

Embassy of Sweden/Gender Links Gender Justice and Local Government Programme in Zimbabwe

(01 September 2014 -31 December 2016)

End of Programme Evaluation

Final Report

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&

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December 2016

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ACRONYMS

ARDC	Association of Rural District Councils
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
COE	Centre of Excellence
DA	District Administrator
PA	Provincial Administrator
DAC	District Aids Coordinator
FGD	Focus Group Discussion
GBV	Gender Based Violence
GL	Gender Links
RDC	Rural District Councils
GCs	Gender Champions
GFP	Gender Focal Person
GPS	Gender Progress Score
PLWD	People Living With Disability
PLWHIV	People Living With HIV
LGBT	Lesbian Gays Bisexual and Transsexual
GL	Gender Links
MDG	Millennium Development Goals
MLGPWNH	Ministry of Local Government, Public Works and National Housing
MRDPPNCH	Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage
MWAGCD	Ministry of Women Affairs, Gender and Community Development
NGO	Non-Governmental Organisation
RDC	Rural District Council
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SRHR	Sexual and Reproductive Health and Rights
TOT	Training of Trainer
UCAZ	Urban Council Association of Zimbabwe
WILGF	Women in Local Government Forum
ZILGA	Zimbabwe Local Government Association
VAW	Violence Against Women

EXECUTIVE SUMMARY

EVALUATION BACKGROUND

This report discusses key findings of the Final Evaluation of the SIDA/Gender Links Gender Justice and Local Government programme in Zimbabwe (Phase 2) implemented from 1 September 2014 to 31 December 2016. The evaluation was conducted by two independent consultants between October and December 2016 using key informant interviews with key programme stakeholders, focus group discussions and most significant change stories with programme participants in 17 purposively sampled local authorities. Programme documents were also reviewed.

KEY FINDINGS

Achievement of results: The programme performed well with an overall achievement rating of 78%. Under Outcome 1, the programme managed to lobby for the legislation of the quota system in local government electoral laws which culminated in the Ministry of Local Government proposing amendments to the electoral laws in parliament. This outcome of having a legislated quota for women at local government level is likely to be achieved before the 2018 national elections given the momentum and support created for this outcome through the programme. There is need however to spread the campaigns to the other targeted councils as only 33 out of 60 targeted councils were actively engaged in 50/50 campaigns.

Outcome 2 was achieved to a great extent as the main objective of reaching a 20% target in terms of women occupancy of decision making positions in local councils was surpassed. The majority of councils interviewed reported having budget lines for gender mainstreaming although not all councils had managed to provide information on budgets at the time of the evaluation. Training of WILGF members exceeded target by 32% while the target for developing Drivers of Change profiles has been achieved by 94%. Outcome 3 was also largely achieved as 72% of the councils (which is more than the targeted 2/3 or 61%) participated in the programme. The programme managed to build the capacity of the original and mid-way councils to reach a fairly high average GPS of around 65%, has surpassed the gender mainstreaming budget targets for participating councils and has more than doubled the targeted number of best practice case studies to be presented at the national summits. However, the fact that 39% of the councils recorded negative GPS variance scores at the 2016 summit compared to the baseline values is cause for concern. This points to gender mainstreaming gaps that need further interrogation and support from the programme.

Outcome 4 and 5 were also largely achieved. In terms of Outcome 4, the programme surpassed its target by training a total of 68 GFPs across all the 68 councils and Gender Ministry. This has set a firm ground for sustainability as the GFPs were noted during the evaluation to be active on the ground and spearheading gender mainstreaming activities in councils. Political buy-in and support from the Ministries of Gender and Local government, as well as the capacitation of senior officials in these ministries provides an opportunity for continuation of COE initiatives beyond the official termination of

the programme. The major constraint however for sustainability is limited financial resources on the part of council and parent ministries to continue implementing all the COE initiatives. It is however important to note that despite these financial constraints, some councils have started budgeting for mainstreaming activities. Under Outcome 5 Cascading of the National Action Plan to end VAW has been going on throughout the targeted 30 councils. Plans have been developed and 20 councils have managed to complete the review of their plans. The major constraint however is lack of adequate resources to implement the action plans at local level. There has been a positive changes in attitudes towards gender equality in the COE councils overall, with the average of 72.5% in accordance with target.

Programme Relevance: The programme was highly relevant as it responded to a glaring gap on women's participation in local government. The programme worked within the existing frameworks such as the SADC Protocol on Gender and Development and the National Gender Policy. The Theory of Change (ToC) of the programme, Thenjiwe Mtintso's **access-participation-transformation** framework was highly relevant as it addressed the challenges affecting effective gender mainstreaming in local government in Zimbabwe. Furthermore, the objectives of the programme resonate strongly with the Embassy of Sweden's overall development priorities and objectives, the Country Strategy for Zimbabwe which focus on women's political participation, economic empowerment and reducing VAW and the post 2015 Agenda which focuses on Climate Change.

Programme Impact: Comparison of the COE and non-COE councils clearly brings out the impact the programme has made in terms of gender mainstreaming. COE councils are way ahead in terms of level of awareness, setting up gender sensitive systems and procedures and taking actions for gender parity and equality compared to non-COE councils. Clear gender capacity gaps are evident in non-COE councils. Other impacts include: the COE programme bringing together associations representing rural and urban councils that originally lacked a close working relationship; benefits of peer learning and sharing from national and regional summits; capacity Development in a number of areas including gender, use of ICT , gathering evidence and make use of that evidence in improving social service delivery, gender disaggregation; Gender Responsive and Inclusive Social Service Delivery and increase of the number of women in Local Governance within the COE councils from 17% to 23%.

Programme Effectiveness: Owing to a participatory, staged approach, with a focus on male engagement, stakeholder engagement and service delivery that promoted inclusion and dispelled any suspicions on the programme being partisan, all the three programme objectives were achieved. However, the third objective focusing on reducing GBV through the implementation of GBV action plans was not fully achieved owing to limited resources.

Operationalisation, Management and Institutional Capacity: The programme was coordinated by the Harare office which had four staff members, who reported to the regional office in South Africa. The four members of staff implemented the work in the 68 local authorities in all the country's 10 provinces. The programme's model, which focused mostly on practical steps to mainstreaming gender through the 10 stage process made it possible for the easy implementation of the programme. However owing to the number of local authorities involved in the programme, physical monitoring visits to some local

authorities did not happen. Those that completed the programme cycle were monitored through the summits at district and national levels. Owing to technology, coordination between the local and regional offices was not a challenge. The local office managed programme funds and this reduced bureaucracy that comes with funds being managed from the regional office and resulted in swift implementation of activities.

Financial Assessment and Value for Money: The programme received total funding of USD 2,044,244 between September 2014 and December 2016. SIDA contribution amounted to USD 1, 540, 551 (75.1% of the total budget) and other donors contributed USD420, 166 (or 20.6% of total budget). The Value for Money (VfM) principle for the programme was based on good planning, people power and smart partnerships where there would be in-kind support by partners, cascading of activates so that partners assume implementation roles, social enterprise and partners contribution to COE work. The funding met operational, administrative and programming costs of the programme. Cost saving measures were instituted during programme implementation such as holding joint training sessions with councils to save on fuel and workshop venue costs and in-kind and material support from councils. Two audit reports were conducted and the auditors were satisfied with the financial management of the grant by GL.

Sustainability: Ensuring widespread knowledge about gender issues and a common understanding that gender issues are developmental issues that transcend political affiliation was an important sustainability strategy in a politically polarized environment. Other sustainability measures include gender mainstreaming systems and structures in place and the active involvement of key stakeholders such as parent ministries offering strategic direction and guidance. This coupled with active involvement of local stakeholders including traditional leaders, the Ministry of Women Affairs, Gender and Community Development which has structures at ward level, the two local government associations, UCAZ and ARDC, has strengthened the sustainability potential of programme activities.

Replicability: The following innovations make the programme highly replicable: Summits as learning and sharing platforms that can bring together the participating and non-participating councils. However, hosting these require funding which local authorities on their own may not have; availability of systems, structures (eg Gender Focal Persons and WiLGF) and procedures can facilitate replication if those local authorities that are in the best performing category can assist the new ones in developing the systems.

CONCLUSIONS

The evaluation found the programme to be highly relevant as the programme sought to address a well acknowledged gender gap in local governance. The approach taken by the programme promotes sustainability of results and resulted in significant impacts on gender mainstreaming in local government at both the micro and macro levels. However, a gender gap still as a few councils are still to participate in the programme and some that are participating have not reached the level of maturity expected. One major threat to the sustainability of the programme is the prevailing economic environment which has left many local councils hamstrung by inadequate resources.

RECOMMENDATIONS

▪ **Consolidation Phase**

The evaluation recommends a consolidation phase of between 2 and 3 years in which the programme takes advantage of the 2018 elections to intensify the 50/50 campaign. This phase will also work with those councils that have recorded negative GPS from the baseline score and those that have not at all participated in the COE programme to address the gender gaps in their work. Another option is to support those best-practices councils to mentor the weaker councils as they have now developed capacity to do. This option is likely to be affected by lack of resources as some councils are failing to pay their employees. If the consolidation phase is considered, it will also provide opportunities for:

- **Consolidation** of the gains of those councils performing well, **uplifting** councils still lagging behind, **accommodating** the remaining councils that have not participated in the programme and assess the sustainability of activities of those councils that will have been weaned from the programme.
- **Integration of emerging new programme focus areas** such as climatic change, Sexual and Reproductive Health and Rights (SRHR) and to target new groups such as youth, PLWD and Lesbian Gays Bisexual and Transsexual (LGBTI) in the context of Sustainable Development Goals (SDGs) and the reviewed SADC Protocol on Gender and Development. The phase can also explore the feasibility of using ICT in these emerging programming areas.
- **Engagement of traditional and religious leaders** whose views, beliefs and practices have an influence on women participation in local governance processes. Buy-in from these leaders, just the same as buy in from men in general, provides strategic partners for gender mainstreaming.
- **Strengthening the M&E capacity of councils** to analyse M&E data. The capacity of the relevant ministries for M&E also needs further strengthening.
- **Reduction of work burden for GFPs** so that they can also give more time towards gender related activities.
- **Promotion of post-summit learning** through interaction between the councils in the form of learning visits where councils learn from each other's best practices.

The phase will be reduced in scope and level of funding as it will be focusing on fewer councils and only monitoring the performance of "mature councils".

1 INTRODUCTION AND CONTEXT

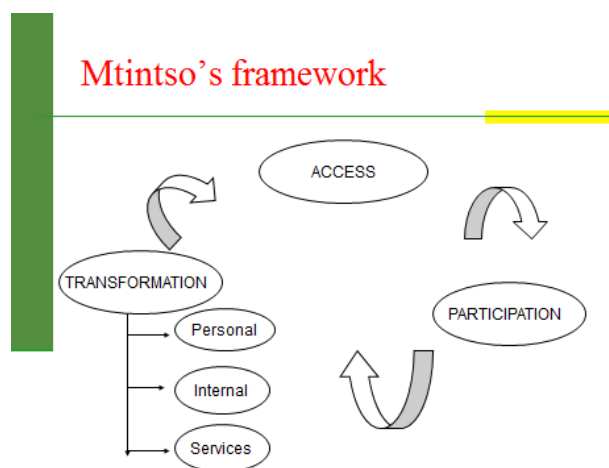
1.1 PURPOSE OF THE REPORT

This report presents and discusses key findings of the Final Evaluation of the SIDA/Gender Links Gender Justice and Local Government programme in Zimbabwe (Phase 2) implemented from 1 September 2014 to 31 December 2016. Two independent consultants conducted the evaluation with support from Gender Links (GL), Embassy of Sweden, Ministry of Local Government, local authorities and other key stakeholders. The evaluation was conducted in line with Article 13 of the Agreement on Core Support between GL and SIDA (as represented by the Embassy of Sweden) which states that an End of Programme Evaluation be undertaken in the last quarter of 2016. The evaluation was conducted between October and December 2016.

1.2 BACKGROUND AND CONTEXT

Gender Links (GL), with support from the Embassy of Sweden, has been implementing a Gender Justice and Local Government Programme in Zimbabwe since August 2012.

The first phase of the programme, from August 2012 to December 2013, was informed by a research on gender mainstreaming in local government, *“At the Coalface, Gender and Local Government in Zimbabwe”*, conducted from July 2009-February 2010. The study revealed that women were under-represented in every area of local governance. At 18.8% representation, Zimbabwe was below the average of 23.9% of women in local government in the SADC region and 31.5% below the SADC target of 50%. Other studies on local governance conducted in 2003 and 2006/7 also revealed gender mainstreaming and gender capacity gaps within local councils throughout the country.



GL's Theory of Change in its governance programme is based on Thenjiwe Mtintso's access-participation- transformation framework. Mtintso posits that for women to make a difference, they must first have **access** to decision-making positions from which they have been excluded through formal and informal barriers. Globally, the only way in which woman have experienced a rapid increase in political participation is through special measures, including voluntary and legislated quotas.

Mtintso argues that access alone is not enough. Women can be in decision-making positions but still be excluded as a result of not occupying leadership positions in those structures, capacity constraints, and or informal barriers that effectively still silence women. Measures therefore need to be taken to enhance women's **effective participation**. Access and effective participation provide the basis for **transformation** or change. This is measured internally through changes in institutional culture, and externally through the services delivered. At a **personal** level change is measured through the increased agency of women, and changes in the attitudes of men.

The COE model has a ten stage cycle that all participating councils have to go through. The process starts by a Gender Audit where councils assesses their gender capacity and score themselves against criteria on gender scorecards. GL also scores the councils and both parties agree on the final score through a participatory process. Gender Action Plans are then developed based on the findings of the gender audit and the plans are followed up by capacity building initiatives. This model helps in the identification of gender capacity gaps of councils and once identified, action plans are developed to address those identified gaps. This approach makes both the action plans and capacity building activities very relevant to the specific needs of particular councils.

The first phase of the programme saw GL Zimbabwe successfully working with 33 urban and rural councils which have adopted and are implementing gender action plans. The first phase of the programme was evaluated in November 2013, and recommendations were made for the continuation of the programme which gave birth to the second phase, spanning September 2014 to December 2016 for which this evaluation was conducted.

The overall goal of the second phase of the programme was to contribute, through gender mainstreaming, towards gender balance and responsive local governance in Zimbabwe by 2016 in accordance with the provisions of the SADC Protocol on Gender and Development. The second phase aimed at creating local government Centres of Excellence (COE), through working with 60 urban and rural councils by December 2016. GL surpassed this target and worked with a total of 68 councils. Through technical backstopping, GL continued to work with councils that participated in the first phase to consolidate the achievements made during this phase.

The programme targeted women councillors, women and men political candidates, the Women in Local Government Forum (WILGF), councils, local government associations, parent ministries, survivors of GBV, communities in target localities and civil society organizations that included, Women's Coalition; Padare Trust and Musasa Project and community based organisations. Through the annual Gender Justice and Local Government Summit, which involves participating councils and other key stakeholders, the programme provided a platform for showcasing good gender mainstreaming practices, peer learning, sharing of best practices and strengthening partnerships between councils. The summits profiled the COE programme in Zimbabwe and provided certificates of excellence to councils exhibiting exemplary gender mainstreaming practices. The summits were held at district, national and regional levels. The intervention logic is summarised in Table 1:

Table 1. The Coalface: Gender Responsive Service Delivery

GOAL				
To contribute towards gender balance and responsive local governance in Zimbabwe by 2016 in accordance with the provisions of the SADC Protocol on Gender and Development.				
SPECIFIC OBJECTIVES				
1. To increase women's effective participation in local government through a campaign for a legislated quota in local government		2. To enhance gender responsive governance through Centres of Excellence for Gender in Local Government in two thirds of Zimbabwe's urban and rural councils.		3. To reduce GBV in communities through the implementation of local action plans.
OUTCOMES				
1. A legislated quota for women in local government through the 50/50 campaign ahead of the 2018 elections.	2. Women's effective participation enhanced through lobbying and advocacy on leadership and gender analysis skills.	3. Gender responsive governance and accountability enhanced through over two- thirds of Zimbabwe's councils becoming Centres of Excellence for Gender in Local Government.	4. Sustainability enhanced through capacity building of Gender Focal Points within the Councils backstopping of the process to the gender and local government ministries.	5. The National Action Plan to End Violence against Women is cascaded to local level through 30 COE's that cost these plans as part of a Gender Responsive Budgeting strategy.
TARGETS				
A quota of at least 30% for women in local elections in preparation for the 2018 elections.	Women constitute at least 20% of decision-makers in council management .	22 904 direct beneficiaries and over 10 million indirect beneficiaries (at least half women and half men) 30 and 3 years = 90 Changing Lives series.	60 officials from councils and Ministry of Women Affairs to be trained, at least 50% men.	30 costed local action plans to end GBV.
Partnership between WLGF and Women's Coalition.	At least two thirds of all councils make special budget allocations	Gender score 75% for old councils, new councils to be established.	Model and guidelines for backstopping original councils	GPS of 75% for women and 70% for men, with scores in councils at least 5% higher at the end of the programme
60 Councils 50/50 campaigns	3.3 318 WLGF members trained	Contribution by councils of \$250,000 (2015); \$300,000 by 2016.		
	3.4 100 x Drivers of Change profiles; 100 x Gender Aware Leadership Scores	6 district and one national summit x 2 years. 200 best practices		

2 PROGRAMME DEVELOPMENT

As stated above, the overall objective of the GL Zimbabwe Gender Justice and Local Government programme Phase Two was to contribute towards gender balance and responsive local governance in Zimbabwe by 2016 in accordance with the provisions of the SADC Protocol on Gender and Development. This goal was to be achieved through three specific objectives namely:

- To increase women's effective participation in local government through a campaign for a legislated quota in local government.
- To enhance gender responsive governance through Centres of Excellence for Gender in Local Government in two thirds of Zimbabwe's urban and rural councils.
- To reduce GBV in communities through the implementation of local action plans.

From these specific objectives five outcomes were derived, each with several outputs. These were:

- 1) A legislated quota for women in local government through the 50/50 campaign
- 2) Women's effective participation enhanced through lobbying and advocacy on leadership and gender analysis skills.
- 3) Gender responsive governance and accountability enhanced through over two- thirds of Zimbabwe's councils becoming Centres of Excellence for Gender in Local Government.
- 4) Sustainability of the programme results enhanced through building the capacity of Gender Focal Points within the Councils and handing over backstopping of the process to the gender and local government ministries.
- 5) The National Action Plan to End Violence against Women is cascaded to local level through 30 COE's that cost these plans as part of a Gender Responsive Budgeting strategy.

3 EVALUATION METHODOLOGY

3.1 APPROACH

The evaluation was guided by the *Theory of Change Framework* which provides for a systematic analysis of the change process at institutional, individual, family/household level, and community levels. A participatory research methodology and consultative approach were adopted. The evaluation made use of three types of triangulation: methodology triangulation, methods triangulation, and researcher triangulation to enhance data validity and reliability.

3.2 DATA COLLECTION METHODS

The following data collection methods were employed during the evaluation.

3.2.1 Desk Review

Owing to the fact that the evaluation had to be contextualized within the broader political, economic and social environment on gender and local governance in Zimbabwe, a review had to be done of

country policy documents and reports such as the National Gender Policy and Implementation Strategy, the New Constitution, CEDAW, SADC Gender Protocol, Regional and Country Gender Barometers, Post 2015 draft Protocol and MDG status reports amongst others. Programme documents such as the Project Proposal, Phase 1 Evaluation Report, GL Annual Progress Reports, Monitoring and Evaluation reports and other relevant documents were also reviewed.

The purpose of the desk review was to enable the consultants to have a clear understanding of the social, political, economic, legal and policy context in which the COE programme was being implemented as well as enhance the consultants' understanding of the programme background, objectives, implementation strategy and key activities and achievements and challenges encountered during the implementation process.

3.2.2 In-Depth key informant interviews

In-depth key informant interviews were conducted with key stakeholders of the programme. These included Gender Links staff; Embassy of Sweden programme staff; Ministry of Local Government, Public Works and National Housing (MLGPWNH), Ministry of Rural Development, Promotion and Preservation of National Culture and Heritage (MRDPPNCH), Ministry of Women Affairs, Gender and Community Development (MWAGCD), Zimbabwe Local Government Association (ZILGA); Association of Rural District Councils (ARDC); Women in Local Government Forum (WiLGF), Urban Councils Association of Zimbabwe (UCAZ) and civil society organisations such as Women's Coalition; Padare Trust and Musasa Project. In-depth interviews were also conducted with Chief Executive Officers and Mayors and chair persons of selected councils.

The purpose of the interviews was to solicit stakeholders' assessment of programme performance and impact as well as perceptions on relevance, effectiveness, replicability and sustainability. Some of the stakeholders were selected on the basis of their involvement and participation in programme design, implementation and monitoring and evaluation at different levels of the project life-cycle while others were selected as a control group to assess how they have mainstreamed gender without GL assistance. The evaluation included interviews with 67 Key Informants, 55% (or 37) of the informants were female (Please see Annex 8.3).

3.2.3 Focus Group Discussions

Focus Groups Discussions (FGDs) were conducted with council employees, Gender Focal Persons, men and women from the communities under the jurisdiction of selected councils, women and men political candidates, WiLGF and survivors of GBV to elicit ideas, insights and experiences in a social context where people stimulate each other and consider their own views along with the views of others. The FGDs helped to solicit participants' views and perceptions on impact of the programme, relevance, efficiency, sustainability and replicability amongst other issues. A total of 8 FGDs were conducted during the evaluation. Each FGD comprised between 5 to 12 participants.

3.2.4 Most Significant Change (MSC) stories:

Rich narratives were collected from individuals, groups and institutional beneficiaries that include councils, councilors, survivors of GBV, WiLGF and community men and women who participated in the

programme. The MSC stories provide narratives with thick descriptions of how the story tellers participated in the programme and the significant changes (positive and negative) that occurred in their lives as a result of participating in the programme and the factors that were central to making it happen. The stories of change are highlighted in this report as case studies.

3.3 SAMPLING

A total of 17 participating local authorities were purposively sampled based on level of performance, region and rural/urban divide as reflected in the Table 1 below. The purposive sample was drawn to capture the different dynamics and contexts that might influence council performance as well as to ensure regional representativeness.

Table 1: Sampled Councils

Level of Performance	Northern Region		Southern Region	
	Rural	Urban	Rural	Urban
Level 5 Performing Councils	Murehwa RDC,	Harare City	-	Bulawayo City
Level 4 Performing Councils	Bindura RDC	Kadoma Town Council	Umguza RDC	Beitbridge Town Council
Level 2 Performing Councils	Rushinga RDC	Karoi Town Council	Chiredzi RDC	Victoria Falls Municipality
Level 1 Performing Councils	Chimanimani RDC	Mutare City Council	-	-
Still to be rated (performance not rated)	Chikomba RDC	Chinhoyi Municipality	Masvingo RDC	Gwanda Municipality

Key: Level 1 is the least performing and Level 5 is the best performing (Gender Links Zimbabwe Councils Performance Tracking Sheet).

For purposes of comparison of performance on gender related activities, 2 non-participating local authorities, Makonde and Mutasa, were randomly sampled.

3.4 DATA ANALYSIS

Data was analysed using the thematic analysis approach. This involved the identification of themes through careful reading and re-reading of the data. It is a form of pattern recognition within the data, where emerging themes become the categories for analysis.

4 EVALUATION FINDINGS

This section discusses the key findings of the evaluation in terms of achievement of results, programme relevance, impact, effectiveness, efficiency, equity, sustainability, replicability and innovation. The

evaluation results are derived from triangulated data from programme documents, key informant interviews and focus group discussions with programme participants.

4.1 ACHIEVEMENT OF RESULTS

The evaluation assessed the extent to which intended outcomes of the programme were achieved in relation to the targets set in the logical framework. The evaluation employed a performance assessment scale adopted during the mid-term evaluation which rates performance on a scale of 1 to 5. An achievement of 5 means the expected outcome was fully achieved while a rating of 1 implies that the expected outcome was not achieved at all¹.

4.1.1 Achievement of Outcomes

Outcome 1: A legislated quota for women in local government through the 50/50 campaign.

The programme aimed at achieving a legislated quota for women in local government by the end of its lifespan in December 2016. This was in view of the fact that although there is a legislative quota for women at national level, there were no such legislative provisions at local government level, resulting in women representation of only 16% in the last general election. This outcome was to be achieved through 50/50 campaigns spearheaded by Women in Local Government Forum (WILGF) and lobbying of the Ministry of Local Government to introduce amendments to the Local Government Electoral Act.

A number of initiatives were undertaken in pursuit of this programme outcome. These include a learning visit to Mauritius, where that country has managed to increase women participation at local government level from 6.4% to 26.2% through legislative amendment to the country's constitution. Following these efforts, the Ministry of Local Government has submitted proposals to parliament for the amendment of the Local Government Electoral legislation to provide for increased women participation through a quota system in time for the 2018 elections.

One of the strategies for achieving this outcome was to increase interaction and promote alliances between women's groups and WILGF. At baseline, no close links were noted between WILGF and women's groups such as Women's Parliamentary Caucus and the Women's Coalition of Zimbabwe. Out of the 4 inter-party women's meetings planned to lobby for the legislation of the 50/50 quota system, three were conducted. These meetings attracted high ranking officials from the Zimbabwe Electoral Commission and Parliament of Zimbabwe. The partnership between GL and the Swedish-based International Center for Local Democracy (ICLD) has seen women leaders participating in leadership programmes. This has exposed them to regional and international trends and practices in local governance. This partnership has influenced the ascendance of some of the female councillors to the leadership of UCAZ, for example the female chairperson of Gokwe Town Council.

¹ 5 = fully achieved, very few or no shortcomings; 4 = largely achieved, despite a few short-comings; 3 = only partially achieved, benefits and shortcomings finely balanced; 2 = very limited achievement, extensive shortcomings; 1 = not achieved at all

At baseline, 30 councils were already conducting 50/50 campaigns and the target was to increase this to 60 councils by December 2016. At the last reporting period, 33 councils were actively engaged in 50/50 campaigns and 82 campaigns had been conducted across the councils. Some of the local authorities invited female MPs to come and deliver motivational speeches to female councillors and aspiring candidates. Councils were allocated USD1, 000 to promote the 50/50 campaign in their respective areas of jurisdiction.

Achievement Rating: 4

Although the quota system had not been legislated at the time of the end of programme evaluation, the fact that the Ministry of Local Government has taken the issue to parliament and proposed amendments to the electoral laws for local government is a great leap in the right direction. The 2018 elections are more than a year away and given the momentum gathered partly through the 50/50 campaigns across all provinces and the responsiveness of the Ministry of Local government, it is most likely that this outcome will be achieved before the 2018 elections. There is need however to spread the campaigns to the other targeted councils as only 33 out of 60 targeted councils were actively engaged in 50/50 campaigns.

Outcome 2: Women's effective participation enhanced through lobbying and advocacy on leadership and gender analysis skills.

Women in decision- making positions in council/ in council committees.

The Gender Justice and Local Government programme sought to empower women through increased participation in local governance. The ultimate objective was to increase the percentage of women in decision-making positions in COE local councils from a baseline of 17% to at least 20% by the end of the programme. Strategies to increase women participation in decision-making included advocacy and lobbying for women leadership and equipping women in local government with gender analysis skills to enhance their capacity to articulate gender equality issues. Lobbying the Zimbabwe Local Government Association (ZILGA) to adopt a quota for women in decision-making positions and support for WILGF in implementation of the quota system was also one of the key objectives of the programme. While it is difficult to influence the proportion of women in political decision-making in between elections, a key indicator of the extent to which councils take gender seriously is the extent to which women in appointed office, ie the administration, begin to occupy more senior positions.

An analysis of management structures of the 68 local councils who participated in the COE programme from 2010 to December 2016 shows a significant increase in the number of women occupying decision-making managerial positions in councils. Table 2 below shows the proportion of women in managerial decision-making positions for different batches of local councils at their respective baseline periods when they joined the COE program and the proportion of women in the same positions as at December 2016.

Table 2: % increase in the number of women managers in COE Councils from 2010-2016

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

Table 2 shows that there has been an increase of 5.1 percentage points in the proportion of female managers occupying managerial decision-making positions from a baseline of 18.6% to 23.7% by the end of the programme in December 2016. Although the highest increase is amongst councils that joined the COE programme in 2014 (15.4%) followed by councils that joined in 2013 (13.2%) rather than the earliest councils, possibly as a result of improvements in the process, all the earlier councils show a much higher increase than the more recent councils. This indicates that the more years a council has been participating in the COE programme, the more likely it is to achieve practical women empowerment results as the councils gain more experience in gender mainstreaming having completed the whole COE cycle. The percentage increase was lowest for councils that joined the programme in 2016 and 2015. This is most probably because these councils have just completed the 10 stage COE process and some are still to complete the COE cycles and hence these councils still need time to effectively implement the knowledge that they have recently acquired.

Table 3: % change of women in management position from baseline to December 2016

Year of joining COE	Positive increase in the number of female managers. N (%)	Negative increase in the number of female managers N (%)	No Change	No. of councils
2010/11	8	1	5	14
2012	4	2	1	7
2013	5	1	1	7
2014	3	0	2	5
2015	3	2	20	25
2016	1	1	8	10
Totals	24	7	37	68

As illustrated in table 3, 24 councils (or 35.3%) recorded positive increases in the proportion of women occupying managerial posts. 7 (or 8.8%) recorded decreases and 37 (or 54.47%) remained the same. The majority of councils that recorded positive changes in female occupancy of managerial positions belonged to the 2010-2013 clusters (70.8%) while the majority of councils recording no changes (75.6%) were in the 2015 to 2016 clusters. The analysis shows that councils that joined the programme at a later stage need time for the programme initiatives to practically take effect on the ground while those that joined from the beginning have had time to effect changes influenced by the gender mainstreaming initiatives.

Best performing councils in terms of increasing the proportion of women in managerial positions include Harare City Council (from 2-8), Makoni RDC (1-6), Zvimba RDC (0-5), Beitbridge Town Council (0-5) and Kadoma City Council (2-6). Other councils have experienced a reduction in the number of women in managerial positions since joining the COE programme. These include Bulawayo City Council (5-2), Goromonzi RDC (1-0), Bindura RDC (3-1), Chipinge Town Council (6-4) and Tongogara RDC (2-1). Other councils did not have any women in management positions at baseline and they have not recorded any changes in terms of gender composition since joining the COE programme and these include Rusape Town Council, Rushinga RDC, Chinhoyi Municipality, Zvishavane Town Council and Marondera Municipality.

Overall, the programme surpassed its target of 20% decision making positions in COE councils occupied by females by December 2016. The target was surpassed by 3.7% as 23.7% of positions are now occupied by women. The impact of the programme in influencing gender parity in terms of councillors will be better assessed after the 2018 national elections.

Percentage of councils that have a budget allocated for gender programming.

The COE programme includes a strong element of Gender Responsive Budgeting that has evolved and strengthened over time. At baseline 59% of the councils (or 13 out of the 22 COE councils) had specific budget provisions for gender activities and the target by the end of the programme was to have at least two thirds of the COE councils making special budget allocations for gender issues.

The evaluators were only able to verify budget data for 24 or 35.3% of the total COE councils. The other councils had not provided adequate budget data at the time of the evaluation (this is being gathered by Gender Links during the four remaining months of the programme). The allocation of budget lines for gender mainstreaming activities was partly a result of lobbying through the programme and partly through a directive from the Ministry of Local Government which made it a requirement that councils should have specific budgets for gender related activities. The Ministry's decision was in turn partly influenced by lobbying through the programme. All of the councils interviewed during the evaluation had budget provisions for gender mainstreaming. The evidence suggests that the target of two thirds councils having specific allocations for gender will be met or exceeded, as this is now a directive from the ministry.

The majority of councils have allocated their gender budgets for awareness campaigns while others such as Murehwa RDC have a revolving fund for women and Harare has a budget for women in sport.

No of WLGF members trained in gender analysis

At baseline in 2014, two third of WILGF members were new, emerging from a recent election in 2014. New WILGF members needed training in gender analysis and 318 members were targeted for training by the end of the programme in December 2016. The training plan entailed holding workshops where work plans and diaries were developed, drivers of change profiles were gathered and analysed and gender awareness leadership score cards were administered. GL trained 463 WILGF members from both rural and urban councils, surpassing the targeted numbers by 32%. The training brought together rural and urban WILGF members, who prior to the training were polarised largely along political lines. The workshops provided a platform for establishing a common ground and common vision amongst WILGF members in preparation for the 2018 elections. At the beginning WLGF comprised largely a body of urban councils. A key success of this programme has been to bring together both urban and rural councils, across political barriers, in a shared vision for attaining gender equality at the local level.

Extent to which “gender champions” become change agents.

Gender champions were identified and trained to become agents of change. The gender champions were expected to provide capacity strengthening initiatives to potential women candidates so that they could run in elections effectively. This was to be accomplished through collection of drivers of change profiles. At baseline in 2014, a total of 44 drivers of change profiles had been collected and the target was to have 100 profiles collected by the end of the programme. The programme managed to profile 94 drivers of change together with Gender Awareness Leadership Scores, which is 94% achievement of the set target.

During the 2016 summit, GL gathered testimonial evidence of the changes that have taken place in the lives of those trained through the call for Drivers of Change. These are some examples of the changes that have taken place, in their own words:

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

There is a visible change in women leadership at management level: “Our council as a local government institution women also lead different council departments and other council sections. It shows clearly that our institution also set goals for women to lead the pack. For example, we have got two women leading the council departments namely Human Resource and Finance. It all means the goals being achieved are being practiced as expected by the country laws without any hindrance.” *Councillor Nicholas Mashayamombe, Chitungwiza Municipality.*

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

Gender is being mainstreamed into council policies: “The vast experience in gender issues has made me become a repository of gender knowledge. As a woman leader its always for me to relate to myself when advocating for change in favour of women as I try to bring people closer to reality. Am better listened to when I push for gender equality. However, I have always encouraged objectivity in policy formulation” *Shyllette Dzivai, Director of Housing & Community Services (Chegutu Municipality; Former GFP for Kadoma City Council)*

The delivery of services is becoming more gender sensitive: “I am involved in the formation of internal savings clubs in my ward. Here I teach women to come together and contribute a certain amount each which is then given to one person to start an income generating project. I invite government and council officials to train these women on basic project management so that their clubs can last and benefit all people.” *Councillor Machiveyi Makore, Zvimba RDC*

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

Achievement Rating: 4

The programme performed very well under outcome 2 as the main objective of reaching a 20% target in terms of women occupancy of decision making positions in local councils was surpassed. The extent to which the second objective on having two-thirds of councils having budget lines for gender mainstreaming has been achieved is not clear due to lack of adequate information from some of the councils, although almost all councils interviewed during the evaluation confirmed that they are budgeting for gender mainstreaming. Training of WILGF members exceeded target by 32% while the target for developing Drivers of Change profiles has been achieved by 94%.

Outcome 3: Gender responsive governance and accountability are enhanced through over two-thirds of Zimbabwe’s councils becoming Centres of Excellence for Gender in Local Government.

Councils participating in COE Programme

At baseline in 2014, 27 councils had completed the COE process and the target was to have 33 more councils join the programme during the second phase for a cumulative total of 60 councils by the end of the programme in December 2016. GL surpassed the target by 13% as a total of 68 councils participated in the programme. This represents 74% of all the 92 urban and rural councils in Zimbabwe, which is more than the two thirds target of the programme. The target was surpassed through budget savings

through joint training sessions of different councils and sharing of some of the implementation costs between GL and some of the councils. Councils provided in-kind support valued at USD120, 446 during the duration of the programme. Some councils not originally targeted by the programme expressed interest in joining after witnessing positive outcomes emanating from councils participating in the programme. With support from the Ministry of Local Government, which has embraced the COE model, the number of participating councils increased to 68.

Beneficiaries Reached

At baseline in 2014, a total of 9,755 people (51% women, 49% men), had benefitted from the COE process. The target until December 2016 was to reach a total of 22,904 direct beneficiaries and over 10 million indirect beneficiaries. Direct beneficiaries were those that directly participated in the programme activities such as council staff, councillors and other stakeholders that participated in COE training programmes. Indirect beneficiaries are the communities that fall within the jurisdiction of the respective councils who will benefit from improved service delivery from their councils as a result of enhanced capacity through the COE initiatives.

By the end of the programme, 12,196 direct beneficiaries (55% women and 45% men) and estimated 10,275,458 million indirect beneficiaries were reached through working with COE councils. For the direct beneficiaries, this represents 48.3 % target achievement while for the indirect beneficiaries, the target of 10 million was surpassed. Using the target figure of 22,904 direct beneficiaries, the 60 councils were to have each an average of 382 direct beneficiaries. At the end of the programme each of the 68 councils had an average of 162 direct beneficiaries. The target for direct beneficiaries seems to have been unrealistically high as it would have been difficult for GL to directly engage close to 400 beneficiaries per council. GL further explained that it improved data collection methods in the second phase so as not to double count beneficiaries in the different stages. The strategy has shifted to empowering core teams within the councils and improving the quality of the COE work, so that this can in turn be cascaded more effectively to indirect beneficiaries.

Gender Score

A gender score card system was developed by the programme to measure the gender responsiveness of COE councils emanating from the programme's gender mainstreaming initiatives. This score card was updated in 2016 in line with the Post 2015 SADC Gender Protocol, also to include more rigorous collection of evidence.

At baseline, old COE councils had a gender score of 68% and the target was to have all councils (both old and new) have a score of 75% for old councils (new councils to be established).

The gender scores were adjudicated at national summits held in 2012, 2015 and 2016. A total of 36 councils (or 53%) in the COE had their GPS scores adjudicated in the 2016 summit while the remaining 32 councils (47%) were still in progress at the time of the evaluation. The table below shows the GPS scores of councils.

Table 4: GPS Scores

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

Table 4 shows that at 65% for the original and mid-way councils, the achievement fell short of target by ten percentage points. While original councils fluctuated between 62% and 70%, mid-way councils showed a steady improvement from 44% to 62%. A factor to be considered in 2016 is the more demanding scoring system, that witnessed new councils achieve a score of 54% (the baseline for these councils). The overall gender score average was diluted by the lower scores of the new councils whilst old councils almost maintained their baseline scores. An analysis of the scores shows that new councils need support to address the gaps that still exist. Some of the new councils have participated in the programme for less than a year and therefore they still need mentoring and support to reach the levels of the old councils, which is closer to the targeted score of 75%.

A total of 44 councils (or 65%) have had GPS variances calculated. The majority of the councils whose variance has been calculated (59%) have scored positive gender scores compared to their baseline scores. Councils with a high positive variance between the baseline score and the 2016 score include Norton Town Council (48%), Chinhoyi Municipality (32%) and Umzingwane RDC and Hwange Local Board both at 38%. Positive scores were attributed to political support for the programme from councillors, executives and council employees. 39% of the councils with variances had negative GPS variances. Councils with negative variance between baseline scores and 2016 scores include Rushinga (-37%), Mhondoro Ngezi (-22%) and Chikomba (-16%). Councils with negative variances attributed their losses to lack of political support and managerial commitment.

In 2016 GL, in partnership with UNWomen, introduced a new colour coded system for issuing COE certificates using the Post 2015 score card as a new baseline. The new certificates awarded at the colourful summit award ceremony are either blue (below 50%); green, bronze, silver, gold or platinum (above 90%). This is designed to provide the councils with the incentive to keep improving their performance.

Funds specifically earmarked for implementation of gender action plans by councils

Effective gender mainstreaming entails setting aside a specific budget for implementation of gender action plans. At baseline in 2014, councils were setting aside a cumulative total of USD189, 000 to

finance their gender action plans. The target was to achieve cumulative gender mainstreaming budgets of USD250, 000 by 2015 and USD300, 000 by the end of the programme in December 2016. The councils verified in 2016 had managed to put aside a cumulative budget of USD424, 000, which surpasses the targeted figure of USD300, 000.

The increased allocation of funds for gender mainstreaming actions by COE councils is an indication of the importance that these councils attach to gender mainstreaming as a strategy for achieving gender equality in local authorities. The increase is also partly a result of the directive by the Ministry of Local Government requiring that all local councils set up specific budgets for gender mainstreaming activities. The directive was a culmination of lobbying efforts by the programme and other stakeholders for councils to have specific budgets for gender mainstreaming. Councils have also made several commitments to Gender Mainstreaming. (Please see Annex 8.3 on Council Commitments to Gender Mainstreaming).

Case studies on gender responsive governance gathered and shared at district and annual summits.

As part of evidence based programming and knowledge sharing amongst programme partners, the programme planned to gather case studies from different partners participating in the programme and showcase these good practices at district and national summit. At baseline, 2 district and one national summits where 58 best practices would be showcased had taken place. The target was to increase these to 6 districts and one national summit every year for two years and presentation of 200 best practices.

Table 5: Best practice cases studies presented per thematic area from 2012 to 2016.

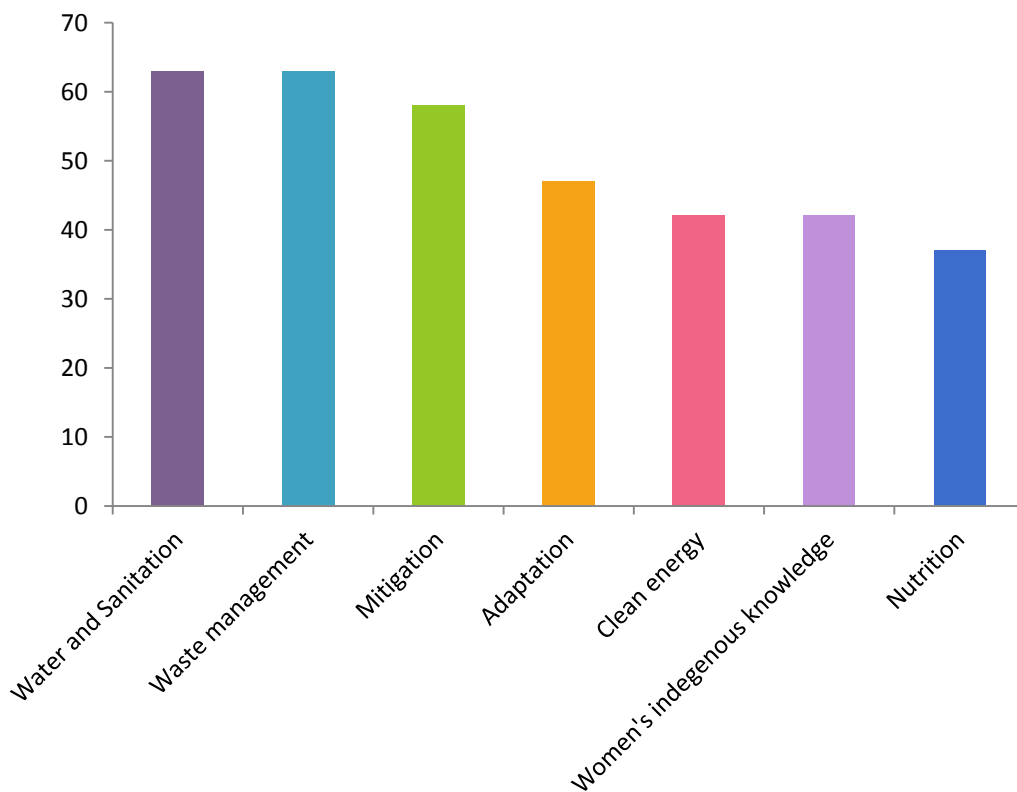
	COE	Driver of Change	Rights	Governance	Economic Justice	Climate Change	Entrepreneurship	Media	Total
2012	13	13	14	3	10	4	0	0	57
2013	12	5	11	6	10	5	0	9	58
2014	9	12	21	1	0	8	10	5	66
2015	13	14	37	8	9	22	20	8	131
2016	36	19	33	13	13	16	20	5	155
Total Entries	83	63	116	31	42	55	50	27	467
Entries 2015-2016									286

As shown in Table 5, GL has been holding national summits since 2012 covering: COEs; Drivers of Change; Rights; Governance; Economic Justice; Climate Change; Entrepreneurship; and Media. In total, the summits have gathered 467 case studies of good practice, 286 of these in 2015-2016 (86, or 43% higher than target).

The COE category is based on the Gender Score Card and affords the opportunity for external verification of these scores (the judges scores are taken as final). The Driver of Change category,

referred to earlier, gathers evidence on leadership. The theme categories involve actual projects being implemented by the councils. The entrepreneurship programme, funded on a pilot basis by the Netherlands Fund for Leadership Opportunities, concerns economic empowerment of survivors of gender violence supported by the COE's. It is a promising example of the multiple possibilities of strengthening the COE work programmatically. The highest number of entries (116) is in the rights based category that includes GBV. The summit has attracted a growing number of case studies on gender and climate change at the local level, with a total of 55 such case studies presented to date. An analysis of the 2016 climate change entries shows areas in which the councils are implementing local going-green initiatives.

Figure 1: 2016 Climate change entries



The following are some examples and extracts from the summit entries.

Councils like Kadoma City Council, Umguza RDC, Manyame RDC and Hurungwe RDC have been at the fore of Climate Change projects. Projects presented include a solar barn system to cure tobacco; solid waste management; access to potable water and sand extraction. In Kadoma (solid waste management) the project has also become a source of income for women: *“if one gets an income, we are able to clean ourselves and our environment”*. Chipso Gogodo, Farmer, Kadoma

Women in Umguza RDC have praised how the availability of potable water has helped them. It is a widely known fact that women and girls are affected by the lack of water in the household as they have

to manage and look for it, often having to walk long distances to access water. As such Umguza and Manyame RDC's projects of availing potable water have been met with a lot of positivism. It has also had an impact on the gender dimensions within the communities. *"This is a relief to all women in this village, now we can easily access water in the vicinity", Rachel Mhlanga Umguza RDC (Widow).*

In Hurungwe women have been empowered because they can now engage in the productive economy through the use of the solarjet ban system for curing tobacco. *"The modern day woman must move with technology, we cannot wait for men on all advancements. Now we widows are curing tobacco using the solar jet. This was usually work for men as they used to carry logs but now I just use coal with the jet."* Maria Chikava, small scale communal farmer.

Achievement Rating: 3.5

The main expected outcome of having over two-thirds of Zimbabwe's councils becoming Centres of Excellence for Gender in Local Government to enhance governance and accountability of local councils has been achieved as 72% of the councils (which is more than 2/3 or 61%) are now participating in the programme. The programme did not achieve its direct beneficiary target, but surpassed its indirect beneficiary target through reaching more councils. It has managed to build the capacity of the original and mid-way councils to reach a fairly high average GPS of around 65%, has surpassed the gender mainstreaming budget targets for participating councils and has more than doubled the targeted number of best practice case studies to be presented at the national summits. However, the fact that 39% of the councils recorded negative GPS variance scores at the 2016 summit compared to the baseline values is cause for concern. This points to gender mainstreaming gaps that need further interrogation and support from the programme.

Outcome 4: Sustainability of the programme results is enhanced through building the capacity of Gender Focal Persons within the Councils and handing over backstopping of the process to the gender and local government ministries.

The COE programme put in place exit and sustainability measures to ensure continuation of the COE process beyond the lifespan of the programme in the original 30 councils. These measures included building the capacity of Gender Focal Persons (GFPs) so that they could offer backstopping support to their councils and other councils in the absence of GL. Ministries of Gender and Local Government were also capacitated so that they are able to provide backstopping services to the council after the programme has ended. The two ministries are using the COE manuals to train other institutions and stakeholders outside the COE programme.

At baseline in 2014, only 13 GFPs had been trained and the target under the current phase of the programme was train a total of 60 GFPs from councils and MWGCD by December 2016, with gender parity being adhered to. By the end of the programme, a total of 68 GFPs from both old and new councils had been trained and these comprised 24% men and 76% females. In this regard, there was a more than 100% achievement of the target although there were more female GFPs trained than men

than originally been anticipated. The fact that 24% of the participants were male, signals a significant step towards promoting male participation and engagement in gender mainstreaming.

The Training of Trainers (ToT) that GFPs went through enhanced their capacity to continue supporting mainstreaming of gender in local councils beyond the Embassy of Sweden supported lifespan of the programme. The capacity building of the GFPs fostered increased ownership of the programme. The ToT sessions were attended by high level district officials such as District Administrators, Provincial Administrators and heads of government ministries (e.g. District Administrators in Mangwe and Hwange attended and actively participated in ToT trainings in Matabeleland). This enhanced buy in of the programme and demonstrated commitment by key stockholders. Ownership and political will are key pillars of programme sustainability.

The COE roll out process has brought together GFPs from different councils as well as officials from the two ministries of Women Affairs Gender and Community Development (MWAGCD) and Local Government. These stakeholders have been working together to roll out COE activities and some GFPs from older councils have been helping GFPs from new councils to roll out COE activities. For example, GFPs from Umguza Rural District Council have been mentoring GFPs from Gwanda Town Council in gender mainstreaming and Gokwe Town Council went to Rusape Town Council for a learning visit.

GFPs have been instrumental in spearheading the 50/50 campaigns in their respective districts. Their actions have helped to keep gender issues on radar in their respective councils. The Ministry of Local Government issued a circular to Provincial and District Administrators advising them to be part of the COE training sessions to enable them to appreciate the COE concept and effectively support their respective authorities in gender mainstreaming. This has fostered a high-level buy in of the programme by the Government of Zimbabwe.

Political buy-in of the programme at the highest level, coupled with capacity building initiatives targeted at the GFPs and other senior council officials has established a sustainable base for the programme. A critical challenge cited by GFPs during the evaluation however is the issue of limited resources to effectively carry on with their gender mainstreaming activities. Whilst they have the capacity to mentor other councils and carry on with COE processes, this requires resources which in some cases, are beyond the financial capacity of the councils, some of which have gone for months without paying their employees' salaries. Gender and local government ministries also face similar constraints. Some of the GFPs also mentioned that their gender mainstreaming work is curtailed by heavy workloads as they have to perform their normal duties alongside their gender mainstreaming obligations as GFPs. In some cases, they end up prioritizing their normal work schedule ahead of gender mainstreaming activities.

Achievement Rating: 4

The programme surpassed its target by training a total of 68 GFPs across all the 68 councils and Gender Ministry. This has set a firm ground for sustainability as the GFPs were noted during the evaluation to be active on the ground and spearheading gender mainstreaming activities in councils. Political buy-in and support from the Ministries of Gender and Local government, as well as the capacitation of senior

officials in these ministries provides an opportunity for continuation of COE initiatives beyond the official termination of the programme. The major constraint however for sustainability is limited financial resources on the part of council and parent ministries to continue implementing all the COE initiatives. It is however important to note that despite these financial constraints, some councils have started budgeting for mainstreaming activities.

Outcome 5: The National Action Plan to End Violence Against Women is cascaded to local level through 30 COE's that cost these plans as part of a Gender Responsive Budgeting strategy.

The COE programme undertook to cascade the National Action Plan to End Violence Against Women (VAW) as part of the Gender mainstreaming process. At Baseline in 2014, there were only 10 localized action plans on VAW and the objective was to increase this to 30 plans for the same number of local authorities by December 2016. A total of 30 new councils have reviewed their VAW action plans in line with the 2012 findings of the VAW baseline study. However, 30 councils have finalized reviewing their action plans and the target was met. Councils attended VAW Action Plans Review Workshops to come up with new objectives that responded to the needs within their communities.

The main challenge however that councils are facing is costing the VAW action plans. Councils such as Umguza RDC and Bulawayo City Council have well developed VAW plans but implementation of these plans is hamstrung by limited resources.

Changes in attitude towards gender equality

The cascading of the VAW action plans was expected to bring about changes in attitudes towards gender equality. The changes in attitudes were to be measured through the Gender Progress Score, a composite measure of community attitudes towards gender equality as measured by specific gender attitude indicators.

At baseline, the GPS for Zimbabwe Gender Progress Score (GPS) for Zimbabwe is 63% for women and 61% for men (June 2014). The programme target was to have an average GPS of 72.5% (75% for women and 70% for men), with scores in each of the council at least 5% higher at the end of the programme.

The programme administered 27,200 gender attitude survey questionnaire on councils (400 per council- 200 females and 200 males).

An assessment of gender related attitudes at the end of the programme for all participating councils revealed that the GPS for women was 74% for women (slightly lower than target) and 71% for men (slightly higher than target) with the average of 72.5% on target.

Overall, the majority of councils for which comparative data is available registered positive variances. Councils that recorded GPS variances of 10 percentage points or higher included Zvimba, Zvishavane,

Kadoma, Mutare and Kwekwe. Of concern however is the fact that three councils (Manyame, Chitungwiza, and Chinhoyi) experienced a decline.

Achievement Rating: 4

Cascading of the National Action Plan to end VAW has been going on throughout the targeted 30 councils. Plans have been developed and 20 councils have managed to complete the review of their plans. The major constraint however is lack of adequate resources to implement the action plans at local level. There has been a positive changes in attitudes towards gender equality in the COE councils overall, with the average of 72.5% in accordance with target.

Overall Rating

The programme performed well with an overall achievement rating of 78% as shown in the table below.

Table 4: Overall Results Performance Rating

Outcome	Performance rating (out of 5)
1	4
2	4
3	3.5
4	4
5	4
Average Score	3.9 (78%)

4.2 PROGRAMME RELEVANCE

4.2.1 Foundational Base and Objectives of the COE Programme

The design of the COE programme was informed by findings of a ground breaking *study on local governance conducted in 2010 by GL. The study, titled “At the Coalface, Gender and Local Government in Zimbabwe”,* was part of a broader regional study and it revealed that women participation and leadership at both national and local governance level was minimal. Zimbabwe had only 17.9% women in parliament and was ranked 79 out of 139 countries globally and tenth out of 15 regionally as women representation in parliament was 6.1% lower than the regional levels. At local governance level, Zimbabwe was rated seventh in the SADC region as women representation in both urban and rural councils was pegged at 18.8%, which was 5.1% below the regional average of 23.9%. In the 62 Rural District Councils in the country, there are only 6 women Chief Executive Officers (10%) and in the 32 urban councils there are only 5 town clerks (16%).

As noted at the UN Women’s Beijing Conference in 1995, “The empowerment and autonomy of women and the improvement of women’s social, economic and political status is essential for the achievement of both transparent and accountable government and administration, and sustainable development in all areas of life”. Limited women political participation and leadership is not only a violation of the rights of women, but effectively drowns women’s voices, aspirations and needs in a patriarchal system that creates political spaces dominated by men. The local governance study revealed that gender hardly featured on council agendas and that women participation in council decision making processes

remained marginal. The SADC Protocol on Gender and Development sought to address this gender gap in local governance by adopting a regional strategy that aimed at promoting women's representation and effective participation in local governance.

The goal of the GL Zimbabwe Gender Justice and Local Government programme Phase Two was to contribute towards gender balance and responsive local governance in Zimbabwe by 2016 in accordance with the provisions of the SADC Protocol on Gender and Development. The specific objectives centred around increasing women's effective participation in local government; enhancing gender responsive governance in Local Government; and reducing GBV in targeted communities. The objectives sought to address gaps identified in local governance including gender disparities; low representation and participation of women in local governance structures which effectively drowns and marginalized their voices; and GBV which retards meaningful participation of women in the development processes of their communities and also negatively affects their wellbeing and livelihoods. In a nutshell, the COE programme seeks to foster gender justice in local governance through promoting accountability and responsiveness of local councils.

The COE programme was thus premised on a solid foundational evidence base, informed by research conducted by GL on governance issues in the country. The programme's objectives sought to promote gender justice, accountability and uplifting of marginalised voices in local governance. In this regard, the programme was thus highly relevant in addressing the needs of marginalised women and gender gaps in local governance in the country.

4.2.2 Alignment with governance priorities at local, national or international levels

The COE programme aimed at contributing towards gender balance and responsive local government in Zimbabwe and to reduce Gender Based Violence (GBV) in communities through implementation of local action plans. The goal and objectives of the programme are strongly in alignment with national, regional and international priorities on gender equality in general and women political participation and leadership in particular. At national level, Zimbabwe has ushered in a new Constitution with provisions aimed at promoting women's participation in politics and decision making. The new Constitution presents a number of opportunities for women's participation in Parliament, but lacks some affirmative action provisions at local government level. The Constitution further provides for the establishment of the Gender Commission whose key functions include monitoring issues concerning gender equality to ensure gender equality as provided in this constitution. The country also has a National Gender Policy which seeks to promote women participation in decision making processes.

At regional and international levels, Zimbabwe has committed herself to the following instruments which are aimed at promoting and supporting gender equality, women's rights and women's equal representation in decision making:

- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW- 1979)
- 1995: Beijing Declaration and Platform for Action
- 1997: SADC Declaration on Gender and Development

- 2003: African Women's Protocol
- 2008: SADC Protocol on Gender and Development

The COE programme was designed and implemented in the context of the above frameworks and therefore is highly relevant to national, regional and international commitments of the country on gender equality and women political participation and leadership.

4.2.3 Design and Response Strategies

As mentioned in section 4.2.1, the design of the COE programme was informed by evidence from action research conducted on the gender equality situation on local government in Zimbabwe. The design was thus evidence based and adopted the bottom-up approach where communities at local level were empowered to effectively participate in local governance issues. The main focus nationally for women political participation has mainly been at parliamentary level and yet there has been a glaring gap at local governance level. For women to effectively participate within national level institutions, they need to be empowered from grassroots level and gradually climb up the ladder and in the process accumulating valuable experience that they can effectively use when they reach national level institutions. Empowered local level platforms thus become feeders to the national level institutions.

The evaluation found the Theory of Change (ToC) of the programme to be highly relevant. The COE programme utilised Thenjiwe Mtintso's **access-participation- transformation** framework which posits that for women to effect change, they need first to have access to decision making opportunities and once they have access they should be empowered to effectively participate in the decision making processes before they can influence and experience real transformation in their lives. This ToC was relevant in that the study on local governance mentioned elsewhere in this report revealed that women had limited access to decision making positions in council, and hence the first strategy of the programme was intensive lobbying of government so that there is a legislated quarter for women in local governance, as is the case with national parliament. The second focus of the programme is on empowering women and local councils so that they can promote the effective participation of women which will ultimately lead to transformative action that results in gender justice and equality in local governance. Empowering councils to be gender sensitive is crucial because as noted elsewhere in this report, there were less women compared to men occupying decision making positions in council at baseline (18.6%) and councils were not conscious of the need for gender equality and were thus not deliberately pushing for gender justice. The programme also empowered Women in Local Government Forum (WiLGF) through trainings that strengthened their capacity to effectively participate in local governance and advocate for an increase in participation in local governance institutions. The training not only enabled the WiLGF members to be effective in discharging their mandate, but also provided role models that showcased women's capacity and ability to effectively participate in local governance.

Male engagement was used as one of the strategies by the programme. The strategy was based on the fact that males dominate society because of patriarchal values, practices and beliefs and that they are key drivers of gender inequality in local government. Engaging males in the programme as Gender Focal Persons as well as council leadership which is male dominated was a strategic way of promoting buy-in

and cooperation from the males in the struggle for gender equality. Indeed, some of the males have become effective gender champions in the programme.

The programme's approach of working with key stakeholders including relevant government ministries, local government leaders in the respective districts such as DAs and Pas, local councils, councillors and council executives, community leaders, community members and civil society organisations such as WiPSUL and ZWRCN brought about a participatory ethos that augurs well for ownership and sustainability.

The programme also worked through council umbrella associations which promoted buy in and the building of a collation of the willing. The programme worked within the existing frameworks such as the SADC Protocol on Gender and Development and the National Gender Policy, thereby complementing national and regional efforts on promoting gender justice in governance.

4.2.4 Relevance to Embassy of Sweden ('s Country Strategy

The overarching aim of the COE programme was to promote gender justice, democratic and inclusive participation, accountability and improved service delivery by local authorities. The objectives of the programme resonate strongly with the Embassy of Sweden's overall development priorities and objectives as well as the Country Strategy for Zimbabwe. The Swedish Embassy works to promote democracy and human rights as well as providing vulnerable groups with access to social services. The embassy focuses on long-term programmes aimed at improving the social situation for women and children and supporting the democratic development and work for human rights and equality. Gender is one of Embassy of Sweden's primary focus areas. The Embassy's Gender Equality Policy (2010 to 2015) highlights women's political participation, economic empowerment and reducing VAW as key areas of focus. Furthermore, Sida key thrusts post 2015 are Gender equality- participation, Human rights- GBV, SRHR, Health, economic empowerment- green economy and Climate change. To this end, the objectives of the COE programme are thus in alignment with the development objectives of the Swedish Embassy.

4.3 PROGRAMME IMPACT

The evaluation assessed the effects of the programme from both a broad perspective and a micro perspective. At a broad level, the social, political and economic consequences of the programme were evaluated together with implications of these effects on policy, gender justice, governance, transparency and poverty reduction. At a micro level, the evaluation focused on intended and unintended impacts of the programme at institutional, community and individual levels in the context of programme objectives.

In evaluating impact, the evaluation took cognisance of the difficulties of impact attribution in development programmes, as there are many intervening variables which influence expected outcomes. Focus was therefore on assessing the level of contribution that programme initiatives made towards the observable and felt changes linked to the programme activities. The evaluation was also mindful of the fact that the COE programme had two inter-related phases and therefore impacts of the programme span across the two phases and are inextricably linked. This makes attribution of impact to Phase II only

(the focus of this evaluation) impossible and hence some of the stimulus for achieving impact in the last phase can be traced back to Phase I.

4.3.1 Broad Impacts

The COE local governance model has been accepted and adopted by the Ministry of Local Government as a model for local government capacity strengthening for transparency, accountability, responsiveness and gender justice. GL has formed strong partnerships with both the Ministries of Local Government and Gender. Senior ministry officials have participated in the training programmes under the COE initiatives through directives from the ministry. The Ministry of Local Government has also issued directives for all local councils to have gender mainstreaming budgets and to mainstream Gender Based Violence (GBV) in their work, a result that can partly be attributed to lobbying by GL. The two ministries mentioned during the evaluation that they are using the COE manuals to train their staff, other institutions and stakeholders outside the COE programme, which is a clear indication that the model has been embraced by the government.

A representative at the Ministry of local government remarked,

“The Ministry is famous for scooping awards competing with South Africa and Botswana. We have not received any money from Gender Links but we are grateful for the knowledge, the material and information that has completely transformed the way we do business. From the knowledge received, the Ministry produced a gender manual to guide officials in the ministry. It defines key gender terms, summarises provisions of major international conventions, gives direction on how to mainstream gender and how to be gender sensitive”.

Although the initial target for the last phase of the programme was 60 councils, the number was increased to 68 to accommodate more councils that wanted to join the programme through encouragement from the ministry. The COE programme now covers 74% of all councils in the country and the impacts of the model in local governance are thus going to be felt throughout the country. The Ministers for Local Government and Gender attended annual summits to give support to the programme. At the 2016 summit, the Minister for Local government noted that the summit has over the years proved valuable as it provides an opportunity for learning and sharing on gender equality between government, civil society, and faith based organisations and the media. He commended the local authorities that came to participate at the summit especially after successfully reviewing their gender action plans.

The COE programme managed to bring together associations representing rural and urban councils. The two associations lacked a close working relationship before the programme, but their participation in the programme together with their membership has helped to provide a platform for more interaction and cooperation between rural and urban councils. Rural and urban councils participated at the national summits

We also want to be part of the Gender Links programme as a council. We have seen what those that have been participating have achieved. As a council, we do not have a gender policy yet. We have been using the national gender policy as a point of reference. We also do not have a gender action plan and none of the executive members of the council has received gender training.

CEO. Makonde RDC

together and learned from each other's experiences in mainstreaming gender.

The **regional** nature of the programme has benefitted the Zimbabwe local government system in the area of gender mainstreaming in a tremendous way. Members of WiLGF and local authorities competing at regional summits that have been part of the regional and international platforms reported how they have been exposed to the experiences of gender mainstreaming in local government. They have participated in activities in South Africa and Sweden. Such platforms promote peer learning and sharing.

4.3.2 Programme Impact on Councils

Councils were the central focus of the COE programme. The evaluation assessed the impacts of the programme on the council as an institution as well as its employees. (Please see annex 3 for a compilation of Gender Mainstreaming Actions that councils in COE planned to implement).

a) Gender Awareness

When most of the councils joined the COE programme, their levels of awareness and appreciation of gender issues was very low. All the 17 councils sampled for the evaluation admitted that the level of awareness of gender issues was very low and all the councils were male dominated characterised by pervasive patriarchal values, beliefs and practices. Gender issues were generally not considered part of official business and rarely appeared on council meetings agenda.

There was a general misconception amongst councils that "gender" means women's issues and men took little interest in gender issues as a result. When there was a workshop on gender, women would be selected to attend those meetings as they pertained to "women's issues". Male council employees interviewed during the evaluation admitted that they misconstrued gender as relating to women's issues only. Resultantly gender issues were rarely mainstreamed in council business and programmes and the development approaches by councils were generally gender blind.

After participating in the COE programme, almost all the council employees admitted that there is now better appreciation of gender issues in their councils. Gender is now part of formal discussions of councils. The appreciation of gender issues is reflected in the development of gender policies and affirmative action measures for women in recruitment.

When the programme started, it was difficult for most men in council to accept it. We had the erroneous assumption that gender means women. When the programme was being introduced, one senior male manager retorted "*why are we being brought into this war, this war is for women. Why should we men attend*"? However after attending the training sessions, we began to slowly understand what gender is, and the negative implications of gender inequality and discrimination in our work as council. Although we are not where we want in terms of changing attitudes, I think we have made significant strides especially at management level as evidenced by measures we have taken such as affirmative action for females in recruitment and erecting female friendly structures where none existed before.

(FGD with male senior managers, Bulawayo City)

Although patriarchal values and attitudes still persist, they do so mainly because attitudes take time to change and not because council employees are not aware of the concept of gender. The level of awareness has generally increased across the councils.

b) Systems and structures

The existence of systems and structures for gender mainstreaming is the starting point and evidence of political will to achieving gender equality and gender equity. When the programme started, no single council had a gender policy. Through the GL programme the parent ministry ordered all local authorities to have gender policies and gender focal persons. However, despite this order some councils that have not been working with GL, such as the Makonde and Mutasa Rural District Councils, do not have gender policies. Those that have been working with Gender Links have gone further to have gender training for executive and elected members of council as well as gender action plans that inform gender responsiveness in council business.

All the participating local authorities have managed to have Gender Policies, Gender Focal Persons and Gender Action Plans in place. Some of the councils such as Umguza RDC have set up gender committees comprising all senior managers, departmental GFP, stakeholders such as MWAGCD, DA, NGOs, DAC and other interested parties. The gender committee directs policy on gender issues within council and this has resulted in the council scoring major successes in gender mainstreaming. Bulwayo City Council has also established GFP for each department.

Through the establishment of the gender committees and GFP as well as buy in of the programme by senior managers in council, systems and procedures of councils have been genderised. The following are some of the systems that have been put in place as part of gender mainstreaming:

▪ Recruitment Policies

After realizing that their recruitment policies were gender blind, some councils took measures to make the policies gender sensitive. Affirmative action measures for women were put in place to ensure that there is gender parity in employment. For example the Bulwayo City Council, after conducting a gender audit as part of the first step under the COE model, realized that out of the council's 4,000 employees only 18% were female. The council then made a resolution to increase female employment by 5% per year until a 50% target was reached. This resolution has increased female employment in council to the current 27%. Other Councils have also made resolutions to employ female in traditionally male dominated trades and this has resulted in the hiring of female engineers, plumbers and welders in councils such as Bulwayo, Umguza and Makoni RDC.

▪ Procurement Policies

Some councils have integrated gender into their procurement policies, to ensure that female owned businesses are given the opportunity to conduct business with councils. This measure was taken by councils such as Bulwayo and Umguza after realizing that female owned businesses were side-lined in favour of male owned enterprises. This has empowered female business people economically.

c) Capacity Development

The GL programme has built the capacity of local authorities in many areas including appreciation of gender issues, use of ICT as well as to gather evidence and make use of that evidence in improving social service delivery. Gender Focal Persons and other executive members of the councils as well as elected officials received gender training. This has led to change of attitudes towards gender.

Before participating in the COE programme, gender was not part of the induction curricular for councillors. Now every new councillor has to cover gender issues as part of the induction programme. This has increased councillors' awareness levels of gender issues.

The COE programmes has provided councils with tools and manuals to mainstream gender. Councils are now able to conduct gender audits to assess their level of gender mainstreaming capacity. They have also been empowered to conduct gender analysis of their activities and programmes to identify gender gaps that need addressing. Councils such as Bulawayo, Umguza, Makoni, Gokwe and Mutare have done assessments of their staff compliment and noted the gender disparities. Corrective measures were taken based on the findings of the assessments.

Councils also admitted that they never used to disaggregate data by sex. Councils are now increasingly disaggregating their data by sex in areas such as the housing waiting list, recipients of council houses and stands, vending bays, skills audits and allocation of resources. This has helped councils to identify gender disparities and take measures to address the anomalies.

Preparation for participation at the annual summits requires the local authorities to generate evidence and work on projects throughout the year for them to be able to show case achievements during the period under review. Over the years, local authorities are free to show case in an area of their choice amongst the following themes: Sexual and Reproductive Health Rights and HIV and AIDS, Gender Based Violence, Constitutional and Legal Rights, Media, Economic Justice and Education as well as Climate Change. The 2016 national summit required registration and other related processes to be done online, hence all participating local authorities had to have an induction in ICT for them to be able to participate effectively before and during the summit. Furthermore, owing to working with GL, local authorities are able to collect gender disaggregated data and report on it.

"I never knew about internet. Never knew what animal it was until I was trained through the programme. Now I can google, communicate and even look for job opportunities through internet. It's a very empowering tool" (Rushing RDC GFP)

The performance tracking system used by GL to monitor progress is also evidence of the impact that the interventions have made to the participating local authorities.

d) Participation in National Gender Summits

Participation by councils in national gender summits has brought a spirit of competition amongst the councils. During the last national summit attended by the evaluators, councils displayed great enthusiasm and eagerness to learn. Councils presented case studies of their work, and there was experience and best practice sharing which enriched the councils' grasp of gender mainstreaming issues. However, for the summits to be more effective, there is need for follow ups and learning visits to councils who will have won prizes in their different categories by those councils still experiencing some gaps and challenges.

e) Gender Responsive and Inclusive Social Service Delivery

The GL programme has assisted local authorities to be gender responsive in social service delivery. Local authorities reported that their planning for social service delivery used to be gender blind but owing to emphasis on gender action plans, they found themselves obliged to think about gender issues in service delivery. The following are examples of gender responsive and inclusive service delivery by councils which the councils directly attributed to their participation in the COE programme:

▪ **Gender Sensitive Infrastructure.**

Some of the councils have renovated their infrastructure to make it gender sensitive and accessible by People Living With Disability (PLWD). The Bulawayo City Council for example, renovated their fire department and engineering building to provide toilet facilities for female employees. These departments are male dominated and there were no provisions for female toilet facilities. The need for toilets for women was picked up during the gender audit and a resolution was made to renovate the infrastructure. Masvingo Town Council and Rushinga RDC have renovated toilet infrastructure for schools to make it friendlier to the girl child. The councils have realized through gender analysis that girl children missed school when they are menstruating and they thus constructed bathrooms and showers for girls to address this problem. In Rushinga, an awareness programme is targeting boys to make them understand issues to do with menstruation so that they can better appreciate challenges that girls face and support them rather than ridicule them when they are on their period. Makoni and Bulawayo councils have renovated their offices to make them accessible to PLWD.

▪ **Accountability & Responsiveness**

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

▪ **Allocation of Residential Stands**

Councils are now disaggregating statistics of residents on the waiting list by sex. Where there are more men than women on the waiting list, deliberate efforts are being made by the councils to ensure that there is gender parity in the allocation of residential stands. Councils such as Umguza have made it a requirement that both spouses' names appear on the documents of the residential property to protect women, who traditionally are prejudiced in the event of death of the spouse or divorce because their names will not be registered on the property. In Umguza, perpetrators of Gender Based Violence are not being considered in the allocation of residential stands until they show evidence that they have reformed.

Single women and other vulnerable groups such as PLWD, the elderly, PLWHIV and orphans are also being encouraged to apply for residential stands on favourable terms in councils such as Gokwe.

- **Gender Based Violence**

Councils have been embarking on GBV awareness campaigns with support from GL. A number of councils have initiatives to empower women and support survivors of GBV. Such councils include Bulawayo, Kadoma, Mutare, Gokwe and Norton. The women have been trained on entrepreneurial and business management skills and have been assisted in setting up new business ventures or strengthening existing ones. Supported women survivors of GBV in Bulawayo acknowledged during FGDs that they have managed to increase their incomes from their business activities from about USD100 per month to an average of USD600 per month after the business training received from council with support from GL. Mutare City Council has, for example constructed safe shelters for survivors of GBV. Makoni RDC has established a revolving fund that provides loans to women at concessionary rate of 2% interest per month. Norton Town Council has established a women's college which has so far trained 5,000 women in various entrepreneurial skills. Mvurwi Town Council has supported women to embark on brick moulding and floor polish manufacturing on land donated by council. All these initiatives were ignited by the councils' participation in the COE programme. Below is excerpt with survivors of GBV in Bulawayo supported by GL and the council.

My husband was a monster who used to beat me every day for every silly excuse. During that period, I did not know then that what he was doing was actually abuse, as I thought it is what marriage is all about. He never provided food for the family and I and my children were reduced to being beggars. He eventually abandoned us and went away with another woman. When our councillor approached me and told me that they have a programme that they are running, I jumped on the opportunity and have no regrets at all. Because of the abuse, I used to have low esteem and would always lock myself indoors, because society discriminates against widows and divorcees as other women think that we want to snatch their husbands. When we came for training, I met other women in similar circumstances and we shared our experiences. We were trained on how to win our confidence back and that we should love ourselves. We were also trained on how to manage our businesses. Right now I am one of the most respected women in the community as I am doing well in my business selling spices. I am now helping other women in similar circumstances and can send my children to school without any hassles. Even if my ex-husband comes back, I don't need him anymore. When I walk these days, you might think that it's an elephant walking because of the confidence I now have *(GBV survivor supported by Bulwayo City Council)*

- **Creating Awareness on Gender Issues**

Councils are now actively engaged in creating gender awareness in communities under their jurisdiction by commemorating international days such as 16 Days of Activism and International Women's Day. Some of the councils now have specific budgets for these public awareness events. Previously, no such budgets were allocated from councils. Kadoma City Council for example, now has a gender budget of USD3, 000 per year that includes public events commemoration and Mutare City has an annual budget

of USD46, 500. Councils such as Goromonzi noted that that they never used to go for coordinating meetings for such events with the Ministry of Gender, but now they are part of the coordinating mechanism after realising the importance of such events.

4.3.3 Women in Local Governance

As already discussed under the section on Programme Performance, there has been an increase in the proportion of women in decision-making positions within the COE councils (from 17% to 23%) , partly because of increased confidence and assertiveness of women in councils, and partly because of affirmative action initiatives taken by individual councils. WiLGF played a very important role in the 50:50 campaign and lobbying the Local Government Board to appoint more women in decision making positions. Before 2009, there were less than 4 women as CEOs/Town Clerks in councils, but there are 10 women CEOs/Town Clerks of council and more than 20 directors currently. Masvingo City Council for example, never used to have women as Heads of Departments (HOD) before participating in the COE programme, but now two women have been appointed to be HODs in line with the council policy to achieve gender parity in decision making positions.

I started participating in GL programme some 5 years ago. I took part in the ICD programme and went to Sweden where were trained on confidence building and how to encourage other women to participate in local governance. I became chair of WiLGF and a member of the UCAZ board. Now that I feel empowered, I can handle any leadership position without any fear. I am the only female councillor but I am the council chair, thanks to the empowerment training I went through.

(WiLGF Chair and Gokwe Town Council Chair)

When the COE programme started, WiLGF did not have a gender action plan and had very limited funding from councils to fund its activities. WiLGF was supported by GL to come up with a gender action plan and to operationalize that plan. Women in local government have gone through capacity training that has not only improved their confidence and agency, but has endowed them with skills to effectively discharge their duties. Women councillors have also been trained and some have taken over the chairpersonship of sub-committees of council. In Umguza RDC for example, there never used to be any women chair of council committees but after participation in the COE programme, women councillors demanded that they be given the opportunity to chair some of the committees, Currently, the council chair is a woman and 4 of the council's committees are chaired by women. Councils are now conscious of the need to ensure that there is gender parity in chairing of council committees.

4.3.4 Comparison between COE and non-COE Councils

The evaluation sampled two non-COE Councils to compare their gender mainstreaming practices with those of the COE councils that were sampled for the evaluation. Mutasa and Makonde RDCs were randomly selected as the non-COE councils. The following table 4 summarizes the key issues emerging from the comparison.

Table 5: Comparison between COE and non-COE Councils

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

The comparison of the COE and non-COE councils clearly shows a great difference in terms of gender mainstreaming. COE councils are way ahead in terms of level of awareness, setting up gender sensitive systems and procedures and taking actions for gender parity and equality compared to non-COE councils. This is mainly because COE councils have gone through a series of capacity training programmes and initiatives through participating in the COE programme compared to non-COE councils

that have not benefited from such capacity buildings initiatives. Clear gender capacity gaps are evident in non-COE councils.

4.4 PROGRAMME EFFECTIVENESS

4.4.1 Achievement of Objectives

The evaluation assessed the extent to which the COE programme achieved or is likely to achieve its goal and objectives. The goal of the programme was *to contribute towards gender balance and responsive local governance in Zimbabwe by 2016 in accordance with the provisions of the SADC Protocol on Gender and Development*. The objectives centred on increasing women's effective participation in local government; enhance gender responsive governance through COE; and to reduce GBV in communities through implementation of local action plans.

The programme's Theory of Change (ToC) was based on the assumption that increasing women's access to decision making positions will lead to effective participation and ultimately to transformed local governance systems and structures that are both gender sensitive and responsive. As discussed under the Programme Impact section of this report, there has been an improvement in the number of councilors in COE councils from 18% in the last election to the current 21%. This percentage is higher than in non-COE councils. Stakeholders interviewed attributed this increase largely to the initiatives undertaken under the programme. The effectiveness of the programme in influencing women's access to decision making positions in local governance in councils that joined the programme after the 2013 elections can be fully assessed after the next election in 2018. However the 5.1% increase in the proportion of women occupying senior managerial positions in local councils from an average baseline of 18.6% to the current 23.7% has largely been credited to the programme.

To ensure women who have accessed decision-making positions in local governance participate effectively, capacity building training was conducted and women who participated in these initiatives expressed confidence that they now feel capable to effectively participate in decision making. Women in COE councils now chair committees such as Finance and Public Works Committees which previously were the preserve of men. Women are also chairpersons and CEOs of council and they are effectively discharging their duties. The view of the evaluation is that the programme has largely been effective in promoting effective participation of women in local governance and will even score higher achievements if the issue of legislated quota which the programme lobbied for is finally adopted by government in time for the 2018 national elections. The effects of the 50:50 campaign can also be fully assessed after the election.

Although councils participating in COE programme are at different levels of gender responsiveness, there is evidence that the councils are at a higher level than they were at baseline. COE councils have now drawn Gender Action Plans, Gender Policies and are implementing a raft of gender responsive measures such as disaggregation of data, infrastructure renovations to make it friendly to women and PLWD, affirmative action in favour of women in recruitment, gender parity in the allocation of residential stands, gender awareness in the communities and formation of gender committees, appointment of GFPs and budget lines for gender mainstreaming activities.

Transforming local authorities to be gender responsive is not an overnight process, but will take time and resources for the objective to be achieved. There are councils that have done very well and have won prizes at the national summit and there are also councils that are still struggling and therefore need further support. The programme can leverage on the capacity that has already been developed within councils and within the relevant ministries to continue mentoring those councils that are still lagging behind. Overall, the COE programme has been instrumental in the transformation of the local governance landscape to be more gender responsive.

The third objective was focused on reducing GBV through the implementation of GBV action plans. There has been limited resources channeled towards this activity and many councils found it difficult to implement the plans without adequate resources. Some such as Bulawayo and Rusape have done very well in providing support to survivors of GBV. However there has not been an assessment to determine the extent to which the implementation of the GBV plans has led to the reduction in GBV cases.

4.4.2 Effectiveness of the Programme Approach

Overall, the programme approach was found to be very effective. The programme adopted a participatory approach, which enabled all the key stakeholders from government ministries and relevant councils to participate in the programme. Officials from the Ministries of Local Government and Gender, District Administrators, Council Executives and Officials, councilors and community members all participated in the programme which enabled the stakeholders to develop a sense of ownership of the programme. The participatory approach also enhanced sustainability potential of programme activities.

The COE programme was well structured with a series of linked stages that ranged from 1 to 10. The first stage was the gender audit of the council which assisted in the identification of gender gaps and informing the next step of developing gender action plans. The steps were logically sequenced, which enabled the programme participants to understand the rationale for each of the 10 stages. The strong evidence base of the programme enabled the programme to come up with appropriate responses for gender mainstreaming within each of the individual councils.

Male engagement was another commendable approach by the programme. Engaging males enabled patriarchy in councils to appreciate gender issues and to be part of the transformation process that the programme sought. Some of the males enthusiastically participated in the programme, competed at the national summit and were appointed GFP. Having male gender champions makes it easier to engage other men who might be resisting gender equality initiatives.

GL focused on service delivery and was therefore not viewed as politically partisan by stakeholders. Although there was skepticism at the beginning, they melted away as interaction increased between GL and the stakeholders. The programmes also focused at local level governance, filling in a gap that had existed for years as focus has always been at national and parliamentary levels. Empowering women using a bottom up approach enables them to gain confidence and experience, which they can now utilize when they want to aim for a higher office. The summit concept was a very novel idea, which allowed councils to compete, showcase their achievements and learn from good practices from other councils.

Working through the representative associations of both urban and rural councils brought the councils together. Previously, there was no good working relationship between the urban councils and rural

councils because of political polarization. The programme enabled the councils to work together, share good practices for general progress towards gender responsive local governance.

4.4.3 Key Challenges and Risks and Mitigation Strategies

GL identified a number of key internal and external challenges and risks during the design of the programme and proposed mitigation strategies for those risks. The evaluation assessed the effectiveness of those mitigation strategies.

Political Environment

For close to two decades, Zimbabwe has had an unstable and unpredictable political environment which makes it difficult to implement development programs. The environment is characterized by extreme political sensitivities and polarization. GL has been able to navigate through these political obstacles by being open, non-partisan, transparent and cultivating personal relationship with the stakeholders. Government stakeholders interviewed during the evaluation acknowledged that they have very good working relations with GL. The Ministry of Local Government has been very supportive of the programme and has issued letters to all Provincial Administrators and District Administrators advising them to support the programme. Some DAs and PAs who initially were skeptical about the programme are now fully supporting it. The Ministries of Local Government are also represented at the highest level during summits, which is an indication of government support for the programme.

High Turnover of Female Councilors

In the 2013 general elections, there was a high turnover of councilors of 60%. This implies that trained councilors under the COE programme are lost together with their enhanced capacity. GL planned to hold an induction workshop for all councilors so that they can be introduced to gender mainstreaming. The COE programme has not only built the capacity of councilors, but has also developed that of Ministry of Local Government, Gender Focal Persons and Management of Council. These trained stakeholders have the capacity to train new councilors on gender mainstreaming. This capacity building approach is an effective mitigation strategy for the high turnover of councilors.

Splitting of Ministry of Local Government and Ministry of Rural Development

The splitting of the Ministry of Local Government into two had a potential risk of scuttling the programme. The new ministry of rural development, under which rural councils fall, posed a risk of not embracing the programme and bringing back the political differences between the urban and rural councils. GL played a pro-active role and engaged the ministry for signing of an MOU.

Legislated quota system for local government.

Given the difficult process through which a legislated quota system at parliamentary level was agreed, the risk of not achieving the same for local government was high given the hostility towards the idea by some male MPs. GL empowered WiLGF to lobby for the provision of the quota system and this has resulted in the Ministry of Local government tabling a position paper on this issue in parliament. It is not clear whether or not a legislated quota system will be in place before the 2018 elections. Pressure is therefore needed until this can be effected before the elections.

Economic Challenges

The economic environment poses huge risks to the effective implementation of the programme. Some councils have gone for months without paying their employees, and this is likely to dampen the enthusiasm to mainstream gender on the part of council employees and lack of resources for gender mainstreaming as councils focus on issues of higher priority. The evaluation noted that some of the councils have not been able to implement GBV plans owing to limited resources. GL has encouraged councils to resource mobilise to fund gender mainstreaming and the Ministry of Local Government has directed councils to have gender mainstreaming budget. The resource challenge risk however remains.

Foreign Exchange Losses

This was identified by GL as an internal risk and this became a reality in 2015 when losses in the SK to the dollar resulted in GL failing to recruit for two positions of programme officer. A mitigation strategy adopted by GL was to align budgets as per funds received. This makes forward planning difficult. GL opened a USD account in South Africa as a mitigation strategy against political and economic instability in Zimbabwe which makes it easier to transfer funds to the Zimbabwe USD account.

4.5 OPERATIONALISATION, MANAGEMENT AND INSTITUTIONAL CAPACITY

The programme is coordinated by the Harare office which has four staff members, who report to the regional office in South Africa. The four members of staff implement the work in the 68 local authorities in all the country's 10 provinces. The programme's model, which focusses mostly on practical steps to mainstreaming gender through research, gender audit using the local government score card, development of Gender and Gender Based Violence Action Plans and capacity building has made it possible for the easy implementation of the programme. However owing to the number of local authorities involved in the programme, physical monitoring visits to some local authorities has not happened. Those that have completed the programme cycle are monitored through the summits at district and national levels.

Owing to technology, coordination between the local and regional offices has not been a challenge. Interviews with both the regional office and the local office revealed that there is a level of autonomy that has been given to the local office with time and growth of the local office. For example, the Gender Links CEO reported that she used to be hands on in the activities in Zimbabwe but with time realizing the experience of the local office, she has left the office to run its business. She told the evaluators that she had come after the start of the 2016 Local Government Summit because of the confidence that the work would go on well even in her absence. The regional office had little involvement in preparations for the summit, in which for the first time all entries were gathered online. The local office manages programme funds and this reduces bureaucracy that comes with funds being managed from the regional office and results in swift implementation of activities.

4.6 PARTNERSHIPS

The Women in Local Government Forum is meant to address the low numbers of women in local government through 50-50 campaigns as well as capacity building. At local government level, out of the 1,958 councillors across the country, only 16.5% (or 323 seats) are occupied by women. These figures fall far short of the 50 per cent proportion of women required in terms of the Constitution, National Gender Policy and the SADC Protocol on Gender and Development. It is unfortunate that the

constitution does not provide for affirmative measures at local government level despite the fact that this is where issues that most affect women's lives are decided and implemented. Some of the reasons advanced for the under-representation of women in leadership and decision making positions in Zimbabwe include poor access to information, women's lack of political experience compared to men, lack of access to financial networks to raise funds for political campaigns and lack of support for family care obligations. The realization of the need for advocacy and lobbying efforts for achieving the 50:50 gender parity goals informed the development of the Women in Local Government Forum. Those participating in WILGF participate in national, regional and international events thereby giving them exposure.

Under this programme each local authority was given US\$1000 towards 50-50 campaigns. Considering the grant size and the sizes of the local authorities within which the campaigns are to be conducted, it has been difficult to reach out to all wards. Bindura Rural District Council only managed to reach out to 3 wards out of 21; and Murewa reached out to 9 out of 30 wards. This limited coverage affects the effectiveness the initiative in terms of promoting women's participation in local government.

Political polarization has characterized Zimbabwe's political landscape to the extent that even the 50-50 campaign has been misconstrued in some districts such as Bindura and Murewa as a campaign for females in opposition parties. However, through Women in Local Government Forum, a politically neutral forum, such misconceptions have been cleared. There has been an appreciation that gender issues are developmental issues, not party political issues. Women from all political parties who never used to see eye to eye now can sit together at the same table and discuss common issues affecting women. It was further reported that owing to gender work, the Association of Rural District Councils (ARDC) and the Urban Councils Association of Zimbabwe (UCAZ) which used not be able to sit on one table, can now sit on one table to discuss gender issues. Through this work, the Zimbabwe Local Government Association (ZLGA) had to develop a gender policy guiding gender mainstreaming in local government.

4.7 FINANCIAL ASSESSMENT AND VALUE FOR MONEY

Overall Budget

The Gender Justice and Local Government Programme received total funding of USD 2,044,244 between September 2014 and December 2016. The Embassy of Sweden contribution amounted to USD 1, 540, 551 (75.1% of the total budget) and other donors contributed USD420, 166 (or 20.6% of total budget). The Embassy of Sweden transferred funds to a US dollar account at GL headquarters in South Africa. They were then periodically transferred to a specific Embassy of Sweden account in Zimbabwe as a risk mitigation measure.

Economy

The Value for Money (VfM) principle for the programme was based on good planning, people power and smart partnerships where there would be in-kind support by partners, cascading of activities so that partners assume implementation roles, social enterprise and partners contribution to COE work. The funding met operational, administrative and programming costs of the programme. This was a holistic package that ensured that all components of the programme were funded for effective implementation.

With the funding, GL managed to surpass its target in terms of the number of councils participating in the programme. Originally, the programme was designed to work with 60 councils but ended up working with 68 councils after some cost saving measures were instituted during programme implementation such as holding joint training sessions with councils to save on fuel and workshop venue costs and in-kind and material support from councils.

The following table shows cost savings made by the programme between 2015 and 2016.

Table 5: Cost Savings by the Programme

Cost Item	Savings Made (USD)	Notes
Procurement savings	USD 10348.82	Difference between highest and lowest bid
Green Savings	USD 1313.27	Reduction in printing, electricity, water, travel
Entrepreneurship VFM	USD 7744.33	Income generated by survivors of GBV trained by GL
Good planning	USD 14154.87	Dovetailing COE stages and meetings to achieve maximum economy and efficiency
People power	USD 36651.80	Use of interns, GFP to run some of the COE stages, in order to reduce staff costs, build capacity and enhance ownership
Total Savings	USD 70213.09	

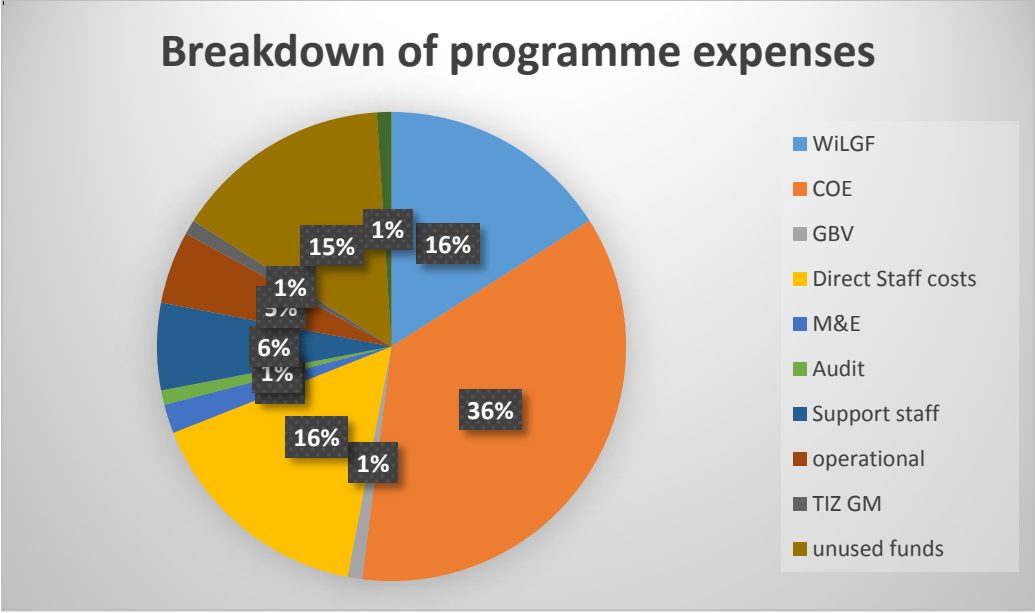
Source: *VfM Report 2015-2016*

In kind support from councils was valued at \$120, 446 and a total of \$484, 419 was earmarked by councils for gender mainstreaming activities, giving a total contribution of \$604,865 (or 42.5% of the total COE budget) by councils towards the COE programme. This cushioned the programme from exchange rate losses incurred in 2015. Combined field visits to assess both the Embassy of Sweden grant activities and the entrepreneurship programme funded by other donors also resulted in savings and efficient use of resources for monitoring. Social enterprise brought in USD 3672.18 to the programme.

GL also negotiated with service providers to get the best value for money services. A preferred supplier list of service providers which was approved by HQ was compiled from which the GL Zimbabwe office selected suppliers for various goods and services. The supplier list was compiled on the basis of competitiveness of the suppliers and value for money assessments. Total savings of USD 10348.82 were made between 2015 and 2016 through competitive selection of suppliers (VfM Report) and USD 1313.27 was saved through green savings.

Efficiency

As shown in the pie-chart below, the bulk of the budget (36%) went towards the COE programme followed by WiLGF support and direct programme staff costs both at 16%. Given the intensity of the COE programme which covered a total of 68 council, it is justified for the biggest proportion of the budget to go towards funding related activities. The direct costs per beneficiary in the COE programme was USD51. This is lower than the USD76 dollars that had been budgeted for mainly because the number of targeted councils under the programme was eventually increased by 8. WiLGF was also a key institution in the programme which spearheaded lobbying and advocacy initiatives and hence it also needed a substantial budget for its activities.



Direct programme staff costs (16%) and support staff costs (6%) totalled 22%, which falls within the budget target. Embassy of Sweden has allowed a no-cost extension for the 14 % of the budget resulting from cost savings to enable GL to complete council scoring; collection of budget data and development of knowledge products (a book and a video) from the programme.

There was efficient use of staff as some staff members played multiple roles instead of recruiting staff for those specific roles. For example, the Country Manager executed some of the HR functions. Plans to recruit two programme officers were put on hold because of foreign exchange losses and the fact that the programme was coming to an end. The disbursement received for April to December 2015 suffered an exchange rate loss of USD 8056.33 The programme used interns and volunteers instead of employing the two programme officers and thus made a total saving of USD 36651.80 for staff costs.

While multiple roles were key in reducing staff costs, it however imposed a heavy workload on the small staff contingent within GL. Stakeholders felt that the staff at GL was overburdened because they were dealing with a huge number of councils. Staff members themselves acknowledged the heavy workload that they endured implementing the programme. However, GL gradually eased some of the workload by allowing the COE programme to grow organically, where the 68 empowered GFPs in councils took over some of the capacity building activities within their councils.

Staff stability has resulted in continuity within the programme and GL, as most staff have grown with the system. Staff continuity has helped in cultivating close relationships between GL and key stakeholders of the programme. GL has used the total cost employment approach to remunerate its employees. Staff felt that there was need to consider providing benefits such as medical aid to make GL more competitive in comparison to other players in the sector.

GL were satisfied with the funding modalities of the programme. The Embassy of Sweden allowed GL flexibility in managing the budget as long as there was full justification to the budget adjustments. GL requested for no-cost extension to finalise some outstanding programming activities after the

programme officially ended and this was granted by the embassy. Two audit reports were conducted and the auditors were satisfied with the financial management of the grant by GL.

4.8 EQUITY

National policies provide the framework for guiding governance and development in the country. However, it is up to local governments to translate national policies, including gender policies, into locally relevant policies, strategies, and concrete programmes. Furthermore, local authorities represent the levels closest to the people, and are therefore best placed to directly address the persistence of inequality and to promote models of governance that strive for a truly egalitarian society. Owing to research and gender audits conducted under the programme, local governments have taken into account the different needs, interests, priorities and concerns of women and men, girls and boys as citizens. These different needs have informed local governance processes such as policymaking, planning, budget allocation, programme development, local service delivery and performance monitoring, in order to directly address existing gender inequalities. Different local authorities have implemented different initiatives for social inclusion including the following:

- Collection of gender and sex disaggregated data has helped in the realization of the existing disparities and has informed redress mechanisms that include stand allocation policies.
- Sexual and Gender Based Violence Clinic in Harare which is open 24 hours a day and free of charge; in Murewa district, all clinics now offer sexual and reproductive health services.
- Women are now able to apply for residential stands in their own right and housing waiting lists have been gender disaggregated. In a focus group discussion with council employees in Murewa, one respondent remarked, *'we used to think that assets such as land are supposed to be registered in the name of the males, but owing to awareness on gender issues, we had to revise our stand allocation policy'*. Owing to this, there has been an increase in the number of women who own stands in their own right.
- 10 per cent of residential stands set aside for those living with disabilities,
- In Harare, the volunteer anti-litter monitors are mostly women and youth. They are trained in handling litter and they benefit from selling the litter.
- Murewa district has started a revolving fund to support women economic empowerment activities to deal with poverty and gender based violence. Each of the five groups supported was given \$500. In the same district, people living with disabilities are prioritized on residential stand allocation. In 2016, one person living with disability was given a house. The Disabled Trust was given an office at council offices; the local authority did not have disability friendly toilets, but recently constructed some. The elderly are assisted with agricultural inputs while female prisoners who give birth are assisted with the requirements for babies while the mothers are provided with sanitary wear.

- In Bindura, the local authority has involved child protection committees to ensure issues of child rights are also observed.

All the local authorities reported that reporting of Gender Based Violence has improved owing to high levels of knowledge. However, in districts such as Murewa and Bindura the need for targeting the Vapostori sect with GBV messages was highlighted.

4.9 SUSTAINABILITY

With widespread knowledge about gender issues amongst the executive members of council, some politicians and ordinary community members coupled with systems and structures in place such as Gender Policies, Gender Focal Persons, Gender Committees in some councils and at ward level, as well as Gender Action Plans, strategic direction and the road map on gender issues for new council technocrats and politicians is laid out. The common understanding that gender issues are developmental issues that transcend political affiliation is an important understanding for progress in gender equality and women empowerment work in a politically polarized environment. A representative at the Ministry of Local Government reported,

‘Owing to existing gender mainstreaming strategies and systems in place including the active involvement of the executive, some of the councilors from 2008 that were trained lost the election and new ones assumed office. Continuation was not a challenge.

The City of Harare has even gone to the extent of ensuring that the Strategic Plan and all policies including the Informal Sector Policy embrace gender issues. The performance appraisal for the town clerk covers gender issues hence all departments are mandated to deliver on gender equality.

The fact that some local authorities have started to set aside resources for gender related activities is a sign that the interventions can be sustainable. Bindura Rural District Council committed US\$5,000 to gender related activities in 2016, in 2017, the budget has been increased to US\$8,000; In its 2017 budget, Murewa Rural District Council budgeted for 50-50 campaign activities and set aside resources for gender related activities to be implemented by the gender committee; Harare City Council has budgeted US\$40, 000 for gender related activities in 2017.

The active involvement of key stakeholders such as parent ministries (the Ministry of Local Government and the Ministry of Rural Development) offering strategic direction and guidance is also a positive sign for sustainability. This coupled with active involvement of local stakeholders including traditional leaders, the Ministry of Women Affairs, Gender and Community Development which has structures at ward level, the two local government associations, UCAZ and ARDC and the Zimbabwe Republic Police has strengthened the sustainability potential of programme activities.

4.10 REPLICABILITY:

The programme is highly replicable owing to the fact that there are clearly laid out steps to be followed. The following innovations make the programme highly replicable:

- Summits as learning and sharing platforms that can bring together the participating and non-participating councils. However, hosting these require funding which local authorities on their own may not have.
- Systems, structures (eg Gender Focal Persons and WiLGF) and procedures. This can easily happen if those local authorities that are in the best performing category can assist the new ones in developing the systems.
- Gender is dynamic and the most important factor to consider for replication is provision of up to date material and resources to support gender work.

4.11 INNOVATION

The programme has emphasized on the COE's 10 stages, which has triggered the appointment of Gender Focal Persons, development of Gender Policies and Gender Action plans as mandatory. By supporting local governments and adopting a local approach where local authorities have the leeway to develop gender action plans that reflect local realities and needs, local authorities are able to enhance their service provision to both men and women. This flexibility has seen some local authorities creating ward Gender committees while others have started (e.g. Murewa and Harare) women only budget consultations in order to get women's input into the budget process. Such participatory budgeting processes empower both men and women citizens to articulate their budgetary priorities and influence the budget process. This has allowed local governments to better tailor service provision to the needs and priorities of their community.

The emphasis that the programme has placed on the provisions of the SADC Protocol, particularly the 50-50 campaign, and provision of knowledge about gender to the executive and political arms as well as to local communities are good innovations. Knowledge was matched by proper systems and structures in place plus capacity for gender sensitive social service delivery that aim at addressing gender-based inequalities. This has transformed the way local authorities have traditionally approached social service delivery.

The programme has also been innovative by ensuring that systems are put in place and encouraging local authorities to set aside resources for gender related activities. The Women in Local Government Forum has been an innovation meant to ensure that women are present and empowered to influence governance processes. It is a structure meant to promote women's equal political participation in elected office, and their general involvement in public life. Once in elected or public office, women are made aware of their role in contributing to gender-responsive governance.

A further innovation has been the mainstreaming of Gender based violence in the work that local authorities are doing. This has strengthened the response to gender based violence, creating a lasting impact on both women and men. The district, national and regional summits introduced under the programme were a first, and the summits provided a platform for monitoring of activities, good practice experience sharing and identification of opportunities for replication. The competitions that are run during the summit promote commitment to gender related activities at local authority level.

The programme has also been innovative in making use of IT, for the summit and in gathering M and E data. This innovation has enabled such a small staff to gather so much data and work effectively across all the provinces.

5 LESSONS LEARNT

The evaluation drew lessons learnt from implementation of the COE programme during Phase II that can inform future programming. The following were the key lessons learnt:

Lessons about the overall programme design

Changing patriarchal attitudes, systems and practices requires a structured engagement of key stakeholders in a participatory manner so that there is buy in and political support for the initiatives. The COE programme had a series of steps that councils went through and this structured approach enables stakeholders to appreciate the process and rationale of the different stages, and their participation at every stage entrenches a sense of ownership of the programme. Change can also be brought about through the involvement and engagement of men, who in most cases hold patriarchal values and attitudes. Political buy in at the highest level promotes acceptance and smooth implementation by the lower level structures.

Lessons about adapting your methods and approaches

Being non-partisan and being seen to be non-partisan are essential qualities for programme success particularly in a politically sensitive environment such as Zimbabwe. Transparency and openness and continuous engagement of stakeholders builds trust and confidence in an implementing partner. Summits bring about a spirit of competition and enthusiasm amongst councils. Councils are proud to showcase their achievements and this motivate others to learn from best practices.

Lessons about working with partner organizations

Working through partners strengthens capacity of partners and promotes a sense of ownership of the programme. It also sets the basis for sustainability of the programme because once capacitated, partners are able to implement COE processes on their own within their respective councils. Partners also lessen the workload of GL as they gradually assume some of the responsibilities and tasks.

Lessons about risk assessment and management

In a politically unstable environment such as that in Zimbabwe, there is need for regular assessment of risks as some risks quickly emerge and they need to be addressed in a flexible manner.

Lessons about sustainability and scaling up

Capacity strengthening of key stakeholders is key in increasing the sustainability potential of an intervention. When scaling up, there is need to balance the need for breath and depth so that one is not sacrificed for the other.

Thematic lessons – operating environment and emerging issues contextual to Zimbabwe

The operating environment in Zimbabwe needs to be constantly monitored so that the programme could quickly respond to any changes that pose as risks to the programme.

6 CONCLUSIONS

The evaluation found the GL COE programme to be highly relevant as the programme sought to address a well acknowledged gender gap in local governance. The programme was based on a solid evidence based of glaring gender inequalities in local governance in Zimbabwe. All key stakeholders interviewed concurred with the view that the programme was highly relevant and necessary to address gender disparities in this sector. A gender gap still exist in local governance as a few councils are still to participate in the programme and some that are participating have not reached the level of maturity required to fully sustain the programme on their own.

A sustainable base has been built around the programme through capacity building of stakeholders and a participatory ethos of the programme that involved key stakeholders at all stages of programming. The main threat to sustainability however is the prevailing economic environment which has left many local councils hamstrung by inadequate resources. Some councils have gone for months without paying their workers and there is a possibility that under these circumstances, gender mainstreaming activities may be relegated to the periphery and given little attention. The sustainability of national summits is doubtful without external support and yet this summit is key in igniting competition and enthusiasm amongst councils to mainstream gender. The other components of the programme are sustainable because the internal capacity of councils has been strengthened through training of GFPs and councilors.

The COE is an effective model that improves the gender responsiveness of councils and entrenches a culture of transparency and accountability.

7 RECOMMENDATIONS

In 2015, GL held consultations with all 450 COE's that it works with across the SADC region, including the 68 in Zimbabwe, to chart the next phase of the work in line with the Post 2015 SADC Protocol on Gender and Development, and the Sustainable Development Goals. The conclusions and recommendations reached in this evaluation echo many of those in the GL strategy document.

▪ Consolidation Phase

The evaluation recognises that the COE programme has achieved significant successes in terms of opening up opportunities for women participation and moulding councils into gender responsive institutions. Although generally the majority of councils have excelled, there are still those councils that are still lagging behind, particularly those that joined the programme in the last 2 years. There are also a few councils that have recorded negative GPS of as high as 9% from the baseline score and those that have not at all participated in the COE programme. All these councils still have gaps that need addressing. There is need to find out why some councils are scoring negative scores despite having gone

through the COE cycle and take correct measures to ensure the benefits of the programme are not eroded or reversed. As noted in the GL concept note, *“Emerging evidence from council’s verification in 2015 highlight the need to revisit councils that had change of leadership and staff, change of Gender Focal Persons (GFPs) and Champions (GCs) and lost institutional knowledge and verve about the COE process, its implementation and application”*.

In a year’s time, the country will be going for a national election, and this is the most appropriate time to intensify the 50:50 campaigns and other related activities to influence the gender parity outcomes of the election. The campaigns have been limited to a few districts in the COE and need to be spread to the remaining ones to create a critical mass for successful election of women into local councils. The MWAGCD reiterated the need to continue with the momentum of lobbying and supporting participation of women through the 2018 election for programme maximum impact.

It is in this context that the evaluation recommends a consolidation phase of the programme, of between 2 -3 years, where all the identified gaps will be addressed and where those councils lagging behind will be uplifted to the same performance level as the high performers. Leaving these councils at this stage will be counterproductive as they are likely to relapse back into the “business as usual mode”. Another option for addressing this gap is to support those best-practices councils to mentor the weaker councils as they have now developed capacity to do. However the feasibility of this option depends on availability of resources to support mentoring activities, which in the current economic environment, where councils are failing to pay their employees, looks unlikely. The consolidation phase will provide opportunities for consolidating the gains of those councils performing well, uplifting councils still lagging behind, accommodate the remaining councils that have not participated in the programme and assess the sustainability of activities of those councils that will have been weaned from the programme. The phase will be reduced in scope and level of funding as it will be focusing on fewer councils and only monitoring the performance of “mature councils”. Key lessons will be learnt from this consolidation phase.

- **Integration of New Focus Areas and Target Groups**

If the consolidation phase is considered, this will provide opportunities for GL to integrate emerging new programme focus areas such as climate change, Sexual and Reproductive Health and Rights (SRHR) and to target new groups such as youth, PLWD and Lesbian Gays Bisexual and Transsexual (LGBTI) in the context of Sustainable Development Goals (SDGs) and the reviewed SADC Protocol on Gender and Development. The phase can also explore the feasibility of using ICT in these emerging programming areas. The consolidation phase can leverage on the critical mass of empowered women and men in the first two phases to programme in these new areas of focus. These themes, especially climate change, resonate with Sida’s own post 2015 development thrust. In particular, during a workshop with partners in November 2016, the Embassy of Sweden sought ideas on ways of mainstreaming gender and climate change into the work that it supports. The COE model is a unique vehicle for mainstreaming both gender and climate change at the local level, within the framework of the SDGs.

- **Engagement of Traditional and Religious Leaders**

The programme needs to engage more traditional and religious leaders, whose views, beliefs and practices have an influence on women participation in local governance processes. Buy-in from these leaders, just the same as buy in from men in general, provides strategic partners for gender mainstreaming.

- **Monitoring and Evaluation**

There is need for strengthened M&E capacity of councils. Some councils were collecting M&E data, but were not capable of analysing it locally, opting to send the data to GL for analysis. While sending data to GL was necessary for consolidation of programme information, councils should have the capacity to analyse the data for their own use. The Monitoring and Evaluation system has also not been robust enough as information on gender budgets, women chairpersons of committees and GPS scores for some of the councils has not been readily available. The system needs to be strengthened. There is also need to simplify M&E forms, which councils complained were too complicated, voluminous and time consuming to complete. The capacity of the relevant ministries for M&E also needs further strengthening.

- **Work Burden for GFPs**

Some GFPs complained that the work on gender mainstreaming was increasing their work burden because it was additional to their normal workload. Councils need to consider offloading some responsibilities from GFPs so that they can also give more time towards gender related activities. Resources permitting, they can recruit full time gender coordinators. GFPs should also be rewarded and recognised when they excel in gender mainstreaming, which should be recognised and considered in performance appraisals.

- **Post-Summit Learning**

After the national summit, there is need for more interaction between the councils in the form of learning visits where councils learn from each other's best practices. Councils should also celebrate their successes at the summit with their respective stakeholders and communities so that there is better appreciation of the gender mainstreaming work that the councils are doing. Systematic gathering and analysis of learning at the summit in the form of the knowledge products being developed at the end of the second phase should be institutionalised going forward.

8.1 LIST OF KEY INFORMANTS

	Name	Sex	Designation	Organisation
1.	Priscilla Maposa	F	Country Manager	Gender Links
2.	Rudo Tamangani	F	Finance & Administration Officer – Zimbabwe	
3.	Tapiwa Zvaraya	M	M&E	
4.	Colleen Lowe Morna	F	Chief Executive Officer	
5.	Wonder Jekemu	M	Programme Officer-Development Cooperation	Embassy of Sweden
6.	Maria	F		
7.	Levison Mutekede	M	Secretary General	UCAZ
8.	Sally Dura	F	National Director	Women’s Coalition of Zimbabwe
9.	Mr. Maronge	M	Director	Min of rural Development
10.	Ms Kunaka	F	Gender Focal Person	Min of rural Development
11.	Ms Erica Jones	F	Principal Director	Min of Local Gvt
12.	Munyaradzi Motsi	M	Gender Focal Person	Min of Local Gvt
13.	Mr Masimba	M	District Administrator	Min of Local Gvt
14.	Lucy Mkandla	F	Secretary/Chamber Secretary Kwekwe	WILGF
15.	Mr Mbetsa	M	Provincial Administrator	Min of Local Gvt
16.	Mr Shumba	M	Principal Director	Min of rural Development
17.	Dr Murewa	F	Chief Executive Officer	Bindura Rural District Council
18.	Mr T. Madzvimbo	M	Gender Focal Person	Bindura Rural District Council
19.	Mr Gurure	F	Gender Champion	Bindura Rural District Council
20.	Winnet Chitauro	M	Gender Focal Person	Murewa Rural District Council
21.	Mr Mupfumba	M	Gender Focal Person	Murewa Rural District Council
22.	Ms Dovi	F	Community Development Officer	MWGCD
23.	Dorothy Mavolwane	F	Gender Focal Person	Harare City Council
24.	Sibongile Mujuruki	F	Gender Focal Person	Karoi Town Council
25.	Priscilla Gwaka	F	Gender Focal Person	Bindura Municipality
26.	Mrs L Murefu	F	Chief Executive Officer	Makonde Rural District Council
27.	Mrs Moyo	F	Gender Focal Person	Bulawayo City Council
28.	Audrey Manyame	F	Gender Focal Person-Lead	
29.	Mrs Memory Tshuma	F	Town Clerk	
30.	Ngozi Sibanda	M	Gender Focal Person-Health Services Dept	
31.	Sikanyiso Sibanda	M	Dept of Housing	
32.	M Tshalebwa	M	HR Manager	
33.	CB Dabengwa	M	Acting Assistant Director-Financial	

	Name	Sex	Designation	Organisation
			Services Manager	
34.	K Ndimande	M	Finance Director	
35.	Linda Maposa	F	GFP	
36.	Collen Moyo	M	CEO	
37.	Queen Masocha	F	Council Engineer	
38.	Beater Xosani	F	Assistant HR Officer	
39.	Chuma Sylvia	F	Assistant Treasurer	
40.	Cosmos Nkomo	M	Treasurer	
41.	Sikumbuzo Ndou	M	GFP	
42.	Townsen Donga	M	HR & Admin Manager	
43.	A Ncube	M	Councillor Ward 4 & HRD Committee chair	
44.	A Mhlanga	F	Councillor Ward SSC Chair	Umguza RDC
45.	T Moyo	F	Councillor Ward 15	
46.	J Sibanda	M	Councillor Ward 12	
47.	S Makandla	M	Councillor Ward	
48.	P Sithole	M	Councillor Ward 8	
49.	S Moyo	F	Councillor Ward	
50.	S Gumbo	F	Councillor Ward 9 & Finance Committee Chair	
51.	M Shelton	F	Councillor Ward 2 & Council Chair	
52.	N Zvandiri	F	DA	
53.	S Moyo	F	MWAGCD	
54.	Christina Mabika	F	Gender Focal Person	Mutare City Council
55.	Aaron Masembura	M	Gender Focal Person	Kadoma Town Council
56.	Sibanda Nyaradzo	F	Gender Focal Person	
57.	Melania Mandeya	F	Town Secretary	Gokwe Town Council
58.	Esther Senga	F	Chairperson of Council and Chair of WiLGF	
59.	Hilda Kabangure	F	GFP	Chinhoyi Municipality
60.	Mrs P Nkala	F	Town Clerk	
61.	Mr T Moyo	M	Gender Champion	Gwanda Town Council
62.	Mr Loud Ramakgapola	M	Town Secretary	
63.	Mr Muchena	M	GFP	
64.	Precious Mokwena	F	Engineering Clerk	Beitbridge Town Council
65.	Sarudzai Moyo	F	Ward 4 Councillor and Chairperson of Health and Housing	
66.	Mr T Moyo	M	Gender Champion	
67.	Brigette Moyo	F	Community Development Officer	MWGCD-Gwanda

8.2 FOCUS GROUP DISCUSSIONS

Location	Description of Group	No. of Participants
Bulawayo	Survivors of GBV	8
Umguza	Gender Committee (Councilors, MWAGCD, DA,	10
Gwanda	PLWD	5
Mazowe, Hurungwe, Masvingo, Makoni, Goromonzi, Marondera, Norton, Kariba, Umzingwane, Zibagwe, Mvurwi, Rushinga,	Councils Participating at the Summit	12

8.3 SUMMARY TABLE ON 2015 COUNCIL'S COMMITMENT TO GENDER MAINSTREAMING

COUNCILS	STRATEGIC OUTCOME	OBJECTIVE/	ACTIONS
GENDER POLICY FRAMEWORK			
Chinhoyi Municipality; Chipinge RDC; Chipinge Town Council	Increase council's level of awareness around national, regional, international commitments that the country has made especially the SADC Protocol on Gender and Development and the National Gender Policy		Conducted awareness campaigns that advocate for equal representation of men and women; Conducting ward awareness campaign meetings.
Chivi Rural District Council, Chinhoyi Municipality, Gwanda RDC; Mutare RDC	Ensure that there is a gender policy in the council and it is implemented.		Formulation and approval of the Gender Policy document
Chivi Rural District Council, Chipinge Town Council; Hwange Local Board; Lupane Local Board; Mangwe RDC	Gender issues are given a high political profile by the Council and has a political champion		Appointment of political champion; Capacitate councillors to become gender champions
GOVERNANCE			
REPRESENTATION			
Chipinge Town Council; Plumtree Town Council	To increase the representation of women councillors in the next elections to ensure that the SADC target of 50% women in local government is achieved by 2015.		Lobby for Affirmative Action and training; Lobby political parties to have women contesting in politics.
Runde RDC; Plumtree Town Council; Mutare RDC	To ensure that women are equally represented in leadership positions in the Council.		Councillors urged fellow Councillors to elect female into leadership positions; Encouraged male councillors to elect female councillors into positions of authority once elected into council; Formulated affirmative action policies.
Chinhoyi Municipality; Guruve RDC; Mangwe RDC	To educate communities and raise awareness about the importance of women's equal representation in local councils		Held awareness campaigns in the wards; Facilitated training of Councillors and other council employees; community awareness campaigns and public meetings; Undertook 50/50 campaigns in the communities.
Gwanda Municipality; Mutare RDC; Nyanga RDC; Chivi RDC	To increase participation by women because their concerns are often side-lined or overshadowed by political party concerns.		Lobbied for the Adoption of the multi-party women's caucus; Establishing Network Platforms i.e. Facebook, WhatsApp, twitter; Lobby with policy makers at national level to ensure that multi caucuses are established
Hwange Local Board; Mangwe RDC	To empower women councillors to advocate for gender equality		Conducted training for men on gender issues
Nyanga RDC; Gwanda	To empower men on gender		Included gender mainstreaming courses in the

COUNCILS	STRATEGIC OBJECTIVE/ OUTCOME	ACTIONS
Municipality	issues and mobilise their support.	education curriculum and meetings; Conducting Dialogues with male councillors
PLANNING		
Gwanda Municipality; Plumtree Town Council;	To ensure that targeted planning and service delivery takes place in the council women are consulted equally in policy-making processes.	Consultation and inclusion of ideas of the stakeholders in the strategic planning; to ensure that both women and men are consulted during planning processes e.g. budget process
Chipinge Town; Mutare RDC; Chinhoyi Municipality; Umzingwane RDC	To ensure that women are consulted about their needs when drawing up Council plans.	Conducted consultative meetings; involving the gender desk in the strategic planning process, Holding consultative meetings for men and women; Mobilized women to take part in strategic planning workshops
Chivi RDC; Chipinge Town; Guruve RDC; Lupane Local Board	To facilitate access to equal employment opportunities	Put in place recruitment policy; Compiling of contract(s) of employment; Craft gender sensitive employment and recruitment policy; Redesign the employment contract form, review internal employment policies
Mutare RDC; Gwanda Municipality; Umzingwane RDC; Plumtree Town Council	To provide gender aware support to the informal sector	Conducted awareness meetings on council assistance to the informal sector in the district; Compiled sex disaggregated statistics of applicants; Created a District Local Economic Plan; Training on entrepreneurship development skills for both men and women
Guruve RDC; Nyanga RDC; Mutare RDC	To ensure that women and men have equal access to financial resources	Crafted a gender sensitive procurement policy; Involved men and women in council projects; Resource mobilization for trained informal traders
Umzingwane RDC; Gwanda RDC; Nyanga RDC	To ensure that women and men have equal access to new technologies for improving the efficiency of their enterprises.	Council facilitated implementation of technology schemes; Constructing and equipping council facilities with technologies; Carrying out baseline surveys to identify technological gaps of communities.
PROCUREMENT		
Nyanga RDC; Lupane Local Board; Guruve RDC; Chivi RDC; Mutare RDC	To ensure that women benefit equally from the procurement processes which they have historically been excluded from.	Provided equal opportunities to both males and females in the tendering process; Educated women on procurement procedures; Crafted a gender sensitive procurement policy; Identified potential women owned companies in the district.
Plumtree Town Council; Runde RDC	Ensure that the council understand the effects of climate change and they address the effects through instilling	Constituted an audit team that looked at the effects of climate change on gender; carried out mitigatory projects on climate change for example beekeeping, tree planting, and

COUNCILS	STRATEGIC OBJECTIVE/ OUTCOME	ACTIONS
	measures to address the negative impact of climate change	woodlands management.
Runde RDC; Nyanga RDC; Gwanda RDC	To involve women, as key stewards of the environment, in environmental preservation	Conducted gender mainstreaming in climate change mitigatory activities; Conducted awareness campaigns on environmental issues; Formulation of policies on environmental preservation
Runde RDC; Lupane Local Board;	To involve women in projects and green business ventures, e.g. waste management.	Trained more men and women on nursery production, beekeeping and other green ventures related projects; Educated and trained women on green environment.
Nyanga RDC; Mutare RDC; Hwange RDC	To take into account the needs of women in emergencies and disasters	Formulated disaster management plans; Sensitized women on disaster management; Conducted trainings for policy makers and council officials on disaster management
	Housing	
Chinhoyi Municipality; Umzingwane RDC	To promote the equal rights of women to land tenure	Created a sex disaggregated database of land ownership; raised awareness of women on land allocation procedures
Mutare RDC; Runde RDC; Chinhoyi Municipality	To increase women's equal access to housing.	Refined existing policies to ensure women's access to land tenure; lobby government for land tenure in resettlement areas; Lobby for a review of the Town Planning process to be gender sensitive
Plumtree Town Council; Hwange RDC; Chinhoyi Municipality	To ensure that women, who are disproportionately affected by inadequate service delivery, are provided with affordable access to basic services.	Installation of water and sewer reticulation at Gwakuba heights and George Silundika; Training of more women builders and pump minders; Construction of water reticulation in areas without individual house connections.
	HEALTH	
Epworth Local Board; Nyanga RDC; Umzingwane RDC	Ensure health facilities are accessible to women	Sourced funding for more and existing clinics; Bought suitable vehicle for mobile clinic services; Lobbied local authority and ministry for healthy budget for the mobile clinic service.
	Prevention	
Guruve RDC; Nyanga RDC;	To run gender-aware prevention campaigns	Door to door behavioural change education training; Trained caregivers on how to carryout awareness campaigns
Chinhoyi Municipality; Nyanga RDC; Epworth; Umzingwane RDC	To ensure that messages of generational sex and multiple partners are addressed	Promotion of international Women, family, world Aids, girl child, and 16 days of activism; Carrying out awareness campaigns on generational sex and multiple partners; Establish support group for clinics to discuss generational sex issues; Conducted campaigns

COUNCILS	STRATEGIC OBJECTIVE/ OUTCOME	ACTIONS
		against premarital and generation sex.
Umzingwane RDC; Nyanga RDC; Mutare RDC; Epworth Local Board	To raise awareness that there is an increased risk of contracting HIV/AIDS as a result of sexual assault.	Community awareness campaigns and meetings on the links between GBV and HIV/AIDS; Development of ICE materials on HIV/AIDS; Establishing a consolidated register at the council; Involve other stakeholders and partners E.g. ZWLA, ZRP, MSF
Hwange RDC;	To educate women who are not aware of the need to avail themselves of Post Exposure Prophylaxis (PEP) and emergency contraception in the event of a sexual assault.	Awareness campaigns and workshops on how to access PEP.
Runde RDC; Chinhoyi Municipality;	To educate women and men on voluntary counselling and testing which is a powerful tool for preventing the spread of HIV/AIDS.	Raised awareness on the importance of VCT
	Treatment	
Umzingwane RDC; Hwange Local Board; Hwange RDC	To address unequal access to treatment; especially inhibitions by men to accessing treatment	Conducted treatment awareness campaigns in the wards; Educate men and women on the importance of treatment; Advocacy for free treatment for all.
	Care	
Guruve RDC; Runde RDC; Nyanga RDC; Plumtree Town Council	Ensure that the council addresses the gendered dimensions of care work	Trained care givers; Encouraged men to be care givers; Conducted awareness campaigns to encourage men to be caregivers; To give incentives to caregivers
Nyanga RDC; Hwange Local Board; Runde RDC;	To make community and sporting facilities more accessible to women and girls and ensure that they benefit equally from such facilities.	Developed sporting/recreational facilities; Promoted the establishment of community and sporting clubs; Conducted sports tournaments for both men and women.