ZIMBABWE LOCAL GOVERNMENT ASSOCIATION

GENDER POLICY

Zimbabwe Local Government Association

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LIST OF ACRONYMS

ARDCZ	Association of Rural District Councils of Zimbabwe
AU	African Union
CEDAW	Convention on the elimination of all forms of Discrimination Against Women
GPA	Global Political Agreement
ILO	International Labour Organisation
IULA	International Union of Local Authorities
MDGs	Millennium Development Goals
SADC	Southern African Development Community
STERP	Short Term Emergency Recovery Programme
STERP II	Short Term Emergency recovery Programme II
UCLGA	United Cities and Local Governments in Africa
UCAZ	Urban Councils Association of Zimbabwe
UNDP	United Nations Development Programme
ZILGA	Zimbabwe Local Government Association

TABLE OF CONTENTS

1.0 PREAMBLE

It has become almost axiomatic that gender is inextricably implicated in the development process. 'Human development if not engendered is endangered', this was the central message from the 1995 Human Development Report.

Local government is the level of government closest to the people and therefore is in the best position to involve women and men in the promotion of sustainable development.

Women and men experience and are affected differently by the services they receive from local authorities. It is critical that councils and their National Associations take practical steps to embrace the diversity of local communities to achieve gender equality, equity and justice in their policies and service delivery.

1.1 Vision
The vision of this policy is to promote gender responsive local governance through the participation of women and men as equal partners at all levels in local government.

1.2 Goal
The overall goal of this policy is to mainstream gender in the development process and to enhance participation of women and men for sustainable and equitable development and equal access to services.

1.3 Policy Aims
The Policy aims to promote gender equality and equity by increasing the participation of women in leadership positions and access to resources. This will be achieved by developing gender sensitivity amongst all councils, councillors and staff. The Policy identifies specific areas for action and ensures that decision making, development, planning and implementation mainstream gender.

Women's equal participation in decision making is not only a demand for justice and democracy, but is a necessary condition for women's needs and priorities to be reflected in planning and service delivery by local authorities. The Policy will assist ZILGA and all councils to reorient some traditions and the stereotyping of women which contrive to reinforce inequality, exclusion, gender neutral policies which fail to address practical gender needs.

It will assist in public education to change mindsets, and enable society to treat women as equal and full human beings the way man are viewed.

The Policy will enable local government structures to lobby for Law reforms in areas of the law that are not gender sensitive including the Constitution of Zimbabwe.

1.4 Key Policy Principles
The ZILGA Gender Policy is premised on the following principles:

- **Equality between women and men:** This refers to a situation where women and men have equal conditions for realising their full human rights.
- **Women's equal participation in decision making**: Potential, women are able equally to contribute to the national, political, economic and cultural development and to benefit from the results.
- **Recognition of differences and inequalities among women:** Women differ according to such factors as race, disability, class, culture, religion, sexual orientation and geographic location.
- **Women's rights are human rights:** Women's rights are part and parcel of human rights as enshrined in the Bill of Rights. These rights form part of the cornerstone of democracy in Zimbabwe.
- **Customary, cultural and religious practices are subject to the right to equality:** This principle recognises the right of all persons to enjoy and practise their religious and cultural beliefs. However, these practices should not discriminate on the basis of gender.
- **Affirmative action:** through programmes targeting women to redress the legacies of discrimination and subordination.
- **Economic empowerment of women:** and capacitation of women to access and control economic resources and make decisions for improving their quality of life is a prerequisite to attainment of gender equality.
- **Entitlement to the right of integrity and security of person:** Women are entitled to the right to bodily and psychological integrity as enshrined in the Constitution. This means that women have the right to security and to make decisions over their own bodies, including their reproductive rights.
- **Gender Mainstreaming:** gender mainstreaming and women's empowerment are development strategies for achieving gender equality and equity.

2.0 OBJECTIVES

The objectives of the Policy are to -

a) Mainstream gender into all policies, plans and activities.
b) Achieve the equal representation of women and men in all decision making structures of local governance;
c) Ensure equal access and distribution of resources to women and men through gender sensitive administrative structures.
d) Achieve gender equality in access to opportunities.
e) Produce a policy framework that takes into account historical, cultural, religious, ethnic, social, political and economic underpinnings.
f) Deliver services in a gender sensitive manner based on the needs and priorities of women and men.

2.1 Within Councils
a) Develop human resources policies which support gender equality and equity.
b) Enforce a code of conduct which protects employees from sexual harassment.
c) Establish a gender desk in each council.
d) Promote a gender sensitive organisational culture.
e) Prepare gender responsive budgets through the participation of women and men.
f) Establish gender management systems that will safe guard the gender equality and gender justice for staff.

2.2 Civic Leaders

a) Women councillors will form a non partisan support network to collectively raise issues that affect them as women.

b) Establish gender management systems to safeguard the gender equality and gender justice for councillors.

2.3 Stakeholders

a) Make practical arrangements to enable women and men to participate in policy formulation.

b) Establish a forum to engage civil society and non governmental organisations to discuss gender issues.

c) Maintain communication with central government on gender issues;

3.0 CONTEXT

The Zimbabwe Local Government Association is a National Association which comprises the Urban Councils Association of Zimbabwe (UCAZ) and the Association of Rural District Councils of Zimbabwe (ARDCZ). UCAZ and ARDCZ are membership based organisations of all urban councils and rural district councils respectively. There are 32 urban councils and 58 rural district councils in Zimbabwe.

The councils are made up of elected and appointed councillors who are responsible for the governance of their local areas and the provision of essential services.

The councils exercise powers and functions which are delegated under national legislation which is the Rural District Councils Act Chapter 29:13 and the Urban Councils Act Chapter 29:15.

Councils are accountable to the residents in the local area and to Central Government which exercises oversight on councils and gives policy direction through the Ministry of Local Government, Rural and Urban Development.

In 2008, the major political parties signed the Global Political Agreement (GPA) which set the rules for an inclusive government.

Clause 7.1 of the GPA commits the parties to ensuring equal treatment of all persons regardless of gender, and to work towards equal access to development.

The commitment is supported by the National Gender Policy for Zimbabwe which provides a broad national framework to enhance gender equality and equity in all spheres of life.

The inclusive government has introduced STERP and STERP II which provide for the strengthening of governance and accountability and the promotion of equality and fairness including gender equality.

The inclusive government is currently facilitating the drafting of a new Constitution for Zimbabwe through a participatory process. This has given a new impetus for gender issues as it provides an opportunity to legislate for affirmative action.

ZILGA has embraced the opportunities provided by these developments to build on the progress which ARDCZ and UCAZ had registered in their quest to increase the

participation of women in local government to take the programme further. This policy will ensure that all councils embark on a structured programme to attain gender equality.

Debate on policy in the area of women's participation in political life, resonates across all nations of the world today. In the wake of various international conferences on women's rights, it has become obvious that nations are trying to come with practical strategies to match the letter and spirit of the various international and regional instruments that they have ratified.

International human rights bodies have in place mechanisms to monitor progress in these areas. Regional entities on the other hand are augmenting this work. The SADC regional body has put in place bench marking mechanisms to monitor progress in the area of mainstreaming gender into the politics of the day.

Both UCAZ and ARDCZ have undertaken various programmes to increase women's participation in local government politics and decision making over the past decade. This involved various researches, workshops and initiatives carried out separately by the associations. In particular, ARDCZ adopted a Sectoral Gender Policy to guide the process whilst UCAZ adopted the IULA Worldwide Declaration on Women in Local Government and produced a Gender Audit which set out a gender mainstreaming programme. The foregoing demonstrates that gender mainstreaming activities have been going on. It then makes logical sense for ZILGA to engage in a process that takes the whole initiative to a higher platform. The ZILGA Gender Policy is in itself a process that:

- Crystallises all past efforts on gender mainstreaming in local government.
- Ensures a more structured, systematic and lasting way of engendering local government structures.

3.1 Key Gender issues in local governance

ZILGA and Local Authorities acknowledge that there are significant barriers which affect the full participation of women in local governance. These include:

a) Traditional and historical bias against women's participation in local governance;
b) The unequal division of labour within households which limit the time available to women;
c) Unequal access to opportunities and resources.
d) Electoral laws which are not conducive for equal representation (absence of legislated quotas).

3.2 Why a Gender Policy for ZILGA

A Gender Policy will assist the ZILGA and local authorities to mainstreaming gender in their policies, programmes and activities.

Equality of opportunity is about enabling every member of the community to participate in the social, economic, cultural and political life. The Policy enables women and men to participate on an equal basis in the social, economic, cultural and political life. The Policy is a Gender Equality and Equity Strategy Document designed to enhance equality of opportunity for both women and men. As a gender equity strategy it demonstrates commitment to mainstream equality in local government. It

is expected that the strategy will be implemented across all the levels of ZILGA and Councils and result in Gender equality in local government structures.

4.0   GENDER POLICY FRAMEWORK

At international level, the Government of Zimbabwe is a signatory and has ratified various conventions and protocols that promote gender equality and equity. These include CEDAW, Beijing Declaration and Platform for Action, Convention on Social and Cultural rights and African Union (AU) and SADC Protocols on Gender.

ZILGA and Councils are cognisant of these various global, regional and national mandates to increase the representation and participation of women in power and decision making including:

a) The Beijing declaration and platform for the action of the Fourth World Conference on women, 4 - 15 September 1995, especially the provisions of strategy objective G.1 of the platform for action, to 'Take measures to ensure women's equal access to and full participation in power structures and decision making' and strategic objective G.2 'to increase women's capacity to participate in decision making and leadership'.

b) The outcome of the twenty-third special session of the general assembly, entitled 'women 2000: gender equality, development and peace for the twenty first century', namely the political declaration and the 'further initiatives to implement the Beijing Declaration and the platform for action'.

c) The general assembly resolution 55/71 of 4 December 2000 on the follow – up to the fourth world conference on women and full implementation of the Beijing Declaration and platform for action and the outcome of the twenty-third special session of the general assembly which reaffirmed gender equality as an underlying principle for development.

d) The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), especially the provisions of article seven calling for state parties to take all appropriate measures to eliminate discrimination against women in the political and public life of the country.

e) The Protocol to the African Charter on Human and People's rights on the Rights of Women in Africa which commits countries to integrate a gender perspective in their policy decisions, legislation, development plans, programmes and activities and in all other spheres of life;

f) The Millennium Development Goals (MDGs) which were signed during the Millennium summit in 2000 setting eight goals which respond to the world's main development challenges to be achieved by 2015. Goal number three is action to promote gender equality and to empower women.

g) The IULA Worldwide Declaration on Women in Local Government which was adopted in 1998, in particular Clause 7 which states that democratic self government has a critical role to play in securing social, economic and political justice for all citizens of every community in the world and that all members of society, women and men must be included in the governance process.

h) The SADC Protocol on Gender and Development which mandates member states to achieve by 2015, 50% representation by women in politics and other levels of decision making.

i) The UCLGA declaration made at the launch of the Women's Commission during the 1st Ordinary Congress of the UCLGA in Accra in July 2008, which recognises that Local Governments are key promoters of women's equality and can make a

difference to the lives, and the life chances of women. Increasing the number of women in local government and keeping the needs of women in mind when developing policies and services, is essential to achieving the goals of sustainable development and is a question of justice and recognising women's equality as a human right.

j) Beijing Plus 15 - The fifteen year review of the progress in the implementation of the Beijing Platform for Action which was carried out during the 54th session of the UN Commission on the Status of Women in March 2010 considered the linkages between the implementation of the Beijing Platform of Action and the achievement of the Millennium Development Goals. It made seven resolutions which include the recognition of women's economic empowerment being crucial in the implementation of the Beijing Platform for Action and the outcome of the twenty-third special session of the General Assembly and contributes to the achievement of the Millennium Development Goals.

k) The ILO Conventions which promote equality between women and men in the work place, pay equity and maternity protection.

l) At the national level, the Government has put in place legislation which enhances the status of women. These include:-

   i) Sex Discrimination Removal Act (1980) – which entitled women to hold public office and to exercise all public functions established by National law on equal terms with men;

   ii) Equal Pay Regulations (1980) which provided for equal pay for work of equal value;

   iii) The Legal Age of Majority Act (1982) which conferred majority status to women;

   iv) The Labour Act Chapter 28:01 which prohibits discrimination in relation to employment on the grounds of among other factors, sex;

   v) The Administration of Estates Act (1997) which protects the inheritance rights of women; and

   vi) The Domestic Violence Act (2007) which provides relief and protection to survivors of domestic violence.

   vii) Women's submissions to the Constitution Making Process which advocate for gender equality and legislation to facilitate the process to achieve equality.

   viii) The National Gender Policy based on the National Ethos of democracy, unity, equity, development and self-sufficiency, and in line with the need for economic growth, sustainable development, social justice and recognition and respect of human rights, wherein the government sets out to enhance participation of women and men in the national development.

5.0   COMMITMENT BY ZILGA AND COUNCILS

ZILGA and Rural and Urban Councils firmly believe that;

a) Sustainable development cannot be achieved without gender equality in local governance.

b) Women and men have equal human rights, duties and responsibilities as citizens, these include the right to be free of poverty, discrimination, violence and the right to participate equally in the process of governance, including the right to vote, to hold both appointed and elected office, and to participate in decision making at all levels of government.

c) Local government is the level of government closest to the people and is therefore in the best position to involve women and men in making decisions concerning their living conditions.

5.1   Key Concepts That Inform The Policy

5.1.1 Gender - Gender refers to the different societal expectations, norms and values ascribed to women and men, boys and girls in a particular society culture and religion.

5.1.2 Gender stereotyping - Gender stereotyping refers to the way that society expects women and men to behave and the roles they are expected to play. These stereotypes often define women and men in opposite ways; are limiting to both women and men and legitimise unequal power relations. They are expressed, for example, in the gender division of labour. They result in women being relegated to an inferior status in all areas: social, political and economic.

5.1.3 Gender mainstreaming - The United Nations Economic and Social Council (ECOSOC) defines gender mainstreaming as:
"The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that women and men can benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality."

5.1.4 A Gender Management System (GMS) is "the network of structures, mechanisms and processes put in place within an existing organisational framework to guide, plan, monitor and evaluate the process of mainstreaming gender in all areas of the organisations work, in order to achieve greater gender equality and equity." (Commonwealth Secretariat)

5.2   Gender Mainstreaming

5.2.1 Policy Statements
- ZILGA and Councils will mainstream gender in all their activities and apply the SADC monitoring process.
- They will strive to achieve the SADC targets by 2015.

5.2.2 Strategies
a) ZILGA and Councils will employ a total quality management approach to gender mainstreaming and come up with quality benchmarks on gender equality.
b) ZILGA and Councils will engender the culture of gender equality through annual reports and rewards for Councils which achieve the most significant progress.
c) ZILGA and Councils will come up with affirmative action policies and strategies to ensure equal representation in their administrative and political structures by 2010.

6.0 KEY FOCUS AREAS

The Policy focuses on four critical areas which are strategic for effective gender mainstreaming taking into consideration the functions and roles of local authorities. These are:

(a) Governance;
(b) Access to Service Delivery;
(c) Gender Responsive Budgets;
(d) Local Economic Empowerment;

In addition, there are cross cutting issues such as HIV and AIDS, gender violence, disability and the environment. Councils should also be expected to lead by example through their employment practices.

In respect of all these areas, the targets set out in the SADC gender protocol for attainment by 2015 will be stated together with the strategies to attain them.

6.1 GOVERNANCE

6.1.1. The number of women who hold elected positions in Councils as Mayors or Chairperson of Councils, Chairperson of Committees of Council or Councillors is less than 10%. The representation of women in governance structures enables them to influence policies to ensure that they address women's practical and strategic gender needs.

Participatory decision making is a key aspect in ensuring that the needs of women and men are addressed and enables residents to hold councils and officials accountable for the quality and level of services and to provide services which are informed by the experiences of women and men.

6.1.2. Key Issues
- Low representation of women among elected councillors.
- Unequal participation between male and female councillors.
- Women residents do not participate in consultative meetings.
- Policies which are gender neutral.

6.1.3. SADC Protocol Targets
- Fifty percent representation of women in decision making positions by 2015.
- Affirmative action measures to be applied.

6.1.4. Strategies
- Gender awareness training in all councils.
- Capacity building for councillors for effective participation.
- Build technical capacities for gender impact analysis of policies and programmes.
- Seek the participation of women and men in public consultative meetings.
- Maintain qualitative and quantitative gender disaggregated data.
- Advocacy for political parties to field more female candidates.
- Gender Audit of Policies and procedures;
- Lobby for review of electoral laws to provide for legislated quotas for women's representation.

6.1.5 Unwaged Work of Women

Women are active in their communities through voluntary work and community programmes. ZILGA and councils will establish forums to enhance the participation of women through community based organisations.

6.2 ACCESS TO SERVICE DELIVERY

6.2.1 Key Issues

- Local authorities provide basic services necessary for everyday life. Women are particularly concerned about the quality of these services. These services affect women because of their social roles as mothers, housekeepers and caregivers.
- Councils should analyse the impact of their services on women and men to ensure that services are provided in a gender responsive manner.
- Failure to provide efficient services increases the labour burden on women and limits their ability to participate in other social and economic roles.
- ZIGA and councils support a system which ensures fair access to services by women and men in all local authorities.

6.2.2 Water and Waste Water

Failure to provide safe and reliable water and to maintain efficient waste water systems increases the burden of labour on women as they seek alternative sources of water. Unreliable waste water systems risk the health of family members thereby increasing the burden on women as caregivers.

6.2.3 Strategies

- Provide safe water to every household at all times.
- Reduce the distance to access safe water to a maximum of 1 kilometre.
- Provide water at an affordable cost.
- Ensure a functional and efficient waste water system.

6.2.4 Refuse Removal and Management

Erratic collection of refuse forces women as home keepers, to seek alternative ways of disposal. This increases the burden of unpaid work by women and prevents them from participating in other social, political and economic roles and activities.

6.2.5 Strategies

- Provide an efficient refuse collection system
- Provide opportunities for women and men to benefit economically from waste recycling.

6.2.6 Public Lighting

Safety is a key concern for women and men in everyday life. Statistics show that women are more vulnerable in situations where security is compromised.

Cases of gender based violence increase in areas where there is no public lighting.

Failure to adequately light public streets and public areas prevents women from moving freely after sunset. This prevents them from participating in social and political activities which take place after daytime.

6.2.7 Strategies
- Promote safety through efficient lighting of public roads, streets and other public areas.
- Ensure security patrols in all areas.

6.2.8 Land use Planning
Land use planning provides an opportunity for local communities to create environments which are conducive to enhanced family life. Properly planned environments will reduce the burden on women as home keepers and caregivers through the proper siting of schools, libraries, shops and other facilities.

6.2.9 Strategies
- Master plans should be revised through a participatory process.
- Land use planning processes should provide for the participation of women and men in their areas.
- ZILGA will advocate for the amendment of the planning laws to provide for direct participation by residents.

6.2.10 Housing
The provision of decent shelter is a basic right for all residents. It is necessary that housing policies ensure the fair allocation of houses and housing stands to female and male headed households. It is also necessary to ensure women's ownership of land through the joint ownership of houses for married persons.

6.2.11 Strategies
- Housing policies must provide for equal access to housing by women and men.
- Joint ownership must be enforced for married people.
- Housing allocations must be made equitably between male and female applicants.

6.2.12 Primary Health Care:
Lack of access to primary healthcare affects women and men differently. Women are care givers in families and therefore have to access health services when family members fall sick. Furthermore women's reproductive capacity and their vulnerability to diseases such as HIV and AIDs increase their need for health services in general and reproductive health services in particular.

6.2.13 Strategies
- Provide primary healthcare facilities within a five kilometre radius.
- Provide affordable sexual and reproductive healthcare requirements.
- Provide child growth monitoring services.

6.2.14 Childcare facilities
Gender norms and stereotypes dictate that women are the primary caregivers for children. Councils provide crèches and nursery schools at affordable rates.

Failure to provide crèches and nursery schools confines women to the home thereby resulting in women failing to take part in political, economic and social activities.

6.2.15 Strategies
- Provide affordable child care facilities in all residential areas.

6.2.16 Recreational facilities

Recreational facilities are critical for the full development of women, men, boys and girls. Recreational facilities provided by councils should include activities which appeal to both women and men strategies.

6.2.17 Strategies

• Establish and maintain parks.
• Establish recreational programmes which appeal to both women and men.

6.3   GENDER RESPONSIVE BUDGETS

The budget of a council sets priorities for service delivery and development. Unless the concerns of women and men are considered during the budgetory process, budgets will not be responsive to their concerns.

Failure to provide adequate funding for essential services increases the workload for women resulting in their failure to participate in economic, social and political activities.

The budgeting process should therefore seek to address developmental and service delivery issues in a gender sensitive manner.

6.3.1 Strategies

• Councils should carry out a gender analysis of their budgets to ensure that they are gender responsive.
• Women and men should participate in the budget formulation process.
• Council technical staff should have competencies to analyse the gender impact of the budget.
• Capacity building in Gender Responsive budgeting should be provided to ZILGA and Council staff and relevant committees of Council, especially Finance Committee.

6.4   LOCAL ECONOMIC DEVELOPMENT AND ECONOMIC EMPOWERMENT

Economic development at the local level provides an opportunity to reduce poverty in the community. Women usually make the majority of the poor in society. Policies which promote economic development in councils should therefore deliberately seek to achieve equality between women and men.

6.4.1 Strategies

• Markets allocation policies must provide for equitable distribution between women and men;
• Home industries must be allocated equitably between women and men.
• Procurement policies in councils will make provisions to enable the award of contracts to companies operated by women.
• Equal participation by women and men in policy formulation and implementation of economic policies.
• Adopt policies and enact by-laws which ensure equal access, benefit and opportunities for women and men in entrepreneurship in the formal and informal sectors.
• Adopt affirmative measures to achieve equal access to economic opportunities.
• Institutionalising of Gender Budgets in all Councils.

7.0 CROSS CUTTING ISSUES

ZILGA recognises that there are cross cutting issues which affect residents at the local level and are best addressed at that level. These cross cutting issues affect the participation of women and the attainment of equality between women and men in the political, economic and social spheres. The Gender Policy therefore seeks to address these issues as a strategy to achieve equality and justice between women and men.

Identified cross cutting issues are HIV and Aids, Gender Based Violence, Disability and Environment.

7.1   HIV and AIDS

7.1.1 Key Issues
- HIV and AIDS is a serious concern in Zimbabwe and adversely affects development.
- Women and girls are more vulnerable to HIV because of their unequal economic and social status, poverty and cultural factors.
- The National AIDS Policy recognises local authorities as one of the key players in implementing the HIV and AIDS programme in the country.

7.1.2 SADC Protocol Targets   (Article 27)
- Develop gender sensitive policies;
- Ensure universal access to HIV and AIDS treatment by infected women and men;
- Develop and implement policies and programmes to ensure the recognition of work carried out by caregivers and allocate resources and psychological support for caregivers.

7.1.3 Strategies
- Produce locally specific information on HIV and AIDS to facilitate the consideration of HIV and AIDS in Council plans and budgets.
- Build institutional capacity to respond to the HIV/AIDS pandemic through the primary health care function of councils.
- Actively participate in the District AIDS Action Committees and Provincial AIDS Action committees in collaboration with other stakeholders.

7.2   GENDER BASED VIOLENCE

Gender based violence occurs at the local level in the communities. ZILGA recognises the negative effect of gender based violence on equitable development and the participation in local governance.

ZILGA notes that predominantly it is women who face violence from men.

7.2.1 Key Issues
- Gender based violence prevents the full participation by women in local governance because of the close link between the private and public spheres and their impact on social and economic development.

- Gender based violence is not compatible with the development of a just, safe and healthy city or community.
- The effects of gender based violence on health are considerable and overstretch the budgets of councils by diverting resources which could be used for development.
- Gender based violence inhibits the capacity of women to make choices in personal relationships, social, political and economic spheres.

7.2.2 SADC Protocol Targets (Article 20)
- Adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres and provide deterrent sanctions for perpetrators.
- Adopt intergrated approaches including institutional structures with the aim of reducing current levels of gender based violence by half by the year 2015.

7.2.3 Strategies
- Provide street lighting to enhance safety;
- Raise awareness on gender based violence in community programmes;
- Raise awareness on legal provisions on GBV, in particular the Domestic Act and participation in 16 days of activist campaign.
- Develop and implement effective sexual harassment policies for employees of Council.

7.3   DISABILITY

People with disabilities are recipients of service provided by councils. They have special needs and expectations which are not taken into consideration in the policies, programmes and quality of services.
ZILGA and councils will ensure equality and equity for people with disability in all plans, programmes and delivery of services.

7.3.1 Strategies
- Ensure participation of people with disabilities in council consultative processes.
- Ensure service delivery which is sensitive to the needs of people with disabilities.
- Introduce employment policies which are sensitive to the nights and concerns of people with disabilities.

7.4   ENVIRONMENT

The environment is a source of livelihoods and thus the conservation, use and management of natural resources is critical for sustainable development.

ZILGA and all councils acknowledge that environmental issues are not gender neutral because they affect women and men differently because of their societal roles.

Environmental degradation and climate change adversely affect food production, availability of water, fuel and increases poverty levels.

Because of the gender division of labour, climate change increases the burden on women in their role to maintain the means of sustenance for the family.

7.4.1 Strategies
- Planning policies should address environmental matters;
- Council policies should ensure sustainable development which incorporates environmental conservation and management.
- Community participation in environmental management activities which include women and men.

8.0   EMPLOYMENT

8.1   Key Issues
- There are too few women occupying senior managerial positions in Rural and Urban Councils and in the administrative structures of ZILGA, UCAZ and ARDC. Women dominate the middle and lower levels. They, however fail to attain positions in the top levels when opportunities arise.
- Despite the provisions of the Labour Act Chapter 28:01 which make sexual harassment a serious act of misconduct, most local authorities lack the systems to handle such cases effectively.

8.2   SADC Gender Protocol
- Equal opportunities for women in employment and equal pay for women and men carrying out similar work.
- Eradication of all forms of employment discrimination.

8.3   Strategies
- Amend employment policies to ensure that women and men have equal access to employment opportunities.
- Recruitment policies to encourage women candidates to apply.
- Staff development programmes to target women;
- Gender balance to be maintained on interview panels;
- Promotion policies should seek to achieve a gender balance;
- Code of conduct to have robust provisions against sexual harassment;
- Women and men to have equal remuneration for equal work.
- Women's reproductive roles not to be applied against their employment rights.

9.0   GENDER MANAGEMENT SYSTEMS

In order to effectively promote gender equity, equality and justice in ZILGA and in Councils, it is necessary to have effective Gender Management Systems through a network of structures to guide the planning and to monitor and evaluate the process to ensure sustainable development.

It is desirable that the Gender Management systems are established within the existing organisational framework of ZILGA and Councils. These should be connected to the national structures to ensure that local level activities are systematically accounted for at national level.

9.1   Gender Focal Points
There shall be gender focal points in ZILGA and in all Councils who will co-ordinate gender activities.

The gender focal points will be senior officials strategically placed in the office of the Town Clerk/Chief Executive Officer or Head of Department.

Gender focal points should be appointed at departmental level to enable the effective implementation of gender mainstreaming at departmental level.

Gender focal points will promote gender mainstreaming in the planning, implementation and evaluation of all activities in their respective local authorities.

9.2   Gender Management Team
ZILGA and Councils will establish a Gender Management Team made up of Departmental Heads. The Gender Management Team will provide the direction in the formulation of policies, development of indicators of effectiveness and timeframes for implementation and monitor the performance of the gender management systems and make recommendations to a committee of Council.

9.3   Gender Committee
Every Council shall have a Gender Committee which will be a Standing Committee tasked with the function of ensuring that all Council policies and activities are gender mainstreamed and that all processes and activities of Council are responsive to gender equity and equality.

9.4   ZILGA Gender Committee
• ZILGA shall establish a Gender Committee which will ensure that ZILGA and the National Associations UCAZ and ARDCZ implement monitor and evaluate gender mainstreaming in their own structures.
• The ZILGA Gender Committee will also receive returns from UCAZ and ARDCZ in respect of the gender mainstreaming activities in Councils.
• The ZILGA gender committee will comprise equal number of representatives from UCAZ and ARDCZ.

9.5   Women's Caucus
There will be a caucus for women councillors in every Council. The women's caucus will be non partisan and will promote the empowerment of women councillors and offer a support system for women councillors.

9.6   Women in Local Government Forum
ZILGA and the national associations UCAZ and ARDC shall ensure that a Women in Local Government Forum is established and supported.

The Forum will be non partisan and will mobilise women for capacity building and support systems.

9.7   Gender Disaggregated Data
In order to support the implementation of the Gender Policy through an effective gender analysis of policies, programmes and activities, ZILGA and councils will maintain qualitative and quantitative data which is disaggregated according to gender.

Gender disaggregated data will enable ZILGA and councils to assess the impact of their policies and services on women and men. The accurate data ensures that councils develop gender aware policies and effective gender mainstreaming.

10.0 MONITORING AND EVALUATION

10.1 Policy Statement
- The ZILGA Gender Policy will be subject to continuous monitoring and evaluation. Key performance indicators will be developed to demonstrate the changes achieved in a given period.
- A score card (Annexure A) will be used by Councils to establish their baseline to enable effective monitoring and evaluation.

10.2 Strategies
At Council level, the Gender Committee will be responsible for monitoring the implementation of the gender policy.

- The ZILGA Gender Committee will receive returns from each Council.
- The returns will be made public at an annual meeting to be organised for the purpose.
- The SADC Gender Mainstreaming indicators will be used by Councils.

ANNEX A

GENDER SCORECARD FOR LOCAL COUNCILS
HOW GENDER SENSITIVE IS YOUR COUNCIL?

Scoring: 0 indicates that the target has not be at all achieved, 10 is the highest value awarded if the target has been completely achieved.

Please note that this a scorecard for the institution and the questions relate to the current situation in the council as an institution. Please try to be as honest and realistic as possible as this will enable the organisation to measure progress based on accurate baseline data.

TARGET	SCORE OUT OF 10			
	COUNCIL	GL	AGREED	Do not know
POLICY FRAMEWORK				
1. The council is aware of national, regional, international commitments that the country has made especially the SADC Protocol on Gender and Development and the National Gender Policy				
2. There is a gender policy in the council and it is implemented.				
GOVERNANCE				
Representation				
3. There are equal numbers of women and men councillors in the council.				
4. There are equal numbers of women and men in decision-making positions in council, Mayoral committee, chairs of committees etc.				
5. There is gender balance on all community committees.				
Participation				
6. Women and men participate equally in council meetings.				
7. Women have an influence on decisions taken by the council.				
Public participation				
8. There is equal participation of women and men at public meetings and events.				
PLANNING				
9. Targeted gender planning and service delivery takes place in the council				
10. Strategic objectives of the Council explicitly mention gender.				
11. Information is collected from women about their constraints, opportunities, incentives and needs and women are consulted in the drawing up of plans and policies.				
12. There are gender indicators in all plans.				
MAINSTREAMING GENDER INTO EXISTING PROGRAMMES				

TARGET	SCORE OUT OF 10			
	COUNCIL	GL	AGREED	Do not know
The economy and job creation				
13. The council has a local economic development plan that targets women entrepreneurs as key beneficiaries				
14. Women and men benefit equally from informal trading facilities in the council.				
Procurement				
15. The council has a procurement policy that sets a target for increasing the number and value of contracts received by women.				
Housing				
16. The council keeps sex disaggregated data on title deeds.				
17. The council has taken steps to ensure that women benefit equally from land and housing opportunities.				
Utilities				
18. The council has sex disaggregated data on who has access to basic services i.e. Male and female headed households.				
19. Women are involved in the planning, management and maintenance of these services and facilities.				
Transport				
20. Women are consulted in regard to their transport needs.				
Health				
21. Health facilities are easily accessible to women.				
22. The council keeps sex disaggregated data on HIV and AIDS.				
23. There is a gender aware HIV and AIDS public education and awareness campaign.				
24. PEP is available at all health facilities and there are information campaigns surrounding this.				
Environmental health				
25. Women are consulted in the management of waste.				
26. Women and men benefit equally from business opportunities in this sector.				
Social development				
27. The council keeps sex and age disaggregated data on the use of existing facilities, e.g. retirement centres, community centres, libraries and Women, girls, men and boys benefit equally from budget allocations for sports and recreation facilities				
GENDER SPECIFIC PROGRAMMES				
28. The council is involved in gender-specific programmes				
Educare				
29. There has been an assessment of the need for child care facilities.				
Gender based violence (GBV) flagship				

TARGET	SCORE OUT OF 10			
	COUNCIL	**GL**	**AGREED**	**Do not know**
30. The council has an action plan and budget for addressing GBV. This has been mainstreamed into planning processes.				
Prevention				
31. A safety audit has been conducted to ascertain whether the city/town/ village is a safe place for women, i.e. To walk around safely at night and in the day.				
32. There is sufficient lighting on streets and in public spaces and all streets are named clearly.				
33. Public transport is safe for women and children.				
Public awareness campaigns				
34. The council participates in campaigns to raise awareness on gender based violence (GBV), such as the Sixteen days of activism.				
Response and coordination				
35. The council has up to date crime statistics disaggregated by sex.				
36. There is a good working relationship between the police and community, especially women. Women are adequately represented in community policing forums.				
37. Police and justice service providers are given training on how to handle cases of gender based violence (GBV).				
Support				
38. The council has established or supports victim support/ empowerment programmes (VEP), including places of safety and day care centres.				
EMPLOYMENT PRACTICES AND ENVIRONMENT				
Selection and recruitment				
39. Women and men are employed in equal numbers across jobs, grades and in management positions and are equally remunerated for equal work.				
40. There is an affirmative action policy that specifically addresses redressing gender inequalities.				
Capacity building				
41. Diversity and gender training is provided for both women and men in the council, at all levels and is done in a systematic way.				
Career pathing				
42. Women and men are given equal opportunity for growth within the council and have equal access to training and promotion opportunities				
Working conditions and environment				
43. The council provides equal benefits for women and men, including maternity and paternity leave.				
44. There is a sexual harassment policy that is enforced.				

TARGET	SCORE OUT OF 10			
	COUNCIL	GL	AGREED	Do not know
GENDER MANAGEMENT SYSTEM				
Gender structures				
45. The council has set up a gender structure, including a gender focal person, which has a budget and is empowered to do its work.				
46. Gender is written into the job descriptions and performance agreements of managers and key functionaries				
Budgets				
47. A share of expenditure is explicitly targeted at promoting gender equality.				
48. Women are able to benefit equally and meaningfully from the resources allocated to mainstream projects.				
Monitoring and evaluation				
49. Service, employment, procurement statistics are disaggregated by sex and gender indicators have been put in place for planning and human resource management systems.				
Political profile and champion				
50. Gender issues are given a high political profile by the Council and has a political champion				

SCORE: / 5 =   %

Glossary of Terms

Core concepts in this sectoral gender policy:-

Control - refers to the capacity to check and regulate on the basis of authority to make decisions vested in the individual (man and women)

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.

Empowerment - refers to the creation and expansion of one's knowledge, skills, decision making and other power bases giving them the capacity and capability to exercise influence and leadership on their own.

Equality - the legal, social, and political capacity of women and men to mobilise and manage resources at household, community, national, regional and international levels on an equal basis.

Equity - proportionate access and control over power, resources and benefits between both women and men.

Gender - on the other hand refers to classification of socially, politically, culturally and religiously constructed identities of women and men that are not necessarily static. They react to social environmental changes; therefore women and men's roles and responsibilities change in response to social changes.

Gender - implies analysis of the socio-economic, political, legal perspective cultural and psychological levels of issues to (gender understand how the differences between the sexes responsive) affect and affected by policies and practices. It analyses how these effects relate to discrimination, based on sex, and how they may impose obstacles to a person's opportunities and self-development.

Gender analysis - looking at the sexual division of labour, the access and control women and men have over inputs involves required for their labour, and the inputs (benefits of their labour). It also refers to a systematic way of looking at the different impacts of development on women and men. Gender analysis takes into account how factors of race, class, ethnicity or other factors interact with gender to produce discriminatory results.

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 bias - results when social - cultural beliefs and structural arrangements favour one sex over another.

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 defence versus social allocations) and within sectors to determine their impact.

Gender disaggregated data - This 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 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.

Mainstreaming gender has several meanings depending on the focus.

- To integrate gender dimensions (women's and men's concerns) into development programming and planning, development models.
- To get every department and division to use gender analysis in their work.
- To develop the responsibility of ensuring gender awareness in all sections and staff of an agency
- To ensure that all programmes serve to promote equality.
- To ensure that issues of women are incorporated into policy making machinery.
- To make it impossible for people or agencies to ignore, forget, overlook or fail to take into account of women and men issues.

Ownership - refers to the possession of power and resources in order to exercise control and rights over them. In the context of gender and development this calls for equitable and equal access, control and ownership of power and resources.

Practical gender interest - are those that women or men may develop by virtue of their social positioning and gender attributes.

Practical gender needs are the needs that women identify in their socially accepted roles is society. Practical needs do not challenge the gender division of labour or women's subordinate position in society, although rising 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 - refers to biological differences on the basis of which people are categorised as male or female at birth.

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.

Transparency - the openness of management processes and procedures, through which public decisions and ownership of power and authority are made and used.