DURA / ISIPHALA / HUB

CENTRES OF EXCELLENCE

for Gender in Local Government

Into the Future:

Centres of Excellence for Gender in Local Government



A Handbook for Dura / Isiphala COE and their Mentees

By Colleen Lowe Morna, Priscilla Maphosa and Tapiwa Zvaraya

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.

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A Handbook for *Dura*/*Isiphala* COE and their Mentees
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Cover photo: Study visit to Makoni Rural District Council, one of the COE *Dura*/*Isiphala* hubs, finds women active in forestry. Photo by Tapiwa Zvaraya
Back cover photo: *Dura*/*Isiphala* Strategy meeting in Harare, April 2019.
Photo by Gender Links.

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Contents

Acknowledgements 4
List of Acronyms 5
Foreword 6

Chapter 1: Introduction 7
Purpose of the Handbook 8
Who is the Handbook for? 9
What you will find in each Chapter 10
Symbols and icons 10

Chapter 2: Background 11
Local Government 11
Zimbabwe Local Government Structure 12
Women in Local Government Forum 15
Participation and Transformation: The Centres of Excellence Programme 16
Centres of Excellence for Gender in Local Government Programme 16
Summits: Provincial and National 18
Achievements of the COE process 19
Way forward 22
Additional resources 23

Chapter 3: The *Dura/Isiphala* Concept 25
The Concept of the *Dura/Isiphala* Model 26
Functions of a *Dura/Isiphala* Council 28
Building the Capacity of the *Dura/Isiphala* Council 30
Relationship between a *Dura/Isiphala* Council and a Mentee Council 30
Role of the Mentee Council 31
Why are *Dura/Isiphala* and Mentee Councils important? 31
Resourcing *Dura/Isiphala* Councils 31
Conclusions 32
Additional Resources 32

Chapter 4: Gender Responsive Planning 33
What is the planning system in Local Government in Zimbabwe? 34

How can Gender Action Plans be integrated into these? 35
Cross referencing Gender Action Plans with Councils Plans 37
Conclusions 48
Additional resources 48

Chapter 5: Gender Responsive Budgeting 49
Budgeting in Local Government 50
Gender Responsive Budgeting 50
Conclusions 58
Additional Resources 58

Chapter 6: Flagship Programmes 59
Gender and Climate Change 50
Climate change in the COE model 62
Local Economic Development 64
Barriers to participation in Local Economic Development 65
Ending violence, Empowering Women 66
#VoiceandChoice 68
Developing key awareness messaging around SRHR issues 69
Conclusions 70
Additional Resources 70

Chapter 7: Working with Junior Councils/Youth 71
What is the role of the Junior Council/Youth? 72
Importance of Junior or Youth engagement 73
Integrating the Youth into the COE process 73
Holding the Council accountable for service delivery 75
SRHR 75
Conclusions 76
Additional Resources 76

Chapter 8: Results for Change 74
Mainstreaming gender into Council KPIs 78
Benchmarking in the *Dura/Isiphala* Programme 77
Dura/Isiphala Monitoring and Evaluation System 80
Study Visits 86
Key Success factors for a Study Visit 86
SADC Protocol@Work Summits 87
Virtual Learning and Sharing: The Gender Links Community of Practice 88

Objectives of the Community of Practice 88
Benefits of the Community of Practice 88
How to Join the Gender Links Zimbabwe Cyber Dialogues and Community of Practice 88
Visibility and Branding 89
Identification of a *Dura*/*Isiphala* Council 89
Conclusions 90
Additional Resources 90

Annex A: Criteria for selecting *Dura*/*Isiphala* 91
Annex B: Monitoring and Evaluation Toolkit 92-93
Annex C: List of *Dura*/*Isiphala* and Mentee Councils 94

Bibliography 95

Tables and Figures

Tables

Table 2.1: The COE Process 17
Table 3.1: Contributions to the *Dura*/*Isiphala* Programme 31
Table 4.1 Terms and Definitions used in Strategic Planning 36
Table 4.2: Conducting a gender audit of Council planning 38
Table 5.1: Gender Responsive Budgeting Framework 56
Table 6.1: Gender dimensions of Climate Change 62
Table 7.1: Councils with Junior Councillors 71
Table 8.1: Differences between Monitoring and Evaluation (M&E) 78
Table 8.2: Examples of Performance Indicators and Targets 79
Table 8.3: Indicators measured as part of SLB 81
Table 8.4: Aligning of the SLB and Dura/Isiphala processes 82
Table 8.2 Dura/Isiphala Monitoring and Evaluation Framework 84

Figures

Figure 2.1: Zimbabwe Local Government structure 12
Figure 3.1: Stages of the *Dura*/*Isiphala* Programme 29
Figure 3.2: Building capacity in the *Dura*/*Isiphala* Programme 30
Figure 4.1: The Components of Integrated Results Based Management 34
Figure 4.2: Programme Structure for Urban Local Authorities 37
Figure 6.1: GLZ Model for ending violence, community by community 67
Figure 7.1: Youth engagement 73
Figure 7.2: Composition of Junior Councils 74

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This Handbook is a guide for Local Authorities implementing the Centres of Excellence (COE) Programme on gender mainstreaming in Zimbabwe. 83 out of 92 Local Authorities (32 Urban; 51 Rural) have joined the programme and are implementing their Gender Action plans. 18 Local Authorities have been selected to anchor the *Dura/Isiphala* Programme to buttress the COE work.

Gender Links Zimbabwe (GLZ) would like to thank the following Partners who have contributed towards the success of the Programme:

- The Ministry of Local Government Public Works and National Housing.
- Ministry of Women Affairs, Community, Small to Medium Enterprise Development.
- The Urban Councils Association of Zimbabwe, the Association of Rural District Councils of Zimbabwe and their umbrella body, the Zimbabwe Local Government Association.
- The 83 Centres of Excellence Councils.
- The Commonwealth Local Government Association.
- The National Junior Councils Association of Zimbabwe
- Civil Society Organisations, Faith-Based Organisations and Community Based Organisations in the localities that form part of the Southern African Gender Protocol Alliance.

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Foreword



George Magosvongwe, Permanent Secretary for Local Government Public Works & National Housing giving a presentation at the 2018 SADC Protocol@Work summit.
Photo: Tapiwa Zvaraya

Local Government is that arena of democratic governance that is closest to the people in terms of participation and the delivery of basic services. Over the years, the Ministry of Local Government, Public Works and National Housing has forged sustainable partnerships aimed at improving service delivery in Local Authorities. An important area in this strategic thrust has been the focus on gender responsive service delivery.

Since 2010, the Ministry partnered with Gender Links Zimbabwe (GLZ) through the Centres of Excellence (COE) Programme on gender mainstreaming in Local Government. Through this Programme, gender equality is now institutionalised in the Work Plans of 83 of the 92 Local Authorities in the country (32 Urban and 51 Rural). We are happy to report that the COE Programme has become the Ministry's programme of choice for gender mainstreaming. Similarly, it is through GLZ's efforts that the service level benchmarks for Councils have been up scaled by the inclusion of gender issues in the corporate governance component.

The Ministry has made it mandatory for all Councils to have gender sensitive budgets. Similarly, gender is now a key performance area in the Permanent Secretary's Performance Agreement. By the same token, this has also been cascaded to the Chief Executive Officers and Town Clerks as heads of Local Authorities. This directive has gone a long way in ensuring that gender issues are given priority in Local Authorities.

As a Ministry, we are happy that GLZ is extending the COE Programme through the *Dura/Isiphala* Model. This Model promotes learning and sharing amongst Local Authorities through exchange visits, benchmarking and multi-stakeholder partnerships on specific service delivery themes. We are particularly pleased that in this Programme, Councils themselves will anchor the Programme at the provincial level with the view of building and enhancing ownership and sustainability of the same. On this part, the Ministry will give its full support to ensure that the Programme attains the envisaged objectives.

Finally, this Handbook is a pocket book of ideas for Local Authorities to walk the talk in terms of gender equality. This Handbook draws attention to the ideal *Dura/Isiphala* Council in promoting gender sensitive service delivery. We envision that through a dynamic rotation, all our Councils will serve as *Dura/Isiphala* Councils. Our expectation is that every Zimbabwean Council should become a Centre of Excellence and good practice on gender equality!



G. Magosvongwe
Permanent Secretary for Local Government, Public Works and National Housing

List of acronyms

ARDCZ	Association of Rural District Councils in Zimbabwe
CEO	Chief Executive Officer
CIPA	Council Integrated Performance Agreement
COE	Centre of Excellence
COP	Conference of the Parties
CSW	Commission on the Status of Women
DIPA	Departmental Integrated Performance Agreement
EMA	Environmental Management Agency
GBV	Gender Based Violence
GFP	Gender Focal Person
GLZ	Gender Links Zimbabwe
GRB	Gender Responsive Budgeting
GRP	Gender Responsive Planning
HODs	Heads of Departments
IEC	Information Education Communication
IRBM	Integrated Results Based Management
LED	Local Economic Development
MOU	Memorandum of Understanding
M&E	Monitoring and Evaluation
MLGPWNH	Ministry of Local Government Public Works and National Housing
NCCRS	National Climate Change Response Strategy
NGO	Non-Governmental Organisation
RDC	Rural District Council
RDDC	Rural District Development Committee
SDG	Sustainable Development Goals
SLB	Service Level Benchmarking
SRHR	Sexual Reproductive Health and Rights
SV	Study Visits
TC	Town Clerk
UCAZ	Urban Councils Association of Zimbabwe
UNFCCC	United Nations Framework Convention on Climate Change
VAW	Violence Against Women
VFM	Value for Money
VLC	Virtual Learning Centre
WLGF	Women in Local Government Forum
ZGC	Zimbabwe Gender Commission
ZiLGA	Zimbabwe Local Government Association

Chapter 1
Introduction



This Handbook focuses on strengthening the Centres of Excellence (COE) for Gender in Local Government Zimbabwe. The Programme is rooted in research conducted in 2010 entitled *At the Coalface: Gender and Local Government in Zimbabwe.* Strategy meetings with key stakeholders including the Ministry of Local Government Public Works and National Housing; Ministry of Women Affairs, Community, Small to Medium Enterprise Development and the Zimbabwe Local Government Association (ZiLGA) following the research led to the adoption of the COE model.

GLZ piloted the COE Programme in 2010 with ten (10) Local Authorities. The Programme has since been cascaded to 83 local authorities across all the ten (10) Provinces of Zimbabwe (32 Urban; 51 Rural). In 2017 GLZ conducted a follow-up study-*At the Coalface: Gender@Work in Local Government Zimbabwe.* It concluded that: "The COE Programme expanded rapidly and beyond all expectations to nearly three quarters of all Councils in Zimbabwe. While GLZ has increasingly worked through the Gender Focal Points (GFP), capacity for backstopping has been limited and compromised quality."[1] The study recommended "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."[2]

1 Lowe Morna, C; Zvaraya, T; Maposa,P; At the Coalface, Gender@Work in Local Government: Gender Links Zimbabwe 2018, p117.
2 Ibid.

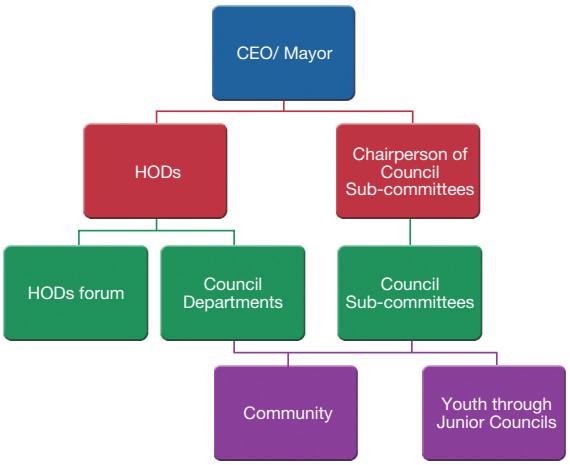
Purpose of the Handbook

The Handbook aims to sustain and strengthen gender-responsive service delivery in local authorities in Zimbabwe through the hub and spoke or *Dura/Isiphala* (Shona and isiNdebele for granary) model, as this has come to be known in Zimbabwe. The Programme is an innovative development initiative to anchor ownership and leadership of the COE Programme in the Councils themselves through upskilling best rural and urban performers. It will be used to strengthen the Programme in Zimbabwe, and as a pilot for replication in the ten (10) countries of the region where the COE Programme is operational. The Programme will:

- ***Promote sustainable knowledge creation and management*** through documenting best practices across different service delivery themes. These will be shared amongst the COE's and used for improving gender responsive service delivery.
- ***Strengthen programme depth and content.*** This will include Health, SRHR, LED, the Sunrise Campaign - End Violence Empower Women, and Climate change. GLZ will leverage on the existing work on the entrepreneurship programme to ensure Councils link communities with local investment opportunities.
- ***Enhance Value for Money (VFM)*** through sharing resources such as libraries and venues to maximise use of limited resources. The *Dura/Isiphala* will provide centres for partners to leverage their work at the local level.
- ***Foster new resource mobilisation strategies*** as Councils strive to meet their targets for Gender Responsive Budgeting. The *Dura/Isiphala* will be monitoring themselves reducing dependency on GLZ monitoring and evaluation as was the past practice. This level of responsibility will help to ensure action plans are implemented by Councils.
- ***Promote local solutions to development challenges.*** For example, Kadoma has an advanced health system which other Councils can learn from. Mhondoro-Ngezi has strong public private partnerships (PPP) which has enhanced economic empowerment and inclusive development.
- ***Lead to innovative use of IT*** to enhance efficiency and effectiveness. The youths will make use of media skills and technology (twitter, whatsapp, Facebook) to track progress on gender responsive service delivery. The Community of Practice (CoP) platform will help to advocate for gender responsive service delivery creating linkages between local, national and regional.
- ***Enhance transparency and accountability*** through citizen engagement including the inclusion of Junior Councillors who will help to promote gender responsive service delivery.
- ***Enhance the gender component of Service Level Benchmarking (SLB)*** exercises through the Urban Councils Association of Zimbabwe. Through funding from EU, The Association of Rural District Councils will start implementing SLBs this year (2019). Through the strong partnerships with the Ministry of Local Government and the Local Government Associations, the programme will ensure gender becomes part of the weightings. This will further help to ensure Councils implement their Action Plans.

Who is the Handbook for?

Initially, the Handbook targets 18 *Dura/Isiphala* Political and Technical Leadership, Committee Leaders, Gender Focal Persons, Gender Champions, Junior Councillors, the Youth and the community at large. As the programme rotates to other centres, they too will be able to use the Handbook as a guide.



Target group	Link to programme
Town Clerks/CEOs of Council	High level buy-in and the institutionalisation of gender mainstreaming.
Heads of Departments	They will ensure that gender is mainstreamed across all departments and share the information through their various forums (Health, engineering, finance, Housing directors' forums).
Gender Focal Persons	Will continue driving the process from within with support from the Town Clerks and Heads of Departments.
Mayor/Chairs of Subcommittees	Political buy-in, gender policy formulation and demanding high level.
Gender Focal Persons - Local Government	This group will foster institutionalisation of gender equality as most have been involved in the COE programme.
Gender Focal Persons - National Government	The national level GFPs will bridge the gap between Local Government and National Government enhancing GLZ visibility at a national level.
Gender Champions	The Gender Champions will open doors for buy in of this programme through Council meetings and Community meetings.
Junior Councillors	The Junior Councillors will enable youth to be part of the programme through building capacity of hubs in using the resource app as well as advocacy for the 50/50 Campaign on social media.
Survivors of GBV	The survivors of Gender Based Violence (GBV) will access Local Economic Development (LED) opportunities through the resource materials as well as build their capacity on Sexual Reproductive Health and Rights (SRHR) services.
Local NGOs, FBOs	Multi-stakeholder approach will create synergy on the broader interventions of gender mainstreaming at a Local Government level.
Private sector	

The Handbook can also be used by Local Governance students, Academia and the Community to understand the functioning of the *Dura/Isiphala* model of mainstreaming gender in local authorities. This model can be replicated with other gender mainstreaming programmes.

What you will find in each Chapter

The Handbook is structured as follows:

- *Chapter 1: Introduction:* This highlights its purposes and target audience.
- *Chapter 2: Background:* This gives background information on the COE programme. It identifies the achievements and gaps that have shaped the *Dura/Isiphala* programme.
- *Chapter 3: What is a Dura/Dsiphala Council?* The chapter presents the concept of the *Dura/Isiphala* Councils and their functions.
- *Chapter 4: Gender Responsive Planning (GRP)* and how this can be integrated into *Dura/Isiphala* Programme.
- *Chapter 5: Gender Responsive Budgeting (GRB)* is the flipside of the coin to GRP. If gender is mainstreamed in planning, this should reflect in budgeting.
- *Chapter 6: Flagship Programmes in gender mainstreaming* that the *Dura/Isiphala* may consider promoting.
- *Chapter 7: Working with Junior Councillors* at the local level.
- *Chapter 8: Results for Change* - Monitoring, Evaluation, Learning, sharing and visibility.

Symbols and icons

The Handbook is interactive; designed to draw on the COE experiences; to ask questions rather than proffer solutions; to ask readers to apply knowledge to their specific contexts; to be as current and relevant as possible. The symbols used throughout the text include:

	**Case study:** The best learning builds on actual experiences. Some case studies may soon become dated or might not be relevant to all readers. The Handbook shares examples but also encourages users to find their own Case Studies.
	**Discuss:** This is work in progress. There is no wrong or right; rather many dynamic ideas and possibilities that we will work to shape together. Let us make this a creative space!
	**Checklists:** This is an action-oriented Handbook with checklists to enhance learning. This is the main "take away" from the Handbook, with practical application to everyday use that will enhance depth, insight and analysis.
	**Exercises:** The Handbook contains exercises to help understand and apply key concepts.
	**Definitions:** Explanations of the meaning and application of key terms are found at relevant points throughout the text.
	**Fact sheets:** These provide additional information on new concepts, or areas to be expended and emphasised in the next phase.
	**Additional resources:** Each one of these topics is the subject of a book all on its own. Resources and links at the end of each chapter provide options for additional reading and depth.

Chapter 2
Background



At The Coalface: Gender@Work in Local Government Zimbabwe book launch. *Photo: Tapiwa Zvaraya*

This Chapter provides an overview of the COE Programme in Zimbabwe in response to the findings of the 2010 study: At the Coalface, Gender in Local Government Zimbabwe. The Chapter will discuss the Local Government systems in Zimbabwe; gender in Local Government; the COE Programme and how this has evolved to the *Dura/ Isiphala* Programme with emphasis on Councils taking ownership of the Programme. The ultimate goal is to institutionalise the Programme to ensure sustainability.

Local Government



Governance is a broader term than "government" in that it encompasses the environment in which government, the institution, functions as well as its relationships with outside stakeholders.

These external stakeholders include the electorate, the public, consumers of services and other non-state actors. It is therefore the function of

Government to ensure that all these stakeholders are considered when performing the functions of Government. The scope of governance therefore goes beyond the technical (service delivery aspects) and the political dimensions to civil society empowerment. Most definitions of good governance include four important components; transparency, accountability, efficacy and adherence to the rule of law.

Local governance is a process through which stakeholders interact in determining the local developmental agenda and in managing resources to implement these developmental priorities.[3] It follows then that this level of Government should be the most responsive to the very specific developmental needs of communities.

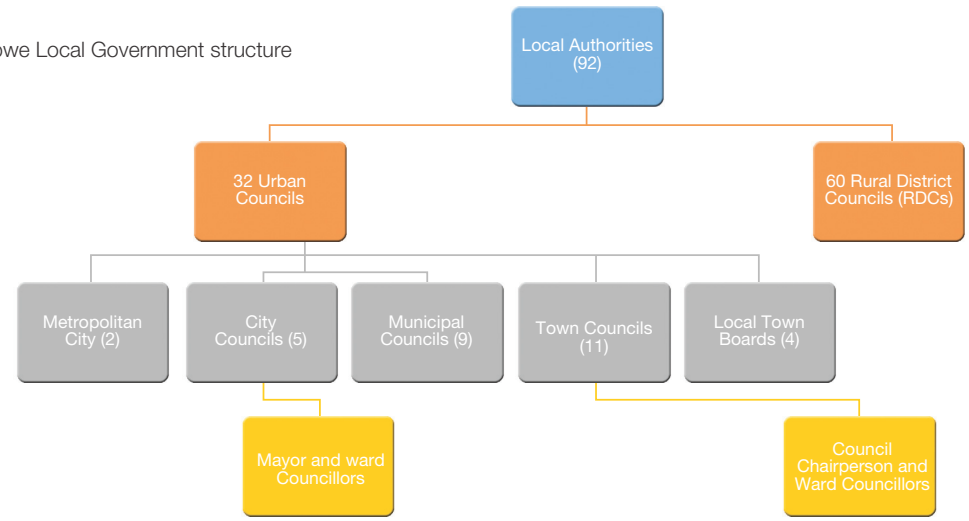
Local Government is an important entry point to women for several reasons:

- 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.

Zimbabwe Local Government Structure

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. The 2013 Constitution of Zimbabwe recognises Local Government as the first tier of Government in a three-tier arrangement.[4] Local Government itself is a two-tier system comprising Rural District Councils and Urban Local Authorities. Zimbabwe is divided into ten (10) Provinces serving a population of over 16 million. 52% of the population are women and yet there are gaps regarding women's participation and inclusion in gender mainstreaming processes.

Figure 2.1: Zimbabwe Local Government structure



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

3 Evertzen, A (2001) Gender and Local Governance, SNV - Netherlands Development Organisation

4 Chigwata, T.C. & de Visser, J. (2018). Local Government in the 2013 constitution of Zimbabwe: Defining the boundaries of local autonomy. Hague Journal on the Rule of Law, 10(1): 154 - 185. http://dx.doi.org/10.1007/s40803-017-0063-0

Figure 2.1 shows that there are 92 Local Authorities in Zimbabwe: 60 Rural and 32 Urban. The Urban Councils are further divided into five (5) categories based on size. 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 the Ministry of Local Government Public Works and National Housing (MLGPWNH).

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]).

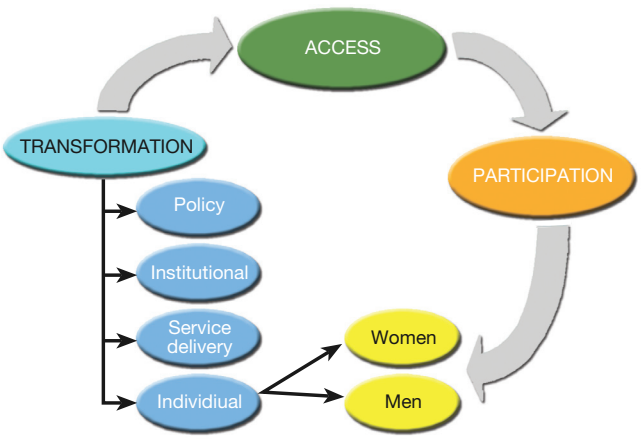
Gender and Local Government

Local Government is an important entry point for women for a number of reasons, not the least of which because of its closeness to the people. Local Council offices are geographically closer to communities, than National Offices, which means they are easier to reach and that residents should be able to interact with this level of government. Areas are broken down into Constituencies and Wards 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 politics is also easier to gain entry into, having fewer requirements and because of its proximity to the home enable women combine their domestic responsibility with their participation in politics.

GLZ's Theory of Change for Gender and Local Government

Mtintso's framework



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.

GLZ'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. In its work on gender and governance, GLZ makes use of Thenjiwe Mtintso's[5] 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 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.

5 Mtintso is a GL Association Member and former Chair of the GL Board.

Access



Ruwa Town Council 50/50 campaign. *Photo: Oscar Tsvuura*

The Constitution of Zimbabwe provides for a quota for women at the National level (60 reserved seats). However, this quota expires in 2023. Members of Parliament have already started lobbying for the extension of this quota beyond 2023.

Whilst there is a quota system at National level, there is none at the Local Government level. The proportion of female Councillors has been steadily declining since the 2013 elections (see Zimbabwe Gender in the 2018 Election under additional resources). The representation of women in Local Government as Councillors has been steadily declining. In the last 2 elections the representation of women in politics at the local level has fallen from 18% in 2008 to 16% in 2013.

GLZ developed a 50/50 Policy Brief prior to the 2018 elections to put pressure on political parties to institute special measures at the local level. Sadly the 2018 Election saw a further decline in women's representation to 14%. This trend is set to continue unless special measures are taken to ensure that there is a fair representation of women in decision making at this level. As things stand, the special measures for women

at national level expire in 2023 (the next election). The opportunity that is opening up now is to lobby for a quota at the local level at the same time as lobbying starts for an extension of the quota provision at national level, where the representation of women in parliament dropped from 34% to 31% in the 2018 elections.

Section 17 of The Constitution of Zimbabwe states that *"the State must take all measures, including legislative measures, needed to ensure that both genders are equally represented in all Institutions and Agencies of Government at every level"*. Addressing these imbalances will be key for gender equality to be achieved at all levels of decision-making.

Women in Local Government Forum

The Women in Local Government Forum (WiLGF) is a body comprising women administrators and politicians in both Rural and Urban Councils under the umbrella body the Zimbabwe Local Government Association. Formed in 2000 the forum collaborates with the National Machinery for Gender and Women Movements to contribute to the social, political and economic empowerment of women in Zimbabwe.

The mandate of WiLGF is to advance the interests of women in Local Government through:

- The creation of a common platform for the articulation of women's concerns in the administrative and political sectors of Councils.
- Lobbying and advocacy for gender sensitive Policies and Practices in Local Authorities.
- Creating synergies with other key stake holders (National Gender Machinery; Parliamentarians; Civil Society Organisations).

The Women in Local Government Forum is GLZ's key partner in leading lobbying and advocacy efforts on the 50-50 Campaigns at the local level both in political and administrative structures. GLZ research in 2017 revealed that women comprise 24% Senior Managers in Local Government in Zimbabwe. While the proportion of women Managers is still low, the Ministry of Local Government, Public Works and National Housing has made efforts to recruit women into senior management positions. Councils are also encouraging women to apply for management positions through their advertisements. WLGF must also collaborate with Ministry of Women Affairs Gender Officers in their districts so that sustained efforts at reaching equality are guided by national objectives.



Melania Mandeya Gokwe Town Council secretary delivering the Local Government we want petition. *Photo: Tapiwa Zvaraya*

During the Zimbabwe Gender Commission (ZGC) Indaba in May 2019 WiLGF Chairperson Melania Mandeya made a presentation on the need for a quota for women in Local Government as part of the lobbying for the quota for women in Parliament to be extended in 2023. This has been included among the discussion issues to be tabled before the Inter-Ministerial Committee. ZGC vowed to take up and amplify the campaign.

Participation and Transformation: The Centres of Excellence Programme

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"*. This study found that Local Government is a sadly neglected area of the gender and governance. The study found 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.

In 2010, GLZ undertook the first comprehensive research on gender in Local Government in Zimbabwe - At the Coalface, Gender and Local Government in Zimbabwe - as part of a broader regional study. This showed that women comprised 19% of Councillors in the 92 Councils in the country but with considerable variations from one Council ranging from Tongogara RDC with 50% women to several Councils with no women at all. The study showed that gender hardly featured in Council Agendas or in gender and governance discourse, and that women's participation in Council decision-making remained marginal.



Centres of Excellence for Gender in Local Government Programme



A **Centre of Excellence (COE) for Gender in Local Government** is a Council that has completed the ten stages to become a COE; received a Certificate from Gender Links and continues to undergo annual assessments externally adjudicated at the SADC Protocol@Work Summits.

The COE model arose from the realisation that the best way to mainstream gender at the local level is to progress from policies to action by working Council by Council. GLZ identified ten (10) Councils for the pilot phase of the COE process that brought 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.

The pioneer Councils included: 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 (6) stages as illustrated in the first column of Table 2.1. By 2011, 13 Councils had joined the COE process that had expanded to ten (10) stages in light of experience.

Table 2.1: 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	Mobilising meeting with Council representatives and popularising the SADC protocol on Gender and Development.	Community mobilisation through SADC Gender Protocol village level workshops that familiarise 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 localise 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 regarding the Action Plan.
5	7	Media, campaigning skills.	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.
	8	Information Technology for advocacy.	
	9	Monitoring and Evaluation.	Tracking: Administration of Scorecards 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.		

As illustrated in Table 2.1:

- 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, GLZ 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 (6) - 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 Information Technology (IT) component, given the generally low level of skills in this area, but also the incredible opportunities that Information Technology presents. The Information Communication Technology module is part of GLZ's "Making IT work for gender justice" campaign.
- The updated process added stage 9 - 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.

From 2011, all Local Authorities joining the COE went through the 10 stage rather than the six-stage process. GLZ also went back to the original 11 Local Authorities to add new elements that were part of the expanded Programme. Following the adoption of the Post 2015 SADC Protocol on Gender and Development, GLZ trained COE Gender Focal Persons on reviewing and aligning Gender Action Plans to the Post 2015 SADC Gender Protocol, updated and aligned to the Sustainable Development Goals (SDGs).



Discuss:

- ✓ What are the attitudes of women and men to women becoming Local Government Councillors?
- ✓ How does this affect women who have political aspirations?
- ✓ What is keeping women out of politics?
- ✓ What can be done to improve the representation and participation of women?
- ✓ How have the Centres of Excellence programme benefitted your Council?
- ✓ What can be done to improve the programme?
- ✓ How can Local Authorities sustain the Centres of Excellence Programme in Local Government?
- ✓ What are the resources needed to achieve sustainability?

Summits: Provincial and National

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. National Summits have been held annually between 2012 and 2018. By 2018, a total of 618 case studies had been showcased at the Zimbabwe Summits by COE Local Authorities. At the Summits Councils are adjudicated and scored by a pool of independent judges to rate their gender mainstreaming performance.

In 2016, with UN Women support, GLZ 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). This system of rating Councils will be maintained in this project.



The Post 2015 process also introduced the Council Community Scorecard as part of a 360 degree approach to assessing Council work. At the Summits Councils are adjudicated by independent judges who score the Councils based on the self-scoring done by Councils; the community scores and their own independent evaluation of the evidence presented. The judges' score is final.

Why Summits?

- Summits present Local Authorities the opportunity to learn and adapt other Local Authorities' case studies.
- Local Authorities get to review the progress they have made in mainstreaming gender in their communities.
- They help Councils to identify collective gaps and solutions in mainstreaming gendered service delivery.
- Fosters healthy competition between Local Authorities.
- It helps Local Authorities to gather information about what is happening in other Local Authorities.
- They create synergies for Local Authorities with various stakeholders.

Achievements of the COE process

In 2017, independent experts evaluated the GLZ Programme. GLZ also produced a video, book and booklet on the process, using M and E data gathered. Achievements highlighted in *At the Coalface: Gender@Work in Local Government Zimbabwe* are:

- ***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.

Case study: Umguza Rural District Council



Umguza Rural District Council has a Gender Policy that has been expanded into a Gender and Social Inclusion Policy to accommodate vulnerable groups within Umguza RDC's area of jurisdiction. The Council has 19 Councillors (15 male and 4 female).

Umguza Rural District Council has eight Committees, among them a Gender Committee responsible for all gender issues in Council. The Committee has a budget of ZW$39,100 for gender activities. The Council also has a Junior Council with a majority of young women (though the leader of the Council is male).

Umguza Rural District Council has a Memorandum of Understanding (MOU) with a foundation for people with disabilities. This is where various issues ranging from human rights to voter registration are addressed. More-so a research on their livelihood is being conducted currently so that it feeds into United Nations Rights for people with disabilities. Women, men, youth and People with Disability participate in various gatherings convened by the Council, including constitutional advocacy campaigns, rights and women empowerment, commemorations for Women's Day, father's Day and the Day of the Disabled.

Excerpt from Gender Links Zimbabwe 2018 SADC Protocol@Work Case study

- ***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 Councillors 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 (4) women as CEOs/Town Clerks in Councils. Currently there are ten (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 (10) 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 per month among participants in Zimbabwe rose from US$51 at the beginning of the project US$144. 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.

SUNRISE CAMPAIGN
Empowering women
Ending violence

- ***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



- ***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 are still no special measures in place for women's representation in Local Government. 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 2023 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 Scorecards show the need for constant backstopping of gender mainstreaming efforts, especially for new Councils:*** While the Gender and Local Government Scorecard 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 Scorecard (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 2016 Gender and Local Government Scorecard 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:*** 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.

Voice + Choice
Action and results for SRHR in SADC

Way forward

The evaluation commissioned by the Embassy of Sweden in Zimbabwe 2016 found that Councils were at different levels of mainstreaming gender. Some emerged as stronger Councils whilst others were weaker. The evaluation recommended:

- A consolidation Programme where the stronger Councils would provide mentorship to the weaker Councils.
- Focus on depth rather than breadth. Emphasis was put on strengthening the Programme by equipping the stronger Councils with relevant skills so as to mentor the weaker ones.

- Working with other target groups and enhance citizen participation. The *Dura/Isiphala* Programme will engage with Junior Councillors and youth to facilitate youth Programmes and participation in Local Government.
- New thematic areas in line with the SDGs. This informs suggestions on strengthening programming for the *Dura/Isiphala* to include sexual reproductive health and rights, climate change and local economic development.



Additional resources

The Constitution of Zimbabwe 2013
Zimbabwe New National Gender Policy 2017
Chigwata, T.C. & de Visser, J. (2018). Local Government in the 2013 constitution of Zimbabwe: Defining the boundaries of local autonomy. Hague Journal on the Rule of Law, 10(1): 154 - 185. http://dx.doi.org/10.1007/s40803-017-0063-0
Evertzen, A (2001) Gender and Local Governance, SNV - Netherlands Development Organisation
Gender Links Zimbabwe (2018). *Zimbabwe Gender in the 2018 Elections* http://genderlinks.org.za/wp-content/uploads/2018/12/50-50-LG-elections-ZIMrev2.pdf
Gender Links Zimbabwe(2018). Zimbabwe 50/50 policy brief 2018 http://genderlinks.org.za/wp-content/uploads/2018/04/50-50-Policy-BriefZIMrev2.pdf
Zimbabwe Gender in the 2018 elections infographic (http://genderlinks.org.za/wp-content/uploads/2019/03/Gender-links.mp4)
Lowe-Morna C, Maposa P, and Zvaraya T (2017). *At the Coalface Gender@Work in Local Government Zimbabwe*

Launching of the revised National Gender Policy in Zimbabwe.



Chapter 3
The *Dura/Isiphala* Concept



Women@work in the Umguza RDC construction project site. *Photo: Loverage Nhamoyebonde*

To strengthen gender-responsive service delivery, the COE Model needs to be driven and sustained by the Council's themselves, inspired by each other in the learning and sharing tradition that is so strong at the local level. This Chapter explores the *Dura/Isiphala* Model which seeks to promote sustainability of the COE Model through turning seasoned and committed COEs into champions of the process through peer learning and sharing. This transfers ownership to the Councils, and turns them into the main drivers or engines of change.

The Chapter will discuss the importance, role and functions of a *Dura/Isiphala* Council. The Chapter defines the relationship between the *Dura/Isiphala* Council and the Mentee Councils. The Chapter will also discuss the resourcing of the *Dura/Isiphala* Councils, and the concept of rotation that seeks to keep passing the baton so that all Councils become “storehouses of knowledge” and drivers of change for gender mainstreaming.

The Concept of the *Dura/Isiphala* Model



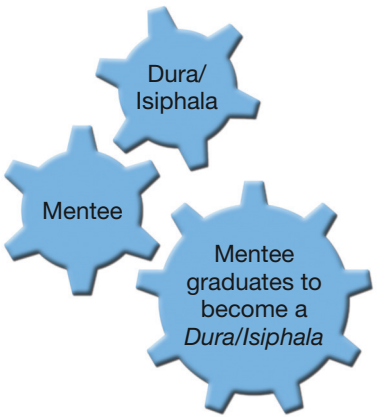
Dura/Isiphala is a Shona/Ndebele name for a granary which stores food in a family or community. It comprises a raised structure supported by rocks to protect the grain stored in it from weevils and other insects. In some Zimbabwean communities, the traditional leaders are custodians of a community *Dura/Isiphala* to feed the entire community in times of drought as well as to take care of vulnerable members of the community. The term is also used to refer to an archive or storehouse of knowledge. The underlying spirit of the *Dura/Isiphala* is *collective community efforts to achieve a healthy nation without leaving anyone behind*. GLZ seeks to draw from this traditional wisdom in the first Zimbabwe and Southern African *Dura/Isiphala* - and mentorship pilot project to strengthen and sustain the Centres of Excellence (COE) programme.



***Dura/Isiphala* Council**: A Local Authority that coordinates the gender activities of the Local Authorities that it is partnered with to ensure that they improve gender-responsive service delivery.

The *Dura/Isiphala* will be a place for Councils, community members, and youth to come together to exchange ideas, learn, participate and celebrate in a range of flexible interest areas including but not limited to **health, governance, economic development, social services, entrepreneurship and participation and representation**. The objective is to build a strong and connected network of gender responsive Local Authorities in Zimbabwe.

The aim of this concept is to achieve institutional sustainability of Local Authorities beyond support from GLZ and civil society. This extension of the COE Programme is the beginning of a new form of gender responsive service delivery. 18 Local Authorities (see Annex A) have been identified to anchor the *Dura/Isiphala* programme. As the programme evolves, Councils will rotate anchoring the programme.



Theory of Change

Impact	Enhanced gender responsive service delivery and accountability through local ownership and leadership of the Centres of Excellence for Gender in Local Government			
Outcomes	Council's allocate 20% of budgets to Gender Responsive Service Delivery.	Gender aware leadership score of at least 75% in participating Councils.	Dynamic physical and virtual communication centres that promote peer learning and sharing.	Robust community (especially youth) engagement in the COE process.
	Gender and Local Government Score for Dura/ Isiphala COE increases by 10%; for mentee COE by 5%.			
Outputs	120 Best Practices in Gender Responsive Service Delivery.	Training for 20 Town Clerks 20 x 6 HODs 20 GFPs from Councils 10 Provincial Officials from Ministries of Women and Local Government 10 Mayors and 10 Council Chairpersons.	COE App that provides real time answers to gender and development questions.	Annual Gender and Development community report back meetings in each participating Council.
	60 study visits conducted and hosted by Dura/Isiphala and Mentee Councils on different service delivery themes.		Monthly online forum discussions through the CoP.	At least 20 innovative initiatives in community tracking of services developed.
	20 Provincial Dura/Isiphala set-up (10 rural and 10 urban). 41 Mentee Councils twinned and mentored by the 20 hub Councils.	Training manual incorporating the National Gender Equality Commitments.	At least 6000 new members of the Community of Practise CoP (100 in each of the participating Councils).	Community Gender Scorecard administered to 6000 people.
			20 Provincial libraries (physical and virtual) created.	200 Junior Councillors inducted into the COE process.
Assumptions	Enhanced gender responsive service delivery and accountability through local ownership and leadership of the Centres of Excellence for Gender in Local Government			
Inputs	Use of IT to enhance networking, peer learning and sharing.			
	Enhanced citizen participation through the Community Gender Scorecard administered by Junior Councillors.			
	Conducting study visits and peer learning across different service delivery themes			
	Half yearly reviews of Gender Action Plans and annual peer reviews using the Gender and Local Government Scorecard.			
	Training and capacity building of Council top management, Policy Makers, Gender Focal Persons from Councils and Ministries.			
	Selection and mapping of 20 provincial Dura/Isiphala twinned to at least two other Councils.			
Problem statement	Good Action Plans on paper that need to be deepened, sustained and implemented.	New Councillors after the elections not inducted into the COE process.	Potential loss of momentum especially after the elections.	Need for greater of community, especially youth engagement in the COE process.
Root causes	Formal commitments to gender equality are undermined by patriarchal pull back forces that are especially acute at the local level. Gender mainstreaming needs strengthening.			

Overall objective

The overall objective of the Programme is to enhance gender-responsive service delivery and accountability through local ownership and leadership of the Centres of Excellence for Gender in Local Government.

Specific objectives

- To strengthen gender responsive service delivery through an innovative hub-and-spoke Model that promotes peer learning and sharing through exchange visits, benchmarking and multi-stakeholder partnerships on specific service delivery themes.
- To build the capacity of Council officials and Councillors post elections to champion the COE process.
- To enhance networking, learning and sharing through innovative physical and virtual sharing spaces.
- To deepen citizen, especially youth engagement, in the COE process, enhancing transparency and accountability.

Selection of the *Dura/Isiphala* Councils: The selection of the hubs took place by open call to all the Councils that are currently part of the COE Programme using the criteria in **Annex A**. GLZ took advantage of the 2018 SADC Protocol@ Work Summit Call to select potential Councils. The Local Government Scorecard provided the basis through which GLZ selected these Councils. The scorecard measures performance of the Councils in areas such as governance, SRHR, gender-based violence, climate change, health, and gender budgeting. The Local Government Scorecard included a section on whether Councils wish to be considered as a *Dura/Isiphala*. The Summit Judges, who included representatives of the ministries of gender and Local Government, made a final decision. **Annex B** is a list of the pioneer *Dura/Isiphala* Councils.

Functions of a *Dura/Isiphala* Council

The *Dura/Isiphala* is envisaged to be a model Council that will mentor and learn from other Councils in strengthening gender-responsive governance. These *Dura/Isiphala* are Councils (both rural and urban) that have the capacity and willingness to mentor other Councils. In addition, these Councils have over the years' demonstrated sustained commitment to mainstreaming gender.

The *Dura/Isiphala* will be supported by the Women in Local Government Forum (WLGF) with the aim of connecting Local Government to national government. The hubs will provide a platform for information dissemination both institutionally and in communities thereby connecting localities to governance processes.

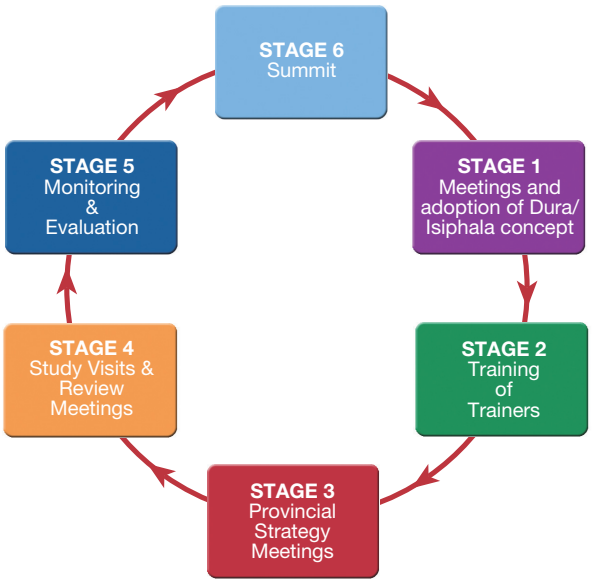
The *Dura/Isiphala* Councils will be centres of multiple activities including mentoring of other Councils, mobilising Junior Councillors for the gender agenda, hosting provincial summits, championing the 50/50 campaign, and providing a base for partners to create synergies. Specifically, the *Dura/Isiphala* will lead the following activities:

- Creating a Gender Resource Centre for the Council, *Dura/Isiphala* and neighbouring communities.
- Working closely with the Junior Council and youth in the community to identify and address their needs.
- Strengthening programme content through study visits and sharing of resource materials

on the Sunrise Campaign, Local Economic Development (LED), Sexual Reproductive Health and Rights (SRHR), gender and climate change and related topics.

- Engaging in joint campaigns to enhance gender justice.
- Convening quarterly review meetings of Gender Action Plans.
- Annual administering of the Gender and Local Government Scorecard to assess progress in gender mainstreaming. This will consist of: self-assessment, peer assessment, community assessment and adjudication by expert Judges as part of the Summits.
- Anchoring preparation for the annual SADC Protocol@Work Summits.
- Driving the 50/50 Campaigns to promote gender equality in Local Government political and technical spheres.
- Keeping records of all Meetings and activities held; facilitating learning and sharing through the Community of Practise; use of social media and innovative use of IT.

Figure 3.1: Stages of the *Dura/Isiphala* programme



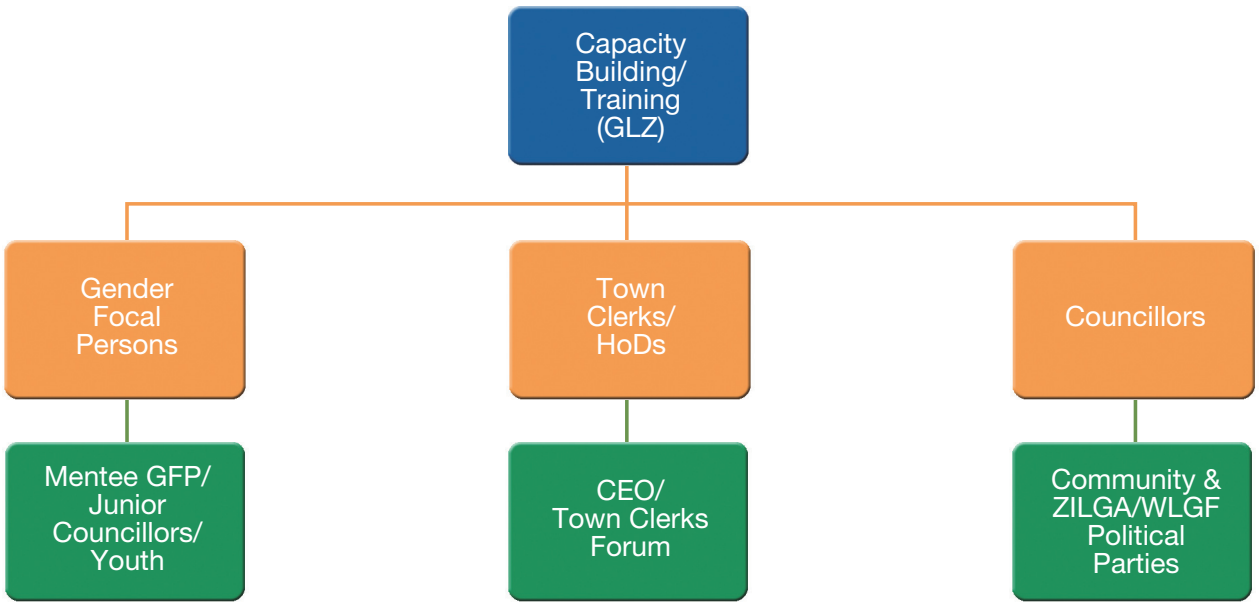
Source: Gender Links

Stage	Process	Principles
1	Meetings and Adoption of the *Dura/Isiphala* Concept	Political support: Getting buy in at decision making levels.
2	Training of Trainers Workshop	Capacity building of *Dura/Isiphala* and Mentee Councils including Junior Councillors/youth.
3	Provincial Strategy meetings	*Dura/Isiphala* and Mentee Councils come up with action plan for roll-out.
4	Study Visits/Review meetings	Conducting study visits between *Dura/Isiphala* and Mentee Councils; Reviewing of Action Plans; Scorecards; and Monitoring and Evaluating progress.
5	Monitoring and Evaluation	Tracking. Administration of Scorecards and other M&E tools that can be used to measure change in the immediate, medium and long term.
6	Summit	Knowledge creation and dissemination of Best Practices and Case Studies.

Building the Capacity of the *Dura/Isiphala* Council

Figure 3.1 illustrates how the process will unfold. GLZ will induct the Gender Focal Persons, Chief Executive Officers, Town Clerks and Councillors from the *Dura/Isiphala* Councils. Following the 2018 Elections, some of these are new to the COE process. These Drivers of Change will support Mentee Councils that have gone through the ten stages to become COEs. The Councillors will use the training in their engagements with their political parties, community and bodies like ZILGA and WLGF to influence policy changes. Town Clerks and CEOs will popularise the concept in the various forums they are affiliated to.

Figure 3.2: Building capacity in the *Dura/Isiphala* Programme



Source: Gender Links

Figure 3.2 reflects the cascading effect of capacity building, from the *Dura/Isiphala* to the Mentee Councils; the CEO/Town Clerks forum; community; ZILGA; WLGF and political parties.

Relationship between a *Dura/Isiphala* Council and a Mentee Council



The *Dura/Isiphala* and Mentee Councils have all received training in gender mainstreaming through the Centres of Excellence Programme. They are however performing at different levels.

Through the *Dura/Isiphala* Model Councils were grouped by their characteristics i.e. Urban to Urban and Rural to Rural. It should be noted that both the *Dura/Isiphala* and Mentee Councils are Centres of Excellence Councils.

- The *Dura/Isiphala* Council will coordinate the activities with Mentee Councils that they are working with.
- The *Dura/Isiphala* Council will provide mentorship to the Mentee Council.
- Councils will rotate the *Dura/Isiphala* function from time to time as the project grows.

Role of the Mentee Council

- The Mentee Council will avail resources (information, human resources and financial resources) where applicable to support the programme.
- The Mentee Councils will co-host events like Study Visits.
- Participate at summits and showcase Best Practices.
- Mentee Councils need to constantly learn and improve structures in their Councils to enable them to be model *Dura/Isiphala* Councils.

Why are *Dura/Isiphala* and Mentee Councils important?



- They bring together communities and help them form new relationships and support networks.
- They strengthen each other's capabilities so that they become more effective in providing gender responsive service delivery to their communities.
- To enhance sustainability of gender mainstreamed programmes in Councils.
- They address the social, political, economic and technological challenges that are prevalent in their localities using the available resources and skills.

Resourcing *Dura/Isiphala* Councils

Table 3.1: Contributions to the *Dura/Isiphala* Programme

Item	Process	Principles
Financial resources	Gender Responsive Budget	Study visits
	In kind contributions	Quarterly meetings to review Action Plans
	In kind contributions	Summits
	In kind contributions	Inducting Junior Councillors into the COE process
Human Resources	Gender Focal Person; Gender Champion	Backstopping
Capacity building	Community	Councillors, Officials and Junior Councillors
Physical Space	Resource Library	Books and Materials
Virtual Space	Website page	Community of Practice

Table 3.1 summarises the contributions of *Dura/Isiphala* Councils and key partners to the Programme. The Programme has limited donor funding, as it is mainly catalytic in nature. The expectation is that *Dura/Isiphala* Councils will lead by example in crafting Gender Responsive Budgets (GRB). GLZ and Partners have raised limited resources for Study Visits; Quarterly Meetings with Mentee Councils; summits and inducting Junior Councillors into the COE process.

The *Dura/Isiphala* Councils will commit to providing a room or space within an existing room/library for storing/sharing written and audio-visual resources on gender and Local Government. In turn GLZ and Partners will provide the books and material to build these physical spaces.

The virtual space requires the *Dura/Isiphala* Councils to enhance visibility of the project on their website whilst GLZ will make use of its Community of Practice for access to virtual material, surveys and discussions. This will enhance the learning and sharing of information.

The human resource component is very important to the success of the Programme. GLZ will provide backstopping to all the 83 Local Authorities on a needs-based approach, while the Councils will provide the Gender Focal Person (GFP) as a resource person. In terms of capacity building the *Dura/Isiphala* Council will extend this to members of the community whilst GLZ and Partners will train Councillors, Officials and Junior Councillors.



Discuss :

- ✓ How do Councils institutionalise the *Dura/Isiphala* Programme?
- ✓ How will this Programme strengthen the Centres of Excellence programme?
- ✓ How will the *Dura/Isiphala* Councils relate with their Mentee Councils?
- ✓ How should Mentee Councils contribute towards the effective implementation of this Programme?
- ✓ What methods/strategies will *Dura/Isiphala* Councils employ to strengthen the Programme?

Conclusions

The *Dura/Isiphala* Programme is designed to strengthen gender responsive service delivery. Through this Programme Councils will come up with innovative solutions to deal with challenges affecting them in their localities. The *Dura/Isiphala* must continue upgrading itself to remain competitive and enable it to mentor other Councils. On the other hand, the Mentee Councils should work on strengthening systems and structures so that they can also become a model *Dura/Isiphala* Council.



Additional resources

Aro Valley Community Emergency Hub Guide (2017). Accessed at https://getprepared.nz/assets/Hub-Guides/Aro-Valley.pdf on 15 March 2019

Community Hubs How to set up, run and sustain a community hub to transform local service provision accessed at http://mycommunity.org.uk/wp-content/uploads/2016/10/Community-Hubs-FINAL.pdf on 14 March 2019

Chapter 4

Gender Responsive Planning



Residents in the City of Harare attend a Consultation Meeting. *Photo: City of Harare*

Gender Responsive Planning (GRP) is important if Councils are to provide gender responsive service delivery. One of the weaknesses of the COE Model is that Gender Action Plans have tended to exist outside mainstream planning. A key objective of the next phase is for the *Dura/Isiphala* Councils to lead by example in mainstreaming gender into planning, a pre-requisite for Gender Responsive Budgeting (GRB). In Zimbabwe, the Ministry of Local Government, Public Works and National Housing has made it mandatory for all Councils to submit gender sensitive budgets for them to be approved. The Chapter concerns Local Government planning and how Gender Action Plans can be integrated into the planning.

Integrated Results Based Management (IRBM) is a management approach, according to which Ministries, Departments and Agencies (MDAs) should focus on achieving specific objectives through strategic planning, systematic resource use, routine performance monitoring, and stringent reporting requirements. In addition to RBB, Zimbabwe's IRBM system includes integrated development planning, results-based personnel performance, results-based monitoring and evaluation, and results-based information management[6].

Figure 4.1: The Components of Integrated Results Based Management



There are two overarching objectives of IRBM. The first is to strengthen the relationship between the allocation of resources and the achievement of Policy goals. In other words, enhance value for money in public spending. The second is to shift the focus of the Public Administration away from its own internal inputs, processes and activities towards the outputs and outcomes that it is mandated to achieve. RBB applies these objectives to budget management.[7]

What is the planning system in Local Government in Zimbabwe?

Local Authorities in Zimbabwe are by law planning authorities. Jonga highlights that Local Governments in Zimbabwe are both political institutions that develop local development policies and further support development policies initiated and are being implemented by central government.[8] Zimbabwe runs a two-tier Local Government system: Rural and Urban Local Government which are created by Acts of Parliament. These include among others, the Rural District Councils; Urban Councils and Traditional Leaders. These Acts define the legal and functional relationships between and among the various actors in Local Government[9].

Planning is a continuous process that is done regularly through the Committee system (monthly for Urban Local Authorities and quarterly for Rural Local Authorities). At institutional level Local Authorities in Zimbabwe have the Council Integrated Performance Agreement (CIPA) which guide annual planning. The CIPA becomes the Town Clerk/Chief Executive Officer's Performance Agreement. This contract guides the management priorities of the Council for the budget year. The Contract is reviewed quarterly and annually.

Drawing from the CIPA, Departmental Integrated Performance Agreement (DIPA) are done for each Department for example Health, Housing, and Engineering drawing from the Council's budget.

6 Guideline for implementing programme based budgeting for Local Government. Ministry of Finance and Economic Development/Ministry of Local Government.
7 Ibid
8 Jonga. W (2014) Local Government System In Zimbabwe And Associated Challenges: Synthesis And Antithesis, Archives of Business Research Vol.2, No.1 pp80
9 Ibid

The DIPA also becomes the Performance Agreement for the Heads of Departments. There is however, an existing gap where the CIPA and DIPA are not cascaded to other low level Council employees' Performance Agreements. While the CIPA presents a platform for gender to be integrated into the CIPA and DIPA it is not compulsory for Councils to specifically include gender targets in these.

How can Gender Action Plans be integrated into these?



Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situation or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that where possible, greater equality and justice in gender relations are promoted.[10]



Goromonzi RDC employees reviewing their Gender Action Plan.
Photo: Tapiwa Zvaraya

Through the COE Programme, 83 Local Authorities have developed Gender Action Plans. Currently these Action Plans are sitting outside the Council Planning Frameworks. There is need to integrate the Gender Action Plans into the Council's Strategic Plan which feeds into the CIPAs and DIPAs. Local Authorities need to adopt a holistic approach to planning. The *Dura/Isiphala* Councils should lead the way in cross referencing their plans with established planning. This enhances ownership and sustainability of the Programme.



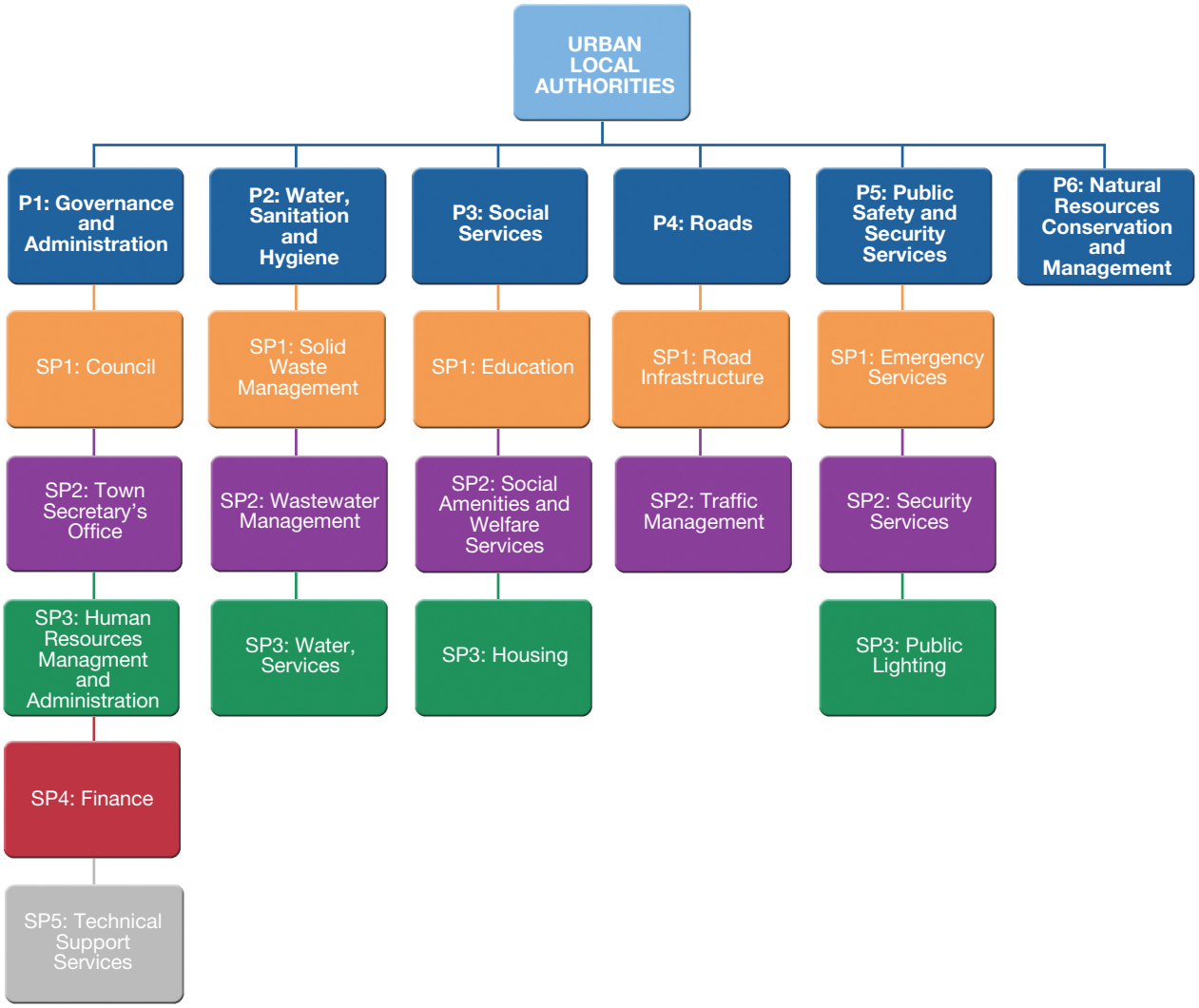
Table 4.1 has terms and definitions used in Strategic Planning and Programming in Local Government in Zimbabwe. Go through each and assess to what extent gender is reflected in these framing documents. How can gender mainstreaming be strengthened?

10 Source: UNICEF, UNFPA, UNDP, UN Women. "Gender Equality, UN Coherence and You".

Table 4.1 Terms and Definitions used in Strategic Planning		
Term	**Definition**	**Is gender reflected in these documents for your Council?**
Mission	A brief statement describing an organisation's essential purpose and mandate.	
Vision	An expression of the goals that the organisation wishes to achieve or the conditions it wishes to bring about.	
Key Result Area (KRA)	The main priority area which the Ministry is responsible for to ensure adequate and appropriate service delivery. Typically, a Ministry would have three to four KRA's.	
Goal	A broad statement identifying the long-term (5 years +) accomplishments that contribute to achieving the vision and mission of the Ministry.	
Strategic Objective	The medium-term (3-5 years) broad strategic area that a Programme wishes to accomplish and that contributes to achieving the Ministry's goals and KRAs.	
Programme	A Programme is a group of independent, but closely related, functions of the MDA designed to achieve its mandate. These functions should all contribute to a common Programme strategic objective.	
Sub-Programme	A Sub-Programme is a group of independent, but closely related, services within a Programme that contribute to a common set of outcomes.	
Services (Activities/Projects)	Services are the main activities (current expenditure) and projects (capital expenditure) that are provided by the Sub-Programmes. Activities/projects take inputs (e.g. staff, transport, equipment) and translate them into physical outputs (e.g. immunisations administered, clinics built).	

Figure 4.1 is a Programme Structure for Urban Local Authorities. Gender is integral to all these functions. Go through each one and identify in what way gender is or should be part of every one of these functions.

Figure 4.2: Programme Structure for Urban Local Authorities



Cross referencing Gender Action Plans with Councils Plans

There have been several iterations and additions to the COE Gender Action Plans over time. All Gender Action Plans were updated in 2016 in line with the Post 2015 SADC Gender Action Plan. Many Councils have developed flagship GBV Action Plans. As part of the SADC Gender Protocol #VoiceandChoice Campaign, Councils have expanded their SRHR Action Plans and adopted topical campaigns affecting their communities, such as child marriages, teenage pregnancies and others. How can these be cross referenced with existing Council Plans? If there are gaps, how can these be addressed?

Table 4.2: Conducting a Gender Audit of Council Planning		
Gender Action Plan provisions	**Where referenced in Council Action Plan**	**Where this needs to be added to the Council Action Plan**
Post 2015 Gender Action Plan (2016)		
Flagship GBV Action Plan (2017)		
Expanded SRHR Action Plan (2018/ 2019)		



Find your Council Gender and GBV Action Plans. These can also be located on your COE page on the GL website:
http://genderlinks.org.za/what-we-do/governance/centres-of-excellence-for-gender-mainstreaming/zimbabwe/
Add a column to each of these Plans and make notes on where these provisions can be found in Council plans. If they are not reflected please make a note on action to be taken to ensure that the Council Gender Plans are not "left behind." Below is the Gender Checklist for Local Government used by GLZ in developing the Gender Action Plans. It is also the basis of the Gender in Local Government Scorecard used each year to assess Council performance. Use the checklist to do an audit of all Council Policies, Plans, Programmes and Action Plans to ensure that gender is fully incorporated in all areas of work. *Dura/Isiphala* Councils will be expected to support Mentee Councils in conducting a similar exercise.



GLZ GENDER CHECKLIST FOR LOCAL GOVERNMENT

I. GENDER POLICY AND ACTION PLAN, COMMUNICATIONS AND VISIBILITY

National, Regional and International Commitments

✓ Is the Council aware of existing national, regional, international commitments to gender e.g. Constitution; Equality Act; Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW); IULA Worldwide Declaration on Women in Local Government; the Southern African Development Community Declaration on Gender and Development and how it relates to their work?

Policy formulation process

✓ What is the Policy Formulation process in the Council?
✓ Were both women and men consulted and did they participate in the Policy Formulation process?
✓ If so which specific categories of men and women were targeted (urban, rural, young, old etc).

Strategic planning

- ✓ Is there a gender audit of the community being served?
- ✓ If a baseline study is to be conducted, do the Terms of Reference specify that data should be disaggregated by gender?
- ✓ Are women and men consulted in the drawing up of Plans?
- ✓ Does the municipality ensure that targeted gender planning and service delivery take place?
- ✓ Is there a common agreement on how gender is to be defined and used in the Plan?
- ✓ Do the strategic objectives of the municipality explicitly mention gender?
- ✓ Has information been collected from women about their constraints, opportunities, incentives and needs?
- ✓ Are gender indicators included in the Plan?
- ✓ Are all units and departments required to include gender equity considerations in their Business Plans?
- ✓ Is data on client satisfaction disaggregated by sex?

Gender Policy

- ✓ Does the organisation have a gender Policy? If so, to what extent are the above commitments reflected in the Policy?
- ✓ Is the gender Policy an integral part of organisation's policy or is it a stand-alone?
- ✓ Is gender reflected in key policy documents such as mission, vision etc?

Profile

- ✓ Is there a designated Gender Champion or Champions in the Council?
- ✓ Do political structures (Council), office bearers (mayor) and municipal staff members (municipal manager) regularly make public statements in favour of gender equality?
- ✓ Do policy documents, public communication and by laws of the municipality reflect gender sensitive language?

II. GOVERNANCE

Representation

- ✓ What percentage of eligible women and men registered as voters?
- ✓ What percentage of all candidates in the most recent elections who were women (ward and PR seats).
- ✓ What percentage of seats do women hold in Council?
- ✓ What percentage of ward and PR seats are held by women in Council?
- ✓ What proportion of women are there in top leadership positions (Mayor, Deputy Mayor, Chairperson, Executive Committees where these exist)?
- ✓ What percentage of women chair Municipal Portfolio Committees?
- ✓ What percentage of women chair Portfolio Committees that are traditionally regarded as being of greater concern to women (e.g. health, welfare) as opposed to more mainstream Committees (e.g. Management, Finance)?

Participation

- ✓ What proportion of interventions are made by women in meetings?
- ✓ What proportion of these are made by women in top positions (e.g. Mayor, Deputy Mayor, Speaker, Chairperson), women in opposition and women from the ruling party?
- ✓ To what extent do women influence decisions? Do they merely make suggestions; are they able to influence decisions; do they have the power to veto decisions?
- ✓ To what extent do women participate effectively in meetings?
- ✓ What measures have been taken to encourage more active participation by women Councillors?

Public participation

- ✓ Does the Council have a detailed profile of the community, with relevant figures such as employment and income disaggregated by race and gender?
- ✓ What percentage of women and men are there in Ward Councils? Is the 50% provision of women in the Municipal Struc-tures Act being observed?
- ✓ What percentage of women and men are there in leadership positions in Ward Councils?
- ✓ Has the municipality adopted targeted community participation strategies to facilitate the involvement of marginalised groups, especially women, in community decision-making?
- ✓ To what extent do women and men participate in public meetings and events organised by the Council?
- ✓ In organising community meetings, does the Council ensure that the meeting venue is accessible, and that transport is provided to protect the safety of women?
- ✓ Does the Council organise meetings and events that have a specific focus on promoting gender equality?

III. WORK PLACE POLICY AND PRACTICE

CATEGORY	No of women	%	No of men	%
Top Management				
Senior Management				
Professional				
Secretarial/Clerical				

- ✓ How many women and men are currently employed in each job and grade?
- ✓ Does the pattern of male and female employment indicate there are areas of 'women's work' and of 'men's work'?
- ✓ Why do divisions exist, if they do? Is it because of the work involved? Is it because of tradition? Is it because of low pay?



Selection, Recruitment

ISSUE	GENDER QUESTIONS
Policy	Is there an Affirmative Action Policy in line with the Employment Equity Act? What does it say with regard to gender?
Recruitment	How are jobs advertised? What efforts are made to encourage women to apply? Are data banks of possible women applicants kept?
Selection	Are interview panels gender balanced? What kind of questions is asked?
Job description/per agreement	Is the responsibility for promoting gender equality in all policies, Programmes and projects written into these documents?
Qualifications	What relevant qualifications are held by women and men in each job and grade? Are those with equal qualifications in the same grade? And could it be established that women with equal qualifications are in proportionately lower graded jobs than me? What is the organisation doing to encourage women to upgrade qualifications? What does the organisation do to encourage people to upgrade their qualifications? Why are there differences? Is it because of assumptions about women not wanting to take responsibility, or because she might leave to have a family etc?

Career pathing

ISSUE	GENDER QUESTIONS
Age	What is the age distribution of women and men in each job and grade? Are the ages of personnel related to the numbers of years and experience of staff? Why are there age differentials? Is it because men are promoted at a younger age than women?
Training and development	What special efforts are made to provide training for women to bridge the gender gap? Is gender training provided, and if so, in what form? How many women and men attend training courses at your expense or at their expense? Are these courses relevant to their work and will they add value to the work of the organisation? What grades are the trainees? Is there a difference between the numbers of women and men who attend courses? If so, does this mean that training needs of one or the other is not being attended to? If there is a difference in the attendance of women and men, why is this the case? Do courses meet the needs of women as opposed to men?
Promotion	How many women and men apply for promotion? How many women and men are in the potential pool? What are the success rates for each sex? Do women and men apply for promotion is the same numbers? What does the organisation do to encourage people and women to apply for promotion? What are the criteria for selection? Why are there differences? Is it cultural? Is it perceptions? Is gender a consideration in promotion?

Full time versus part time work	How many women and men work part-time? In what jobs and grades are part-timers? For Councillors, does the part-time nature of the work and remuneration, restrict who applies to become a candidate? Do part-timers feature more often in the lowest grades? What steps does the organisation take to ensure that part-timers are not discriminated against in terms of benefits? If there is a difference in the grades, why is this case?
Length of service	How long have women and men spent in each grade? Is there a difference? Where are women located in terms of age and grade? Does this indicate difference in the pattern of women and men's careers? Where are women located in terms of age and grade? Why is there a difference, and can we find instances of discrimination?

Working conditions and environment

ISSUE	GENDER QUESTIONS
Conditions of service	Are benefits for male and female employees equal? Are maternity and paternity leave provided for?
Sexual harassment	Is there a Sexual Harassment Policy? Has it ever been tested? What was the response?
Working and physical environment	Are employees required to work at night? What security provisions are made? Is there provision for flexi time? Does the job involve a significant amount of travel? Are there childcare facilities/provisions? Is there a policy on sexual harassment? Is the use of sexist language banned?

IV. LOCAL ECONOMIC DEVELOPMENT

The economy and job creation

- ✓ Does Council's Local Economic Development (LED) Programme target women entrepreneurs as key beneficiaries?
- ✓ What percentage of women and men are employed by the Council and in what job categories?
- ✓ What percentage of women and men benefit from the roll out of informal trading facilities throughout the locality?
- ✓ What percentage of women and men benefit from growth in the tourism industry?

Procurement

- ✓ Do Procurement Policies set points for gender for contracts allocated by the Municipality?
- ✓ What proportion of contract value is given to firms with at least thirty percent women ownership and who employ at least 30% women?
- ✓ Have targets been set for increasing the number and value of contracts received by women, taking account of race and other forms of diversity?
- ✓ Do special Programmes take into account and address additional barriers to women accessing contracts?

Care work

- ✓ Does the Council recognise and support care work, for example those providing care for People Living with HIV and AIDS; the elderly; terminally ill; educare and child care.
- ✓ Has there been an assessment of the need for child care facilities in your municipality?
- ✓ Is the municipality involved in providing such services? If not, why not?
- ✓ Are these services affordable to working class women?

V. INFRASTRUCTURE AND SOCIAL DEVELOPMENT

Land

- ✓ Is the Council is responsible for allocating land?
- ✓ Does the Council keep sex disaggregated data on land?
- ✓ Do women and men benefit equally from land policy/ allocation?

Housing

- ✓ Do housing Policies ensure access on equal terms for women without partners?
- ✓ What proportion of women/men own houses?
- ✓ How many hostel units converted to family units?
- ✓ What are the conditions for women in male only hostels?
- ✓ Is there gender disaggregated data on title deeds?
- ✓ Is there gender disaggregated data on upgrading of informal settlements?

Roads and transport

- ✓ What ratio of drivers licenses are issued to women relative to men?
- ✓ Does the Municipality monitor the usage pattern of public transport by men and women?
- ✓ Is the Council responsible for roads and any other transport infrastructure?
- ✓ If yes, how have the needs of women, men, boys and girls been taken into consideration in the provision of infrastructure?
- ✓ Is the Council responsible for transport services?
- ✓ If yes, how have the needs of women, men, boys and girls been taken into consideration in the provision of transport services?

Social development

- ✓ What proportion of the budget is allocated to sports and recreation facilities that are used primarily by men versus those used by women?
- ✓ What programmes exist to challenge gender stereotypes in sports?
- ✓ Is there gender, age disaggregated data on use of existing facilities, e.g. retirement centres, community centres, libraries?
- ✓ What percentage of women/men, boys/girls participate in campaigns on scientific and technological awareness?



VI. ENDING VIOLENCE, EMPOWERING WOMEN

Extent

- ✓ What is the extent of violence against women and children in your community? For example, are there statistics on rape, domestic violence, and abuse of children available to you as a public representative?

Prevention

- ✓ Is the Municipality safe for women and children?
- ✓ Can women walk around safely at any time of day or night?
- ✓ Is there safe public transport for women and children?
- ✓ Is there street lighting?
- ✓ Does the Council initiate/participate in high profile campaigns against gender violence?
- ✓ What has the Council done to ensure that men become involved in campaigns against violence?
- ✓ Does the Council participate in campaigns to raise awareness on gender- based violence (GBV), such as the Sixteen Days of Activism?
- ✓ If yes, please describe the campaigns the Council has been involved in, and the impact these have had.

Response

- ✓ Is there a good working relationship with the Police in the neighbourhood?
- ✓ Is there a Community Policing Forum, and if so, does it take issues of violence against women and children seriously?
- ✓ Are women adequately represented on this forum?
- ✓ How does the Council ensure that cases of GBV are effectively addressed?

Support and empowerment

- ✓ Is there a Shelter where abused women and children can be protected from further violence? Does the Council contribute to the costs of running such a shelter?
- ✓ What victim empowerment and prevention programmes exist?
- ✓ Has your Council been involved in the Sunrise Campaign, GL Ending Violence, Empowering Women Project?
- ✓ If yes, how many women have been supported or are being supported through this Programme?
- ✓ If yes, how have you supported the programme? How can this be improved?
- ✓ Does the Council support Programmes to rehabilitate offenders?

VI. PUBLIC HEALTH, SRHR, HIV AND AIDS

Public Health

- ✓ Is the Council responsible for provision of health care?
- ✓ If yes, number of clinics or mobile clinics that the Council is responsible for
- ✓ If yes, how is gender taken into account in the provision of primary health care?
- ✓ What is the average distance to the nearest health facility?
- ✓ What is the average number of visits to a primary health care facility per person per year disaggregated by gender?



Water and sanitation

- ✓ Women, men, PWD, and youth are involved in the planning, management and maintenance of water and sanitation
- ✓ No of Water and Sanitation Committees.
- ✓ No of people on Water/Sanitation Committees.
- ✓ No of women on these Committees.
- ✓ No of women chairing Water and Sanitation Committees.
- ✓ % women chairing these Committees.

SRHR

Primary health, maternal and infant mortality

- ✓ Is the Council responsible for provision of health care?
- ✓ If yes, number of clinics or mobile clinics that the Council is responsible for
- ✓ If yes, how is gender taken into account in the provision of primary health care
- ✓ Is the Council involved in family planning campaigns?
- ✓ What is the average maternal mortality ratio per 100 000 per annum?
- ✓ Has the Council taken measures to reduce maternal mortality?
- ✓ What is the prevalence of underweight under five year old boys and girls per 100 000?
- ✓ What is the infant mortality rate of boys and girls per 100 000?
- ✓ What is the use of contraceptives among women and men?
- ✓ What is the number of monthly pap smears; percentage adequate pap smears.

#VoiceandChoice Campaigns

- ✓ Has the Council strengthened the Sexual and Reproductive Health and Rights (SRHR) component of its Gender Action Plan as part of the #VoiceandChoice Campaign?
- ✓ If yes, when did this happen and what have been the main outcomes?
- ✓ Please describe these campaigns including involvement by women, men, PWD, and youth.
- ✓ Are SRHR facilities accessible to young people, especially young women, and PWD?
- ✓ If yes, what has been done to make the facilities more accessible to these groups?
- ✓ If yes, what measures have been taken? For example what is the average distance from each citizen to the nearest clinic/hospital? Are all women easily able to access health facilities for giving birth?
- ✓ Does the Council encourage or support Comprehensive Sexual Education (CSE) in schools?
- ✓ Is the Council involved in initiatives to reduce teenage pregnancy?
- ✓ If yes, please describe these actions.
- ✓ Is the Council involved in initiatives to reduce unsafe abortion?
- ✓ If yes, please describe these actions.

HIV/AIDS

- ✓ What is the proportion of women and men who go for VTC?
- ✓ To the extent there are gender gaps, what efforts have been made to redress these?
- ✓ What percentage of women and men availing themselves of condoms?
- ✓ What is the percentage availability of female condoms at clinics?
- ✓ What is the availability of PEP at all health facilities and information campaigns surrounding this?
- ✓ What percentage of women and men benefit from ARV roll out?
- ✓ What support is there for care givers?
- ✓ Has the Council assisted in establishing support groups?

VIII. CLIMATE CHANGE AND SUSTAINABLE DEVELOPMENT

- ✓ How is the Council affected by climate change? What are the gender dimensions?
- ✓ Is the Council involved in mitigation of/ adaptation to climate change? Are women and men consulted equally in these initiatives?
- ✓ Are women consulted in the management of waste?
- ✓ Do they benefit from employment and business opportunities in this sector?
- ✓ Are women expected to contribute voluntarily to environmental health management?
- ✓ What efforts are made to involve men in such community initiatives?
- ✓ Is the Council involved in reforestation? Are women and men equally involved in these initiatives?
- ✓ What efforts is the Council making to reduce its carbon footprint introduce green energy? Are women and men equally involved in these initiatives?

IX. GENDER MANAGEMENT SYSTEM

Gender Structure/Focal Point

- ✓ Is there a Gender Structure/Unit/Focal Point?
- ✓ At what level is the Gender Focal Point employed?
- ✓ What access to/influence on decision makers, does the Gender Focal Point have?
- ✓ What other responsibilities does the Gender Focal Point have?
- ✓ Has the GFP received gender training?
- ✓ Does the GFP have clear Terms of Reference?
- ✓ Is gender part of the GFP Job Description or is it an add on?
- ✓ How does the Gender Structure/Focal Point ensure the engagement of the whole organisation on gender issues?

Analytical capacity

- ✓ Who in the organisation has received gender training?
- ✓ Who provided the training?
- ✓ What impact did it have?
- ✓ What plans are there for ensuring that all levels of the organisation receive gender training?

Links with Civil Society

- ✓ Are gender NGOs/CBOs represented on Ward Committees?
- ✓ Are gender NGOs/CBOs represented in gender structures created by the Council?
- ✓ Are these consulted in Policy Formulation?
- ✓ Are there mechanisms for ensuring regular networking with gender NGOs/CBOs?

Monitoring and Evaluation

- ✓ Are service/employment/procurement statistics disaggregated by gender?
- ✓ Do Key Performance Indicators (KPI's) enable the Municipality to assess how service delivery impacts on women and men from different backgrounds in the community?
- ✓ Are Managers made fully aware of their responsibility with regard to gender mainstreaming? Is this built into Performance Agreements?
- ✓ Are questions regarding performance on gender targets raised constantly by the leadership?

Capacity building

Gender

- ✓ Does the Council organise diversity training and gender sensitivity training for all Councillors and Employees?

✓ Do Councillors and Programme Staff with specific line responsibilities receive gender analysis training?

Skills

✓ Do women and men have the skills to participate fully?
✓ If not how are these gaps being addressed through such training as: literacy; numeracy; language; computer skills; access to information; public speaking; negotiation; mediation; facilitation skills?

Attitudinal

✓ To the extent that women Councillors lack confidence to participate in Policy Formulation debates, how is this being addressed?
✓ To the extent that male Councillors and Municipal Officers may not be open to contributions by women how is this being addressed?



X. GENDER RESPONSIVE BUDGETING

✓ Is there a specific budget for promoting gender equality?
✓ Is there a specific budget for promoting employment equity?
✓ What percentage of total expenditure is devoted to municipal services prioritised by women?
✓ How does the Council ensure that all expenditure benefits women and men equally?

Gender in Job Descriptions and Performance Agreements

In Zimbabwe, the Ministry of Local Government Public Works and National Housing (MLGPWNH) has issued a directive to the effect that the Job Descriptions of Town Clerks (TCs) and Chief Executive Officers (CEOs) should have gender key result areas. These must draw from the existing Council Gender Action Plan.

Discuss:



While the Job Descriptions of TCs and CEOs spell out the need for gender deliverables, these are visibly missing in Heads of Departments (HoDs) and Gender Focal Persons (GFPs) contractual obligations. What can be done to address this?

Conclusions

The shift to Integrated Results Based Management in Government and specifically Local Government planning opens many opportunities for gender mainstreaming. Across the globe there is pressure for public entities to demonstrate value for money through strategic choice of programme areas, activity-based planning and budgeting that enhances accountability, transparency and delivery. This more transparent approach, coupled with citizen engagement and involvement, helps to cast the spotlight on what is planned, for whom, why and with what results. With the right tools and understanding of processes, the challenge for gender drivers of change in Councils is to ensure that Gender Policies and Action Plans are infused in all Council processes, so that while they "stand alone" on paper, they do not stand alone in practise!



Additional resources

Guideline for implementing programme based budgeting for Local Government: Ministry of Finance and Economic Development/Ministry of Local Government.

Zimbabwe COE Local Government Training Manual: http://genderlinks.org.za/wp-content/uploads/2017/08/LG-COE-MANUAL-lr.pdf

SADC Protocol@Work case studies: http://genderlinks.org.za/what-we-do/sadc-gender-protocol/protocol-work/ Select Zimbabwe/theme.

Chapter 5

Gender Responsive Budgeting



Value for money: Negotiating a good deal at the Gweru Municipal Market. *Photo: Colleen Lowe Morna*

Budgeting is the flip side of the coin to planning. A budget drawn up without planning is bound to be wasteful. Budgets must reflect priorities. To be effective, they must be detailed down to activity level. Integrated results-based management favours detailed budgeting. This in turn favours Gender Responsive Budgeting (GRB). This Chapter concerns the shift to performance-based budgeting in Local Authorities in Zimbabwe. The Chapter provides tools for analysing budgets from a gender perspective to enhance GRB, which forms part of the annual Gender in Local Government Scorecard. *Dura/Isiphala* Councils are expected to perfect GRB in their practise, and provide guidance for Mentee Councils. GRB is one of the most telling indicators of Gender Mainstreaming. In short, it reflects whether or not COE's are putting their money where their mouth is!

Budgeting in Local Government

A Local Government Budget is the detailed plan of how a Local Authority plans to spend funds in line with its objectives, needs and priorities. Local Governments have discretionary planning and budgeting powers.[11] A Local Government also details sources of revenue.

Shifting to a Programme-based budget requires altering the culture of budgeting from one driven almost exclusively by the Finance Department to one in which there is much greater involvement from Divisional Heads, while still maintaining appropriate budgetary controls.



Each Local Authority (LA) is required to have a Budget Committee comprising the Finance Director, Human Resource Director, as well as all Programme and Sub-Programme Managers. The Budget Committee is responsible for:

- ✓ Preparing and submitting the LA's Budget Proposal, which should include both financial and nonfinancial performance indicators and targets.
- ✓ Computing a comprehensive estimate of available financial resources, including the projected revenue collection as well as funds received from central Government and/or donor support.
- ✓ Proposing how these revenues will be allocated across programmes and sub-programmes and what shares will be devoted to current and capital expenditures.
- ✓ Concurring on a set of performance indicators and targets based on the available resources.
- ✓ Prepare the budget proposal.
- ✓ Submitting the Budget to Accounting Officer for approval.

Once approved by the Town Clerk, the budget goes through any public participation processes that are required by law. Participatory budgeting is done annually in the last quarter of the year. It is important for Councils to ensure that women and men contribute towards the budgeting process. The revised proposal is then presented to the Council for debate and adoption. The Budget Committee then finalises the budget proposal and accompanying performance targets.

Gender Responsive Budgeting

Gender Responsive Budgeting (GRB) brings together two issues that are not commonly associated with one another: gender equality and public financial management. GRB argues that gender equality principles should be incorporated into all stages of the budget process. GRB initiatives seek to improve the results of budgets in general, and gender equality and women's empowerment in particular. They focus on key economic and social matters that are often overlooked or obscured in conventional budget and policy analysis, and decision making (Sharp & Elson, 2012)[12].

11 Local Government Budget Committee (unknown). General Guide to the Local Government Budget Process for District & LLG Councillors, NGOs, CBOs & Civil Society Accessed at https://www.lgfc.go.ug/?q=download/file/fid/166 on 15 March 2019

12 https://gsdrc.org/professional-dev/gender-responsive-budgeting/ accessed on 10 May 2019

One of the goals of IRBM reforms is to improve service delivery, leading to effective resource allocation. GRB is a tool for integrating social dimensions, based on gender relevance, into the planning and budgeting process. GRB goes hand-in-hand with IRBM reforms. It can strengthen the objectives of IRBM reforms and help improve economic governance and financial management. In particular:

- IRBM systems should ensure operational efficiency, in the sense of achieving maximum value for money in the delivery of services. This can only be done if funds are allocated to the real priorities of a society, which gender analysis of budget programmes can help reveal.
- The IRBM system should ensure that public resources are allocated to agreed strategic priorities, and achieving gender equality is a strategic priority of most countries.
- Finally, the IRBM system should be transparent, with information publicly accessible, and should involve democratic checks and balances to ensure accountability. GRB advocates transparency and it provides a space for Government to work with Civil Society to enhance development impact, democratic governance and transparency.

GRB Tip Sheet[13]:

- ***Analysis of whether budget programmes are gender responsive (GRB analysis)***. Such analysis can provide significant feedback to Government and Non-Government Actors on whether the Programme is meeting the needs of different groups of women and men, and different social groups. GRB analysis is an important Public Financial Management Tool that helps determine how and to what extent State Policy affects different groups of men and women, as service users and taxpayers. GRB analysis does not just examine the situation of men and women: it also uses other social categories, such as age, socio-economic background, location, educational level and others, if relevant and if data is available. It therefore provides important insights to inform decisions on financial issues and the effective use of public resources.
- ***Making changes to Programmes and Budgets***, based on the results of GRB analysis, to make them more gender responsive.
- ***Integrating GRB systematically in Planning and Budgeting processes*** - examples include introducing gender-related strategic objectives into Policies and Budgets, establishing requirements for gender analysis of budget programmes, including gender indicators in budget requests, and providing statements of impact of budget funds on gender equality. This step involves institutionalising GRB to ensure that the different needs of social groups, men and women are continuously taken into account in the budget process.



GRB brings much-needed analytical tools to the new IRBM, contributing to:

- ***Better data collection:*** the requirement for sex-disaggregated data and gender analysis of budget programmes can significantly contribute to the ongoing collection of data about budget programmes and their results.
- ***Improved indicators for budget programmes:*** GRB work usually contributes to better performance indicators and understanding of programme results, and by intro-

13 Ibid

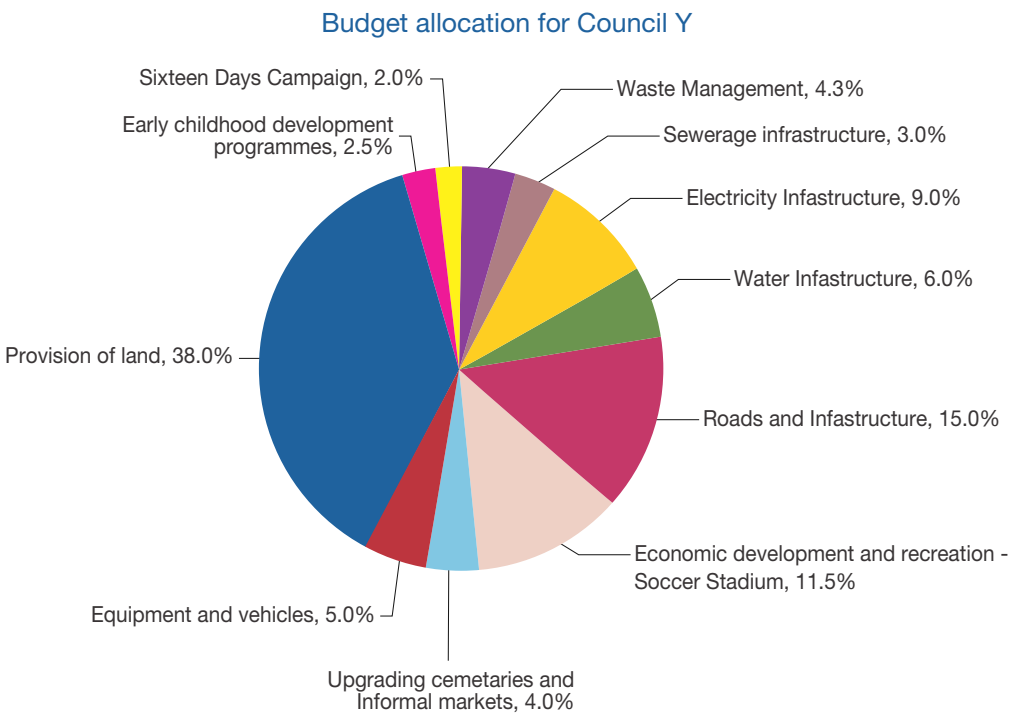
ducing gender indicators enables the monitoring of budget programmes' impact on men and women and different social groups.

- ***Improved efficiency***, by ensuring expenditure benefits those who need it most (as assessed in gender budget analysis).
- ***Improved monitoring*** of the achievement of political goals, namely those ensuring gender equality.
- ***Improved budgetary decision-making*** processes, by engaging a wider range of society's interests and improving their capacity for budgeting and policymaking. Gender-sensitive budget circulars issued by the Ministry of Finance to Agencies and Departments are important for aligning budgetary decision-making with Policies.

When carrying out IRBM reforms, the following can be done to support GRB:

- Including the requirement for ***sex-disaggregated data*** in all budget and reporting documents.
- Preparing specific ***gender indicators*** to capture the implications of policies on relevant gender equality gaps and issues (such as care work, and the unpaid economy).
- Preparing ***strategic reports*** about objectives, Policies and Indicators to measure performance and results in gender equality. Initially it will be a challenge to include gender in performance reporting, but over the years a systematic build-up of experience and knowledge should lead to continuous improvements.
- Including ***women's organisations*** in particular, and civil society in general, in budget discussions and hearings.

Read the budget of Council Y and answer the questions that follow:



The overall budget of Council Y is $1 million. The following are some highlights:

- Spending on roads and infrastructure have increased by 45% to $ 150 000 (15% of the budget). Most of this budget will be used to repair potholes on main roads in the town.
- Spending on economic development has increased by 30% to $ 155 000 (15.5% % of the budget) with 74% ($ 115 000) of this budget going towards building a new soccer stadium.
- The balance of the economic development and recreation budget ($40 000) will be spent on upgrading cemeteries and informal markets.
- Water infrastructure received 6% of the budget ($ 60 000)
- Sewerage and waste management received $30 000 and $40 000 (3% and 4 %) of the budget respectively.
- The Council has increased spending on electricity by 9% of the budget ($90 000) being spent on this utility.
- The Council has just introduced an Early Childhood Development Programme, which will receive 2.5% of the budget ($25,000).
- The biggest proportion of the budget (38%) will be spent on provision of land. The Council has no Policy regulating how the distribution of residential and business land will take place.
- The Council will participate in the annual Sixteen Days of No Violence against Women Campaign. This project will receive $20 000 or 2% of the Budget.

Questions:

1. Is the above budget a gender friendly budget? Why or why not? Use the table below to indicate whether women or men benefit more or less (or equally) from the various budget allocations.
2. What do you understand by gender specific budget lines versus mainstreaming gender considerations in the whole budget?
3. Using the budget lines in the table below, re allocate the existing resources in a way that you feel would be more beneficial to advancing gender equality.
4. Which of these expenditures would you regard as gender specific, and which as mainstream?
5. What information would you need on the gender mainstream expenditures to determine if they are gender responsive (i.e. serve the needs of women and men equally, or serve to close a gender gap, if there is one)?



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

Budget Line	Amount	%	Reallocation	Gender specific	Mainstream
Waste Management	40,000.00	4.3%			
Sewerage Infrastructure	30,000.00	3.0%			
Electricity Infrastructure	90,000.00	9.0%			
Water Infrastructure	60,000.00	6.0%			
Roads and Infrastructure	150,000.00	15.0%			
Economic development and recreation - Soccer Stadium	115,000.00	11.5%			
Upgrading cemeteries and informal markets	40,000.00	4.0%			
Equipment and vehicles	50,000.00	5.0%			
Provision of land	380,000.00	38.0%			
Early childhood development programmes	25,000.00	2.5%			
Sixteen Days campaign	20,000.00	2.0%			
TOTAL	**1,000,000.00**	100%			



Sex-disaggregated data is data that is cross-classified by sex, presenting information separately for men and women, boys and girls. Sex-disaggregated data reflect roles, real situations, general conditions of women and men, girls and boys in every aspect of society. For instance, the literacy rate, education levels, business ownership, employment, wage differences, dependants, house and land ownership, loans and credit, debts, etc. When data is not disaggregated by sex, it is more difficult to identify real and potential inequalities. Sex-disaggregated data is necessary for effective gender analysis[14].



The central plank of gender budgeting is that because of the different locations of men and women in society and in the economy, no budget line is neutral. To take the latter example, by obtaining gender disaggregated data on such issues as land tenure, credit, and agricultural extension, a picture emerges as to whether or not a budget line item on agriculture is actually addressing gender disparities in this sector; and by so doing contributing to the empowerment of women.

Gender budgeting involves both an analysis of allocations between sectors (such as defence versus social allocations) and within sectors to determine their impact. A commonly used model

14 Source: UNICEF, UNFPA, UNDP, UN Women. "Gender Equality, UN Coherence and You"; UNESCO (2003) Gender Mainstreaming Implementation Framework

for distinguishing between types of gender expenditure is that developed by the Australian economist Rhonda Sharp, who has played a leading role in gender budget initiatives in Australia, where the concept originated. Sharp distinguishes between:

- ***Expenditure for the processes around gender mainstreaming;*** usually less than 1% of the budget.
- ***Employment-related expenditure:*** Average earnings of women and men in the organisation is a good indicator of the gender gap as this encapsulates the different levels of women and men within the organisation.
- ***Gender specific project expenditure:*** This is the proportion of the budget (NOT the proportion of the number of projects!!) that goes to gender specific projects (usually 10 to 20%).
- ***Finding gender in mainstream budget expenditure:*** This is the biggest portion of the budget, and the trickiest area to assess gender impact. This can only be achieved by linking mainstream activities to beneficiary data and analysis. Such analysis shows the extent to which women and men benefit equally from all activities, and if not, why not.

Goromonzi Rural District Council lighting up to prevent GBV

The Street Lighting Project was initiated to prevent gender-based violence. The Council is responsible for providing lighting as mandated by the Councils Act. The project set out to reduce risk factors and enhance safety and security from a gender perspective. Women and young girls report lower levels of violence in areas with street lights. The street lighting contributes to a positive sense of safety and security. The Goromonzi Rural District Council partnered with Econet Wireless Private to use its existing base stations for installation of floodlights. Econet will pay half the cost of base station levies. The Council will expand the project by delivering solar street lighting in its other areas. This is an example of a mainstream project that enhances gender equality. What is needed is a short Gender Responsive Budget analysis to go with this line item, showing its gendered impact.



Goromonzi Rural District Council street lights. *Photo: Gender Links*

Table 5.1: Gender Responsive Budgeting Framework									
Area	Amount in local currency	Amount in US dollars	Resources allocated for the processes around gender mainsteaming (A)	Resources to promote employment equity (B)	Resources allocated for gender specific programming (C)	Resources allocated to gender responsive mainstream activities (D)	No of women who benefit	No of men who benefit	GRB explanatory notes
Gender Policy and Action Plan, Communications and Visibility (1)									
Governance (2)									
Work Place Policy and Practice (3)									
Local Economic Development (4)									
Infrastructure and Social Development (5)									
Public Health, SRHR, HIV and AIDS (6)									
Ending Violence, Empowering Women (7)									
Sunrise Campaign (&A)									
Climate Change and Sustainable Development (9)									
Gender Management System (10)									
Total (11)			**TOTAL (A)**	**TOTAL (B)**	**TOTAL (C)**	**TOTAL (D)**			
Total GRB (12)			A + B + C + D = $**(E)**						
Total Budget (13)			$**(F)**						
%GRB			**E / F%**						





Table 5.1 is found in the Gender and Local Government Scorecard. Councils are asked to analyse their budgets with respect to the different areas of the Scorecard. They are then requested to map these amounts to the four categories in Rhonda Sharp's Model. Provision is made for recording sex disaggregated data on beneficiaries where applicable to determine if the expenditure is gender responsive. Grey shading means no figure needs to be recorded. The following are notes to guide the exercise:

1. Gender Policy and Action Plan, Communications and Visibility - this is a gender specific budget line; beneficiary data not required.
2. Governance - there may be gender specific allocations, eg a 50/50 campaign, as well as gender mainstream, eg gender balanced public participation. Provision is made for both.
3. Work Place Policy and Practice-specific expenditure for promoting gender balance in the work place can be recorded under resources to promote employment equity. If the average earnings of women (=total salaries of women per month/no of women) and of men (=total salaries of women per month/no of women) this can be deemed to be gender responsive.
4. Local Economic Development: If there are specific amounts for promoting gender equality, e.g. SMME training for women, these can be recorded as such. Most of the expenditure will be in the mainstream category. This can only be deemed gender responsive if women and men are benefitting equally (and if different this is justified on grounds of closing the gender gap.
5. Infrastructure and Social Development: If there are specific amounts for promoting gender equality, eg SMME training for women, these can be recorded as such. Most of the expenditure will be in the mainstream category. This can only be deemed gender responsive if women and men are benefitting equally (and if different this is justified on grounds of closing the gender gap.
6. Public Health, SRHR, HIV and AIDS: Gender specific.
7. Ending Violence, Empowering Women: Gender specific.
8. Sunrise Campaign (&A): Gender specific.
9. Climate Change and Sustainable Development If there are specific amounts for promoting gender equality, eg SMME training for women, these can be recorded as such. Most of the expenditure will be in the mainstream category. This can only be deemed gender responsive if women and men are benefitting equally (and if different this is justified on grounds of closing the gender gap.
10. Gender Management System: These are all the expenses around the processes of gender mainstreaming, eg gender analysis, gender training; gathering of gender data.
11. Total - of resources that can be verified to be gender responsive.
12. Total Budget = the Council's entire budget.
13. GRB/ Total/100 = %GRB.

Conclusions

Allocation of resources should take into consideration the needs of women and men. The budget consultative processes should take into account the different needs of women and men. Councils should be able to cost their Gender Action Plans and integrate these into the Council Budget.



Additional resources

Local Government Budget Committee (unknown). General Guide to the Local Government Budget Process for District & LLG Councilors, NGOs, CBOs & Civil Society Accessed at https://www.lgfc.go.ug/?q=download/file/fid/166 on 15 March 2019

Jonga. W (2014) Local Government System in Zimbabwe and Associated Challenges: Synthesis and Antithesis, Archives of Business Research Vol.2, No.1

Sharp R & Broomhill R (2013). A Case Study of Gender Responsive Budgeting in Australia, Commonwealth

Budlender, D. & Hewitt, D. (2003). Engendering budgets: A practitioner's guide to understanding and implementing gender-responsive budgets. London: The Commonwealth Secretariat.

Quinn, S. (2009). Gender budgeting: Practical implementation. Strasbourg: Council of Europe.

Klatzer, E. (2008). The integration of gender budgeting in performance-based budgeting. Paper presented at the conference Public Budgeting Responsible to Gender Equality, June 9-10, 2008, Bilbao.

Sharp, R. & Elson, D. (2012). Improving budgets: A framework for assessing gender responsive budget initiatives. Adelaide: University of South Australia

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Chapter 6
Flagship Programmes



Hurungwe RDC Community Members fetching water from a Community Borehole. *Photo: Loverage Nhamoyebonde*

In line with international and regional trends, the COEs have incorporated new thematic Flagship Programmes which include: Climate change, Local Economic Development and Sexual Reproductive Health and Rights (#VoiceandChoice). This Chapter will introduce Flagship Programmes in gender mainstreaming. The *Dura/Isiphala* Model will see Councils work to strengthen several key areas affecting Local Government. These include climate change, Local Economic Development (LED), Gender-Based Violence (GBV), Sexual and Reproductive Health and Rights (SRHR) and other topical areas.

Gender and Climate Change



Climate change refers to "a change of climate attributed directly or indirectly to human activities that alter the composition of the Global atmosphere and which is in addition to natural climate variability observed over comparable time periods".[15]

Climate change is one of the biggest threats facing humankind today and is already having adverse impacts on Zimbabwe, in the rural areas where the majority of the population lives and mostly depend on agro-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.[16]

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. In line with the Sustainable Development Goals (SDGs), the Gender and Climate Change is now a stand-alone item in the Post 2015 SADC Protocol on Gender and Development.

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. Pillar 1 of the NCCRS provides for the development of disaster risk management. Specifically it states the need to enhance early warning systems and capacity of hydro-meteorological services to advise on weather related impacts on new infrastructure as well as mitigation of potential damage to existing infrastructure.[17] In addition the NCCRS has a projected budget of $52 million towards the development of adequate technologies to adapt to climate change. The Government of Zimbabwe should be able to allocate some of these budget provisions to Local Government. The recent Cyclone Idai whose devastating effects were felt in most parts of the Eastern highlands areas of Chimanimani and Chipinge have given rise to questions on whether Local Authorities have disaster preparedness strategies. This experience will be used by Local Authorities and stakeholders to ensure that they are prepared to respond to such disasters.

15 Lowe-Morna C, Jacob-Williams A (2011). Gender Mainstreaming in Local Government-Centres of Excellence training manual.
16 UNICEF (2014). Children and Climate Change in Zimbabwe.https://www.unicef.org/zimbabwe/Children_and_Climate_Change_in_Zimbabwe_Report_2014.pdf
17 Institute of Environmental Studies (2013). Zimbabwe's Climate Change response Strategy.

Cyclone Idai: The effects of natural disasters at the local level

March 2019 will go down in history as the month Southern African countries of Mozambique, Malawi and Zimbabwe were affected by one of the most devastating natural disasters wrought by Cyclone Idai. The World Bank estimates that the cost of repairing the damage of the cyclone in all 3 countries could be over $2 billion. On March 16, Cyclone Idai hit eastern Zimbabwe, destroying homes and flooding Communities in the Chimanimani and Chipinge areas in Manicaland province: the hardest hit areas by the cyclone. Other areas affected include Mutare and Masvingo province in particular Bikita, Gutu and Zaka. Whilst the real magnitude of the cyclone is still to be established, it is estimated that the cyclone affected close to 250,000 people, killing close to 344 people, displacing around 16 000 households and thousands missing. In the wake of the cyclone the government of Zimbabwe has been left seeking $613 million, almost half ($300 million for food), while the other half will be channelled towards other initiatives including emergency shelter, logistics and Communication in aid.

Nearly 8 weeks after the cyclone, its effects are still being felt, mainly at the local level where all development initiatives stem from. As a development practitioner working with these Local Authorities under the COE programme, it has not been easy to comprehend the challenges that our COE Councils have been facing during and after the cyclone. Besides the obvious destruction of physical infrastructure (roads, schools and housing), Councils' ability to deliver adequate and critical services like health, housing and clean water has been compromised as the infrastructure, drugs and water treatment chemicals were also destroyed during the cyclone.

Housing has been a major challenge given that even before the cyclone there has been pressure on the little available land. As such Local Authorities particularly in Chimanimani and Chipinge have the unenviable task of providing temporary shelter to their inhabitants. On the health front Councils are grappling with the provision of psycho-social support (post stress trauma and counselling) to the survivors of the cyclone. Though psychological support has been provided by international and civil society organisations like the United Nations Children's Fund (UNICEF), ChildLine and REPSSI to children, it is not enough as many others need this support.

Both National and Local Government have drawn lessons from the Cyclone. Of importance is the need for a functioning Civil Protection Mechanism at the national level that also cascades down to the local level. The inadequacies of the Civil Protection Unit (CPU) exposed the county's lack of disaster mitigation and response strategies. Local Authorities should not wait for these Policies to be instituted at the local level as Local Governments by law are law-making authorities. The Centres of Excellence Programme will present an opportunity for Councils to deal with some of these critical climate issues. The climate change section of the Councils Gender Action Plans will give Councils enough thought on how to include climate risk and disaster management in their jurisdictions.



GL CEO Colleen Lowe Morna visits families who lost their homes in Ngangu, Chimanimani. *Photo: Gender Links*

Table 6.1: 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 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: Southern Africa Gender Protocol Barometer 2016

Climate Change in the COE Model

Climate Change is slowly being integrated 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 provision in the updated 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. The main areas affecting Local Authorities under climate change as per case studies that have been show cased at the Summits include water and sanitation, waste management, clean energy and nutrition.

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. **Kadoma City Council** has embarked on a greening campaign under the name "Trees of Memory" by planting trees in the town the whole year specifically targeting special days like the National Tree Planting day. In total 2800 trees were planted in the town in 2018. Likewise Murehwa Rural District Councils has embarked on a rigorous Afforestation and Reforestation Project. As at 2018 the Project had a lifespan of 5 years. The Council has re-vegetated all the 30 wards in the Council with woodlots. The Councils also encouraged schools to grow indigenous fruit trees.

Waste Management and green energy



Several Councils have embarked on waste management initiatives that make use of recycling litter. Councils have also gone into strategic partnerships with experts in these areas especially the Environmental Management Agency (EMA). Councils are also looking into green energy options. These have considerable implications for household economies and time use. The following are some examples of initiatives being undertaken to green local economies:

Gokwe Town Council has partnered with a health club called Ziso Rehutano (meaning an eye for cleanliness). The organisation is raising awareness on the need to manage plastic waste which they separate. The recycling project had positively impacted on the reduction of plastic waste streams particularly those from beverages in the town. The group collects waste plastic materials which they smelt in chambers mixed with amounts of different types of sand to produce bricks or pavers. This would then become a source of income generation whilst at the same time cleaning up the city.



A sample brick made from plastics and river sand.
Photo: Gokwe Town Council

The City of **Harare** has trained 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.

Zvimba RDC has embarked on a project for constructing a biogas plant 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. One such beneficiary, Amai Hombe from Zvimba RDC said: "Now I can cook for the children and do other household chores because biogas has eased my workload especially considering that I no longer have to look for fire-wood. 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."



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

Local Economic Development

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.

Local Authorities in Zimbabwe have been actively involved in LED initiatives to enhance the quality of life for their citizens. Most Local Authorities have Local Economic Development plans which guide their economic activities.

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 trans-formation. A key priority in LED approaches is

18 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).
19 Wekwete, K. (2014) Local Government and Local Economic Development in Southern Africa.

to improve productivity of existing, small and informal industries, beneficiation in the growing mining sectors and creating new non-farm industries in rural economies.[19] Zimbabwe has no exclusive legislation on LED. Instead, LED policies are incorporated into National Economic Policies.

Barriers to participation in Local Economic Development

While Local Economic Development is meant to improve the quality of life of individuals, people have faced a lot of barriers in accessing these opportunities. Some of the barriers being faced include:

- Bureaucratic tendencies by Government departments.
- Limited skills and knowledge.
- Lack of representation in decision-making structures.
- Cultural constraints on mobility of women.
- Women's multiple roles restrain them from participating fully in economic activities.
- Multiple roles of women in the Community.
- Low self-esteem to empower oneself.
- Restrictions on access to finance due to lack of collateral.

Discuss:



✓ What can Councils do to reduce the barriers to Local Economic Development (LED), especially for women?

✓ Think of concrete measures your Council can take.

✓ What would these cost? In cash? In kind? Is this a matter of money, or more one of attitudes and mind sets?

Chiota Greenfield Project-Materera Chicken Project



Chiota Greenfield partnered with Zimbabwe's giant day-old chicks supplier, Irvines, to support women in implementation of a commercial broiler production called Materera Chicken project which comprised of 9 women and 2 men. The project members had been trained in Community-based management of the various projects they undertook. The local value chain development project help producer group increased income by promoting collective selling and buying of inputs, increased their market knowledge and increased the quality of their produce. Women were economically empowered in managing their projects hence created a sense of ownership and a sustainable development which if World Vision left the area, the group members would sustain the project. They would be able to provide for the well-being of the needy children without any external support.



Materera chicken project in Marondera Zimbabwe.
Photo: Melody Manyimo

The project sought to enhance small livestock production for commercial purpose in Chiota improving the livelihood of participating households. The Community generated income which in turn could help improve the well-being of their dependents especially the vulnerable children in the Community. By the above, the project would increase sustainable producer group income for the whole Community.

Excerpt from SADC Protocol@Work Summits 2018.

Infrastructure provision in Bulawayo



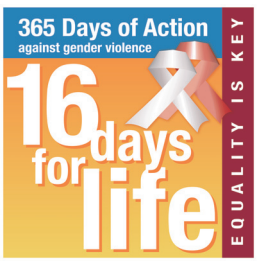
Students having a practical lesson on cooking using firewood, Ikwezi Training Centre Pelandaba suburb Bulawayo. *Photo: Gender Links*

The City of Bulawayo has Vocational Skills Training Centres which target youths capacity building in various areas including but not limited to motor mechanics, metal fabrication, plumbing and home-craft such as designing. 3663 youths (1517 female and 2146 male) benefitted from the capacity building exercises at the Training Centre. The City of Bulawayo has even extended this training programme to the beneficiaries of the GLZ Entrepreneurship Programme. The City partnered with The Ministry of Higher and Tertiary Education to ensure that the beneficiaries of the Vocational Centres would be certified on completion of their studies.

Excerpt from SADC Protocol@Work Summits 2018.

Ending violence, Empowering Women

Gender-based Violence (GBV) is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (gender) differences between females and males. The nature and extent of specific types of GBV vary across cultures, countries and regions. Examples include sexual violence, including sexual exploitation/abuse and forced prostitution; domestic violence; trafficking; forced/early marriage; harmful traditional practices such as female genital mutilation; honour killings; and widow inheritance. There are different kinds of violence, including (but not limited to) physical, verbal, sexual, psychological, and socioeconomic violence.

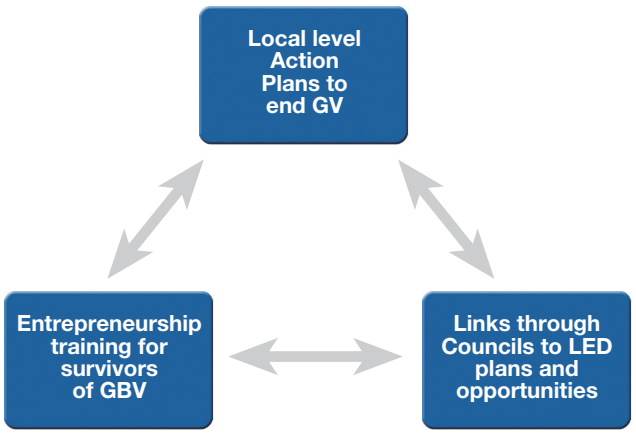


The COE Model is a holistic approach to gender-responsive service delivery. It encompasses all the traditional services delivered by Councils. A further innovation of this Model has been to hone in on one high profile, impactful area of concern in promoting gender equality - ending gender violence, Community by Community. At the start of the COE Programme, most Councils did not see Violence Against Women (VAW) as a core concern. Through the Gender Justice Programme, GLZ worked to involve Councils in its pioneering project on measuring gender violence, providing evidence on the extent, effects, and responses to GBV. These findings have been used to inform National and Local Action Plans to end GBV. Through the COE Programme, the findings have also been used to develop Flagship Programmes for ending GBV at the local level.

Figure 6.1: GLZ Model for ending violence, Community by Community



GLZ 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 ten (10) Provinces of Zimbabwe. The study showed that many women stay in abusive relationships because they lack economic choices.



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.

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 development plans. The Councils helped to identify participants, improve access to markets, infrastructure, finance, mentorship and provide ongoing business opportunities and life skills to the women in the programme.

303 women aged 18 and above took part in the Programme in 13 Local Authorities in seven (7) Provinces - Bulawayo City Council, Chegutu Municipality, Chinhoyi Municipality, Chiredzi Town Council, Chitungwiza Municipality, Goromonzi Rural District Council, Gweru City Council, Kadoma City Council, Manyame Rural District Council, Murehwa Rural District Council; Norton Town Council; Victoria Falls Municipality and Zvimba Rural District Council.

Manyame Rural District Council supports survivors of GBV



Manyame is one of the ten (10) 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.

The Council provided facilities free of charge for all the three phases of the Programme. 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

#VoiceandChoice



Sexual and Reproductive Health and Rights (SRHR) - Taken together, Sexual and Reproductive Health and Rights (SRHR) can be understood as the right for all, whether young or old, women, men or transgender, straight, gay, lesbian or bisexual, HIV positive or negative, to make choices regarding their own sexuality and reproduction, providing they respect the rights of others to bodily integrity. This definition also includes the right to access information and services needed to support these choices and optimise health.

Source: UNICEF, UNFPA, UNDP, UN Women. "Gender Equality, UN Coherence and You"

Through the COE Programme GLZ has expanded its programming to include new areas of focus. Sexual and Reproductive Health and Rights (SRHR) is being integrated into Local Authorities' Gender Action Plans.

Voice + Choice
Action and results for SRHR in SADC

People's sexual and reproductive health and rights are fundamental for promoting development, fighting poverty and, ultimately, for achieving the Sustainable Development Goals (SDGs) attaining the

targets of the 2015 SADC Protocol on Gender and Development. Sexual and reproductive health is a human right which is essential to good health and human development.

Objectives

The aim of the #VoiceandChoice Programme at local level is to:

- Strengthen gender and SRHR Plans and budgeting at local level.
- Train local Councils and young people on SRHR.
- Enhance SRHR at Community level through developing youth and gender aware Policies, Services and Service Directories.
- Promote better information and greater freedom of choice for adolescents and young people.
- Use social media and IT to demand greater accountability and delivery on SRHR.

Developing key awareness messaging around SRHR issues

Specific Objectives	Messaging	Local Hash Tags	Regional-International Hashtags
Child Marriages			
To educate children and Communities on the dangers and disadvantages of early marriages	Regai dzive shiri zai harina muto. Stead mutiro matamba mambishi.	#SiyaKanjiva #capB4ring	#Voice&Choice #thekidsthefuture #SADCGenderBarometer10
Maternal Health			
To create Community awareness for early antenatal booking.	"Early booking for safe delivery" "Book early, Save Lives"	#SafeDelivery #NyoresaiMese	#VoiceandChoice #SafeDelivery
Menstrual Health			
To provide menstrual health education to women and girls by 31 Dec 2019	Whose responsibility to provide sanitary wear.	#mycyclematters #mycyclemyright	#VoiceandChoice #SADCGenderBarometer10 #SheDecidesSADC
Sexual Education and services			
To provide comprehensive sexual education at schools and tertiary institutions by December 2018	Sex education for everyone. Schools matter in sexual reproductive health.	#mybodymyright #protectingmyvirginity #girlsnotbrides #boysnotbentens	#VoiceandChoice

Discuss:



- ✓ What is the role of the *Dura/Isiphala* Councils in promoting Flagship Programmes?
- ✓ How will the *Dura/Isiphala* coordinate with Mentee Councils to improve flagship areas needing strengthening?
- ✓ How can Local Government support existing and suggested strategies to address climate change and the gender dimensions?
- ✓ What kind of campaign could your municipality take on to raise awareness on climate change and sustainable development?
- ✓ What are some of the measures that Councils can take to advance economic empowerment?
- ✓ How can Local Authorities make use of local resources to promote local economic development?
- ✓ How are Local Authorities addressing SRHR issues?

Making care accessible to sex workers



Kadoma City Council Director of Health services clad in the condom dress for raising awareness on sexual education.
Photo: Loverage Nhamoyebonde

Kadoma has many commercial sex workers who need access to health, treatment and care services. The Zimbabwe Ministry of Health and Child Care set up a clinic at the Kadoma hospital to assist sex workers. The services include HIV therapy, treatment for STIs and counselling.

The clinic offers HIV prevention programmes for sex workers, especially female sex workers. Given their marginalisation, concerted efforts must be made to ensure sex workers have equitable access to HIV prevention, care, and treatment services, as well as wider health services, particularly for STIs, mental health, and addictions. Women in commercial sex work now have equal access to health, treatment and care services.

Conclusions

Local Authorities need to ensure that they can respond to emerging trends in order to provide gender responsive service delivery. Of interest is their ability to respond to natural disasters; planning around curbing gender-based violence and responding to the sexual reproductive health and rights of women, girls and men in communities. The *Dura/Isiphala* Programme will drive these processes as both the *Dura/Isiphala* and Mentee Councils collaborate to find lasting solutions to address these and other issues.

Additional resources

Ministry of Cooperative Governance and Traditional Affairs (COGTA) 2017, *Local Economic Development.* Accessed at: http://www.cogta.gov.za/?programmes=local-economic-development-led on 23 May 2017.

UNICEF (2014). Children and Climate Change in Zimbabwe.https://www.unicef.org/zimbabwe/Children_and_Climate_Change_in_Zimbabwe_Report_2014.pdf

Wekwete, K. (2014) *Local Government and Local Economic Development in Southern Africa.*

Lowe-Morna C, Maposa P., Zvaraya T. (2017). At the Coalface Local Government@Work Zimbabwe

SRHR and Local Government Training Manual and materials can be accessed here: http://genderlinks.org.za/what-we-do/governance/local-government-meeting-2018/

Chapter 7

Working with Junior Councils/Youth



Junior Councillors discussing issues affecting the Youth. *Photo: Tapiwa Zvaraya*

Youth constitute more than 60% of Zimbabwe's population. It follows that youth involvement is critical to governance. In the digital era (WhatsApp, Facebook, Instagram) the views of the youth can no longer be ignored. They are outspoken about issues affecting them through these platforms. There is need to integrate the needs of young people, especially Sexual and Reproductive Health and Rights (SRHR) into service delivery. This Chapter profiles how Zimbabwe, through the Junior Councils has managed to bring issues affecting the youth to

the development planning processes. Working with the Youth and Junior Councillors nurtures them into future leaders who are able to make informed decisions about their lives and communities. The *Dura/Isiphala* Programme will work closely with Junior Councillors so that they are able to participate and influence Policy in Council.



A **Junior Council** is a form of Local Government led by Minors or Children. It is composed of Child Public Officials elected into office. It has the same structures as those of the Senior Council with the only difference being that it is voluntary, apolitical and almost like a social welfare group. It gives the children a unique opportunity to be involved in civic affairs and Government. A Junior Council has the same jurisdiction as that of the Senior Council. It is responsible for representing all the children under its jurisdiction, be it primary school going or high school children.[20]

What is the role of the Junior Council/Youth?

Junior Councils in Zimbabwe have the same structure as the Senior Council (elected Councillors). They have multiple roles which are:

- To raise awareness and promote the understanding of child rights (right to participation, education and identity) and Youth policies in the communities.
- To foster Youth development through skills building and mentoring in a wide range of areas including sexuality, health, recreation and accountability.
- To deal with social and cultural factors affecting them in their communities.
- To draw attention to issues that affect the Youth in their communities, acting as a bridge between the Youth and Council.

Section 20 of the Constitution of Zimbabwe provides for the participation of Youth in national structures. The Constitution 20 (b) explicitly states that *"the State and all Institutions and Agencies of Government at every level must take reasonable measures, including Affirmative Action Programmes, to ensure that Youths, that is to say people between the ages of fifteen and thirty-five years have opportunities to associate and to be represented and participate in political, social, economic and other spheres of life"*. Subsection (e) states that the State should *"ensure Youths are protected from harmful cultural practices, exploitation and all forms of abuse"*. Premised on this the National Junior Councillors Association of Zimbabwe (NJCA) was formed with the objective of ensuring that young girls and boys of school going age that is ages 18-19 years participate in Youth development processes. Working through the Ministry of Local Government, Public Works and National Housing (MLGPWNH), the NJCA managed to partner with the Ministry of Primary and Secondary Education to allow the body to work with school going children through Junior Councils. While the Youth structure is convenient with Junior Councillors, there is need for Local Authorities to ensure that other Youth especially non-school going or those in universities and colleges are integrated into the *Dura/Isiphala* Programme.

20 National Junior Councils Association of Zimbabwe (2014). A Guide to Junior Councils in Zimbabwe

Discuss:

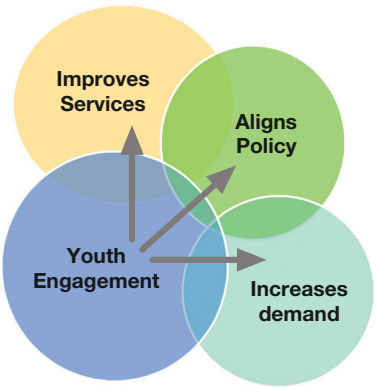
- ✓ Does the Council have a Junior Council? If no, does the Council intend to create one?
- ✓ What is the importance of Junior Councillors/ Youth in Local Government?
- ✓ How can Youth be involved in development processes at the local level?
- ✓ How can Youths participate effectively in governance processes?
- ✓ How accessible are Local Government services to the Youth?

Importance of Junior or Youth engagement

The engagement of young people in the change process signals a fundamental shift in how decisions are made. Young people are too often excluded from the decision-making process, even on the issues that most concern them.[21] Working with Junior Councillors/Youths:

- Leads to systems and policy changes.
- Improves coordination of services.
- Increases demand through issue advocacy.

Figure 7.1: Youth engagement



Source: Martin S., Pittman K., Ferber T. & McMahon A. (2007). Building effective youth councils. A practical guide to engaging youth in policy making. The Forum for Youth Investment

Integrating the Youth into the COE process

The COE Programme has brought together key target groups. As the Programme has evolved it has increasingly become visible that the contribution of the Youth is important if service delivery issues are to be fully addressed. The Junior Councillors will help to organise annual Community Accountability Forums to report on Council Gender Action Plans.

> "Anything for us without us is against us"

21 Martin. S, Pittman K, Ferber T, & McMahon A (2007). Building effective youth councils. A practical guide to engaging youth in policy making. The Forum for Youth Investment.

Table 7.1: Councils with Junior Councillors			
	Active Junior Council	No Junior Council	Inactive Junior Council
Urban	22	7	3
Rural	17	31	12
Total	**39**	**38**	**15**

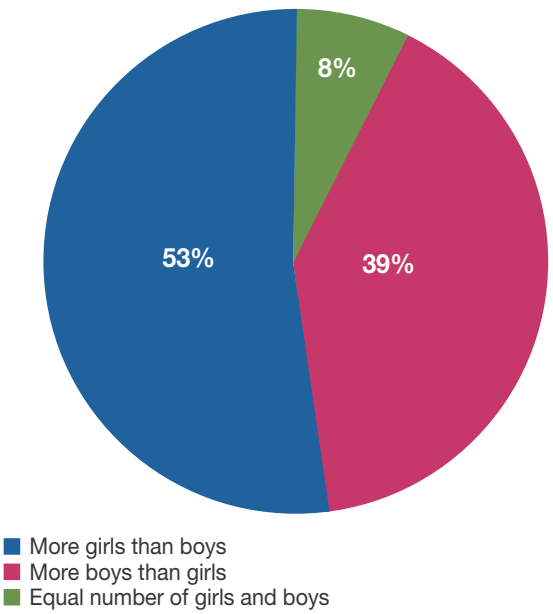
Source: National Junior Councils Association of Zimbabwe.

Table 7.1 illustrates the breakdown of Junior Councils in Zimbabwean Local Authorities. There are 39 active Junior Councils (22 Urban; 17 Rural). 15 Councils have dormant Junior Councils (3 Urban; 12 Rural) while the remaining 38 do not have this structure (7 Urban; 31 Rural). Through Ministerial Directives of 2017 Urban and Rural Local Authorities in Zimbabwe were urged to create Junior Councillors structures. In addition the Ministry of Local Government directed all Local Authorities to ensure that they budget for all Junior Councillors' activities. However, it should be noted that some *Dura/Isiphala* have not yet set up **Junior Councils**. As such they are being encouraged to work with their existing Youth structures in the absence of a Junior Council.

Junior Councils have been pivotal in ensuring that Youth's concerns are brought to the fore in Council. In the research carried out for GLZ's follow up study, *At the Coalface: Gender @Work in Local Government in Zimbabwe*, 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 7.2 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 inclusion of more women in these Junior Councils present young women with a good training ground for future leadership prospects. As stated earlier on the representation of women in politics has been on the decline. Having young girls participating in these Junior Councils gives them enough confidence to pursue leadership positions as they grow into their careers.

Figure 7.2: Composition of Junior Councils



Source: Gender Links 2016 Scorecard data.

Part of the integration process will see GLZ training close to 100 Junior Councillors on the COE process. GLZ will leverage on its partnership with the National Junior Councillors Association of Zimbabwe (NJCA) to build the capacity of these Youths through the various NJCA foras. The Youth and Junior Councillors will present their best practices at the annual Gender Summits.

Holding the Council accountable for service delivery

Accountability is being answerable to an individual or organisation's activities. GLZ is working with 83 Local Authorities, all of whom have created Gender and Gender Based Violence Action Plans. While these have been institutionalised, there is a need to take these to the people on the ground so that they are able to bring the Local Authorities to account.

Junior Councillors and Youths present the perfect opportunity to improve Local Authorities' service delivery. The COE process will enable Junior Councillors to work closely with the Council and be involved in the design, implementation and monitoring of Action Plans. Gender Links Zimbabwe has trained some Junior Councillors on gender mainstreaming in Local Government.

Through the Community Assessment Scorecard, Junior Councillors will be able to assess the progress and hold their Councils accountable. Junior Councillors in their meetings can advocate for inclusion of Youth issues in Council Policies and processes.

The Junior Councillors as a vibrant and young group will make use of emerging technologies like WhatsApp, Facebook, and other social media to undertake virtual campaigns on issues affecting them at the local level. Physical campaigns will also enhance youth-friendly service delivery.



Zimbabwe Youth. *Photo courtesy of Google Images*

SRHR

With 65% of the population below the age of 30, the Youth constitute the majority of those affected by Sexual Reproductive Health and Rights (SRHR) issues such as access to health services; sex education; teengage pregnancies; child marriages; harmful practices and others. As such the *Dura/Isiphala* Programme will see Junior Councillors monitoring the delivery of SRHR services to the community particularly other Youths. They should be able to partner with Local Authorities as they are hosting SRHR Campaigns. GL is working on an application (a "trip advisor" for assessing SRHR services at community level that will be piloted in Zimbabwe, using SADC Minimum Standards for such services at this level.

Conclusions

Junior and Youth involvement in development processes is an important aspect in the implementation of the *Dura/Isiphala* Programme. Their inclusion in these processes is futuristic in nature and aids sustainability. As Local Authorities work with young people, they are able to strengthen their institutions and create structures that enhance the participation of this group.



Additional resources

Martin S., Pittman K., Ferber T. & McMahon A. (2007). Building effective youth councils. A practical guide to engaging youth in policy making. The Forum for Youth Investment. Accessed at http://forumfyi.org/files/Building%20Effective%20Youth%20Final.pdf on 15 March 2019

National Junior Councils Association of Zimbabwe (2014). A Guide to Junior Councils in Zimbabwe
Gender Links Zimbabwe(2018). Junior Councils - “Anything for us without us is against us!
http://genderlinks.org.za/casestudies/zimbabwe-Junior-councils-press-for-youth-friendly-services/

Chapter 8

Results for Change



GL CEO Colleen Lowe Morna and GLZ Country Manager Priscilla Maposa verify COE performance in Zvimba. *Photo: Tapiwa Zvaraya*

Results for Change (RFC) is a term coined by GL covering Monitoring, Evaluation, Knowledge, Learning and Innovation. Monitoring should be factored into all stages of the Project Cycle. The Evaluation of any Project or Programme is essential as it brings about new knowledge, identifies gaps to project programming and assesses the success or failure of a Project against set indicators or targets. Every organisation must be able to have a share of their budget contributing towards monitoring and evaluation. This Chapter breaks down the concept of RFC and outlines the processes to be undertaken. The Chapter details the COE RFC framework and the tools to be used for the *Dura/Isiphala* Programme.



Monitoring is the collection and analysis of information about a project or Programme, undertaken while the Project/Programme is ongoing[22]. Monitoring is conducted after a Programme has begun and continues throughout the Programme implementation period. Monitoring is sometimes referred to as *process, performance or formative evaluation*[23].Evaluation is the periodic, retrospective assessment of an organisation, Project or Programme that might be conducted internally or by external independent evaluators. Evaluation focuses on expected and achieved accomplishments, examining the results chain (inputs, activities, outputs, outcomes and impacts), processes, contextual factors and causality, in order to understand achievements or the lack of achievements.[24]

Table 8.1 Differences between Monitoring and Evaluation (M&E)

Monitoring	Evaluation
A routine process that scrutinises the activities and progress of the project and also finds out the deviations that occur while undertaking the project.	A periodical activity that makes inferences about the relevance and effectiveness of the project or program.
Observational in nature.	Judgmental in nature.
Monitoring is an operational level activity, performed by the Supervisors.	Evaluation is a business level activity performed by the Managers.
Monitoring is a short-term process, that is concerned with the collection of information regarding the success of the project.	Evaluation is a long-term process, which not only records the information but also assesses the outcomes and impact of the project.
Monitoring focuses on improving the overall efficiency of the project, by removing bottlenecks, while the project is under process.	Evaluation stresses on improving the effectiveness of the project, by making the comparison with the established standards.
Is usually carried out by the people who are directly involved in its implementation process.	Evaluation can be conducted by internal staff of the organisation, i.e. Managers or it can also be carried out by independent external party, who can give their impartial views on the project or Programme.

Source: Subhi S (2018). Difference between Monitoring and Evaluation https://keydifferences.com/difference-between-monitoring-and-evaluation.html

Mainstreaming gender into Council KPIs

A Monitoring and Evaluation Framework is also known as a Monitoring Plan. Organisations both public and private need to develop monitoring and evaluation frameworks that form the basis for project review and follow-up.

When developing a monitoring plan, one should consider the following:

- ✓ Identify the Indicators.
- ✓ Define each Indicator.
- ✓ Establish the baseline and set the Indicator.

Identify who is responsible and where the results will be reported.

22 University of Oxford (2014).A step by step guide to Monitoring and Evaluation accessed at https://www.geog.ox.ac.uk/research/technologies/projects/mesc/guide-to-monitoring-and-evaluation-v1-march2014.pdf on 15 March 2019
23 UNWOMEN (2010). What is monitoring and evaluation? Accessed at http://www.endvawnow.org/en/articles/330-what-is-monitoring-and-evaluation-.html on 15 March 2019
24 Ibid



Gender blindness

This term refers to the failure to recognise that the roles and responsibilities of men/boys and women/girls are assigned to them in specific social, cultural, economic, and political contexts and backgrounds. Projects, programs, policies and attitudes which are gender blind do not take into account these different roles and diverse needs. They maintain the status quo and will not help transform the unequal structure of gender relations.

Source: UNICEF, UNFPA, UNDP, UN Women. "Gender Equality, UN Coherence and You."

Gender blind planning results in gender blind or gender neutral indicators. Making these gender aware may be a case of adding additional indicators, or bringing out the gender dimensions of existing indicators. Below are examples of indicators from the *Guideline for Implementing Programme Based Budgeting for Local Government*. What indicators could be added, or how could the existing indicators be modified, to highlight the gender dimensions?



Table 8.2: Examples of Performance Indicators and Targets[25]

	Performance Indicator	Target 2018	Target 2019	Target 2020
Programme: Primary Health Care				
Ouput				
Children age 1-2 vaccinated	Quantity: Percentage of children age 1-2 years who have received all the vaccines included in the national vaccination program	98%	98%	98%
	Cost: Cost per vaccination	$2	$1.80	$1.50
Programme: Water Services				
Outcome				
Decrease in lost water revenue	Percentage of non-revenue water	30%	28%	24%
Output				
Direct water supply connections	Number: Total number of occupied properties connected in the service area as a percentage of the total number of occupied properties in that service area	90%	93%	95%
Efficiency in satisfactory response/reaction to customer complaints about water	Timeliness: The total number of water supply-related complaints redressed within 24 hours of receipt of complaint, as a percentage of the total number of water supply-related complaints received in the given time period	70%	75%	80%

25 Guideline for implementing Programme Based Budgeting for Local Government, Ministry of Finance and Economic Development/Ministry of Local Government

	Performance Indicator	Target 2018	Target 2019	Target 2020
Programme: Roads				
Outcome				
Improved road safety and security	Number of road traffic accidents per month	350	300	270
Output				
Roads constructed	Quantity: Number of km constructed	80km	85km	90km
	Cost: Cost per km of road construction	$200	$180	$150

Benchmarking in the *Dura/Isiphala* Programme



Benchmarking is defined as a quality-based process used to evaluate performance by comparing institutional to sector good practice. It is thus a process of measuring an organisation's performance and practices in key areas and comparing them to other organisations, with the objective of finding ways of achieving better results.[26] The goal of the Service Level Benchmarking (SLB) project is to improve service delivery through enhanced performance, transparency and accountability.[27]

Currently SLB is being conducted in Urban Local Authorities. Rural Councils are set to start implementing this model. The existing SLB Handbook covers water supply, sanitation, solid waste management and corporate governance. Only corporate governance has gender indicators (%women in management).



Table 8.3 presents Indicators currently being measures as part of the SLB. A few of these are disaggregated by sex but most of them are not. How can gender mainstreaming strengthened in the gathering of SLB data, beyond human resource considerations?

26 UCAZ (2014). Service Level Benchmarking for Urban Water Supply, Sanitation and Solid Waste Management in Zimbabwe: Peer Review Handbook
27 Urban Councils Association of Zimbabwe (2018). Service Level Benchmarking for Water Supply, Waste Water Management, Solid Waste Management, Roads and Public Safety and Corporate Governance in urban local authorities of Zimbabwe

Table 8.3: Indicators measured as part of SLB[28]	
Indicators	**Gender dimensions**
Water Supply Indicators	
Property level coverage of direct water supply, %	
Per capita supply of water , L/cap.d	
Extent of metering of water connections, %	
Extent of non-revenue water (NRW), %	
Continuity of water supply, hr/d	
Quality of water supplied, %	
Efficiency in satisfactory response/reaction to customer complaints, %	
Operating cost recovery in water supply services, %	
Efficiency in collection of water supply-related charges, %	
Maintenance Coverage ratio, %	
Wastewater Management Indicators	
Coverage of toilets, %	
Coverage of sewerage network services, %	
Efficiency in collection of sewage, %	
Adequacy of capacity for treatment of sewage, %	
Quality of sewage treatment, %	
Extent of recycling or reuse of sewage, %	
Efficiency in satisfactory response/reaction to customer complaints, %	
Efficiency of cost recovery in sewage management, %	
Efficiency in collection of sewage charges, %	
Maintenance Coverage ratio, %	
Solid Waste Management Indicators	
Coverage of SWM services through kerbside collection of waste, %	
Efficiency of collection of municipal solid waste, %	
Extent of recovery of municipal solid waste collected, %	
Extent of scientific disposal of waste at landfill sites, %	
Efficiency in satisfactory response/reaction to customer complaints, %	
Efficiency of cost recovery in SWM services, %	
Efficiency in collection of SWM charges, %	
Maintenance Coverage ratio, %	
Coverage of receptacles, %	
Human Resource Management	
Total staff establishment as per approved organogram	
Total number of staff in positions as per the approved organogram.	
Total number of contract employees hired in the year.	
Total number of senior and middle management staff with appropriate qualifications	
Total number of employees (women, men) in senior and middle management, % women	
The total number of meetings held/ required in the year	

28 Adapted from the SLB indicators currently being measured.

At the heart of both the SLB and *Dura/Isiphala* process is peer review and support. Appropriate peer grouping of *Dura/Isiphala* and Mentee Councils will translate to peer groupings for benchmarking. The *Dura/Isiphala* methodology proposes that each benchmarking peer grouping includes a champion at management level in order to enable the review to be taken forward. The champion should be gender aware to enable gender responsiveness in service delivery. The groupings will provide a ready platform for peer review in benchmark areas while study visits will enhance evidence based learning amongst Local Authorities.

Table 8.4: Aligning of the SLB and *Dura/Isiphala* processes

SLB Process[29]	*Dura/Isiphala* process
Instigation on a peer review (including establishment of benchmark clusters).	Establishment of the *Dura/Isiphala* and its Mentee Councils; quarterly meetings.
Pre review of a submission of portfolio of evidence to the ZiLGA extranet.	All Councils undertake self-scoring as part of the preparation for the SADC Protocol@Work Summit and submit a Portfolio of Evidence.
Peer Review Panel Visits.	Citizens (me, women, young men, young women score the Councils.
	Presentation by the Council at the annual SADC Protocol@Work Summit.
Peer Review Report.	Independent judges review the evidence, self- scoring and citizen scores and award the Council a Gender Mainstreaming Score based on the Checklist in Chapter 4.
Performance Improvement Plan.	*Dura/Isiphala* Councils and their Mentees conduct a Post-Summit Review, strengthen Gender Action Plans for the coming year.

Discuss:



- ✓ What are the similarities and differences between the SLB and *Dura/Isiphala* processes?
- ✓ How can the two processes borrow from each other and be harmonised?
- ✓ How can the gender mainstreaming scores of Councils (which draw on a wide variety of indicators) be integrated into the SLB process?

29 Ibid

Dura/Isiphala Monitoring and Evaluation System

Gender Links' monitoring and evaluation system allows for the Programme to track the progress during the implementation of the Programme. GLZ uses both quantitative and qualitative techniques to monitor the implementation of the Programme. As in the case of the Sunrise Campaign in which GLZ has trained GFP to administer M and E tools, GLZ will train and support GFP to administer M and E tools for the Dura/ Isipala Programme housed on a web portal. These include:

- Records of Quarterly Meetings and Reviews.
- The Gender and Local Government Scorecard annually ahead of the National Summits to measure the effectiveness of the Councils under this Programme to mainstream gender. The Council Community Scorecard, administered by Councils, will be used to promote citizen participation and assess how citizens rate their Councils.
- Qualitative tools include Drivers of Change Profiles, Reports of Study Visits, diaries kept by Gender Focal Persons, Summit Case Studies, annual COE Learning Papers and Academic Papers, and an update to the Book and Video, At the Coalface, Gender @Work in Local Government at the end of the project.
- An end of Project Evaluation will be conducted to assess the impact of the Pilot Project in promoting gender equality at a local level in Zimbabwe.

As the Project gets underway in 2019, and in light of the extensive review of the Gender and Local Government Scorecard, 2019 will be the baseline for this Project.



GLZ M and E Officer Tapiwa Zvaraya interviews a project beneficiary in Ruwa during a COE Verification Visit. *Photo: Loverage Nhamoyebonde*

Table 8.2 *Dura/Isiphala* Monitoring and Evaluation Framework								
OUTCOMES	Indicators	Baseline	Target	How these will be measured Quantative	Frequency	How these will be measured Qualitative	Frequency	Who
Gender and local gvt score increases by 10% in Dura/Isiphala Councils	% increase in gender and local gvt score	66%	76%	Gender and Local Gvt Scorecard	Annual	Drivers of Change	Annual	GLZ; Dura/Isiphala
Gender and local gvt score increases by 5% in spoke Councils	% increase in gender and local gvt score	56%	61%	Gender and Local Gvt Scorecard	Annual	Drivers of Change	Annual	GLZ; Dura/Isiphala/Mentee
Councils allocate 20% of budgets to Gender Responsive Service Delivery	% increase in Gender Responsive Service Delivery	17%	20%	Gender and Local Gvt Scorecard	Annual	SADC Protocol@ Work summit case studies	Annual	GLZ; Dura/Isiphala/Mentee
Increase in the awareness of leaders in gender mainstreaming issues in Council	% increase in awareness of Councils leaders (Town Clerks; Mayors; Committee chairpersons)	To be established	75%	Gender awareness leadership scorecard		Drivers of Change	Annual	GLZ; Dura/Isiphala/Mentee
Increase in the number of community members engaging with the COE process	% increase in the community awareness of Council gender activities	To be established	65%	Council assessment scorecard		Drivers of change	Annual	GLZ; Dura/Isiphala/ Communities
Increase in the number of best practices in gender responsive service delivery	Number of best practices documented	467	587	Summit tracking		SADC Protocol@ Work case studies	Annual	GLZ

60 Study visits conducted	Number of study visits	0	60	Field visit reports; Registration lists; Council Gender Action plans	After each visit	Institutional profile	Quarterly	GLZ; Dura/Isiphala/Mentee
6000 new members joining the Community of Practice	Number of new members	2894	8894	CoP membership reports			Monthly	GLZ; Dura/Isiphala/Mentee
Increase in the number of Discussions through the online Community of Practice	Number of Discussions	3 Discussion forums in place (Alliance; GMDC and Local Government)	36 online Discussions held on various issues including SRHR; GBV; Climate Change	Discussion forum reports			Monthly	GLZ
Increase in the number of provincial Dura/Isiphalas	Number of provincial Dura/Isiphalas created	0	20	Gender and Local Gvt Scorecard			Annually	
Increase in the number of provincial libraries	Number of physical and virtual libraries set up by Councils	0	20	Resource App; Resources created/distributed; Number of Clicks on a virtual resource			Annually	
Increase in the number of Junior Councillors inducted into the COE process (200)	% increase in the number of Councils with Junior Councils	41%	100%	Local Government Scorecard; qualitative testimonies		Institutional profile; Drivers of Change	Annual	GLZ; Dura/Isiphala/Mentee
Capacity building of Council officials and Councillors	Increased capacity of Council officials and Councillors	Training has been conducted for 68 GFPs and GCs in 68 Councils	Training for 18 Town Clerks; 108 HODs; 18 Mayors/ Council chair-persons	Training reports; GLZ and Partner workshop form		Drivers of Change case studies	Quarterly	GLZ; Dura/Isiphala/Mentee

Study Visits



Study Visits (SV) are academic, cultural and social exchanges which are organised between an individual entity and a group of entities. A Study Visit seeks to improve the knowledge and practices of the visitors and their organisations, and to integrate the experience gained from the visit into their daily lives.[30]

Exchange Visits constitute a dynamic learning and networking platform. The aim of a Study Visit is to exchange experiences and gain new viewpoints on certain themes or aspects. The Microenterprise Best Practices (MBP) states that exchange visits offer a bundle of benefits, well beyond just acquiring information. It is an intellectual and physical journey that creates common understanding, relationships of shared experience, commitments to new approaches, and friendships as foundation for future networking. Visits allow travellers and hosts to focus time and attention on a topic, learning deeply, sharing ideas, and assessing the relevance of new approaches. Information comes alive, in dialogue, detailed in response to specific queries, conversations enriched by the perspective of distance and difference[31].

Study Visits will be used as a strategy in the implementation of the *Dura/Isiphala* Programme. *Dura/Isiphala* Councils together with Mentee Councils will identify areas from which they can learn from each other. The analysis will be used as the basis for structuring study visits between the Councils. Both the *Dura/Isiphala* and Mentee Councils are expected to document these Visits and produce activity reports outlining the objectives and outcomes of these Study Visits. The frequency of Study Visits is also important for this Programme and presents both the *Dura/Isiphala* and Mentee Councils with the opportunity to monitor and evaluate the progress of the Programme. Councils may interview beneficiaries of certain projects during the Study Visits so as to get an understanding of the level of satisfaction with the particular service being offered.

Key Success factors for a Study Visit

The success of a Study Visit is dependent on the following factors:

- ✓ Adequate preparation - identify the theme of the visit, relevant participants and their skills, knowledge, adaptability.
- ✓ Good participation.
- ✓ Good feedback

30 Matras F., Sidi F., Treinen S. (2013). Exchange visits: Advice for improving the impact. FAO accessed at http://www.fao.org/3/a-aq213e.pdf on 14 March 2019
31 Microenterprise Best Practices (1999). Enhancing Exchange Visits as a Learning and Networking Tool: Practical Note accessed from http://www.bryanbruns.com/exchange.htm on 14 March 2019

In 2014 **Murehwa** Rural District Council joined the COE Programme. At the time **Zvimba** Rural District was the best Local Authority in mainstreaming gender in the SADC region. Zvimba was excelling in gender budgeting and the first Local Authority in Zimbabwe to have a stand-alone Gender Committee. Administrators and Councillors from Murehwa went on a Study Visit to learn how Zvimba had managed to set up the structures. Drawing lessons from the Study Visit, Murehwa set-up a stand-alone Gender Committee and is the second Local Authority in Zimbabwe to have that structure. In return Zvimba followed up on the Visit to assess progress and also to learn how Murehwa was implementing Women's Economic Empowerment Programme through Community Clubs. Murehwa also had a Bursary Fund Project meant to help less privileged children to pay school fees. Likewise, Zvimba went on to start a similar Project that has since grown from paying fees to also providing basic needs.

SADC Protocol@Work Summits

Since 2012, COE have been participating in SADC Protocol@Work Summits. These include Institutional, Leadership and Project or Theme categories. Summits provide an opportunity to reflect, verify, document and verify progress. They are also a great learning and sharing opportunity.



Fungai Magodi at her Vegetable Market Stall. *Photo: Loverage Nhamoyebonde*

"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."

Virtual Learning and Sharing: The Gender Links Community of Practice



A **Virtual Learning Centre (VLC)** is a web-based platform for the digital aspects of resources for study, usually within institutions. They present resources, activities and interactions within an interest group. GLZ makes use of its online Community of Practice to link and connect like-minded people so that they can share ideas and solutions to problems affecting them in their different localities.

Objectives of the Community of Practice

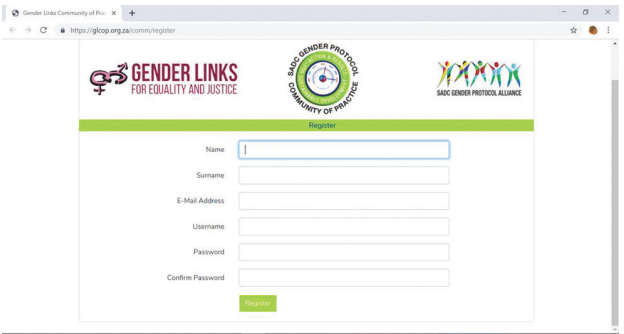
1. To share gathered knowledge and learn from each other's experiences.
2. To build relationships through participating in forum discussions on gender issues
3. To engage in civic activism within the SADC region.
4. To engage with a repertoire of resources; research, toolkits, surveys, training manuals and discussion forums.

Benefits of the Community of Practice

1. It provides instant access to knowledge.
2. Individuals are free to start discussions on various topical areas.
3. It is cost-effective.

How to Join the Gender Links Zimbabwe Cyber Dialogues and Community of Practice

1. Fill in your registrations details as ins tructed on this link: (https://GLcop.org.za/comm/register)
2. Fill in your name, surname, email address and choose a username and password and click green box to register.
3. Following this, login with your new details and click Cyber dialogues on the menu.
4. Choose the appropriate language chat room; English, French or Portuguese, as per options.
5. This will take you straight into the chatroom discussion.



Visibility and Branding

Visibility and branding are important for the identification and building the image of any organisation. Traditional methods of branding have been at the core of organisational visibility for a long time. These include the use of billboards, banners and pamphlets. Over the last few years branding, and visibility have been replaced by new forms of media in the form of websites and "social media" including Twitter, Facebook and WhatsApp.

Local Authorities in Zimbabwe have embraced this technological advancement to enhance the visibility of their work. There are, however, challenges that Local Authorities face particularly Rural Local Authorities with new media. These include:

1. Poor access to the internet.
2. Inability to use new media.
3. Less or no infrastructure.

Rural Local Authorities need to be enabled with the appropriate technologies that foster learning for the community. These include learning centres/libraries equipped with internet. Information Education Communication (IEC) material will be used to enhance the branding and visibility of the *Dura/Isiphala* Councils. The media is also a very essential tool through which both the *Dura/Isiphala* and Mentee Councils should build the visibility of the Programme. The *Dura/Isiphala* and Mentee Councils should partner with the media outlets in their area (mainstream and community media). This will enhance the visibility of the Programme to the local community. Role plays and action learning will also improve the visibility of the Programme. Councils need to engage their local leadership structures for recognition of the Programme.



Voting for the *Dura/Isiphala* logo at the Strategy Meeting in April 2019.
Photo: Colleen Lowe Morna

Identification of a Dura/Isiphala Council

GLZ will design Certificates, banners and other visibility material for the *Dura/Isiphala* Councils for easy identification. This material should be placed in an area where it is visible to all Council Staff and Partners. It will also generate interest in the public and will serve as a reminder to the Councils of the project deliverables. The colour coding certification system for rating Local Authorities' implementation of gender responsive service delivery will remain the same as the current as mentioned earlier in this Chapter.

Discuss:



- ✓ What monitoring and evaluation systems exist in Local Authorities?
- ✓ How best can Local Authorities review their Scorecards?
- ✓ Is it the responsibility of the Gender Focal Person only or other Departments should be involved in the review of the Scorecard?
- ✓ What is the role of the community in monitoring and evaluation of Council Programmes and projects?
- ✓ What learning and sharing strategies do you employ in Councils?
- ✓ How can the *Dura/Isiphala* Programme contribute to learning and sharing?

Conclusions

Learning and sharing has proved to be a strategy through which Councils are now taking ownership of the gender mainstreaming Programme. The *Dura/Isiphala* and Mentee Councils should coordinate and rotate the hosting of study visits.



Additional resources

UNWOMEN (2010). What is monitoring and evaluation? Accessed at http://www.endvawnow.org/en/articles/330-what-is-monitoring-and-evaluation-.html on 15 March 2019

United Nations (2013). Gender, Statistics and Gender Indicators Developing a Regional Core Set of Gender Statistics and Indicators in Asia and the Pacific accessed at https://www.unescap.org/sites/default/files/Framework-and-Indicator-set.pdf accessed on 15 March 2019

http://www.tools4dev.org/

The European Law Students _Association (2015). Study Visits Handbook accessed from https://files.elsa.org/SC/Study_Visits_Handbook_July_2015.pdf
Matras. F, Sidi F, &Treinen, S (2013). Exchange visits: Advice for improving the impact; FAO accessed from http://www.fao.org/3/a-aq213e.pdf
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http://siteresources.worldbank.org/INTEAPREGTOPTRANSPORT/Resources/573802-1163017279494/3138417-1239142047073/6_IEC_Materials.pdf

Annex A
Criteria for selecting *Dura/Isiphala*

The Application to become a Hub - this will be done through Summit process and an open call to all Councils that have undergone the COE process. The Hubs will sign Memorandum of Understanding with GLZS in order to implement the Programme. The criteria to be used is as follows:

Name of council: _____

Area	Rating /10
1. Council has performed well as a COE and is an exemplary champion of gender equality.	
2. Council taken ownership of the Sunrise End Violence, Empower Women campaign.	
3. Council has a holistic, integrated approach to promoting gender equality including SRHR, climate change.	
4. Council has history of mentoring other Councils, hosting Study Visits, promoting peer learning and sharing.	
5. Council has stable institutional framework including accountability.	
6. Council has documented Case Studies, including the SADC Protocol@Work Summits, that have been a reference source for other Councils.	
7. Council is willing to commit human and financial resources to being a *Dura/Isiphala* hub.	
8. Council has a good track record of documenting its activities and is willing.	
9. Council has strong multi-stakeholder partnerships that will add value.	
10. Council is willing to mobilise youth through Junior Councils, and is committed to "leaving no one behind".	

RECOMMENDED - YES / NO

MOTIVATION

Annex B
Monitoring and Evaluation Toolkit

Item	When form is used	URL of Form to Upload
GLZ and Partner Workshop Events Form	The form is used to enter information about all the Study Visits and meetings and trainings held between the *Dura/Isiphala* and Mentee Councils	https://www.surveygizmo.com/s3/4784212/GLZ-and-Partner-Workshop-Form
Local Government Scorecard	Used during the summit application process. It captures statistics on representation of women, budgets, workplace, service delivery issues like health	http://www.surveygizmo.com/s3/3104033/LOCAL-GOVERNMENT-COE-GENDER-SCORE-CARD
Council Community Scorecard	Used when the council holds Community Workshops to get their views on the state of service delivery	http://www.surveygizmo.com/s3/3906470/AGENDA-2030-LOCAL-GOVERNMENT-CITIZENS-SCORECARD
Gender and Leadership Aware Scorecard	This Form is a leader's self-assessment form in which they rate their gender work with the Community. Mostly used by Councillors	http://www.surveygizmo.com/s3/2927990/GENDER-AWARE-LEADERSHIP-SCORE-CARD
SADC Protocol On Gender And Development Quiz	During meetings with the Community and or other officials during meetings and Study Visits	http://www.surveygizmo.com/s3/3178285/Protocol-Quiz
Agenda 2030 SADC Protocol On Gender And Development Attitudes(GPS) Reports	During meetings with the Community and or other officials during meetings and Study Visits	http://www.surveygizmo.com/s3/4004340/Gender-Attitudes-Survey-2017
Agenda 2030 SADC Protocol On Gender And Development Citizen Scorecard	During meetings with the Community and or other officials during meetings and Study Visits	http://www.surveygizmo.com/s3/3112772/Post-2015-SADC-GENDER-AND-SUSTAINABLE-DEVELOPMENT-SCORE-CARD
Workshop Evaluation	To evaluate the Study Visit/Meeting or Community Event	http://www.surveygizmo.com/s3/2369532/Gender-Links-Evaluation-Form
Contacts	To be administered at every event to new people who have not attended any events i.e. meetings	https://genderlinks.everlytic.net/public/forms/h/kRG7ZbI7JoQjgnsi/YmI4Y2ZiOTZjNTUyNjA5MDVlNDRlMzZjMmNmZTNiYTY4ODBmMDk1Mw==
Institutional Profile Template	When giving a report on the council progress in terms of gender mainstreaming	
Registration List	To be administered at every event.	

Frequency	URL to View Report
As and when Study Visits/Strategy Meetings occur between *Dura/Isiphala* and Mentee Councils	https://datastudio.gooGLZe.com/open/1GPSQvqI2hlgtsZHhU4gqPMOw1G_uhz-Z
Annually	https://datastudio.gooGLZe.com/open/1ypAgJboQ_SNEWwBcSG7bsFb8MAX7GrO_
Annually	https://datastudio.gooGLZe.com/open/1jO1Er42MIiN57D7F4T1rAmNGGLZ-ODjnC
Annually or when assessing their progress towards gender initiatives over a given time period	
At every event	https://datastudio.gooGLZe.com/open/1HgB9Igy2Ivs2ltX17cYbc0cJR8w0Tbpk
At every event	https://datastudio.gooGLZe.com/open/1h0bAxqmvzikwK60hEq6LlRlbI-cqRCQt
At every event	https://datastudio.gooGLZe.com/u/0/reporting/17B2IpVzbs7nKY7fw8Fve-wSGwMtzvs_J/page/KQET
At every event	https://datastudio.gooGLZe.com/open/1hzoIO3baTJC0qCb737qC5IrfE60P62fA
At every event	
Annually	

Annex C
List of *Dura/Isiphala* and Mentee Councils

Province	Anchoring Council(s)	Supporting Councils
Bulawayo	1. Bulawayo City	
Harare	2. Harare City (Covering areas around Harare to include Mash East)	Chitungwiza Municipality, Epworth Local Board, Ruwa Town Council
Mashonaland East	3. Murewa RDC	Chikomba RDC, Manyame RDC, Marondera RDC, Goromonzi RDC Rural; Mudzi RDC, Mutoko RDC, Uzumba RDC, Hwedza RDC
Mash Central	4. Mvurwi Town - Urban	Bindura Municipality Marondera Municipality
	5. Bindura RDC	Mazowe RDC, Guruve RDC, Mbire RDC, Rushinga RDC, Pfura, Muzarabani RDC, Chaminuka RDC
Mash West	6. Kadoma City	Chegutu municipality, Chinhoyi Municipality, Kariba, Karoi Town, Norton Town, Chirundu Local Board
	7. Zvimba RDC	Sanyati, Mhondoro Ngezi RDC, Makonde RDC, Chegutu RDC. Hurungwe RDC; Nyaminyami RDC
Manicaland	8. Mutare City	Rusape Town, Chipinge Town
	9. Makoni RDC	Buhera RDC, Chimanimani RDC, Chipinge RDC, Mutare RDC, Mutasa RDC, Nyanga RDC
Masvingo	10. Masvingo City	Chiredzi Town
	11. Chiredzi RDC	Bikita RDC, Chivi RDC, Gutu RDC, Masvingo RDC, Mwenezi RDC, Zaka RDC
Midlands	12. Gweru City	Shurugwi Town, Zvishavane Town
	13. Gokwe Town	Kwekwe City, Redcliff Municipality
	14. Zibagwe RDC	Chirumanzu RDC,Gokwe North, Gokwe South, Mberengwa RDC, Runde RDC, Tongogara RDC, Vungu RDC
Mat North	15. Umguza Rural	Hwange RDC, Bubi RDC, Kusile RDC, Nkayi RDC, Tsholotsho RDC, Binga RDC
	16. Victoria Falls Municipality	Lupane Local Board; Hwange Local Board
Mat South	17. Gwanda RDC	Beitbridge RDC; Umzingwane RDC; Bulilima RDC; Insiza RDC; Mangwe RDC; Matobo RDC
	18. Gwanda Municipality	Plumtree; Beitbridge Town;

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