# INCREASING WOMEN'S PARTICIPATION IN
## Municipal Decision Making
### Strategies for More Inclusive Canadian Communities

## RESOURCE KIT

Federation
of Canadian
Municipalities

Increasing Women's Participation in Municipal Decision-making Processes:
Strategies for More Inclusive Canadian Communities
A Resource Kit

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This resource kit is a companion document to the Final Report of the FCM Increasing Women's Participation in Municipal Consultation Processes project. The resources and tools in this kit are based upon the findings of this one-year research project conducted by the Federation of Canadian Municipalities with funding from Status of Women Canada (June 2003-2004).

At the beginning of the Increasing Women's Participation project, the kit was envisioned as a "toolkit" or a collection of tools, policies and best practices used in Canadian municipalities to effectively involve diverse women in municipal decision-making processes. As the national and community site research unfolded it became clear that there were few Canadian examples of proven tools and processes. There were several reasons for the project's difficulty in collecting tools from Canadian municipalities:

- A national survey was conducted of FCM member municipalities to collect information, tools, policy examples and practices that support women's participation. 152 municipalities responded to the survey, but there were no examples of policy or best practice provided from the survey.

- There is no central information clearinghouse, organization or structure in Canada to collect and distribute information, best practices and issues related to women and local governance. This makes it difficult to locate the tools that exist and are successful.

- Participants in the national and community site research identified barriers to participation, extremely low levels of participation by marginalized women, and a widespread lack of faith in government. The findings suggest that resources and tools are urgently required to increase women's participation and to address the current gender deficit in local governance.

The Increasing Women's Participation project successfully gathered information on international tools and processes and experiences from the community site research that support women's full participation in local governance. They have been compiled to form this project "resource kit". The resources can be adapted to suit Canadian communities, and the kit includes best practices, as well as examples of successful processes in Canada from the national and community site research. The development of a Canadian "toolkit" to support the full inclusion of women in municipal decision making will need to be the next step of the work.

The Increasing Women's Participation project thanks the many people, organizations, and communities who contributed so generously to this resource kit. The reproduction of this resource kit is encouraged with credit to: The Federation of Canadian Municipalities.

## AREAS OF WORK

The resource kit is organized in three broad circles and areas of work:

**The Inner Circle** is made up of two intersecting concepts that act as anchoring principles: gender equality and full inclusion.

**The Middle Circle** is made up of six areas of work that contribute to gender equality and full inclusion: Information, Access, Consultation, Leadership, Partnerships, and Gender Mainstreaming.

**The Outer Circle** represents the outcomes for communities and municipalities when decision-making is based upon inclusive approaches to consultation and the full participation of women.

## USING THE RESOURCE KIT

Municipalities and women's organizations across Canada differ widely in the way they do their work, access resources, define issues and priorities, and in their level of success in including women as active participants in decision-making processes. The resource kit provides a framework for planning and action to increase women's participation but it is up to each local community to decide how best to use these resources. Some communities may embark on a comprehensive approach while others will want to focus on one or more areas of work that are most needed in their communities.

This resource kit will help the user to:
• Increase women's access to information about municipal government and municipal services
• Address barriers to participation and improve women's access to municipal processes
• Use consultation processes that work for women and all citizens
• Develop leadership and capacity for women in their communities
• Build partnerships between municipal government and women's organizations
• Implement gender mainstreaming principles
• Increase women's participation in municipal decision-making processes

# INCREASING WOMEN'S PARTICIPATION — GETTING STARTED

The resource kit is based on research conducted in 2003-2004 by the Federation of Canadian Municipalities through the Increasing Women's Participation in Municipal Consultation Processes project. The research involved municipalities, women's organizations and women across Canada at six diverse community sites. It recommended changes in municipal public participation and decision-making processes in order to increase the participation of women in local government activities. In particular, the research noted that women who are marginalized because of Aboriginal status, race, ethnicity, immigrant status, poverty, sexual orientation and disability need additional information and support from municipal governments and equality seeking organizations to overcome barriers to participation.

**(a) Some questions to consider when getting started:**
- What can we do realistically do to increase women's participation with the resources available?
- What resources do we need to do the work?
- Who can help? Do we have support from key people? Are the right people at the table?
- How can we build on the expertise, strengths and knowledge in our community?

**(b) Phases in the work to increase women's participation**

1. *Assessment*
   What are the needs?
   What information/data is needed and how can it be accessed?
   What is the desired change?

2. *Developing a Plan*
   What are the specific goals and expected outcomes?
   What are the criteria for success?
   Developing the Work Plan – Who does what?

3. *Evaluation*
   What has changed?
   What still needs to be done?
   Overall level of success

**(c) Using the resources to fit community needs**
The resources are generic and can be tailored and adapted to fit the unique situation and experiences of each community, building on local strengths and expertise to accomplish the goal of increased participation and inclusion for all citizens.

## (d) Definitions

*Gender*
Gender is the culturally specific set of characteristics that identifies the social behaviour of women and men and the relationship between them. Gender refers not simply to women or men, but to the relationship between them and the way it is socially constructed. Because it is a relational term, gender must include women and men. Like the concepts of class, race and ethnicity, gender is an analytical tool for understanding social processes.

*Gender Equality and Gender Equity*
Gender *equality*, equality between men and women, entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles and prejudices. Gender equality means that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender *equity* means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities.[1]

The intersecting concepts of gender equality and full inclusion form the underpinning principles to increase women's participation and to foster good local governance in this resource kit.

Local governance must be gender sensitive if it is to be equitable, sustainable and effective, and engendering the practice of governance in communities directs attention to broader questions of diversity and civic engagement.[2]

**An International Agenda to Support Equality and Inclusion**

Canadian communities are part of a worldwide action plan[4] to support women's equality and full inclusion by:

- Promoting gender equality through strategic goal setting, the implementation of community vision, and maintaining local democratic accountability.
- Providing service, especially in the areas of welfare, childcare and community services.
- Promoting the view that both women and men are equally responsible for family and public matters.
- Helping to safeguard women against public and domestic violence, abuse and sexual molestation.
- Recognizing women's economic rights and contributions.
- Ensuring women have equal access to employment opportunities, equal pay and working conditions, and equal access to promotion and training.
- Providing access to decision making through elected office and consultation processes.

## EQUALITY

### What is Gender Equality?

Women and men and boys and girls have different needs, aspirations, perceptions and priorities[6]. Gender equality ensures that these differences are valued equally. Gender equality means that women and men enjoy the same status. It means that women and men have equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development. It also means that men and women benefit equally
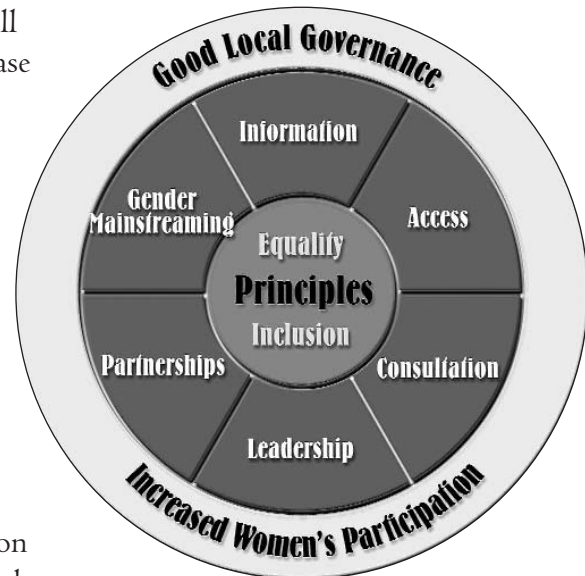
*"Women are not the only group to be marginalized from planning and policy-making processes. If civic engagement is to harness the full complement of human energy and creativity, then cities need to be inclusive and to welcome social diversity."[3]*

*"The systematic integration of women augments the democratic basis, the efficiency and the quality of the activities of local government. If local government is to meet the needs of both women and men, it must build on the experiences of both women and men, through an equal representation at all levels and in all fields of decision-making, covering the wide range of responsibilities of local government."[5]*

(Article 11: IULA Worldwide Declaration on Women in Local Government, 1998)

from the results. Equality between women and men is not the same as treating everyone the same. Gender equality recognizes that it may be necessary to treat men and women differently in order to achieve equal results.[7]

## A Gender Lens

A Gender Lens is an overarching tool to look at the different needs and realities of women and men at each stage of the development of municipal policies, plans and programs:

- Preparation,
- Research and analysis,
- Policy development and
- Consultation and participation.

The application of a gender lens is not an "add on" but is a cross-cutting tool to ensure an analysis of gender related impact is included in municipal decision making.

## Gender Lens Tools

The Royal Town Planning Institute (RTPI) in London, England, has developed a resource kit on Gender Equality and Plan Making. The resource kit shows how to incorporate a consideration of gender into planning and is based on a series of questions that can be used at any stage of the plan-making process. The following tool can be modified for program or policy development.

For more information about the toolkit and RTPI see the website: *www.rtpi.org.uk*

1. **What are the different experiences and roles of women and men and/or boys and girls, which might affect:**
   a. The issues and problems which need to be addressed by the plan (program, policy, activity)
   b. How women and men might benefit from a policy proposal
   c. How the policy or proposal is implemented
2. **What are the implications of these differences between women and men?**
3. **What are the implications for planning (program) policy?**
4. **What policy recommendations would help ensure gender equality?**
5. **Who will assume responsibility for implementation?**
6. **How will success be measured?**

### Facts – Canadian Women in Local Government

- *Women make up 52% of the population but only 21% of elected municipal politicians*
- *Canada now lags far behind many developing countries in number of women elected in local government*
- *On average, women are under-represented on municipal advisory committees and at municipal consultations*
- *Women reported many practical and systemic barriers to participation in municipal processes*
- *Diverse women (for example: visible minorities, Aboriginal, immigrant, disabled) are poorly represented in all municipal decision-making processes.*

(Findings from the Increasing Women's Participation in Municipal Decision-Making Final Report, 2004)
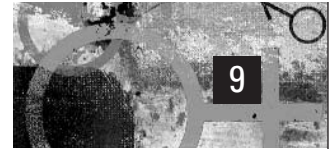
## Examples of Gender Equality

### A.  Planning for Gender Equality, City of Cambridge, UK

The following example from the RTPI Gender Mainstreaming Toolkit illustrates how the City of Cambridge put a plan in place to support gender equality. The city developed this plan when it considered a request for rezoning from a company that wanted to relocate an office from a downtown site to a site in an outlying area.

**I)  What are the different experiences and roles of women and men and boys and girls, which might affect:**
- The issues and problems which need to be addressed by the plan
- How women and men might benefit from a policy proposal
- How the policy or proposal is implemented

Relevant statistics:
- 60% of office workers are currently women
- 80% of public transport users are female
- 30% of women have daytime use of a car

Other relevant data from surveys:
*Surveys show that women have a need for more support facilities and more predictable journey times. What do women and men's organizations say about the proposals?*

**2)  What are the gender implications?**
An out of town office development would disadvantage those without a car, the majority of whom are women.

It is also likely to make it more difficult for those with caring responsibilities (the majority of whom are women) to combine a number of different journeys in the normal day.

**3)  What are the implications for office development policy?**
An office development policy needs to take account of how potential employees will get to work.

A new out-of-town scheme would act as a magnet for further development and thus heighten the potential gender bias created by the policy.

**4) What policy recommendations would be necessary to ensure gender equality?**
A policy needs to be developed, which will ensure that women and men can both access new jobs. This may mean ensuring that public transport policies are put in place alongside the land-use allocations. If this cannot be achieved, then this kind of policy may need to be reconsidered and new office development concentrated around existing public transport hubs.

**5) Who will be responsible for implementing the policy?**
Local Planning Authority / Developer.

**6) How will success be measured?**
A good gender balance of employees commuting to different work locations. An increased use in public transport (and reduction in car use). Inclusion of on-site crèche facilities / nursery (or located near by).

**B. Canadian Cities Make a Commitment to Gender Equality**

For many municipalities, the first step towards increasing women's participation is to make a formal commitment to gender equality by adopting a declaration or charter in council.[8] The cities of Ottawa, ON, Vancouver, BC, and Montreal, QC, and other Canadian municipalities have adopted the IULA Worldwide Declaration on Women in Local Government, a comprehensive charter that FCM has also adopted. It provides municipalities with a framework and a guide for action at the local level that are linked to equality work around the globe. By adopting the IULA Declaration, a municipality supports:

- Strengthening efforts to make equal the number of women and men in decision-making bodies in all policy areas.
- Applying the mainstreaming principle by integrating a gender perspective into all policies, programs and service-delivery activities in individual local governments and their representative associations.
- Looking at new ways to ensure women are represented and actively participate by formal as well as informal means in local governance.
- Working for changes of attitudes related to gender issues by awareness-raising activities in the education system and within the structure of local government.
- Working with other actors of society to accomplish the goals of the IULA declaration.

More information about the IULA Declaration is available at *www.cities-localgovernments.org/uclg*

## Community Self-Evaluation: How Women-Friendly is Your Community?

FCM and the City of Montreal's *Femmes et ville* program collaborated to produce *A City Tailored to Women: The Role of Municipal Government in Achieving Gender Equality*. The 2004 Edition includes a tool to help cities complete a self-evaluation on gender equality. The tool could easily be adapted for communities of all sizes.

The tool uses check lists to measure and determine a "score" on gender equality and good governance in three areas:

1. **Political Structures, Mechanisms and Resources:** The presence of national and local policies on women's rights, gender equality, inclusive consultation policies, women's safety policies and gender mainstreaming programs.

2.  **Administrative Structures, Mechanisms and Resources:** The presence of a gender equality/ Women's office to implement gender mainstreaming, gender equality action plans, training in gender mainstreaming, use of gender-disaggregated data, equal opportunity hiring, gender impact assessment of policies, programs and services, information services, citizen complaint process.

3.  **Participation and Partnership Structure and Mechanisms:** The presence of a women's advisory council, public consultation processes, civic education campaigns, improving women's access to services, partnerships committees and city-wide public assemblies.

For a copy of the self-evaluation tool and more information check www.icmd-cidm.ca, where you will find *A City Tailored to Women 2004*.

## Example of Equality Policy

**ICMD Policy Statement on Gender Equality**

FCM's International Centre for Municipal Development (ICMD) adopted a policy statement on gender equality and local governance. The policy statement addresses two areas of gender equality: Equitable Access to Municipal Services and Programs, and Equitable Access to Municipal Power and Resources. The statement also includes international examples and recommendations for future action. A copy of the policy statement is posted on the FCM website at: *www.icmd-cidm.ca*, in the *About ICMD/Governance* section.

## INCLUSION

"'Inclusion' and 'exclusion' have become key concepts in government policy in Europe and are attracting international attention. In Canada, growing social divisions among families, the increase in child poverty, economic 'apartheid' resulting from racism, and the exclusion of children with disabilities from public policy frameworks, such as the National Children's Agenda, are fuelling an interest in social inclusion as a focus for public policy. In addition, the federal government exploration of 'social cohesion' resonates with many Canadian municipalities and communities. The demographic changes brought about by immigration and the financial stresses caused by the 'downloading' of responsibilities highlight the need to pay attention to issues of inclusion and diversity."[9]

### What is Full Inclusion?

To be included is to be accepted and to be able to participate fully within our families, our communities and our society. Those who are excluded, whether because of poverty, ill health, gender, race, lack of education, sexual orientation or religion, do not have the opportunity for full participation in the economic and social benefits of society.

*"The civic capacity of large and small municipalities to sustain communities of social and cultural diversity living in states of vitality and harmony is a fundamental challenge to the future of Canada. It is within civic communities that basic states of social inclusion are cultivated and experienced. It is within civic communities that the relationships between citizenship and diversity are established."[10]*

Social and economic inclusion reflects the need to address poverty and exclusion by including the voiceless and powerless in shaping the policies that affect their lives. It welcomes these individuals and groups into the planning, decision-making and policy-development processes in their community. In addition, it empowers them by offering them the opportunities, resources and support they need to participate.[11]

### An Inclusion Lens

An Inclusion Lens is a tool for analyzing policies, programs and practices to see if they promote the social and economic inclusion of individuals, families and communities. It can be used by policy makers, program managers, community developers and activists in both the public and non-profit sectors to plan for inclusion and to engage excluded groups in meaningful dialogue.

The Population and Public Health Branch of Health Canada has supported the development of tools for social and economic inclusion in Atlantic Canada, Ontario and Nunavut.

## Inclusion Lens Tools

1.  The Health Canada Atlantic Regional Office published "An Inclusion Lens: Workbook for Looking at Social and Economic Exclusion". It provides practical resources to apply an inclusion lens in the development of plans, services and policy.

For additional information, see the following web site: *www.hc-sc.gc.ca/hppb/regions/atlantic/pdf/inclusion_lens-E.pdf*

2.  "Closing the Distance – Social and Economic Inclusion Initiative" is a project of the Social Planning Network of Ontario (SPNO) and participating local organizational members. Created in 1991, SPNO is a province-wide network of more than twenty community-based social planning councils that provide research, policy analysis, community education and community development supports on issues of social and economic development in their local/regional areas.

The "Closing the Distance – Social and Economic Inclusion Initiative" developed an analytical tool to identify strategies and approaches that remove barriers and promote inclusion based upon the following questions:

*   **What are the realities of exclusion?**
    How do people feel left out? How do they experience being 'put at a distance' from resources or participation in the community?

*   **What are the sources of exclusion?**
    Why do people feel left out? What do they say is the cause of their distance?

*   **What are the benchmarks of inclusion?**
    How could people affected feel that they were part of the community? What would give them a sense of belonging and recognition? What would have to change in the way that they experience life in the community and larger society?

*   **What policies, programs, practices, etc. would create or advance inclusion?**
    What kind of action is needed? Who is responsible for making these changes?

Closing the Distance has developed a matrix tool to complete a "deep analysis" of social and economic exclusion in communities, and to identify conditions and actions needed to create inclusive, welcoming and supportive communities for everyone. Check the web site for more information: *www.closingthedistance.ca*

## Examples of Inclusion

**Recommendation for Inclusive Recreational Programming for Women**
This recommendation for action came from the final report of the action research project *Breaking Isolation – Getting Involved* of the Community Social Planning Council of Toronto.[12] The report looked at the disparities in the city of Toronto that are becoming entrenched along lines of race, gender and geography, and included ideas that would "kick start" change to fully include women. The following is one of eight recommendations for change:

**Getting Women Active and Involved through Public Recreation**
The Parks and Recreation Department should place a high priority on women's access to City programs and facilities with a publicity campaign to increase use of public recreation centres by low-income women, women of colour and refugee women and their children. This would involve:

- Eliminating recreation fees for single parents and their children across the City for all adult and children's programs.
- Establish women-only programs in sports, fitness and other activities at recreation centres across the City.
- Commit to the building of full-service recreation centres in low-income neighbourhoods where they currently do not exist.
- Conduct mandatory, independent, anti-racism and anti-oppression training for supervisors and managers at all levels, and in all aspects of the Parks and Recreation Department.
- Linguistically/culturally appropriate mass outreach to women to let them know about the availability of programs designed for them (e.g., radio and TV spots, newspaper ads, billboards etc.).

## Resources on Inclusion

**The Social and Economic Inclusion Initiative**
The Social and Economic Inclusion Initiative (SEII) is a project of the Social Planning Network of Ontario (SPNO) and participating local organizational members. The SPNO web site is at *www.lks.net/~cdc/spno.html* and includes access to research and information on social capital and community capacity building.

**Final Report of the Action Research Project Breaking Isolation – Getting Involved**
*If Low-income Women of Colour Counted in Toronto*. Punam Khosla. The Community Social Planning Council of Toronto. 2003: *www.socialplanningtoronto.org/Research*

**Building Inclusive Communities: Cross-Canada Perspectives and Strategies**
Prepared by Peter Clutterbuck and Marvyn Novick for the Federation of Canadian Municipalities and the Laidlaw Foundation. April 2003. *www.fcm.ca/newfcm/Java/inclusive.htm*

# THE MIDDLE CIRCLE — AREAS OF WORK

Six areas of work contribute to gender equality and full inclusion: information, access, consultation, leadership, partnerships and gender mainstreaming.

## INFORMATION

Access to information about municipal government (what it is, how it works and how women can participate) was identified as a serious constraint to women's participation in the Increasing Women's Participation project research[13]. The findings suggest that municipalities need to do more to make information available to women about their processes and services, and rethink the way they provide information in the community.
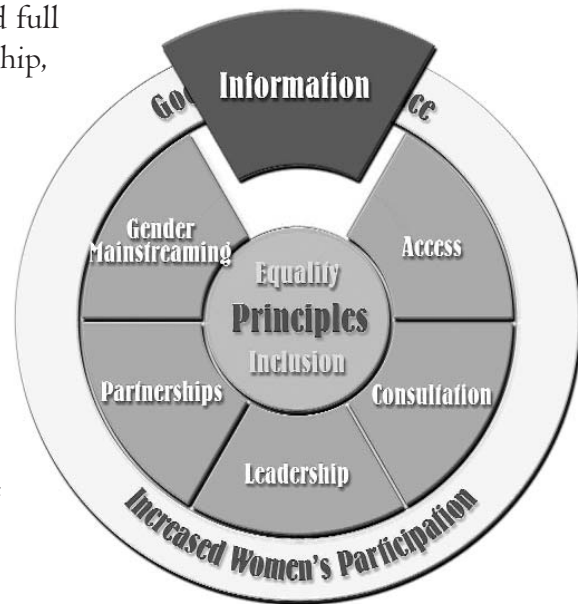
Municipalities will be more successful in engaging women in consultations and decision-making processes when they meet the information needs of women.

This section of the resource kit outlines barriers to information identified by women and strategies for municipalities and women's organization to improve women's access to information.

### Information Barriers and Information Needs

A list of information barriers and commonly asked questions:
- Lack of information about municipal structures and responsibilities.
    - What are the areas of municipal responsibility and decision making?
    - Is this a municipal, regional, provincial or federal issue?
    - What is the difference between municipal government and provincial and/or federal government?
    - Who does what?

- Not knowing how or where to get information about municipal government and municipal processes.
    - Who to contact?
    - Where is the information?

- Not knowing which community services are provided by municipal governments and which are provided by other forms of government, or by the public or private sectors.
    - Who does what?
    - How do people find out?

- Not knowing the rules, protocols, committee structures and processes within municipal government.
    - How can people get involved and contribute on municipal committees, in consultations, as an elected member, etc.?
    - How are concerns brought forward?
    - How to present before council?

- Not knowing whom to contact about issues or for information.
    - Who is the elected representative and how is she/he contacted?
    - When should an elected person or a staff person be contacted?
    - How do people get past voice mail at city hall?

- Not knowing their rights and responsibilities as citizens of the municipality.

- Not understanding how democracy works, especially for immigrant or refugee women from non-democratic countries.

- Limited access to information from the municipality because:
    - Technical language and/or jargon.
    - Information is provided in one way only, or in one location only (for example, an ad in the newspaper or on a web site) but not made broadly available through community networks or through multiple avenues that are accessible to marginalized people.
    - Language and/or literacy barriers.
    - Municipalities do not provide information readily.
    - No phone, no computer, no Internet, no car.

- Women's organizations and/or networks do not have information about municipal structures and processes to assist women bringing issues forward.

## Facilitators: Women Accessing Information

There are many practical ways that municipalities can facilitate women's access to information and services. The following list of facilitators comes from the publication *Making the New City of Ottawa Work for Women: The Results From Focus Groups on Women's Experiences Accessing Municipal Services in Ottawa*, based on research that identified lack of information as a barrier to women's access to municipal services.[14]

| Facilitator | How It Works | Implications for Municipalities |
|---|---|---|
| Interacting with Real People | Women get information about municipal processes, planning and services through people:<br>• Police<br>• Municipal staff<br>• Community organizations<br>• Professionals<br>• ESL classes<br>• Schools<br>• Informal networks<br>• Word of mouth | Municipalities train all staff on broad range of municipal programs, services and structures.<br><br>Municipal staff dedicate time to provision of information in community.<br><br>Outreach to professionals and community organizations on services/ consultation processes.<br><br>Centralized telephone number answered by people, not answering machines. |
| Formal and Informal Interpreters | Cultural interpreters assist women who do not speak English or French.<br><br>Allophone women enlist informal interpreters, friends and/or family, when accessing services.<br><br>Immigrant women need people to provide them with information on their rights, what services they are entitled to and to address language barriers. | Municipalities assist allophone women and immigrants with information needs through partnerships with immigrant and cultural organizations.<br><br>Municipalities develop policies and practices that address language barriers.<br><br>Municipalities develop alternatives to answering machines (a barrier for women who use informal interpreters) to access information. |
| Information is readily available through media, flyers, directories, etc. | Multiple ways of providing information help: flyers, pamphlets, TV and radio, newspapers, directories, web sites.<br><br>Print materials are in plain language.<br><br>Information is available in other languages and at a range of public locations. | Municipalities provide information in multiple ways and in plain language.<br><br>Directories of municipal services and information on public processes are available in public places (municipal office, library, schools).<br><br>Municipalities develop strategies and commit resources to effectively reach women in the community. |
| Transparency and equal access to information | Transparency about services, benefits available to women and eligibility criteria.<br><br>Materials and opportunities are accessible for people with disabilities. | Municipal staff provide complete information on available services and benefits.<br><br>Municipalities address access issues for disabled people. |

## Strategies for Municipalities: Improving Access to Information

1. Use a "gender lens" to review information provided about municipal services and process, how it is provided and where it is provided to determine if it meets the information needs and realities of women in the community.

2. Use an "inclusion lens" to determine if the way in which information is provided takes into consideration the needs of diverse groups in the community.

3. Provide information on why women's input and participation in municipal government is important, how they can have input, how the municipality helps women overcome barriers to participation and how the municipality works to meet the needs of women and men in their full diversity.

4. Consult with women and women's organizations on their perspective of information needs for women. Make sure women's organizations have information about municipal government processes and how women can have input. Where possible work with equality-seeking organizations to improve knowledge about municipal processes and services.

5. Use plain language. Avoid jargon.

6. Address language barriers.

7. Provide information guides on how to bring issues forward to council, how to write briefs and make presentations, how to contact council members and municipal staff, and how the municipality conducts public consultations. Distribute them through women's organizations and networks.

8. Organize opportunities for elected officials and women to meet. Provide information about how women can get involved in local government.

9. Provide financial and staff resources to support workshops, panel discussions, and regular information events on local government and how women and the community can get involved.

10. Use multiple strategies to get information about municipal structures, processes and services out into the community: print, electronic, face to face, videos, etc., that will reach the full diversity in the community.

11. Women councillors have an important role to communicate directly with women about the importance and value of women's participation.
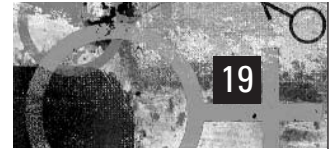
## Strategies for Women's Organizations: Supporting Women's Information Needs

1. Keep current information on municipal government structures, processes, elected officials and the role of the local municipality available for women and for staff.

2. Train staff on local government responsibilities and the impact they have on women's lives, so staff can be a resource for women.

3. Forge linkages with local municipal government officials (elected and staff), provincial/territorial municipal associations and FCM to learn how municipal government works, and about opportunities for partnerships and joint projects.

4. Hold local forums with elected officials, members of municipal committees and women to share information on current issues, as well as the role of local government in addressing these.

5. Organize local training sessions for women on how to bring issues of concern to the attention of local government and to learn practical lobby skills.

6. Work with other organizations and the municipality to develop and deliver community-based education programs on civic processes, municipal structures, how to get appointed to Boards, Committees, Commission, effective consultation processes and services provided by the municipality.

7. Work with other organizations and the municipality to set up a mock city council meeting for women and workshops on the rights and responsibilities of citizens.

8. Use annual gatherings, meetings, conferences and training events to increase knowledge about local government, how women's organizations can influence local policies and programs, and how to involve and support women in political action at the community level.

## Examples: Meeting Information Needs

### A. A Guidebook for Citizens

The *Chantier démocratie* task force created a guidebook addressed to Montreal citizens for the 2002 Summit in Montreal. It explains in clear language how citizens can prepare for participation in municipal decision-making processes, such as how to prepare questions and briefs, and how to effectively express their opinions. The Women's Y of Montreal is recommending that the City of Montreal make the guides available to women's centres in the city.

**B.    Women's Organization Provides Information for Women**

The **Canadian Congress of Muslim Women (CCMW)** invited the Increasing Women's Participation in Municipal Consultation Processes project to their annual conference in September 2003 to conduct a workshop with conference participants. Workshop participants from across Canada shared their experiences with municipal government, barriers they faced in participation and recommendations to improve and increase participation by Muslim women. The results of the workshop were summarized in a written report. The report and actions were presented to CCMW and include practical strategies for CCMW and local chapters on ways to increase women's participation in municipal government processes. CCMW is now conducting information events at local chapters across the country on women and municipal government, and how women can be more actively involved in municipal processes.

**C.    City Supported Initiative to Increase Women's Participation**

The **City for All Women Initiative (CAWI)**[15] in Ottawa, ON, has organized a Lobby Training Committee and is piloting a Lobby Training Program for women and women's organizations to learn how the municipal system works. CAWI is working closely with the City of Ottawa to increase women's participation in municipal decision making. Participants will learn:

- How the city government works
- Their rights and responsibilities as a citizen
- How decisions get made and ways to influence them
- Tips for influencing politicians
- How and where to present your point of view
- The training will include print materials in simple language (English and French), information from local politicians and community leaders, a tour of City Hall, skill development and practice, and an evaluation of learning.
- Trainees will form lobby teams to meet with city councillors regarding the 2005 budget.

The training will take place in the fall of 2004 and will be followed up by specific lobby action with the City of Ottawa to address women's concerns.

## Resources: Municipal Government in Canada

FCM's International Centre for Municipal Development (ICMD) produced a workbook "*Local Government in Canada*" with a chart of the division of responsibilities between Provincial/Territorial and Municipal Government.

FCM Canadian Women in Municipal Government Committee awards an annual scholarship, provides mentoring for elected women and will support recommendations from the Increasing Women's Participation research study. Contact: *www.fcm.ca*

FCM's International Centre for Municipal Development (ICMD) has information on national and international developments and initiatives on gender equality on its web site at *www.icmd-cidm.ca*

# ACCESS

National and community-based research conducted in 2003-2004 identified both practical and systemic barriers that make it difficult for women's to access municipal decision-making processes and participate in the way they would like to.[16]

Women are active and engaged members of their communities. Municipalities will need to address access barriers and make changes in the way they organize and structure consultations in order to increase women's involvement in local decision-making processes.
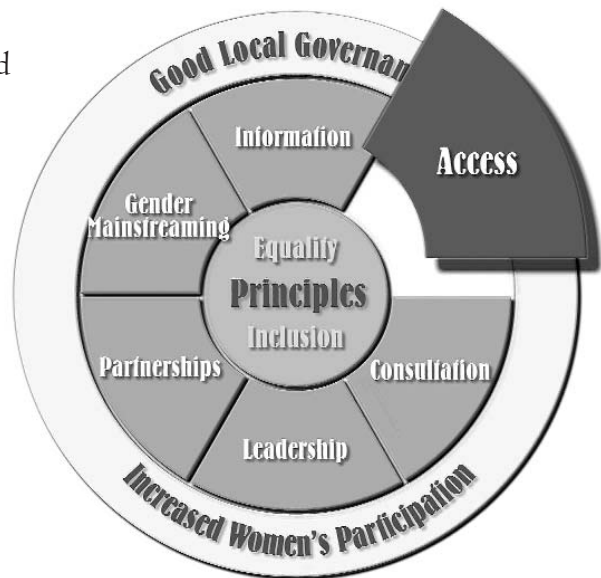
## Tools to Improve Access and Address Barriers to Participation

The following tools suggest ways to determine barriers to participation and develop plans to support fuller inclusion by women in municipal processes. The barriers and strategies set out in the following worksheet on Addressing Practical Barriers to Participation were identified at all six community sites where the Increasing Women's Participation research was conducted in 2003-2004. Municipalities are encouraged to consult directly with women in their communities about the barriers they experience and ways to improve access.

## Addressing Practical Barriers to Participation

| Barrier | Strategies to Improve Access | Desired Outcome | Evaluation |
|---|---|---|---|
| Lack of childcare (not available on site at meetings, or women cannot afford childcare costs to attend meetings). | Consultation plan includes resources for childcare costs<br><br>Childcare at meeting site<br><br>Childcare subsidies available | | |
| Lack of transportation or inability to pay for transportation costs. | Transportation subsidies available<br><br>Meeting site accessible by public transportation<br><br>Assistance in organizing transportation | | |
| Consultations are not accessible for women with disabilities. | Plan for accessibility<br><br>Consultation with disabled community on improving access | | |
| Discomfort or lack of confidence with the formal setting and process at city hall. | City provides easy-to-read information on how to bring issues forward<br><br>Training and mentoring with women to build skills<br><br>Move the meeting to a more comfortable venue<br><br>Partnership with women's organizations to address comfort and/or safety issues<br><br>Tours of city hall, council chambers | | |
| Meeting times do not fit well with women's schedules. | Hold consultation meetings at places of work<br><br>Vary meeting times, offer choices<br><br>Work with women's organizations on how best to reach women | | |
| Other practical barriers? | | | |

## Addressing Systemic Barriers to Participation

Systemic barriers to participation are more difficult and complex for municipalities and women to manage. Addressing these barriers requires leadership, commitment and an investment in skills development, values clarification, personal growth and change.

The research identified the following systemic barriers that make it difficult for women to participate fully in municipal processes:

- Sexism – ranging from sexual harassment and intimidation to undervaluing women's contributions
- Stereotypes about women's roles (for example, women belong at home and not in politics, women are not interested in politics, therefore do not attend)
- Lack of sensitivity and action to address barriers to participation
- Racism, reported particularly by Inuit and Aboriginal women in the study, but also reported at all community sites by visible minority women
- Language barriers for minority language groups
- Access issues for disabled women
- Municipal government perceived as an "old boy's network" where women have little influence or power
- Women, marginalized because of poverty, disability, age (young women, seniors), ethnicity, immigration status, or sexual orientation, report that they are not consulted with and that when they provide input, no action is taken
- Women do not have time to participate because of the multiple demands on them with paid and unpaid work
- Tokenism – women are included but do not have opportunities for meaningful participation or leadership
- Women stop participating because their input is not valued or reflected in municipal decisions

## Tools to Address Systemic Barriers to Participation

*Checklist for Municipalities:*

| Strategy to Improve Access | In Place | In Development | Plan for Action |
|---|---|---|---|
| Gender-sensitive training for elected municipal officials and staff | | | |
| Diversity and anti-oppression training for elected officials and staff | | | |
| Policy on sexual harassment for elected officials and employees | | | |
| Policy on women's participation | | | |
| Gender-disaggregated data collected | | | |
| Partnerships with equality-seeking women's organizations | | | |
| Women's safety policy | | | |
| Targets set for representative participation by women | | | |
| Facilities and municipal processes are accessible for disabled | | | |
| Women's Advisory Committee | | | |
| Other? | | | |

## Role of Women's Organizations to Increase Access

Women's organizations have an important role to increase women's access and to address barriers to participation in municipal decision-making and consultation processes. The following list outlines activities that women's organizations can initiate to address barriers to participation:

- Support women voting in municipal elections. The voter turnout for municipal elections is often very low, with little participation by women, young women and marginalized women. Voter participation can be supported by:
  - Making information about voting and municipal election processes available;
  - Organizing "meet the candidate" meetings;
  - Providing information and "mock elections" on how to vote;

- Encouraging women to vote, especially women who are marginalized in their communities;
- Providing information to women on election issues in the community;
- Mentoring women interested in entering politics;
- Mentoring youth.

- Support candidates who will work for women's equality – and especially women candidates.
- Work directly with elected officials in municipal government to educate them on strategies to address barriers to women's participation, and to support them making necessary changes within municipal government.
- Women from equality-seeking organizations can consider running for office in their municipality or joining municipal committees to act as a role model for other women and to bring women's voices and their interests forward.
- Organize strategic lobby activities to bring attention to the barriers that women face and the need for equal representation by women in municipal decision-making processes.
- Work with municipalities to bring the expertise and knowledge of women's organizations forward to address barriers to participation. For example, women's organizations can provide training for municipalities on gender sensitivity, women's safety, anti-racism training, and effective consultation.
- Use the municipal checklists above to assess mechanisms in place within your municipality that address practical and systemic barriers to participation; advocate for the local municipality to improve access for women; track success in increasing women's access; publicly endorse municipal strategies that increase access and participation.

## Examples

### A.  One Woman One Vote (YWCA)

The YWCA of Edmonton carried out the One Woman One Vote Initiative, in four phases from 2001-2004, to assist women in becoming active participants in shaping the public agenda by increasing their participation in election activities and in seeking public office. The fourth phase of the project identified and addressed systemic barriers to women who wish to participate in political leadership development activities. It culminated with a non-partisan event in Edmonton in February 2004 that brought together women, women politicians and women's organizations from across Canada, to discuss strategies to increase women's participation and for addressing systemic change. A full report on Phase IV of the One Woman One Vote project is available at: *www.onewomanonevote.org/*

### B.  Montreal Declaration on Women's Safety

Violence against women is a pervasive and widespread barrier to women's full participation in society. In 2002, *Women in Cities International* organized an International Seminar on Women's Safety. The seminar resulted in a policy statement on women's safety: **The Montreal Declaration on Women's Safety.** The declaration reflects the input of women's organizations, police forces, the research community, municipalities, non-governmental agencies, international networks and United Nations agencies from five continents, 27 countries and 55 cities and municipalities. It calls for specific action from all sectors of society (women, men, women's groups, cities and

municipalities, police services, the education sector, etc.) to address violence against women, to incorporate a gender analysis in crime prevention and for formal mechanisms to increase the participation of women in local decision-making processes.

A copy of the Montreal Declaration is available at:
*www.femmesetvilles.org/seminar/english/themes_en/the_declaration_en.htm*

### C.   Women's Task Force – City of Vancouver

The City of Vancouver set up a Women's Task Force to report to Council with recommendations in three areas:

1.   Women Impacted by Provincial Cuts: ways in which the city can better assist women that are affected by cuts to programs, services and legislation;
2.   Civic Engagement of Women: what initiatives can be taken, acting with FCM, to improve women's representation and access to services;
3.   Women in the City Work Force: a review of principles and procedures to ensure women's equality concerns are reflected in the City work plan.

The Task force is co-chaired by two female city councillors and includes over 20 diverse women from many sectors (including elected officials, city staff, women's organizations, academic experts and unions). It will develop work plans and outcomes for each of the mandated areas.

## CONSULTATION

Canadian municipalities currently use a range of consultation processes to support public participation in local government. In many Canadian communities, women are under-represented in consultation processes, and women from marginalized groups are very poorly represented.

Increasing women's participation in consultation processes will require a shift from traditional vertical approaches to decision making to approaches that are more collaborative and inclusive.

Participatory approaches to policy making and consultation may also help to address the widespread lack of faith in political processes and decision making that women reported in the Increasing Women's Participation research project.[17]
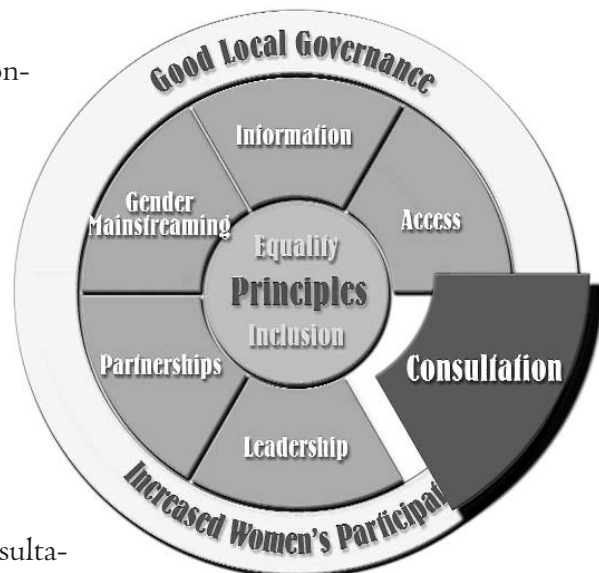
> *"The new democracy is about the participation of citizens. It is a journey where diversity is celebrated, the public good is negotiated, and intense deliberation and dialogue are conducted. It is about being involved."[18]*

## Traditional and Collaborative Policy Making: A Comparison

| Traditional Policy Making | Collaborative Policy Making |
|---|---|
| **Vertical process**<br>**Top down decision making** | **Horizontal process**<br>**Collaborative decision making** |
| People have specific roles:<br>• Elected officials make policy<br>• Executive officers interpret and communicate policy<br>• Managers implement policy<br>• Service providers inform the public and carry out policy<br>• Public gives feedback on policy and advocates for change. | Sectors have specific roles and contributions to make:<br>• Elected officials work horizontally to inform and create credible and inclusive public policy.<br>• Community sectors identify issues and strategies and communicate these to government and stakeholders.<br>• Elected officials and community sectors engage broader public. |
| Traditional forms of community involvement: surveys and opinion polls, town hall meetings, policy round tables, advocating for change through petitions, demonstrations, letter writing, other. | Inclusive forms of community involvement: Cross-sector partnership, community-based research and presentations, elected officials support citizen's associations or study circles, information sharing. |
| Elected officials decide unilaterally when to consult, on what, with whom, and by what means. | Elected officials engage the public at three stages: setting priorities, decision making, reviewing and assessing results. Guidelines based on citizen engagement. |
| Citizens are rarely active participants in decision making but react to decisions already made. | Municipal government is open about how information gathered is used and involve citizens in defining issues and consultation processes. |
| Women and marginalized groups are systematically excluded from decision making. | Consultations are inclusive and representative, valuing knowledge of women and diverse groups. |
| Risk of low trust, lack of confidence and "us against them" tension between elected officials and community. | Transparent process, based on trust and focus on common ground. |

## Mapping Exercise for More Collaborative Decision Making

The following Mapping Exercise can be used to assist municipalities develop local strategies for more collaborative public policy-making processes[19]:

| Questions | Where we are today | Strategies to Increase Collaboration |
|---|---|---|
| 1. How do we decide how and when to involve citizens and communities in the policy process? | | |
| 2. On what terms do we engage citizens and communities? | | |
| 3. Do we involve other sectors in defining the issues and designing the process? | | |
| 4. Which decisions are open for discussion? | | |
| 5. How do we use input from other sectors? Do we make it clear at the outset how input will be used? | | |
| 6. Are we transparent – do we make it easy for other sectors to obtain information from us? | | |

## Guidelines for Municipalities to Increase Women's Participation in Consultation Processes

Municipalities will increase women's participation in consultation processes and increase confidence in local government when public participation processes are:

1. Meaningful
- Consultations are used to include women and the public in policy development
- Input is valued
- Input is used and reflected in decision making
- The process is transparent and accountable

2. Relevant
- Information on the impact of the policy on women is collected
- Policy development reflects needs and realities of women in their communities
- Municipalities consult on social infrastructure in the community

3. Inclusive
- Expertise and knowledge of women are valued
- Barriers to participation are addressed
- The full diversity of women in the community is included
- Marginalized voices are present and heard
- The setting is safe and supported

4. Supported by Policy
- Policies on women's participation are in place
- The number of women present at consultations is tracked
- Women and women's organizations are included in the design of consultation processes

## Action for Municipalities and Women's Organizations to Increase Participation in Consultation Processes

| Action for Municipalities | Action for Women's Organizations |
|---|---|
| Learn about women's organizations and networks and work with them to ensure women are included in consultations. | Learn about municipal government structures and processes. Develop an inventory of municipal boards and committees, entry points for women, public participation processes. |
| Develop and implement inclusive public participation policy that details how women will be included, and with targets for participation. | Lobby municipal governments to put inclusive public participation policies in place and monitor implementation. |
| Hold consultation meetings where women gather already and in settings that are accessible and comfortable. | Provide information to women about opportunities for participation in decision making and the importance of their participation. |
| Build partnerships with women's organizations. | Build alliances and partnerships with municipal government. |
| Reach out to women, especially marginalized women, to ensure they are included in decision making. | Advocate at the municipal level: Present briefs, findings from research, participate on municipal committees to ensure women's voices are included. |
| Address practical and systemic barriers to participation. | Make women's participation in municipal processes a priority for your organization. |
| Use information-gathering processes that are safe, respectful and in plain language. | Provide information and training to municipal government on women's safety, gender mainstreaming, gender sensitivity, inclusive practices and local issues for women. |
| Work with FCM and Provincial/Territorial and Municipal associations to exchange best practices and to develop inclusive municipal processes. | Develop linkages with national municipal organizations (FCM) and Provincial/Territorial municipal organizations. |
| Work with women's organizations to design and facilitate consultation processes such as: focus groups, workshops, talking circle style meetings. | Support women participating through training, leadership development, preparation, recruitment of women for municipal boards and committees. |
| Use the information women provide so women know that their input is valued and used. | Develop alliances and networks of support for women in municipal government. |
| Invite women's organizations and women to participate as major stakeholders in municipal decision making. | Invite municipal councillors, mayors and municipal staff to community events. Create face-to-face meeting opportunities. |

## Examples:

**A.   Increasing Women's Participation Site Research Experience**

Researchers at the six community sites were for the most part very successful in involving women in consultations for the research project. Key factors that supported participation and inclusivity were drawn from the site research experience:

- Involve women through local contacts and existing networks
- Hold consultations in places where women already gather
- Reach out to marginalized women through their communities
- Provide childcare on site, money for transportation
- Provide food at the meeting
- Provide information as well as taking information
- Include women in development of recommendations and action plans
- Use workshops, focus groups, talking circle formats, facilitated by women from women's organizations

**B.   Table féministe francophone de concertation provinciale de l'Ontario.**

*Table féministe* concentrates on municipal politics because it is one of the principal points of entry for women. It provided a series of workshops for the *Association française des municipalités de l'Ontario,* as well as a presentation at the association's annual meeting on women in municipal politics on how to increase women's participation. In addition, Table féministe organized a series of weekend workshops for women interested in becoming involved in municipal politics (around the themes of leadership, organizing and ideas) and formal presentations to municipal government.

## Resources:

- Local Government Participatory Practices Manual: A toolkit to support public participation in municipal decision making: *www.icmd-cidm.ca*
- Tools to Support Participatory Urban Decision Making. UN Habitat, 2001, available at: *www.unhabitat.org*
- Advancing Governance through Peer Learning and Networking – Lessons learned from Grassroots Women: *www.huairoucommission.org*
- Capacity Building: Linking Community Experience to Public Policy: *www.hc-sc.gc.ca/hppb/region/atlantic*
- Increasing Women's Participation in Municipal Decision-making Processes: Strategies for More Inclusive Canadian Communities, and the six Community Site Reports from: Cowichan Valley, BC, Saskatoon, SK, Thunder Bay, ON, Montreal, QC, Halifax, NS, Iqaluit, NU. *www.icmd-cidm.ca*

# L E A D E R S H I P

"Women's leadership contributes to transforming power, by making alliances across deeply divisive social categories and traditions and by deepening democratic values and practice.

Change is initiated from the neighbourhoods in which people live, and private survival strategies are transformed into collective agendas and public negotiations.

Excluded groups like mothers and children that have been confined to the private sphere, win a voice and access to public participation.

Self-help and helping others are linked and connected, and the culture of care gains social value and is reintegrated into public and collective commitment".[20]

## Women's Leadership: Why it is Important

Women and men bring different skills, perspectives and experiences to leadership positions that benefit communities and organizations. The Huairou Commission has analyzed its *Our Best Practices* database to summarize some of the leadership skills demonstrated by grassroots women in leadership positions:[21]

Women's leadership is:
- Effective
- More likely to support holistic and sustainable processes
- Inclusive and team-oriented
- More likely to take everyone's perspective into consideration
- Based on solid knowledge of the community and the day-to-day issues of life
- Interested in holding the community together
- Centred on finding solutions in people not in technology
- Concerned with directing resources to those who need them most
- More likely to put confidence in collaborative processes and inclusive participation
- Based upon a more connected concept of leadership versus individual leadership models

## Women's Leadership: Questions to Build Personal Capacity

Capacity Building: Linking Community Experience to Public Policy sets out guidelines for building personal capacity:[22]

- Capacity is the power or ability to use one's own resources to achieve goals.
- Personal capacity includes attitudes, skills and knowledge, including knowledge based on experience and interpersonal skills.
- A key part of building personal capacity is understanding your own power:
  – Power as a resource or tool to achieve goals and build capacity (power with)
  – Power as a tool for domination (power over)
- Questions to think about:
  – Which personal capacities do you have?
  – Which capacities would you like to build?
  – Which capacities could you help others to build?

## Tools to Build Women's Leadership at the Grassroots

The Status of Women Council NWT has developed a practical toolkit to support women's leadership development at the grassroots. The toolkit is in plain language and includes illustrations, discussion points, activities and handouts. It supports women's leadership in community development and in elected government. The toolkit is organized into four sections:

- Naming our Skills
  – This section explores why women are needed in leadership positions and supports the identification of personal skills. It includes activities and handouts dealing with why we need women in leadership, people skills, coalition building, networking, goal setting, funding and resources, communication skills.

- Practical Skills for Leadership
  – This section provides resources, activates and handouts on technical skills, project planning, strengths and needs assessments, proposal writing, meetings, training and mentoring, public relations, lobby and advocating, fundraising and volunteers.

- Election Skills
  – This section discusses the different orders of government, political processes and how to participate in an election campaign. It includes activities and handouts on government policy making and decision making, Aboriginal Band councils, campaign teams, election planning, canvassing, candidate presentations and election day.

- Self Care and Trouble Shooting
  – This section includes surviving as a leader, self-care strategies, as well as a series of handouts that detail typical conflicts and issues for leaders and how to problem solve.

The toolkit is in its final draft. Some sections are available for downloading at the Status of Women Council NWT website: *www.statusofwomen.nt.ca/leadership/womeninleadership.html*

## Leadership and Capacity Building: Women as Elected Officials

*In general*

Capacity building is important for women as present or future municipal candidates. Training can help women to organize and mobilize themselves and has a network function as well.

- Women can gain experience through participation in committees in their neighbourhood or by organizing themselves around income-generating activities. Development organizations can strengthen these capacities by providing training and advice.
- Organize training courses in gender and leadership (to learn to speak in public, analyze, argue and defend their interests and to build a support network). This can serve as a springboard for a political career.
- Organize training courses for women interested in politics, dealing with the necessary skills and knowledge for campaigning, presentation, negotiation and handling the media, as well as gender-awareness and self-esteem.
- Offer possibilities to practice these capacities in the form of work placements.
- Pay attention to follow-up programmes for women who have already been trained.

*Capacity building when elected*

Once elected women need to make their voice heard. One of the problems that many women politicians face is that they are not allocated time in discussions and debates and they are not given the opportunity to participate on key committees and in key positions.

- Promote training in leadership, focusing on topics as debating, negotiating and conflict management, teambuilding and management of change.

- Promote training on technical issues, especially legal support: knowledge of how the legislature works, written and unwritten codes, procedures and mechanisms for conducting a political agenda.
- Promote training in communication, information technology and networking.
- Help build the self-confidence and self-assessment skills of women and make them familiar with fulfilling a public role, partly as a way of persuading other women to enter politics.

*Conferences, seminars, exchanges*

Participation in conferences etc. is an important and motivating tool to learn from each other, to gain self-confidence and to establish relations (networking).

- Promote exchanges between women politicians at the local, regional, national and international level.
- Promote exchanges between civil society and women politicians.

## Leadership Support for Canadian Women in Municipal Government

The FCM Canadian Women in Municipal Government Committee promotes and supports the participation of women in municipal government. The committee provides leadership opportunities and support for elected women through:

- An annual scholarship award
- Mentoring newly-elected women and women facing difficulties
- Information exchange and learning at an annual forum
- Networking opportunities for members across Canada

The committee drafted the following areas of action to increase women's participation so women and men are represented equally:

- Leadership to build capacity for women and men within FCM and member communities
- Information and Education to set benchmarks and goals for inclusion
- Policy Development to develop models of inclusive municipal policy and practice
- Partnerships and Networking between FCM, women's organizations, municipal associations, the private and not-for-profit sectors
- Promotion of women's contributions and needs
- Funding to support the committee goal of equal and inclusive citizen participation in municipal decision making

## Tools to Recognize Women's Leadership

Municipalities and women's organizations can promote women's leadership by recognizing the contributions women make as leaders in their communities:

- The City of Vancouver held a ceremony on International Women's Day and celebrated the contributions of all of the women elected to council over the years. Women's organizations were invited and asked to join past and present elected women in a seminar discussion on increasing women's participation in decision making.
- A local bookstore organized a community breakfast with the first woman elected as mayor in the City of Owen Sound.
- Have a breakfast meeting with elected women from various municipalities to recognize their contributions to the community and to talk about how to involve women in municipal politics.

## Examples: Leadership

A.  **POWER Camp National** supports the grassroots creation of gender-specific spaces for girls and young women across Canada through:
1.  Grassroots programming and the current Girls' Club project in Montreal.
2.  Sharing the POWER Camp approach with organizations, individuals and young women. The approach provides the opportunity for young women to get together in a supportive, female-centred environment.
3.  Adapting the *POWER Camp Model and Project Tools.* (the national network and training opportunities).
4.  The National Network: comprising formal and informal organizations engaged in working with and for girls. The vision of the network is to create an interconnected web, where communities can exchange expertise, learning, skills and resources. *www.powercampnational.ca/html/what00.html*

B.  **Women's Voices in Leadership** is a three-year (2002-2005) project to increase the participation of women in leadership and decision-making processes at all levels in the NWT. Women are currently under-represented in leadership and their voices are needed to bring balance and to ensure their views are included when important decisions are being made. The NWT needs the talents and skills of all its residents, and women have experience and knowledge to contribute to leadership at the local, regional and territorial level. Contact: *www.statusofwomen.nt.ca/leadership/womeninleadership.html*

## Resources – Leadership

**FCM Canadian Women in Municipal Government Committee** developed and piloted a Women's Campaign School and will provide leadership for the implementation of recommendations from the Increasing Women's Participation in Municipal Decision Making research project: *www.fcm.ca*

The **Canadian Women Voters Congress** offers a non-partisan Women's Campaign School in Vancouver, BC, and a networking forum for women involved or interested in politics: *www.canadianwomenvoterscongress.org*

**Equal Voice** is a voluntary multi-partisan organization dedicated to achieving equal political representation in all parties and all orders of government: *www.equalvoice.ca*

# PARTNERSHIPS

Formal and informal partnerships between women's organizations and municipal governments are an effective and inclusive way to address complex issues in communities.

Women's organizations see municipalities as one of the principal entry points for women and the most accessible form of government.

However, partnerships between municipalities and women's organizations are a largely untapped resource at the national, provincial/territorial and community levels in Canada.[23]

This section provides resources from international and Canadian sources to build and support inclusive community partnerships.

## Partnerships: Where the Work Happens

| Partnerships | Examples |
| --- | --- |
| International | **Femmes et Ville International**, based in Montreal, worked with Status of Women Canada, FCM, the City of Montreal and women's organizations and municipalities from Canada and abroad to organize the **International Women's Safety Awards** in 2003-2004. Over 90 submissions from Canada and around the world celebrated best practices, innovation and community partnerships that improve women's safety in communities. The results of the awards and a description of best practices can be found at *www.femmesetvilles.org*<br><br>**FCM's International Centre for Municipal Development (ICMD)** organized a Knowledge-sharing Workshop on Gender Equality and Local Governance that brought together 50 Canadian and international women's organizations, gender specialists, CIDA partner organizations and municipal associations. A final report from the workshop was produced in 2002. Contact: *www.icmd-cidm.ca* |
| National | The **FCM Increasing Women's Participation Project** was a partnership between FCM, Status of Women Canada, FCM Canadian Women in Municipal Government Committee and representatives from national, provincial and community-based women's organizations. The project was a collaborative effort between partners and resulted in a final report and resource kit on increasing women's participation in municipal decision-making processes. Contact: *www.fcm.ca/wg* |
| Provincial/Territorial | **Groupe Femmes, Politique et Démocratie** (Quebec). This group works in partnership with the provincial government, Quebec municipal associations, universities and women's organizations to conduct a campaign school for women, to increase women's participation and women's leadership in the 2005 Quebec municipal elections. The group provides a wide range of print and video resources to support women's participation. *www.femmes-politique-et-democratie.com* |
| Community | **Fernie Resource Centre, BC**<br>The Fernie Resource Centre is a women's organization that works in partnership with the local municipality. The partnership work has developed over time and has included work on public transit, the development of the official community plan, the development of quality of life indicators, a joint project to build affordable housing for abused women, and now a larger community affordable housing project. The partnership is based on a "common interest" between the parties with everyone working towards the same goal. There is a high level of mutual respect. "Councils have come and gone and the partnerships have endured." |

## Forms of Partnerships: How Municipalities and Women's Organizations Work Together

The way in which municipalities and women's organizations work together can take many forms, from informal information sharing and participation at municipal events, to memberships on formal committees and legal agreements for service delivery. It may be helpful to view all of these different ways of working together as a continuum within a broad community-partnership framework.

A Partnership Framework allows the municipalities and women's organizations to define more clearly how they work together and the goals towards which they are working. A broad partnership framework values and profiles the informal and more relational interaction that contributes to community building, and recognizes the importance of both informal and formal partnership work. It also makes the partnership work more transparent and acknowledges that work may need to be done at one place in the continuum or in different ways across the continuum at the same time.

The following table outlines some of the ways municipalities and women's organizations work together across the partnership continuum.

| Partnership Continuum | Informal | Formal | Legal |
|---|---|---|---|
| Description | • Networking<br>• Expertise Sharing<br>• Participation<br>• Feedback<br>• Shared Events<br>• Lobby and Advocacy<br>• Mentoring<br>• Provision of space<br>• In-kind/volunteer work<br>• Identification of Needs<br>• Celebrations | • Joint Projects<br>• Community Development<br>• Community Planning<br>• Policy Development<br>• Formal Committees<br>• Boards<br>• Joint Presentations<br>• Research<br>• Training<br>• Protocols<br>• Action Plans | • Service Agreements<br>• Boards<br>• Funding Agreements<br>• Contracts<br>• Legislated Agreements |
| Examples | **Status of Women Council, NWT**, works to advance political, social and economic equality of women in the NWT. It acts as a resource for municipalities, hamlets and Bands, sending out materials on violence against women, newsletters and resource materials. It supports women and grassroots women's organizations to develop projects, access funding and write proposals. Status of Women Council NWT has produced toolkits and templates to support women's leadership, literacy and volunteer development. Partnerships are informal. | **City of Charlottetown, PEI, Purple Ribbon Campaign.** The City worked with community partners on a community-wide response to domestic violence that included hanging a purple ribbon on City Hall. The partnership received recognition as a winner of the *Women and Cities International* Women's Safety Award 2004.<br><br>**Changing Together: a Centre for Immigrant Women, Edmonton, AB.** The organization works closely with the city of Edmonton. The organization's Executive Director is Vice Chair of Greater Edmonton Foundation, and Changing Together Board members sit on several city committees. There is collaboration on action plans and protocols on family violence. The centre makes presentations to the city on issues of concern to immigrant and refugee women. | **YWCA** works with municipalities across Canada, providing a range of services: women's shelter services, employment training, recreation services.<br><br>The **City of Saskatoon, SK**, was the sponsoring partner for the Increasing Women's Participation research project. It signed a legal agreement with FCM, administrated funds and worked as a member of the Project Advisory Committee with community partners. |

# Building a Partnership Framework

A Partnership Framework provides a structure for work between municipalities and women's organizations. The framework includes some key elements that support building, sustaining and evaluating informal and formal community partnerships.

*Key Elements for Partnership Work:*

**Agreement on Purpose, Values, Principles and Structure for the Partnership**

When municipalities and women's organizations work together, it is important to discuss and find mutual agreement on:

- The purpose and objectives of the partnership
- Central values to support the partnership
- Principles to guide the work

**Agreement on the Ground Rules and Structure for the Partnership**

There are many ways for municipalities and women's organizations to work together in partnership. It is important that the structures and rules that support the partnership are clearly articulated and agreed upon:

- Type of partnership (informal or formal)
- Ground rules for carrying out the work
- Committee structure and lines of authority
- Limitations
- Membership and representation
- Communication process
- Decision-making process

**Agreement on the Goals and Objectives for the Work**

Municipalities and women's organizations need to clearly define the nature of the work they undertake together, as well as their respective roles and responsibilities, and agree on the:

- Description of the work or project
- Roles and responsibilities of partners
- Process for carrying out the work
- Time frame and work plan
- Standards for work
- Outcomes and evaluation

**Commitment to Collaborative and Respectful Work Together**

Women's organizations and municipalities bring different perspectives, needs and priorities to the partnership. Successful partnerships require a commitment to:

- Inclusive processes
- Collaborative approaches to decision making
- Full discussion and respectful debate
- Focus on issues and common ground, not people and differences
- Skilful conflict resolution
- Focus on building common ground and finding win-win solutions
- Zero tolerance for racism, sexism

**Resources to Support the Partnership and Carry Out the Work**

Successful partnerships are only possible when they have the resources they need to accomplish the work. Resources required are:

- Support from leadership for the partnership and the work
- Adequate funding resources for the work
- The right people and skill sets for the tasks
- Fair distribution of resources
- Dedicated project staff
- Time to attend meetings and fair distribution of work

## Steps to Build Partnerships

The Women in Public Policy (WIPP) research project sets out six steps and a detailed checklist for the development of inclusive public policy process. The six steps were developed to assist multi-sector groups with planning and policy development activities.[24] They are presented below in a modified form to support inclusive partnerships at the community level. For more details on the steps and checklist, visit *www.dawn.thot.net/wipp*

**Step One: Identify common understandings and ground rules for working together**

- The process is open, clear and inclusive
- Recognition of research (community-based knowledge and academic)
- Activities, materials and forms of communication are accessible
- Accountability

**Step Two: Laying the Groundwork**

- Roles and responsibilities
- Address power imbalances

### Step Three: Identify and Access Information and Resource Needs
- Appropriate resources are in place for full participation by all parties
- Partners prepare their own departments, community or research group
- Linkages are made with other groups/sectors needed to support the work

### Step Four: Build Strategies and Work Plans
- Ensure standards are in place
- Possibilities and constraints are considered
- Strategies are researched and developed
- Allies identified

### Step Five: Put Strategies and Processes into Action
- System of shared decision making is put in place
- Community input
- Communication and network strategies for keeping sectors well informed

### Step Six: Evaluate Joint Processes and Outcomes
- Jointly designed evaluation on process and outcomes is conducted
- Evaluation results are shared and monitored
- Documentation of action, work planned, agreements, etc.

## Guidelines for Partnership Building between local government and grassroots organizations[25]

The Huairou Commission is an international organization that works to engender local community development and governance, strengthen global networks of women's organizations and increase women's participation in local decision-making processes. It proposes the following guidelines for partnership building:
- Maintain an open and sustainable dialogue;
- Be dependable and organized;
- Be flexible;
- Have a sense of humour;
- Engage in compromises;
- Have mutual giving. One side should not be perceived as the recipient or client (two way partnership);
- Use participatory methods;
- Have a commitment to change and social improvement. Recognize the boundaries of these partnerships, but that working autonomously is not an option;

- Acknowledge that women have a lot to offer when engaging in civil society;
- Set criteria to help guide the process of partners learning from one another;
- Help NGOs learn how to work with government;
- Have participatory processes in determining funding priorities of foundations Realize that giving money alone is not a real project or partnership;
- Recognize that cultural translation is needed between the grassroots and the mainstream;
- Give money to the grassroots — and not through intermediaries — to ensure it reaches the grassroots;
- Look at women in the context of their community. Help women holistically (not just isolate their problems);
- Know that grassroots women are not always the ones who need their capacity built. Often the funders and government officials need capacity built to begin to engage in real partnership.

For additional resources, see the website *www.huairou.org/*

## Example

*Cowichan Valley Safer Futures – Working Together for Change*
This organization developed a comprehensive partnership to build and maintain safer communities for women. The report outlines a structure and process for a strong and effective partnership between local government and the community. The result is an integrated community-safety strategy that addresses women's safety concerns. It notes that whatever their form or formality, effective partnerships require:
- Good community representation;
- Sincere interest and commitment of all of the partners and a common understanding and agreement about the issues to be addressed;
- Good organization and adequate resources;
- Solid structure and leadership;
- Periodic assessment to address obstacles and conflicts as they arise (and they will).

For more information: *www.saferfutures.org/pdf/Safer_Eng_sec4.pdf*

# GENDER MAINSTREAMING

Gender Mainstreaming is defined by the United Nations Economic and Social Council (ECOSOC) 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 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 benefit equally and inequality is not perpetuated. The ultimate goal of gender mainstreaming is to achieve gender equality."[26]

Gender Mainstreaming is not about targeting women as beneficiaries or recipients of programs or practices. It means empowering women to actively take the lead in changing the status quo of gender relations. Gender mainstreaming involves change, involves the transformation of the culture of public procedures and decision making, of public priorities and the allocation of resources. It is about creating equitable and equal partnerships with women's groups that are already taking leadership on the ground, thereby lifting the veil of invisibility that often surrounds women's work.[27]

## Why is Gender Mainstreaming Important?

1. Gender mainstreaming is recognized internationally as an important process to achieve women's equality and good governance:

- In the **Beijing Platform for Action (1995)** more than 180 governments agreed that "Achieving the goal of equal participation of women and men in decision-making will provide a balance that…is needed…to strengthen democracy and promote its proper functioning" (Paragraph 181).

- In 1995, the Commonwealth adopted an agenda for Gender Equality that was updated and approved by member countries in 1999. The Plan of Action calls for an even greater emphasis on gender mainstreaming as an issue of good governance, and a concerted effort to achieve gender mainstreaming at both the government and Secretariat levels.[28]

- The **Treaty of Amsterdam (1997)** requires the equal treatment of women and men in all policy making in the European Union, giving gender mainstreaming a high priority within the European Community.

- United Cities and Local Governments, comprising IULA, UTO and Metropolis, is the single voice and world advocate of democratic local self-government. It has women and local government as a key focus and is launching a global program on Women in Local Decision Making.

2.    Women are affected more seriously by poverty, cutbacks in social spending, and 'downloading' around the world.[29]

3.    Most Canadian municipalities do not appear to apply gender-mainstreaming principles systematically – or collect gender-disaggregated data.

Canadian research shows that women and men are affected differently by government policies and issues such as poverty (see the Vibrant Communities report and Resource Kit on *The Gender and Poverty Project*[30] at *www.tamarackcommunity.ca/g2s321.html*; the findings from the *Increasing Women's Participation in Municipal Decision Making* report[31] at *www.fcm.ca/wg*; and the *If Low-income of Colour Mattered in the City of Toronto*[32] report at *www.socialplanningtoronto.org/Research*). Municipal policy and program development may not include strategies to ensure equal outcomes for men and women and may not contribute to increasing gender equality in Canadian communities.

## Gender Mainstreaming Tools

### 1.    When to Use Gender Mainstreaming

The United Nations Development Program has developed a Gender Mainstreaming Learning Manual & Information Pack that can help understand when to use Gender Minstreaming. It includes a Guideline/Checklist: Mainstreaming Gender Equality Considerations.

The Checklist includes questions under two broad headings: Program and Administration. The questions examine how gender has been integrated into areas such as programming and priority setting, policy advice and dialogue, resources, gender training, gender balance in government and gender equality in budget allocations.

The tools and information could be modified for use by municipalities and women's organizations. For more information, contact *www.undp.org/gender/infopack.htm*

### 2.    Gender Analysis of who is Undertaking the Planning or Policy Development

- Who comprises the management team and policy development team?
- What is the percentage of male/female contributors?
- What has been done to increase the representation of women?
- What links are there with other more experienced departments for Gender Analysis purposes?
- Is staff training mandatory, especially in consultation techniques?[33]

### 3. Participation of Women in Municipal Consultations

The participation of women in consultations is a first step to gender mainstreaming. Women's participation as stakeholders in the consultation process ensures that their issues and priorities are reflected in the action plans. See the section on Consultation for more details on how to include women in consultation processes.

### 4. Collection of Gender-disaggregated Data

Municipalities need to collect gender-disaggregated data to evaluate the contributions and situations of women and to develop appropriate policies and programs. Documenting and measuring women's activities across all sectors provides an understanding of the different worlds that women and men live in – for example, in terms of access to education and work, health, personal security and leisure time.[34] It is important to collect both quantitative (measure of quantity) and qualitative (judgments, opinions and experiences) gender-disaggregated data.

### 5. Gender-based Analysis

Gender analysis is an investment of resources (time, energy and funding) to lead to gender equality results. Good gender analysis:

- Places people front and centre
- Requires skilled professionals
- Involves local expertise with a solid background in gender equity issues
- Involves significant numbers of women and/or key women members of partner organizations.[35]

Status of Women Canada has developed a detailed guide for policy making using a gender-based analysis. The guide sets out eight steps for policy development, including how to ensure a gender perspective in each step and provides examples for each step:

*i. Identifying, Defining the Issue*
- Taking the diverse and different experiences of women and men into account
- Assessing the potential impact of policy on women and men
- Involving both men and women in identifying the issues

*ii. Defining Desired/Anticipated Outcomes*
- Different measures for outcomes to be equitable for women and men
- Identification of multiple outcomes to take into account the effects of gender and diversity on policy implementation
- Analysis of expectations so they do not incorporate existing stereotypes
- Assigning monitoring and accountability for outcomes for women and men
- Identification of gender-specific factors that could affect outcomes negatively

*iii. Defining the Information and Consultation Inputs*
- Disaggregating data by gender from equity groups
- Seek out advice and participation from women's groups in consultations
- Generate data when gender-disaggregated data is not available
- Consulting win non-government groups to access a broad range of data

*iv. Conducting Research*
- Research questions make reference to women and men
- Research design includes gender as any analytical tool, and collection of gender-disaggregated data
- Conducting research that is gender aware

*v. Developing and Analyzing Options*
- How options may disadvantage or benefit women or men
- How options reinforce or challenge stereotypes and systemic discrimination
- How the options support gender equality
- Seeking the perspective of women and men in development of options

*vi. Making Recommendations/Decision Making*
- Ensuring gender equity is a significant element in recommendations
- Explaining how the recommended option supports the objective of gender equity
- Ensuring the policy is implemented in a gender sensitive and equitable manner

*vii. Communicating Policy*
- The message should address women and men
- Designing communication strategies to reach women and men
- Ensure the language, symbols used in communication are gender-aware and diversity-appropriate

*viii. Assessing the Quality of the Analysis*
- Presenting what the gender implication are for options, why they support gender equity and how they promote women's autonomy, opportunities and participation
- Demonstrating how gender equity considerations are balanced and congruent with other government priorities and considerations

For additional details and information, visit *www.swc-cfc.gc.ca/resources/gba*

## 6. Gender Budgets

Budgets are not neutral instruments. The strategic and policy orientations underpinning them reflect the interests and preoccupations of the people. Developing gender sensitive budgets is the best way of meeting the aspirations and needs of the majority of men and women, boys and girls. Gender-sensitive budgets do not mean separate budgets for women. They are intended to break down, or disaggregate, the entire budget according to its impact on different groups of men and women taking into account society's gender relations and to roles and opportunities to access and control resources. Gender-sensitive budgets are about mainstreaming gender issues and ensuring that these issues are integrated into all policies, plans and programs rather than regarding women as a special 'interest group' to be catered for separately. They are tools for providing financial support to meet the needs of women and girls and are instrumental in reducing gender gaps and inequalities.[36]

The Commonwealth Secretariat has produced *Engendering Budgets – A Practitioners' Guide to Understanding and Implementing Gender-Responsive Budgets*, which is available from *www.publications.thecommonwealth.org/*

## 7. Gender Audits

Gender auditing is the process of establishing indicators and standards, checking outputs, policies and priorities to evaluate gender equality.

Two simple audit processes from Europe are outlined below:[37]

i. *Gender Audit used by the European Union*
*Are policies/programs/projects*
- Equality positive?
- Equality oriented (has possibilities)?
- Equality neutral?
- Equality negative?
- Equality ignorant (missed opportunity)?

Two criteria are used to decide whether the gender impacts are positive or negative:
- Equality in the sense of equal right and/or unequal treatment.
- Autonomy over life choices

ii. *'SMART' Approach* (Simplified Method to Assess the Relevance of policies to Gender) consists of only two questions:
- **Is the policy proposal directed at one or more target groups?** (If large numbers of men but few women are likely to benefit from a particular resource or if women are completely absent from the topic agenda, then the chances are that the policy needs reconsidering.)
- **Are there differences between women and men in the field of the policy proposal?**
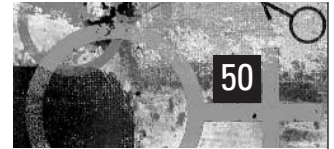
## 8. Gender Mainstreaming Best Practices

The Huairou Commission launched the Our Best Practices Campaign for Local Governance in May 1999, in cooperation with the United Nations Commission on Human Settlement (UNCHS). Its 2001 report on results and key lessons from the *Our Best Practices* campaign includes a checklist for local governments on gender mainstreaming best practices.

*Gender Mainstreaming Best Practices Checklist*
- Were both women and men involved in the planning and the implementation of the program/best practice? In what ways?
- Was an analysis made of the differentiation of women's and men's needs in the local context of the practice and were women's needs and visions as well as men's, taken into consideration in the planning stage? In what way? Were they equally responded to during implementation? In what way?
- Have women as well as men benefited from the practice? In what way?
- In what way have women influenced the best practice? What needed to be put in place to make that happen?
- In what way does the best practice relate to the multiple roles of women and the whole scope of their everyday lives?
- What positions did women and men hold at the beginning, during and at the end of the process?
- Are women and men equally represented in leadership roles? How did they get there?
- What needed to change for women to be in leadership roles? Does this situation differ from the one that existed before the best practice? In what way? Has the best practice acknowledged and developed the leadership skills of women as well as men?
- Have women as well as men been empowered by the best practice? In what way?
- Do women and men have equal access to and control of resources and opportunities to engage with mainstream institutions? Has this changed because of the best practice? In what way?
- Have there been changes in women's access to resources like:
  – Property, land, housing, (public) space, credit, funds
  – Knowledge, education, information
  – Services, utilities, technology
  – Labour market, careers and income generation
  – Status, influence, decision making
  – Mobility, freedom, sense of safety
  – Time
  – Autonomy
- Have the priorities in decision making changed? In what way?
- Has there been a change in gender awareness through the best practice? In what way?
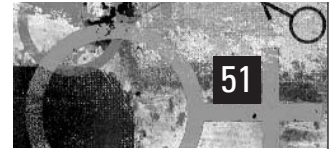
- Were any of the following tools used to make the practice more gender responsive?
  – Checklists
  – Consultation with gender experts
  – Trainings in gender responsiveness
  – Collection of gender specific information
  – Any other tools for integrating gender perspectives
- Has the best practice contributed to a greater validation and visibility of women's work and contributions as well as men's?
- Has there been a shift in the division of labour between men and women?
- Has the best practice increased policy support for women's as well as men's issues and local practices?
- Has it increased the long-term negotiation power of women as well as men?
- Has the practice impacted in any way the socially constructed meaning of differences between men and women?
- Has the best practice served in some way as a gender catalyst for the community and for local authorities? In what way?
- Were the actors normally influential in decision making involved and supportive?
- Has the political will to mainstream gender issues increased? Have criteria, benchmarks and indicators for gender mainstreaming been laid down?
- Are there regular evaluations?

## Example: Gender Mainstreaming

*Toronto Women's Call to Action*
In May 2004, the Toronto Women's Call to Action, a network of diverse women and women's groups, made a deputation to the Audit Committee about the Implementation of the Recommendations for the Task Force on Community Access and Equity in the City of Toronto.

The network pointed out that the disappearance of the specific realities, experiences and needs of women and girls in research agendas, policy agendas, budgetary priorities and political considerations in the city has marginalized the racialized and poor female population of Toronto. Furthermore, the use of neutral equity language, such as "lone parents" and "seniors" ignores the fact that the majority of poor seniors and lone parents are women.

The Toronto Women's Call to Action requested that the Audit Committee disaggregate data (by sex, race, age, ethnicity, aboriginality, sexual identity, ability etc.) and use a gender-mainstreaming lens to inform action plans and implementation in order to know who are poor, who to develop poverty-reduction strategies for, and what kind of strategies they should be.

The network offered to work with the committee and act as a resource by providing examples of performance measurement of gender-based analysis and gender-sensitivity indicators and monitoring frameworks.

## Additional Resources

- RTPI (Royal Town Planning Institute) in London, England, has prepared an excellent gender-mainstreaming resource kit, *Gender Equality and Plan Making*, with tools and examples for use in municipal planning, but which could be adapted for other purposes. For more information, contact *www.rtpi.org.uk*

- A much more detailed approach to the Gender Audit has been developed in the United Kingdom by the UK Department of Transportation. It details a Gender Audit Checklist over four stages that reports on the actual implementation of a gender audit on transportation. For more information on the checklist, visit *www.dft.gov.uk/stellent/groups/dft_mobility/ documents/page/ dft_mobility_506789.hcsp*

- The United Nation's Development Fund for Women (UNIFEM) produced *Budgeting for Equity: Gender Budget Initiatives within a Framework of Performance-oriented Budgeting* in 2003. This detailed report provides a history and a framework for gender responsive budgets. For further information, contact *www.gender-budgets.org*

Enhancing women's rights, women's access to resources, female empowerment, participation and leadership not only benefits women but benefit communities and societies as a whole.

Grassroots women's groups worldwide are redefining governance and development in their communities.

Centre-staging grassroots women's practices, supporting their leadership and mainstreaming their perspectives are key to sustainable development.

What constitutes good urban and rural policies and practices? Their sensitivity to gender issues.[38]
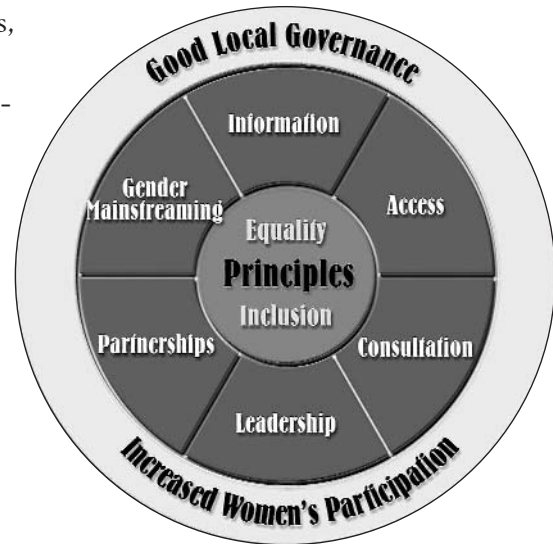
## GENDER AND THE NORMS OF GOOD GOVERNANCE

The Campaign for Good Urban Governance, a project of UNCHS (Habitat)[39] sets out seven inter-related norms for good local governance. The norms apply to both women and men but highlight the specific gender aspects for the greater inclusion of women in the decision-making processes:

**Sustainability**
The critical role women play in community life and family welfare, which needs to be recognized and worked with through supportive partnerships with local authorities.

**Decentralization**
An opportunity for greater involvement of women in planning and consultation processes, as well as improved stakeholder participation.

**Equity**
Equal representation and equal access to services and resources for women and men in communities.

**Efficiency**
Recognition of the role that women play in the formal and informal economy. Making visible and valuing the contributions of women and men in efficient operation of communities.

**Transparency and Accountability**
Municipalities are open to public scrutiny. Communication and public processes are accessible for women and men.

**Civic Engagement and Citizenship**
Appreciation of the importance of women's grassroots organizations and role they play in providing infrastructure and services in the community. Municipalities encourage the full engagement of women citizens.

**Security of Individuals and the Environment**
Planning for women's security, both in the home and in public places.

# INCLUSIVE DECISION MAKING AND GOOD LOCAL GOVERNANCE

UN-Habitat has developed a detailed toolkit to support participatory management for good governance. The tools are organized according to the main phases and stages in municipal decision-making processes:
- Preparation and mobilization of stakeholders
- Prioritization of issues and stakeholder commitment
- Formulation of strategy and implementation
- Follow-up and evaluation

The toolkit includes specific tools on gender, consultation, action planning, program evaluation, conflict resolution, facilitation and stakeholder working groups, among others.

In addition, a Good Urban Governance Report Card has been developed to encourage and assist local governments and their civil society and corporate sector partners to appreciate the need for good governance.

The UN tool kit notes that "gender mainstreaming and responsiveness is fundamental for meeting the criteria of inclusion." It goes on to say that a gender sensitive decision-making process taps "the enormous potential of energy, expertise and other resources for both women and men… Mobilizing the maximum participation of both men and women significantly increases the effectiveness of implementation of strategies and development plans."[40]

Information about the tools and report card is available at *www.unhabitat.org* or *www.tugi.apdip.net*

# GOOD AND GENDER SENSITIVE LOCAL GOVERNANCE

SNV, the Netherlands Development Organization, has produced a handbook on Gender and Local Governance that includes a detailed overview of practices, policies and international resources that support good local governance and gender equality.[41] The following excerpts are from the Handbook. For further information, check *www.cities-localgovernments.org/iula/upload/docs/genderandlocalgovernance.doc*

## Principle Objectives for Gender-sensitive Local Governance

- To increase women's participation in politics – not only in formal political structures but also their civic engagement in politics.
- To strengthen gender awareness and capacities among both female and male politicians and civil servants.
- To deliver services that address the specific needs and interests of women and men in the community, which requires engendered economic development, development planning and resources allocation.
- To create awareness of women's rights.

## Training and Orientation for Women and Men

Training and orientation of women and men play an important role in the engendering of governance.

- Organize joint training sessions, in which both women and men can discuss the importance of gender issues and of parity and non-discriminatory working relationships in government. Male politicians can become more aware of women's and gender issues. Women are encouraged to address their areas of interest and to network with male colleagues.
- Introduce (or develop) training for women and men politicians simultaneously and encourage the sharing of experiences and lessons learned among men and women politicians.
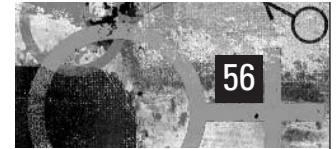
**Vibrant Communities Gender and Poverty Project** produced a toolkit on a Gender Analysis Resource Review. The following is a selected list of resources from the Vibrant Communities toolkit. There are many more resources in the toolkit dealing with women and poverty. A full copy of the toolkit is available at *<vibrantcommunities.ca/g2s321.html>*

**Promoting Gender Equality – An Online Learning Course**
**Canadian International Development Agency (CIDA)**
*<www.cida.gc.ca/cida_ind.nsf/8949395286e4d3a58525641300568be1/6568a53e432d532485256a8e 006133dd?OpenDocument>*

**Evaluating Programs for Women: A Gender-Specific Framework**
McLaren, J., 2000. Prairie Women's Health Centre of Excellence.
*<www.pwhce.ca/pdf/evaluatingPrograms.pdf>* Covers a ten-step method for gender-specific and women-centred program evaluation, setting out the goals and actions for each step in a chart format. Based in the health and health care context but flexible for use in other sectors. Also covers terminology.

**Funding Sources for Research on Women**
Morris, M., S. Bush and R. Côté, 2001. Order through the Canadian Research Institute for the Advancement of Women (CRIAW) web site at *<www.criaw-icref.ca/indexFrame_e.htm>*. Lists almost a hundred federal and provincial grant programs, foundations, research institutes and corporations who provide funding for community-based research on issues related to women's equality. Also contains resources for finding additional funding sources.

**Participatory Research and Action: A Guide to becoming a researcher for social change**
Morris, M., Canadian Research Institute for the Advancement of Women. Order through the CRIAW web site at *<www.criaw-icref.ca/indexFrame_e.htm>*. Addresses steps to putting together a participatory action research project, with a literature review on feminist participatory action research.

**Gender-based Analysis: A Guide for Policy-Making**
Status of Women Canada, 1998. *<www.swc-cfc.gc.ca/pubs/gbaguide/index_e.html>* Covers basic concepts, definitions, and rationale for gender analysis, as applied to the policy development process. Outlines in detail an eight-step process for gender analysis, from identifying the issue to making recommendations and evaluating the analysis. A very good working guide to gender analysis for policy development.

**Gender-based Analysis Information Kit, and an Integrated Approach to Gender-based Analysis**
Status of Women Canada, 2003. *<www.swc-cfc.gc.ca/pubs/gbainfokit/gbainfokit_pdf_e.html>* Covers the "what?" of Gender-based Analysis, Gender Mainstreaming and Gender Budgeting with an on-line discussion forum and an interactive tool on the basics of Gender Analysis.
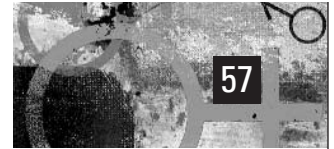
**Navigating Gender: A framework and a tool for participatory development.**
Vainio-Mattila, Arja, 1999. Ministry for Foreign Affairs, Department for International
Development Cooperation, Helsinki, Finland. *<global.finland.fi/julkaisut/taustat/nav_gender/text.htm>*
An excellent guide for gender analysis in community-based program and policy development. Very
clear instructions that can be applied to any context. Covers crosscutting themes as they relate to
gender – such as age, race and class.

**Gender-based Analysis: Will it make things better for women?**
Williams, W., 1999. Canadian Women's Health Network, Network Magazine, Vol. 2 No. 4, Fall.
*<www.cwhn.ca/network-reseau/2-4/genderlens.html>* Covers the basics of gender analysis for the
Canadian context, including the origins of the concept, the evolution of gender-based research
and the integration of gender and diversity. This article is taken from the paper "Will the
Canadian Government's commitment for use a gender based analysis result in public policies
reflecting the diversity of women's lives?"

**Women, Income and Health in Manitoba: An Overview and Ideas for Action.**
Donner, L., 2000. Part of the Women, Poverty and Health Project, Women's Health Clinic,
Manitoba. *<www.womenshealthclinic.org/whats_new.html>* A gender-based analysis that links
poverty and poor health among women. Research includes a series of interviews with women in
Aboriginal communities in Manitoba, exposing how the effects of racism combine with sexism
to result in the high poverty levels and thus poor health of Aboriginal women. A true gender
analysis, with sex-disaggregated statistical data collected and analysed.

**Free Statistics**
Canadian Council on Social Development. *<www.ccsd.ca/facts.html>*

**Women and Men in Canada: A Statistical Glance**
2003 Edition, Status of Women Canada. *<www.swc-cfc.gc.ca/pubs/women_men/index_e.html>* A
concise and comprehensive guide to gender-based statistics, broken down into categories including
paid and unpaid work, population, health and safety, income, education and family.

**Women in Canada 2000: A gender-based statistical report**
Statistics Canada web site *<www.statcan.ca/english/freepub/89F0133XIE/free.htm>*

**And We Still Ain't Satisfied: Gender Inequality in Canada. A Status Report for 2001.**
Hadley, K., 2001. Centre for Social Justice. *<www.socialjustice.org/pubs/pdfs/womequal.pdf>* Reveals
the most recent data on income, employment and professional gaps between men and women in
Canada. Shows how low-income statistics that focus on the family unit have hidden the real rates
of women's poverty. The report looks at how the income gap exists across age, education level,
labour market situation and family type.
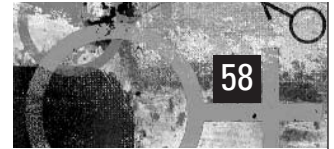
**Women's Experience of Racism: How Race and Gender Interact.**
Canadian Research Institute for the Advancement of Women (CRIAW), 2002. Order through the Canadian Research Institute for the Advancement of Women web site at: *<www.criaw-icref.ca/ indexFrame_e.htm>* Provides user-friendly statistical and narrative information and research on how women experience racism in Canada. A basic introduction to people unfamiliar with the concepts of gender and racism.

# INTERNATIONAL RESOURCES AND TOOLS

**Beijing Platform for action**
Women in power and decision-making. *<www.vrouwen.net/vweb/wcw/chap4g.html>* Strategies for governments, political parties and the civil society, to increase women in decision-making. Official document from the World Conference in Beijing.

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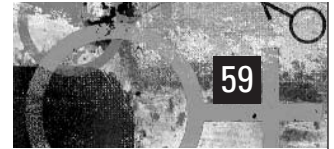
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ties in Britain and in three other European Union (EU) member states: Ireland, Italy and Sweden.
Based on this research, a framework was developed to facilitate the process of mainstreaming gender
equality in local government. The framework examines: why local authorities should mainstream
equal opportunities; how mainstreaming should be established as a corporate strategy; how main-
streaming should be developed; how the mainstreaming strategy should be implemented; how the
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*pouvoirs locaux*) **and Spanish.**
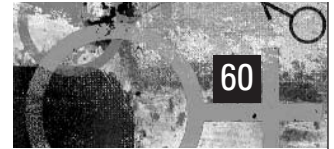
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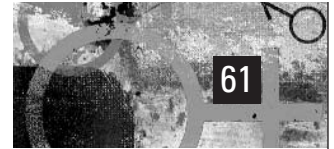
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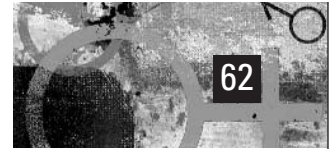
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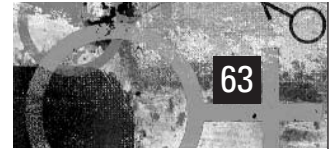
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