

NAMIBIA LOCAL GOVERNMENT GENDER ACTION PLAN MANUAL





Gender links (GL) is a Southern African NGO that is committed to a region in which women and men are able to realise their full potential and participate equally in all aspects of public and private life.

Namibia Local Government
Gender Action Plan Manual
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- F15 Draft Gender Strategy for Local Government
- F16 Gender action planning framework

Acronyms

AIDS	Acquired Immune Deficiency Syndrome	KPI	Key Performance Indicators
ALAN	Association of Local Authorities in Namibia	MGECSW	Ministry of Gender Equality and Child Welfare
ARV	Anti-retroviral	MRLGHRD	Ministry of Regional and Local Government, Housing and Rural Development
CBO	Community Based Organisation	NABTA	Namibian Bus and Taxi Association
CoD	Congress of Democrats	NGO	Non Governmental Organisation
DANIDA	Danish International Development Agency	Nudo	National Unity Democratic Organisation
DTA	Democratic Turnhalle Alliance	NPC	National Planning Commission
DTI	Department of Trade and Industry	OVC	Orphans and Vulnerable Children
EE	Employment Equity	PEP	Post Exposure Prophylaxis
Exco	Executive Committee	PR	Proportional Representation
FES	Friedrich Ebert Stiftung	SADC	Southern African Development
FPTP	First-Past-The-Post	SPO	Special Program Officers
GL	Gender Links	SPU	Special Program Unit
GAD	Gender And Development	ToT	Training of Trainers
GBV	Gender Based Violence	UDF	United Democratic Front
GFP	Gender Focal Points	UNDP	United Nations Development Programme
GMS	Gender Management System	VCT	Voluntary Counselling and Testing
GU	Gender Unit	WAD	Women And Development
HR	Human Resource	WID	Women In Development
IDP	Integrated Development Plan		

ACKNOWLEDGEMENTS

The Local Government Gender Action Plan Manual is a product of the Training of Trainer (ToT) workshop that took place in Johannesburg in November 2007. The workshop brought together representatives of gender and local government ministries, local government authorities and their staff from the four case study countries of the Gender Links (GL) study: *At the Coalface, Gender and Local Government*. The four countries are Mauritius, Lesotho, South Africa and Namibia.

The Namibia manual is designed as a complement to the Local Government Gender Strategy adopted by the Association of Local Authorities Namibia (ALAN) in January 2008 to give effect to the *National Gender Policy* (1997) at the local level. The manual provides the tools for understanding what gender mainstreaming is; why it is important; and how to go about developing a gender action plan.

Special thanks are due to Penoshinge Shililifa and Rose Chege of the Ministry of Gender Equality and Child Welfare (MGECW); Mirjam Asino of the Ministry of Regional and Local Government, Housing and Rural Development (MRLGHRD), Morien Nous-Oas of the Association of Local Authorities in Namibia (ALAN); Councillors Elaine Trepper, Christophorus Kudumo, Karolina Pieters, Helen Shipena and Sylvia Munjindi of the Friedrich Ebert Stiftung (FES), who shaped the generic manual for use in Namibia during the TOT.

The manual draws its inspiration from many sources, including the Southern Africa Development Community (SADC) Toolkit for Decision Makers; the Oxfam Gender Training Manual and the pilot projects on mainstreaming gender in local government conducted by GL with the cities of Johannesburg, eThekweni and Msunduzi over the period 2004-2007 with support from the Mott Foundation. Some illustrations were taken from the *Gender Training Manual and Resource Guide*, with additional illustrations done by Rosemary Banfield, developed by the Namibia Ministry of Gender Equality and Child Welfare.

GL Executive Director Colleen Lowe Morna and Susan Tolmay, Gender and Governance Manager edited the manual.

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Hon. Minister Netumbo Nandi-Ndaitwah and Hon. John Pandeni at the launch of *At the Coalface* in Namibia

Photo: Trevor Davies

INTRODUCTION

Why this manual

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

This main purpose of the manual is to:

- Build the gender analysis skills of councillors and staff, including on gender and governance; gender planning and policy concepts.
- Assist councils in developing gender action plans.

Who is the manual for?

This manual has been written for local authority councillors and staff at district and local levels. It provides the source material for three day workshops that will result in gender action plans to be integrated into council plans and budgets. The intention is to hold the workshops first at district level and then cascade these to each local council.

How did the manual come about?

This manual is part of a three-year programme that began with research on gender and local government in four southern African countries, Lesotho, Mauritius, Namibia and South Africa, entitled *At the Coalface: Gender and Local Government in Southern Africa*.

In 2003, GL undertook the first comprehensive study of the impact of women in politics in Southern Africa. One of the key findings of *“Ringing up the Changes, Gender in Politics in Southern Africa”* was that local government is a sadly neglected area of the gender and governance discourse. The study found that while much lip service is paid to decentralisation, and the possibilities this theoretically presents for the empowerment of women, there is a dearth of information and attention given to this sphere of decision-making.

First launched on 22 March 2007, *At the Coalface: Gender and Local Government in Southern Africa* included interviews with 418 councillors in four Southern African countries:

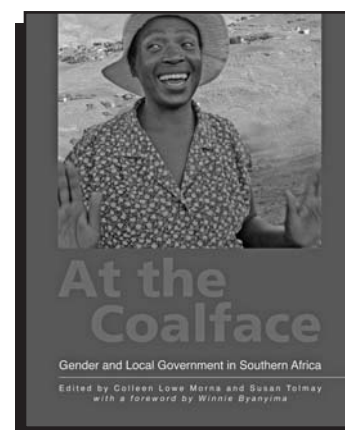
- Lesotho which, with 58 percent women, has the highest level of women in local government in the region, thanks to a legislated 30 percent quota in the country's first elected local government in 2005.
- Namibia, which has had over 40 percent women in local government for several years, thanks to a PR system and legislated quota, as well as the “zebra” system adopted by the ruling Swapo party of one woman, one man on its electoral lists.
- South Africa, where the ruling African National Congress (ANC) fielded a substantially higher proportion of women in both the ward and PR seats in the country's mixed electoral system in the 2006 elections, boosting the proportion of women from 29 to 40 percent.
- Mauritius which, with 6.4 percent women in local government, represents the many countries in the region that have a constituency electoral system and also an extremely low level of women in all areas of decision-making.

What the study found

Highlighting the range in women's representation in local government from 1.2 percent in Angola to 58 percent in Lesotho, the study notes that where governments have been willing to take special measures to increase women's representation this is more likely to be so at local than at national level. For example Lesotho introduced a quota for local but not national elections held in February 2007.

What is unfortunate, the study says, is that measures to increase women's participation at local level appear to result from a calculation that local government is not as serious a sphere of politics than the national level, rather than because of a commitment to deepening democracy through decentralisation and the equal participation of women.

However, examples like Lesotho, South Africa and Namibia (representing the constituency, PR and mixed electoral systems) show that the SADC target of 50 percent women in decision-making *can* be achieved in



pretty much any situation, provided that there is the necessary political will. Case studies such as the normality that has returned to the constituency in Lesotho in which a male candidate took up a high court challenge against the quota show that despite resistance to quotas, rapid change is possible and does not lead to the backlash that is often predicted.

In instances where governments have been reluctant to force the pace of change, women's representation is lower at local than at national level because the forces of culture, tradition and religion tend to be more concentrated at this level than at national level. Through numerous personal accounts and case studies as well as quantitative data gathered through questionnaires, the study explores the many barriers to women's effective participation at local level. These are reflected in the 41 council meetings observed, where researchers found that there was not a single instance in which women participated in meetings in proportion to their strengths in such meetings.

However, the observation of meetings showed that there is a greater participation of women when they comprise half or more of the participants; a strong argument for raising the target for women in decision-making from 30 to 50 percent. The findings also show that on average women participated more in meetings led by women, underscoring the importance of women occupying leadership positions such as mayors, chairpersons, deputy mayors and speakers.

While the study found that there are still men in local government who openly oppose gender equality (especially in countries that have a low level of women's representation) it cites several examples of men who have become champions of women's empowerment and gender equality as an important yardstick of change.

The study acknowledges that not all women are the same and that not all believe it is their duty to raise the concerns of other women. But the overwhelming majority of those interviewed spoke of the obligation they feel towards other women. In the 92 focus group meetings conducted with civil society, women and male constituents many spoke about how women councillors are more accessible, hard working and honest.

The study cites numerous examples of ways in which women are making a difference at a practical level in local government (which suffers from many structural weaknesses in all countries) by helping to cut through red tape and providing access to housing, electricity and basic needs. These practical interventions raise strategic questions: such as in Lesotho where councils are responsible for allocating land and women are beginning to ask about access to title for land.

But a key conclusion of the report is that unless gender is systematically mainstreamed into the work of local government, increased representation of women at local level may become a case of "jobs for the girls" rather than gender equality for the region.

The study highlights the absence of such strategies at local level, with the result that efforts to ensure that women and men benefit equally are piecemeal and often driven by a few individuals rather than by institutions and systems. Drawing from the work of GL with the City of Johannesburg that has developed a Women Development Strategy including a plan for mainstreaming gender into Soccer 2010, the study recommends that all countries and councils in the region begin to look at how local government can become a motor for achieving gender equality where it matters most: on the ground.



Photo: Susan Tolmay

Councillor Kaija Shililifa brings a new way of doing things to the Tsumeb Council

From research to strategies to action plans

Armed with this research, and with the support of the Danida, GL has gone on to launch the book in the four case study countries, and to work with Ministries of Gender and Local Government and Councillors in developing national strategies for mainstreaming gender in local government which are at various stages of adoption.

In November 2007 GL held a Training Of Trainer (TOT) workshop to develop this manual for rolling out gender action plans at district level in the four case study countries (Lesotho, Mauritius, Namibia and South Africa). This training workshop brought together about 40 participants from local councils, Ministries of Gender and Local Government as well as local authority associations to undergo training as well as design a manual for developing gender action plans at council level.

Using their collective knowledge and experience, participants adapted a draft training manual prepared by Gender Links to their country-specific needs. They also shared ideas across countries. The result is four manuals, one for each of the countries, specifically tailored to their needs and circumstance, but with many ideas shared across borders that give this resource the vitality and richness of a shared regional experience.

What you will find in each module

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



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



Exercises – Get you doing things yourself and in groups.



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



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



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

What the manual consists of

The manual is divided into four modules. These are:

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

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

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

How to use the manual

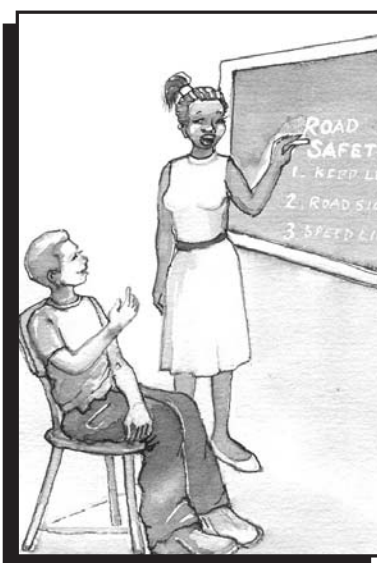
Please don't start by reading the facilitator's notes, because that will take away from your "learning by doing" experience (see below). If you read the notes after you do the exercises, they will make lots of sense and help you to become not just a learner, but a facilitator.

Learning by doing

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



"I hear, I forget"



"I see, I remember"



"I do, I learn"

Notes:

FACILITATOR'S NOTES

These introductory notes are designed to assist facilitators in guiding participants through the modules that follow. They set out principles of good facilitation and help facilitators to think through how they can affirm the knowledge that participants already have as a foundation for building new knowledge and skills.

Adult learning

Training adults differs from teaching children in that adults have vast life experiences on which they draw. Most of the answers are within them. The role of the facilitator is to help “surface” those answers.

The training starts from the understanding that participants have valuable experiences and contributions to make. As adults, much of what we learn is from each other or from our peers. The role of facilitators is to validate these experiences and to add new information/theory to the experience- based knowledge.

Think about something you learned as an adult, e.g. learning to drive, or taking up a hobby, or became involved in a sport after you left or any work related training. Did you enjoy the learning? Why/why not? Was the learning effective? Why/why not? Without pre-empting your answer, it is more than likely that this experience involved learning by doing.

Adults find that learning is effective and enjoyable when it's something they really want to do, when they feel involved in the process and are treated like the grown-ups they are, not like schoolchildren. Adults enjoy learning when they can see its clear relevance to their lives or goals. The opposite is also true. Adults “switch off” from learning when they feel forced into it, or when they are not really sure of its purpose. We know that people do not learn well when they are kept passive, or when they are bossed, belittled, mocked or otherwise treated disrespectfully. They lose interest quickly if they are not actively involved, if their experience is not valued and if the process feels like being “back in school.”

Adults resent learning, which doesn't appear relevant to their lives, problems and goals. We also know that all learners absorb and remember information much more effectively if they have to process it in some way, rather than just listening or taking notes. We know that simply telling people what to do, or how to do it, is largely ineffective. We know that the human attention span — irrespective of ‘intelligence’ (whatever that is!) and only slightly modified by motivation — is short and that long lectures lose most people most of the time.

The role of the facilitator

If adult learners need to participate, then trainers need to look at role models different from the old classroom teacher. That's why we use the term “facilitator” to describe what trainers need to do. Facilitating means setting up a context in which learning can take place. It does not mean being the fountain of all knowledge. A facilitator can be young and need not have vast formal education. Facilitators simply need to be able to put themselves in learners' shoes, identify the best route to understanding a topic or issue, and make the journey there enjoyable.

This means that issues such as relationships with participants; the timing of activities; the set-up of the training room, the legibility of notes, the availability of fresh air and drinking water and whether participants come to training exhausted by work are as important – perhaps more important – than knowing all the answers.

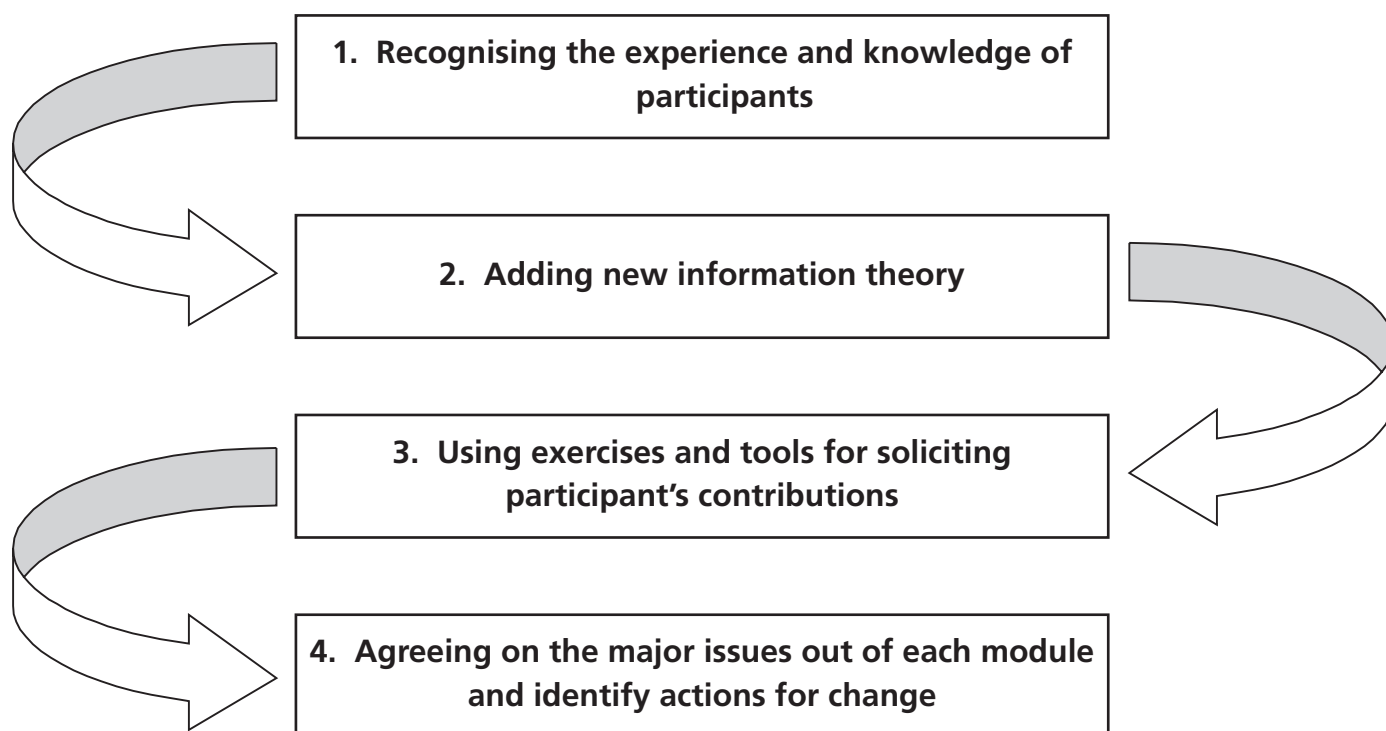
It also means that how you interact with participants – your voice, manner and body language – play a very important role in setting the tone for learning.

Facilitation tips

Do's	Don'ts
✓ Prepare	x Pre-empt
✓ Be sensitive - make sure all group members participate and have a role; watch around bring out the shy people	x Dominate; leave shy people out
✓ Take account of language barriers	
✓ Bring conceptual clarity to bear	
✓ Read, know your subject, and be knowledgeable	
✓ Supervise group work	
✓ Check documentation, make sure nothing is missing	
✓ Focus	x Allow the discussion to lose focus
✓ Control/guide	x Allow everyone to talk at once
✓ Offer a concise summary at the end	x Leave the discussion open-ended
✓ Manage time. Reduce number of groups. Cut length of presentations. Plan the programme well. Each case is given a time limit.	x Get too involved yourself
✓ Be flexible	x Be prescriptive
✓ Crisis management; innovation, creativity	
✓ Use VIPP cards - refresher course on participatory methods	

With these principles in mind, the facilitator needs to create an environment based on two experiences: hers/his and those of the participants: a situation in which you build experiences together, and where learning involves a high level of active participation by everyone. The spiral shown below illustrates how best practise in training goes from affirming the lived experiences of participants; to adding new information; to identifying strategies for doing things differently.

KEY STAGES IN TRAINING



Knowing your participants

To make the best possible connection with the participants, the following are some of the questions you should seek to answer before the workshop:

- Who are they? What are their backgrounds and occupations?
- How old are they?
- Where did they grow up? Where do they live now?
- What language do they speak most fluently? Read? Write?
- How comfortable are they in the language of the training materials?
- What level of education have they reached?
- What's their employment history?
- What are their interests outside work?
- Why are they on this training course?
- What are their personal goals?
- What are their work goals?
- What do they already know about this topic?
- How have they acquired this knowledge?
- What more do they need to know?
- What is their attitude towards training?
- What kind of resistance might you face, especially in a course on gender equality?
- How will you minimise resistance and ensure an open mind to new ideas?

Body, soul and mind

Ancient Greeks believed that learning should involve the body, mind and soul or to put it differently, learning should be physical, spiritual and intellectual. This will ensure that training is fun, leads to new learning, new

friends and networks and most importantly, new ways of doing things.

Tools

There are a variety of communication tools that are used or can be in this training manual. Communication tools are often used together: for example, a written tool like recording points on a flipchart can be used during a debate or panel discussion. They can also be used to give variety and help maintain interest: for example group work, plenary discussions, debates, panels etc. can be used at various times to achieve interaction, but in different formats, throughout the workshop. The following are some examples of tools that can be used:

Writing and written tools

- Cards that can be stuck on the wall (NB: There is need to have some rules at the beginning: one thought per card; visible writing; colour schemes; how to cluster).
- Assigning different readings to different participants; asking them to report back on these in a simplified form in their groups. This helps to ensure that the readings get done but in a way that is not overwhelming.
- Use of the overhead projector.
- Summaries on flip chart at the end of each session.
- Word games- associations.

Visual tools

- Art- for example, ask participants to draw instances in which they felt powerless, and those in which they felt powerful rather than voice these. This exercise is often humorous. At community level people can draw pictures in the sand.
- Pictures- for example, ask participants to interpret pictures: from the media, popular culture etc. This is particularly effective where there are low levels of literacy.

Audio- visual tools

- Films.
- Video.
- Drama.
- Street theatre.

Interactive tools

- Pairing participants.
- Group work- seating arrangements that encourage group work.
- Team facilitation.
- Panels.
- Quizzes.
- Facilitators allowing participants to facilitate.
- Plenary discussions.
- Story telling.
- Role play.
- Miming.
- Testimonies- lived experiences.
- Debates (these can be made even more interactive by a controversial statement being made, a line being drawn and then people being asked to stand on different sides of the line, but to explain/justify which side they have taken).
- Word games (flashing up/ saying words, asking what associations come to mind).
- Case studies/ problem solving.
- Songs.
- Brainstorming.

Seating arrangements

It is recommended that the room should have round tables with five to six per table, and not more than 25 participants in total. This makes it easier to break into groups for group discussion and then back into plenary for the sharing of group discussions. This method will be used throughout these modules. Such an arrangement also makes for greater interaction and “bonding”. It is a visible and practical way of ensuring that learning moves from experiences to broader concepts. Decision-makers will then apply those concepts in their daily work.

Activities

There is a huge range of training activities that help to break the ice; encourage participation and surface the knowledge that resides within each participant. Here are a few.

Brainstorming: The whole group, a large blank sheet of paper, rapid-fire timing and the uncritical recording of all ideas offered. Brainstorming can be a very useful tool for exploring all possible angles during story planning, or for developing troubleshooting strategies in technical areas.

Buzz-groups: This is a mini-brainstorm involving a more focused question and a smaller group. Ideas from the small group are recorded by one member and shared in plenary with the whole group. Good for drawing up lists of factors (e.g. What is being done by councils to address high levels of gender violence? What can councils do to end gender violence, etc). Buzz groups can be structured like a “snowball” – where two pool their ideas into fours, eights and eventually the whole group. And just as a small ball of snow can become big enough to crush a house as it rolls down the mountainside gathering size, so you can demonstrate how pooled ideas have more power than one lone voice.

Discussions: A broader topic but a smaller group (3 – 5 people) allow everyone to contribute on a complex issue (e.g. “Why are there such high levels of gender based violence?”) Pair discussions also allow people to focus on communication skills and/or get to know one another better.

Using imagination (prediction, constructing a history or a character): This is great as preparatory work for a real or simulated interview, or for exploring potential follow-up stories. Ask buzz groups or the whole group “How might this situation have arisen?” “What’s likely to happen next?” “What kind of person might do this?”

Case studies: Case studies are based on actual reality and demand that participants think about real situations; what they tell us; how they would have responded in the same situation.

Role play: This is a simulation of a real life situation that may add a few twists and turns to demonstrate a point, but is never far from the reality. Short plays are a form of edu-tainment. They educate and entertain at the same time. They are a popular and effective way of training. Long after the workshop, participants are likely to remember the play or skit that really helped them to understand a concept!

Games: Games are not childish; don’t apologise for introducing them. Both finance houses and armies use games for high-level decision-making training; they are appropriate for adults provided they are relevant and introduced by the trainer in an appropriate way.

The ‘mini-lecture’: Ten-fifteen minutes, as part of a range of varied activities, and ALWAYS followed by discussion of what participants noted, disagreed with, were unsure of, etc. Lectures are useful to impart

straight information and to sum up before moving on. It is also a good idea to ask a participant to do the summary as a way of testing if the points made have been understood.

Real practice: Training is worth nothing if what goes on in the workshop or seminar cannot be transferred back to participants' working lives. The more real practice that can be integrated into the course the better. Among the ways to build these links are:

- Ask participants to bring work-in-progress to the course.
- Work with the organisation to design a task or tasks for the course whose output can be used back on the job, i.e. developing gender action plans in councils.
- Combine workshop training with observation of participants at work, so that the links can be drawn.

Icebreakers

When participants first meet, they are likely to be shy. The facilitator needs to find a way to get all participants feeling comfortable with each other. One way of doing this is to have the name tags of all participants in a bag and then dishing these out at random. Participants have to find and introduce each other. Another is to ask participants to arrange themselves in a circle in alphabetic order, from A to Z according to their first name. In finding their correct position they will have to talk to each other and get to know each other's names.

Once in a circle, ask participants to introduce themselves according to their names and with one word to describe themselves that begins with the same letter as their name, for example, "Hello, I am Anna the Amazing". You can ask the circle to reorder itself according to ages (youngest to oldest); where people come from (closest to furthest); number of children (none to the largest number) etc. This is an excellent active way for people to get to know each other. Remember that humour is an excellent way to break the ice and for people to get to know each other better. Once we are able to laugh at ourselves and at each other we are better able to engage and to deal with the serious disagreements we may have as we go along.

Energisers

Even with the most exciting programme and varied activities, energy levels will drop during the workshop. Ice breakers and energisers are short (often physical) exercises with the objective of having people use their bodies and minds in order to combat fatigue and boredom during the sessions.

An example of an energiser is to ask each person in the room to face another person. Each partner has the chance to do anything they want to for one minute, and the other has to copy them. Then switch around. Dozens of exercises and howls of laughter will emerge and get everyone energised for the serious business ahead. Remember, there is a child inside each and every one of us!

Facilitators are also encouraged to draw on music as a means of motivating the team. This seems so obvious! However, despite the importance of music in inspiring and documenting social movement struggles, we often forget to draw upon music as a source of energy and leadership building.

What you need to do is:

- ✓ Invite participants at different times to lead a song with words that are easy for people to follow.
- ✓ Encourage all the participants to join in.

Understanding what different types of activities do

After you've used an activity a few times, you'll have an idea what effect it has on a group. Most activities fall into one of the following categories:

- Ice-breaking
- Energising
- Enhancing communication
- Team-building
- Enhancing competitiveness
- Celebrating diversity
- Reviewing

Be very careful about using activities that energise, enhance competitiveness or underline diversity when there is aggression or acute cultural tension in a group. They may make matters worse. Use them only when you know a group fairly well; keep them short and light and manage them very tightly.

Eyes and ears

A good way to ensure participation and to pick up "early warning signs" of any stress in the group that you as the facilitator might otherwise miss is to appoint one person as the "eyes" and the other as the "ears" of the workshop at the beginning of each day and have them report at the end of the day or beginning of the next day.

The "eyes" and "ears" help to summarise the learning as the workshop progresses and also surface any tensions so that these can be collectively addressed. It is very important to create an open and transparent environment from the outset in which all participants feel comfortable to air their views, even on the most basic of concerns.

Planning your programme

Although there needs to be flexibility in the programme (for example when to introduce an ice breaker) it is very important to start with a road map. The more participatory you can make the planning of the programme, and the programme itself, the better. For example, you can form a small programme steering committee comprising key political and administrative figures in the Council.

Make sure that they have ownership of the programme, and feature in the programme, for example opening and closing sessions; chairing report backs etc. The template for the district and council level gender action plan workshops that you have here is also on the CD ROM **(F1)** so that you can add and adapt the programme as you see fit. Your biggest challenge is likely to be managing time tightly, without limiting discussion or participation! Establishing some ground rules at the beginning might help you to achieve this.

Draft programme for gender action plan workshops

DAY/TIME	ACTIVITY	WHO
DAY 1		
8:00 - 8:30	Registration	
8:30 - 9:00	Opening and objectives	
9:00 - 9:30	Getting to know each other exercise	
Module one: Key gender concepts		
9:30 - 10:30	Sex and gender	
10:30 - 11:00	TEA	
11:00 - 12:00	Group work on stereotypes	
12:00 - 13:00	Group work on Challenging stereotypes; Internalising oppression	
13:00 - 14:00	LUNCH	
Module two: Gender and governance		
14:00 - 15:00	Group work on access; participation and transformation	
15:00 - 15:30	TEA	
15:30 - 16:30	Report back	
Homework	Transformation score card	
16:30 - 17:00	Report back day one	
DAY 2		
8:00 - 8:30	Eyes and ears	
Module three: Key gender planning concepts		
8:30 - 9:00	What we learned from the score card	
9:00 - 10:00	Practical and strategic needs	
10:00 - 10:30	TEA	
10:30 - 11:30	Group 1: Gender mainstreaming	
	Group 2: Sex disaggregated data	
	Group 3 and 4: Gender, economy and budgets	
	Group 5: Gender management system	
11:30 - 12:30	Report back	
12:30 - 13:30	LUNCH	
Module four: Draft gender action plan framework		
13:30 - 15:30	Group 1: Governance	
	Group 2: Gender in specific programmes	
	Group 3: Gender in existing programmes	
	Economy, procurement, housing, transport, utilities	
	Group 4: Gender in existing programmes	
	Health, HIV and AIDS, environmental health, social development	
	Group 5: Employment practices and environment	
	Group 6: Gender management system	
15:30 - 16:00	TEA	
16:00 - 17:00	Report back	
DAY 3		
8:30 - 10:30	Review and adoption of draft gender action plan	
10:30 - 11:00	TEA	
11:00 - 12:30	Conclusion and way forward	
12:30 - 13:30	LUNCH AND DEPARTURES	



A woman weaves a basket at the Tsumeb Cultural Village

MODULE ONE KEY GENDER CONCEPTS

Objectives

The aim of this module is to:

1. Introduce participants to the difference between sex and gender as well as women and gender.
2. Explore the gender stereotypes that abound in our society and their implications for how we think and behave.
3. Explore the way that women sometimes oppress other women; the origins of this and what it means for our efforts to promote gender equality.

SEX AND GENDER



Exercise one: Sex or gender

Each participant will be given cards with different roles, activities and occupations. You will have to place these on either one of two sides of the wall: boy/man and girl/woman, as you think appropriate.

Here are some examples of the cards you will be given:

Politician, Home maker, Manager, Model, Chef, Hairdresser, Bus driver, Teacher, Construction worker, Secretary, Doctor, Engineer, President, Clerk, Lawyer, gives birth, grows a beard, menstruates, breastfeeds, takes care of children, provides for the family, fetches water, herds cattle, fetches firewood, goes to school, cleans the house, fixes the car, cooks, mows the lawn, washes dishes, goes to university, watches soccer, drinks beer, sews clothes, plays with dolls, plays with guns, owns land, drives a car, changes light bulbs, plays soccer, plays golf, plays netball, gives orders, takes orders, makes decisions, provides leadership.

After you have finished pinning up these functions under boy/man; or girl/woman, change the titles around, putting boy/man where you have girl/woman and vice versa. Are the cards inter changeable? Cluster together those that can be changed and those that cannot.

Discussion

1) Which cards can be swapped and which can't? _____

2) What does the exercise tell you about sex and gender? _____



Exercise two: Sex and gender roles

Give each participant a blank card or two and ask them to write down different types of reproductive, productive, community work and personality traits and place them in the appropriate place on the table of the biologically determined and socially determined roles of men and women.

SEX/GENDER ROLE	WOMAN	MAN
REPRODUCTIVE WORK		
PRODUCTIVE WORK		
HOME		
WORK PLACE		
COMMUNITY WORK		
PERSONALITY TRAITS		

Discussion

1. Is this not just a natural division of labour? _____

2. What is wrong with these assumptions? _____

3. What are the economic differences between the roles assigned to men and those assigned to women? _____

4. How do they lead to discrimination? _____



Definitions

Reproductive work comprises the child bearing/rearing responsibilities and domestic tasks undertaken by women, required to guarantee the maintenance and reproduction of the labour force. It includes not only biological reproduction but also the maintenance of the work force (husband and working children) and the future workforce (infants and school going children)

Productive work comprises work done by both women and men for payment in cash or kind. It includes both market place production with an exchange value, and subsistence/home production with an actual use value, but also a potential exchange value. For women in agricultural production this includes work as independent farmers, peasant's wives and waged workers.

Community managing comprises activities undertaken by women primarily at the community level, as an extension of their reproductive role. This is to ensure the provision and maintenance of scarce resources of collective consumption, such as water, health care and education. It is voluntary unpaid work, undertaken in free time.

Community politics: In contrast to community managing, community politics comprises activities undertaken by men at the community level organising at the formal political level. It is usually paid work, either directly or indirectly, through wages or increases in status and power.

Source: Gender Planning and Development: Theory Practice and Training, Caroline O.N. Moser



Exercise three: The differences between sex and gender

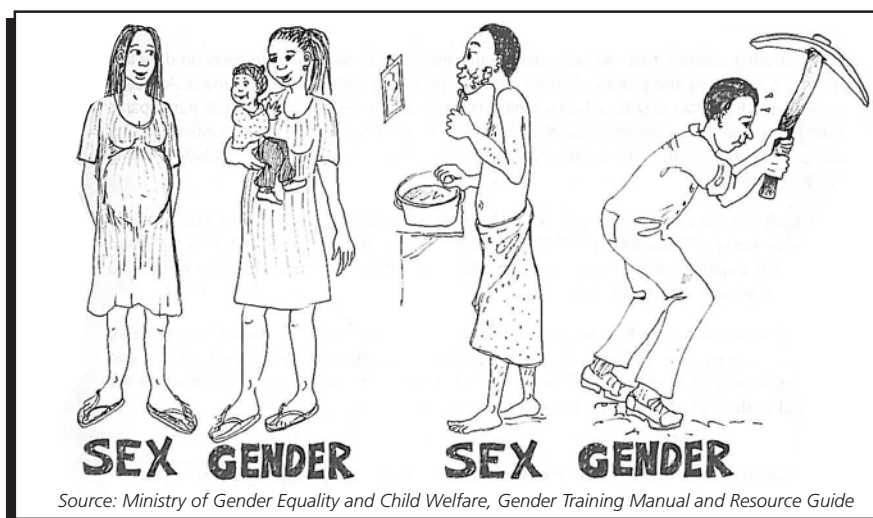
Tick whether the following functions are associated with sex or gender.

FUNCTION	SEX	GENDER
Breastfeeding		
Cooking		
Menstruation		
Managing		
Growing a beard		
Boxing		
Voice breaking		
Knitting		
Decision-making		

Discussion

- 1) Sometimes when you are asked to fill in a form, for example when you are leaving the country at Windhoek International Airport, you are asked what is your gender, and then given the choice Male (M) or Female (F). Is this the correct question to ask? If not why not? _____

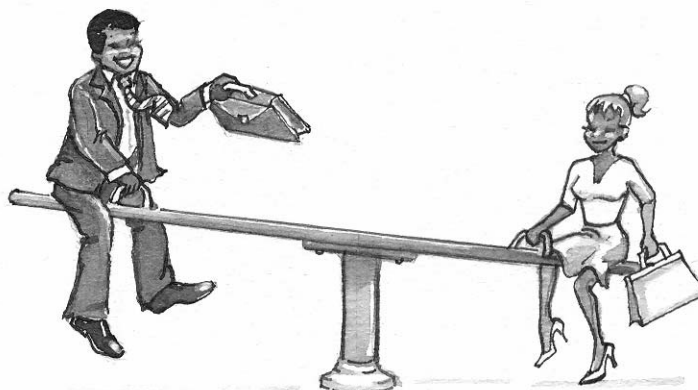
- 2) Often people confuse "women's issues" and "gender issues". Are these the same? If not why not? _____



- 3) Looking at the pictures above how would you define the difference between gender and sex? _____



Exercise four: Gender equality



1) If the seesaw is to balance, what has to happen? _____

2) From this example, what do you understand as the meaning of gender equality? _____



Definitions:

Sex describes the biological difference between men and women. Men produce sperm; women become pregnant, bear and breastfeed children.

Gender describes the socially constructed differences between men and women, which can change over time and which vary within a given society from one society to the next. Our gender identity determines how we are perceived and how we are expected to behave as men and women.

Gender relations describes the social relationships between women and men. These are socially constituted and do not derive from biology. Biological differences are permanent- with the rare exception of those who undergo sex changes. Gender relations are dynamic. They are shaped through the history of social relations and interactions. They vary over time and place and between different groups of people. They may also be impacted by other factors, such as race, class, ethnicity and disability.

Gender equality is both about empowering women to claim their equal status with men as well as changing the attitudes of men to be able to appreciate that gender equality is in everyone's best interests, whether in the home; the community or the nation as a whole.

STEREOTYPES



Exercise five: What is a stereotype?



A doctor went to a conference on HIV and AIDS and was to be met by a driver. They missed each other at the arrival hall and the driver went on his way. The stranded participant phoned the conference organisers who in turn phoned the driver on his cell phone. He returned to look for the Doctor but they still missed each other. Eventually the conference participant took a taxi. When the two finally met, the driver was shocked to find that it was a woman, and said: "When I heard you were a conference participant, I assumed you must be a man!"

What does this incident tell you about stereotypes? Think of experiences you may have had; for example as a woman taking a man out to dinner and having the bill passed to the man or as a man needing to change your baby at an airport and finding that all the baby change facilities are in the ladies room. Challenge the stereotypes within you. For example how would you respond to the following within your Council:

- A woman applying for a job as a construction worker?
- A man applying for the post as manager of a day care centre?
- A widow going to a dance?
- A commercial sex worker leading a human rights march

If time permits, role play some of these scenarios and see how the audience responds.



Exercise six: How stereotypes are reinforced

Participants should divide into eight smaller groups. Each group should take about half an hour to brainstorm and come up with examples of how gender stereotypes are conveyed in our society through one of the following:

1. Proverbs, idioms and sayings
2. Songs (sing one for the group)
3. Soap operas, drama and popular culture (act out a scene)
4. Religion
5. Custom and culture
6. Education
7. The media (each individual will have been asked to bring media cuttings to share with the group)
8. Advertising. (billboards)

Group one: Proverbs and language

1. Consider the following proverbs:
 - a. Woman, the source of all evil (Benin, Senegal).
 - b. Virtuous is the girl who suffers and dies without a sound (India).
 - c. The hen knows when it is morning, but she looks at the mouth of the cock (Ghana).
 - d. A good wife, an injured leg and a pair of torn trousers stay at home (Netherlands).
 - e. Only a shameful woman takes her husband to court (Uganda).
 - f. A woman is a flower in a garden; her husband is the fence around it' (Ghana).
 - g. A woman is like a Marino sheep: her beauty is judged by the backside (Lesotho/ South Africa).
 - h. Never marry a woman with bigger feet than your own (Malawi/ Mozambique).
 - i. To bear a girl is to bear a problem (Ethiopia).
 - j. Beat your wife regularly; if you do not know why, she will (West Africa).
 - k. Take a woman for what she is: a sister of the devil (Yoruba, Benin).
 - l. Woman without man is like a field without seed (Ethiopia).

2. Can you think of any others that convey distinct messages about women and men? List these.

3. What messages are conveyed?

Messages about women	Messages about men

4. Think of examples of ways in which assumed roles of women and men are reinforced by language, e.g. businessman. _____

5. What do you understand by the term stereotype? _____

Group two: Songs

1. Can you think of any Namibian songs that convey distinct messages about women and men? List these (sing one to the group). _____

2. What messages are conveyed?

Messages about women	Messages about men

3. Do you believe that such songs should be sung? Why or why not? _____

4. What do you understand by the term stereotype? _____

Group three: Soap operas, drama and popular culture

1. Think of one foreign and one local soap opera (e.g. Dallas or Generations). What is the main story line and who are the main characters? _____

2. What messages are conveyed?

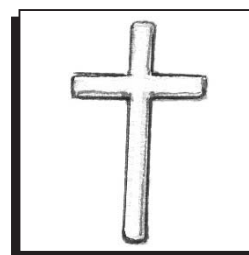
Messages about women	Messages about men

3. What do you understand by the term stereotype? _____

Group four: Religion

Consider the quotes below from various religious texts:

"Wives, submit unto your husbands, as unto the Lord, for the husband is the head of the wife, even as Christ is the head of the Church.. therefore as the Church is subject to Christ so let wives be subject to husbands in everything." – *the Bible*.



"Men have authority over women because Allah has made one superior to the other. Good women are obedient. They guard the unseen parts because Allah has guarded them. As for those of you who fear disobedience, admonish them and send them to beds apart and beat them." – *the Koran*.



"Learning the Torah is a paradox for women, as they will turn the words of the Torah into foolish words due to lack of understanding or interest." – *the Mishnah, a basic part of the Talmud, Judaism*.



"The drum, the village fool, the Shuras (lower classes) animals, women, all these are fit to be beaten." *Tulsidas, writing in the Ramayana, Hindu religion*.



1. Can you think of any others that convey distinct messages about women and men? List these.

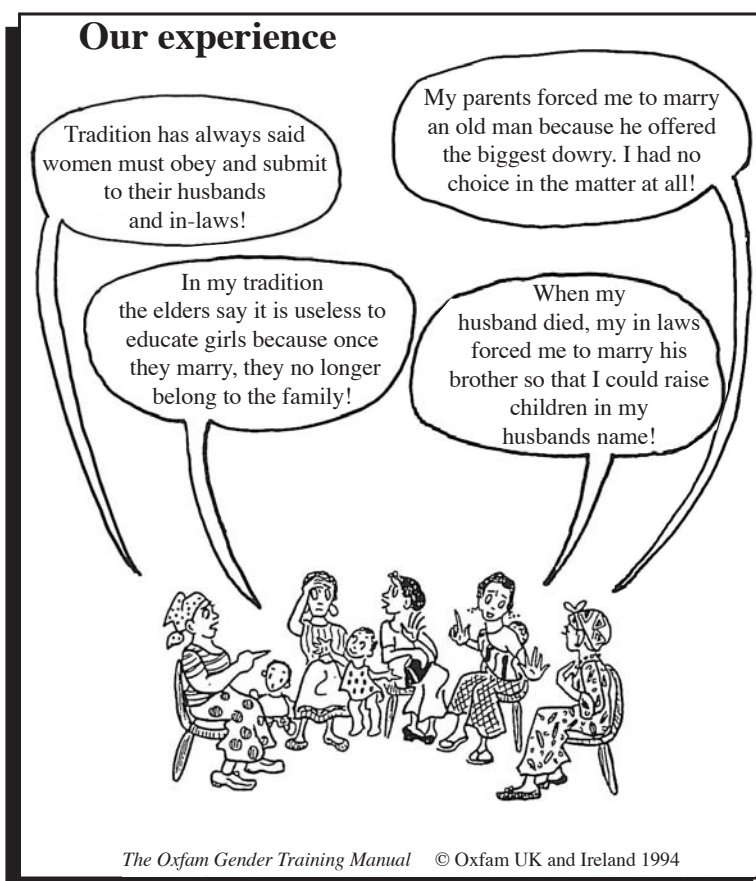
2. What messages are conveyed?

Messages about women	Messages about men

3. What do you understand by the term stereotype? _____

Group five: Custom, culture and religion

Think about the ways in which different cultures regard women and men and how these are reflected in customs and traditions. For example, in "western" weddings the bride is "given away" by her father to her husband-to-be. The illustration to the right gives a few more examples:



1. What other examples can you think of? _____

2. What messages are conveyed?

Messages about women	Messages about men

3. What do you understand by the term stereotype? _____

Group six: Education

1. Recently in a South African school a boy was punished for being late by being made to wear a dress. His mother was so upset that she wrote to the President, asking that the headmaster be fired for bringing such humiliation on her son. (See full article on CD ROM **F2**)

a. What do you think of this case and of the mother's reaction? _____

b. What would the reaction have been if a girl had been made to wear trousers? _____

c. Why are the reactions likely to be so different? _____

2. Think of ways of ways in which gender roles are reinforced in schools. _____

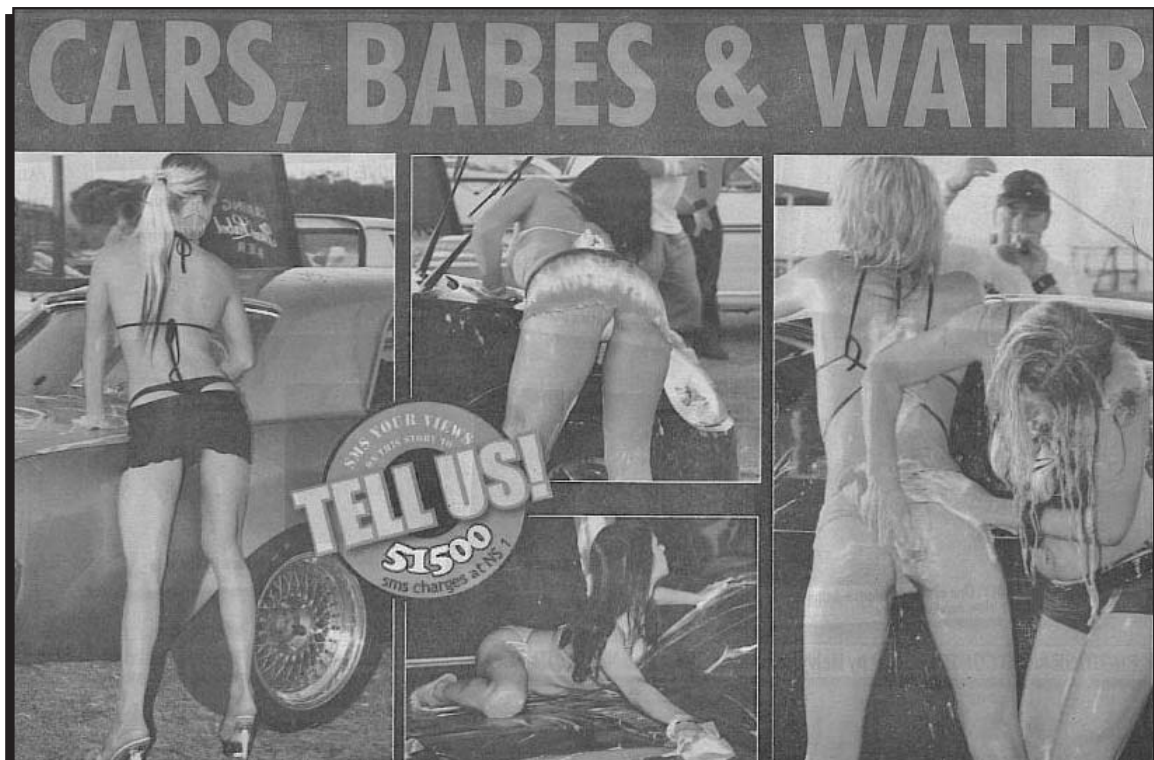
3. What messages are conveyed?

Messages about women	Messages about men

4. What do you understand by the term stereotype? _____

Group seven: The media

1. Consider the following image that appeared in the *Namibian Sun* on 18 October 2007 (CD Rom **F3**). What stereotypes does this perpetuate?



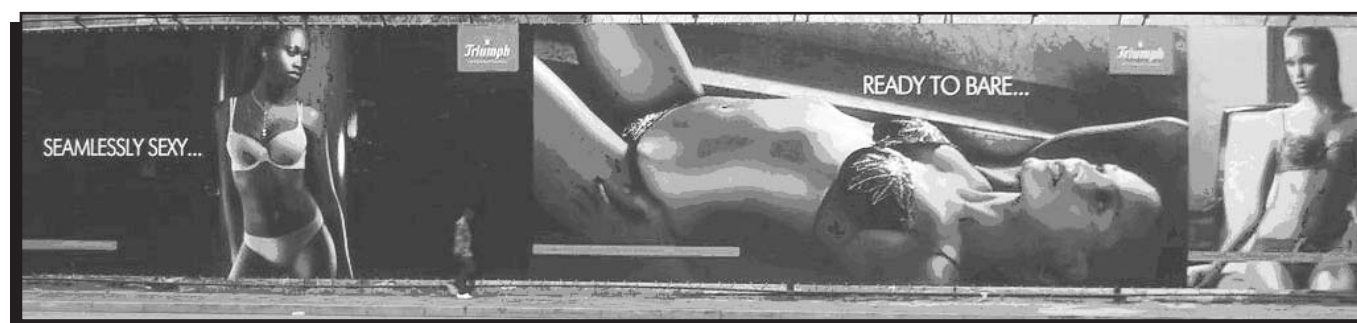
2. Go through any other articles brought by the group (see also CD Rom **F4** and **F5**). Do they convey distinct messages about women and men? _____

3. What messages are conveyed about women and what messages are conveyed about men?

Messages about women	Messages about men

4. What do you understand by the term stereotype? _____

Group eight: Advertising



Colour copies are found on the CD ROM, see **F6 - F8**.

1. With reference to the images above, what messages are conveyed about women in advertising and how do these relate to the daily lives of the majority of women? _____

2. Think of other adverts you know of. List them. _____

3. What is said about women and what is said about men?

Messages about women	Messages about men

4. What do you understand by the term stereotype? _____



Definitions

Gender stereotypes are socially constructed beliefs about men and women. They are constructed through sayings, songs, proverbs, the media, religion, custom, culture, education, drama etc.



Exercise seven- Case study: Challenging stereotypes

Read the case study below and answer the questions that follow

In the municipality of Keetmanshoop, there is only one woman out of the seven councillors, Fiina Elago. Yet she commands the respect of both her male colleagues in the ruling Swapo Party as well as those in the opposition Congress of Democrats (CoD). The key to this is her financial and technical skills, as well as her government contacts.

"She is just a competent human being," says Swapo Party councillor Bazil Brown. "Fiina is literate, so in arguments people listen. If she keeps quiet, it is because she is frustrated because of men fighting about nothing. When she talks, you know she is going to talk sense."

"When you are a woman in public office, it helps to have technical skills," Elago said. "I think what has also helped a lot is that for the past 15 years I worked for home affairs. I have worked at the borders, with different



Fiina Elago

Photo: Colleen Lowe Morna

people. Customer care is a very useful skill in politics.”

Because of her job with home affairs, Elago “has links with higher authorities,” Brown added. “She works closely with central government. When things are going wrong she can pick up the phone and she knows who to talk to.”

Brown notes that Elago is the person on the council most fluent in English, Namibia’s official language (that few speak as a first language). As a result of spending many years in exile during Namibia’s liberation struggle, she also speaks fluent Portuguese. The fact that Elago is fluent in Oshivambo (the language spoken in the north, where Swapo Party has its foothold) is seen as an advantage in getting things done in a council that has always had a lukewarm relationship with the government.

While participants in the women focus group bemoaned the fact that as Nama speakers they are not able to communicate well with Elago male focus group participants praised her skill and expertise. “She is very good; has more experience than the men in the council,” one of the men said. “She has really helped to turn this council around.”

“Elago is a very strong woman,” adds CoD councillor Arnold Losper. “As chair of the management committee she did a lot to bring down the debt of the council (from N\$4.7 million to N\$1.8 million).”

As chair of the powerful management committee following the elections, Elago won the support of the council (which has four opposition members, compared to Swapo Party’s three) in mounting a legal challenge to the water management contract. A debt rescheduling agreement has been agreed with NAMWATER, the parastatal water supplier.

Last year, as a result of political manoeuvring, the council elected a new chair of the committee, with Elago now serving as deputy. Both Brown and Losper agree that the reason for this was “purely ethnic; nothing to do with her competence” as Losper puts it.

“I ran the committee in a straightforward way,” Elago comments. “Maybe they were not pleased that I was very strict with money. I said we can’t spend what we don’t have and what we have we must spend wisely. When they wanted to increase council allowances (as the law allows for in Namibia) I said: look here, let’s not pay ourselves more until we are out of debt. They were not happy.”

“After they pushed her out we regretted it,” Brown reflected. “It’s a case of one step forwards, two steps backwards.” Elago, he added, “handled it very well. She is mature. She is smart. She does not let things like that get her down.”

“There are times when you want to quit,” Elago confesses. “But in politics you need to be strong. My motto is: smile even when you are down. Don’t let your opponents know. Later you can go and stress by yourself and do all those other kinds of things.”

The ebullient councillor has thrown herself into her work as chair of the housing committee. “She is not only passionate about the finances of this council but also about relieving poverty, housing, making sure that everyone has a roof over their head,” Losper noted.

Elago says she is also fighting hard for more women councillors in the 2008 elections and would not mind “if we had all women in this council.” She is also at loggerheads with the CEO over the absence of women in the town’s senior management as this is “totally against the provisions of the Affirmative Action Act.”

Reflecting her entrée into politics she says “there are always ups and downs. But the fact that you can help someone; make a contribution to development; that is what makes me happy. I don’t regret becoming a councillor; who knows I might even consider running for national elections next time around!”

Excerpt from At the Coalface: Gender and Local Government in Southern Africa, 2007

Questions

1. What are the stereotypes that exist for women and men in local government in Namibia?

2. How has the Councillor in the case study challenged prevailing stereotypes? _____

3. Why is it important to challenge stereotypes in local government? _____

INTERNALISING OPPRESSION



Exercise eight: Women oppressing women?

Think of a recent situation in your council where you may have felt that women in the council have not supported each other or behaved in a way that you might describe as obstructive or disrespectful. Two women should act out this scene and following the role-play the following questions should be discussed in plenary.

1. What happened? How would you describe the way the women behaved towards each other?

2. Why is it that in almost all cultures mother's-in-law are reputed to be oppressive towards their daughters-in-law? _____

3. What do you understand by the term "pull her down syndrome" and what do you think the causes of this are? _____



Fact Sheet: Internalising oppression

One of the litmus tests of the oppression of any particular group in society is the extent to which that group internalises its own oppression and takes this out by oppressing others. In gender debates, “the mother-in-law” syndrome is a well known one: older women who have been denied power and agency all their lives lording it over daughters-in-law over whom society gives them some power and control.

A common finding in research on women in decision-making is that women do not support each other when they get into decision-making positions. Women and men often say that women lack confidence, fear the unknown and don’t trust each other. Furthermore they do not nominate each other, and in some instances are perceived to “pull each other down”.

There is no excuse for women, or anyone for that matter, maliciously pulling anyone else down. But the “pull her down” or PHD syndrome as it is often called must be understood in the context of a situation in which women themselves have been subjected to a combination of ideologies- culture, tradition, religion, racism and the sexism that cuts across all of these that have the effect of severely undermining their own agency and self confidence. This can become a potent force for seeking to pull down other women who appear to be doing well.

As a study on women in Zimbabwe observes, “Ironically, society has made women the custodians of the very cultural values that lead to their oppression. In that respect it is tempting to conclude that politically, socially and culturally society has turned women into their own oppressors as they too tend to see men as better leaders than women.”¹

It has often been observed that women, who are usually the majority voters, tend to vote for men. This, argues Thenjiwe Mtintso, former MP with the South African African National Congress (ANC) is “mainly because their own lived experiences have conditioned them to be subordinates.”

Theresa Samaria, former Mayor of Walvis Bay said although there may be a “pull her down syndrome” among some women, there are as many who call her and encourage her. She believes that the argument that “women are their own worst enemies” is one that has been created by men to justify the exclusion of women from politics.

It is an important comment on the barriers that women face at the local level, where all these ideological forces are often experienced in a more acute form than at the national level that the PHD syndrome came up repeatedly in interviews.

Source: At the Coalface: Gender and Local Government in Southern Africa and Ringing up the Changes.

¹ “Beyond Inequalities, Women in Zimbabwe”, SARDC, WIDSA

Notes:

FACILITATOR'S NOTES

Exercise one: Sex and gender

Material: Cards with different role/activities and occupations (see some examples below), flipcharts, prestick

Time: 30 minutes

Preparation: Before the session prepare cards with different roles, activities and occupations

Method: Have two areas of the wall, boy/man and girl/woman. Distribute cards to participants and have them place their card on the side of the board they think appropriate. After everyone has placed their cards on the wall switch the headings and see which activities still work.

Examples of roles, activities and occupations:

Politician, Home maker, Manager, Model, Chef, Hairdresser, Bus driver, Teacher, Construction worker, Secretary, Doctor, Engineer, President, Clerk, Lawyer, gives birth, grows a beard, menstruates, breastfeeds, takes care of children, provides for the family, fetches water, herds cattle, fetches firewood, goes to school, cleans the house, fixes the car, cooks, mows the lawn, washes dishes, goes to university, watches soccer, drinks beer, sews clothes, plays with dolls, plays with guns, owns land, drives a car, changes light bulbs, plays soccer, plays golf, plays netball, gives orders, takes orders, makes decisions, provides leadership.

Notes: All of the roles that are biologically determined, like giving birth to a child or growing a beard are not inter-changeable. The roles that are socially determined like cooking are inter-changeable. This is a fun and engaging way to get participants to understand the difference between sex and gender.

Exercise two: Sex and gender roles

Material: Flipchart, cards with different work and traits

Time: 20 minutes

Method: Following on from the exercise, summarise the biological and reproductive roles of women and men in a chart that participants can fill in their work book as you fill this in together on a flip chart.

Notes: The reproductive role is the only one that is biologically determined. The roles in the home, community and work place are "grafted" onto these biological roles e.g. women give birth to children, therefore they must care for them and for the home, offer voluntary "care" services in the community and in the work place, take on the "care" professions like being secretaries, nurses, domestic workers etc. Men on the other hand are assumed to provide and protect and they take on "control" work in the community and work place- they are the politicians, managers and decision makers; working in industry, business etc. Women's work in the home is most unremunerated. Women's work in the community is invariably of a voluntary nature. The kinds of profession that women go into- domestic work, nursing, teaching etc- the so called "care professions"- are generally less well remunerated than typically male professions.

Be provocative by asking participants if there is anything wrong with this gender division of labour? Some will give responses like this is "God given". Others will say its wrong because its limiting: women and men are

pigeon-holed into certain activities that they may or may not be good at. This is a good point at which to discuss what is meant by stereotypes; for example because a person is a woman she should be able to cook. Draw out the fact that the roles into which women are pigeon-holed are the inferior roles: socially, politically and economically. Women are denied the right to make decisions in their homes and in society even when they are home makers. The work they do is under valued, inside and outside the formal work place.

Exercise three: The differences between sex and gender

Time: 5 minutes

FUNCTION	SEX	GENDER
Breastfeeding	X	
Cooking		X
Menstruation	X	
Managing		X
Growing a beard	X	
Boxing		X
Voice breaking	X	
Knitting		X
Decision-making		X

This simple exercise is intended to test whether or not participants understand the difference between sex and gender. Breastfeeding, menstruation, growing a beard, and the breaking of the voice are biological processes associated with sex. Cooking, managing, boxing and knitting are activities traditionally associated with men or women that have no biological basis- they are therefore a function of gender, or a social construct. The list is not exhaustive- participants can be invited to add more examples. The exercise can either be done in small groups or in plenary, depending on the size of the group.

Exercise four: Gender equality

Time: 5 minutes

Notes: The see saw example is a good, quick visual illustration of what is meant by gender equality. For the see saw to balance, one side must go up and the other side must come down. Similarly for gender equality to occur women need to be empowered and men need to change their attitudes.

Exercise five: What is a stereotype**Time:** 5 minutes

Notes: This is just one of many examples that could be picked on for illustrating a stereotype. It shows how stereotypes lead to assumptions of people based on race, class, gender, etc and may lead to misguided conclusions. As the definition of stereotypes shows, these are limiting and lead to unfair discrimination of the kind that women all over the world have been subjected to.

Exercise six: How stereotypes are reinforced

Material: examples of advertising, billboards, media etc to get views on what is being said about women and men.

Time: 50 minutes

Preparation: In order to get the most out of this exercise, it is important to make it relevant to Namibia and local communities. Ask participants in advance to bring examples of the list below, including images from magazines etc.

1. Proverbs, idioms and sayings
2. Songs (Facilitator's should come prepared with a few Namibian examples)
3. Soap operas, drama and popular culture (Facilitator's should localise according to the popular culture of the location/community)
4. Religion
5. Custom, culture
6. Education
7. The media (ask each individual to bring media cuttings to share with the group)
8. Advertising (billboards)

Notes: No matter which area participants are examining, the result is likely to be the same. Here are some examples of what is likely to emerge in the tables:

Messages about women	Messages about men
Weak	Strong
Stupid	Smart
Objects	Drivers
Not in control	In control
Answerable to men	Answerable to no one
Pathetic; need to be pitied	Admirable.

Exercise seven: Case study- Challenging stereotypes

Time: 30 minutes to read and discuss the case study in groups; 30 minutes to report back.

Notes: This is a good example of a female councillor who has broken from traditional expectations and norms because she is seen to have good financial and technical skills - often times these skills are only attributed to men - as a result, she is seen to have more experience than the men in the council. She is a strong woman and is responsible for bringing the debt of the council down.

Exercise eight: Women oppressing other women?

Time: 30 minutes to plan and present the skit; 30 minutes for participants to discuss what they have seen.

Preparation: While participants are likely to have examples that they can draw on in coming up with a suitable role play, the facilitator might need to have a few local examples to help bring out the key points.

Notes: Invariably in gender training, whether with female or mixed male and female groups, the issue of whether or not women oppress other women arises. It is important to confront this issue and to make the point that gender equality is not about women being perfect and men being imperfect- but about human beings being a combination of both.

When this exercise was tested in previous workshops, participants came up with excellent skits. For example, in one workshop the women came up with a woman politician and gender activist arguing in public with the activist accusing the politician of failing to deliver and the politician accusing the activist of having no respect for her. Two other women come up and urge the two not to quarrel in public as this will lead to all women in powerful positions being seen as bickering and failing to get along.

The group discussions noted that women in powerful positions are often isolated and insecure and this may lead them to come across as overbearing. It is also a fact that women and men in powerful positions are often judged by different standards. An ambitious man may be seen to be "manoeuvring" while a woman is seen to be "manipulating". Women are said to be "bitchy" where men are described as "scheming".

It is also important to discuss the way in which any oppressed class of persons internalise their own oppression and visit it upon those who are less powerful than themselves, in a power hierarchy that begins with men oppressing women. This is typically the case with mothers-in-law. After enduring life-long oppression of their own, mothers-in-law often relish exercising power over their relatively powerless daughters-in-law, sometimes becoming more ardent advocates for the macho behaviour of their sons than the sons themselves.

Notes:



Campaigning for gender equality in Parliament in Namibia

MODULE TWO GENDER AND GOVERNANCE

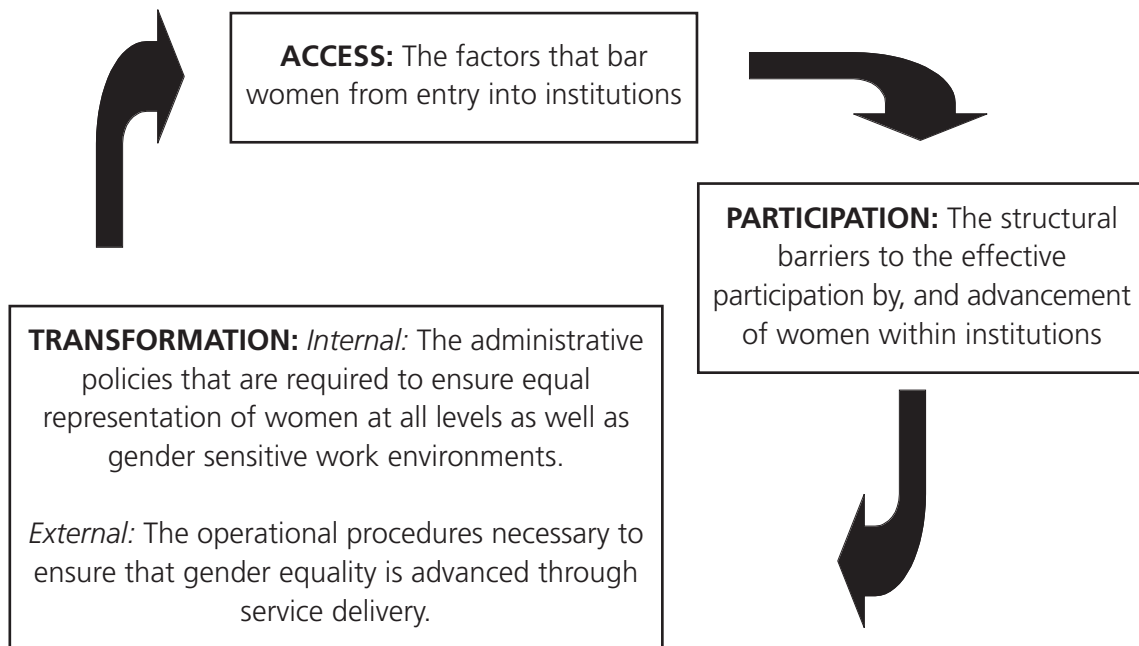
Objectives

The objectives of this module are to understand:

- The links between gender and governance.
- The fact that these links extend beyond women's representation in politics to their effective participation in decision-making.
- The difference that having a "critical mass" of empowered women makes to decision-making structures.

ACCESS-PARTICIPATION-TRANSFORMATION FRAMEWORK

As illustrated in the framework below developed by Thenjiwe Mtintso, SA ambassador to Cuba, Chair of GL and former Chairperson of the Commission on Gender Equality, there is a close link between how an institution is constituted and defines itself, and its ability to be an agent for transformation in any society:



The essence of Mtintso's argument is that access and numbers are a prerequisite for, but do not guarantee of transformation. She argues that once women have entered political decision-making, it is necessary to remove barriers to their effective participation. Only when women are present in significant strengths and are able to participate effectively, are they likely to start making an impact.

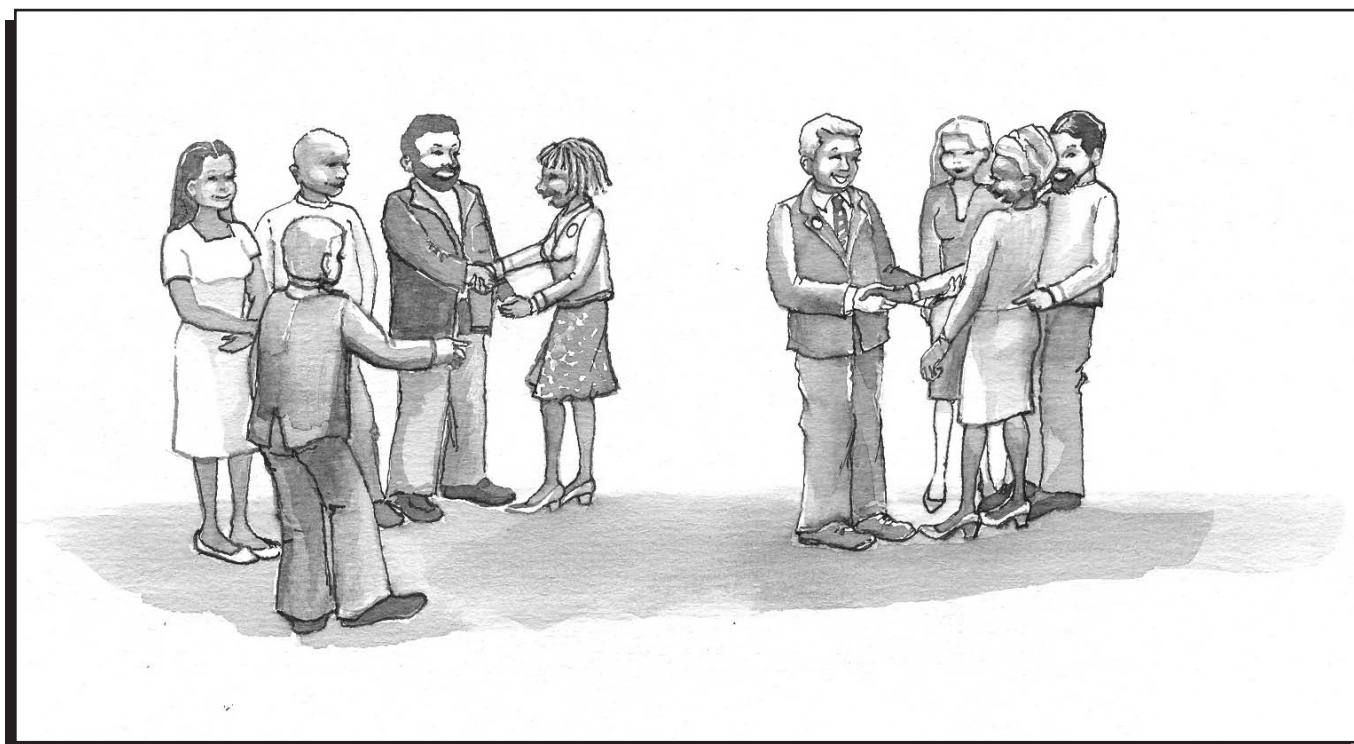
To help understand the concepts of access, participation and transformation, the group will be divided into three. The first group will develop the skit described in exercises one and answer the questions in exercise two. These exercises will be used to elaborate on the meaning of access. The second group will devise the role play in exercise three and answer the questions in exercise four and use these to shed light on what is meant by effective participation. The third group will examine the case study of a woman councillor in exercise five and use this to help the group understand what is meant by transformation. All participants will then fill out the organisational score card on gender to gauge how transformed their Council is.

ACCESS



Exercise one: What keeps women out of politics?

The access group will be asked to devise a short play depicting two councillor candidates, a woman and a man, lobbying for support ahead of the elections. They approach women and men and ask for their support. The groups should then discuss who they will be voting for (the man or the woman) and explain why. The reasons should help us to understand why, the world over women are still so under-represented in political life.



Questions

When the full group resumes in plenary to watch the skit the following are some of the questions to be discussed:

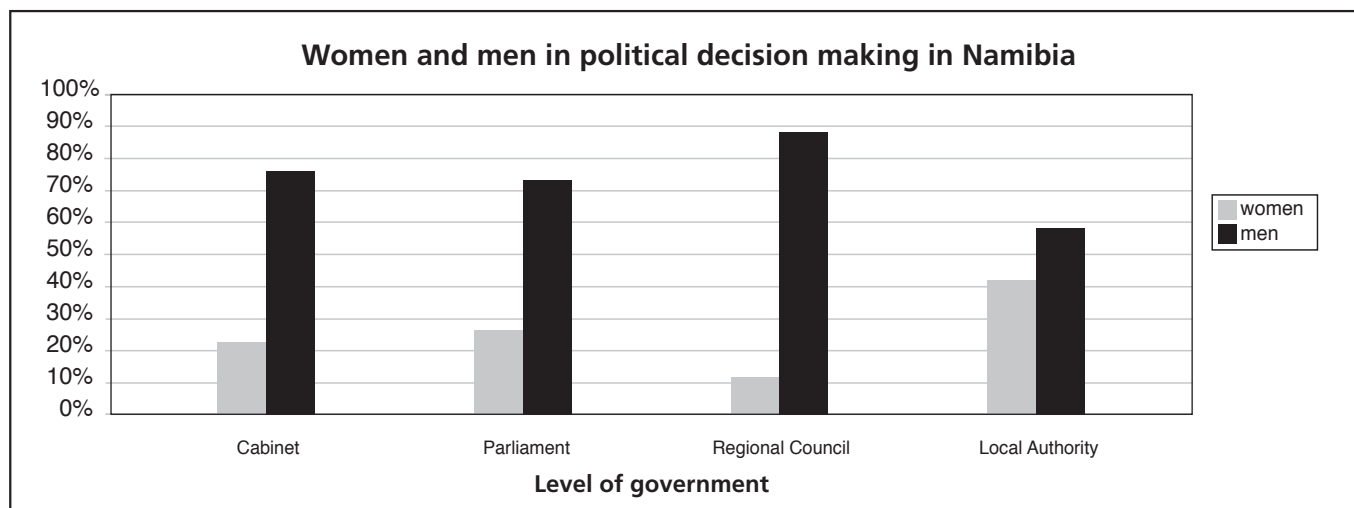
1. What are the attitudes of women and men to women becoming local government councillors?

2. How does this affect women who have political aspirations? _____



Exercise two: Where are women in politics in Namibia?

A close examination of where women and men are in politics in Namibia in 2008 will help to show just how far we have come, and how far we need to go.



Questions

1. What is the proportion of women and men in the different areas of political decision-making?

2. Why are there these gaps? What is keeping women out of politics?

3. Why is the gap smaller at local level than at national level?

4. What can be done to reduce the gaps?



Fact sheet: Women in local government - Namibia steams ahead, but does the system work?

Electoral system

Namibia has three different electoral systems. In presidential elections, the candidate that receives the most votes is elected as long as the candidate has over half the support (constituency or first-past-the-post (FPTP) system). In *National Assembly and Local Authority* elections a proportional representation (PR) system with party lists is used. For *Regional Council* elections the FPTP system applies.

Namibia held its first internationally recognised elections in 1989 under UN supervision. It has since held regular national, regional and local elections. The most recent elections took place in 2004, with all three levels of government holding elections.

Affirmative Action

By 2004 the only level of government in Namibia that had achieved and passed the 30 percent mark for women in political decision-making was local government (42 percent). This progress is due mainly to legislated affirmative action measures for local government. By 2007 (the time of writing this) no equivalent measures had been introduced for other levels of government.

For the first local government elections the Local Authorities Act of 1992 provided that the party lists include at least two women for councils with ten or fewer members and at least three women for councils with 11 or more members. The Local Authorities Amendment Act of 1997 strengthened the affirmative action provision for women in the second local elections. For the 2004 Local Authority elections, party lists for councils with ten or fewer members had to include at least three women and lists for councils with 11 or more members had to include five women.

50/50 CAMPAIGN FOR LOCAL AUTHORITIES



artwork by Nicky Marais

Sister Namibia
April 2004

Zebra List

In 1998, both the ruling Swapo Party and the opposition Democratic Turnhalle Alliance (DTA) made a public commitment to “zebra” lists of alternating male and female candidates. All the parties combined put forward 462 women; 47 percent of the 978 candidates. But the key issue with the list system is where women are positioned; at the top, bottom, or in the alternating pattern envisaged by the “zebra”. Only about 42 percent of Swapo Party and 20 percent of the DTA’s party lists complied with the “zebra” format.

As a result only 41 percent women won. This pattern has persisted, despite the strengthening of the provisions in the act (that are silent on *how* the desired targets are to be achieved). This explains why Namibia continuously comes close to, but has never quite achieved the parity target at local level (43.4 percent in the 2004 elections). It also raises questions as to how committed the parties really are to the quota.

Namibia: Where the parties stand

PARTY	% VOTE 2004 LOCAL ELECTIONS	VIEW ON GENDER QUOTAS	COMMENTS
Swapo Party	64%	Believe in 50/50; manifesto pledges to remove barriers	Only applied at local level and sometimes inconsistently
COD	10.2%	Supports gender balance in all structures including internally. In 1999 the (CoD) introduced a 50% quota for women on electoral lists.	40% senior positions in party held by women; women constituted 43% of its National Assembly list.
DTA	7.85%	Publicly supports the zebra system.	Not been applied consistently. But is the only party with more female than male representatives at the local level.
UDF	6.48%	Manifesto supports and advances the cause of woman's emancipation.	Put forward 50% women candidates in the Presidential and National Assembly elections.
NUDO	4.6%	Manifesto supported 30 percent women at all levels with target of 50% by 2005.	No information as to how this has been applied.

In interviews and in their manifestos, many of the political parties in Namibia acknowledge the importance of gender issues. The table above is an analysis of the different political parties, their views on gender quotas and how these are applied. Compared to South Africa in which most opposition parties are publicly against quotas, in Namibia the opposite appears to be true. Indeed the Congress of Democrats (COD) has a better record than the ruling Swapo Party with regard to applying the consistent application of the quota (including within its own structures).

However, for all parties there seem to be anomalies on the ground in the way in which the zebra system is applied. In some instances, researchers heard that local party officials had been instructed to ensure that women are always first on the list (and in one case that they had been instructed to ensure that two women topped the list). This would be consistent with trying to ensure the desired outcomes with regard to the electoral law (that states minimum numbers of women to be achieved in councils depending on their size). However, how each party painted its zebra stripes remained a puzzle in field observations. The result is that in a country where one would expect a fairly even split of women and men in *all* local councils, researchers found extremes of councils with *only* women to the one hand; and with only *one* woman (and the rest men) to the other.

Which system works best for local government

An issue that has long been a concern in Namibia is whether the PR system is the best for local government. The 1992 Local Authority Act proposed that only two elections be held on a PR basis, with the 2004 local government elections held on a ward basis. A survey by the Institute for Public Policy Research in 2002 found that about half the respondents favoured keeping the PR system. This helped Swapo Party to make the case, through an amendment bill in parliament, that the PR system be continued.²

Swapo Party justified the move on the basis that the PR system has proved effective in favouring the inclusion of smaller parties, reduced racial tension and helped to guarantee gender balance. The Namibia Women's

² Kaapama, F, "Namibia local government elections: Implications for the General Elections" (2004); Electoral Institute of Southern Africa (EISA) Election Talk No 14, 12 July 2003.

Manifesto Network that is driving the 50/50 campaign supported Swapo Party's move, calling for the list system to be applied to all future local elections because "research worldwide has shown that the party list system is more favourable for achieving gender balance than in the constituency or ward-based system."³

But, as University of Namibia political scientist Phaniel Kaapama points out, the system also has its pitfalls: "The amendment can be abused to defeat the spirit of local democracy and citizen participation, by undermining the choice of local voters, both the electorate and their elected local political office bearers could end up being manipulated by those who call the shots in their respective parties. Moreover this presents a clear testimony that the policy as amended is threatening to undermine the discretion of the electorate to nominate and hold their elected authority office bearers individually accountable in subsequent elections."⁴

Swapo Party has argued that the PR system favours minority parties. But it also favours Swapo Party in opposition strongholds, giving the party the opportunity to gain seats in councils that still remain wary of the ruling party. Swapo Party's stronghold is in the north of the country, while the south has traditionally been opposition territory, although with the dissipation of the DTA it is increasingly moving towards the ruling party, if only because of the perception that this is critical for local economic development.

Equal representation - why only at the local level?

Other than the suitability of the PR system to local government in Namibia, the other major concern is the inconsistency between the different levels of government with regard to gender representation.

The issue is a complex one. Namibia reflects the best and worst of electoral systems when it comes to women's representation. The legislated gender quota and PR system at local level has delivered high levels of women's representation but there are growing doubts as to the suitability of the PR system at local level. To the other extreme are the regional councils that are chosen on a constituency basis but in which women have the least representation (11 percent in the Councils; and only three out of 13 Regional Governors). This low level of women's representation is typical of constituency systems that are not accompanied by any form of quota.

Short of changing the electoral system at regional level, the 50/50 campaign has put forward options for requiring that parties field equal numbers of male and female candidates, or that each constituency has a male and female candidate for regional elections.⁵ The first option carries no guarantees, unless women are fielded in safe seats. The second (one woman, one man in each constituency) is an innovative idea that has not been tried elsewhere; Namibia could be a first. The third option (reserving seats) is now tried and tested in a number of countries at local level (India, Uganda and Lesotho) but has its drawbacks.

The significance of Namibia applying its mind to how gender balance might be achieved at regional level is that if local government ever switches to the ward system (and there is mounting pressure for this to happen) there will be a tried and tested solution from the Regional Councils on how to ensure that there is not a drop in women's representation. It may also be the case that (as demonstrated by the women who won in the open seats in the 2005 Lesotho local elections) women in Namibia have had sufficient exposure at local level to be able to contest ward elections without special measures being adopted. Another option at local level is to consider the mixed system that South Africa opted for although this too has its pros and cons.

³ The Namibian Women's Manifesto Network 50-50 pamphlet.

⁴ Ibid

⁵ The Namibian Women's Manifesto Network 50-50 pamphlet.

The least complicated area for Namibia to get the gender balance in better sync is at national level, where the PR system seems set to continue, and women have been making steady progress without legislated or voluntary party quotas, though at 26 percent this still falls far short of SADC's parity target. The introduction of legislated quotas like those at local level would not only rectify the situation but send a strong signal that the government takes the SADC target seriously at all levels; as well as erase the unfortunate perception that the only reason for the progressive stance at local level is that it is less important.

Excerpt from At the Coalface: Gender and Local Government in Southern Africa, 2007

PARTICIPATION



Exercise three: Who speaks in council meetings?

This group of participants will be asked to do a role play on participation. Think of a recent council meeting and do role play on it. Consider the following questions when doing the role play:

- What were the issues discussed?
- To what extent did women and men participate and what did they say?
- Who was listened to and who wasn't listened to?
- Who made the final decisions?

When the skit is presented to the larger group, discuss the following questions.

Questions

1. Do women participate actively in meetings in your council? _____

2. If not, why do you think this is the case and what is the effect of this? _____

3. What can be done to ensure women's more active participation in decision-making at local level?



Source: Ministry of Gender Equality and Child Welfare, Gender Training Manual and Resource Guide



Exercise four: What keeps women from participating?

The group preparing the skit should look at the table below of the barriers to effective participation identified by interviewees in the “Coalface” study.

Barrier	Lesotho	Mauritius	Namibia	South Africa
Confidence	15%	12.5%	0.0%	15.4%
Culture	15%	37.5%	15.4%	23.8%
Domestic responsibility	10%	12.5%	30.8%	8.0%
Education	10%	0.0%	0.0%	11.5%
Experience	0%	0.0%	0.0%	3.8%
Language	0%	0.0%	0.0%	3.1%
Lack of support	0%	25.0%	30.8%	11.5%
Socialisation	15%	6.3%	0.0%	9.2%

Questions

1. What were the three main barriers to effective participation in Namibia identified by the study?

2. Is the picture below a familiar one? Are these the same barriers you find in your council?

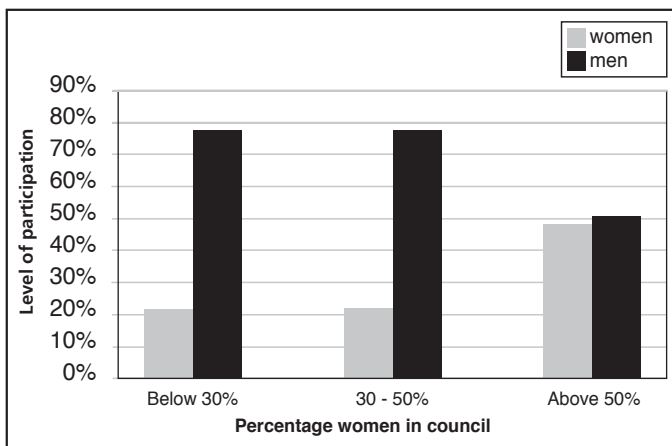


Source: Ministry of Gender Equality and Child Welfare, Gender Training Manual and Resource Guide

3. How can these barriers be overcome? _____



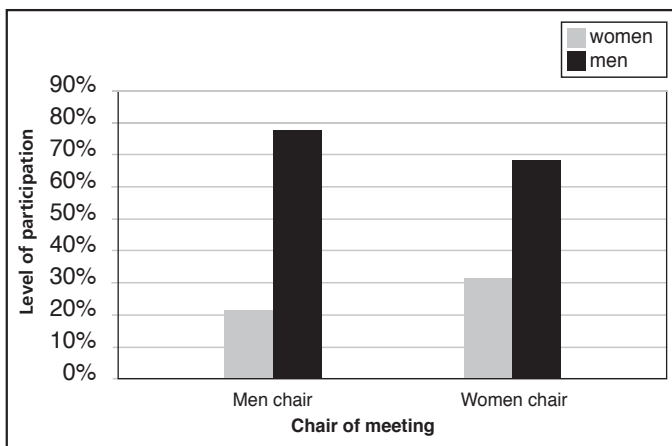
Fact sheet: Women's participation in local government



The recent study conducted in four Southern African countries (Lesotho, Mauritius, Namibia and South Africa) entitled *At the Coalface: gender and local government in Southern Africa* found that there is a strong correlation between having a substantial portion of women in local government and their level of participation.

As illustrated in the graph the study found that:

- Where women constituted below 30 percent of the participants in council, they spoke 21 percent of the time.
- Where women constituted 30 to 50 percent of the participants they spoke only slightly more (22 percent) of the time to when they constituted below 30 percent.
- When women constituted more than half of the participants, they spoke a little less, but almost as much as men.



The conclusion that might be drawn from this finding is that the “critical mass” is indeed not 30 percent but gender parity!

Quantitative findings of the 11 council meetings observed in the research were further analysed according to the extent to which women contributed in meetings chaired by men versus those chaired by women.

As illustrated in the graph, the study found that:

There is a higher level of participation by women in meetings chaired by women, 32 percent, compared to 22 percent in the case of meetings chaired by men, see graph above.

- However, anecdotal evidence suggests that it is not necessarily the case that women speak more when a woman is in the chair. Researchers in Lesotho noted that both male and female leaders need to be aware of the social barriers that many women still face, and to consciously encourage them to participate.

Several factors affect women's effective participation in decision-making. These include:

- **Where women are located within the institution:** This concerns both the vertical and the horizontal spread. Vertically, women are virtually absent from management positions and predominate in the secretarial and clerical positions. Horizontally, women tend to be concentrated in the human resource, rather than in the policy and planning divisions of institutions.
- **Gender insensitive work environments:** Long, irregular hours; the absence of child care facilities, minimalist or non-existent policies on maternity, sexual harassment- to name a few- contribute to gender insensitive work hours and inhibit women's effective participation.
- **The old boys network:** Men have a long established old boys network frequently nurtured at the bar in late- night drinking sessions that women are effectively excluded from because it is not a "seemly" thing to do; and/ or because of their dual domestic responsibilities.
- **Training and capacity building:** To the extent that women, and especially black women have been historically disadvantaged through lack of training and on-the-job experience, training needs to be specifically targeted at overcoming this legacy. This is frequently not the case.



Critical mass: Where women are well represented they tend to participate better

Photo: Gender Links

TRANSFORMATION



Exercise five: Case study- the difference women make

Beverly Izaaks beams when she talks about her new home. “When I woke up the first night, I could not believe it, I was dreaming! I mean, really dreaming! I realised that for 13 years while I had been living like a nomad, going from one house to the next with my children, I had not been able to dream.”

Izaaks is one of the women in Rehoboth who has benefited from the national Build Together project in which individuals can access loans of N\$32 000, choose their own supplier, and provide their own labour to become proud house owners. Owners pay off the debt at a rate of N\$287.

Whereas in the past most housing opportunities went to men, Councillor Sherally, Deputy Mayor of Rehoboth Council, has made it a point to ensure that women get a foot in the door, literally and figuratively: “I am not ashamed to say that I am aggressive in making sure that women benefit. As a woman councillor I motivate other women to participate. I tell them you do not know your power unless you claim it.”



Rehoboth housing project

Photo: Colleen Lowe Morna

Researchers met with a group of women on one street who had become house owners as a result of the project and of the deputy mayor's persistence: “when the lights went on in our new homes we went onto the street; we had a street party,” one of the women recalled.

Izaaks recalled the humiliation in the past of being evicted, “seeing your things on the back of a lorry. Now I have peace of mind.”

Together with Sherally the women in the neighbourhood have started a campaign to get illegal shebeens shut down and to get the legal ones to observe opening and closing hours. The women praised her for “always being on the ground; having ideas and building strong relationships with us.”

Men interviewed in a separate focus group said that “finally there is progress in this town. There are more jobs, there is more investment, and there are more houses and tarred roads.”

Excerpt from At the Coalface: Gender and Local Government in Southern Africa

Questions

In groups read the case study and discuss and answer the questions that follow.

1. What qualities does Councillor Sherally bring to her work? _____

2. Do you think these qualities are linked in any way to the Councillor being a woman?

3. Does having women in local government make a difference a) internally, to the way local government works and b) externally, in the way local government delivers services? Please give examples from your experience.



Definitions

Institutional transformation

This concerns the range of administrative measures that need to be taken to ensure that hiring and promotion policies do not discriminate against women directly or indirectly; the creation of work environments that are family friendly and free of sexual harassment; as well as the re-orientation of the culture of an institution- its language and practices- to ones that encourage the best in both men and women.

Service delivery and societal transformation

This concerns the operational procedures that must be adopted to ensure that a gender perspective informs all stages of the service that the institution delivers.



Exercise six: Measuring change

All participants will be asked to assess, on a scale of one (very low) to five (very high) how gender sensitive your council is. The score card is also available electronically on the CD ROM at **F9**.

Scorecard: How gender sensitive is your council?

	1	2	3	4	5
POLICY FRAMEWORK					
1. The council is aware of national, regional, international commitments that the country has made to gender equality including the National Gender Policy (1997).					
2. There is a gender policy.					
GOVERNANCE					
Representation					
3. Council has sex disaggregated data on percentage eligible women and men registered as voters.					
4. Equal number of women and men councillors.					
5. Equal number of women and men in decision-making positions in council, Mayoral committee, chairs of committees etc.					
6. Gender balance on all community (ward) committees.					
Participation					
7. Women and men participate equally in council meetings .					
8. Women have an influence on decisions taken by the council.					
9. Special efforts are made to ensure that women actively participate in the council.					
10. The council has a detail profile of the community disaggregated by sex.					
11 Regular public meetings are held with communities.					
12. There is equal participation of women and men at public meetings and events.					
PLANNING					
13. Targeted gender planning and service delivery takes place in the council					
14. Strategic objectives of the Council explicitly mention gender.					
15. Information is collected from women about their constraints, opportunities, incentives and needs.					
16. Women are consulted in the drawing up of plans.					
17. There are gender indicators in all plans.					
18. Special efforts are made to ensure that women in the community participate effectively.					
19. Women's needs are taken into account in policy formulation.					
20. All departments are required to include gender equity considerations in their business plans.					
21. Client satisfaction surveys are disaggregated by sex.					
GENDER-SPECIFIC PROGRAMMES					
22. The council is involved in gender-specific projects.					
Safety and security					
23. The council has up to date crime statistics disaggregated by sex.					
24. The city/town is a safe place for women, i.e. To walk around safely at night and in the day.					
25. There is sufficient lighting on streets and in public spaces.					
26. Public transport is safe for women and children.					
27. There is a good working relationship between the police and community, especially women.					
28. Community policing forums have been established for liaising between the community and the police.					
29. Women are adequately represented in community policing forums.					

	1	2	3	4	5
30. Police and justice service providers are given training on how to handle cases of gender based violence.					
31. Services are friendly to women.					
32. The council participates in campaigns to raise awareness on gender based violence (GBV), such as the Sixteen days of activism.					
33. The council has an action plan for ending GBV.					
34. The council has victim support programmes.					
35. The council supports places of safety.					
Educare					
36. There has been an assessment of the need for child care facilities.					
37. Child care services are provided.					
38. The council has taken steps to ensure affordable and accessible educare.					
MAINSTREAMING GENDER INTO EXISTING PROGRAMMES					
The economy and job creation					
39. The council has a local economic development plan that targets women entrepreneurs as key beneficiaries.					
40. The council has sex disaggregated employment statistics.					
41. Women and men benefit equally from informal trading facilities in the council.					
42. Women and men benefit equally from the growth in the tourism industry in the council.					
Procurement					
43. The council has a procurement policy.					
44. Targets have been set for increasing the number and value of contracts received by women.					
45. The council has taken steps to ensure that women benefit equally from procurement opportunities created in the council.					
Housing					
46. Women and men have equal access to housing.					
47. The council keeps sex disaggregated data on title deeds.					
48. The council has taken steps to ensure that women benefit equally from housing opportunities.					
Utilities					
49. Women are consulted regarding the provision of utilities and the costs of services that are provided and billing is explained.					
50. The council has sex disaggregated data on who has access to basic services i.e. Male and female headed households.					
51. Women are involved in the management and maintenance of these services and facilities.					
Transport					
52. The council has sex disaggregated data on the ratio of drivers licenses issues to women relative to men.					
53. The council monitors the usage pattern of public transport by men and women.					
54. Women are consulted in regard to their transport needs.					
56. Transport termini are safe for women.					
Health and HIV and AIDS					
57. Health facilities are easily accessible to women.					

	1	2	3	4	5
58. The council keeps sex disaggregated data on HIV and AIDS.					
59. There is a gender aware HIV and AIDS public education and awareness campaign.					
60. Women and men access VCT services equally.					
61. PEP is available at all health facilities and there are information campaigns surrounding this.					
62. Women and men are benefiting equally from ARV roll out.					
63. The council provides support to care givers, including those caring for PLWA and OVC's.					
Environmental health					
64. Women are consulted in the management of waste.					
65. Women and men benefit equally from business opportunities in this sector.					
66. Efforts are made to involve men in community activities in this sector.					
Social development					
67. Women, girls, men and boys benefit equally from budget allocations for sports and recreation facilities.					
68. There are programmes that challenge gender stereotypes in sports.					
69. The council keeps sex and age disaggregated data on the use of existing facilities, e.g. retirement centres, community centres, libraries.					
EMPLOYMENT PRACTICES AND ENVIRONMENT					
Selection and recruitment					
70. Women and men are employed in equal numbers across jobs, grades and in management positions.					
71. Women and men are equally remunerated for equal work.					
72. There is an affirmative action policy.					
73. Women are encouraged to apply for jobs and a data bank of possible women candidates is kept.					
74. Interview panels are gender balanced.					
75. There is a policy to ensure that women with equal qualifications are in equally graded jobs as men.					
76. Women are encouraged to upgrade their qualifications.					
Career pathing					
77. Women and men are given equal opportunity for growth within the council.					
78. Efforts are made to provide training for women to bridge the gender gap.					
79. Women and men have equal access to training opportunities.					
80. Gender training is provided for women and men in the council.					
81. Women and men have equal access to promotion opportunities.					
Working conditions and environment					
82. The council provides equal benefits for women and men, maternity and paternity leave.					
83. Security is provided for women who have to work at night.					
84. The council provides for flexi time.					
85. The council provides child care facilities.					
86. There is a sexual harassment policy that is enforced.					
87. The use of sexist language and behaviour is banned.					
GENDER MANAGEMENT SYSTEM					
Gender structures					
88. The council has set up a gender structure that is empowered to do its work.					

	1	2	3	4	5
89. The gender structure involves civil society.					
90. Gender is written into the job descriptions and performance agreements of managers and key functionaries.					
Budgets					
91. A share of expenditure is explicitly targeted at promoting gender equality.					
92. Women are able to benefit equally and meaningfully from the resources allocated to mainstream projects.					
Monitoring and evaluation					
93. Service, employment, procurement statistics are disaggregated by sex.					
94. Gender indicators have been put in place for planning and human resource management systems.					
Capacity building					
95. Diversity and gender training is provided for both women and men in the council, at all levels.					
96. Gender training is done in a systematic way.					
Skills					
97. Skills gaps are identified and addressed through such training as: literacy; numeracy; language; computer skills; access to information; public speaking; negotiation; mediation; facilitation skills, to ensure that women and men are able to participate equally.					
Attitudinal					
98. Efforts are made to address the needs of women who lack confidence to participate in policy formulation debates.					
99. Efforts are made to address the attitudes of councillors and officials who may be opposed to women's participation and contributions in council.					
Political profile and champion					
100. Gender issues are given a high political profile by the Council and has a political champion.					
TOTAL					

Please add up your total score and calculate the percentage as follows:

TOTAL / 500 x 100 =

%

[illegible]

FACILITATOR'S NOTES

Exercise one: What is keeping women out of politics

Time: 30 minutes

Notes: When this role play was tested in the training of trainers workshop, participants in the group elected a man and a woman as the councillors who then went to each constituent to say what they stood for and to ask for support. Once everyone had been approached, all of the voters came together and spoke among themselves about why they were going to vote for, in their case, the male candidate, citing the usual stereotypical reasons for choosing the male candidate over the female candidate. What it highlights is that among women and men alike there are still beliefs that women should not participate in politics. While there may not be legal barriers to access at the local level, patriarchal and cultural beliefs remain deeply rooted.

Research has found that no matter what your background, education or experience, politics is a hostile terrain for women, especially in local contexts where there tends to be more focus on the personality rather than on the skills or pledges of politicians.

Exercise two: Where are women in politics in Namibia

Time: 30 minutes.

Notes: Women in Namibia are best represented in local government (42%) where there is a legislated 30 percent quota for women in a Proportional Representation (PR) or list system in which parties can ensure that women are strategically placed on lists. At local level, the ruling South West African People's Organisation (SWAPO) has adopted a zebra system, of one women, one man. The legislated and voluntary quotas in a PR system result in a high representation of women at the local level. No such "special measures" exist at the national level, where there is also a PR system. The result is that women constitute only 27% of the members of parliament. Women's representation is lowest at the regional level (12%) where there are also no special measures to promote women's participation and the electoral system used is a constituency one.

Exercise three: Who talks in Council meetings?

Time: 30 minutes.

Notes: What this role play should highlight is the level of participation of women in council, and specifically in council meetings. Do they raise gender issues? Do they speak or are they silenced by the men? When they do speak do they raise relevant and meaningful issues? Do women or men dominate discussions? Who makes the final decisions in the council?

See the fact sheet for research findings on women's participation in council meetings.

Exercise four: What keeps women from participating?**Time:** 15 minutes

Notes: While there may not be barriers to women getting into local government, once they are there, there can be a number of factors that help or hinder their effectiveness in participation.

Referring to the illustration on page 52, let participants discuss whether they have found themselves in a similar situation where, for example, attitudes of men may have inhibited their participation.

Such factors can be divided into the following categories:

- Social and ideological barriers
 - ~ Culture and socialisation – many people still hold strong cultural beliefs that women should not occupy public spaces.
 - ~ Low self-confidence - many women cite the combination of ideological barriers that lead to lack of self confidence and not believing in themselves.
 - ~ Women not supporting one another – also known as PHD – pull her down syndrome (discussed in the previous module)
- Political
 - ~ Old boys network and political party politics – the local government process is highly politicised. The culture of most political parties is “an old boys” network that works for the benefit of men.
 - ~ Working for the opposition or being an independent candidate can also be an added challenge for women councillors.
- Institutional
 - ~ Meeting times – meeting times are often at inconvenient times for women, e.g. Late at night when they have other domestic responsibilities to take care of, or when it is unsafe etc.
 - ~ Support mechanisms – there is often no support for women at local level, such as child care facilities.
- Personal agency
 - ~ Low levels of education – as there is no education requirement for becoming a local government councillor the education levels of councillors vary greatly, many functions of local government are technical and require certain levels of skill and experience. Without education or training on these functions councillors effectiveness can be diminished.
 - ~ Background and exposure – many skills of a councillor are acquired on the job and from exposure to certain situations, many women councillors have not received this kind of exposure.
 - ~ Language – in some instances council meetings do not take place in the councillor's home language, this can be a major hindrance when they cannot read, understand and contribute in council meetings because they don't speak and understand the language.
 - ~ Inappropriate capacity building – in many instances councillors do not receive any capacity building and where it is given it is often inappropriate. First time councillors may not know what their roles and responsibilities are.
 - ~ Domestic responsibilities and lack of support – in addition to coping with the challenges of being a councillor, women often have to shoulder the burden of their political works as well as home and care work, such as cooking, looking after their children etc.

Exercise five: The difference women make**Time:** 30 minutes

Notes: This is a good example of a woman leader who makes the upliftment of women her priority. She has seen where women have not benefited in the past and worked towards ensuring that they benefit from housing opportunities. She consults with the women in her community and raises issues that are important to them

such as shebeens. Use this to lead a discussion on whether these are typical “feminine” leadership attributes or just a function of her personality. At the Coalface: Gender and Local Government finds that in general women leaders are seen to be more accessible, accountable, hands on and hard work than their male counterparts. See if participants in the group agree. This should lead to a discussion about what is meant by transformation:

Internal

- Rules and procedures: for example, in many countries, meetings are started after 2pm and run until late at night. This is not a ‘family-friendly’ policy.
- Facilities – toilets, childcare.

External

- Domestication of international gender equality instruments.
- Gender-sensitive legislation should be passed, such as addressing violence against women and children, customary laws, and maintenance.
- Every single piece of legislation should be gender sensitive, not just those seen as women-specific.
- Analysis of the budget from a gender perspective.
- Monitoring and evaluation of policies adopted/laws enacted.

Exercise six: Measuring change

Time: 30 minutes

Notes: This assignment is best done individually and could be a homework assignment. Participants should complete the scorecard in relation to gender and transformation in their council, rating the target from 1 (poor) to 5 (very good). They should add up the score, divide by 500 and multiply by 100 to give a percentage. This rating will provide the necessary rationale and introduction to the next module on key gender planning concepts.



Photo: Colleen Lowe Morna

Councillor Karolina Pieters from Maltahöhe Village Council

MODULE THREE KEY GENDER PLANNING CONCEPTS

Objectives

This module aims to explore:

1. Why gender is intrinsic to development.
2. The difference between practical and strategic gender needs.
3. Key concepts such as gender planning; gender mainstreaming; gender budgeting and gender disaggregated data.
4. The various types of institutional mechanisms for promoting gender equality; their advantages and disadvantages; and how they form part of a Gender Management System (GMS).

PRACTICAL AND STRATEGIC GENDER NEEDS



Exercise one: A plea for help

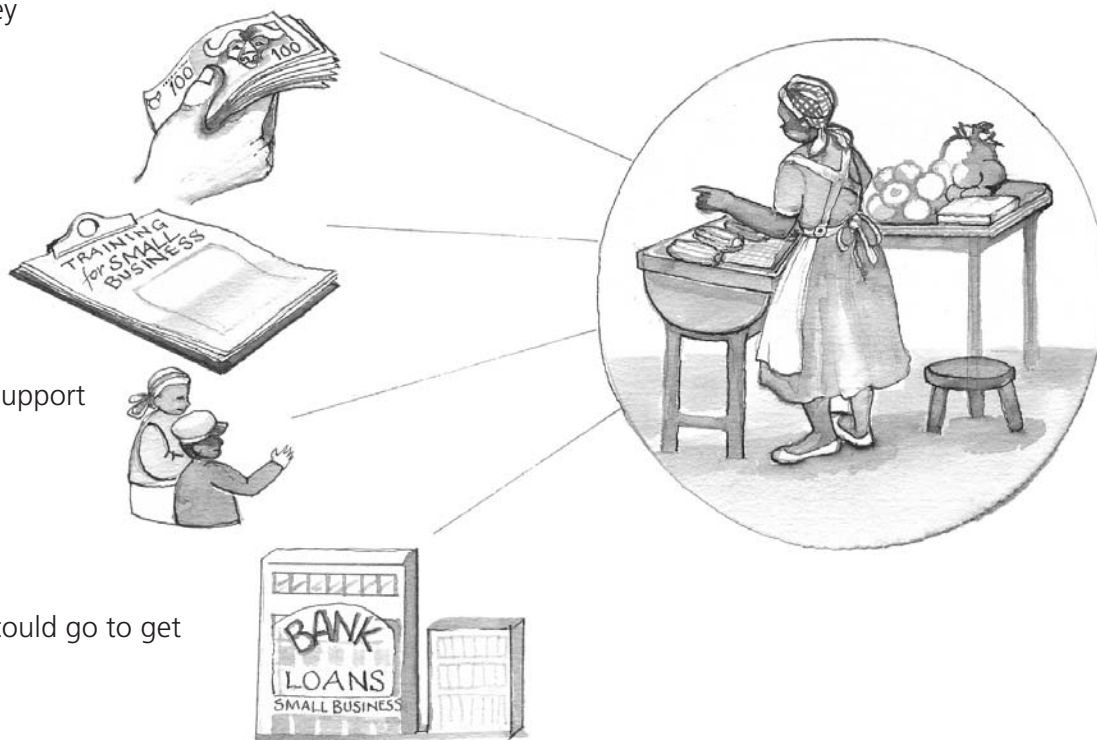
A woman working in the informal sector comes to you for help. You can

Give her some money to buy stock;

Give her training on running a small business;

Ask your friends to support her or you could

Suggest where she could go to get credit.



Questions

1. Which of these fulfils a practical need? _____

2. Which of these fulfils a strategic need? _____

3. What is a practical need? _____

4. What is a strategic need? _____

5. Think of examples of practical and strategic needs that are addressed every day _____



Definitions:

Practical gender needs are the needs that women identify in their socially accepted roles in society. Practical needs do not challenge the gender division of labour or women's subordinate position in society, although arising out of them. Practical gender needs are a response to immediate perceived necessity, identified within a specific context. They are practical in nature and are often concerned with inadequacies in living conditions such as water provision, health care and employment.

Strategic gender needs are the needs women identify because of their subordinate position to men in their society. Strategic gender needs vary according to specific contexts. They relate to gender division of labour, power and control and may include such issues as legal rights, domestic violence, equal wages and women's control over their bodies. Meeting strategic gender needs helps women to achieve greater equality. It also changes existing roles and therefore challenges women's subordinate position.

WID, WAD & GAD**Women in development (WID)**

- A WID approach seeks to integrate women into the existing development programmes, but without transforming unequal gender relationships. It does not question the relation of gender inequality and therefore tends to address the symptoms rather than the causes of gender inequality.
- Early WID projects tended to view women as passive beneficiaries, and often focused on isolated women-only projects or peripheral activities. No gender analysis was done to ensure that WID activities would meet the real needs of women involved, or that the activities would be accepted by men who were not consulted.

Women and development (WAD)

- A WAD approach focuses on achieving more efficient and effective development through the integration of women into existing development processes. It recognises that women have always been economic actors and emphasises structural change of the global political economy, but does not address the linkage between patriarchy and economic exploitation.
- WAD strategies usually added women's projects or project components to complement mainstream development programmes. Such projects were geared towards increasing women's income and productivity, such as through income-generating projects.

Gender and Development (GAD)

- The GAD approach to development looks at the unequal relations between the rich and the poor, the advantaged and the disadvantaged and the additional inequalities that women face in these contexts. It recognises that women, poor people and other disadvantaged groups are the victims of social structures that prevent equitable development. The ultimate goal of a GAD approach is to create equitable and sustainable development with women and men as equal decision-makers. A GAD approach takes into account the different practical and strategic needs of women and men at all stages of a project cycle.
- "Gender and development" has replaced the "women in development" approach in the most recent development literature, but has yet to be broadly implemented.

Source: Gender training manual and resource guide, Ministry of Gender Equality and Child Welfare in the Republic of Namibia.

**Exercise two: Case study- strategies on the ground**

Read the case study below and answer the questions that follow:

If you are contemplating a trip to the Namib desert, the chances are that you will pass through the 4000-strong village of Maltahohe in the dry and desolate Hardap region of southern Namibia. If you stop long enough in this village, you will most definitely be accosted by the Ama Buruxa (Nama for "Simply Amazing") Culture group comprising abandoned children whose beautiful moves are choreographed by their champion, the soft spoken but also "simply amazing" Councillor Karolina Pieters.

Like the proverbial oasis in the desert, the children spring out of the dusty planes in their colourful traditional patchwork outfits, their



Ama Buruxa Cultural Group

Photo: Colleen Lowe Morna

melodious voices rising above the scorching heat as their bodies sway back and forth to the clicks and rhythms of the desert tunes. Pieters has some 382 OVC's (Orphans and Vulnerable Children) under her care; nearly ten percent of the village population. Most have lost one or both parents to HIV and AIDS or gender violence. Cultural activities, Pieters explains, help to make sure the children never forget their roots and remain firmly grounded. They are also a form of healing. As Pieters introduces each child by name, she recounts their story without ever once mixing up the details.

The triplets, Shireen, Sherita and Sheroleen came to the home (a dilapidated old building that has been renovated by volunteers to provide shelter for as many of the children as possible) at the age of six. Now they are going on 16. Six year old Paul Aeb who clings to Pieters and hides shyly behind her skirts witnessed his father stab his mother to death. Paul Hanse saw his mother kill his father in a drunken stupor in an area renowned for its high level of alcoholism. She is out of jail but the boy is afraid to go home.

Somewhere in the sea of faces that rush around Pieters as the dance troupe finishes its last act and the school bell signals a lunch break is Raphaelia Pieters, Karolina's youngest daughter. She is so integrated into the crowd that you would not guess she is any different from the rest. According to Ivan Pieters, the eldest of Pieter's six children and a teacher at the school, "from the time I was a child I knew I shared my mother with other children; I knew she belonged to everyone."

A loyal member of the ruling Swapo Party who stopped short of going into exile to join the liberation army because her parents did not want her to "run around with the boys in politics" Pieters has been a teacher for 25 years and a community activist for as long as she can remember.

When the 2004 local government elections came around and the party scouted about for women candidates to make good its promise of a "zebra" list (one woman, one man) Pieters came under pressure to run for public office. She did so on one condition: that I "bring my children into the Council with me" and make them part of the Council's business.

Only six of the OVC's on her books are sponsored through the government's social welfare programme. When the older children perform for tourists, they charge R450 per show; the main source of income for the home. Many of the tourists have been so touched that they have sent clothes, computers and other helpful items from Austria, Germany and the other European countries from which most of them hail.

Leveraging her position as deputy chair of the council, Pieters has persuaded the nearby lodge to provide a soup kitchen twice a day, five times a week. The Council now assists with transport to get supplies from the Catholic Aids Council based in Mariental, 111 km away.

Pieters has formed and chairs a council HIV and AIDS committee that brings together 25 Community Based Organisations (CBOs) with Council members once a month and is spearheading an awareness programme in the community. She has trained as a counsellor and is negotiating with the Ministry of Health to establish a programme for administering anti retroviral drugs for those living with AIDS.

Men and women interviewed as part of focus groups in the community cited Pieters as the most effective member of the council that comprises four women and one man (Hans Joseph, the chair of the council) because she "worked in the community before and she takes that with her."

They argued that Pieters, rather than Joseph, should be the chair of the council. In Namibia, chairs of councils are elected by the councillors. There are three Swapo Party and two opposition members of the Maltahohe council. Pieter's husband, the school principal and leader of the local Swapo Party branch, is said by community

members to have engineered the chairing of the council, sidelining his wife to appease party bosses. Pieters agrees that it is ironic that out of five members of the council, only one of whom is a man, the man should have been elected chair. But she insists that the reason she did not campaign for the post of chair is that as a full time teacher she would not have had the time to be chair as this frequently involves attending meetings during school times.

Pieters stressed that as a community activist she is less concerned about power than about making things happen. She reels off a long list of what needs to be done: the upgrading of the squatter camp to an informal settlement; getting sponsorship for the children's education and welfare; preparing for the regional dance competition; unemployment; HIV and AIDS; a campaign against the high levels of alcoholism, the council's seemingly intractable debt, the lights that get turned off and the water level in the area that is always too low. How can a flitting one day visitor contribute? "Some toiletries for the children," she is quick to reply as we drive off to the nearest grocery store.

Welcome to Maltahohe and to the Namib desert; to the multiple challenges of every day life in a rural community in Southern Africa; to a society that still defers to men even when women clearly have the qualities to lead; to one woman who prefers to ignore the politics and use whatever space she has for the good of her community. Welcome to gender at the coalface of service delivery.

Excerpt from At the Coalface: Gender and Local Government in Southern Africa

Questions

1. In what ways has the work of this councillor been meeting the practical needs of women and children, and in what way the strategic needs of women and children?

2. In what ways are activities in your council addressing either the strategic or practical needs of women and girls?

3. In what ways can more practical and strategic needs of women and girls be met? What dilemmas would you face in each case, and how would you overcome these?

Practical needs	Strategic needs
Tend to be immediate and short term	Tend to be long term
Unique to particular women	Common to almost all women
Relate to daily needs, food, housing, income, health, children etc.	Relate to disadvantaged position, subordination, lack of resources and education, vulnerability to poverty and violence etc.
Easily identifiable by women	Basis of disadvantage and potential for change not always identifiable by women
Can be addressed by provision of specific inputs such as food, hand pumps, clinics etc.	Can be addressed by consciousness-raising, increasing self confidence, education, strengthening women's organisations, political mobilisation etc.
Addressing practical needs	Addressing strategic interests
Tends to involve women as beneficiaries and perhaps as participants	Involves women as agents or enables women to become agents
Can improve the condition of women's lives	Can improve the position of women in society
Generally does not alter traditional roles and relationships	Can empower women and transform relations

Source: A Curriculum for the training of trainers in gender mainstreaming produced by African Women's Development and Communication Network

GENDER MAINSTREAMING



Exercise three: Case study- Community speaks out in the City of Windhoek

Read the case study below and answer the questions that follow:

Inadequate lights, bins and sanitation; poor roads; illegal shebeens; meetings held in English which residents do not understand; a market day that they do not have enough information on; lack of economic opportunities and access to finance: These and many more issues packed the agenda of the consultation between the Windhoek municipality and women of Katutura, the former black township and largest high density suburb of the Namibian capital on 25 October 2006.

One of a series of "meet the community" meetings organised twice a year by the council, the meeting offered an illuminating window on the concerns of women on the ground as well as the challenges confronting councillors. In April the council meets to engage with the constituents and to collect their concerns. In October the councillors report back on the issues raised in the previous meeting.

Two councillors, Mwadhina Veico of the South West Africa Peoples Organisation (Swapo Party) and Werner Claasen of United Democratic Front (UDF) addressed the well attended meeting at the Katutura's Women's Centre.

At the previous meeting in April residents had raised concerns about the failure to translate City documents into local languages. Although English is the official language in Namibia, very few speak this as a first language. Community members especially wanted the monthly newsletter “ALOE” to be translated because it contains a lot of information on the municipality and issues that affect the public.

The councillors agreed but cited budget constraints as the main reason for not translating all information into local languages. Councillors could not give the criteria for translating information. They said that they needed to consult with the City’s management committee and provide feedback at a later date. Sceptical residents cautioned that the City should not increase its fees to the public to subsidise the translation. They stressed that the City needed to find other, less expensive, ways of distributing information to residents in mediums that they understood.

The importance of being inclusive surfaced in the discussion on the market day being planned for November. Pensioners asked how they would benefit as they had no projects to produce goods for sale. Others raised the concern that they had no skills or experience in running such projects; some could not even read or write. There were questions about transport, safety and security. Some even complained about the short notice given.

The councillors explained that the market day was a pilot project and that next year it would be better organised and that they would structure the event to include all senior citizens. The City Police present at the meeting assured the public that there would be tight security at the venue. The councillors advised that they would inform the participants about the transport arrangements through the media.

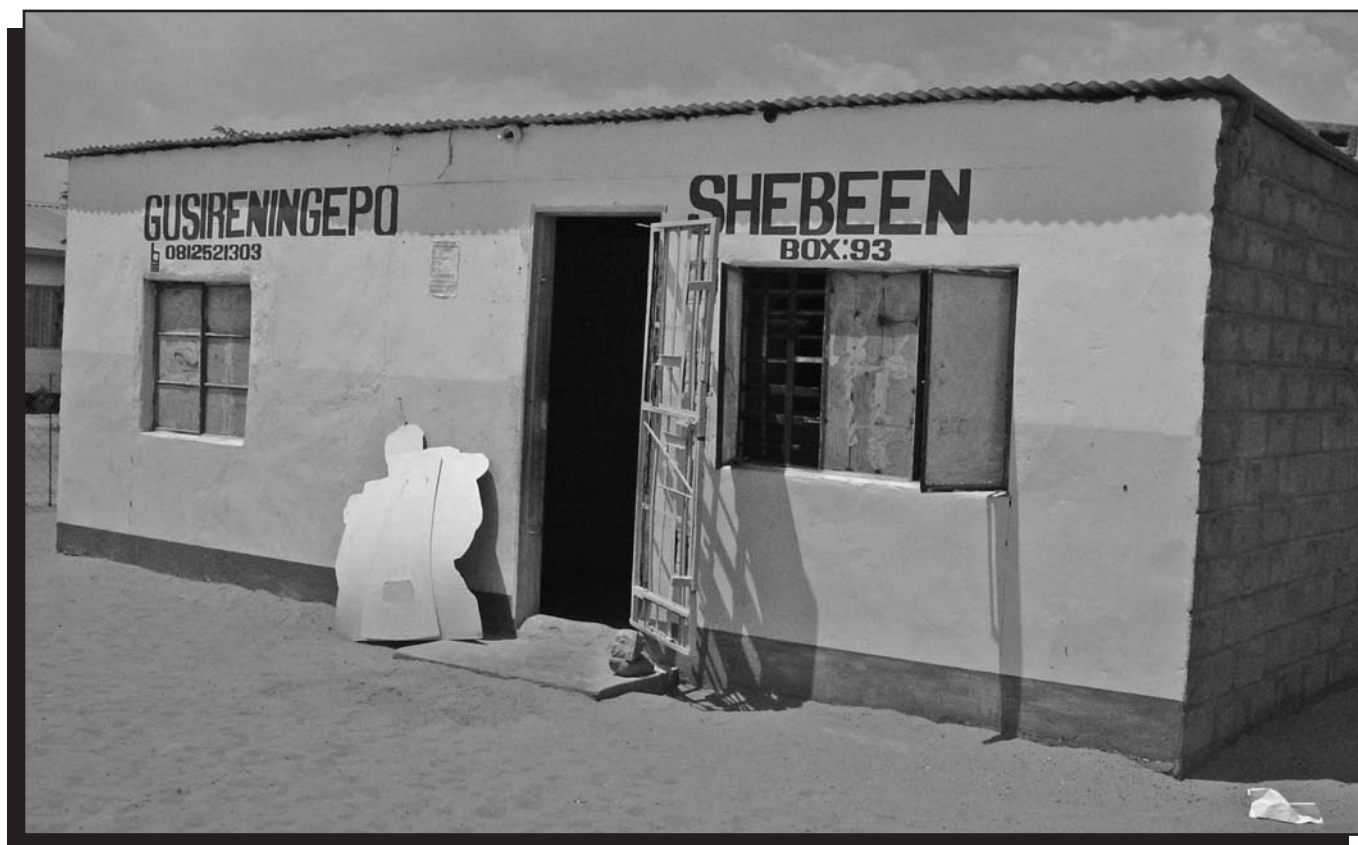
Several questions concerned trade licenses for businesses such as shebeens; self employment and income generating projects run by women. They complained that women, who form the bulk of informal traders in the country, do not have enough information on how to go about applying for licenses to run businesses. They reiterated that much of this information is distributed in English, which they do not understand. The women lashed out at banking institutions which they say discriminate against women when they apply for loans. The procedures, they said, are onerous and banking institutions are inaccessible for women; as one participant put it: “They only look after those who have and not the “have not’s”.

The issue of poor sanitation in settlements dominated the meeting. Further concerns included insufficient rubbish bins; this is a health hazard because the settlements are dirty as a result of residents dumping refuse anywhere. They requested that the City provide more bins.

On water and electricity the residents complained that they can’t afford some of the services provided by the City. They complained about the faulty billing system; overcharging and instances in which they had not received their bills. Councillors noted that the fact that many residents don’t have post office boxes makes it difficult for the council to maintain contact. Residents complained about the long distances they have to travel to reach the municipal offices to enquire about their bills. Councillors gave the residents information on customer care centres in the City that they could go to for assistance.

Other issues raised included roads and infrastructure and the fact that there were no lights in certain areas, posing a safety risk especially in the settlements where crime rates are high. The residents requested that the City and police to do something about this situation. The residents also raised the need for bridges so that all zones are accessible, especially during the rainy season when school children suffer. Residents expressed their hope that the City would remedy the situation before the next rains.

Participants felt that Katutura is neglected despite the fact that all residents pay for services rendered by the municipality. Constituents wanted to know the difference between the rates being paid by Katutura residents and those being paid by residents in the more affluent former white suburbs. The councillors avoided giving specific details which annoyed the mainly female audience.



Shebeens are prevalent in Namibia

Photo: Susan Tolmay

The meeting should have ended with the election of a zone committee to act on behalf of the residents and forward their concerns to the City. The councillors noted that residents should not wait for many months before their concerns are taken care of and expressed the hope that this committee would take up the challenges faced by residents. However, the election of office bearers did not take place as many participants had left the meeting by the time the meeting ended.

Welcome to a fairly typical meeting between a predominantly women audience and their councillors in a Southern African city; a meeting that speaks volumes about the high levels of expectation on the ground; the frustrations over historical legacies and backlogs in poor townships; and the apparent inability of local authorities to address many of even the most basic of these concerns.

Excerpt from At the Coalface: Gender and Local Government in Southern Africa, 2007

Task

Devise a set of policies that would make a practical and strategic difference to the lives of the women in your community.

ISSUE	POLICIES/ACTIONS	WHO RESPONSIBLE	RESOURCES

From this exercise, what do you understand by gender mainstreaming?



Definition

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

Source: National gender mainstreaming programme, Ministry of women affairs and child welfare, 2003



Exercise four: Reading policy documents with a gender lens

Read the following policy excerpt and answer the questions that follow:

City of Windhoek Early Childhood Development Policy

Early Childhood Development is of vital importance for intellectual, physical, emotional and social growth of children. It is during this phase, 0-6 years old, that the foundation for further learning is laid. Rapid growth and development take place and deprivation thereof may have lasting effects on children. The City of Windhoek has realized that support of children's programmes could yield rich benefits not only for the individual child and his/her parents, but to eradicate poverty and social inequality in the long run. Interventions in Early Childhood Development thus offer the opportunity to avoid or moderate social problems and could bring lasting benefits to the individual and society.

"The care and development of young children must be the foundation of social relations and the starting point of human resource development strategies from community to national levels."

The vision of the City of Windhoek is to:

"Strengthening the capacity of families and communities in providing Early Childhood Development services and programmes to improve the livelihoods of its youngest residents"

Development Focus

- Facilitate the provision of land and infrastructure
- Capacity building of Day Care Staff in Windhoek
- Partnership with Stakeholders
- Advocacy

Strategic Objectives

The Policy aims at addressing the following strategic objectives:

- Promote and facilitate the provision of innovative Early Childhood Development education and care services, programmes and facilities in a conducive and stimulating environment where children's need for love, care and individuality are met.
- Ensure that basic services are available and affordable to centres that comply with set standards and regulation.
- Promote the implementation of programmes aimed at childcare and school-readiness.
- Facilitate and coordinate training of caregivers.
- Promote family involvement, mother & fatherhood to support in child development.
- Promote basic health, nutrition, security and safety programmes.
- Ensure affordable and cost-effectiveness of Early Childhood Development programmes.
- Initiate and encourage partnership to support early childhood development.
- Establishing facility standards for child care centres, infant care, children with special needs and after school care and extended programmes.
- Monitor, evaluate and maintain quality Early Childhood Development & Care services and programmes within the City of Windhoek.
- Improve Early Childhood Development programmes and services in the informal settlement areas, thus strengthening the ability of families to alleviate the impact of poverty to ensure viable livelihoods.

Role of the City of Windhoek

The City of Windhoek will be actively involved in:

- Assisting communities, non-profitable organizations, churches and private individuals to initiate and establish Early Childhood Development facilities and programmes by making land available for this purpose more easily and at a discounted value.
- Contributing towards the development of the community in providing facilities, services and programmes.
- Monitoring facilities, services and programmes to ensure that health, nutrition, safety, protection and educational standards are maintained.
- Secure funding for Early Childhood Development facilities, services and programmes if centre comply with set standards and regulation.
- Engage in curriculum development and its implementation in partnership with stakeholders.
- Coordinate training of caregivers in Windhoek.
- Advocate the importance of early childhood development and positive stimulation of children.
- Register centres in partnership with stakeholders.

Conclusion

Children's development should be safeguarded by a healthy environment that supports development and learning. Urbanization has led to changing circumstances and challenges for children's day care. Efforts to reconcile family life and work should be enhanced, with the focus on the needs of children whilst providing positive opportunities to working parents.

Continuous training opportunities for day care staff to upgrade competence and service delivery will remain a challenge to be addressed. Advocacy on the importance of ECD should be done in an effort to bring about positive change in the operating environment and service delivery.

The draft policy on ECD aimed at providing a guideline for a start-up programme which could be revised after successful implementation. A detailed outline will be provided for the operation of Day Centres initiated by City of Windhoek and registered with the CoW.

Except from the City of Windhoek Early Childhood Development Policy

1. Is gender mentioned in this excerpt? _____

2. If there are statistics given, are these disaggregated by sex? _____

3. Are there any further statistics, information, or analysis based on gender that would be useful in this policy? _____

4. Would you describe the policy as gender blind or gender aware? _____

5. If the former, how would the policy be different if it were more gender aware? Would this make it more relevant/effective? _____
- _____
- _____



Definitions

Gender-blind policies recognise no differences between the sexes. They mistakenly assume that men and male norms represent the norm for all human beings. As a result, they incorporate biases in favour of existing gender relations and therefore exclude women.

Gender aware policies recognise that women, as well as men, have an important role to play in society; that the nature of women's involvement is determined by gender relations, which make their involvement different and often unequal; and that consequently women have different needs, interests and priorities, which may sometimes conflict with those of men.

SEX DISAGGREGATED DATA



Exercise five: Pulling out the gender statistics

The following is an excerpt from the Customer Satisfaction Survey of eThekweni (a municipal council in South Africa). Participants should work in pairs to review different aspects of the findings and to answer the questions that follow:

Satisfaction with service provision in eThekweni

Household services

Water and sanitation

- Approximately 75% of the population is satisfied with their water supply system.
- A higher proportion of men (79%) are more satisfied than women (73%).
- Over 60% of the population is satisfied with their sanitation systems.
- 59% of women were not as satisfied as men (65%)

Electricity

- Over 70% of the population is satisfied with their electricity supply.
- More men (75%) are more satisfied than women (68%).

Refuse removal

- Over 65% of the population is satisfied with their refuse removal systems.

Housing

- Approximately half the population is happy with their housing, and half is either non-committal or unhappy about their situation.

- More men (52%) than women (44%) were satisfied with their dwellings.
- Women give higher priority than men to the provision of basic services, close location to amenities and a good neighbourhood as reasons for their satisfaction.

Satisfaction with local area

- Both men and women give very similar priority to the same community features: safety from crime, access to shops, peacefulness and a safe area for bringing up children.
- Men rate police stations far more highly than women.
- Women rate access to health services, housing support services, crèches and pension payout points more highly than men.
- Almost 80% of the population feel that they have good access to the shops.
- The population generally regard the parks and recreation amenities in their area as inadequate.
- Women perceived an environment to be improved if it had sanitation, access to shops and housing delivery.
- Men saw improvements if primary health care and electricity had been provided, and community consultation had been undertaken.

Safety and security

- Over 70% of the population felt that the crime situation had stayed the same or worsened in the past year.
- Fewer women (18%) than men (22%) felt that the situation had improved.
- Almost a quarter of the population had been a victim of crime in the past year, and women had a slightly higher incidence (26%) than men (23%).
- 40% of both men and women feel that their area performs well in terms of its safety.
- More women (45%) feel that the area is susceptible to crime than men (40%).
- 18% of women feel that their area rates very badly compared to 14% of men.
- More men (74%) than women (67%) feel safe walking in their area during the day.
- 33% of women feel unsafe in their area during the day, and of this proportion, 13% feel very unsafe.
- 26% of men feel slightly or very unsafe in their areas.
- 68% of women feel a bit or very unsafe walking in their area after dark, and of this proportion 40% feel very unsafe.
- 63% of men feel unsafe walking at night in their areas, with over a third feeling very unsafe.
- Almost 45% of the population feel that their area is not safe for children, with women (48%) feeling this more strongly than men (42%).

Family life and social relations

- Almost 60% of men are happy with the amount of time they have at their disposal and how they spend their leisure time.
- Women are more dissatisfied than men with the amount of time at their disposal (41%) and the way in which they spend their leisure time (40%).
- A higher proportion of women (71%) are worried about being infected or affected by HIV/AIDS than men (60%).
- Gender-based patterns emerge in the membership of organisations. Women are more involved than men in burial societies, savings clubs, faith-based groups, civic associations, community service organisations, women's clubs and youth organisations. Men are more involved than women in neighbourhood watch activities, political parties, social/recreational clubs, and sports clubs.

Excerpt: Gender Policy Framework for the eThekweni Municipality, Final Draft Report

1. In what way do the views of women and men differ? Are they equally satisfied as customers of the City?

2. How do these sex-disaggregated statistics add to our understanding of key issues for the municipality?

3. How might they affect policies and programmes of the municipality?

GENDER, THE ECONOMY AND BUDGETS



Exercise six: The lie of the land

Read the cartoon on the next page and answer the following questions:

1. What work is the man referring to? _____

2. What kind of work do the women do? _____

3. What is the difference between the work that the man is referring to and the work that the women do?



Agroforestry Today, Vol 1, No 2.

Source:

The Oxfam Gender Training Manual © Oxfam UK and Ireland 1994



Exercise seven: Job description of a housewife

Read the “job description” below and answer the questions that follow:

POSITION VACANT: HOUSEWIFE

Applications are invited for the position of manager of a lively team of four demanding individuals of differing needs and personalities. The successful applicant will be required to perform and co-ordinate the following functions: companion, counsellor, financial manager, buying officer, teacher, nurse, chef, nutritionist, cleaner, gardener, child care supervisor, and recreation officer.

QUALIFICATIONS

Applicants must have unlimited drive and the strongest sense of responsibility. They must be independent and self motivated and be able to work in isolation and without supervision. They must be skilled in management of people of all ages. They must be able to work under stress for long periods of time if necessary. They must have flexibility to perform conflicting tasks at one time without tiring. They must have the ability to handle new developments in the life of the team, including emergencies and serious crises. They must be able to communicate on a range of issues with people of all ages including public servants, school teachers, medical practitioners, trades people, teenagers and children. They must be healthy, creative, active and outgoing. They must have imagination, sensitivity, warmth and understanding, since they are responsible for the emotional and mental wellbeing of the team.

HOURS OF WORK

All waking hours and a 24 hour shift where necessary.

PAY

None. Allowances by arrangement with the income earning member of the team. The successful applicant may be required to hold a second job in addition to the one advertised.

BENEFITS

No guaranteed holidays. No guaranteed sick leave, maternity leave or long service leave. No guaranteed life or accident insurance. No workers compensation. No superannuation.

(from: No More Peanuts: Liberty, National Council for Civil Liberties, 1990)

Questions

1. What do you learn from this about the kind of work typically associated with women?

2. What do you understand by the term the “unwaged work of women”? _____

3. Please give examples of the unwaged work of women in the communities that you work in.

4. From the picture below what do you understand by the term "gender division of labour"? How does this affect women? Can you think of other examples?



Source: Ministry of Gender Equality and Child Welfare, Gender Training Manual and Resource Guide



Fact sheet: Gender and the economy

According to conventional wisdom, the economy consists of two components: the private and public sectors.

Feminist economists have long argued that conventional macroeconomic thinking is flawed because it does not take account of the “care economy”- the unpaid reproductive and domestic work of women including caring for the aged and the sick; as well as voluntary community services. The UNDP’s 1995 Human Development Report estimated that women’s unpaid work is equivalent to some \$11 trillion annually.

Recent experiments have shown that it is possible to incorporate gender into Marco modelling. Time studies are underway in a number of countries to obtain a clearer picture of the unpaid labour of women. Some experiments have been conducted on incorporating women’s work into national accounts (for example in Canada), but so far these have been placed in parallel accounts. Very little quantitative research and information is available in the closely related area of the “informal sector”- the survivalist activities that the poor, and especially women, engage in, often circumventing cumbersome and costly regulations, in order to make a living.

This field of inquiry intensified in the eighties as a result of mounting evidence that the cuts in social spending as a result of the need to reduce budget deficits under structural adjustment were leading to disproportionately negative effects on women, who bore the brunt of new user fees and declines in subsidies in areas such as education and health. Retrenchments also led to an increase in the number of those making a living in the “informal sector”- an area in which women predominate. Such criticism prompted moves to ensure that social spending is protected in structural adjustment programmes.

Within the formal economy, women tend to take jobs that are of a care nature- domestic work, nursing, clerical and secretarial work, nursery school and primary school teaching. Men tend to take jobs that are of a “control” nature- management, finance, defense and security, politics etc. Society assigns very different values to these types of work. In general the professions in which men predominate are much more highly paid than those in which women predominate. This explains why, in just about every part of the world, women’s wages in the formal sector are about sixty percent those of men, not because of formal discrimination, but because women are socialised into taking jobs that are not rewarded in the same way as the jobs that men perform.

With the recent wide-scale trade liberalisation measures being undertaken both by countries undergoing structural adjustment and those that are not, the debate is shifting towards the gendered impact of globalisation. Rapid export led growth, often entailing the establishment of Export Processing Zones (EPZs), has led to job creation for women in many developing countries because of the nature of the industries (predominantly textiles and clothing) and the fact that women’s labour is cheaper. Some 80 percent of employees in EPZs are women.

In Latin America and Asia, this phenomenon has raised the living standards of women and is leading to shifts in the sharing of responsibilities within the home. But it has also raised labour-related concerns including direct and indirect wage discrimination; and the vulnerable status of women employees in EPZs. In Sub Saharan Africa, where exports are still largely agriculturally- based, the shift towards export- led growth is placing increasing burdens on women who shoulder major responsibilities for food production as well as providing labour to export crops whose proceeds are typically controlled by men.

Understanding the gendered outcomes of Marco- economic policy is critical to targeted policy formulation. In the above examples, for instance, the disadvantages confronted by women relative to men can be ameliorated by labour legislation on the one hand; and support for women farmers (including access to land tenure; credit, labour saving devices and technical advice) on the other.



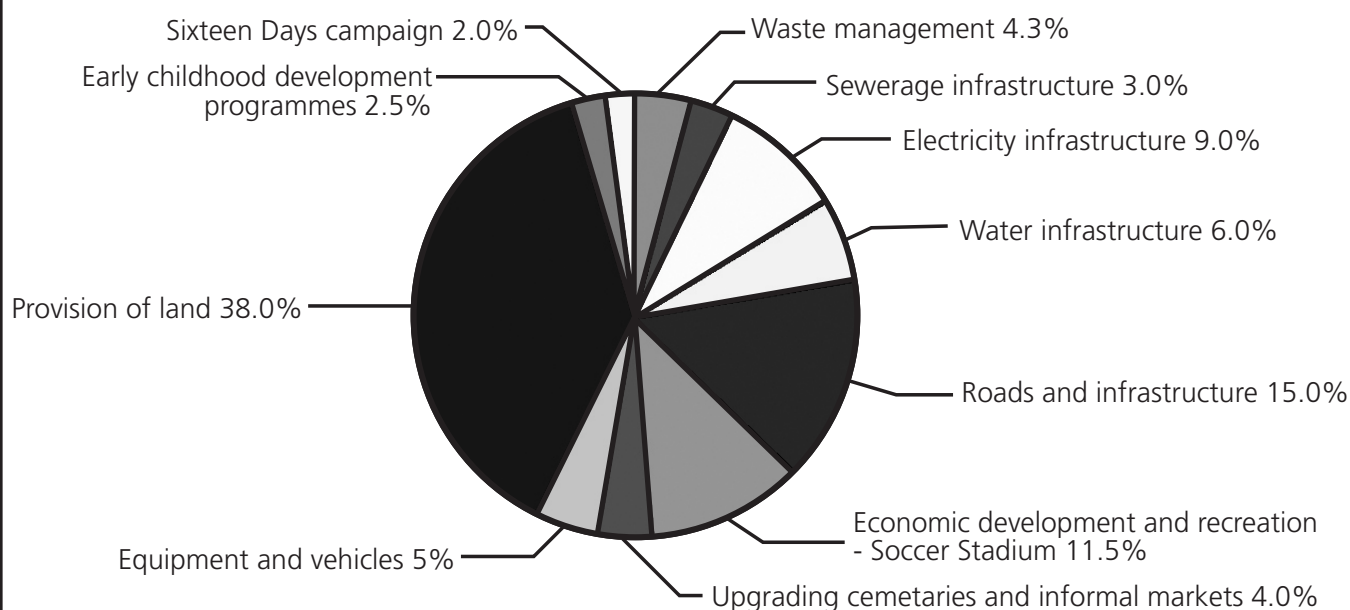
Exercise eight: Gender budgeting

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

The following are some highlights of the budget of Council Y, whose overall budget is N\$ 1 million:

- ~ Spending on roads and infrastructure have increased by 45 percent to N\$ 150 000 (15% of the budget). Most of this budget will be used to repair potholes on main roads in the town.
- ~ Spending on economic development has increased by 30 percent to N\$155 000 (15.5% percent of the budget) with 74% (N\$ 115 000) of this budget going towards building a new soccer stadium.
- ~ The balance of the economic development and recreation budget (N\$ 40 000) will be spent on upgrading cemeteries and informal markets.
- ~ Water infrastructure received 6% of the budget (N\$ 60 000)
- ~ Sewerage and waste management received N\$ 30 000 and N\$ 40 000 (3 and 4 percent) of the budget respectively.
- ~ The council has increased spending on electricity by 9% of the budget (N\$ 90 000) being spent on this utility.
- ~ The biggest portion of the budget N\$380 000 (38%) will be spent on provision of land. The council has no policy regulating how the distribution of residential and business land will take place.
- ~ The council has just introduced an early childhood development programme, which will receive 2.5% of the budget (N\$ 25 000).
- ~ The council will participate in the annual Sixteen Days of No Violence against Women Campaign. This project will receive N\$ 20 000 or 2% of the budget.

Budget allocation for Council Y



Questions

- Is the above budget a gender friendly budget? Why or why not?
Use the table below to indicate whether women or men benefit more or less (or equally) from the various budget allocations. _____

- What do you understand by gender specific budget lines versus mainstreaming gender considerations in the whole budget? _____

- Using the budget lines in the table below, reallocate the existing resources in a way that you feel would be more beneficial to advancing gender equality.

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

- What do you understand by gender budgeting? _____



Fact sheet: Gender budgeting

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

Gender budgeting involves both an analysis of allocations between sectors (such as defence versus social allocations) and within sectors to determine their impact. A commonly used model for distinguishing between types of gender expenditure is that developed by the Australian economist Rhonda Sharp, who has played a leading role in gender budget initiatives in Australia, where the concept originated. Sharp distinguishes between:

RHONDA'S CAKE

Specifically identified gender-based expenditures, for example, women's health projects; typically less than one percent of the budget.

Equal employment opportunity expenditure (for example, re writing job descriptions to reflect equal employment opportunity principles). Typically less than 5 percent of the budget.

General or mainstream budget expenditure by government department and authority assessed for gender impact. For example does the education budget, less the above two considerations, reflect gender equity objectives? Are boys and girls equally represented in all categories of education? What proportion of the education budget goes towards educare and adult literacy? This category of questions is most critical for policy reform because the "mainstream" budget in Australia, as elsewhere, constitutes some 98 percent of government expenditure.

GENDER MANAGEMENT SYSTEMS



Exercise nine: Gender Management System

Questions

1) How can your council make sure that gender is taken into account in all the work of the Council?

2) What gender structures do you think need to be put in place a) in your Council and b) in your Council administration to ensure that gender mainstreaming takes place? _____

3) Where should these structures be placed to make sure that they have the clout they need?

4) At what level should they be staffed to ensure that they have the clout that they need?



Fact sheet: Gender management systems (GMS)

Best practise in gender mainstreaming suggests that little headway will be made unless gender considerations are built into organisational management systems.

The Commonwealth Secretariat defines a **Gender Management System (GMS)** as *“a network of structures, mechanisms and processes put in place within an existing organisational framework, to guide, plan, monitor and evaluate the processes of mainstreaming gender into all areas of the organisation’s work, in order to achieve greater gender equality and equity within the context of sustainable development.”*³

There are several components to a GMS. These include:

Structures: Institutional mechanisms are critical for ensuring that gender mainstreaming takes place. Care must be taken to ensure that these structures are not marginalised, and that they are not regarded as just pertaining to human resource or internal institutional issues, but extend to the policymaking, planning and implementation arms of the institution. The responsibility for gender mainstreaming must be shared by all, and especially driven from the senior management level while ensuring that specific responsibility and expertise are vested in a Gender Unit (GU) or (in smaller organisations) a Gender Focal Point (GFP) empowered to perform a cross cutting function.

In essence, the structure fans across the system, locating responsibility at key strategic points and ensuring ultimate political responsibility for gender mainstreaming. Where there could be weak linkages in the structure is between the external and internal arms; a link assumed to be provided through the Executive Committee but one that does not allow for much interaction between the operational arms. Such a structure could also prove cumbersome for smaller councils and might need to be streamlined. One of the difficulties in assessing this model is that it had not yet been put into place at the time of the research. However, conceptually the model has much to commend it.

In Namibia, Mauritius and Lesotho, there are no gender structures at all at local level. In South Africa, while some council’s have attempted to establish well thought through structures, in the majority of cases gender structures are in with a melange of others that has contributed to structural frustrations and ineffectiveness.

In the South African councils that did have policies or where such policies are in progress Special Programme Officers (SPOs) or gender managers in Special Programmes Units (SPUs) are driving the process. The problem with these special programmes units is that gender is put together with other issues such as children, disability and sometimes HIV and AIDS, which are all in themselves important issues. The result is that some of these units are stretched and run the risk of becoming dysfunctional with gender often falling to the bottom of the agenda even though it cuts across all the “special issues.”

Gender in job descriptions and performance management: Another key component of the Gender Management System is that responsibility for mainstreaming gender needs to be written into the job descriptions and performance evaluations of the management team as well as the gender focal points. The old adage

³ Gender Management System Handbook (1999) Commonwealth Secretariat, p.11

applies: what is not counted does not count! If the drivers of gender mainstreaming do not perceive their work as holding any value of enhancing their career prospects they are not likely to give the work the energy that it deserves.

Monitoring and evaluation: The only way to measure the gendered impact of policies, laws and service delivery is by having gender indicators as part of the monitoring and evaluation system. These, in turn, can only be meaningful if the organisation keeps regular, accurate and updated gender disaggregated statistics. These statistics must go beyond how many men and women are employed by the organisation (usually the most readily available statistics in any organisation) to gender disaggregated data for beneficiaries.

Gender budgeting: Another useful measure in gender mainstreaming is resource allocation. The easiest gender related statistic to pick out in any budget is resources specifically targeted at projects for women. However, such resources usually constitute only a tiny portion of the overall budget (often not more than five percent). Far more revealing is the extent to which women benefit equally from the resources allocated to mainstream projects and the extent to which these projects help to redress gender imbalances, for example through promoting access by women to non-traditional areas of work. Gender budgeting therefore refers not only to expenditures earmarked for women, but also to an analysis of the entire budget from a gender perspective.

Capacity building: While the GFP and GU need to have in-depth gender analysis skills, it is important that all members of the organisation, have the capacity and skills to identify, recognise and address gender issues in their work, and in the workplace. Ideally, such training should not be once off, and should form part of the organisation's overall transformation agenda.

Notes: _____

FACILITATOR'S NOTES

Exercise one: A plea for help

Time: 10 minutes

Notes: This exercise is a simple example to draw out the differences between practical and strategic needs. It draws from the age-old wisdom that if you give a person a fish they will be hungry the next day; if you teach a person to fish they will forever be able to feed themselves.

When Councillors were asked to come up with examples of practical and strategic strategies in their every day work, one councillor gave the example of a fire in an informal settlement. As a Council they had to decide how to deal with the problem. Their short run or practical options included giving the residents blankets, clothes and food parcels and housing them at the local stadium. But in the longer term they needed to think more strategically; for example, rebuilding the houses a little further apart so that fire will not destroy all of the houses and so that fire engines could move between the houses; using different building materials and providing electricity to the area so that they no longer have to use paraffin stoves etc.

Exercise two: Strategies on the ground

Time: 30 minutes

Notes: This case study is a good local level example of the how practical and strategic needs can be addressed. Practical interventions include a soup kitchen and getting sponsorships for the children's education. Strategic interventions include having an HIV and AIDS committee that brings together all of the relevant stakeholders from the community and starting an awareness campaign; having the children perform for tourists to raise money and starting a campaign against alcohol abuse etc. There is no "wrong" or "right" about either strategy. What is important to underscore is that the two need to go hand in hand. All too often strategies that have to do with women go only as far as addressing practical needs.

Exercise three: Case study- Community speaks out in the City of Windhoek

Time: 30 minutes

Notes: This exercise will yield many examples of what needs to be done: poor services and badly managed billing systems, illegal shebeens and high crime levels, poor roads, enhancing local economic development and access to information regarding business licenses and finance etc. As responsibilities are allocated, it will become apparent that all departments of the City are somehow involved. This serves to underscore the point that gender mainstreaming is *everyone's* responsibility.

Exercise four: Reading policy documents with a gender lens

Time: 40 minutes

Notes: Aside from the fact that gender is not mentioned anywhere in the document, there are no gender disaggregated statistics or policy approaches. Use this case study to draw out the gender dimensions of early childhood development, which include the fact that affordable child care fees free women to participate in

other income generating activities and the labour force. As the principal carers, a major concern for women is that they cannot afford pre-primary education and that there is no after school care for their children during holidays.

Exercise five: Pulling out the gender statistics

Time: 40 minutes

Notes: When the statistics are disaggregated by gender it is apparent that on every score, and especially on the issue of safety, women are less satisfied than men. This underscores the importance of gender disaggregated data. When views of women and men are lumped together the impression is one of happy customers. When they are disaggregated, the level of dissatisfaction of women on key points could lead to important policy interventions - for example a comprehensive programme to address Gender Based Violence.

Exercise six: The lie of the land

Time: 10 minutes

Notes: The purpose of this exercise is to enable participants to recognise the multiple tasks performed by women and the functioning of the economy, and to emphasise that such work/tasks though critical to the economy have traditionally been undermined by being under valued, unpaid or underpaid at different levels. During discussions, the facilitator may need to emphasise that women in different situations find themselves performing more than one task at a time. In carrying out triple roles in the home, community and workplace, there are many demands put on women's time. Women in leadership structures have to balance many tasks.

Exercise seven: Job description of a housewife

Time: 10 minutes

Notes: This humorous, tongue-in-cheek exercise makes a brilliant point about the unwaged work of women in the home, but also the undervaluing of the skills involved in running a home. A question the facilitator could pose is: If women are so good at budgeting and multi tasking in the home, why are there so few women finance managers around the world? How many are there in our region? How have they performed?

Exercise eight: Gender budgeting

Time: 45 minutes

Notes: This exercise gets participants to think how priorities, and in the case gender priorities get reflected in budgets, and why budgets are such an important tool for gender mainstreaming. The Sixteen Days of Activism and Child care get the tiniest portion of the budget while rebuilding of the soccer stadium (probably mainly employing men and benefiting men) gets a big chunk. While land and infrastructure get sizeable chunks, the extent to which women directly benefit from this is questionable. The reallocation exercise is a way of getting participants to look at the budget with a gender lens and see how it may come out looking different.

Here is an example of the kinds of comments that participants might make:

Budget Line	Amount	%	F	M	Reallocation
Waste Management	40,000.00	4.3%	x	x	
Sewerage Infrastructure	30,000.00	3.0%	x	x	
Electricity Infrastructure	90,000.00	9.0%	x	x	
Water Infrastructure	60,000.00	6.0%	x	x	
Roads and Infrastructure	150,000.00	15.0%	x	xx	Allocate a portion of this budget to repairing and building bridges over donga's used by women and children
Economic development and recreation Soccer Stadium	115,000.00	11.5%		x	Reallocate portion to making open places safer for women, including cemeteries and building shelters at informal markets
Upgrading cemeteries and informal markets	40,000.00	4.0%	x	x	
Equipment and vehicles	50,000.00	5.0%	x	x	
Provision of land	380,000.00	38.0%		x	Develop and implement a policy regulating distribution of land including how women will benefit
Early childhood development programmes	25,000.00	2.5%	x		
Sixteen Days campaign	20,000.00	2.0%	x		
TOTAL	1,000,000.00	100%			

Exercise nine: Gender Management Systems

The key principles that should be enshrined in the GMS are that:

- Gender focal points should fan throughout the system and not just be in the human resource or social sectors.
- They should be empowered to do their work, through their status, location, job descriptions etc.
- There must be political oversight, and political champions of the process.

Notes: _____

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Photo: Colleen Lowe Morna

Councillor Fiina Elago outside the Keetmanshoop Council Office

MODULE FOUR DEVELOPING A LOCAL GENDER ACTION PLAN

Objectives

The objectives of this module are to apply the learning in the previous modules by:

1. Identifying the key gender issues in local government.
2. Developing local level action plans for addressing these.
3. Agreeing on how these action plans will be taken forward.

KEY GENDER ISSUES IN LOCAL GOVERNMENT



Exercise one: Why is gender an issue in local government?

As you build up to developing your action plan, it's important to remind ourselves why gender is a key issue in local government. The chart below shows the different areas of work of local government. Your facilitator may ask you to “buzz” in pairs for a few minutes about why gender is an issue in the work of local government, or if time permits to act out a few scenes showing why this is so. The fact sheet at the end of the exercise gives some useful pointers.

FUNCTION / POWER	Municipality	Town	Village
SECURITY AND EMERGENCIES			
Fire protection	*	*	* (fn1)
Ambulance services	*	*	* (fn1)
HOUSING AND TOWN PLANNING			
Housing	*	* (fn1)	* (fn1)
Town planning	*	*	* (fn1)
TRANSPORT			
Transport	*	* (fn1)	* (fn1)
Other	* (fn2)	* (fn1)	* (fn1)
ENVIRONMENT AND PUBLIC SANITATION			
Water and sanitation	*	*	*
Refuse collection and disposal	*	*	*
Cemeteries and crematoria	*	*	*
Slaughter-houses	*	* (fn1)	* (fn1)
Environmental protection	*	*	*
CULTURE, LEISURE AND SPORTS			
Theatre and concerts	*	*	*
Museums and libraries	*	* (fn1)	* (fn1)
Parks and open spaces	*	*	*
UTILITIES			
Gas services	*	*	*
Water supply	*	*	*
Electricity	*	*	*
ECONOMIC			
Agriculture, forests and fisheries	*		
Economic promotion	*		
Buy and sell land and building	*	*	*
Tourism	*	*	*

Source and adapted from: www.clgf.org.uk and Advocacy in Action (LAC 2004).

fn1: Service provided with the Minister's approval.

fn2: Aerodromes.



Fact sheet: Key gender issues in local government

Environment and health: Pollution, lack of adequate services such as sanitation, sewerage and fuel impact on the environment and are also health hazards. Women are disproportionately affected because they perform the majority of the tasks around the home and care for the sick. Public health care facilities are often inaccessible. The reproductive health needs of women are also often poorly serviced.

Water: Women play a central role in the management of water and sanitation. Women, and to a lesser extent children, are primarily the ones who draw water for household use, transport it home, store it until it is used, and use it for cooking, cleaning, washing, and watering. Women are often responsible for negotiating with their neighbours for access to water supply, evaluate water sources, analyse supply patterns, lobby relevant authorities, and launch protests when water availability reaches dire levels.

Sanitation: While men participate in the decision-making on the type and building of sanitation units, their maintenance is seen as the responsibility of women since cleaning the house and toilet are regarded as women's work. Women encourage or discourage, teach and supervise young children's use of sanitation units. Small aspects of design can make a big difference between the use and non-use of these facilities. For example, many mothers are fearful of their children using pit latrines because of the size of the hole and yet they are often not consulted in the design of these facilities.

Crime and security: In addition to the high levels of crime that affect both men and women in Southern Africa, especially in poor areas, women are the main victims of domestic violence and sexual offences.

Land and housing: Although men and women are theoretically eligible for housing and land subsidies in most countries, these services are invariably registered in the names of men. Ironically, urbanisation is increasingly accompanied by a diversity of household types, with single adult households and women-maintained families emerging as an important and growing household form. Single adult households are invariably headed by women.⁴

Electricity: Access to electricity has major implications for women, both with regard to security and fuel for cooking and heating.

Transport and mobility: Often women need to travel into residential areas at times when transport is planned for people travelling out. For example, domestic workers come to work in residential areas in the early hours of the morning when most residents are going out to work in the city. The domestic workers are thus forced to leave their children with relatives, and live in cramped quarters with their employers. The multiple roles of women mean they must often take several short trips in a day, often on routes that are poorly serviced and dangerous.

The informal sector: Women constitute the majority of informal traders especially in the so-called survivalist sector. Instead of providing simple facilities like market stalls that can help women to work in safe and hygienic environments and make a more decent return from their long hours of work, local authorities often harass women traders and charge them with breaking by- laws.

⁴Beall, J (1996), "Urban governance: Why gender matters".



Exercise two: Understanding the policy context

Before you start on your Gender Action Plan, it is important to understand what guides this. The Namibian government is signatory to a number of regional and international commitments aimed at advancing the rights and status of women in the country. Examples of these instruments are, the Convention on the Elimination of all forms of Discrimination against Women (CEDAW), The Beijing Platform for Action (1995) which advances gender mainstreaming as a strategy for achieving gender equality, the Millennium Development Goals (MDG's) and regionally the SADC Declaration on Gender and Development (CDGD) which is in the process of being adapted and elevated to a the SADC Protocol on Gender and Development. These documents can be found on the CD Rom **F10 - F14**.

In the case of Namibia there is a draft Gender Strategy for Local Government that may be given to you in hard copy; otherwise it is also available on the CD ROM **F15**. The aim of this strategy is to give effect to government commitments to gender equality at the local level through practical steps for ensuring that gender is mainstreamed in and through local government. Your facilitator may also do a short power point presentation on what is contained in the document. You will notice that the action planning framework is structured around the provisions of the policy document. This is because the action plans are an implementing tool for the strategy. They will help to ensure concrete actions, with measurable outcomes and indicators.



Exercise three: Developing a Gender Action Plan

Participants will be asked to break into groups according to their areas of work and complete the gender action plan framework, making it relevant for their particular Council. The framework is in the manual. It is also available electronically on the CD ROM **F16**.

The fields to be completed are:

- Who - who/which department will be responsible for the action?
- What is the baseline data - what is the starting point, use the questions in the framework to guide your discussion.
- What is the target/indicator - what is the ultimate goal of the council and how will achievement of this goal be measured, use the questions in the framework to guide your discussion.
- When - what is the timeframe in which this should be completed?
- Budget - what is the budget required for this action to be completed?



Source: Ministry of Gender Equality and Child Welfare, Gender Training Manual and Resource Guide

DRAFT FRAMEWORK GENDER ACTION PLAN FOR LOCAL COUNCIL IN NAMIBIA

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
I. GOVERNANCE							
Representation							
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.	Public commitment to achieving parity between male and female councillors – through mobilisation of women as candidates.				What is the % of women councillors in the council?	What is the target % increase women's representation?	
	Lobby all political parties to adopt and implement the zebra list system and include these provisions in their manifestos.				What is the % of women in the different political parties? Where are they usually placed on the party list?	What is the target % increase women's representation in political parties?	
	Engage with Traditional Authorities on women's representation in local politics.				Has any such engagement taken place?	What is the target – how many meetings? How will success be measured?	
	To ensure that women are equally represented in leadership positions in the Council.	Compile and update statistics on women in leadership positions in local government including management and other committees.				Do any such statistics exist currently?	Sex disaggregated statistics on women in leadership positions in local government.
	Take measures to ensure equal representation of women in leadership positions in council.				What is the % of women in leadership positions in the council, ie. Chairperson/ vice chair of council and on committees?	50% of all leadership positions to be held by women.	
To educate people and raise awareness about the importance of women's equal	Raise awareness in communities on the importance of women				What kind of awareness raising has been or is being done in this regard?	What is the target – who to target, how many people, which communities?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
representation in local councils.	being equally represented in local politics and the importance of voting for women.						
	Work with the Ministry of Education to encourage gender balance in their curricula and promote gender equality in schools.				Has any such engagement taken place to date?	How will success be measured?	
Participation							
To increase participation by women because their concerns are often sidelined or overshadowed by political party concerns.	Establish a multi party women's caucus (see also GMS).				Is there a multi party women's caucus?	Multiparty women's caucus established	
	Network with other local, national and provincial women's caucuses.				Has any networking been done with other women's caucuses?	External links established	
	Political parties should identify women who have leadership potential and groom them into leadership positions.				Do any such grooming programmes exist within political parties?	What is the target – how many women groomed over what period?	
	Conduct a skills audit.				Has there been a skills audit? What kinds of skills exist?	Data on the specific skills of councillors.	
To empower women councillors to articulate what are regarded as "women's issues."	Training needs identified by women councillors eg gender, public speaking and assertiveness.				What training has already been done?	What is the target % increase in level of participation? How will this be measured? Target number of courses attended by councillors?	
	National: MRLGHRD should develop training and material on political issues, legislation, town planning and public speaking.				Does any such training material exist? Has there been any engagement with MRLGHRD in this regard.	What is the target?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME	ST	MT	BASELINE	TARGETS/INDICATORS	BUDGET
	Council meeting rules should accommodate the use of vernacular so that councillors can use their first language in meetings and interpretation should be provided.					What are the current rules in this regard?	What is the target?	
	Induction programmes for new councillors with follow up refresher courses.					Is there currently an induction programme? How does it target women? Is it gender sensitive?	What is the target? How many councillors trained? How often?	
To empower men on gender issues and mobilise their support.	Gender training workshops for male and female councillors and officials.					What training has already been done – how many men participated?	Target number of male councillors and officials who participate in gender training?	
	Gender dialogues with male Councillors and officials.					Have any dialogues with male councillors been held?	Target number of gender dialogues eg. one a month?	
Community mobilisation								
To ensure that women and men participate equally in community matters and that policy making is informed by accurate data.	Collect, disaggregate and analyse data on communities.					What data exists on the community currently?	Sex disaggregated data on the community.	
	Encourage men to participate in public meetings and on issues that are traditionally considered to be only of concern to women.					What are the current statistics on public participation/ participation in public meetings?	How will this be measured?	
	Educate, inform and disseminate information in indigenous languages on issues that affect					What information currently exists? In what languages?	What is the target? What information, how many languages?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	women such as utilities, payment of bills, housing opportunities, employment, contracts and employment opportunities and HIV and AIDS.						
To ensure that women are consulted equally in policy-making processes.	Conduct specialised participation exercises for women.				<i>What are the sex disaggregated stats on the consultative meetings?</i>	<i>What is the target number of specialised participation exercises to take place?</i>	
To mobilise men at local level and ensure that they do not feel threatened by gender equality.	Conduct workshops with men's groups.				<i>Have any workshops been conducted with men's groups?</i>	<i>Target number of workshops held with men and target groups reached?</i>	

Communication

To ensure that council publications do not perpetuate gender stereotypes.	Review of Council publicity from a gender perspective; developing materials that challenge stereotypes.				<i>Has any review of council's publications been done?</i>	Gender aware publicity materials.	
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II. GENDER SPECIFIC PROGRAMMES

Safety and security: Gender violence

To educate communities on gender based violence which is rooted in unequal power relations and is "hidden" despite being one of the major challenges facing the council.	Devise a comprehensive programme on Gender Based Violence (GBV).				<i>Do any programmes on GBV exist within the council?</i>	<i>What is the target? How will this be measured?</i>	
	Conduct awareness campaigns; take a high level political stance against GBV. Plan for and participate in the Sixteen Day Campaign.				<i>How has the council participated in awareness campaigns in the past?</i> <i>Has the council actively participated and promote the 16 Days Campaign in the past?</i>	<i>What is the target? How will this be measured?</i>	
	To obtain reliable statistics on gender based violence.	Conduct gender safety audits and reflect specific targets for reducing GBV.			<i>What are the current statistics on GBV in the council?</i>	<i>What are the targets?</i>	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
To educate the police on GBV because most cases go unreported as women fear reporting such cases and conviction rates are low as police often do not regard GBV as a priority.	Work with the police and communities in ensuring that cases of gender violence are reported and addressed.				<i>What are the current statistics on GBV in the council?</i>	<i>What are the targets? By how much should gender violence decrease over what period.</i>	
	Liaise closely with the police; ensure a private room/victim empowerment unit at police stations; improve the services provided by the Police.				<i>Are any of the police stations within the council equipped (private room, female officers etc) to deal with cases of GBV?</i>	<i>What is the target % increase in number of reported cases and convictions GBV? How will this be measured? Police stats?</i>	
To make communities safer as street lighting is often poor especially in public places adding to the dangers of GBV.	Work with communities to ensure that all public spaces such as parks, cemeteries, and all neighbourhoods are safe with adequate street lighting.				<i>What is the state of street lighting in the council?</i>	<i>What % improvement in street lighting? What % decrease in sexual assault in public places? How will this be measured? Police stats?</i>	
	Strengthen and support shelters and places of safety for survivors of gender based violence.				<i>How many places of safety and care are there within the council?</i>	<i>What is the target increase in the number of places of safety and care?</i>	
To provide post-traumatic facilities for survivors of GBV.	Facilitate the enhanced and co-ordinated provision of post-traumatic services and facilities.				<i>How many counselling facilities are there within the council?</i>	<i>How many more facilities to be provided?</i>	
To provide information on where survivors of GBV can get help.	Promote council and NGO publications and pamphlets in different languages on where to get help.				<i>What publications and information exists on where to get help, and how is this being disseminated currently?</i>	<i>What is the target number of pamphlets and posters to be produced and distributed?</i>	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
Early learning							
To provide affordable child care to free women to participate in the labour force.	Greater coordination between the council and MGECCW and Education in provision of quality early childhood development facilities.				What kind of co-ordination is currently in place?	What is the target?	
	Review pre-primary and kindergarten fees to make them more affordable.				What is the current fee structure?	What is the target?	
	Provide day care for children during school holidays.				What is currently available in the council in this regard?		
III. GENDER IN EXISTING PROGRAMMES							
Security and emergency services							
To address issues of safety within communities that affect women disproportionately especially in informal settlements.	All streets should be named so that emergency services can locate women who call for assistance.				How many streets are named? How many require naming?	What is the target? How many streets named by when?	
	Council to establish a disaster management unit which should include counselling to victims of disasters.				Does such a unit exist?	What is the target?	
	Lobby businesses to assist people in need. Institute a policy regarding the establishment of settlements and building regulations to ensure adequate spacing				Has any such support been offered in the past? Are there any such policies in place?	Which business should be targeted? How many? What is the target?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	between buildings.						
To educate women and to raise awareness, especially of women-headed households in informal settlements, who suffer disproportionately as a result of fires that destroy their homes and livelihoods.	Awareness programmes that target women, on the prevention of fires. Train community members on how to handle emergencies, including first aid.				What kind of education has been done in the past? Has any such training been given in the past?	What is the target % reduction in the number of people who lose their homes due to fires? Who should be targeted? How many people, how often, which areas?	
The economy and job creation							
To facilitate equal employment opportunities because women are disproportionately affected by high levels of unemployment.	Set and monitor specific targets to ensure gender parity in employment opportunities created by local government.				What are the current statistics of women and men employed by the council?	What is the target? How will it be monitored?	
	Facilitate employment opportunity workshops for women in communities to enable them to be better placed to access opportunities.				What are the unemployment figures? What proportion of women to men are unemployed?	What is the target % increase in women employed?	
	Create a vote item in the budget specifically related to women's empowerment.				Does any such vote item exist?	What is the target?	
	Inform women about economic opportunities.				What kind of information exists on employment opportunities for women?	What is the indicator? How will this be measured?	
To obtain sex disaggregated data on unemployment levels in the council.	Conduct surveys, collect data and analyse it.				Is there any data on unemployment levels?	Availability of sex disaggregated data.	
To promote equal representation of women in the tourism industry.	Facilitate development and entry of women into the tourism industry.				What is the representation of women in the tourism industry?	What is the target % of men and women participating in the tourism industry?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
Procurement To ensure that women benefit equally from the procurement process which they have historically been excluded from.	Facilitate increased involvement of women contractors by raising their awareness and providing them support and training on tender procedures.				Does any information or support exist for women in this regard?	What is the target %/ number increase in the number tenders submitted by women and contracts allocated to women?	
	Conduct an Audit of the procurements department and analyse the point system.				What are the current statistics? What is the point system, ie. How many points are awarded for gender, should this be increased?	Audit results	
	Implement and monitor quotas for women for the awarding of council contracts.				What are the current statistics? Is there a point system, ie. How many points are awarded for gender, should this be increased?	What will the quota be? How will it be monitored?	
	Lobby parliament to amend the tender board regulation act (LTB) to change the current provision of two women to 50% of those sitting on the tender board that awards contracts.				How many women sit on the tender board at the moment?	50% women on the tender board.	
	Encourage and affirm larger businesses that sub-contract women-owned enterprises.				Do any such incentives exist?	What is the target?	
Poverty eradication							
To develop a gender sensitive strategy to address the high levels of poverty that affect mainly women especially	Prepare a poverty reduction strategy, which makes explicit mention of women and female-				What are the current poverty statistics? What % of women live in poverty? Is there any kind of poverty	What is the indicator? How will this be measured?	

STRATEGIC OBJECTIVE		ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
				ST	MT			
women headed households and align it with the national planning commission (NPC).	headed households.					eradication strategy in place?		
	Conduct Sustainable Livelihoods assessment to identify needs and appropriate interventions to enhance the livelihoods of poor and very poor households.					Has any kind of assessment been done in the past?	Assessment results	
	Facilitate improved access to social grants.					What kind of access do women have to social grants at the moment? What are the stats?	What is the target increase in the number of women accessing social grants?	
	Implement food security and nutrition programmes.					Do any such programmes exist?	What is the indicator? How will this be measured?	
	Facilitate the implementation of income-generating activities, improve resources allocated and implement monitoring.					What types of income generating activities are already being facilitated and with what kind of success?	What is the indicator? How will this be measured?	
Business support	Liaise with and support CBOs and NGOs already working with poor households.					What kind of support is being provided for NGO's and CBO's currently?	How will this be measured?	
	To promote women's participation in the business sector where they are poorly represented.	Link women's small businesses with opportunities in the value chains of growth sectors.				What is the proportion of women to men in the business sector?	What is the target % growth?	
		Community liaison official to disseminate information and advice about sourcing economic opportunities.				Does such information exist?	How will this be measured?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME	ST	MT	BASELINE	TARGETS/INDICATORS	BUDGET
	Encourage public and private business partnerships.					Are there any such partnerships? Has anything been done in this regard?	What is the target number of partnerships to be formed?	
To empower women entrepreneurs through business skills and support.	Facilitate skills development, access to information and finance, and business support for poor women.					Is there any existing skill development and business support for women?	What is the target number of women to be empowered by training and support?	
	Facilitate increased involvement of women-headed companies by raising their awareness and providing them support.					Does any support exist for women-headed companies currently?	What is the target number of women-headed companies to be formed? How will support be measured?	
Informal sector								
To promote equal access to markets.	Link women to growth sectors.					What are the statistics of women in the informal sector?	What is the target number of new formal businesses to be formed?	
	Integrating women with partnerships, mergers etc.					How have women been integrated in partnerships and mergers?	What is the target % increase of women in partnerships?	
INFRASTRUCTURE								
Housing								
To promote the equal rights of women to land tenure.	Collect sex disaggregated data on housing.					Does any such data currently exist?	Sex disaggregated data on housing.	
	Adopt a quota system to ensure that women have equal access to even.					Do any policies exist to ensure women's access to even?	What is the target increase in the number of women owning land?	
	Ensure gender balance on the housing committee.					How is the housing committee currently constituted?	50% of the housing committee should be women.	
	Increase the range of housing options available to poor households.					Previously there was no land tenure for women and this still exists in some areas under chiefs.	What is the target increase in the number of women owning land?	
To ensure that women's	Incorporate the needs of					What kind of consultation process	How will this be measured?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
needs are taken into account because they are mostly affected by inadequate housing.	women into the residential design.				exists in residential design?	Customer satisfaction survey?	
	Identify unsatisfactory living environments and formulate recommendations for their improvement.				Has any kind of assessment of living environments been done?	How will this be measured? Customer satisfaction survey?	
	Permit low-impact economic activities to be undertaken from dwelling units.				What are the current regulations in this regard?	How will this be measured?	
	Educate women on housing policies and subsidies.				What information exists on women and housing? Is there existing material that can be used regarding policies and subsidies?	How will this be measured?	
To ensure women's equal access to housing subsidies.	Conduct surveys to produce sex disaggregated data.				What are the stats on housing subsidies, who accesses them?	Sex disaggregated data and statistics	
	Audit housing plans.				Have any audits been done in the past?	Audit	
	Review current policies and change them to make them gender sensitive.				Has any policy review taken place?	How will this be monitored?	
Transport							
To ensure that women's transport needs are established and met and to ensure that public transport is made safer for women and children.	Collect sex disaggregated data to establish who uses public transport, whose needs are being met and whose are not.				Lack of statistics and data for public transport users – are there any statistics in this regard?	Statistical data	
	Taxi and bus stations and stopping points to be regulated in order to				What studies have been done in this regard? Has any regulation been done?	How will this be measured? Police statistics? What is the target %decrease in violence?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	make travelling safe for all people, especially women and children.						
	There should be effective policing to ensure that taxis comply with safety standards and laws, including that they be registered and that they go for regular roadworthy tests.				What kind of policing is there currently? How are taxis currently registered? How often do they go for roadworthy tests?	What is the target % decrease in violence/ accidents/ deaths? How often should taxis be roadworthy?	
	Taxis should issue receipts with registration numbers thereon.						
	Taxis should be made safer, with airbags and tracking systems.				What kind of safety features do taxis currently have?	What is the target?	
	Lobby for legal taxis to be one colour so that they are easily recognisable.				What is the current situation?	How many taxis conform over what period?	
	Establish a committee to give advice to NABTA and councils.				Does such a committee exist?	What is the target?	
	Pedestrian safety, especially in informal settlements.				What are the current statistics on pedestrian safety?	How will this be measured? Police statistics? What is the target % decrease in pedestrian fatalities?	
	To empower women to participate in the male-dominated transport sector.	Gather sex disaggregated data on who owns and drives taxis.			What data currently exists?	What is the target?	
	Train women to drive and own taxis and get women on taxi associations.				Are there any female taxi owners or drivers?	What is the target % increase in women taxi owners and drivers	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
Water, sanitation and electricity							
To ensure that women, who are disproportionately affected by inadequate service delivery, are provided with affordable access to basic services.	Provide affordable services to poor households.				What services are currently being provided and at what cost?	What is the target?	
	Council should respond to calls for information by those who cannot afford services and where possible subsidies should be provided.				What is currently being done to help the poorest people to get access to basic services.	What is the target?	
	Create jobs through awarding tenders, community projects, cash for work and training for women in this sector.				Are any women currently being employed in this sector (numbers and comparisons)?	What is the target number of women to be employed in this sector?	
	Ensure that women are consulted prior to the provision of services.				What kind of consultation process has there been in the past?	What is the target?	
	Align services to meet the needs of women.				What is the current state of service delivery?	What is the target?	
	Involve women in the management and maintenance of these services and facilities.				Are any women currently being involved in this role (numbers and comparisons)?	What is the target number of women to be involved?	
	Sex disaggregated data is needed to address a business plan.				Is there a business plan? What data is available currently?	What is the target?	
Environmental health							
To involve women, as key stewards of the environment, in environmental preservation projects or making business ventures from the	Create an environment committee in which women and men are equally represented.				Does such a committee already exist?	What is the target?	
	Create a forum for				Are there any such forums at	What is the target how many	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME ST	TIMEFRAME MT	BASELINE	TARGETS/INDICATORS	BUDGET
environment.	engaging with the community on environmental health issues and ensure that women and men are equally represented and involved in for eg. the management and disposal of waste and in recycling projects.				<i>present?</i> <i>Do any recycling projects exist within the council?</i>	<i>people on the committee, how often should they meet?</i> <i>How will this be measured?</i>	
	Increase the frequency refuse collection.				<i>How often is refuse collected?</i>	<i>How often should refuse be collected?</i>	
	Provide and maintain public toilets.				<i>How many public toilets are there in the council? How often are they maintained?</i>	<i>How many public toilets should there be in the council? How often should they be maintained?</i>	
	Develop a gender sensitive solid waste management policy.				<i>Is there any such policy at the moment?</i>	<i>What is the target?</i>	
To consult women on solutions to waste removal problems as they are primarily responsible for waste disposal.	Consult women in finding alternative solutions for waste removal.				<i>Have women been consulted on solutions to waste removal problems?</i>	<i>How will this be measured?</i>	
To take into account the needs of women who are increasingly burdened with the responsibility of burying family and community members.	Women's needs should be taken into account in the location of cemeteries.				<i>Have any studies/survey been conducted on the needs of women?</i>	<i>How will this be measured?</i> <i>Customer satisfaction survey?</i>	
HIV and AIDS							
Prevention							
To establish the gendered dimensions of HIV/AIDS and raise awareness on the disease in the council.	Sex disaggregated data on HIV/AIDS for the council; integrate gender considerations local HIV/AIDS programmes.				<i>What are the current statistics?</i>	Sex disaggregated data	

NAMBIA LOCAL GOVERNMENT GENDER ACTION PLAN							
STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	Develop gender aware HIV and AIDS public education and awareness campaign.				Is there any such campaign at present?	What is the target? How many people reached over what period? How will it be co-ordinated?	
	Advocate for and promote the female condom so that women have free access to them.				Is the female condom available? If so where and at what cost?	What is the target % increase in number of female condoms available for use by women?	
	Gender sensitive sex education in schools.				What sex education is currently being taught in schools? Is this gender sensitive?	How will this be measured?	
To raise awareness that there is an increased risk of contracting HIV/AIDS as a result of sexual assault.	Public awareness campaigns on the links between GBV and HIV/AIDS; the red and white ribbon campaign, coupled with ongoing awareness campaigns.				How has the council participated in awareness campaigns in the past? Has the council actively participated and promote the 16 Days Campaign in the past?	What is the target? How will this be measured?	
To educate women who are not aware of the need to avail themselves of Post Exposure Prophylaxis (PEP) in the event of a sexual assault.	Integrate PEP into public awareness campaigns; Ensure that all health facilities administer PEP.				Is PEP readily available at all health facilities? If not, at how many facilities is it available?	What is the target % increase in the number of women accessing PEP?	
To educate women and men on voluntary counselling and testing which is a powerful tool for preventing the spread of HIV/AIDS.	Obtain gender disaggregated statistics on VCT. Use this to devise campaigns to encourage women and men to go for VCT.				What are the statistics? What is the % of men and women who go for VCT?	What is the target % increase in number of women and men going for VCT?	
Treatment							
To address the fact that women are often the last to access free treatment where	Sex disaggregated statistics on access to treatment and care;				How many women compared to men access free treatment?	Sex disaggregated data	

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STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME ST	MT	BASELINE	TARGETS/INDICATORS	BUDGET
this is available.	policy measures to rectify this.						
	Facilitate access to ARV's for women and men and keep sex disaggregated statistics on uptake.				What does the council do to facilitate access to ARV's? What stats exist in this regard?	What is the target? How many people receive treatment? Over what period?	
Care							
To facilitate improved access by women to social grants because the most of the burden of care for those living with HIV/AIDS falls on women and young women are increasingly assuming parenting roles for their siblings.	Campaign for care work to be recognised and remunerated.				Is there any policy on care work? How is this viewed and dealt with?	What is the target?	
	Work with relevant gvt depts in developing sustainable solutions for OVC's.				What work is currently being done on this regard?	What is the target?	
	Institute gender responsive programmes to mitigate the impact of HIV and AIDS.				Do any such programmes exist?	What is the target?	
	Council to make a link with AMICALL.				Does such a link exist?	What is the target?	
	Facilitate improved access to social grants for OVC's.				What are the statistics on child-headed households? Who is accessing social grants, what are the statistics?	What is the target % increase in the number of OVCs/ caregivers accessing social grants?	
	Facilitate support groups and counselling for caregivers.				Are there currently support groups?	What is the target number of people accessing support groups?	
	Volunteers to provide care to free up caregivers who viable to participate in the economy.				What kind of use is made of volunteers currently?	What is the target % increase in the number of volunteers used for care work?	
	Involve men in HBC.				What current programmes exist for involving men?		

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
Social development							
To make community and sporting facilities more accessible to women and ensure that they benefit equally from such facilities.	Collect sex disaggregated data on the use of council community and sporting facilities.				Does this data exist?	Sex disaggregated data on the use of community and sporting facilities.	
	City competency: Ensure that every library has a section on women's literature.				Are there currently any such facilities in the libraries?	What is the target?	
	Set up mobile libraries to make reading more accessible to women especially in rural areas.				Are there any mobile libraries?	How often should they operate? Which areas should be targeted?	
	Design programmes to ensure that women and men benefit equally from local authority facilities, for example promoting women in traditionally male sports, eg. Soccer and boxing.				What programmes currently exist?	What is the target?	
	Organise events and displays that celebrate women's achievements and challenge stereotypes. Encourage programmes that challenge stereotypes all spheres, including the home. Educate parents on how their children should be socialised.				Do any such programmes exist?	What is the target? How will this be measured?	
To challenge the belief that	Conduct awareness				Are there any awareness	How will this be measured?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME	BASELINE	TARGETS/INDICATORS	BUDGET
		ST	MT			
child care is the sole responsibility of women and to educate men on parenting responsibilities.	programmes on parenting responsibilities for men and women.			programmes or training materials covering parenting responsibilities? If there are, are they gender sensitive?		
IV. EMPLOYMENT PRACTICES AND ENVIRONMENT						
To increase the representation of women employed in the council.	Adopt the SADC target of 50% women in all areas of leadership and employment by 2015. Explicitly prioritise gender equity in performance plans.			What steps have been taken to prioritise gender equity in the employment practices of the council?	50% women in all areas of employment by 2015.	
	Address gender imbalances in departments – increase number of women employed overall as well as increase the number of women in senior and management positions and address the departments where the greatest imbalances exist.			What are the current gender statistics of employees in the council? What % men and women occupy management positions – what is the breakdown per department?	What is the target % increase in the number of women employed by the council? What is the target % increase in mgmt positions and departments?	
	Include women's targets as a non negotiable component of senior managers contract.			Who is responsible for ensuring that targets are met? Is this included in their contract?	Contract	
	Align the work place skills Plan to the Affirmative Action plan.			Has any work been done in this area?	How will this be measured?	
	Obtain buy-in and support of the unions for increased gender equity in the employment profile of the council.			Have the unions been approached?	How will this be measured?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
To ensure that the recruitment and selection process offers equal opportunity to women.	All job advertisements should encourage women to apply.				<i>What is the baseline?</i>	<i>What is the target?</i>	
	After its establishment, contribute to ALAN's data bank of possible women candidates.				<i>What is the baseline?</i>	<i>What is the target?</i>	
	Selection panels should be gender balanced.				<i>How are selection panels currently constituted?</i>	Gender balance on selection panels.	
	Gender sensitive selection policies should apply at all time: Interviews questions and practices should not discriminate against women in any way. Experience and qualifications should both be taken into account in evaluating suitability for posts.				<i>What are the current practices? Are they gender sensitive?</i>	<i>What is the target?</i>	
	Develop comprehensive employment equity plans.				<i>What kind of employment equity plan is in existence?</i>	HR/ EE Policy	
	Apply job preservation policy to meet women's targets.				<i>What are the women's targets?</i>	HREE policy	
To educate and train women employees, who have previously been disadvantaged, by	Incorporate gender into structure system policies and processes.				<i>Has gender been incorporated into any policies and processes?</i>	Gender sensitive structure systems and policies	
	Council should have a staff development plan and this should be adequately planned and				<i>Does the council have a staff development plan?</i>	<i>What is the target?</i>	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
implementing capacity-building and mentoring programmes so that they may be empowered to perform their job functions and map their intended career paths.	budgeted for.						
	Succession and staff development plans should have a specific focus on upgrading the skills of women and their promotion to senior decision-making positions.				<i>Do any such plans exist? What is currently being done around upgrading the skills of women?</i>	<i>What is the target?</i>	
	Undertake a skills/qualification audit and assessment of all municipal employees.				<i>Has any kind of skills audit been done in the past?</i>	Results of the skills audit report	
	Devise and implement a range of capacity-building options for employees and councillors.				<i>What kinds of capacity building options exist already?</i>	<i>What is the indicator? How will this be measured?</i>	
	Mentoring new councillors and employees.				<i>Has any mentoring of new councillors been done?</i>	<i>What is the indicator? How will this be measured?</i>	
	Provide information to councillors, CBOs and community members.				<i>Does information exist?</i>	<i>What is the indicator? How will this be measured?</i>	
	Increase the number of learnerships available for girls.				<i>What is the number of learnerships available for girls currently?</i>	<i>What is the target % increase number of learnerships available for girls?</i>	
	Identify skills needs among communities and skills gaps in key economic sectors.				<i>Have any needs assessments been done?</i>	<i>What is the indicator? How will this be measured?</i>	
	Develop targeted skills development programmes.				<i>Has any such skills development been done?</i>	<i>What is the indicator? How will this be measured?</i>	
	Facilitate women's entry				<i>What has already been done to</i>	<i>What is the target % increase in</i>	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	to skills development programmes.				facilitate women's entry to programmes?	number of women accessing programmes?	
Work conditions and environment							
To facilitate women's equal participation in the workplace by providing support for parents because parenting responsibilities have and continue to be the main responsibility of women.	Review maternity leave provisions to ensure that women are able to take three months full maternity leave through the contributions of both local government and Social Security.				What are the current provisions for maternity leave?	Three months full maternity leave through the contributions of both local government and Social Security.	
	Provide and standardise paternity leave and accompany this with a programme on responsible fatherhood. Possibly consider shared maternity and paternity leave.				What are the current provisions for paternity leave? Are there any current programmes around responsible fatherhood?	How much paternity leave should be allowed?	
	Meetings times should take the needs of all employees into consideration and not run too late.				What is the policy on meeting times?	What is the target? What should the times be?	
	Provide child care facilities for municipal employees.				What child care facilities are currently available?	Target number of child care facilities?	
	Provide flexible work arrangements for parents.				Is there any such arrangement currently?	What is the indicator? How will this be measured?	
	Act upon employees who are not making maintenance payments.				Has this issue ever been addressed? How?	What is the indicator? How will this be measured?	
	Conduct awareness programmes on parenting responsibilities.				Are there any such programmes?	What is the indicator? How will this be measured?	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
Address issues of sexual harassment in the council.	Support and expand crèches.				<i>What crèche facilities exist?</i>	<i>Target number of crèche facilities?</i>	
	Develop and implement a sexual harassment policy (SHP).				<i>Is there a sexual harassment policy in existence?</i>	<i>Implementation of the sexual harassment policy</i> <i>How will this be monitored?</i>	
	Workplace education and awareness on the SHP.				<i>Is there any such awareness?</i>	<i>How will this be measured?</i>	
	Code of conduct to ban the use of sexist jokes and language.				<i>Is there such a code?</i>	<i>What is the target?</i>	
V. GENDER MANAGEMENT SYSTEM							
Planning							
To ensure that women are consulted about their needs when drawing up plans for the council.	Adapt the vision and mission statement of the council to ensure that it is gender aware.				<i>What does the current mission and vision statement say about gender?</i>	<i>What is the target?</i>	
	Conduct surveys prior to planning to determine the needs of both women and men.				<i>Have any such surveys been conducted in the past?</i>	Gender aware survey results.	
	Consult with both women and men when drawing up plans.				<i>Have any such consultations taken place in the past?</i>	<i>What is the target? How many consultation? What is the target group, how many?</i>	
	All units and departments should include gender indicators in their business plans.				<i>Do any units/ departments in the council use gender indicators in their business plans?</i>	<i>What is the target?</i>	
	Councils should administer customer satisfaction surveys that are disaggregated and analysed according to gender.				<i>Have any such customer satisfaction surveys been administered in the past?</i>	<i>What is the target? How many surveys, how often etc?</i>	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
Gender structures			ST	MT			
To establish structures that constitute the gender machinery and to ensure that they have the authority to carry out their work and to obtain the commitment of all managers.	Council should have a gender coordinator in the office of the CEO.				Has any work been done in the establishment of structures.	GMS established, vested with authority, strategy, plan and resources.	
	Recruit/appoint/hire gender focal point.				Has a gender specialist been recruited?	Specialist staff appointed.	
	The gender coordinator should be assisted by gender focal points in all departments, together comprising the gender management committee.				As any work been done in the establishment of structures.	GMS established, vested with authority, strategy, plan and resources.	
	Senior managers must take ultimate responsibility for gender mainstreaming within the administration.				Who is currently responsible for gender in the council?	GMS established, vested with authority, strategy, plan and resources.	
	Gender to be written into the job description and performance agreements of senior managers and GFP.				Has gender been written into the performance agreements of senior managers and GFP?	Accountability on gender through Performance agreements.	
	Gender should be a standing item on the agenda of management committee meetings.				Is there such an item on the management committee mtg agenda?	What is the target?	
	Establish a gender committee comprising councillors and other stakeholders to ensure political oversight for gender mainstreaming in the work of local government.				Is there a committee in Council responsible for gender?	Gender equality committee.	
	Contribute to best				Are there any best practices?	What is the target eg. 1 submission	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	practices to be disseminated by ALAN.					<i>per year?</i>	
	Form a multi party women's caucus.				<i>Is there currently a structure to bring together women councillors around common concerns?</i>	Women's caucus established.	
	Prepare Terms of Reference for gender machinery, and clarify reporting procedures.				<i>Have gender focal points been established in all departments? Have TOR been drafted?</i>	GFP formed; TOR for GFP	
	Publicise the establishment of the gender machinery.				<i>Is the GMS known, has it been publicised?</i>	<i>What is the indicator? How will this be measured?</i>	
	Gender machinery to prepare their own strategic plans.				<i>Does the GMS have a strategic plan?</i>	Strategy and action plan adopted.	
	Establish linkages with gender machinery in other municipalities.				<i>Have any linkages been established?</i>	GMS Networked	
Budget, monitoring and evaluation							
To make use of sex disaggregated data for monitoring and evaluation to ensure that gender equality is being strived for. To ensure that resources are being allocated to gender priorities.	Obtain sex-disaggregated data.				<i>Does sex disaggregated data exist? Is it applied?</i>	All statistics disaggregated by gender.	
	Gender indicators to be formulated for each department/programme and HR management.				<i>Are there gender KPIs in the council score card?</i>	Gender KPIs integrated into the council score card.	
	Ensure that women and men participate equally in public consultations on planning and budgets.				<i>What sort of consultation takes place at the moment? Are both women and men involved?</i>	<i>What is the target, how will this be measured?</i>	
	Conduct a gender analysis of the municipal and departmental budgets to ensure that				<i>Are there direct or indirect budget allocations for advancing gender equality?</i>	<i>What is the indicator? How will this be measured?</i>	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	expenditure responds equally to the needs of women and men.						
	Recommend resource allocation (specific budget line) for initiatives that will promote gender equality, including fighting gender violence and HIV and AIDS).						
	Ensure that departments allocate resources to gender priorities.				Do departments allocate resources to gender priorities?	What is the indicator? How will this be measured?	
Capacity building							
To ensure that training is done to educate all employees and community groups on gender.	Facilitate skills training for members of gender machinery.				What training has already been done?	How many workshops to take place? How many trainees?	
	Liaise with service providers to provide training programmes.				What training has already been done?	What is the indicator? How will this be measured?	
	Facilitate training programmes among councillors, officials and community groups.				What training has already been done?	Target number of councillors, officials and community groups trained?	
	Ongoing mentorship and support through linkages with civil society.				Do any such programmes exist?	Target number of councillors and officials involved in such programme?	
	Assess impact of training.				What training has already been done?	What is the indicator? How will this be measured?	
	Gender sensitivity training for both male and female councillors.				What training has already been done?	Target number of councillors, officials and community groups trained?	
	Gender analysis training				What training has already been	Target number of councillors,	

STRATEGIC OBJECTIVE	ACTION	WHO	TIMEFRAME		BASELINE	TARGETS/INDICATORS	BUDGET
			ST	MT			
	for councillors and staff with specific gender mainstreaming responsibilities.				done?	officials and community groups trained?	
To raise awareness on gender issues and challenge the belief that gender is a "women's issue".	Compile a calendar of special gender events and campaigns. Engage in campaigns to raise the profile of gender eg Women's Day, Sixteen Days campaign.				What kind of special gender events and campaigns has the council participated in? What kind of awareness raising has been done?	What is the indicator? How will this be measured?	
	Prepare pamphlets, advertising, posters, logo etc.				Has any work been done in this area?	What is the indicator? How will this be measured?	
	Run competitions, sporting activities that challenge stereotypes.				Have any such activities been done in the past?	What is the indicator? How will this be measured?	

WAY FORWARD



Exercise four: What to take and what to leave

You will be given four sheets of paper. Write two things that you will take away with you (positive feeling/idea) and two things you will leave behind (negative feeling/idea). Participants should place in the trash can what they want to leave behind and in the suitcase what they want to take with them.



Two volunteers will read the notes in the trash can and in the suitcase. In focusing on what participants want to take with them, the facilitator will lead a discussion on how to take the action plan forward as follows:

- What is the council procedure for getting such a plan adopted?
- Whose responsibility is it to ensure that the plan is adopted?
- What is the timeframe?

Notes:

FACILITATOR'S NOTES

Exercise one: Why is gender an issue in local government

Time: 10 minutes

Notes: This session can be done as an energiser at the start of the action planning session, to get participants thinking about why they need such a plan. If time permits, short skits are an effective way of getting the message across. They might include showing the difference that electricity, sanitation and good waste management make to the every day lives of women.

Exercise two: Understanding the policy context

Time: 10 minutes

Notes: It is important that participants refer throughout to the draft strategy, as this provides the political and legal rationale for the action plan. However, the facilitator should make participants aware of the key provisions, possibly through a power point presentation.

Exercise three: Developing a local gender action plan

Time: 3 hours

Materials: 6 laptops if possible (one for each group); photocopying facilities.

Notes: This is the heart of the workshop. It needs to be done in small groups, according to areas of skill and responsibility. As far as possible, staff and councillors should be involved, to ensure accurate information and realistic targets. If possible each group should have a laptop and record its plans using the framework that is available in electronic format, as they go along. The exercise is undertaken on the afternoon of the second day of the workshop so that the composite draft plan can be put together by a small team that evening. Copies of the draft are then circulated in plenary the following morning for input from the full group so that the plan is as widely canvassed as possible, and benefits from everyone's input, before the end of the workshop.

Exercise four: What to take and what to leave behind

Time: One hour

Materials: Suitcase and a rubbish basket (placed in the room with a gap of two or three meters between them), flipchart, pens, plain paper

Method

1. Participants to stand in a circle and to imagine that in this session thinking of gender will be like moving house: You will leave behind in the rubbish basket all negative feelings that you have about tackling gender issues and put in the suitcase all positive ideas to be brought to the house.
2. Each participant will have four papers. Write two things that you will bring to the house (positive feeling/idea) and two things you will leave behind (negative feeling/idea).

3. Participants to place in the basket their negative paper, explaining to the group what it is and why you feel that way. Then do the same with the positive feeling.
4. Facilitator to write down key words emerging from explanations on the flipchart.
5. Sum up the session highlighting the positive and negative feelings the groups has towards gender.

Notes: This is a fun and active way to end the workshop as well as sum up what has been learned. Hopefully, many of the notes in the suitcase will focus on next steps and give you the basis you need to wrap up on the process after the workshop.

CONGRATULATIONS

**ON COMPLETING A GENDER ACTION PLAN FOR YOUR COUNCIL!
NOW BUDGET FOR IT AND IMPLEMENT IT !!**



Ama Buruxa perform during the 16 Days of Activism

Photo: Mariette van Dyk

GLOSSARY

Diversity means that each person brings individual characteristics of 'race', gender, nationality, religion, age, physical disability, sexual orientation, ethnicity, language, and professional skill to the workplace. In order to effectively use diversity, the organisation does not merely recognise, manage or accept the individual differences of each person. The organisation encourages and values diversity.

Gender describes the socially constructed differences between men and women, which can change over time and which vary within a given society from one society to the next. Our gender identity determines how we are perceived and how we are expected to behave as men and women. Thus while the fact that women give birth to children is biologically determined, the fact they perform the majority of household chores, predominate in the informal survivalist sector and in the lower paid "care" work in the formal sector are all socially constructed. What is important to stress is that gender relations are dynamic. They are shaped through the history of social relations and interactions. They vary over time and place and between different groups of people. They may also be impacted by other factors, such as race, class, ethnicity and disability.

Gender analysis refers to an analysis of the relationships between women and men in society, as individuals, as groups and within institutions. It identifies and understands the different social, cultural and economic realities, needs and interests of women and men and the inequalities of their relationship. It is an important tool for identifying barriers and opportunities for the advancement of women and reduction of gender inequities. It is intended to identify the gendered components of the problem, which is under consideration, whether at the level of international or national policy, or of micro-level interventions. Such problem identification would then be used to inform the process of planning interventions, whether in policy or programmes or systems of monitoring. Gender analysis alerts the user to further questions, which need to be asked, and issues, which need to be addressed. Gender analysis is best done in conjunction with other tools of social analysis to ensure that all forms of social relations that contribute towards inequity are considered and that gender relations are not seen in isolation.

Gender aware policies recognise that women, as well as men, have an important role to play in society; that the nature of women's involvement is determined by gender relations, which make their involvement different and often unequal; and that consequently women have different needs, interests and priorities, which may sometimes conflict with those of men.

Gender-blind policies recognise no differences between the sexes. They mistakenly assume that men and male norms represent the norm for all human beings. As a result, they incorporate biases in favour of existing gender relations and therefore exclude women. Thus for example, although no policy of the DTI sets out to discriminate against women, the fact that these policies fail to specifically highlight the different access that women and men have to resources, and consciously make an effort to redress this imbalance, will inadvertently lead to the status quo being perpetuated.

Gender budgeting or accounting: Because of the different locations of men and women in society and in the economy, no budget line is neutral. Gender budgeting involves both an analysis of allocations between sectors (such as defense versus social allocations) and within sectors to determine their impact.

Gender disaggregated data is the statistical information that breaks down the base information for the activity under analysis by providing the numbers of men and women affected.

Gender equality: Women and men are respected and valued as equals. This means that any differences between women and men are not used to justify a power hierarchy favouring one group over another. It would require:

- That decisions are based on the needs and or interests of both women and men
- Balanced representations and participation of women and men within policy and governance and
- A reallocation of power and redistribution of resources from men to women.

For gender equality to be a reality for all women and all women, other social inequalities would also have to be addressed.

A **Gender Management System (GMS)** is the network of structures, mechanisms and processes put in place within an existing organizational framework, to guide, plan, monitor and evaluate the mainstreaming of gender into all areas of the organisation's work, in order to achieve greater gender equality and equity within the context of sustainable development. A GMS may be established at any level of government, or in institutions such as universities, inter-governmental or non- governmental organisations, private sector organisations or trade unions. The mission of a Gender Management System is to advance gender equality through promoting political will; forging a partnership of stakeholders including government, private sector and civil society, building capacity and sharing good practice. (*Commonwealth Secretariat, Gender Management System Handbook, June 1999*).

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

Gender Policy - usually developed by particular organisations to provide a guiding framework and strategy, which intends to disrupt existing processes of gendering in relation to that organisation's work and practices.

Informal economy describes processes of income generation that are unregulated by the institutions of society, in a legal and social environment in which similar activities are regulated.

Institutional barriers refer to the ways in which the rules, norms and practices of institutions can create and perpetuate inequalities. They can be legal - for instance a law that says women can't inherit land in their own name or that you can only access credit if you have land as collateral. They can also be based in practice and include socio-cultural behaviours, which restrict or inhibit women's opportunities. For instance, an organisation that expects its workers' to routinely work overtime will discriminate against parents with responsibility for young children.

Practical gender needs are the needs that women identify in their socially accepted roles in society. Practical needs do not challenge the gender division of labour or women's subordinate position in society, although arising out of them. Practical gender needs are a response to immediate perceived necessity, identified within a specific context. They are practical in nature and are often concerned with inadequacies in living conditions such as water provision, health care and employment. Thus, for example, when poor women are given the option of loans and opt for sewing machines rather than purchasing land and starting an agro business, this option satisfies an immediate practical need to generate income within a safe space. But it does not challenge the status quo or start to address the strategic needs of women to start to share control over economic resources

that have traditionally been in the hands of men, and upon which greater wealth creation is based (Moser, 1995).

Sex describes the biological difference between men and women. Men produce sperm; women become pregnant, bear and breastfeed children.

Strategic gender needs are the needs women identify because of their subordinate position to men in their society. Strategic gender needs vary according to specific contexts. They relate to gender division of labour, power and control and may include such issues as legal rights, domestic violence, equal wages and women's control over their bodies. Meeting strategic gender needs helps women to achieve greater equality. It also changes existing roles and therefore challenges women's subordinate position (Moser, 1995)

Unequal power relations - A relationship in which one party (group or individual), based on its structural position in society, has more authority, status, privilege or rights than the second party. At an individual level, any one person is likely to have intersecting identities, so one's relationship to structural power can be complicated. For instance, in a work context a 'white woman boss' might have more power than a 'black man' worker. But in a context of rape, a 'black man' might have more power than a 'white woman'.

Structural inequalities: Inequalities in society based on the way the society is structured and affecting large groups of people. For example, in a society (like Apartheid SA), where it was legislated that only 'white' people could be political leaders it would not matter what the level of skill or education of a black person, they could never achieve equal status. When economic rules and practices assume that activities which can earn a wage are more valuable than activities which are unpaid but are equally necessary to a society's survival, then automatically the people performing the unpaid labour are structurally unequal to the people performing the paid labour.

References used for the glossary include:

Bennett, (2000); Elson (1998), Friedman (1999), Klugman (2000a), Meer (1999), Preston-Whyte E and Rogerson C (1991)



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