DRAFT
GENDER STRATEGY FOR LOCAL GOVERNMENT IN NAMIBIA

"Let it never be said again that gender only features periodically in the work of local government! Henceforth, let gender become a central pillar of our development efforts at the local level. We will all be winners in this collective endeavour!"
- *Hon Netumbo Nandi-Ndaitwah, Acting Minister of Gender Equality and Child Welfare*

AIM
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.

CONCEPTS AND CONTEXT

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

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.

Women and men in Namibia
Women constitute 51 percent of the population in Namibia. Approximately 35 percent of the population live in urban areas with the remaining 65 percent living in rural areas. While gender equality is enshrined in the Constitution which takes precedence to Customary and Common law religious, the daily lives of the vast majority of women continues to be determined by Customary law. This relegates women to being minors most of their lives; under their fathers, husbands, sons or male relatives. Women own only a tiny fraction of land and property and widows are often disinherited of family property.

In Namibia, unlike many other Southern African countries, more girls access primary and secondary education than boys but more young men receive tertiary education than young women. There is a high drop out rate of young women from secondary education as a result of teenage pregnancies.

Men generally go into the more technical and better paid professions while women predominate in care-related work such us domestic work; nursing and teaching.

It is estimated that more than 56 percent of men in Namibia are employed compared to 41 percent of women. Women constitute the majority of the poor, the dispossessed and the unemployed.

There is a higher proportion of women than men in the informal sector, with most women predominating in the survivalist sector. Women struggle to obtain credit to start their own enterprises. A recent survey by the Ministry of Gender Equality and Child Welfare showed that while women constitute 33 percent of managers in the private sector in Namibia and 27 percent of the managers in the public sector, they only comprise 17 percent of the Boards of Directors in the private sector and 29 percent in the parastatal sector.

While women comprise 42 percent of the councillors in local government, women still only constitute 27 percent of members of parliament; 11 percent of regional representatives and 23 percent of the cabinet. The Gender and Media Baseline Study (GMBS) conducted in 2003 by Gender Links and MISA showed that women constitute 19 percent of news sources in Namibia and that women's views are most under represented in the political, sports, and economic topic categories. While men are portrayed in a wide variety of roles, women are most likely to feature in the news as home makers; models or as victims of violence.

High and increasing levels of gender violence underscore inequalities in the home and in society. Statistics show that there has been a 28 percent increase in incidences of rape and attempted rape from 2000 to 2005.

Gender violence is closely linked to the HIV and AIDS pandemic that is leading to many of the fragile gains made by women being reversed. The National Aids Policy on HIV and AIDS launched in July 2007 states that "one of the root causes on Namibia's high HIV prevalence is the low status of women. Women often do not have the chance to decide freely when, how and with who they have sex. Sex, in exchange for rewards and security, is common across all ages. Few women have real control within relationships to enforce the use of condoms." Women are the majority of those newly infected by and living with HIV, and also shoulder a disproportionate burden of caring for those infected and affected.

Gender equality and equity
Gender equality concerns ensuring equal opportunities for women and men to enjoy their human rights. Gender equity is about equality of outcome and results. It is a stronger concept that equality of opportunity. It means that women and men, boys and girls have an equal chance of reaching the finishing line, not just an equal chance of being at the starting line.

POLICY FRAMEWORK

Regional and international Commitments
Key regional and international commitments to gender equality include:
- The **Southern African Development Community Declaration on Gender and Development** and the draft Protocol on Gender and Development to be presented to Heads of State in August 2007. The latter sets a target of 50 percent women in all areas and at all levels of decision-making by 2015.
- **CEDAW** (Convention for the Elimination of All Forms of Discrimination Against Women).

- **Protocol to the African Charter** for Human and People's Rights on the Rights of Women in Africa.
- **Worldwide Declaration on Women in Local Government** which forms the basis of United Cities and Local Governments' (UCLG) work to ensure the advancement of women and the mainstreaming of gender issues.

National commitments to gender equality and equity
Key national commitments made by Namibia to achieving gender equality include:
- *The Constitution* which outlaws discrimination based on sex; gives the Constitution primacy over Customary and Common law; gives women and men equal rights as citizens and in marriage and provides for affirmative action.
- *Laws that provide for affirmative action* including Local Authorities Act 23 of 1992; Traditional Authorities Act 17 of 1995 which provides that Traditional Authorities must "promote affirmative action amongst the members of that community", particularly "by promoting women to positions of leadership"; Affirmative Action (Employment) Act 29 of 1998 which attempts to improve the representation of blacks, women and disabled persons in the formal workforce by requiring employers with more than 50 employees (25 employees since 2007) to prepare affirmative action plans for increasing the presence of these designated groups.
- *The Labour Act 6 of 1992* which prohibits discrimination in any aspect of employment on the basis of sex, marital status, family responsibilities and sexual orientation (amongst other things), as well as forbidding harassment on the same grounds. It also provides for three months of maternity leave for any woman who has been employed for at least one year by the same employer. (The new Labour Act now under consideration is expected to provide stronger provisions on sexual harassment and maternity leave.)
- The *National Gender Policy* has been in place since 1997 and is currently under review to close the gaps which have been identified by all stakeholders. The *National Gender Plan of Action* (1998 – 2003) is also under review and we recommend that the reviewed policy be aligned with this.
- *National Gender Mainstreaming Programme* – this is a new programme (2004) and should be reviewed in 2011.

> This strategy for mainstreaming gender at the local level is a critical input into the National Gender policy; the National Gender Action Plan and National Gender Mainstreaming Programmes that should include chapters on local government and ensure that local government is fully integrated into all national efforts to promote gender equality.

Gender mainstreaming
The United Nations Economic and Social Council (ECOSOC) defined 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 societal spheres, so that women and men can benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality."

Practical and strategic gender needs
Gender mainstreaming aims to ensure that both practical and strategic gender needs are addressed. Practical gender needs are related to daily needs and activities. They are linked to roles that women and men are given by society. Strategic gender needs are related to changing the relationships, roles and responsibilities of women and men in society.

Gender blind and gender aware policies and practices
Gender blind policies ignore the different situations, roles, needs and interests of women, men, boys and girls. Gender aware policies consider gender as a way of reaching set development goals by addressing gender norms, roles and access to resources.

Access, participation and transformation:
For women to make a difference, they must have access to decision-making structures. Often this involves taking special measures to overcome the societal barriers that have prevented women from being present, such as quotas. Further measures need to be taken to assure women's effective participation. If women are present and they participate actively, this will be reflected both in the way that institutions function (for example their meeting times; norms and debates) as well as in the way services are delivered. Women bring with them new ideas and agendas, as well as different perspectives on traditional concerns. These make for more responsive governance. Thus it is not only the democratic right of women to be equally represented in decision-making but also critical to more effective governance.

GENDER AND GOVERNANCE AT THE LOCAL LEVEL

Representation

Key issues
Namibia has 13 geographical regions and 50 local authorities divided into four categories: Part I municipalities, Part II municipalities, town councils and village councils.

At 42 percent, Namibia has the second highest proportion of women in local government in SADC. This is due to a combination of the Proportional Representation or list system; and affirmative action provisions in the Local Authorities Act of 1992 strengthened in the Local Authorities Amendment Act of 1997. The latter required that 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.

Both the ruling Swapo Party and the opposition Democratic Turnhalle Alliance (DTA) have made a commitment to "zebra" lists of alternating male and female candidates at the local level although this has not always been strictly adhered to. This explains why

Namibia continuously comes close to, but has never quite achieved the parity target at local level. However, as a result of similar measures not being taken at regional and national level, local government stands is exemplary when compared to other spheres of politics (see Table one).

Table one: Women in politics in Namibia

Level of Govt	Members/ Cllrs	No women	percent women
Cabinet	26	6	23%
National Assembly	78	21	27%
National Council	26	7	27%
Regional Council	107	12	11%
Local Authority	**323**	**135**	**42%**

Source: Gender Links 2007

Data on positions held by women in local government is incomplete, but available information suggests that women are still under-represented in decision-making positions in local government (see Table two).

Table two: Women in top positions in local government in Namibia

	Total	No women	percent women	percent women in council
Mayors	50	16	32%	42%
Deputy Mayors	50	28	56%	

This is approximate data which needs to be checked and updated.

Strategies
- ✓ Lobby all political parties to adopt and implement the zebra list system to ensure that the SADC target of 50 percent women in local government is achieved by 2015.
- ✓ Compile updated statistics on women in leadership positions in local government including in the management and other committees.
- ✓ Ensure that the SADC target of equal representation in leadership positions and all committees/ portfolios in local authorities is achieved by 2015.
- ✓ Raise awareness in communities on the importance of women being equally represented and participating in local politics and the importance of voting for women.
- ✓ Engage with Traditional Authorities on women's representation and participation in local politics.
- ✓ Work with the Ministry of Education to encourage gender balance in their curricula and promote gender equality in schools.

Participation

Key issues
At the Coalface, Gender and Local Government, the first comprehensive study of gender in local government in Southern Africa found that it is only when women constitute more than 50 percent of councillors that they begin to start participating effectively.

Language and level of education are barriers to women participating effectively in meetings and as a result women feel intimidated which inhibits them from speaking out. Cultural barriers also exist especially in the rural areas. Where women are in the majority they are able to influence decisions but where men are in the majority they still dominate. This is why gender balance is so important.

Strategies
- ✓ MLGHRD should develop training and material on political issues, legislation, town planning and public speaking.
- ✓ Councillors should be encouraged to use their vernacular in meetings and there should be interpretation.
- ✓ During elections political parties should identify women who have leadership potential and groom women into leadership positions.
- ✓ There should be a two week induction programme for new councillors and there should be follow ups to the training (refresher courses).
- ✓ Encourage councils to have a gender balance in the management structures of the council (e.g. if Mayor is a female deputy to be male vice versa and for committees)

Public participation

Key issues
Public meetings are held on a regular basis, at least monthly, sometimes twice a month. If issues arise that the communities whish to discuss they will call a meeting. The councils do not have gender disaggregated data on their communities. However, a general observation is that more women than men participate in public meetings. The reason cited for this is that they are the ones who are most affected by the issues that are dealt with at the local level. These meetings take place in the communities and women do not have to travel far to get to them. The women are also the ones who decide on the times of such meetings which are usually in the evenings as most of the women work during the day.

Strategies
- ✓ Gender disaggregated data on communities to be collected and analysed to inform policy making processes.
- ✓ Men should be encouraged to participate in public meetings as issues in the home and community should not only be the concern of women.
- ✓ Education and information dissemination in indigenous languages on various issues such as water, electricity, payment of bills, housing opportunities, HIV and AIDS, employment, contract and economic opportunities.

GENDER-SPECIFIC PROGRAMMES

General
In any gender mainstreaming endeavour it is important both to have gender *specific* programmes that give visibility to, and help to mobilise around gender issues, as well as ensure that gender is taken into account in *all* programmes.

Currently there are few gender specific programmes in local government, but there are potential flagship programmes that local government could take up such as gender violence and the provision of early childhood education.

Safety and security: Gender violence flagship

Key issues

There is a National Gender Violence Committee and there are Women and Child Protection units in all 13 regions. However, there is a concern that personnel have not been adequately trained to deal with the sensitive issues at hand resulting in secondary victimisation of women.

The Ministry of Gender Equality and Child Welfare will be working closely with line ministries on recommendations from a four day Gender Based Violence (GBV) conference in June 2007 and making a submission to cabinet on a comprehensive strategy for ending gender violence. Line ministries will also discuss how the proposed recommendations can be included into their next annual budget. Currently initiatives (such as the Window of Hope, Men for Change and My Future is My Choice) include involving men in campaigns that are directed at preventing violence.

Despite the alarming increase in levels of gender violence, local government has until recently been only been marginally involved in efforts to end gender violence. Opening the workshop at which this strategy was devised in July 2007, Acting Minister of Gender and Child Welfare Hon Netumbo Nandi-Ndaitwah challenged local authorities to develop local action plans for ending gender violence as part of the national efforts.

Strategies
- ✓ Local authorities should promote public education and awareness on GBV by ensuring that they take up the issue of gender violence in all public forums and meetings in which they participate and becoming involved in campaigns such as the Sixteen Days of Activism on Violence Against Women.
- ✓ Local authorities should support shelters for survivors of gender based violence.
- ✓ Local authorities should work with women in ensuring that all public places, e.g. parks, cemeteries and derelict buildings are safe through adequate street lighting and security.
- ✓ Local authorities should work closely with the police and community in ensuring that cases of gender violence are reported and addressed.

Early learning

Local government, together with the Ministries of Gender Equality and Child Welfare and Education have an important responsibility for early learning. This has significant gender dimensions, since affordable child care frees women to participate in the labour force.

The City of Windhoek undertook an early care and development needs assessment in 2005. The research findings revealed important information about Early Childhood Care and Development facilities in the Khomas Region. Some 74% of the centres were registered with the Ministry of Gender Equality and Child Welfare but only 33,3% had received visits from officials in this Ministry. Of the 39 sampled centres 46% provided meals to children and 54% catered for orphans. School fees ranged from N$ 100 and less in the informal settlement areas to more than N$ 400 in affluent areas of Windhoek. However, most centres struggled to get payment from parents. Most centres did not follow a prescribed curriculum and required training in record keeping to monitor learner progress. 87% of caregivers did not have any formal training. 94.9% indicated that they were interested in receiving further training to equip themselves with skills needed to care for children 0-6 years old.

A key concern for poor women is that many find that they cannot afford pre-primary education. Another concern is that there is no after school care during school holidays.

Strategies
- ✓ Greater coordination between local authorities and the Ministries of Gender and Child Welfare as well as Education in the provision of quality early childhood development facilities.
- ✓ Pre-primary school and kindergarten fees should be reviewed and should be affordable.
- ✓ Day care for children during school holidays should be provided for.

MAINSTREAMING GENDER INTO EXISTING PROGRAMMES

While it is important to have gender specific programmes, it is equally important to ensure that gender is integrated into all areas of the work of local authorities. There are gender dimensions to every facet of local government's work. These need to be taken into account if the work of local government is to contribute to advancing the empowerment of women and changing the attitudes of men on the ground.

Security and emergency services

Key issues
Women are more affected by emergencies and conversely by what kind of services are provided for addressing these emergencies as they more home-based than men. They also often have to "pick up the pieces" after emergencies, for example when homes are burned down as a result of paraffin stoves being used in informal settlements. Emergency facilities are available but are often not adequate or on time.

Strategies
- ✓ Every street, including and especially in informal settlements, should be named and numbered to ensure that emergency services can get to the right place as soon as possible.
- ✓ There should be a policy regarding establishment of settlements and building regulations to ensure adequate spacing between buildings.
- ✓ Local authorities should lobby business etc. to assist people in need.

✓ Community members should be trained to handle emergencies.
✓ Each council should establish a disaster management unit, and should facilitate training in first aid and disaster management including counselling services provided for victims of disasters.

The economy and job creation

Key issues

In any country local government is an important creator of jobs as well as generator of economic opportunities through its own procurement and programmes relating to small and medium scale enterprise. Women have not been major beneficiaries of these opportunities. The majority of council employees are men and there is a visible gender division of labour in local government (for example almost all engineers, refuse removal and construction workers are men, while cleaners and those cutting grass on the side of the road are women). Contracts are generally awarded to large male-owned companies. Women often do not benefit from programmes to support small and medium scale enterprises because they are not aware of these or the programmes are not geared to their needs.

Some councils have made a conscious effort to ensure that women benefit equally from economic opportunities. For example in Keetmanshoop, women are being involved in the construction of roads. However, such cases are sporadic. In general there has been little conscious effort to ensure that women benefit equally from opportunities created by local government.

Strategies
✓ Setting and monitoring specific targets to ensure gender parity in employment opportunities created by local government.
✓ Implementing and monitoring quotas for women for the awarding of council contracts.
✓ Women to constitute 50 percent of tender boards that award contracts.
✓ Organising and training women within their communities to be better placed to benefit from economic opportunities.
✓ Creating a vote item in the budgets of local government especially related to women's empowerment.
✓ Encourage and affirm larger companies that sub-contract women-owned enterprises.
✓ Create economic opportunities for women through the promotion of tourism.

Infrastructure

Key issues

Local government statistics on housing and households are not disaggregated by sex. It is therefore not possible to determine the extent to which women own their own houses or benefit equally from local government housing schemes. Lighting and safe transport are key security considerations for women. On average women are more likely to use public transport than men.

Strategies
- ✓ Collected gender disaggregated data on housing.
- ✓ Adopt a quota system to ensure that women have equal access to erven.
- ✓ Ensure gender balance on housing committees.
- ✓ Gather gender data on the usage of public transport.
- ✓ Taxis should be made safer - airbags and satellite tracking system
- ✓ All public taxis should be registered and they should issue receipts with registration numbers.
- ✓ Taxis should go for regular roadworthy tests.
- ✓ Gender disaggregated data on who owns taxis; same number allocated to women
- ✓ Establish committee to give advice to Namibian Bus and Taxi Association (NABTA) and Councils.
- ✓ Facilitate access by women to business opportunities for participating in the transport sector.
- ✓ Women to be encouraged to obtain heavy duty licences.
- ✓ Legal taxis should be one colour so that they are easily recognised.

Utilities

Key issues
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. Access to electricity has major implications for women, both with regard to security and fuel for cooking and heating and for enhancing education.

Strategies
- ✓ Ensure affordable access to water, electricity and sanitation
- ✓ Ensure that all local authorities respond to the call for information on those struggling to pay to provide information by 3 August (subsidising water and electricity to the poorest people)
- ✓ Create job opportunities, through tenders, community projects, cash for work, and training for women in this sector.

Environmental health

Key issues
Local government is responsible for health indirectly through refuse removal; the maintenance of drains; weeding and herbiciding; ensuring a healthy and hygienic environment for markets and fairs, especially the sale of vegetables and fast foods and ensuring that norms and standards are abided by in connection with food and other regulations. These are all issues of key importance to women in communities. Yet often women are not consulted in matters like the management of waste. Most refuse collectors are men. Almost all environmental health inspectors are men.

Strategies
- ✓ Create environment committees in which women and men are equally represented.
- ✓ Create forum for engaging with the public on environment and health issues in which women and men participate equally.
- ✓ Increase the frequency of health services and collection of refuse.
- ✓ Provide and maintain more public toilets.
- ✓ Local authorities solid waste management policies.

HIV and AIDS

Key issues
Local authorities are devising HIV and AIDS policies and programmes and are allocating specific budget lines for addressing the pandemic in communities. In Maltahohe a councillor has created a home for nearly 400 Orphans and Vulnerable Children. In Witvlei the council supports People Living with HIV to commute between Witvei and Gobabis to get their treatment. A counselor provides advice as part of the home based care programme. The Karibib Council have a vibrant public education and awareness programme in place.

Strategies
- ✓ All local authorities to develop gender aware HIV and AIDS public education awareness campaigns. Coordination of campaigns
- ✓ All local authorities to facilitate access to ARVs for women and men and keep gender disaggregated statistics on the uptake.
- ✓ Local authorities to campaign for care work to be recognised and remunerated.
- ✓ Local authorities to work with relevant government departments in developing sustainable solutions for Orphans and Vulnerable Children.
- ✓ Gender responsive programmes to mitigate the impact of HIV and AIDS.
- ✓ Links should be made with AMICALL (all local authorities through their mayors have signed)
- ✓ ALAN to monitor the budget allocations of councils to HIV and AIDS.

Social development

Social development is one of the main functions of the local authorities. In the absence of gender disaggregated data and analysis it is difficult to assess how gender responsive these programmes are, for example to what extent women and men benefit equally from social halls, sports facilities, museums and libraries. All of these provide opportunities for challenging gender stereotypes. However, evidence suggests that most spending on sports facilities is on sports in which men predominate. There have been few efforts to create displays in museums or cultural events in which the achievements of women are celebrated.

Strategies
- ✓ Ensuring that every library has a section on women's literature.
- ✓ Mobile libraries for making books and reading more accessible to all including rural communities and women who often do not have time to spend in libraries.

- ✓ Collection of gender disaggregated data on use of local authority facilities and ensuring that women and men benefit equally from these facilities, especially sports grounds and recreational centres.
- ✓ Designing programmes to ensure that women and men benefit equally from local authority facilities, for example promoting women in traditionally male sports eg women's soccer and boxing.
- ✓ Organising of events and displays in which the achievements of women are celebrated and gender stereotypes are challenged.

EMPLOYMENT PRACTICES AND ENVIRONMENT

Representation of women in the work place

Key issues
According to the Employment Equity Commission 2003/2004 report, women constitute 18% of the overall staff in local government and water-related services. In addition to its own staff, local government out sources a large number of services and often engages casual labour, for example to clean streets or drains. The gender division of labour is distinct in local government, with men predominating in the managerial, technical and manual areas and women in the cleaning, administrative and clerical work of councils.

Although comprehensive gender disaggregated statistics are yet to be compiled, snap surveys show that there are very few women CEOs in local government. Women comprise approximately 30 percent of middle and senior management.

Councils with staff of more than 25 are governed by the Employment Equity Act 29 of 1998. Councils may discriminate positively in favour of women (in other words if a woman and man are equally qualified preference a be given to women candidates. However, no specific targets have been set for achieving gender balance in all areas and at all levels of local government by 2015, as required by the forthcoming SADC Gender Protocol on Gender and Development.

There are no data banks on women to assist in recruiting and head hunting. There is no policy stipulating that interview panels should be gender balanced and that questions should not indirectly discriminate against women (e.g. how many children do you have; will you be able to travel etc). There are no policies in place for ensuring that women enter more senior management positions, for example talent spotting, fast tracking, coaching and mentoring etc.

Strategies
- ✓ Local authorities should adopt the SADC target of 50% in all areas by 2015 in its employment and in out sourced work.
- ✓ Job advertisements should openly encourage women to apply.
- ✓ ALAN should keep data banks of possible women candidates and these should be referred to in filling senior positions and lobby when vacancies are advertised. Local authorities to actively contribute to the data base.

- ✓ Selection panels should be gender balanced.
- ✓ Questions not discriminate against women.
- ✓ Experience and qualifications should both be taken into account in evaluating suitability for posts.
- ✓ Each local authority should have a staff development plan and this should be adequately planned and budgeted for.
- ✓ Succession planning should take account of gender gaps and the targets set.
- ✓ The succession and staff development plans should have a specific focus on upgrading the skills of women and their promotion to senior decision-making positions.

Working conditions and environment

Key issues

There is no salary discrimination for women and men at the same level in local government but men often earn more because they are in more senior positions; in higher paying areas (for example in technical rather than administrative fields) are on full time as opposed to part time contracts; and have more years of uninterrupted service.

Maternity leave is provided for but women often do not get full pay as they get a proportion from the local authority and a maximum of N$2400 from Social Security (soon to be raised to N$6000). Paternity leave is not a standard practise. None of the local authorities have child care facilities or policies. While some local authorities have sexual harassment policies, in other cases this is simply referred to in staff rules as a disciplinary offence and is not accompanied by a work place code of conduct or public

Strategies

- ✓ Maternity leave provisions should be reviewed to ensure that women are able to take three months of fully paid maternity leave through the contributions of both local government and Social Security.
- ✓ Paternity leave should be provided for and standardised; and accompanied by programmes on responsible fatherhood. Consideration should be given to shared maternity and paternity leave.
- ✓ All local authorities should have a well defined sexual harassment policy accompanied by work place education and awareness.
- ✓ The Code of Conduct should ban use of sexist jokes and language and encourage behaviour that respects the rights of women and men in the work place.
- ✓ Meetings should, as far as possible, not run too late in the evening.
- ✓ Child friendly corners should be created and serviced so that councillors; staff or members of the public who have child care constraints can participate effectively.

GENDER MANAGEMENT SYSTEM

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)

Planning

Key issues
The vision and mission statements of local authorities are gender blind. Women tend not to be consulted about their needs in the drawing up of plans because they are mostly devised in sub-committees where there are mostly male councillors. Information has not been collected from women about their constraints, opportunities, incentives and needs. Gender indicators have not been included in the plans of local government. Customer satisfaction surveys are not conducted and there is no gender disaggregated data on levels of satisfaction with the services rendered by local government.

Strategies
- ✓ Vision and mission statements of local authorities should be gender aware.
- ✓ Surveys should be conducted prior to planning to determine what women and men in communities need and want.
- ✓ Women and men should be consulted in the drawing up of local government plans.
- ✓ All units and departments should be required to include gender indicators in their business plans.
- ✓ Municipalities and councils should administer customer satisfaction surveys that are disaggregated and analysed according to gender.

Gender structures

Key issues
The Commonwealth GMS describes the National Gender Machinery (NGM) as the body or system of bodies recognised by the government as the institution dealing with the promotion of gender equality. In Namibia the body for coordinating gender mainstreaming is the Ministry of Gender Equality and Child Welfare. However, because gender mainstreaming can only become a reality if gender is being systematically taken into account in all spheres and at all levels, the Ministry needs to work with gender focal points or units in all ministries. Similarly gender focal points or units need to be established and coordinated in local government, and this coordinating structure needs to liaise with the Ministry of Gender Equality and Child Welfare. At present there are no gender structures in local government. However, a gender desk is being created within the Association of Local Authorities (ALAN) and a multi party gender caucus among women councillors.

Strategies
- ✓ Each local authority should have a gender coordinator in the office of the CEO.
- ✓ The gender coordinator should be assisted by gender focal points in all departments, together comprising gender management committee.
- ✓ Senior managers must take ultimate responsibility for gender mainstreaming within the administration.
- ✓ Gender should be a standing item on the agenda of management committee meetings.

- ✓ Gender mainstreaming should form part of job descriptions and performance agreements of those responsible.
- ✓ Each local authority should have a gender committee comprising councillors and stakeholders to provide political oversight for gender mainstreaming in the work of local government.
- ✓ ALAN should facilitate sharing and dissemination of best practices on gender mainstreaming.

Budgets, monitoring and evaluation
Key issues
An important test of gender mainstreaming is the extent to which this is reflected in budgets. At present the budgets of local authorities are gender blind. They do not reflect any specific allocations for promoting the equal status of women and men in society (for example specific budget lines for ending gender violence; women's empowerment funds etc).

There is little public participation in budget processes. Overall allocations are not informed by gender analysis. Many of these allocations, while appearing to be gender neutral, mask gender disparities. For example a high proportion of the allocations are to salaries. But the majority of municipal employees especially at a senior level and in the higher paying occupational categories are men. Gender analysis of allocations in areas like sports facilities would most likely reveal that women and men are not equal beneficiaries.

Gender analysis of budgets can only be carried out if gender disaggregated statistics are kept in all areas of local government work- employment, procurement, programmes. At present this is not the case. This data is also critical for setting targets and indicators and measuring progress towards the achievement of gender equality in local government.

Strategies
- ✓ Management of local authorities to ensure that all data is disaggregated and analysed according to gender.
- ✓ Gender indicators to be built into Key Performance Indicators of local government programmes and HR management.
- ✓ Women and men to participate equally in public consultations on planning and budgets.
- ✓ A specific budget line for advancing the status of women (including fighting gender violence and HIV and AIDS.)
- ✓ Gender analysis to be applied to all budget allocations to ensure that expenditure is gender sensitive and responds equally to the needs of women and men.
- ✓ ALAN should play a monitoring role.

Capacity building

Key issues
Councillors do receive training with regard to their work, but have different levels of skills and needs. Women often have more informal than formal qualifications and often

lack the confidence to speak out. Gender is not integrated into induction courses or ongoing training, or into staff development programmes.

Strategies
- ✓ Gender awareness campaigns within local government and in the community.
- ✓ Training programmes for new councillors, especially women who have not had the same experience and exposure of men.
- ✓ Ongoing mentorship and support, through linkages with civil society.
- ✓ Gender sensitivity training for both male and female councillors.
- ✓ Gender analysis training for councillors and staff with specific gender mainstreaming responsibilities.
- ✓ Social workers in each municipality.