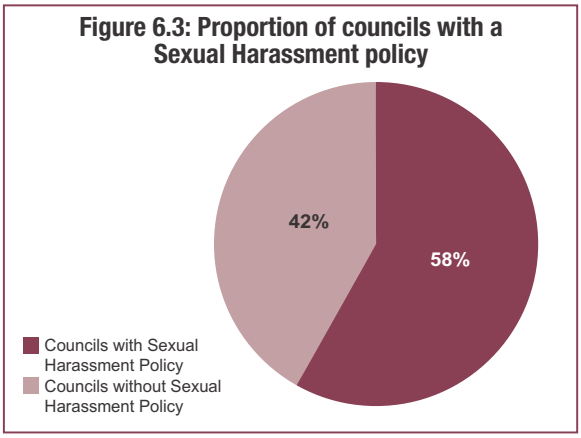
Figure 6.2 shows that 39% of COE councils provide for flexi-time. Among others, such policies enable breastfeeding mothers to bond with their infants. In **Hurungwe** RDC there are special provisions for different groups of people to start work early and leave early or start late and leave late. For example, the librarian at Hurungwe RDC works from 0900hrs-1800hrs from Tuesday to Saturdays, and is not on duty Sundays and Mondays.

Provision for maternity and paternity leave

Zimbabwe's Labour Act provides for a mandatory maternity leave to all employees requiring it. All COE's reported having paid maternity leave of up to 90 days. **Bindura Municipality** has 180 days paid maternity leave. Zimbabwean laws do not provide for paternity leave. **Makoni Rural District Council** reported that it is considering granting paternity leave.

Sexual harassment policy

The SADC Protocol on Gender and Development 2016 provides for state parties to enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres[2]. The adoption of such policies is an important part of the COE process, since councils cannot legitimately lead the fight against GBV when they have not resoled this issue within the workplace.



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 6.3 shows that 58% of the COE councils have Sexual Harassment policies. Examples shared include Hurungwe RDC, Bulawayo City Council and Mutare City Council. The 42% councils that do not have stand-alone policies said that sexual harassment forms part of council Codes of Conduct. Marondera RDC and Harare City Council provided examples of this.



[2] SADC Gender Protocol, revised, 2016.



Harare reported that sexual harassment is addressed by the Code of Conduct Statutory Instrument 171 of 2010, and is viewed as a gross misconduct. The council works with other stakeholders like the Zimbabwe Republic Police and Child Line to address issues of GBV within the council. The council regularly participates in the Sixteen Days of Activism and other activities to end GBV.

The **Bulawayo City Council** set-up a grievance committee to deal with sexual harassment comprising equal numbers of women and men, as guided by the SADC Protocol on Gender and Development. The main purpose of the committee is to arbitrate on sexual harassment complaints before they are reported to law enforcement agents.

A grievance hearing is initiated through sending letters of notice to the Grievance Committee and the survivor of sexual harassment. An invitation letter to a hearing is also sent to the alleged perpetrator of the sexual harassment offence, who was also asked to bring a representation of his choice at his own expense. Follow up phone calls to confirm the scheduled hearing ensure that sexual harassment complaints are dealt with timeously and are heard in a quorum.

The venue for the hearing booked in advance is usually the Committee Room, which is secure. The committee exercises a high level of confidentiality to protect the survivor of the sexual harassment. The staff member is informed of the hearing outcome within a reasonable time, usually within two weeks. The grievance procedure can be held with legal processes simultaneously if necessary.

Councils are proactively addressing gender-based violence through training of staff. Common approached to address gender-based violence include:

- Provide a platform for employees that have been victims of sexual harassment in the workplace to air their grievances.
- Assisting survivors of gender based violence employees through counselling service.
- Provide support structure after the hearing.
- Economic empowerment training of employees.
- Joint spousal workshops to eliminate gender-based violence cases at home and at work through sociological preparation.
- Creating an enabling environment for behaviour change in the workplace.

Some councils promote safe sex through workshops and distribution of condoms in toilets and to staff. Councils have actively created promotional materials with gender aware messages. Some of these materials are displayed prominently in council receptions.

Conclusions

With women accounting for 30% of employees and 23.7% of managers, the COEs still have a long way to go in closing the gender gap within their work place. But the improvement that has taken place is commendable. Women in council administration such as Josephine Ncube, Lucia Mkandla and Melania Mandeya have been pillars of strength in their localities and in the COE movement. Councils have also started to "walk the talk" of gender equality at the work place, through maternity leave, flexi time and sexual harassment provisions. But there are still challenges to overcome. Not all councils have sexual harassment policies. No council yet has paternity leave. It is important to keep pressing for gender equality in the work place alongside the bigger challenges of gender responsive service delivery that will be explored in the coming chapters. As the saying goes: *charity begins at home!*

Part IV

AT THE COALFACE

Chapter Seven

Service delivery
Infrastructure and social development



Hurungwe RDC women fetching water.

Photo: Loverage Nhamoyebonde

The provision of infrastructure is one of the many functions of local authorities in Zimbabwe[1]. Sustainable Development Goal (SDG) nine urges Member States to build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation. In addition, SDG 11 calls for states to ensure that citizens access adequate, safe and affordable

housing and basic services and upgrade slums. The Post 2015 SADC Protocol on Gender and Development calls for the review of all policies and laws that determine access to, control of, and benefit from, productive resources by women in order to end discrimination against women and girls with regard to water rights and property.



Gweru City Council COE verification shows increased efforts by the council to provide sanitation. *Photo: Colleen Lowe Morna*

The Centres of Excellence (COE) programme promoted gender mainstreaming in infrastructure development to ensure that women and men benefit equally from infrastructure development and provision of land. The chapter analyses the gender responsiveness of land and housing allocations; water and sanitation; roads, recreational facilities, schools, clinics, public facilities as well as street-lighting in the COE process.

Land

Historically men in Zimbabwe own land, yet women's access to land and housing has the potential to improve their livelihoods. In rural areas, where the majority of women reside, women have secondary use rights through their husbands. In small-scale commercial areas few women own land in their own right. The farms tend to be taken over by sons when the male head of the household dies. This is despite the government's 20% quota for women's land ownership under the Fast Track Land Reform Programme. The 2013 Constitution, (Section 4.28) outlaws all customs, traditions, and cultural practices that infringe on the rights of women.

A key objective of the COEs has been to promote equal access by women to land and housing. The COEs are trained to keep sex, age and disability disaggregated data on land and property ownership. As part of the Gender and Local Government Score Card administered in 2016, the programme assessed progress on this front.

Figure 7.1: Proportion of Councils with sex disaggregated data on land ownership

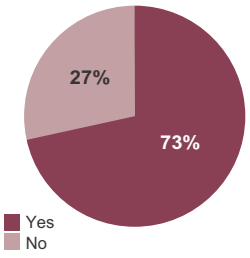
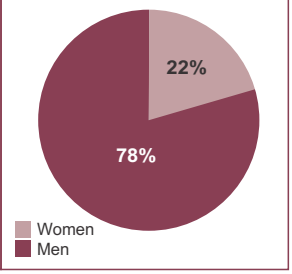


Figure 7.2: Land allocated to women/men by COEs



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 7.1 shows that the majority of COE councils (73%) keep sex disaggregated data on land ownership. This is major improvement on the baseline in which hardly any councils kept such data. Figure 7.2 shows that 22% of title deeds allocated by Councils have gone to women. Although this falls short of the 50% target, this is a considerable improvement on virtually no woman holding title to land previously. Most land is registered under the name of one partner, usually the man. Many Local Authorities (LAs) have now made it mandatory for husband and wife to have their names on the title deeds.

Housing

Zimbabwe has a housing backlog of 1.25 million units. The Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET) aims to deliver 125 000 units by 2018 . In Zimbabwe, most housing stands are in the hands of private

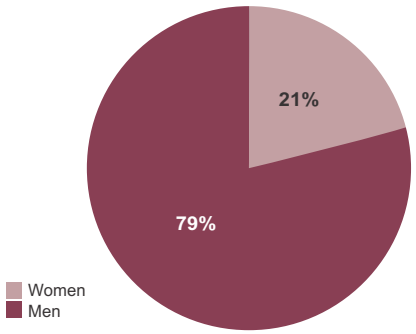
[1] See Jaap de Visser, Nico Steytler and Naison Machingauta (2010) pp123-137. Local government reform in Zimbabwe.

land developers who demand far more than what local authorities charge.

The 2017 Embassy of Sweden Evaluation of the programme found that:

> Councils are now disaggregating statistics of residents on the waiting list by sex. Where there are more men than women on the waiting list, deliberate efforts are being made by the councils to ensure that there is gender parity in the allocation of residential stands. Councils such as Umguza have made it a requirement that both spouses' names appear on the documents of the residential property to protect women, who traditionally are prejudiced in the event of death of the spouse or divorce because their names will not be registered on the property. In Umguza, perpetrators of Gender Based Violence are not being considered in the allocation of residential stands until they show evidence that they have reformed. Single women and other vulnerable groups such as people living with disabilities (PLWD), the elderly, people living with HIV (PLWHIV) and orphans are also being encouraged to apply for residential stands on favourable terms in councils such as Gokwe.

Figure 7.3: Women/men allocated housing by COEs - 2016



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 7.3 shows that COE councils have allocated housing stands to 21% women. While this is still less than half of the 50% target, it represents a considerable improvement than in the past, when virtually no women got access to housing. The examples that follow show how councils are beginning to take the issues of women and housing seriously.

"The **City of Harare** was the first council that came up with a housing policy that protects women. The policy prevents ceding of property rights if there is no mutual consent by the other spouse. Even though the housing policy allows that women can be on a waiting list in their own right, what is lacking, however, is that there is no prioritisation as such that women will always get first preference".

Excerpt from Zimbabwe Centres of Excellence for Gender Mainstreaming in Local Government Manual 2010



Housing service delivery in Harare. *Photo: Dorothy Mavolwane*

Mtapa, one of the oldest suburbs in **Gweru**, was built in the 1930s. Housing consisted of hostels served with communal water tapes and toilets, and meant to accommodate single male migrant labourers. This type of accommodation discouraged workers from staying with their families in town. After independence in 1980, rural-urban migration resulted in population explosion in towns. Mtapa became the most crowded suburb in Gweru, with four men and their families occupying a room. The housing units, water and sewer systems initially designed for a smaller population failed to cope with the increasing demand for services.

In 1981, Council resolved to upgrade Mtapa and convert the houses to homeownership. The exercise is at the final phase. Upgrading of Mtapa suburb has reduced over-crowding, improved hygiene, encouraged families to stay together, contributed to economic development as individuals are homeowners. Now they can plan with and contribute to the growth of Gweru through self-help projects, education of their children, participation in council's service delivery business and work in the industry.

Excerpt from Gweru entry to the 2013 SADC Gender Protocol@Work summit

Roads



Roads Infrastructure management in Ruwa. *Photo: Oscar Tsvuura*

Local authorities in Zimbabwe have the mandate to provide efficient road networks that cater for the general populace. An efficient road network system brings with it various benefits including the lure of investment opportunities, which are essential for economic growth.

In Zimbabwe the Ministry of Transport has the overall responsibility for national roads while local authorities (both urban and rural) are road authorities. Zimbabwe is a signatory of the Southern African Development Community (SADC) Protocol on Transport, Communications, and Meteorology (1996).

This obliges member states to establish an autonomous road authority, which is representative of the public and private sectors and is responsible for strategic management and planning the development, maintenance and rehabilitation of the network.

Funds for road development in local authorities are channelled through the Zimbabwe National Roads Administration (ZINARA). Challenges include delays in the receipt of material to maintain roads from ZINARA. Prior to the ZINARA take-over of the roads, local authorities in Zimbabwe were better placed to maintain their roads as they made use of the vehicle licensing fees. Despite these challenges local authorities continue to try and fulfil their mandate of accessibility. Good roads enhance access to health, water, markets and economic opportunities.

Water and Sanitation

SDG 6 calls for states to ensure access to water and sanitation for all. With the increasing likelihoods of climate induced disasters, water sources are becoming scarcer and stretched thus the need for strategies to ensure clean accessible water for everyone. Water scarcity, poor water quality and inadequate sanitation negatively impact on food security, livelihood choices and educational opportunities for poor families across the world. Drought affects some of the world's poorest countries, worsening hunger and malnutrition. By 2050, at least one in four people is likely to live in a country affected by chronic or recurring shortages of fresh water.[3]

One of the responsibilities of LAs is the provision of safe and potable water. Women and girls are affected by the lack of water in the household, as they have to manage and look for it, often walking long distances to access water. Lately most councils have not been able to provide adequate water services to their beneficiaries prompting them to seek alternative sources. This is partly due to population growth. Some of the challenges that local authorities face in mainstreaming gender in water provision include:

- ***Non-payment*** - Residents have not been paying their bills to local authorities for water service provision. This has left local authorities crippled and unable to continue providing adequate water services, with some authorities resorting to

[3] http://www.un.org/sustainabledevelopment/water-and-sanitation/

withdrawal of water services and in some instances water rationing.

- ***Political interference*** - Water is subject to a lot of political interference. Water is used for political mileage thus rendering council service delivery useless. In 2010 all urban water infrastructure and management was taken over by Zimbabwe National Water Authority (ZINWA) which rendered council operations immobile *vis-à-vis* provision of water. This situation increased the water burden on communities as the takeover left many councils stranded. Though this notion was later reversed, the consequences are still being felt to date. Ultimately, gender considerations in water provision are left at the periphery.
- ***Dissolute water infrastructure*** - Owing to non-payment of rates and political interference the existing water infrastructure in local authorities has become dissolute and rendered useless. Coupled with a growing population water provision has caused strain on the infrastructure.

Against this background, COE councils have made considerable efforts to provide water. **Ruwa Town Council** for example has been drilling boreholes in each ward so as to ensure the community has water, particularly women who have had to travel long distances in some cases to access water. The council is constructing a three km water project that seeks to supply water to the town. Women in **Umguza RDC** have commended the council for providing potable water.

Both urban and rural councils have community water committees who manage and look after this resource.

Figure 7.4: Women/men on water or sanitation committees

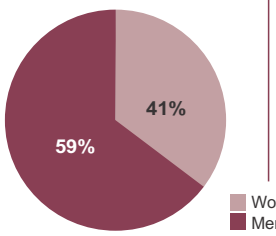
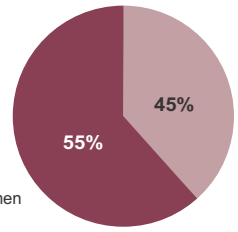


Figure 7.5: Women/men chairing water & sanitation committees



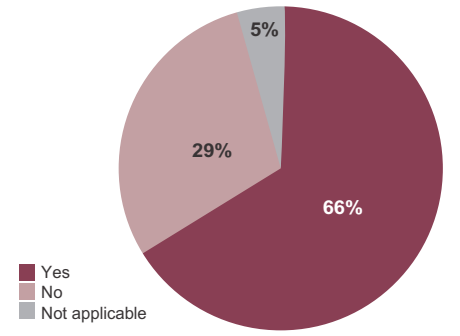
Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 7.4 shows that women constitute 41% of water and sanitation committees, compared to 59% men. A further encouraging finding (Figure 7.5) is that women chair 45% of these committees. Although both figures are shy of the 50% target, this is a significant achievement, as women's involvement in managing water at the local level is essential for gender responsiveness and provides the opportunity for leadership experience.

Street Lighting

Lighting is a crucial dimension of service delivery. Local authorities are mandated to provide adequate lighting to ward against criminal activity, Gender Based Violence (GBV) and to guarantee safety.

Figure 7.6: Percentage councils with/without street lights



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 7.6 shows that 66% of COE local authorities have streetlights; 29% do not and for 5% (mainly rural councils) this does not apply. Many COE councils now invest in alternative power sources for street lighting. For example, **Harare City Council** and **Mazowe RDC** streets are increasingly lit by solar powered streetlights. Rural councils have also embarked on a drive to install street lights in major growth point and other areas. **Mhondoro RDC** has recently entered into a partnership with Ngezi Mines for the provision of solar lighting.

Schools, clinics and public facilities

Many councils work with central government to provide schools, hospitals and clinics. The case study that follows shows how gender awareness in the provision of such facilities can play a key role in promoting gender equality.

Secure and safe boarding for school children

The Zvimba local authority, community members and the mining company Zimasco have joined hands in the Mutorashanga community in Zimbabwe to provide safe and supervised boarding to secondary school pupils. The mining company donated 16 houses whilst council provided land and the community donated food, beds and money for the upkeep of the boarding houses. According to Idah Kamushinda, the Zvimba councillor for ward 15, the initiative contributes towards higher school retention rates among girls and boys and keeps them from falling prey to illicit activities in the mining town.

The school children travelled 15 kilometres to school and rented houses from the mining company. Kamushinda appealed to Zimasco to donate the houses to help the children and I decided to accommodate these children under one roof. Sixty-two students from Mutorashanga high school now having boarding facilities and the project has created employment for one man and four women from the community. The community provided US$5000 and donated various food items. A mango project at Landfall farm has helped to augment finances for the boarding facilities and a local female farmer provided maize and vegetables from her garden.

“Thirty-three percent of the beneficiaries of this project are girls and the housing keeps them in school. Many, without supervised boarding facilities, leave school due to low pass rates, some begin to abuse drugs and the girls become involved in sex work in the mining town,” said Kamushinda. “I supervise the boarding staff and conduct counselling services for the students.” The farmers and the community members assist in the upkeep of these boarding houses. The area has two secondary schools, which cater for Mutorashanga community, Urungwe farm, Landfall farm, Jester farm and Three Sisters farm in the nearby areas. Since the council's resolution to provide land for building of boarding facilities, the other secondary school is also arranging for student lodging. *Excerpt from Zimbabwe 2015 Barometer*

Conclusions

Provision of gender responsive infrastructure is a key focus area of the COE programme. Important progress has been made. Councils now keep sex disaggregated data on land, housing, water and sanitation committees. The finding that women comprise 41% of those on water committees and 45% of those who chair such committees is significant. Active participation by women in local decision-making is a key training ground for political and public participation. Furthermore, this ensures that women's views and voices are taken into account in crucial service delivery matters.

The finding that COEs have allocated about one fifth of land and housing to women is also significant, given the zero baseline. Many councils are also now issuing joint title deeds. Given the pervasive practise of widows being dispossessed when their husbands die, this is a key long term measure for ensuring women's security of tenure. COE's need to continue along this course, to ensure that women have equal access to land and housing, as well as security of tenure. Now that the majority of COE's have sex disaggregated data on land, there is need for them to go further to show whether land allocations are first time or not. There is also need to migrate from a manual data capturing system to new database technologies.

Despite capacity and political challenges in providing water services, councils have been proactive in seeking alternative water sources such as boreholes for the community. Given the challenges of climate change, explored in the next chapter, there is scope for greater engagement with women in communities on creative solutions to water shortages and promoting conservation. The Zimbabwean COEs also need to invest more in building infrastructure for recreation to promote healthy interaction among young women and men as part of holistic approaches to Sexual and Reproductive Health and Rights.

Part IV

AT THE COALFACE

Chapter Eight

Service delivery
Gender and climate change



Unity Jaji, Gender Focal Person, Gweru, making sure that climate change is taken into account in the council's gender action plan.

Photo: Colleen Lowe Morna

The United Nations Framework Convention on Climate Change (UNFCCC) defines climate change as "changes in weather patterns attributed directly or indirectly to human activity that alters the composition of the global atmosphere in addition to natural climate variability observed over comparable time periods."

The impacts of climate change are felt at the local level and mostly by the poor communities due to their low adaptive capacity. They include food security, pressure on water sources, land rights and health.

Table 8.1: Gender dimensions of Climate change

Area of concern	Gender Implications
Food Security	Rising temperatures and challenges in rainfall patterns have direct effect on crop yields. Lower crop yields reduce women's potential income and availability of food in the household.
Water	Continued natural water disasters like cyclones is compromising the ability of people to access clean portable water. The burden of collecting and managing water resources. This means women have to travel long distances to access water.
Division of labour	The gendered division of labour often result in women represented in agriculture sectors which are more vulnerable to climate change.
School Dropout	Climate change has forced the girl-child to drop out of school as they are more inclined to helping out with family chores. Also the patriarchal nature of society has deemed school less important for girls while priority for education is given to boys.
Land	Women suffer disproportionately as policy and programmatic responses to climate change exacerbate their tenure insecurity.
Migration	Men are likely to migrate leaving women and the family to bear the brunt of the impacts of climate change.
Health	Women and men suffer different negative health consequences following extreme events like floods, drought and heatwaves. Natural disasters on average kill more women than men.
Stress	Stress levels and related diseases may increase for both women and men because society expects men to provide for the family. They tend to express stress more than women do.
Gender Violence	Adolescent girls report high levels of sexual harassment and abuse in the aftermath of disasters as a result of families living together in open spaces with lack of privacy. Scarce resources worsen conflict and there is often a gender dimension to this.
Mortality	The ratio of women (to the total population) affected or killed by climate-related disasters is already higher in some developing countries than in developed countries.
Decision-making	Most key decision-making institutions relating to climate change have a male dominated hierarchy.

Source: SADC Gender Protocol 2016 Barometer.

The earth's climate system has demonstrably changed at both global and regional levels since the pre-industrial era, with some of these changes attributable to human activities which have increased the atmospheric concentrations of greenhouse gases and aerosols.[1]



Climate change is one of the biggest threats facing humankind today and is already having adverse impacts on Zimbabwe, in particular in the rural areas where the majority of the population lives and mostly depend on agriculture-based livelihoods. Zimbabwe has developed a National Climate Change Response Strategy (NCCRS) which provides the framework for addressing climate change. Climate change impacts most severely on the children, women and the disabled.[2]

[1] Zimbabwe's National Climate Change Response Strategy (2013-2018) pp12.
[2] UNICEF (2014). Children and Climate Change in Zimbabwe.https://www.unicef.org/zimbabwe/Children_and_Climate_Change_in_Zimbabwe_Report_2014.pdf

As this issue has become ever more pressing on the national and global agenda, so it has begun to feature more prominently in the COE process. The Durban 2011 Conference of the Parties (COP17) of the United Nations Framework Convention on Climate Change (UNFCCC) brought home the issues of climate change in the SADC region. The Southern African Gender Protocol Alliance began a campaign for an addendum on climate change to the SADC Protocol on Gender and Development.

As it became evident that the SADC Gender Protocol (originally aligned to the Millennium Development Goals) would need to be updated in line with the Sustainable Development Goals (SDGs), the Alliance changed strategy. Gender and climate change is now a stand-alone section in the Post 2015 SADC Gender Protocol.

This chapter provides background to how and why climate change is a gender issue; how local authorities have come up with strategies that help in the adaptation, response and mitigation of climate change.

Climate change in the COEs

Climate Change is a relatively new concept at the local level. The COE model added a training module on gender and climate change that has helped to spark innovative thinking. Now that gender and climate change is a stand-alone section in the SADC Protocol on Gender and Development, the updated action planning frameworks prompt councils to plan for what they can do to advance gender equality through their actions on climate change.

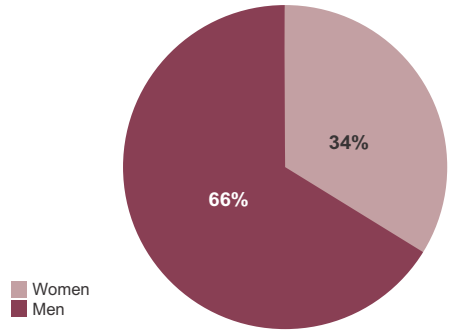
Table 8.2: Climate change projects in councils

Number of climate change projects in councils	283
Number of climate change projects presented at summits (2012-2016)	55
Proportion of projects presented at summits against total as a %	19.4

Source: Gender Links 2016 Gender and Local Government Score Card.

Table 8.2 shows that since GLZ included climate change in its programming between 2011 and 2012, COE's have engaged in 283 climate change projects. These include projects like the construction of biogas plants in Zvimba and Marondera RDCs for alternative energy sources in the wake of dwindling trees.

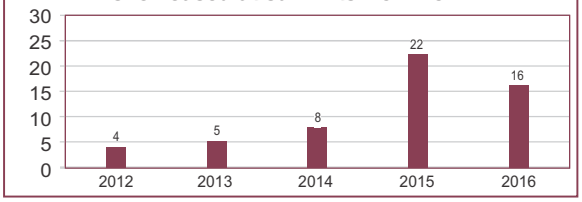
Figure 8.1: Average proportion of women/ men employed in climate change projects



Source: Gender Links 2016 Gender and Local Government Score Card.

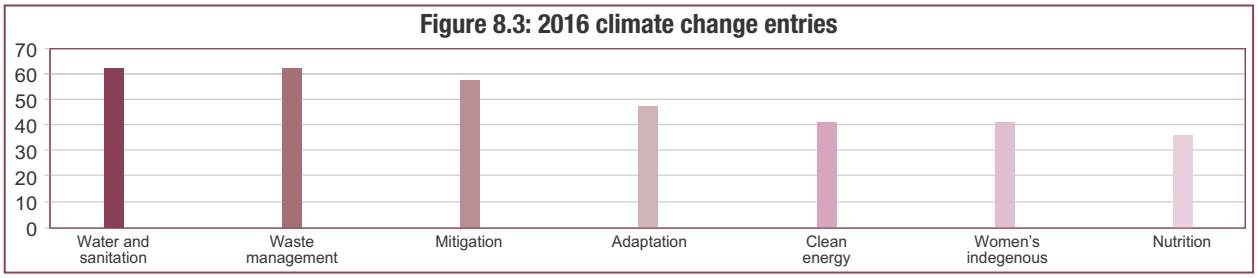
As reflected in figure 8.1 women in COE councils account for 34% of those employed in climate change projects. Given that many of these jobs involve manual labour (often considered a male preserve) this is an encouraging sign, although short of the parity target.

Figure 8.2: Climate change projects showcased at summits from 2012



Source: Gender Links 2016 Gender and Local Government Score Card.

Climate change has been a category in the Zimbabwe National Summits since they began in 2012. Figure 8.2 shows that Councils have shared 55 climate change projects between 2012 and 2016. These increased from four to 22 in 2015, down to 16 in 2016.



Source: Gender Links 2016 climate change summit case studies.

Figure 8.3 shows that of the entries received in 2016, the majority related to water, sanitation and water management. Mitigation featured more prominently than adaptation, as might be expected in the early days of the crisis. Clean energy got a fair showing. It is also significant that women's indigenous knowledge is beginning to feature in the case studies coming from councils.

Planting trees and management of forests

Tree planting as part of greening the councils and reducing global warming is now a planned event in most councils. This is coupled with cleaning up the localities as part of environment management practices. **Beitbridge Town Council** has embarked on a greening campaign under the name "Go Green, Go Clean" by planting trees in the whole border town. **Gweru City Council** has followed suit by planting 5000 trees in the town as of 2013 on a tree planting campaign initiative.



Tree planting in Beitbridge. *Photo: Colleen Lowe Morna*

In 2014 **Hurungwe RDC** embarked on the Kariba Reducing Emissions from Deforestation and Forest Degradation (REDD) + project, a community based programme that seeks to empower local communities in providing alternative income generating projects with a low environmental impact. The project, located in the northwest of Zimbabwe spans over three provinces administered by four rural district councils namely Binga, Nyami-Nyami, Mbire and Hurungwe. The programme's mandate is to maximise community responsibility and efficient natural resource management in the fight against climate change.

The programme came as result of the expansion of agriculture and over-use of wood resources which had continued for years in an uncontrolled manner. Direct negative impacts on local liveli-hoods continued to escalate, including increased efforts to collect firewood needed for everyday purposes. Decreased forest cover has severe impacts on properties and on local ecosystems and subsequently on the climate.

In Hurungwe the escalation of deforestation continued seasonally as wood is used to cure tobacco during the tobacco season. Hurungwe RDC engaged in a private partnership with Carbon Green Investments, Guernsey (CGI) a company that facilitates REDD projects in Zimbabwe.

Part of the project involves use of a new technology to blow tobacco without using wood. This good practice has greatly assisted in the reduction of deforestation as coal is efficiently utilised. Women have been empowered as the solar-jet barn system for curing tobacco employs 50% women. “The modern day woman must move with technology, we cannot wait for men on all advancements. Now we widows are curing tobacco using the solar jet. This was usually work for men as they used to carry logs but now I just use coal with the jet,” said Maria Chikava, a small scale communal farmer.

Agricultural and Natural Resources Manager, Prisca Potera explained that the Kariba REDD+ Project says the project is also empowering women economically through growing of vegetables for sale.



Verification team touring Kariba REDD+ project site. *Photo: Loverage Nhamoyebonde*

The 31 women have one garden instead of individual gardens that will lead to deforestation. The garden reduced competition for scarce land that would have resulted in the exploitation of wetlands and stream bank cultivation. “This project empowered us economically, we are now able to pay school fees for our children and taking care of orphans in our community. Levels of gender based violence are now reduced unlike before when we were relying only on our husbands for survival,” said Plaxedes Tapera.

Excerpts from 2014 and 2016 summit case studies

Waste Management

> “When we get an income, we clean ourselves and our environment."
> *Chipo Gogodo, Farmer, Kadoma*

Several councils have embarked on waste management initiatives that make use of recycling litter. Councils have also gone into strategic partnerships with experts in this area by particularly the Environmental Management Agency (EMA). The City of **Harare** has gone a step further by training female refuse truck drivers to be part of the waste management systems. This non-traditional role of women has boosted the city's gender mainstreaming approaches whilst clearly benefiting the community by providing these services.

Karoi Town Council has partnered with a Faith Based Organisation (FBO) called Chenai, a group of six females and three males who are working tirelessly in handling and separating waste to mitigate environmental challenges associated with poor waste management. After separating waste they melt all plastic materials and use them to make bricks. They have also constructed an underground tank where they put waste from cooked food and vegetables for the production of methane gas. According to Chenai project coordinator, Never Gariromo: “We did our research on waste management and a very brilliant idea on how to deal with plastics occurred to us. We approached the Gender Focal Person with the idea and she assisted us to enter into a partnership with the council. We feel that as FBOs we are very influential in society, hence the need for us to be the stewards of the environment.”



Moses Tawedzera EHT at Kariba Municipality explaining to Wonder Jekemu from the Embassy of Sweden how composters work.
Photo: Loverage Nhamoyebonde

Kariba Municipality has established Community Based Organisations (CBOs) made up of 10 members in its all nine wards, 50% women, with councilors overseeing of the waste management programme. The revolving fund concept was put into place to ensure that each household will have a waste bin by the end of the year (2015). Through CBOs and councilors, the council is set to train the community on waste handling and separation. "To achieve the set objective of keeping Kariba clean the council has adopted the use of composters for waste reduction. These composters are going to be distributed in the community and people will be trained how to use them," noted Moses Tawedzera Environmental Health Technician for Kariba Municipality.

Clean energy

Zvimba RDC has embarked on a project for constructing biogas plants for community members. Through a partnership with Environment Africa, the council established a $20000 revolving fund for construction of a biogas plant which costs in total $800, which beneficiaries are expected to pay back within 12 months.



Amai Hombe explaining her biogas stove usage and benefits.
Photo: Tapiwa Zvaraya

One such beneficiary Amai Hombe from Zvimba RDC has been grateful for this development. "Now I can cook and so can the children while I do other household chores because biogas has eased my workload especially considering that I no longer have to look for firewood. It also now takes me less than an hour to prepare any meal and we also have lighting. I have also ceased to use the cooking place I was accustomed to which was a bit uncomfortable as now I can cook from a more comfortable space. We also use the biogas for lighting and we are looking at getting a fridge too," she noted.

Conclusions

This chapter points to interesting and innovative ways in which COE's are beginning to build climate change into their "ways of working." Areas that show promise include reforestation; waste management and renewable energy. Areas that could be strengthened include:

- *Community education on the adverse effects of climate change:* There is need to promote and strengthen stakeholder awareness on adaptation to and mitigation of climate change as well as encourage sharing of information and networking on climate change issues at local, regional and international levels .
- *Gender aware climate change policies at the local level:* The COE has managed to include climate change in council action planning frameworks. There is also need to review and update existing policies and by-laws to make them adaptive to climate change.
- *Peer learning and sharing* and adopting new technologies that help in responding to climate change needs.

Part IV

AT THE COALFACE

Chapter Nine

Service delivery
Health, Sexual and Reproductive Health and Rights



Providing comprehensive health care at a clinic in Marondera. *Photo: Trevor Davies*

SDG 3 commits United Nations member states to ensure healthy lives and promote well-being for all at all ages. Article 14 of the African Charter on Human and Peoples' Rights recognises the right to health of women, including that sexual and reproductive health. The Post 2015 SADC Protocol on Gender and Development broke new ground by adding

a section on Sexual Reproductive Health and Rights. The Constitution of Zimbabwe section 76(1) states that "Every citizen and permanent resident of Zimbabwe has the right to have access to basic healthcare services, including reproductive healthcare services provides."[1]

Local Authorities (LAs) traditionally fund and provide health services in their areas. Recently, local councils have been experiencing funding problems particularly for health services. Their health infrastructure and equipment has deteriorated, health work employee benefits and numbers have shrunk and this has created more inequities in access to essential health services particularly in rural areas. Harmonisation of local government health services and service standards especially primary health care with that of the Ministry of Health is necessary.[2]

Despite the challenges, councils regard the provision of primary health care as a major responsibility. The 62 COEs that responded to the 2016 Gender and Local Government Score Card all reported that they provide primary healthcare in all their jurisdictions. With sixty percent of the population of Zimbabwe below the age of thirty, sexual and reproductive health and rights (SRHR) is a key area of concern. This chapter provides background to SRHR issues in the region. It analyses how the COEs are providing health and SRHR services as well as responding to HIV and AIDS. The chapter concludes with a reflection of how this critical area of work can be strengthened.

Defining SRHR

Voice + Choice
Local action for SRHR in Southern Africa

"A state of physical, emotional, mental, and social well-being related to sexuality. It is not merely the absence of disease, dysfunction or infirmity. Sexual health requires a positive and respectful approach to sexuality and sexual relationships, as well as the possibility of having pleasurable and safe sexual experiences, free of coercion, discrimination and violence. For sexual health to be attained and maintained the sexual rights of all persons must be respected, protected and fulfilled."[3]

In line with the above definition, reproductive healthcare is 'the constellation of methods, techniques and services that contribute to reproductive health and well-being by preventing and solving reproductive health problems'. It also includes sexual health, the purpose of which is the enhancement of life and personal relations, and not merely counselling and care related to reproductive and sexually transmitted disease." *Source: International Conference Population and Development report, para 7.2*

According to the ICPD, the reproductive health approach recognises women as subjects rather than objects; upholds their dignity; respects their free and informed choices; and responds in a comprehensive manner to the totality of their health needs. In contrast to the Family Planning approach, a focus on reproductive health promotes men's understanding of their roles and responsibilities regarding reproductive health and aims to address the reproductive health issues of adolescents which were largely neglected. Furthermore, it addresses the issues of HIV and AIDS and sexually transmitted infections as part of its discourse.[4]

[1] Constitution of Zimbabwe.
[2] Zimbabwe National Health Strategy 2016-2020.
[3] World Health Organisation (2002). The world health report 2002 Reducing risks, promoting healthy life, World Health Organisation.
[4] ICPD 1999.



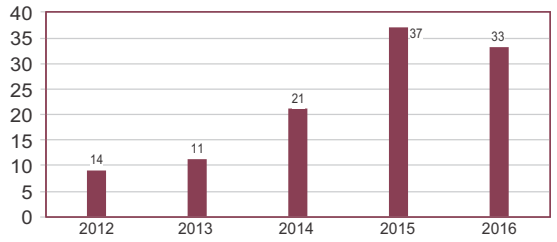
Celebrating women's SRHR: the "condom dress" captured the imagination of the 2014 SADC Gender Protocol@Work summit
Photo: Colleen Lowe Morna

Sexual and reproductive health rights are the basic rights of any individual, regardless of whether they are young or old; female or male, HIV positive or negative. All have the right to make their own choices regarding sexuality and reproduction, provided these respect the rights of others to bodily integrity. It also includes the right to access information and services that are needed, not only to support these choices but also to optimize their health.

Sexual health is defined by the World Health Organisation (WHO) as a state of physical, mental and social well-being in relation to sexuality. Furthermore, it requires not only a positive and respectful approach to sexuality and sexual relationships but also the possibility of having pleasurable and safe sexual experiences, free of coercion as well as discrimination and violence. In this context, reproductive health addresses the reproductive processes, functions and system at all stages of life. It implies not only the absence of disease or infirmity, it entitles people to have a responsible and safe sex life and to have the capability to reproduce. Furthermore, they should have the freedom to decide if, when and how often they have sex, or reproduce. Sexual and reproductive health rights include eliminating unsafe abortion, unwanted pregnancy, sexual violence and GBV as well as coerced sterilization and ensuring adequate access to family planning. These rights are basic rights of all couples and individuals. The extent to which sexual and reproductive rights for women are discussed, understood and provided for in regional and national policies is limited. Updating the existing family planning policies in the SADC region to the rights-based reproductive health approach could assist countries in meeting the health provisions of the Protocol, being more gender aware and taking into account the wider reproductive issues the SADC region is facing, as demonstrated in new integrated approaches.

SRHR in the work of Zimbabwean COEs

Figure 9.1: SRHR case studies at the SADC Protocol@Work summits



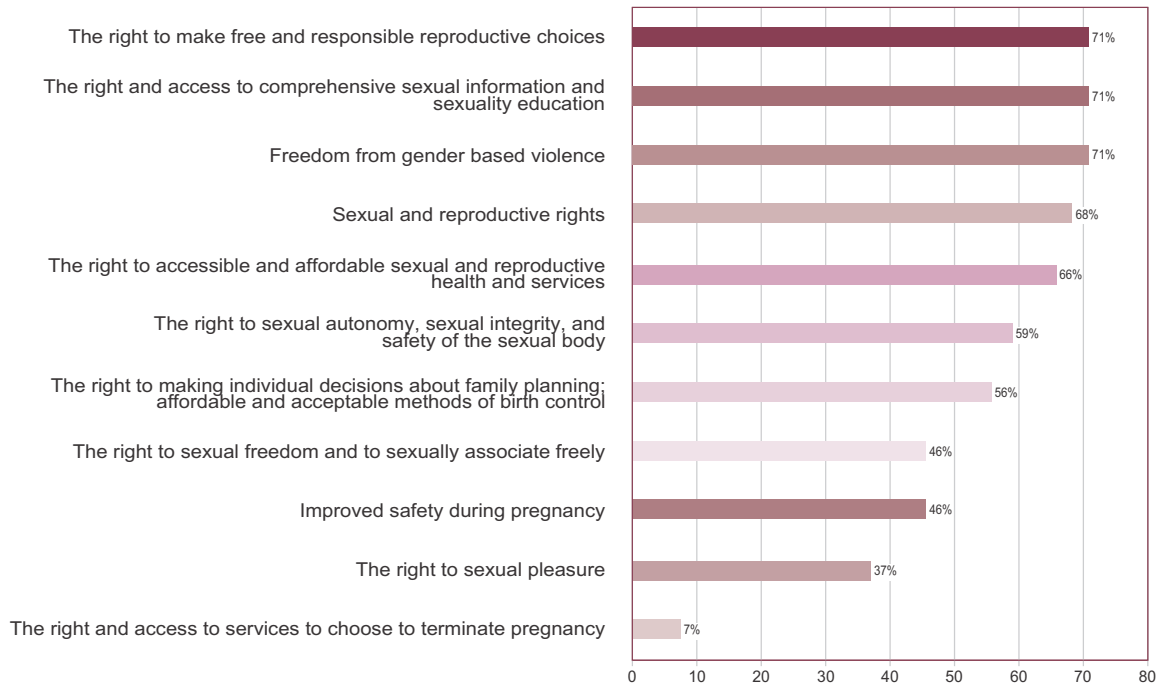
Source: Gender Links Summit data.

Figure 9.1 shows that Zimbabwean COEs presented 166 case studies on SRHR between 2012 and 2016. These included direct interventions by the councils as well as partnerships with external organisations and the Ministry of Health. The graph shows a steady rise in the number of SRHR case studies presented, from 14 in 2012 to 37 in 2015, down slightly to 33 in 2016. This is clearly and rightly an area of growing concern for the councils.

In 2016, GLZ conducted an analysis of the key themes emerging from the case studies. Figure 9.2 below shows that 71% of case studies submitted in the 2016 SADC Protocol@Work summit in Zimbabwe concerned the right to make free and responsible reproductive choices as well as the right to comprehensive sexual information and sexuality education, as well as freedom from gender based violence. 68% of these addressed sexual and reproductive rights. The right to accessible and affordable sexual and reproductive health and services; the right to sexual autonomy, sexual integrity, and safety of the sexual body; sexual equity; the right to making individual decisions about family planning; affordable and

acceptable methods of birth control; the right to sexual freedom and to sexually associate freely as well as improved safety during pregnancy featured prominently. 37% of the case studies touched on the right to sexual pleasure. Only 7% of case studies addressed the right to choose to terminate pregnancy. Abortion is illegal in Zimbabwe except in exceptional cases of rape.

Figure 9.2: Rights referred to in the 2016 SADC Protocol@Work summit entries

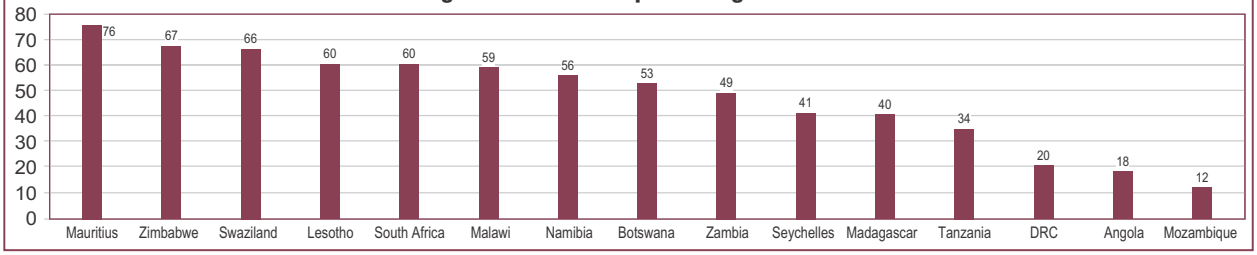


Source: .

Contraceptives and sanitary ware

Family planning plays a major role in women's liberation. Having several children not adequately spaced affects women's health and the financial well-being of the family. There is a direct correlation between the number and spacing of children, and the extent to which women can meaningfully participate in, and benefit from, mainstream economic activities.

Figure 9.3: Contraceptive usage in SADC



Source: Gender Links SADC Gender Protocol 2016 Barometer.

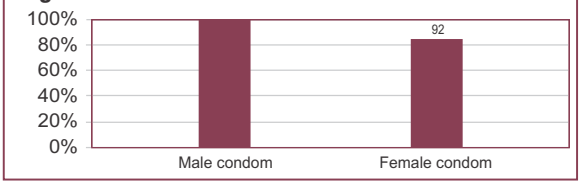
Figure 9.3 shows that contraceptive usage in SADC varies from a low of 12% (Mozambique) to a high of 76% (Mauritius). At 67%, Zimbabwe is second in the region with regard to contraception usage. The Zimbabwe Demographic Health Survey (2015) shows that 99% of Zimbabwean women age 15-49 and 100 percent of all men age 15-49 know at least one method of contraception.[5]

Considering the economic hardships the country is facing, this is a major achievement. The ZDHS 2015 highlights that the most commonly used methods among currently married women are the pill (41 percent), and injectables and implants (9 percent each). 4% of currently married women use male condoms and 1% have been sterilised or use IUCD. One percent of currently married women use a traditional method, mostly withdrawal.[6]



Kadoma City Council Health worker explaining the condom dispenser to Embassy of Sweden Programme Officer Wonder Jekemu. *Photo: Tapiwa Zvaraya*

Figure 9.4: Condoms distributed in local authorities



Source: Gender Links 2016 Gender and Local Government Score Card.

Councils play a significant role in promoting family planning. The distribution of condoms has taken on an especially important role in the era of HIV and AIDS. Using the distribution of condoms as a proxy indicator, the 2016 Gender and Local Government Score Card found that all the COE councils distribute male condoms while 92% of the COE councils distribute female condoms. Local clinics also distribute the loop, family planning pills and injectables. The fact that a high proportion of COEs distribute the female condom is encouraging, as this is an indicator of gender awareness, since such condoms give women greater autonomy in sexual relationships.

An area of further inquiry is the extent to which these services are youth friendly, especially to young women, for whom such services are especially inaccessible. A key need for young women, especially in the current economic climate, is sanitary ware. Lack of access to hygienic sanitary ware leads to teenage girls' missing many days of school each year. One council has found an innovative solution to this problem:

[5] 2015 Zimbabwe Demographic Health Survey.
[6] 2015 Zimbabwe Demographic Health Survey pp110.

Provision of sanitary-ware in Kadoma



A Kadoma youth shows the sanitary ware they are making at the Kadoma youth centre.
Photo: Tapiwa Zvaraya

When a teenage orphan burst into tears at a youth camp because she had no sanitary ware, a group of 10 caregivers pooled their resources together, to start the Hutsanana Sanitary Pad Making Project. The pad, which is reusable and cheap, is affordable for the most vulnerable young women. The pad is made out of affordable fleece and flannel material. The project has promoted economic empowerment for women and girls because the group is now able to make the pads for sale. The proceeds are used to pay school and medical fees for Orphans and Vulnerable children (OVC). The project includes education and awareness on reproductive health. Within the same project there is social forum where the older members meet with the girls regularly on topical issues that affect young women.

Excerpt of summit 2013 case study

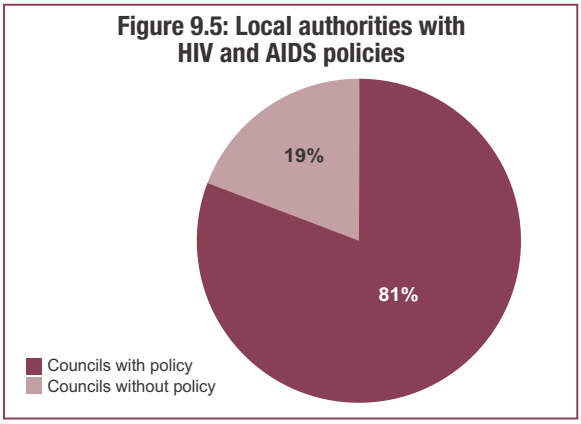
HIV and AIDS

Zimbabwe, like all SADC countries, is affected by the Human-Immune Virus (HIV) as well as the Acquired Immune Deficiency Syndrome (AIDS). The HIV prevalence rate in Zimbabwe currently stands at 14% of adults aged 15-49 in both urban and rural areas. The HIV prevalence is higher among women (17%) than men (11%).[7] The estimated number of adolescents (age 15-19) newly infected with HIV in Zimbabwe has been declining gradually over the years. However, the majority of adolescents living with HIV are young women. Antiretroviral Therapy (ART) coverage for both adults and children increased steadily between 2011 and 2014, from 36.8% to 51.9% and 23.5% to 34.2% respectively. Prevention of Mother-To-Child Transmission (PMTCT) coverage increased from 75% in 2013 to 78% in 2014.



HIV testing in Zimbabwe. *Photo: Gender Links*

Figure 9.5: Local authorities with HIV and AIDS policies

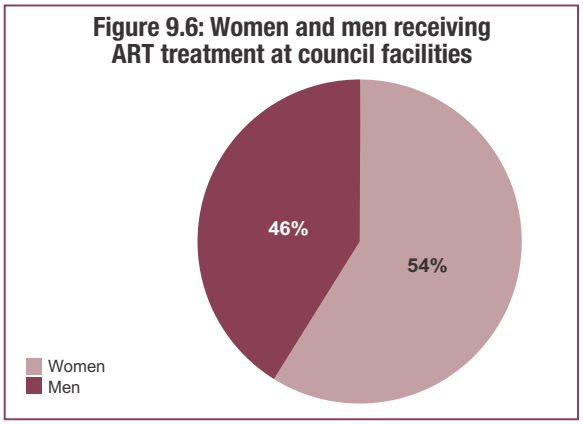


Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 9.5 shows that 81% of local authorities have an HIV and AIDS policy. Councils have been active in raising awareness in line with the national initiatives like the zero tolerance on HIV/AIDS. The push from the gender action planning frameworks has helped in this area.

[7] 2015 Zimbabwe Demographic Health Survey.

Figure 9.6: Women and men receiving ART treatment at council facilities



Source: Gender Links 2016 Gender and Local Government Score Card.

Anti-retroviral treatment is a core HIV and AIDS service offered by local authorities. Figure 9.6 shows that more women (54%) than men (46%) access ART treatment at council facilities. Generally women are more open to seeking treatment than men. One council is blazing the trail in use of technology to improve efficiency and effectiveness.

Kadoma uses ICTs to monitor and evaluate ARTs

The Zimbabwe's E-health strategy (2012-2017) recognises the need to use Information and Communication Technologies (ICTs) to monitor health services. Rimuka Clinic in Kadoma uses an Electronic Patient Monitoring System (EPMS) to screen patients for Anti-retroviral treatment (ART).

Kadoma, in Mashonaland West, has a population of 99,288 (47,658 men and 51,630 women). With a population of 46,396 (21,722 men and 24,674 women) Rimuka is one of the largest suburbs of Kadoma. There is one integrated HIV/TB Clinic which caters for close to 4000 ART clients, the majority (2388) of whom are women. The system was created so that the council could readily monitor its ART patients' uptake of treatment or lack of. Specifically the system aims to:

- Reduce the number of clients on ART being lost to follow up.
- Assess the effectiveness of the Electronic Patient Monitoring System in reducing the lost to follow up rate.
- Assess the effectiveness of the Electronic Monitoring System in identifying treatment failures in clients on ART.
- Assess the clients on ART on their response to the monitoring system compared to the manual system.
- Identify the improvements on the quality of life and reduction of treatment costs on the client, caregiver and family members.



Evans Gwatidzo, GL intern quizzing a nurse on the EPMS. *Photo: Tapiwa Zvaraya*

According to Sister Manyere: "We can now easily pick if a patient does not fullfill a scheduled appointment, defaults treatment or if not responding to treatment thanks to the new electronic monitoring system."

Excerpt from 2015 Summit Case Study updated in 2016

Conclusions

This chapter demonstrates that all councils regard health as a core responsibility; that the vast majority distribute family planning services; have HIV and AIDS policies, and take responsibility for ARV treatment. Some are becoming more attuned to the needs of young people, and to the possibilities offered by ICTs for enhancing efficiency and effectiveness.

SRHR has become a topical issue globally, regionally and nationally. Local authorities are at the coalface of delivering these services. But they face financial constraints. And the HIV pandemic has added greatly to the stress of delivering more with limited resources.

Councils cannot to do it alone. There is need for more partnerships with the private sector, development agencies and civil society organisations to deliver health services. Traditional awareness raising methods work, but in this diverse and increasingly "young" world there is need for newer conventions like the use of social media to raise awareness on SRHR, HIV and AIDS.

Given the stigma faced by young people, especially young women, in accessing SRHR services, there is need to monitor council services, to ensure that they are not only gender, but also youth friendly. Technology could play a huge role in this area, with anonymous online "trip advisor" assessments of facilities (made largely by young people) helping to hold these facilities accountable and responsive to their needs.

Nationally Zimbabwe is still grappling with issues such as teenage pregnancies and safe abortion. The chapters that follow focus on local economic development and gender violence. The nexus between SRHR, economic empowerment and sustainable solutions to GBV is a key imperative at the local level. This is an area for strengthened programming in the future COE model.

Part IV

AT THE COALFACE

Chapter 10

Service delivery
Local Economic Development



Gweru market: Women light the way in Local Economic Development. *Photo: Colleen Lowe Morna*

Local Economic Development (LED) is an approach to economic development which encourages people to work together to achieve sustainable economic growth bringing economic benefits and improved quality of life for all residents in a local municipal area.[1] Local authorities in Zimbabwe have been actively involved in LED initiatives to enhance the

quality of life for their citizens. This chapter provides a background to LED initiatives. It analyses employment opportunities; tendering processes and opportunities created for women and men as a result of local economic initiatives. The chapter also casts a gender lens on care work, a critical consideration for local communities.

Background

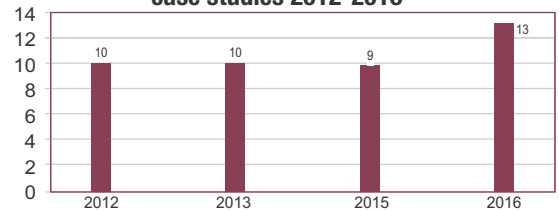
Sustainable Development Goal (SDG) 8 calls for the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. LED is about creating new opportunities. Urban and rural economies remain underdeveloped. The issues within urban economies stem from rapid urbanisation largely dependent on the informal sector, whilst rural economies suffer from low productivity and lack of technological transformation. A key priority in LED approaches is to improve productivity of existing, small and informal industries, beneficiation in the growing mining sectors and creating new non-farm industries in rural economies.[2]

Zimbabwe has no exclusive legislation on LED. Instead, LED policies are incorporated into national economic policies such as the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET) which seeks among other initiatives to promote local production of goods and services. ZIMASSET also seeks to create employment which is a core tenet of LED. The economy is increasingly driven by the informal and small to medium enterprises.

Economic justice @ the Zimbabwe SADC Protocol@Work Summits

From the outset, LED has been a key component of the gender action plans of local authorities, as it offers a tangible way of delivering a better life to women on the ground. This has also been an important category in the SADC Protocol@Work summits, which have given local authorities the opportunity to showcase their best practices on gender and economic development.

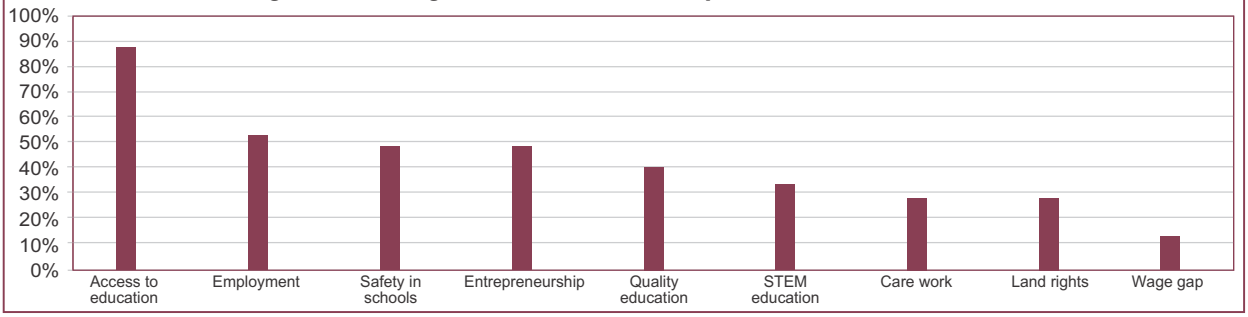
Figure 10.1: Economic Justice case studies 2012-2016



Source: Compendium of Gender Links Annual Summit case studies 2012-2016.

Figure 10.1 shows that councils presented 42 economic justice case studies from 2012 to 2016 with the highest number (13) in 2016.

Figure 10.2: Categories of economic development summit case studies



[1] Ministry of Cooperative Governance and Traditional Affairs (COGTA) 2017, Local Economic Development. Available from: http://www.cogta.gov.za/?programmes=local-economic-development-led. [23 May 2017).
[2] Wekwete, K. (2014) Local Government and Local Economic Development in Southern Africa.

Figure 10.2 shows that these case studies covered access to education, employment, safety in schools, and care-work, with access to education and employment topping the list. This reflects Zimbabwe's emphasis on skills-based LED programmes that increase the chances of self-employment and mainstream employment opportunities. The SADC Protocol@Work case study from Masvingo illustrates the benefits of gender aware local economic development.

Micro-credit financing as a LED approach/strategy in local authorities

The majority of **Masvingo** residents earn a living as self-employed micro-entrepreneurs. The Masvingo City Council created a New Development Fund through a twinning arrangement with a German local authority in 1996, revived in 2012 with both cities contributing $7000 each for the revolving fund. The project provides access to credit, resources and employment. Over 90% of these Small and Medium Enterprises (SMEs) are owned by women.



Emely Pedzisai; Masvingo resident and beneficiary of the micro-credit finance scheme in Masvingo. *Photo: Tapiwa Zvaraya*

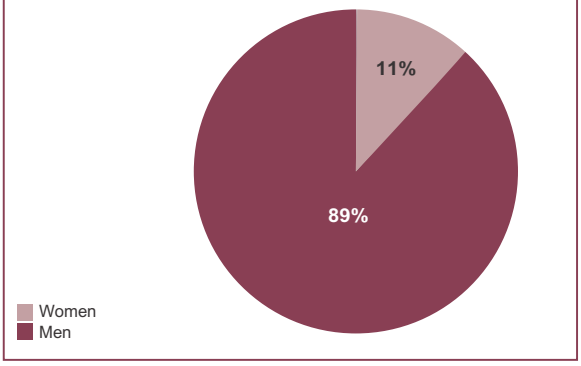
The project objectives are to assist small-scale enterprises to pool resources for bulk sourcing and marketing so as to enhance profits and negotiate contracts and sub-contracts for small scale enterprises. The project is targeted at reducing poverty among the most vulnerable groups in society, including women, youths and people with disability.

Zambuko Trust, the implementing partner, conducts the training and disbursements of funds of up to $1000 (up from $500 in 2012) at an interest of 5% of the value of the loan. This loan is payable over 6 months. To date various projects have been successful because of the fund including car wash, printing and stationery shops, flea markets and poultry businesses. Projects like these have enabled women to be gainfully employed through local economic initiatives.
Excerpt from the Masvingo City Council SADC Protocol@Work Summit Case Study 2012, updated in 2016.

Employment creation in local authorities through LED Initiatives

Although the main function of councils is to create an enabling environment for job creation, they also generate jobs in the community through public works programmes. Many of these are in male dominated professions such as construction. Data from the Gender and Local Government Score Card (Figure 10.3) shows that in the 62 councils that responded women comprise only 11% of the jobs created by councils themselves. This is an important baseline figure to monitor going forward. While a start has been made to challenging the gender division of labour in jobs

Figure 10.3: Proportion of women/men employed through council projects



Source: Gender Links 2016 Gender and Local Government Score Card.

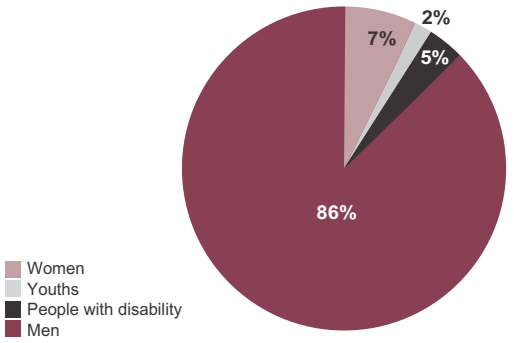
created by councils, there is scope for considerable improvement in this area going forward.

Women's access to Local Authority Tenders

Local Authorities in Zimbabwe have a mandate to procure goods and services. Each has procurement committees working under the State Procurement Board. Good governance dictates that tenders be assessed fairly, with no special advantages to any bidder. However, in recognition of the structural barriers to economic participation faced by women, the SADC Protocol on Gender and Development breaks new ground by providing for affirmative action for women in procurement processes.

The International Trade Centre (ITC) argues that the case for public procurement as a tool to promote participation by women-owned businesses is compelling from a developmental and economic perspective.[3] When women are excluded from the marketplace, the economy suffers. Promoting gender equality is 'smart economics'[4]. Women's access to procurement is an important part of the COE gender action plans and monitoring process.

Figure 10.4: 2016 council tender allocations



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 10.4 shows that 7% of all tenders awarded in 2016 by COEs went to women owned enterprises. 5% went to people with disability; 2% to youth and the balance to enterprises owned by men. There is need for local authorities to be more proactive in opening business opportunities for women. Actions that can be taken include advertising tenders through various social and mainstream media e.g. Facebook, newspapers and radio; capacity building in tender procedures; sub-contracting and joint venture arrangements. The example from Rusape shows how this can be achieved.



Rusape women moulding bricks.
Photo: Tapiwa Zvaraya

Rusape Town Council entered into a partnership with a group of 15 former women employees to mould bricks in February 2014. The group provides labour and expertise while the council provides material required for making the bricks. They then sell these bricks at a nominal fee to the council who in turn use these for various council projects. Among these are construction of clinics, stadium, and other council construction projects. Council promotes LED through this initiative.

Excerpt from the Rusape Town Council Case Study at the 2016 Zimbabwe SADC Protocol@Work Summit.

LED Infrastructure provision

Provision of market infrastructure is at the core of council service delivery. Councils are coming up with a number of initiatives which include construction of market stalls, home industry and factory shells. The majority of these stands are allocated to women.

[3] International Trade Centre (2014). Empowering women through public procurement. http://www.intracen.org/uploadedFiles/intracenorg/Content/Publications/Women%20procurement%20guide-final-web.pdf
[4] International Trade Centre (2014). Empowering women through public procurement pp3.

Infrastructure Provision in Kariba

The Municipality of Kariba is always flooded with applicants seeking space at flea markets or as vegetable market vendors. The Municipality has responded positively to this demand by constructing vending sheds in Nyamhunga and Mahombekombe.

The Council provided land for the Mahombekombe flea market and the beneficiaries constructed individual sheds. However due to the high costs of constructing the stalls and general high levels of poverty in the community, the sheds were of poor standards.



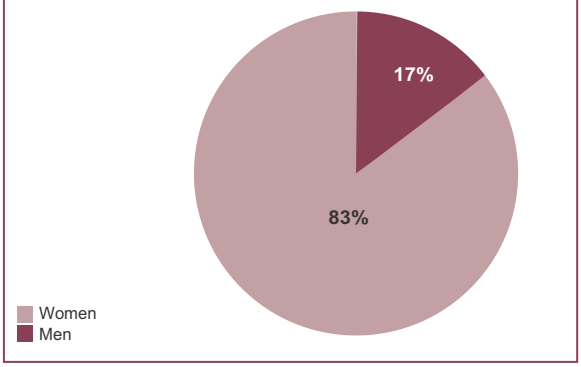
Embassy of Sweden Programme Officer Wonder Jekemu at Mahombekombe flea market in Kariba.
Photo: Loverage Nahmoyebonde

The flea market is located at a shopping complex frequented by tourists and international visitors. The Municipality of Kariba in partnership with the Urban Councils Association reconstructed the flea market to meet the required standards while also creating a healthy and clean working environment for traders.
Excerpt from Kariba Municipality 2016 summit entry.

Care work in Local Economic Development

Care work refers to the work of caring for others, including unpaid care for family members and friends, as well as paid care for others. Care work includes taking care of children, the elderly, the sick, and the disabled, as well as doing domestic work such as cleaning and cooking.[5] The business of care work is often an area that is left for women as it often requires patience and tenderness; attributes that are socially considered feminine and for women. Across the globe women tend to be the ones responsible for caring for others as they are often home. In Southern Africa and in Zimbabwe the scourge of HIV and AIDS has added greatly to the burden of care. By and large care work goes unpaid and is often referred to as the "unwaged work of women." The COE process sought to highlight the role of local authorities in easing the burden of care on women as well as sharing the burden of care with men as a way of fostering men's involvement.

Figure 10.5: Average women/men involved in care work



Source: Gender Links 2016 Gender and Local Government Score Card.

Figure 10.5 illustrates that 83% of all care-givers in the COE's are women compared to 17% men. Summit case studies reveal pockets of good practise in rendering assistance to these care givers. Harare City Council remunerates certain categories of care-workers. Some local authorities assist with clothing and health materials like gloves for care work. Some rural councils provide care givers transport in the form of bicycles.

[5] Work and Family Researcher Network 2017. Available at: https://workfamily.sas.upenn.edu/glossary/c/carework-definitions

Rusape Town Council supports caregivers

Rusape Town Council has 21 community health workers, all women, who are at the fore of care-work in the town. The health workers face a lot of challenges among them people who look down upon them, and also other community members who do not want to seek help because of fear. The council gives the health workers uniforms so that they are easily identifiable. Mercy Corps assist by giving them soap and buckets.



Rusape Town Council health care workers. *Photo: Tapiwa Zvaraya*

The health workers say they need medical attention when they fall ill, something which the council will be looking into providing. The council set aside a budget of $5000 for gender mainstreaming in 2015, increasing to $10 000 in 2016. According to Mutare town clerk, Joshua Maligwa, who is the former Town Secretary for Rusape Town Council, "when we started this programme councils were not setting aside budget allocations for care work and I am glad that it is the direction we have now taken."

Excerpt from Rusape Town Council verification report 2015

Conclusions

The COE process has cast the spotlight on gender and LED, revealing its many possibilities, but still falling short of the potential with regard to job creation, tenders and care work. The *Empowering Women, Ending Violence* campaign detailed in Chapter 10 on GBV reveals how the envelope can and should be pushed even further in ensuring that LED reaches and empowers survivors of GBV.

Service delivery
Ending Gender Violence, Empowering Women



Ministry of Women Affairs Gender & Community Development 4Ps campaign. *Photo: Ministry of Women Affairs Gender & Community Development*

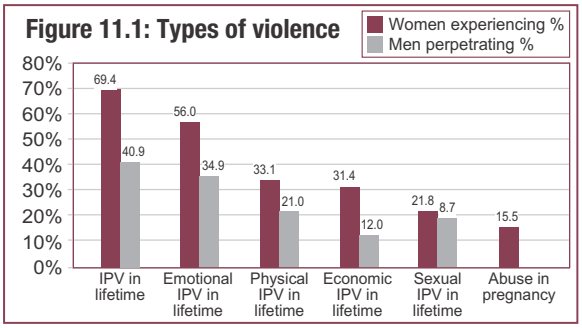
Violence against women and girls (VAWG) is rooted in gender discrimination, unjust social norms and gender stereotypes. Given the devastating effects, efforts have mainly focused on responses and services for survivors. However, the best way to end VAWG is to prevent it from happening in the first place: by addressing root causes.

At the start of the COE programme, many councils questioned their role in ending GBV, arguing that this is not a core local government concern. One of the successes of the COE programme has been to put this issue squarely on the local government agenda through weaving together different threads of the Gender Justice and Local Government programme, under the strapline *"Ending violence, community by community."*

This chapter shows how the violence against women (VAW) Baseline study in Zimbabwe helped to garner local government buy-in and support for this work; how GBV action plans have been strengthened, and linked to LED through the *End Violence, Empower Women* campaign, since rebranded as the *Sunrise Campaign*. This programme has shown how local government can contribute in a tangible way to changing lives.

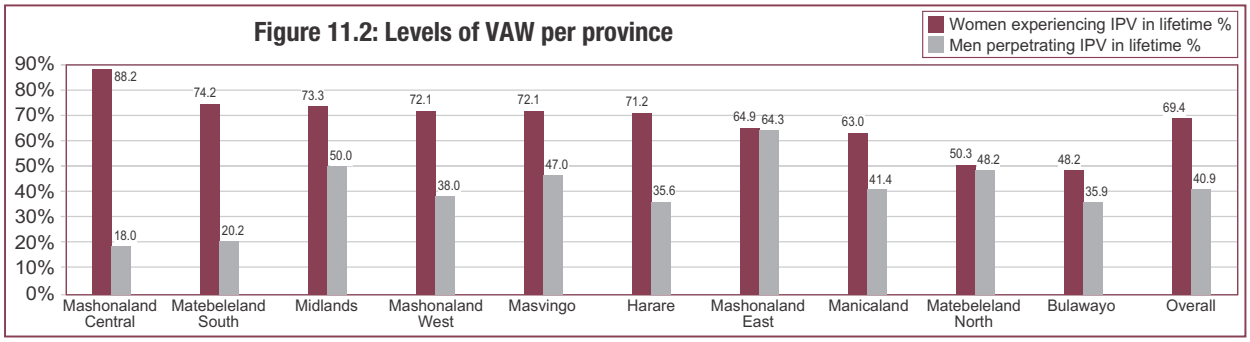
Background

Gender Links' pioneering VAW Baseline Studies in seven SADC countries, including Zimbabwe, aimed to measure the extent, drivers, effect, cost, prevention, protection and participation. The sample included 6600 respondents (3326 women and 3274 men). Women were asked about their experiences of violence, and men their perpetration of violence. The study covered all the 10 provinces of Zimbabwe. It complemented previous research such as the Zimbabwe Demographic Health Survey, and aimed to contribute to the reduction of GBV in Zimbabwe by testing a standard set of indicators to measure GBV. The Ministry of Local Government sent out a circular to all councils seeking their collaboration in the study. Gender Focal Persons (GFP) helped to facilitate the collection of "I" stories or first- hand accounts.



Source: Violence Against Women Baseline Study in Zimbabwe 2012.

Figure 11.1 shows that overall the proportion of women who reported experiencing all forms of intimate partner violence (IPV) was greater than the proportion of men admitting perpetration, but with a high degree of corroboration. The most commonly experienced and perpetrated form of IPV is emotional IPV followed by physical then economic, sexual and lastly abuse in pregnancy. Over half (56%) of women experienced and 35% of men perpetrated emotional IPV in their lifetime. A third of women (33%) and about a fifth (21%) of men reported physical IPV experience and perpetration respectively. About a third (31%) of women and 12% of men reported economic IPV experience and perpetration respectively. Twenty-two percent of women experienced and 9% of men perpetrated sexual IPV. About one in every six women (16%) who were ever pregnant were abused during at least one of their pregnancies.



Source: Violence Against Women study Zimbabwe 2012.

Figure 11.2 illustrates the lifetime experience and perpetration of IPV by the different provinces. The IPV prevalence by province ranges from 48% in Bulawayo to 88% in Mashonaland Central; while the perpetration prevalence ranges from 18% in Mashonaland Central to 65% in Mashonaland East. Mashonaland Central province has the highest lifetime IPV experience prevalence with almost nine in every ten (88%) women reporting this. The province however has the least reported perpetration prevalence, at 18%. There is need for further exploration into the disparity between the reported experience and perpetration prevalence. It appears that while women in Mashonaland Central province more openly disclosed their experience, men were less likely to disclose perpetration. Disaggregating the results by province provided information specific to each locality, to assist councils in these provinces to tailor their action plans accordingly.

Localising National Action Plans to End Violence Against Women

The Ministry of Local Government Public Works and National Housing (MLGPWNH) issued a circular to all 92 local authorities requiring them to engage with the findings and reduce the levels of GBV. GLZ devised work plan frameworks for flagship programmes to end gender violence at the local level using the provincial baseline data to set realistic targets.

The review workshops gave councils a chance to craft new objectives that responded to the needs within their communities. The review process took a multi-stakeholder approach, showing the growing partnerships forged between councils and stakeholders as advocated for by the COE process.

GBV Awareness and prevention

Preventing GBV is one of the critical areas in Zimbabwe. The Government of Zimbabwe (GoZ) has developed programmes and strategies such as the 4Ps (Prevention, Protection, Participation and Programme) campaign on zero tolerance to GBV.



Community GBV awareness campaign in Chegutu.
Photo: Tapiwa Zvaraya

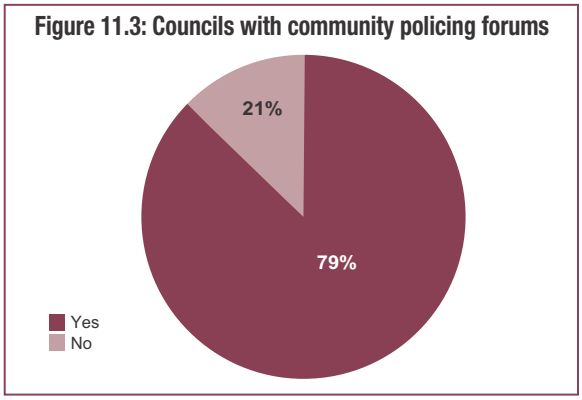
During the Sixteen Days of Activism Against Gender Violence, GLZ and local authorities ran cyber dialogues, or online chat sessions, to enhance debate on topical GBV issues. Councils partnered with Ministry of Women Affairs, Gender and Community Development (MWAGCD) to hold strategic information, communication and awareness campaigns during 16 Days, World AIDS Day and International Women's Days.

Kariba Municipality has a continuous campaign for ensuring awareness by including anti-GBV messages on their monthly water bills. Umguza RDC has erected anti-GBV billboards to ensure that the message denouncing GBV is clearly known by all. Kadoma City Council has held quarterly awareness campaigns collaboratively with the Men's Forum, Local Male Leadership, Church leadership, train workplace Peer Educators. They also use such campaigns to distribute IEC materials on GBV and ending violence against women and girls. Councils are now including anti-GBV prevention messages in the speeches of their mayors and councilors. Many councils have sought to involve men in their campaigns at the local level.



Roger Chanda helping Gweru City Council participants in the cyber dialogues.
Photo: Tapiwa Zvaraya

Community policing



Source: Gender Links 2016 Gender and Local Government Score Card.

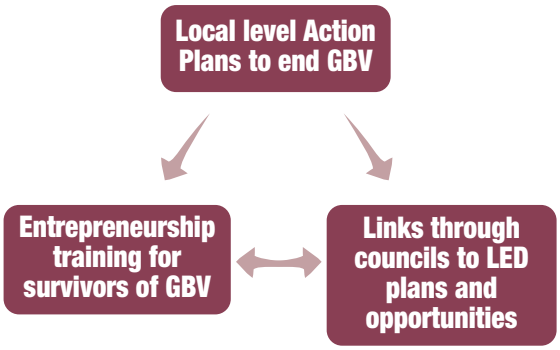
Community policing promotes partnerships and problem-solving techniques to address the immediate conditions that give rise to crime, social disorder, and fear of crime.[1] With the rise of such ills, it has increasingly become the mandate for local authorities to provide policing forums, particularly at night. Most local authorities in Zimbabwe have dedicated municipal police who enforce council by-laws. Figure 11.3 shows that 79% of COE councils have community policing forums. Councils are also exploring innovative ways to enhance gender-responsive policing.

Umguza Rural District Council's call-centre: Umguza RDC **is** placing free call Centres in every ward where GBV cases can be reported, allocating resources for the installation of Closed Circuit (CC) cameras to avert sexual harassment at work. The council is also encouraging community members to have at least three numbers on speed dial especially that of Police stations and other GBV response Centres. The council plans to allocate funds towards sensitisation programmes in every monthly budget. Fund raising projects will generate resources to hold campaigns. Guided by their GBV action plan, the council planned and allocated USD1000.00 for the 16 days of activism against gender based violence which they held in December 2015. *Excerpt from Umguza RDC verification report 2015.*

Chegutu municipality came up with a best practice of turning tall grass fields notorious for high levels of GBV into fields of legumes. The Ministry of Local Government Public Works and National Housing commended this example to councils. Since then Local Authorities have embarked on different initiatives to raise awareness of GBV and strategies for ending violence. These initiatives included GBV campaigns, partnerships with organisations that advocate for GBV-free communities as well as the creation of multi-stakeholder gender committees where GBV issues are discussed.

The Sunrise campaign - Ending Violence, Empowering Women

In 2013 GLZ set out to test whether the economic independence of women affected by GBV could help to reduce the scourge of gender violence through a unique programme involving life skills and entrepreneurship training for survivors of violence linked to work with local councils. This marked an additional five stages to the COE process in the ten councils that undertook this pilot project. The entrepreneurship project provides a framework through which the COE's can contribute to the economic empowerment of survivors of VAW.



[1] https://ric-zai-inc.com/Publications/cops-p157-pub.pdf

The COE councils assist in identifying survivors, provide value for money resources such as venues for free and play a pivotal role in providing information and support during the programme. Councils develop specific projects aimed at ending GBV in their communities and supporting survivors to be self-sustaining and better able to deal with violence in their lives through their local economic deve-lopment plans. The councils helped to identify participants, improve access to markets, infra-structure, finance, mentorship and provide ongoing business opportunities and life skills to the women in the programme.

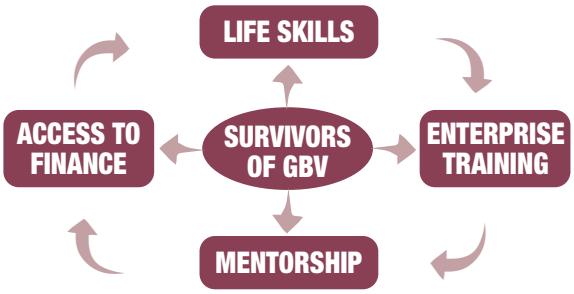
145 women aged 18 and above took part in the programme in 10 local authorities in seven provinces - Bulawayo City Council, Chegutu Municipality, Chiredzi Town Council, Chitungwiza Municipality, Chiredzi Town Council, Goromonzi Rural District Council, Gweru City Council, Kadoma City Council, Manyame Rural District Council, Victoria Falls Municipality and Zvimba Rural District Council. The case study (overleaf) of how Manyame Rural District Council has been supporting the programme reflects the value add of the councils.

The entrepreneurship training focused on an integration of:

- Life skills including confidence building; writing; public speaking; decision making.
- Business skills such as IT; developing business plans and applying for tenders.
- Networking such as developing joint proposals; working as collective to access tenders from local government.
- Facilitating agency and improve GBV survivor's economic status.

Supported by the Netherlands' government Fund for Leadership Opportunities for Women (FLOW), the first stage involved survivors sharing their "I" stories or personal accounts to identify the extent of GBV. GLZ believes that writing is a form of therapy that will help the survivor to heal in what can be called healing through writing.

An experienced trainer equipped the survivors with entrepreneurial skills and business acumen. This training also involved linking the survivors to opportunities for business within their locality. The final stage of the pilot project, supported by the Department for International Development (DFID) Southern Africa Office, involved mentorship and back stopping for those who felt they still needed this support.



Key results of the Ending Violence, Empowering Women Pilot project

- 92% of the 145 women grew their businesses in some way; 86% added new products, 79% found new markets and 67% opened a bank account.
- 98% completed a business plan and 96% followed through on the plan.
- Average income per month among participants in Zimbabwe rose from US$51 at the beginning of the project to US$144 at the end. Overall income for year increased by $254,510 as a result of the project.
- 91% of participants said they now experience less or much less GBV, whilst 3% still experienced the same levels of GBV; 6% of the beneficiaries experienced more or much more GBV. Overall, the relationship control index that measures power within intimate relationships increased by two percentage points to 54%.
- Gender attitudes as measured by the Gender Progress Score (GPS) in the communities increased by three percentage points from 59% to 62%. At 70% the participants scored a GPS of eight percen-tage points higher than their communities.
- Councils provided US$3430 in in-kind support to the project.

Case study: Manyame Rural District Council supports survivors of GBV

Manyame is one of the ten councils in Zimbabwe that piloted the *End Violence, Empower Women* programme. The Council engaged multiple stakeholders in the identification of project beneficiaries. These included government departments like the Zimbabwe Republic Police's victim friendly department and the Ministry of Women Affairs, Gender and Community Development.

"We are the major stakeholder in the identification of the participants. We worked with the Police, Ministry of Women Affairs and the magistrate courts to identify genuine women who were in need of help. Working with the relevant authorities helped us to identify genuine survivors of gender based violence who were in need of livelihood skills so that they will escape from the situations they were living in," said Stephen Chimbindi, Administration and Human Resources Manager.



Eric Samunda; Assistant District Administrator for Seke District. *Photo: Tapiwa Zvaraya*

The council provided facilities free of charge for all the three phases of the programme. "Whenever Gender Links wants to have a workshop with the women it is the council's responsibility to pass on the message and ensuring that all participants attend. We also give conferencing services at no cost because we know that it is our project. As the Council, we do not have hard cash to assist the women but we are doing our level best in giving them useful information. It is our aim to ensure that the project cascades to all the 21 wards of the district," Chimbindi added.

"To take ownership of the programme we held meetings with the participants of the entrepreneurship programme and they shared their problems with us so we could assist them whenever possible. The council always gives technical advice to the women and assists in marketing their products. The local authority is playing a pivotal role in linking the women with relevant government departments so that they will access expert services."

After the training, the Council provided additional support in the form of advice and ensuring that the women accessed expert services. Most of the activities that the participants are involved in need licensing from the local authority. The Council's heads of departments were tasked with assisting the women to ensure that they received the needed services. For example the participants were exempted from some of the requirements for licensing as these would have been beyond their means.

Manyame RDC employed some of the survivors on a short-term contract basis so that they could raise capital to set up their planned businesses. The council availed land for commercial and housing stands to some of the entrepreneurs. One of the participants was given a house by the council since she was homeless.

The council has profiled the project through national and regional SADC Protocol@Work summits which highlighted how empowering women economically helped to reduce GBV. They pledged to ensure that those women who benefited would reach out to the entire community and be instrumental in ending GBV. A next step includes assisting the women to register as companies. The move will ensure that the women fully participate in the procurement process of the local authority.

Excerpt from Manyame RDC summit case study 2016

Increased income: Average monthly income increased almost threefold from US$51 to $144. “The day I met GLZ in 2013 marked the genesis of a violence free life. They trained me to become a successful business woman and to compete in a world dominated by men. The skills I got helped to stop relying on my husband. I am now able to save and come up with a detailed budget to track my income and expenditure. After GLZ helped me to come up with a business proposal, I borrowed US$100 from my children. I bought clothes for resale which I sold through the bartering of grain maize equivalent to US$15 per 100 kilograms of maize. I opened a mobile phone banking account where I deposited my money. I did all this with the knowledge I acquired from GLZ. After working so hard I managed to save enough money and bought a brick moulding machine which I lease out to individuals. This is currently supplementing my income. I have also started a candle making business.” *Chipo Makoni, Chitungwiza Municipality Entrepreneur*



Chipo Makoni explaining her candle making business.
Photo: Loverage Nhamoyebonde

Reduction in violence and joining GBV campaigns: Another area which the project sought to assess was the extent to which beneficiaries of the project experienced violence during and after the project. 91% of participants said they now experience less or much less GBV, whilst 3% still experienced the same levels of GBV; 6% of the beneficiaries experienced more or much more GBV. The case study that follows demonstrates the transformative power of the Entrepreneurship programme.

I used to stay indoors feeling that I am an unworthy person. Gender Links transformed my life and I am now a proud owner of a viable business," says Sithokozile Moyo. “My first encounter with GLZ was in 2014 through Bulawayo City Council. I was a very shy person and I was not able to interact with other people because of the abuse I suffered. My past experiences made me feel worthless and all hope was lost. My first day with GLZ changed my perception and I realised how much I was missing in life by keeping on holding to the past. I managed to open up through writing my own story and I felt a heavy load coming off my chest.”

Moyo later attended the first phase of the entrepreneurship programme where she learnt how to come up with a business plan and implement it on the ground. "I took the lessons I was receiving seriously, in particular the one on customer care. I was also very happy as I was taught the importance of having a bank account and was made to get one.” Immediately after the training, Moyo started a small business baking cookies in her house and selling them on the streets. As the demand grew she approached a local bakery and entered into a partnership agreement.

“I met Sithokozile when she was selling bakery products on the streets,” says Remegious Nkomazana director and owner of Bernard Bakery. “I discovered that she makes biscuits much better than me. I was doing biscuits before but they were of poor quality. When we got into an agreement, she started making biscuits for me. We are now confident of the quality.”

The change in Moyo's life transformed the way she interacts with other people in her community. After seeing her business transition from selling under a tree to operating a well-established business entity, many people started seeking for advice. She is now able to interact with people from diverse backgrounds.

Currently, Moyo is working hard to acquire her own commercial stand. She recommended that GLZ do more to assist the entrepreneurs in accessing finance.

Excerpt of Sithokozile Moyo’s Driver of Change 2015

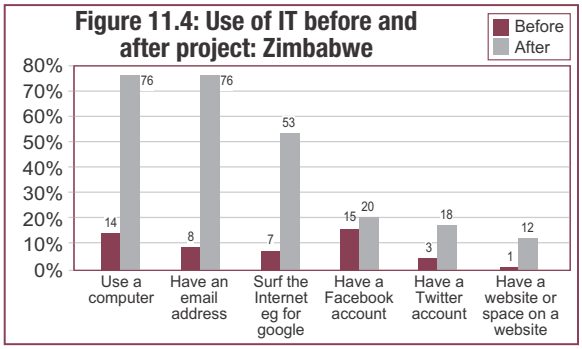
One of the beneficiaries of the entrepreneurship programme, **Ellen Patana**, used her newly acquired entrepreneurial skills to form a community based organization whose aim is to fight GBV in the community.

"The idea occurred to me after GLZ pointed me in the right direction. I tried to register the organisation as a trust but the social welfare department advised me to register it as a non-profit making organization owned and controlled by a board of trustees. I got inspiration from the English idiom which says, 'Experience is the best teacher' and I saw it fit to educate other people on gender based violence through my organisation. This came after realizing that it was very important to impart the knowledge I gained from GLZ to other women," said Patana.

The community based organization that she formed works with local law firms so as to educate women on their rights. She also educates children from local schools on sexual abuse and trains them to protect themselves from abuse. The social welfare department has officially tasked her to educate children on sexual abuse after realising that she was very passionate and willing to save the children.

Use of Technology

The project equipped beneficiaries with Information Technology (IT) skills seeing to it that the world is advancing towards a more techno-savvy market. It was prudent that the project beneficiaries be enlightened about the need to use IT skills in their business endeavours.



Source: GLZ Entrepreneurship project 2013-2015 data.

Figure 11.4 shows that there are significant changes in the use of technology in the target group. 76% of the Zimbabwean participants use a computer after the project compared to 14% before. 76% used email (compared to 8% at the start); 53% surf the Internet (compared to 7% at the start); 20% have a Facebook account up from 15% at the start. 18% have a twitter account (compared to 3% at the start) and 11% have a website or space on a website (compared to 1% at the start). GLZ is part of the GL Sunrise campaign aimed at mobilising funds for the entrepreneurs.

Supporting women through entrepreneurship mentoring

At the end of the programme GLZ embarked on a mentorship programme to assist those who still required support. 45 women of the 145 initial beneficiaries went through the mentoring phase. Half of these participated in a follow up survey.

This showed that:

- Average monthly income for these women rose from $131 in 2015 to $416 by December 2016. There is a three percentage point improvement of those reporting less or much less violence (from 91% to 94%).
- Personal agency increased from 77% to 80%;
- Relationship control increased from 52% to 54%.

Conclusions

Following the 2012 VAW Baseline Study; the directives from the ministry of local government; work with the councils and the Sunrise campaign, GBV is now squarely on council agendas. Despite economic challenges, local authorities have come up with innovative ways to reduce the levels of GBV in their communities. However, these pockets of good practice need to be replicated many times over for the battle on GBV to be won, community by community.

Drivers of change
Changes in the lives of women and men



Attitude and behaviour changes of men are an important indicator of change. *Photo: Colleen Lowe Morna*

Mtinso's **Access, Participation and Transformation** framework posits that when women participate equally and effectively, change can be measured at policy, institutional, community and individual level. Chapter six on the work place presented evidence of institutional level changes within councils. Chapters seven to 11 concern

service delivery - the core external function of local government. This chapter explores the way in which change is taking place at the individual level for women and men. A lasting legacy of the programme - key to sustainability - is the investment in human capital referred to collectively as the "Drivers of Change."

This chapter will present an overview of the direct, intermediate and indirect beneficiaries, and an analysis of how they have benefitted using quantitative analysis of the Drivers of Change profiles that have been gathered. The chapter will also analyse how, through these champions, change cascades to whole communities.

Table 12.1: Gender Justice and Local Government programme beneficiary analysis

		Direct					Intermediary		Indirect	
Year	No of COEs	COE participants	GFPs & Gender Champions	GBV indicators researchers	Summit participants	Emerging Entrepreneurs	Participants in attitude surveys	Participants in the GBV indicators research	Populations served by the COEs	
2012	23	1 088	46		91				4 741 500	
2013	27	1 707	54	418	102			8 354	588 283	
2014	34	2 012	68		92		1 480		603 776	
2015	58	1 397	116		169	147	4 309		3 059 475	
2016	68	1 047	136		178	22	74		1 282 424	
Total	68	7 251	420	418	632	169	5 863	8 354	10 274 548	
By category		8 958					14 217		10 274 548	
By sex		45% men			55% women		52% men	48% women	50.1% men	49.9% women

Source: Gender Links M&E data 2012-2016.

Table 12.1 shows the beneficiaries of the Gender Justice and Local Government programme between 2012 and 2016. **Direct beneficiaries** are the individuals that GLZ has reached directly through participation in the ten stages of the COE workshops; capacity building training for the Gender Focal Points (GFP) and Gender Champions (GC); the emerging entrepreneurs as well as participants in summits. In all over the five year period GLZ reached 8,958 people directly: 45% men and 55% women.

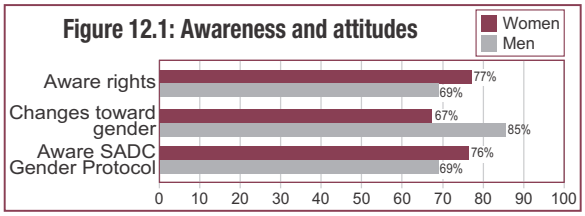
Intermediary beneficiaries (14,217 individuals, 52% men and 48% women) comprise those reached through research: the attitudes survey administered in councils to test whether gender attitudes are changing, and the interviewees in the National Violence Against Study discussed earlier in this book.

The **indirect beneficiaries** of this programme are the 10,275,458 (about 74% of Zimbabwe's population) serviced by the 68 local authorities in the COE programme. Women constitute 51% of the general population covered by the COEs.

What is changing in people's lives?

To gain an understanding of what is changing in the lives of those reached directly through the programme, GLZ gathered 117 Drivers of Change case studies: 91 (or 78%) women and 26 (22%) men. The higher proportion of women is due to the entrepreneurship programme that specifically targeted women. Drivers of Change accounts are either written directly by the beneficiaries or through interviews with M and E officers and interns. GL has devised a matrix of indicators for tagging the changes mentioned in the stories to assess what

is changing (attitudes, skills, knowledge, agency, leadership) and how these have contributed to change at household, community and policy level.



Source: Gender Links 2016 Drivers of Change data.

Figure 12.1 shows that whereas for women (77%) the biggest change was awareness of their rights, for men (89%) the biggest change was their attitude towards gender. 76% women and 69% men say they are now more aware of the SADC Gender Protocol. This shows that the COE process has been an important avenue for sharing knowledge, empowering women and changing the attitudes of men.

Men for change


Brian Nyamande

"The very first thing that changed was change of mind-set. Like any other man the issue of women empowerment was looked at as a threat to us men as if women were taking away something from us. But when we went for the training I learnt that the issue of women empowerment is about promoting the woman to where the man is without pulling him down to where she is. This was the biggest thing I learnt and now when that debate comes up I am able to explain that we are not demoting men but simply pulling women up to where the men are. The training opens your mind and makes you appreciate women much more. I never used to sleep or be comfortable when my wife was driving but now it is different."

Brian Nyamande, GFP Victoria Falls COE

"When the programme started, it was difficult for most men in council to accept it. We had the erroneous assumption that gender means women. When the programme was being introduced, one senior male manager retorted "why are we being brought into this war, this war is for women. Why should we men attend"? However after attending the training sessions, we began to slowly understand what gender is, and the negative implications of gender inequality and discrimination in our work as council. Although we are not where we want in terms of changing attitudes, I think we have made significant strides especially at management level as evidenced by measurers we have taken such as affirmative action for females in recruitment and erecting female friendly structures were non-existent before".

FGD with male senior managers, Bulawayo City -
Excerpt from Gender Links - Embassy of Sweden Program Evaluation 2016


Daniel Chirundu

"My initial exposure to gender issues was through my basic training but I viewed it as another academic excursion. Our council was then enrolled for the Centres of Excellence programme under Gender Links. I was given formal training and I became a gender activist. I am proud to say this shaped my perception of gender to a large extent and the fact that I have two daughters reinforced my calling.

"Gender Links has been an unfailing partner as it opened our organisational eyes and built the council's capacity so that we can be able to provide gender sensitive service delivery", Chirundu reiterated. Kadoma City Council has used its lessons from the GL programme to ensure that any external partnership engagement incorporates gender in all project activities. The council has managed to capacitate GBV victims and has established a community of practice in gender in Kadoma named Kadoma Gender Forum.

It is my hope that going forward council will have realistic budgets and projects for gender mainstreaming. We need more action and taking stock of our gains in the gender sphere. We need to establish more alliances to take the gender agenda to every doorstep in the city. Our cooperation, our activities should be felt at household level." Such is the influence of the programme that men like Chirundu have since become gender champions in their own right."

Daniel Chirundu, Director of Health Services, Kadoma City Council

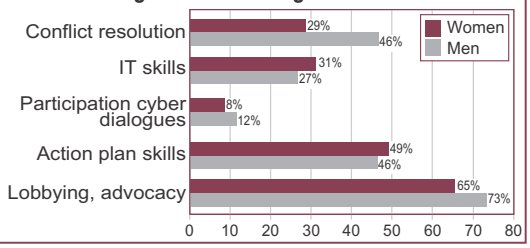
"My perception of gender has vastly changed. Both males and females need to be regarded as equals in opportunities. I have empowered my children by facilitating education to tertiary level to girls while the boy is still at secondary level. I accorded the children a chance to attend boarding schools without discriminating along gender. My wife attended teacher training college where she graduated on 27th October 2016. I gave her room to prove that she can excel in life. Now she is a role model to her peers. I changed ownership status of our house by including my wife as joint-owner." *Enock Muziringa, Kariba Municipality*

"My association with GL has been very positive. My mindset has changed. The first time Priscilla came, my main focus was only her beautiful assistant. My attitude towards women has changed. I used to think that gender was about women. The women in my council have been more influential on me than anyone else." *Owen Gwasira, GFP Chiredzi COE*



Owen Gwasira

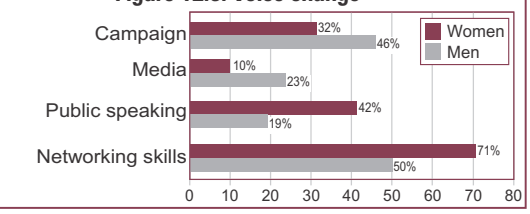
Figure 12.2: Skills gained



Source: Gender Links 2016 Drivers of Change data.

Figure 12.2 shows that skills gained ranged from conflict resolution, to IT skills, participating in cyber dialogues, action planning, lobbying and advocacy. The majority of both women (65%) and men (73%) cited lobbying and advocacy as the area in which they felt they had gained the most skills. Women (49%) ranked action planning second highest, while men (46%) cited conflict resolution next highest.

Figure 12.3: Voice change

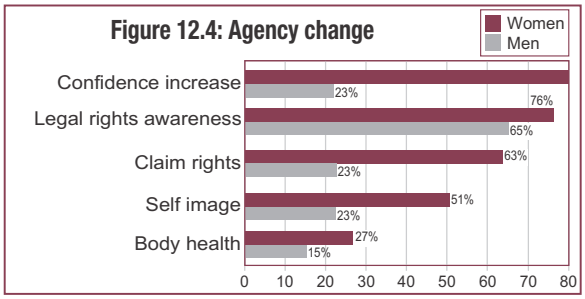


Source: Gender Links 2016 Drivers of Change data.

Voice indicators include campaign, media, public speaking and networking skills. Both women (71%) and men (50%) mentioned improvement in networking skills most frequently. This is consistent with the findings on lobbying and advocacy skills. For women (42%) public speaking ranks second, whereas for men (40%) campaign skills rank second. It is heartening that as women's confidence grows, they are feeling more confident to express themselves in public.

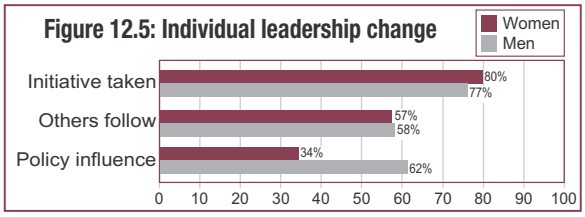
"I used to be a very shy person but now I am a public speaker. I get into discussions and even lead when I find people talking about gender issues. I talk about gender issues and now other churches call me to mentor girls who are getting married". *Fainesi Shamhu-GFP, Zvimba RDC*

There is room for improvement in media skills (10% mention by women and 23% by men). GL's media research shows that women's views and voices are under-represented in the mainstream media, and that often women lack the confidence and skills to use the media effectively. Although Stages 7 and 8 of the COE process include media skills, this is clearly an area that needs to be strengthened.



Source: Gender Links 2016 Drivers of Change data.

Changes in agency at the individual level are measured through increase in confidence; legal rights awareness; claiming rights; self- image and body health. The increased confidence by women is one of the most significant changes to emerge from the analysis. Figure 12.4 shows that women outscore men in every aspect from increased confidence (80%, compared to men at 23%), legal rights awareness (76% for women compared to 65% for men), claiming of rights, self-image and body health.



Source: Gender Links 2016 Drivers of Change data.

Figure 12.5 shows that both women (80%) and men (77%) felt they had been empowered to take initiative as a result of the programme. An equal proportion of women (57%) and men (58%) felt that others followed the lead they had taken. The examples that follow reflect the empowerment felt by women gender champions.



Esther Senga

"I started participating in GL programmes some five years ago. I took part in the ICLD programme and went to Sweden where were trained on confidence building and how to encourage other women to participate in local governance. I became chair of WiLGF and a member of the UCAZ board. Now that I feel empowered, I can handle any leadership position without any fear. I am the only female councillor but I am the council chair, thanks to the empowerment training I went through."

Esther Senga - WiLGF Chair and Gokwe Town Council Chair

"At first I used to present gender issues with anger but now I am trained to be calm. I am now a gender champion. I am a leader who now listens and I am leading from behind. I didn't know much about gender budgeting but I learnt that it was about not budgeting for women's sanitary needs but bringing those issues that affect both women and men."

Patricia Mwale, Gender Champion, Victoria Falls



Patricia Mwale

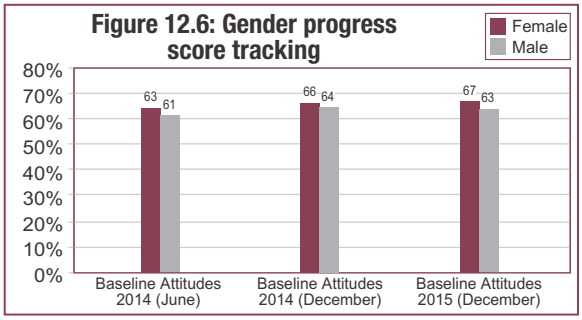
What is changing in people's lives?

How does the COE process create ripple effects? How do Drivers of Change impact on attitudes towards gender equality in their communities? Through administering the Gender Progress Score (GPS) attitudes survey in COE councils, GL measures attitude changes in the COE councils.

The GPS comprises 25 questions adapted from a World Health Organisation (WHO) attitude survey. Participants are asked if they agree, partially agree, disagree or strongly disagree with statements such as "women and men are equal" and "If a man beats a woman it shows that he loves her." A score of 4 is for the most progressive view; zero for the least progressive. The scores for the 25 questions add up to 100, giving a GPS percentage score that is aggregated for the councils, and disaggregated by sex.

The GFP of the ten councils that participated in the *Empower Women, End Violence* programme administered the GPS at the start (2014), midway, and at the end (December 2015) to gauge changes in attitude in the community. Many factors

contribute to changing attitudes. The changes in attitude cannot be solely *attributed* to the COE process. But the COE process *contributes* decisively to these changes. Attitude changes also take time: they do not happen overnight.



Source: Gender Links Attitudes survey.

Fig 12.6 shows that there has been steady improvement in gender attitudes in the 68 councils that GL has worked with. For women, the GPS has increased from 63% to 67% and for men from 61% to 63%. In future, the GPS needs to be administered to all councils by the GPS and results engaged with as part of education and awareness.

Driving change at the policy level

An area for further work concerns women's influence on policy processes. Figure 12.5 shows that while 62% men mentioned changing policies, only 34% women spoke about this. The COE process seeks to empower women so that they can challenge gender inequality in their homes and communities, but also at policy level, an area traditionally dominated by men. While it is encouraging that men are championing gender issues at policy level within councils, it is also important that women find their voice in this space. This is an area that GLZ needs to work on more in the next phase.

Table 12.2: Zimbabwe summit statistics

Indicator	2012	2013	2014	2015	2016	TOTAL
Number of national summit participants	91	102	92	169	178	632
No. of summit case studies	57	58	66	131	155	467
No. of winners - national men	2	3	2	5	3	15
No. of winners - national women	11	13	10	8	10	52
Total national winners	13	16	12	13	13	67
% women national winners	**85%**	**81%**	**83%**	**62%**	**77%**	**78%**
No went to regional summit men	2	3	2	0	N/A	7
No went to regional summit - women	11	13	10	4	N/A	38
Total went to regional summits	13	16	12	4	N/A	45
No. won at regional summit - women	7	4	5	1	N/A	17
No. won at regional summit - men	0	2	2	0	N/A	4
Total won at regional summit	7	6	7	1	N/A	21
% women won at regional summit	**100%**	**66%**	**71%**	**100%**	N/A	**81%**

Source: Gender Links M&E data 2012-2016.

Learning through doing at summits

Summits are the pinnacle of the COE process. They are an opportunity to affirm and reward good practise as well as to learn and share in an exhilarating competitive but supportive environment. A total of 632 participants have attended the national summits between 2012 and 2016. By 2016, the summit attracted more than double the 2012 participants with 178 people participating. 67 contestants won prizes at national summits, and 21 (almost a third of these) went on to win prizes at the regional summits. Zimbabwe has indeed made a strong showing at the regional summits, reflecting the quality and innovation of the work done by the COEs. Women constituted 78% of the winners at the national summit, and 81% of the winners at the regional summit.

In their own words: How summits empower Drivers of Change

"I remember the councillor from Kwekwe, what she presented here and what she presented in South Africa was dynamically different. She was so confident in South Africa, she knew what she was doing. Ashley had worked with her on her PowerPoint and it had all the important issues coming up. She wasn't talking about everything but pointing towards what was really important.

Focus Group, Zimbabwe Women's Coalition 2014 Embassy of Sweden Evaluation

"The process of the stages of the COE process is very useful. Showcasing of best practices in summits is useful because you learn from other councils and change the way you do your own work. You learn a lot even if you don't win." *GFP Manyame COE, Embassy of Sweden Evaluation*

"The summits are the platform to share best practices. It was good to listen and learn. It opens the eye and creates a sense of healthy competition. There are certain things that we feel might not be important but when you hear it discussed by four-five local authorities you begin to see the importance of the matter (Victoria Falls Local Government Authority COE). Her most memorable moment was when Colleen Morna, CEO of Gender Links noticed that Bernadette Chipembere had potential and decided that she would go to South Africa. It was her first time on a plane, and she will never forget that."

Bernadette Chipembere, former councillor Chiredzi; Women in Politics Profile

Gender Links has contributed immensely towards character building an d also in terms of showing initiative. It gives you the platform to be creative and competitive through the summits that it holds and these summits also push you as an individual and other co-workers to perform because if you don't you will have nothing to report."

Excerpt of Lynder Maphosa Driver of Change



Lynder Maphosa

And then you go to the Gender Summit and you see the little Muslim lady from Mauritius and she's made a difference and you think, "Oh, shame on me!" -- And we tell our participants that the fact that you go to the summit is a prize. The prize is going to the summit. If you get something at the summit it is just a bonus, and even like the national pride when we go, we are just going there as Zimbabweans. The ZANU-PF and the MDC councillors mix. The MDC councillors become friends with me, even though I am seen as the minister's person and yeah, it's amazing!

Erica Jones, Ministry of Local Government, 2014 Embassy of Sweden Evaluation



Summits bring out the excitement and joy of learning.
Photo: Colleen Lowe Morna

"It was very exciting for me because it was my first time to travel on an aeroplane. I acquired a passport for the first time in my life through GL's assistance and I learnt a lot of things at the summit from other people's presentations. The summit would not have come at a better time than this. My outlook on life changed and it was exciting to interact with other women who faced a similar problem. I now possess a sense of belonging and I was healed through interacting and sharing ideas with women from diverse backgrounds who experienced abuse. For the first time I felt I could let go of the past and open a new chapter in my life. From that time onwards, I became a changed person. I said goodbye to sorrow and pain."

Excerpt of Fungai Magodi's Driver of Change 2014

Conclusions

The beneficiary data, Drivers of Change testimonial accounts and the accompanying analysis, attitude survey, summit data and analysis, point to the "changing of lives" that is taking place as a result of the COE process. Altogether nearly 25,000 people have been reached directly or in some way by the COE process, which itself covers a population of over 10 million people.

The analysis shows that while the biggest change for women is increased agency, for men the most noticeable change is in attitudes towards gender equality. The GFP, gender champions and entrepreneurs who have been trained and all those who have participated in summits, constitute a formidable cadre of change makers who in turn are changing their communities.

Areas for strengthening in the future, especially for women, include media skills and the ability to work at and influence the policy level. An example of this is the still pending but crucial issue of a quota for women in local government. Changing attitudes at community level also need to be monitored more extensively and vigorously. Ultimately, these need to translate into changes in behaviour. While a good start has been made, change needs to be multiplied many times over, for the ultimate objective of gender equality to be achieved.



Summits bring out the excitement and joy of learning. *Photo: Colleen Lowe Morna*

Into the future

Part V

AT THE COALFACE

Chapter 13

Conclusions and Next Steps



Former GL Gender and Governance officer Nomthandazo Mankazana helps women in Chriredzi to fill out M and E forms using a lamp after a 50/50 meeting.

Photo: Colleen Lowe Morna

This chapter brings together the observations made throughout the book with an analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) conducted by the reference group in this research comprising Gender Focal Persons from the councils, ministry of local government and ministry from rural development in April 2017.

Table 13.1: SWOT Analysis of the COE programme

Area	Strengths	Weaknesses	Opportunities	Threats
EXTERNAL				
Political environment	Strong partnerships with key ministries. Through WiLGF women now more assertive and visible in leadership in the councils.	Elections in 2018 may slow down the implementation of the COE processes.	Pressing home the 50/50 campaign and adoption of special measures for women in local government in the 2018 elections.	Quota may not be adopted in time for the local elections.
Economic environment	Councils are integrating gender considerations into local economic development, e.g. tenders, access to land and housing.	The harsh economic environment means that councils have limited resources to devote to gender issues.	Implementation of National economic blue print ZIMASSET may be an opportunity for growth.	The uncertainty during an election year may affect economic growth.
Partnerships	Partnerships with WiLGF and other partners has strengthened focus on women's rights.	WLGF programs may decline due to lack of funding.	Coalition building towards a common goal particularly fund raising.	Competition for limited resources.
COE process				
Structures and budgets	Existence of gender action plans; structures and budgets.	Movement of GFP to other localities without a succession plan.	Directives from the ministry of local government on mainstreaming gender.	Lack of financial support by councils.
Programming	Demonstrated benefits of gender aware programming, e.g. the *End Violence, Empower Women* Programme.	Councils still struggle to make mainstream programmes gender aware and responsive.	Councils well placed to deepen programming on GBV and economic empowerment; climate change; SRHR; peace and conflict resolution.	Financial constraints may limit innovation and venture into new areas.
Target groups	Increased participation of women and marginalised groups in council developmental issues.	The programme has still mainly been confined to the council and intermediary beneficiaries. It needs to reach deeper into communities.	The SDG "leave no one behind" agenda opens space for reaching out to youth; the disabled; the elderly and all marginalised groups.	Too many intersecting agendas could lead to the "everyone and no one syndrome."
Monitoring, Evaluation and Learning	Learning platform for all local authorities. Programme also builds the capacity of individuals.	Inadequate resources affect the effective monitoring of gender programmes.	Presents an opportunity for peer reviews.	Lack of adequate ownership to take the programme forward.
INTERNAL				
Staff	Well trained.	Too few.	New fund raising opportunities.	Funding may not support core costs.
Finance	Sound financial systems.	Dwindling financial resources.		



Caroline Katioyo; Marondera GFP presetning the SWOT. *Photo: Tapiwa Zvaraya*

The SWOT analysis (Table 12.1) shows that factors that are strengths can also be weaknesses, opportunities and threats. The challenge is to convert weaknesses to strengths and threats to opportunities. These can in turn be divided into external, as well as internal factors.

External factors

Elections in 2018: Despite the strong case made for a quota for women in local government (Chapter three) the local government electoral act had not been reviewed at the time of writing to align it to the Constitution. Given the time taken to amend legislation, it would appear that Zimbabwe has again missed the boat for the 2018 elections. This is unfortunate as all the evidence shows that without special measures of some kind, the representation of women in local government is not likely to increase. This is a serious concern, because without access there can be no participation or transformation. Having a critical mass of women in local government is a key starting point. Furthermore, if the 2013 experience is anything to go by, it will be necessary to induct new councilors into the COE process (in the 2013 general elections, new councilors constituted 65% of the total). The loss of trained councilors under the COE programme leads to a loss of capacity and institutional memory. Medium term programming must take account of the need to induct and train new councilors in the COE process.

Economic environment: While it is heartening that councils have begun to mainstream gender considerations into mainstream areas such as tenders, land and housing rights, the harsh economic environment slows down implementation of the COE programme. Some councils have gone for months without paying their employees, and this is likely to dampen the enthusiasm for gender mainstreaming. The resource challenge remains a major threat that can only be mitigated through active fund raising by the councils themselves.

Partnerships: The partnerships with key ministries of gender and local government have helped to ensure the success of the Centres of Excellence (COE) programme. The Ministry of Local Government has supported the programme through issuing circulars and other gender mainstreaming efforts as outlined earlier in this book. The ministries are represented at the highest level during summits, an indication of government support for the programme. The partnership with the Women in Local Government Forum (WiLGF) and other civil society organisations have strengthened the push for women's rights. All these organisations face funding threats. These can be mitigated through collaboration in fund raising.

> "GL has been open, non-partisan, transparent and has cultivated personal relationships with the stakeholders. Government stake-holders interviewed during the evaluation acknowledged that they have very good working relations with GL."
>
> *2016/ 2017 Embassy of Sweden Evaluation*

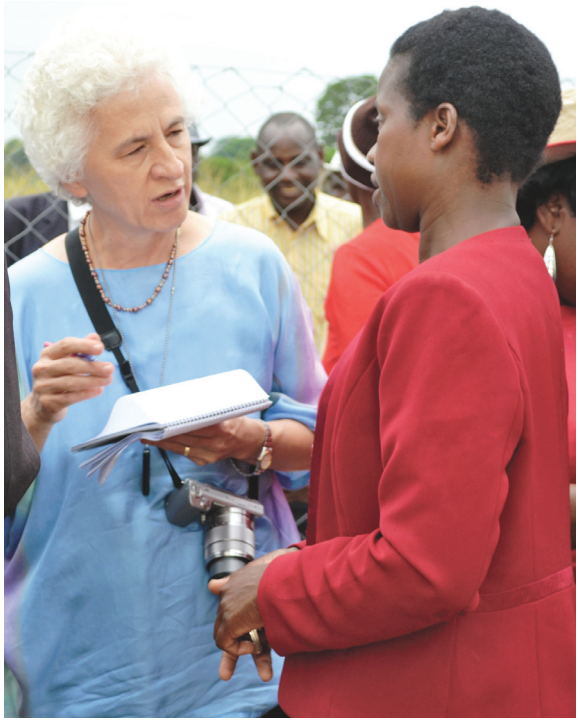
COE process: The 10 stage COE model is thorough but may not be suitable for the 26% of councils that are yet to join the programme due to budget constraints. A new model may be necessary for bringing in these councils and sustaining the work of the new councils, where low Gender and Local Government scores point to the need for continued back-stopping. This should draw on the knowledge and expertise built up to date in the COE process.

Internal factors

As outlined in Chapter two, the programme received $2.7 million worth of funding over the five years, 76% from the Embassy of Sweden in Zimbabwe; 9% through the Funding Leadership Opportunities for Women (FLOW) fund and the remainder from UKAID and UN Women. FLOW and UKAID funding came through regional funding that has ended. The Embassy of Sweden in Zimbabwe grant ended in April 2017. GLZ faces financial uncertainties at the very moment that there is a need to consolidate efforts for a strong Post-2015 agenda. GLZ maintains a small core staff that works catalytically with the Drivers of Change to deliver a programme with significant multiplier effects. This team requires beefing up for the challenges ahead.

Lessons learned[1]

- ***Gender equality is a governance priority:*** The COE programme demonstrates that the gender equality agenda is indeed a governance priority in terms of increasing voice, accountability and responsiveness within the local, national and international contexts. The programme shows that increasing the number of women in councils positively impacts on service delivery as women councilors are perceived to be more accountable and less corrupt than their male counterparts. The COE programme has built the capacity of women in local government has helped to bolster the confidence of women leaders. However, barriers to political participation still persist at the local government level as outlined in this book. These needs to be systematically and holistically addressed at the political level particularly by instituting a local government quota for women. The major challenge in the 2018 election is how to keep the women in political power while at the same time adding to their numbers.



Zvimba RDC GFP Fainesi Shamhu explains to GL CEO why gender is a key issue for her council during a verification visit.
Photo: Tapiwa Zvaraya

- I***nstitutionalisation of gender mainstreaming in councils:*** Training of GFPs and Gender Champions helps to ensure sustainability. The programme has equipped key technocrats within councils to develop gender action plans and drive implementation within the councils. Councils that have had their key decision-making personnel attend COE workshops are proving to be the best in terms of implementation of the gender mainstreaming activities. Inviting District Administrators, Town Clerks, CEOs, and council Heads of Departments to training workshops ensures buy in of the COE process and also helps to speed up implementation of gender action plans. Councils that have been in the

[1] Adapted from the 2014, and 2016/2017 Embassy of Sweden Evaluations of the Gender Justice and Local Government Programme.

COE process for 3 or more years are now able to use the knowledge to come up with new innovations for gender sensitive service delivery. Strengthening the capacity of GFPs and Gender Champions is crucial as some of the old GFPs can now take up facilitation roles at COE workshops and even help their colleagues in conducting events such as 50/50 campaigns.

- ***Using existing structures leads to sustainability of interventions:*** Gender Links' use of existing structures has worked well to make the programme accepted at the highest levels of government. Partnership with governments and local associations has opened up spaces to Gender Links which an NGO would not have been able to access. GL has learnt that collaboration between the Ministries of Gender and Local government is crucial to the **sustainability** and ownership of the COE process. Both ministries making efforts to ensure programme runs smoothly at the local level.
- ***Collaboration and networking leads to political will:*** There is strong evidence that collaboration, networking and influencing opinions contribute to obtaining political will and sustainability of the programme results.
- ***Mainstreaming gender in budgets does not necessarily translate to actual service delivered on the ground without finances:*** The majority of councils are financially challenged and cannot implement the action plans without the support of the COE programme. The ability of councils to provide gender specific budgets is further constrained by the lack of funding and expert knowledge to integrate those in these areas.

Local Action for a Strong Post 2015 A-gender



Regionally, GL has devised a six point blue print for the future of the COE programme called “Local Action for a Strong Post 2015 A-gender”. GLZ debated this with reference group partners, in the context of the Zimbabwe programme. Based on the feedback and learning from this follow up “Coalface” study GLZ proposes the following next steps:

1 Lobbying for special measures for women in local government

GLZ will continue to work with partners in WiLGF, the Women's Coalition of Zimbabwe (WCoZ), and Women in Politics Support Unit (WiPSU) on a strategy for getting special measures adopted for women in local government for the 2018 elections. Even if this is not successful in 2018, significant headway needs to be made, so that this is achieved before the 2023 elections.

> “The evaluation recommends a consolidation phase of between 2 and 3 years in which the programme takes advantage of the 2018 elections to intensify the 50/50 campaign. This phase will also work with those councils that have recorded negative GPS from the baseline score and those that have not at all participated in the COE programme to address the gender gaps in their work. Another option is to support those best-practices councils to mentor the weaker councils as they have now developed capacity to do”
>
> *2017 Embassy of Sweden Evaluation*

2 Strengthening and sustaining the COE process

The COE programme expanded rapidly and beyond all expectations to nearly three quarters of all councils in Zimbabwe in five years. While GLZ has increasingly worked through the GFP, capacity for backstopping has been limited and compromised quality. Key steps envisaged for sustaining the programme through enhanced ownership by the key functionaries includes:

- Forging a strong partnership with the ministries of local government, rural development and gender to work through provincial functionaries.
- Integrating gender KPIs into the Service Level Benchmarking (SLBs).
- Selecting strong urban and rural councils that can serve as 'hubs” for the COE process, twinning with weaker councils, and rolling out the process through peer learning and sharing.
- Quarterly review meetings of the Post 2015 Gender Action Plans, and annual scoring by teams of the core facilitating team, together with the councils.

- Re-visioning the summits to include study visits between councils.
- Improving Gender Responsive Budgeting (GRB) practice and data collection in councils.
- Strengthening the M&E capacity of councils.

3 New target groups

Inclusivity is key in this next phase and will be achieved through:

- Targeting youth through junior councils.
- Engagement of traditional and religious leaders whose views, beliefs and practices have an influence on women participation in local governance processes. Buy-in from these leaders, just the same as buy in from men in general, provides strategic partners for gender mainstreaming.
- Strengthening the involvement of men and boys, that currently stands at 45% of direct beneficiaries.

4 Greater depth to COE programming

The COE process provides a framework for gender responsive delivery across all services. As such there is considerable scope for giving greater depth to emerging areas identified in the review. These include:

- The link between economic empowerment and ending violence, following the promising results of the Sunrise Campaign piloted with ten councils.
- Local initiatives for promoting gender and climate change.
- Creating links between working with youth, ending GBV, HIV and AIDS, and enhancing Sexual and Reproductive Health and Rights.

5 Creating a Community of Practice

A Community of Practice (CoP) is a group of people who share a craft and/or a profession. A CoP can evolve naturally because of the members' common interest in a particular domain or area, or it can be created deliberately with the goal of gaining knowledge related to a specific field. It is through the process of sharing information and experiences with the group that the members learn from each other, and have an opportunity to develop themselves personally and professionally. CoPs can exist and be accessed across a variety of channels ranging from physical settings to virtually online via mobile devices. Communities of practice are not new phenomena: this type of learning practice has existed for as long as people have been learning and sharing their experiences through storytelling. As councils have gained IT skills (for example through Sixteen Days campaigns and online summit forms) it is becoming increasingly feasible to create online platforms for leveraging learning and sharing. GLZ will use social media such as facebook, twitter, Instagram and whatsapp to draw councils to their geo-mapped pages on the GL website. A regular COE newsletter will help to build a vibrant COP and give visibility of the COE process.



6 Fund raising and institutional strengthening

The Zimbabwe office will continue to fundraise including working collaboratively with partners, for a lean and catalytic office that helps to ensure that gains to date are consolidated; built upon, and help to achieve gender equality in local government in Zimbabwe by 2030.



Oscar Tsvuura, Ruwa Town Council GFP during a reference group meeting. *Photo: Tapiwa Zvaraya*

Annex A
Women elected to local government in Zimbabwe

Council	2013			2008			Variance A-B
	No. of Councillors	No. women	% women-A	No. of Councillors	No. women	% women-B	
BULAWAYO METROPOLITAN PROVINCE							
Bulawayo City Council	33	8	24.2%	29	4	13.8%	10.4%
Provincial Average	**33**	**8**	**24.2%**	**29**	**4**	**13.8%**	**10.4%**
HARARE METROPOLITAN PROVINCE							
Chitungwiza Municipality	25	8	32.0%	25	4	16.0%	16.0%
Epworth Local Board	7	2	28.6%	7	1	14.3%	14.3%
Harare City Council	46	6	13.0%	46	6	13.0%	0.0%
Provincial Average	**78**	**16**	**20.5%**	**78**	**11**	**14.1%**	**6.4%**
MANICALAND PROVINCE							
Mutare City Council	19	3	15.8%	19	2	10.5%	5.3%
Rusape Town Council	10	2	20.0%	10	2	20.0%	0.0%
Chipinge Town Council	8	2	25.0%	8	1	12.5%	12.5%
Makoni Rural District Council	38	4	10.5%	38	8	21.1%	-10.5%
Buhera Rural District Council	33	2	6.1%	33	0	0.0%	6.1%
Chimanimani Rural District Council	23	1	4.3%	23	3	13.0%	-8.7%
Chipinge Rural District Council	30	4	13.3%	30	3	10.0%	3.3%
Mutare Rural District Council	36	3	8.3%	35	2	5.7%	2.6%
Mutasa Rural District Council	31	6	19.4%	31	7	22.6%	-3.2%
Nyanga Rural District Council	31	7	22.6%	30	6	20.0%	2.6%
Provincial Average	**259**	**34**	**13.1%**	**257**	**34**	**13.2%**	**-0.1%**
MASHONALAND CENTRAL PROVINCE							
Bindura Municipality	12	2	16.7%	14	3	21.4%	-4.8%
Bindura Rural District Council	21	4	19.0%	21	4	19.0%	0.0%
Guruve Rural District Council	24	2	8.3%	24	4	16.7%	-8.3%
Mazowe Rural District Council	35	6	17.1%	35	7	20.0%	-2.9%
Muzarabani Rural District Council	29	4	13.8%	26	5	19.2%	-5.4%
Rushinga Rural District Council	25	1	4.0%	25	4	16.0%	-12.0%
Pfura Rural District Council	38	6	15.8%	39	3	7.7%	8.1%
Chaminuka Rural District Council	29	5	17.2%	28	6	21.4%	-4.2%
Mbire Rural District Council	17	3	17.6%	17	0	0.0%	17.6%
Provincial Average	**230**	**33**	**14.3%**	**229**	**36**	**15.7%**	**-1.4%**
MASHONALAND EAST PROVINCE							
Marondera Municipality	12	1	8.3%	12	1	8.3%	0.0%
Ruwa Town Council	9	2	22.2%	9	1	11.1%	11.1%

Council	2013			2008			Variance A-B
	No. of Councillors	No. women	% women-A	No. of Councillors	No. women	% women-B	
Manyame Rural District Council	21	4	19.0%	21	5	23.8%	-4.8%
Marondera Rural District Council	23	1	4.3%	23	5	21.7%	-17.4%
Mutoko Rural District Council	29	7	24.1%	29	7	24.1%	0.0%
Chikomba Rural District Council	30	1	3.3%	30	4	13.3%	-10.0%
Goromonzi Rural District Council	24	5	20.8%	25	3	12.0%	8.8%
Wedza Rural District Council	15	1	6.7%	14	4	28.6%	-21.9%
Mudzi Rural District Council	23	5	21.7%	18	4	22.2%	-0.5%
Murewa Rural District Council	30	5	16.7%	30	7	23.3%	-6.7%
Zvataida Rural District Council	17	6	35.3%	17	5	29.4%	5.9%
Provincial Average	**233**	**38**	**16.3%**	**228**	**46**	**20.2%**	**-3.9%**
MASHONALAND WEST PROVINCE							
Kadoma City Council	17	2	11.8%	17	4	23.5%	-11.8%
Chegutu Municipality	12	2	16.7%	12	1	8.3%	8.3%
Kariba Municipality	9	3	33.3%	9	3	33.3%	0.0%
Chinhoyi Municipality	15	0	0.0%	15	1	6.7%	-6.7%
Karoi Town Council	10	2	20.0%	10	3	30.0%	-10.0%
Norton Town Council	13	7	53.8%	13	7	53.8%	0.0%
Zvimba Rural District Council	35	11	31.4%	35	8	22.9%	8.6%
Makonde Rural District Council	19	3	15.8%	19	4	21.1%	-5.3%
Chegutu Rural District Council	29	8	27.6%	29	10	34.5%	-6.9%
Sanyati Rural District Council	18	4	22.2%	18	5	27.8%	-5.6%
Nyami Nyami Rural District Council	12	0	0.0%	12	0	0.0%	0.0%
Mhondoro-Ngezi Rural District Council	16	2	12.5%	16	3	18.8%	-6.3%
Hurungwe Rural District Council	23	2	8.7%	26	4	15.4%	-6.7%
Provincial Average	**228**	**46**	**20.2%**	**231**	**53**	**22.9%**	**-2.8%**
MASVINGO PROVINCE							
Masvingo City Council	10	0	0.0%	13	2	15.4%	-15.4%
Chiredzi Town Council	8	1	12.5%	9	2	22.2%	-9.7%
Chiredzi Rural District Council	32	2	6.3%	32	2	6.3%	0.0%
Bikita Rural District Council	32	3	9.4%	31	3	9.7%	-0.3%
Chivi Rural District Council	32	3	9.4%	31	4	12.9%	-3.5%
Gutu Rural District Council	41	4	9.8%	41	8	19.5%	-9.8%
Masvingo Rural District Council	35	3	8.6%	35	9	25.7%	-17.1%
Mwenezi Rural District Council	18	0	0.0%	17	3	17.6%	-17.6%
Zaka Rural District Council	34	2	5.9%	33	3	9.1%	-3.2%
Provincial Average	**242**	**18**	**7.4%**	**242**	**36**	**14.9%**	**-7.4%**
MATEBELELAND NORTH							
Victoria Falls Municipality	10	2	20.0%	11	1	9.1%	10.9%
Hwange Local Board	15	4	26.7%	15	1	6.7%	20.0%

Council	2013			2008			Variance A-B
	No. of Councillors	No. women	% women-A	No. of Councillors	No. women	% women-B	
Bubi Rural District Council	23	5	21.7%	22	8	36.4%	-14.6%
Binga Rural District Council	25	1	4.0%	25	0	0.0%	4.0%
Hwange Rural District Council	20	4	20.0%	20	4	20.0%	0.0%
Kusile Rural District Council	28	4	14.3%	28	5	17.9%	-3.6%
Nkayi Rural District Council	30	7	23.3%	30	3	10.0%	13.3%
Lupane Rural District			N/A	23	6	26.1%	N/A
Tsholotsho Rural District Council	22	2	9.1%	21	1	4.8%	4.3%
Umguza Rural District Council	19	6	31.6%	19	5	26.3%	5.3%
Provincial Average	**192**	**35**	**18.2%**	**214**	**34**	**15.9%**	**2.3%**
MATEBELELAND SOUTH							
Gwanda Municipality	10	0	0.0%	9	1	11.1%	-11.1%
Plumtree Town Council	6	0	0.0%	6	1	16.7%	-16.7%
Beitbridge Town Council	6	3	50.0%	6	1	16.7%	33.3%
Gwanda Rural District Council	24	2	8.3%	24	2	8.3%	0.0%
Bulilima Rural District Council	21	1	4.8%	18	4	22.2%	-17.5%
Beitbridge Rural District Council	15	4	26.7%	16	3	18.8%	7.9%
Mangwe Rural District Council	22	5	22.7%	17	6	35.3%	-12.6%
Insiza Rural District Council	23	7	30.4%	23	2	8.7%	21.7%
Matobo Rural District Council	24	6	25.0%	24	4	16.7%	8.3%
Umzingwane Rural District Council	20	8	40.0%	20	3	15.0%	25.0%
Provincial Average	**171**	**36**	**21.1%**	**163**	**27**	**16.6%**	**4.5%**
MIDLANDS PROVINCE							
Gweru City Council	18	2	11.1%	18	2	11.1%	0.0%
Kwekwe City Council	14	3	21.4%	14	4	28.6%	-7.1%
Redcliff Municipality	9	1	11.1%	9	2	22.2%	-11.1%
Shurugwi Town Council	13	3	23.1%	13	4	30.8%	-7.7%
Zvishavane Town Council	10	4	40.0%	10	0	0.0%	40.0%
Gokwe Town Council	6	1	16.7%	6	2	33.3%	-16.7%
Gokwe North Rural District Council	36	6	16.7%	37	9	24.3%	-7.7%
Gokwe South Rural District Council	33	2	6.1%	33	8	24.2%	-18.2%
Zibagwe Rural District Council	33	4	12.1%	33	10	30.3%	-18.2%
Takawira Rural District Council	25	4	16.0%	25	6	24.0%	-8.0%
Vungu Rural District Council	19	5	26.3%	19	6	31.6%	-5.3%
Mberengwa Rural District Council	37	5	13.5%	37	12	32.4%	-18.9%
Runde Rural District Council	19	5	26.3%	19	7	36.8%	-10.5%
Tongogara Rural District Council	24	9	37.5%	24	12	50.0%	-12.5%
Provincial Average	**296**	**54**	**18.2%**	**297**	**84**	**28.3%**	**-10.0%**
TOTAL	**1962**	**318**	**16.21%**	**1968**	**365**	**18.5%**	

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GENDER AND GOVERNANCE IN SOUTHERN AFRICA

Excerpts from the Post 2015 SADC Protocol on Gender and Development



Article 5: Special measures

- State Parties should put in place **special measures** with particular reference to women in order to eliminate all barriers that prevent them from participating meaningfully in all spheres of life and create a conducive environment for such participation.

Article 12: Representation

- State Parties shall ensure equal and effective representation of women in decision-making positions in the political, public and private sectors including through the use of **special measures** as provided for in Article 5.
- State Parties shall ensure that ll legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision-making positions, democracy, good governance and citizen participation.

Article 13: Participation

- State Parties should adopt specific legislative measures and other strategies to enable women to have equal participation with men to participate in all electoral processes including the administration of elections and voting.

- State Parties shall ensure the equal participation of women and men in decision-making by putting in place policies, strategies and programmes for:
  a) building the capacity of women in participation effectively through leadership and gender sensitivity training and mentoring;
  b) providing support structures for women in decision-making positions;
  c) the establishment and strengthening of structures to enhance gender mainstreaming; and
  d) changing discriminatory attitudes and norms of decision-making structures and procedures.

Article 26: Health, Sexual Reproductive Health and Reproductive Rights

- State Parties shall, in line with the SADC Protocol on Health and other regional and international commitments by Member States on issues relating to health, adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care, in particular, to:
  a) **eliminate** maternal mortality;
  b) **develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action;** and
  c) ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.

Article 28: Peace Building and Conflict Resolution

- State Parties shall put in place measures to ensure equal representation and participation in key decision-making positions in conflict resolution, peace building, **peace keeping** in accordance with UN Security Council Resolution 1325 on Women, Peace and Security Resolution and other related Resolutions.
- State Parties shall, during times of armed and other forms of conflict, take such steps as are necessary to prevent and eliminate incidences of human rights abuses, especially of women and children, and ensure that the perpetrators of such abuses are brought to justice before a court of competent jurisdiction.

Article 31: Gender and Climate Change

- State Parties shall:
  a) develop policies, strategies and programmes to address the gender issues in Climate Change in accordance with the SADC Protocol on Environment and Sustainable Devleopment; and
  b) conduct research to assess the differential gendered impacts of climate change and put in place effective mitigation and adaption measures.

This book documents one of the most far-reaching, systematic and sustained efforts to promote gender equality in local government in Zimbabwe and in the Southern Africa Development Community (SADC) region. Based on the research report, *"At the Coalface, Gender in Local Government"* undertaken by Gender Links in 2010, the book assesses *"Gender@Work in Local Government"* in Zimbabwe following the steps taken since the research to promote gender-responsive service delivery at the local level. Initially piloted with 10 local authorities, the Centres of Excellence (COE) for Gender in Local Government initiative has since been cascaded to 68 Local Authorities (LAs): 74% of all LAs in Zimbabwe, servicing over 10 million people. Described as the "model of choice" for mainstreaming gender in local government by the parent ministry, 2017 is a convenient juncture to reflect on the progress made in the last five years and reposition for the "leave no one behind" Post 2015 Agenda for which this programme is uniquely positioned to deliver change where it matters most: at the coalface of service delivery.



Young women lead the 50/50 campaign in Chiredzi. *Photo Colleen Lowe Morna*

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