Final Report

ICMD CIDM

CIDA – DAVID BARBOUR, SOUTH AFRICA

Knowledge Sharing Workshop on Gender Equality and Local Governance

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International Centre for Municipal Development
Centre international pour le développement municipal

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Knowledge Sharing Workshop on Gender Equality and Local Governance

**International Centre for Municipal Development (ICMD) of the
Federation of Canadian Municipalities (FCM)
September 26-27, 2002
Gatineau, Quebec**

Final Report

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ACOBOL	Association of Councilwomen of Bolivia
ADB	Asian Development Bank
ANDRYSAS	Association of Councilwomen, alderwomen, and women representatives of El Salvador
CIDA	Canadian International Development Agency
DMC	Developing member country
FCM	Federation of Canadian Municipalities
GE	Gender Equality
ICMD	International Centre for Municipal Development
IULA	International Union of Local Authorities
NGO	Non-governmental organization
ORAP	Organization of Rural Associations for Progress
TA	Technical Assistance
WBI	World Bank Institute

1. Introduction

A. Background and objectives

The workshop on Gender Equality and Local Governance, held from September 26 and 27, 2002 in Gatineau, Quebec, was the third in a series of knowledge-sharing events organized by ICMD-FCM.

The event brought together fifty representatives of Canadian Executing Agencies and CIDA Partner Organizations active in local governance and gender equality, Canadian and Overseas Municipalities and municipal associations, Canadian and international women's organizations & networks linked to local governance, and Donor Agency Governance and Gender Specialists.

This mix of stakeholders was asked to address the contribution made by local governments to achieving gender equality. This broad topic was covered by means of three themes:

Theme 1 Access to power by women - *Factors which Influence Women's Access to Power at the Local Level: Perspectives and Experiences of Women as Municipal Politicians*

Theme 2 Sharing power with women's organizations - *Representing the Interests of Women in Municipal Decision-Making Processes: Experiences in Partnerships and Participation of Civil Society*

Theme 3 The effective use of power by local governments to deliver services - *Designing and Delivering Municipal Services that Respond to the Specific Needs of Women.*

In addition to providing a forum for networking and dialogue, the workshop allowed participants to share best practices and define measurable gender equality development results related to effective local governance practices, both internationally and in Canada.

The workshop was also intended as an opportunity to compile a Gender Analysis Tool Kit, based on examples of project management tools used by participating organizations to undertake analysis and evaluation in support of gender equality in the context of local governance.

B. Structure of report

The workshop report is structured in order to provide highlights and a summary of the two-day event. The report's introductory section is followed by highlights of the three opening presentations and four sets of panel presentations addressing International Perspectives, Access to Power, Sharing Power, and Using Power.

The Report's third part captures the main findings of the small working groups reflecting the three workshop themes. The Report's final part provides a synthesis and conclusion.

The Report also include several annexes, providing useful background information such as the Workshop Agenda, List of participants, Biographies of Presenters and References to Gender Equality Tools.

The Report of the Workshop on Gender Equality & Local Governance will be posted on the ICMD Interactive Website (http://icmd-cidm.ca), as will full text versions of the workshop presentations, and a series of Canadian and International Case Studies of Local Government actions in support of gender equality.

2. Summary and Highlights of Presentations

The workshop included a series of introductory presentations and four sets of thematic panel presentations. These provided both context and content for the small working group discussions. The following sections provide highlights and key messages of each of the presentations.

A. Opening Presentations

Welcome Address - Louise Poirier, City Councilor, City of Gatineau, Canada

Women have established a significant place amongst elected officials in the City of Gatineau. 25 percent of the City's councilors and 50 percent of the executive committee are women. Women are also responsible for key roles in day-to-day affairs of the city. Of 700 white collar positions, women are responsible for nearly 450.

Gender equity measures implemented by the former City of Hull are being applied throughout the newly amalgamated City of Gatineau. As a result, critical decisions are being made by women in a wide range of areas, including "guy files" at executive levels, such as airports.

The participation by women at the level of decision making and operations ensures that the City is in touch with the needs of all its citizens.

Introductory Address - Brock Carlton, Director, International Centre for Municipal Development of the Federation of Canadian Municipalities, Ottawa, Canada

ICMD-FCM recognizes the contribution made by the Canadian International Development Agency, and emphasizes how the partnership between CIDA and FCM has strengthened both organizations.

This event is the third in a series of knowledge sharing workshops. In 2000, FCM hosted a workshop on Municipal Capacity Building; in 2001, the theme was Municipal Government, Social development and Poverty Reduction. Since municipal government is

the order of government closest to citizens, these events provide an important opportunity to share knowledge of effective practices, and for partners from both North and South to exchange these practices.

The Workshop on Gender Equality & Local Governance builds on the 1998 IULA Declaration on Women and Local Government and is taking place at the same time as an IULA-hosted event on the Status of Women in Local Decision Making. The IULA event, taking place in Santo Domingo, Dominican Republic, is intended to put in place a three-year action plan to foster gender equality in local government.

The objectives of the Gender Equality & Local Governance workshop include networking and defining concrete gender equality results.

The workshop is part of a process – a step involving dialogue towards social change which should continue at the workplace. The workshop will also contribute to compiling a Gender Equality Toolkit, based on the work of organizations participating in the event and willingness of participating organizations to share their methodologies and approaches.

Keynote Address - Marlene Catterall, Member of Parliament, Ottawa West-Nepean, Canada[1]

The presentation covers two topics that have been central to the speaker's 25 year political experience: women and cities. Marlene Catterall spent nine years as a municipal councilor and has been in federal politics for the past 14 years.

The subject of gender equality and local governance is best defined in terms of the fulfillment of the principles of democracy, reflecting the right of every individual to participate fully in the decisions that will affect their lives.

Democracy had its birth in a city, and required 2 millenia to reach other orders of government. It has been barely half a century since the right to vote became universal among citizens in Canada. It was only in the 1940s that women secured the right to vote in every province of Canada. Aboriginal women have had the right to vote since 1960.

States come and go, but cities go on forever. Cities are important because of their continuity and because of what they do. This does not just include roads, sewers, garbage, clean water, security, and fire services. These are tools for the main job of municipalities, which is providing for the quality of life of people who live in cities.

Quality of life is not shared equally. It is disproportionately women who are poor, women who lack opportunities for advancement in jobs, and women who are disadvantaged in many ways. This includes double or triple jeopardy for women of colour, with disabilities or too young to be taken seriously.

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[1] Presented on behalf of Jeanne Augustine, Secretary of State for Status of Women Canada.

Cities have been ahead of states and nations in the area of progress for women. Municipal politics have been a stepping stone for women to reach other orders of government. Encouraging open and transparent municipal governments is a crucial element to involving women in the public life of their communities. In the late-1960s, citizens began demanding open meetings of municipal council. This led directly to women being elected to municipal councils.

It is important to avoid complacency – many of the gains made by Canadian women at the federal level have been lost over the past few years. Numbers don't tell the whole story – positions of women in Cabinet at the federal level are not the most challenging ones. Women are responsible for the soft, less important ones – not transportation, defence, or finance.

There are several factors that inhibit women from getting into politics –
- Tolerance of society and family towards women in politics. Little girls growing up without seeing women in certain roles in society will have difficulty seeing themselves in these roles. Similarly, men who have not seen women in this role are less likely to accept women in these roles.
- So much of work life is scheduled as if everybody had a wife at home. Working mothers are more than likely to be taking care of children. For example, training programs are not structured around family life.
- Women tend not to have access to financial resources, and not to have grown up making the same connections as men.
- There is a need for a campaign college for women since women tend not to have learned the skills such as fundraising, and campaign managing.

These imbalances must be recognized and addressed, often in small but important ways.

Does gender equality matter? Representative democracies cannot represent half the population – women's experiences are different from those of men. Excluding women from politics results in ill-informed decision making. Canadian gun control legislation, resolution of pay-equity in civil service, debate on sharing of pensions within a marriage would not have happened without the significant presence of women in parliament. It is also important that women be seen in these institutions by other women and men.

In terms of international development, where the concept of democratic government is new and fragile, violence against women can be a huge impediment to participating in the political process. There is a role for Canada to ensure the participation of women in the management of local development projects taking place internationally. There is an example of a rural water project in China where only women had dug the trenches and laid the pipes, but were not involved in management of the project. It is important to democratize decision making and provide women with opportunities to get involved. If women get a little extra money, it is universally true that this money will go into their family, their children and their community. The same is not true with men.

Local government provides a good way to create opportunities for women in a relatively safe environment, to allow them to take the risks in order to learn new skills, and practice them in a place that really matters to a lot of people. FCM is to be congratulated for giving women the opportunity to develop the skills and participate as full citizens in their societies anywhere in the world.

B. Panel #1: International Perspectives

The panel addressed the contribution of local government to achieving gender equality from the perspective of three international donor agencies. The panel covered the following sub-topics within this theme:
- The broader policy/programming context for gender quality & local governance defined by each of the organizations represented on the panel
- Intended gender equality results of initiatives being supported in South Asia and South America
- Key factors which contributed to achieving these results and main obstacles which have limited their success

Roxanne Scott, Public Sector Specialist, Decentralization and Poverty Reduction Program, World Bank Institute, Washington DC, USA

The WBI's Public Finance, Decentralization and Poverty Reduction Program aims to promote professional development of government officials, trainers, policymakers, practitioners and researchers by strengthening their capabilities in public sector fiscal policy (central and local), intergovernmental fiscal relations, and local government management. This program adopts a gender mainstreaming approach in its objectives, activities and impact, highlighting that decentralization can support two aspects of gender equality:
a) participation in political decision-making; and,
b) access to goods and services.

Understanding the differential needs of men and women can assist locally elected representatives in directing sub-national policy objectives and corresponding financial allocations that address gender inequalities in access to, and control of public services and resources. However, for this to occur, elected representatives need to adopt gender-responsive approaches to policy planning and budgeting which utilizes both gender-analysis and gender-disaggregated data. Awareness raising and capacity building of government and non-government groups in gender-responsive policy planning and budgeting has been a focus for WBI's Public Finance, Decentralization program, with a current initiative supporting Pakistan's decentralization plan through provision of technical assistance to newly elected district councilors and district executive directors. A review of Pakistan's public sector management processes suggest a critical need for the establishment of comprehensive gender planning, budgeting and auditing systems as part of a capacity enhancement plan in local financial management and planning.

Factors that are anticipated to contribute to achieving improved capacity in, and implementation of gender-responsive policy planning and budgetary systems include:
a) providing support for the development of networks of government, civil society and academia,
b) ensuring local stakeholders determine the goals and objectives of gender-responsive budget initiative,
c) collaboration with drivers of local initiative to determine positive links with government, civil society and assist in determining what levels of government and sectors/portfolios to target,
d) targeting both bureaucrats and legislative agencies in capacity building,
e) providing support to civil society in understanding the local budgetary process, and
f) supporting strategies that build upon indigenous knowledge.

Political support within government financial agencies for achieving gender equality goals, traditional social values and relationships that are discriminatory to women, an underdeveloped culture of participation, current capacity of sub-national governments to manage resources, data systems that are not effectively gender-disaggregated and poverty issue of limited revenue and budget constraints are identified challenges to institutionalizing gender-responsive budgetary processes at the sub-national level.

Supporting gender equality in Pakistan through policy and budgetary planning has also required an understanding of issues with decentralization that affect women's participation and resource availability to address their needs (which can affect the gender-responsiveness of budget decisions), such as retention of influence of political and local elites on government decision-making; allowance for autonomy of sub-national tiers of government in determining spending allocations according to need; transparency of fiscal flows; regional differences of resource needs disaggregated by gender and implications for intergovernmental transfer systems; the delegation of functions to sub-national governments when there are delays in determining fiscal allocations, and allowances for sub-national governments' own revenue generation.

Monawar Sultana, Social Development Specialist, Asian Development Bank, Manila, Philippines

Poverty reduction is the ADB's over arching goal. Governance is one of the three pillars of the poverty reduction strategy, and gender development is a crosscutting theme. Good governance and gender equality are critical for poverty reduction. Since 1995, ADB has engaged in variety of country-based and sub-regional technical assistance (TA) activities to disseminate international experience in governance and public management, and support gender and governance program. Most of the TAs are implemented by NGOs. ADB has supported several governance reform programs adopted by the governments of its developing member countries (DMCs) through its loans.

The TA Projects can be divided into the following categories:
(i) Capacity Building of the Local Bodies/Municipalities and Female Representatives;
(ii) Governance Reform Program;

(iii) Grassroots Level Legal Literacy Effort.

In Bangladesh, Nepal and Pakistan, ADB has designed TA Projects to,
(i) create a positive environment in municipalities, team building, consciousness raising of women and men councilors;
(ii) build capacity of the female councilors;
(iii) establish linkages between elected women representatives of the local government and the sectoral agencies implementing health, education, rural development and poverty reduction projects in the local level;
(iv) provide legal support for campaigning for the legal rights.

The introduction of the reservation quotas for women in the four South Asian countries of Bangladesh, India, Nepal and Pakistan provided an increase in the representation of women in local government. Women are the key stakeholders in the community and municipal members are a vital force to improve women's participation in the various activities to undertake civic responsibilities. Currently the municipal bodies in South Asia are not well equipped to play the desired role of mobilizing women as key stakeholders.

The presentation identifies constraints to achieving the expected goals and outcomes of these projects. These include structural factors related to legislative and operational framework of the local administrative body; an absence of proper operational guidelines for the female representatives; and socio-cultural factors limiting participation of female representatives in the local bodies.

Lucie Bazinet, Gender Equality Specialist, Americas Branch, Canadian International Development Agency, Gatineau, Canada

The presentation addresses the vital link between gender equality, local governance and poverty reduction. It highlights certain approaches that have generated significant results, illustrated through a specific project supported by CIDA in South America.

Poverty reduction is central to CIDA's mandate. Local government is essential for reducing poverty - municipal governments are at the frontline in providing services that are essential for communities to develop. Women and men rarely have the same access to these types of services and will have different needs, interests and perspectives on development which we have to take into account in our work. For example, when consulted, women and men often identify different priorities for municipal action and expenditures at the community level: men may identify roads and transportation while women often identify schools, water and domestic violence.

CIDA's Gender Equality (GE) Policy is a result of lessons such as the one above. Our preoccupation with GE is an issue of social justice as well as a recognition of the importance of GE to social and economic development and ultimately to poverty reduction. The World Bank's recent study entitled *Engendering Development Through Gender Equality in Rights, Resources, and Voice* confirms this.

CIDA's Gender Equality Policy objectives focus on areas where municipal government can have an impact and play a significant role:

- women's role in municipal decision-making can be supported through promoting their participation in formal electoral processes as well as their involvement of local community processes;
- municipal services can support actions to end violence against women and provide services to victims;
- municipalities can promote non-discrimination in access to services and design of services that respond to the different needs of women, men, boys and girls.

One illustration is provided by the CIDA South American Gender Equality Fund. This project is in its second phase and was initiated in 1995. It is a locally managed responsive fund active in six countries. The fund supports efforts of civil society and local municipalities to increase women's participation in local government in four of those countries - Peru, Bolivia, Ecuador and Colombia. Results have taken place at two levels. First, there has been an increase in women's participation as elected officials and in community processes and second, beyond participation, there has been an increase in women's influence on municipal decision-making through the inclusion of their specific interests.

Four factors have contributed to these results.

- The empowerment of women was central to the approach: a variety of processes, including leadership skills and education on rights and equality, have brought about changes in how women view their own capacity and how they are viewed by community officials. Women are valued for their opinion and speak up for their rights;
- Strong local partners have brought knowledge of the local context and local ownership of strategies; the funds have built alliances between local actors which have strengthened and multiplied individual actions
- Gender analysis has been used to examine the roles and relations between women and men and the differential impact of policies and programs with the objective of supporting gender equality;
- The partners used participatory processes that are inclusive of all of the community through an explicit and focused effort to include both women and men.

C. Panel #2: Access to Power

The panel addressed the ability of women to gain political office at the local level, factors which influence access to power by women at the local level and the experience of women as municipal politicians. The panel covered the following sub-topics within this theme:

- The role and experience of each presenter with respect to the issue of access to power
- Actual or intended gender equality results related to achieving women's access to power at the municipal level in India, Bolivia, and Canada
- Key factors which contributed to achieving results and main obstacles which limited access to power by women in these countries.

Patricia Pinto, Municipal Councilor, Panjim Municipal Council, and General Secretary of the People's Movement for Civic Action, India

Bound by tradition, it is only those women who have broken out from this cocoon to get themselves empowered that try and make a difference in society. Many still shy away for lack of self confidence. Most keep away from politics as the quality of many politicians has created a bad name in society. Quite a few get into power more as proxies for men, allowing themselves to be manipulated without realising it.

The old tradition of being a faithful and an obedient wife plays a predominant role in Indian society. However, constant motivation has made quite a few realise that they are able to stand on their own feet, and can handle situations they would earlier shy away from. Economic strength is another factor that is a stepping stone to political empowerment. The various schemes of the Government in this context if genuinely reached down to the people it is meant for, will help to achieve this goal.

The 73rd and 74th amendments to the Constitution of India are steps in the right direction. The 1/3rd reservation of seats for women in local government has been a boost to the empowerment of women. However, merely accessing power and not understanding or using that power in the right direction negates the very purpose for which it is meant. Therefore, it is important to educate women earlier about the purpose of the amendment and make them aware of the various schemes available through the Municipalities and their role as elected representatives. It is essential for women at the grassroots level to demand such services, and the women in power to help in making these services available to the people.

There is also a provision in the Constitution for the formation of Ward Committees. Ward Committees are essential in bridging the gap between the Municipality and the people. However, some ambiguity exists in the formation of Ward Committees which needs to be seriously addressed. This defeats the purpose of the amendment for getting the people closer to the Local bodies which would be the best way of knowing people's problems and discussing ways and means of solving them. This would also ensure that people get the quality of life they are entitled to. Unless this happens it becomes very difficult for Municipal elected representatives to play their role effectively. The local bodies also have to be empowered with functions and finances to help them carry out their duties properly and effectively.

Finally, it is people's pressure from below that can change any system of governance and for this people are required to be properly empowered. This requires making them aware of their rights and duties and getting them organised to demand their right. This will help elected representatives and the bureaucracy to be more effective and accountable, which is the true spirit of democracy.

Mery Elina Zabala de Alba, President, Association of Councilwomen of Bolivia

ACOBOL is a member of a broader Bolivian Federation of Muncipal Associations. It uses a gender approach to development, based on the following characteristics:
- Building the Democratic Stage and strengthening accountability in the decision making process;
- Institutionalizing a gender perspective at the local level, using municipal participatory planning with a focus on gender.

The proportion of Bolivian municipal councillors who were women was 18 percent in 1991, eight percent in 1995 and 32 percent in 1999. Six percent of mayors elected in 1999 were women. The following is a profile of the Bolivian Female Councillor:
- Over 50 percent are under 45 years of age
- 70 percent are married and have between two and three children
- 80 percent support their families
- 60 percent have received no training from their own political party
- 75 percent are candidates for the first time

These numbers reflect various barriers against the participation of women in the local decision making processes:
- Cultural prejudices
- Political party interference
- Political harassment
- Little experience in the public administration process
- Little or no political experience
- Low education level
- Overload of family responsibilities
- Non-generalized gender sensitivity
- Weak proposal making capacity

ACOBOL's vision is a society with a political participation system which allows equality of opportunity for women and men alike, setting priorities for equitable human development and a new municipal administrative practice which is transparent in order to improve the quality of life in the municipalities themselves.

ACOBOL's mission is to create the necessary mechanisms which will allow women joining the municipal councils to carry out their jobs efficiently, under conditions of equality, and providing legal and institutional support and the necessary training.

ACOBOL's two objectives are to find a transparent, equitable and non-discriminatory political system to address gender; and to strengthen the work of women and their abilities in the political and municipal spheres.

It has achieved the following results:

- Institutional Strengthening, including training, establishment of a documentation centre, web page development, and support to the decentralization process;
- Contribution to the political process through greater democratization of political parties, encouraging female political participation, and promoting merit-based candidacies;
- Strengthening the capacity for integration and representation through defense of human rights, serving as an instrument for training and for technical assistance, and consolidating the municipal associative system and affinity networks;
- Contributing to a more professional Council through training with accreditation, commitment to ACOBOL sustainability, and technical–humanistic training
- Commitment to Sustainable Human Development, including institutionalization of gender programs, participatory planning with a gender-based focus, defense of human rights, and programs oriented to improvement of the Human Development Indices.

Joan Lougheed, FCM Task Force on Women & Local Government, City Councillor, City of Burlington, Canada

The title of the panel is better defined as *Accessing Positions of Influence and Empowerment*. The presentation shares personal experiences and the story of the FCM Task Force on Women and Municipal Government.

The workshop is an opportunity to share and learn about the similarity of problems facing women regardless of their particular community. The discussions so far indicate that gender issues are closely connected to poverty. While in developing countries this includes access to basic services, many of the barriers to access to power by women are shared in common by Canada and developing countries. While providing essential services to women is an important role of municipal government, poverty can also be defined in terms of an absence of women in positions of influence.

The historical perspective on women in Canadian society and politics suggests that Canada has not progressed as far or as quickly as one would think. This history is about increased economic and political participation. In terms of economic participation, 14.4 percent of Canadian women were in the work force by the second half of the twentieth century, representing almost 15 percent of the total workforce. Women now must work, since families need two incomes. More recent history has been devoted to addressing disparities in income between women and men through equal pay legislation. Economic participation has also involved the removal of restrictions on employment for married women and increased choice of careers from traditional occupations of nurse, teacher, secretary, or hair stylist.

Increased political participation has included ensuring the right of women to vote. Women were able to vote in Canadian federal politics in 1918. Aboriginal women did not obtain the right to vote until 1960. The first woman was elected as a municipal mayor in 1951 in the City of Ottawa.

A second theme of the presentation is the establishment of FCM's Task Force on Women and Local Government. This reflects the importance of reaching out to women in Canada, much as FCM is doing internationally. It became clear that Canada has many of the same issues as other countries in the world, as they relate to gender equality.

An important goal is to increase the level of acceptance of women councilors by male colleagues. In several cases, men are having difficulties with first-time women councilors. Many men do not know what is considered to be crossing the line of sexual harassment or what actions will be seen as attacking the lone woman on council. Women are having trouble with understanding process and systems, and while some are quite comfortable being aggressive, they need support in responding to aggression from other councilors.

During 1999 and 2000, a small informal group of women met during FCM Board Meetings and established a Task Force on Issues for Canadian Women. This was met with suspicion and mistrust by some Board Members. With the support of several well-respected members, both women and men, the Task Force was able to ensure a place for themselves at the annual conference.

The Task Force has four goals:
- Mentorship of elected officials
- Education – Phase 1: Campaign School in Ontario
- Scholarship – 2002 Recipient was the first
- Annual Forum at FCM's Annual General Meeting

The Task Force uses documents prepared by FCM to remind colleagues that similar tools are needed to address gender issues in Canada – *A City Tailored to Women*, *Gender & Municipal Development*, and *Local Government in Canada*. These are the most effective tools used by the Task Force. There is an obligation in Canada to encourage young women to get involved in politics.

D. Panel #3: Sharing Power

The panel addressed opportunities for civil society organizations representing the interests of women to participate directly in the municipal decision making process, and the experience of partnerships between municipal government and these organizations. The panel covered the following sub-topics within this theme:
- The perspective brought by each presenter on the theme of sharing power;
- Actual or intended gender equality results in the area of sharing power in Zimbabwe, El Salvador and Canada;
- Key factors which contributed to achieving results and the main obstacles which limited the sharing of power in these countries.

Thandi Nkomo, Grassroots Activist, Zimbabwe

Discussion of gender equality requires a description of the Zimbabwe context. While women and men fought side by side as part of the struggle for independence, the post-independence period included very few women in positions of power. A Women's Ministry was created following sustained pressure from women, but was controlled by the ruling party. The process of land redistribution currently underway does not include women as priority beneficiaries. At the same time, the post-independence emergence of women's NGOs did result in pressure being placed on government to change some legislation, such as that dealing with inheritance for widows and equal pay. Women benefited from the new regime's focus on education and health.

ORAP is one of Africa's largest NGOs with 1.5 million members. While 80 percent of members are women, ORAP made a conscious decision to work with both women and men. ORAP's focus is on poverty eradication in both rural and urban areas. ORAP's emphasis is on empowerment of women in a family context, but also improving skills to help women define their own destiny as well as be good negotiators. Emphasis was also on educating men about the factors that contributed to women's oppression. As a result, because of empowering communities to demand their rights from all levels of government and civic organizations, the current government in early-1980s, banned ORAP but its work continued in spite of the ban.

The Government of Zimbabwe embarked on a decentralization exercise in 1995. The idea was welcomed by NGOs because local governments were seen as being closer to the people. The Provincial government in Matebeleland was quick to invite NGOs to develop ways to work in partnership with local councils and municipalities. Local governments undertook capacity building among councilors and municipal staff. NGOs were called upon to assist with building capacity at the community level and used the opportunity to work closely with many marginalized people especially women.

NGOs analyzed the roles of central and local government and how people wanted to interact with government and found that few women were in positions of power in local government. Community-based planning was undertaken to place women's priorities on the table and bring those plans to local governments, develop district and provincial plans, support community-based budgeting and feed plans into provincial and central government. For women, HIV/AIDS and food security emerged as top priority. Women's organizations also participated in developing strategies to address HIV/AIDS. One achievement was to have urban agriculture allowed in the municipality of Bulawayo that previously used to slash the crop in spite of the fact that it was increasing household food security.

Even though very few women hold political office, they have developed the capacity and ability to build partnerships with NGOs and local governments. Increased interaction between women's groups and local government gave women added power in terms of negotiation and increased level of respect of these organizations.

Caroline Andrew, Dean, Faculty of Social Sciences, University of Ottawa, Canada

The presentation looks generally at Canadian initiatives in the area of women's urban safety, focussing particularly on the efforts to see these initiatives in an international perspective. It looks at the activities started in Toronto - safety audits, planning tools, grants to community groups; Montreal - municipal-community partnership, and training; and Ottawa - implementation strategies.

Principal activities undertaken in Canadian municipalities have included,
- safety audits: based on principles of a financial audit
- planning tools
- grants to community groups: In Toronto, these were based on principles of inclusivity – using the grant funding program to reach a vast range of community groups, and pro-active work by the city to inform community groups about the availability of grant funding.
- training, particularly training trainers

In terms of international links, the presentation focuses on a May 2002 conference in Montreal that brought together national and international participants with experience in creating safer cities. Other international links include work by IULA, the UN Habitat Safer Cities Program, and the Huairou Commission.

The presentation concludes with a summary of the lessons provided by good practices and in factors that limit success.

Several good practices were identified:
- Partnerships – Good practice results where partnerships between the municipality and community groups work well. This includes relationships developed directly between elected officials and community groups;
- Building community capacity;
- Integrating gender into municipal decision-making;
- Inclusion of the most vulnerable groups, such as ethno-cultural minorities, women with disabilities, and seniors makes for a far greater understanding of the needs of a full spectrum of women;
- Municipal implementation process – linking analysis and planning to action. This includes mobilizing the energy of community groups and connecting it to the power of municipal decision makers.

Factors that limit success include:
- Keeping a woman-centered perspective throughout the process
- Achieving successful partnerships that are balanced
- Inclusion requires effort and imagination
- Ensuring results in the form of concrete changes by the end of the process

Morena Herrara, Municipal Councillor, City of San Salvador, El Salvador

Morena Herrara's relationship with gender equality and local governance has a three-pronged approach, reflecting her three roles:

- Councilwoman of the Municipal Council of the municipality of San Salvador.
- Member of the Board of Directors of the Association of Councilwomen, alderwomen, and women representatives of El Salvador.
- Coordinator of the Program for Political Participation and Local Development in the Association of Women for Dignity and Life (The Dignified Ones).

The experience in building new alliances as strategies to increase the margins of power, empowering women and to exert influence from a gender perspective, has taught that it is possible to develop different, simultaneous, and complementary processes that contribute to turn the dream into reality.

A municipal policy for gender equality in San Salvador was approved in 1999. The formulation and approval of this policy was the product of a consultation process between the local government and women's organizations. The policy sets an institutional framework of municipal commitment to a series of concrete measures oriented towards the promotion of equitable relationships between women and men within the municipal administration. These include a process of sensitization of municipal personnel, the creation of implementation tools related to human resources administration, and promotion of a positive action plan in favour of women.

Several strategic elements have been used to propel these measures. One of these elements has been the creation of the Council of Women, formed by the women of the municipal Council. A Working Commission of the Council was created as a complementary group, which integrates different municipal administrations and sub-administrations. A specific strategy used is the identification of gender barriers hindering the promotion of women to executive positions. As a result, several women now serve as managers, assistant managers and departmental heads at the City of San Salvador, whereas before there was only one occupying a position of responsibility.

The multi-pronged approach to the gender equality policy and the daily sensitization of the Municipal Council brought about the approval in 2002 of the first budgetary appropriation for actions related to the gender equality policy.

Other elements of the strategy:
- Strong relations between the municipal government and women's non-governmental organizations;
- The alliance between organizations of women and between the women of other municipalities of the country;
- The ability of female mayors to focus their interests in opening spaces for the participation of woman in municipal government;
- Support for a series of proposals to increase the responsibilities and competencies of municipalities, municipal councils and citizenship participation processes;

- The "First Competition of Municipal Proposals for Positive Action in Favour of Women" for the metropolitan area.

Work is now concentrated on taking advantage of opportunities to negotiate municipal public policies geared towards gender equality principles and non-discrimination. There is also a need to strengthen the network, to gain more national and international recognition, and, above all, to attain an increase in the presence of women in future local governments.

E. Panel #4: Using Power

The panel addressed the experience of local governments in designing and delivering municipal services that address the specific needs of women. The panel covered the following sub-topics within this theme:
- The role of the presenters in the area of gender equality and local governance;
- The broader policy/programming context for gender quality & local governance in Vietnam;
- The ways in which municipal services in the cities of Ottawa, Canada and Hanoi, Vietnam affect the lives of women;
- Actual or intended gender equality results in the Cities of Ottawa and Hanoi related to improving the delivery of services.

Dao Thi Tao, Professor, Department of Research on Gender and Urban Development, University of Architecture of Hanoi, Vietnam

The department is the only one in Vietnam that addresses the subject of gender and urban development. It was established in 2001 with the support of CIDA and a team of Canadian academics.

Women's equality is a long-standing goal of the Party and the Vietnamese government and is reflected in laws and policies. Article 24 of the National Constitution ensures that women are equal to men in the domains of politics, the economy, culture, family and in society. The constitution also enshrines equal pay for work of equal value for women and men. Directive 37 of 1994 from the Party Central Committee requires a minimum of 20 percent representation by women at all administrative levels of government and Party Committees. Government Instruction 63 of 1988 provides Women's Associations with the right to participate in and provide advice in relation to all policy discussions addressing the subject of women and children at all administrative levels.

Gender equality objectives are being pursued through women's participation in three ways:

i. Participation in administrative and Government decision-making bodies
In the National Assembly, 27 percent of the 498 delegates are women. Women are represented in the 1999-2004 Session of Popular Councils, including the Provincial (21%), District (21%) and Local (16%) Popular Councils. Women are less represented in

Government decision making bodies, where women account for less than 7 percent of representatives of the Executive bodies within the Popular Councils.

ii. Participation in all sectors of society
Women represent 52 percent of the labour force, and represent the majority in several economic sectors such as light industry, services, and agriculture.

iii. Participation in socio-political organizations and State-recognized institutions
The country's largest women's organization is the Association of Women of Vietnam, founded in 1930. It is active in all 61 of the country's cities and provinces, and includes representation at all levels of administration. The Association's mandate is to actively support women's equality and the empowerment of women and to protect the legal rights of women. At the level of local governance, the Association plays an advisory role on all matters relating to women and children. At the level of Central Government, the Association has 15 members working to implement Government policy.

A second key body is the National Committee for the Advancement of Vietnamese Women, established in 1993. It functions at the Central government level, involving 16 representatives of several national associations, including the Association of Women, and ministerial representatives. A similar body exists within each Central Government ministry and at the provincial, district and local levels. The Committees work against discrimination on the basis of gender, disseminate information and support implementation related to strategies and programs for the advancement of women's rights, assist with policy formulation and undertake research on women's issues.

Women's participation in local governance in the City of Hanoi is done both through the City affiliate of the Association of Women of Vietnam and through direct participation in various parts of the city administration at the municipal, district and commune levels. Women account for 11.5 percent of the Municipal Executive Committee, and 25 percent of the Local Popular Council. The representation of women at the district level is even higher, with 20 percent representation on the Executive Committee and 36 percent representation at the Popular Council.

The limited presence of women in administrative and decision making positions is recognized by the Central Committee of the National Association of Women as limiting the capacity of women to contribute fully to Vietnam's industrialization and modernization and represents obstacles to achieving the goals of gender equality and the development of women.

The Prime Minister has called on State Ministries, Popular Committees and municipalities to integrate gender issues into overall planning, economic development plans and the socio-economic development plan for the 2001-2010 period. At the same time, the country has not undertaken the necessary studies and research to develop data bases to support the integration of gender into the planning process.

Elisabeth Arnold, FCM Board Member, City Councilor, City of Ottawa, Canada

Since first elected as a City of Ottawa Councilor in 1994, Elisabeth Arnold has worked on public participation issues, and to increase women's participation in local government – as community members, employees and in elected office – both in Ottawa and through FCM. Her most recent initiative is working with the Women's Access to Municipal Services (WAMS) group to implement recommendations of their study into the city structure.

Impact of municipal amalgamation on women's representation
Five of 11 city councilors in the old City of Ottawa were women. This ratio was similar in the region's other 11 municipalities. Four of the 12 local mayors were women prior to amalgamation. There are now six women councilors in the newly amalgamated City of Ottawa out of a total of 22, representing 800,000 citizens.

At the senior management level, the establishment of a streamlined and efficient system through amalgamation resulted in a seven-person Senior Management Team, of which one is a woman. The system does not include any built-in requirements for achieving gender equality or encouraging the participation of women.

Impact of downloading on municipal services affecting the lives of women
Roles and responsibilities of the municipality include a broad range of areas important to women, such as safety, policing, social services, planning and community grant funding. The negative impact on these services resulting from downloading from other levels of government has not been accompanied by resources or the ability to increase revenues. In practice, this has meant that it is the services such as day care, libraries, social services that fall off the table first.

Gender Equality results through service delivery in the City of Ottawa
The municipality provides access to services by women in three different ways: as an employer, as a service provider and through policy/regulation

As an employer, one example was the six months of work devoted to preparing gender-neutral hiring criteria that match job requirements to allow qualified women to be hired by the fire department.

As a service provider, one example is the current tendency to establish budget priorities based on principles related to changing levels of taxation. The starting point for establishing budget priorities is not about the need to decide on trade-offs between services, nor does it allow for a debate about taxpayers' willingness to pay more taxes in order to improve quality of life.

In terms of policy making/regulation, an example is the importance of incorporating issues around access to municipal services by women into the Official Planning process. Of the 60 consultations in the planning process, only one is dealing specifically with women's issues.

Other ongoing efforts include:
- Continuing to work to ensure the recommendations of the Women's Access report are taken seriously and to incorporate the recommendations into the City's official plan review process that is on-going this fall.
- Hosting a half-day workshop on October the 5th to which participants are invited to review the WAMS committee recommendations and see how they can be incorporated into shaping the City's official plan.

Changing the traditional approaches of municipal government to be inclusive of women's concerns will not happen without a commitment to change and plan for how to make that change a reality. Some of the key ingredients for success are:
- Active and committed community groups,
- Access to funding and resources,
- Support from politicians to provide access to information and resources,
- Champions on staff,
- Building strong partnerships in the community and sustaining them.

Social change of any kind rarely occurs from within government. What we can do is work to make local government as responsive as possible.

Fran Klodawsky, Department of Geography and Environmental Studies and Pauline Jewett Institute of Women's Studies, Carleton University, Ottawa, Canada

The Working Group on Women's Access to Municipal Services came about by a motion to Council - that a Working Group be established to evaluate the extent to which Ottawa met the spirit of the IULA Women and Local Government Declaration and recommend improvements where warranted. The motion established a partnership between city staff, community groups and the two universities with Planning as lead department. Municipal Services was the chosen focus.

The Goals of the Working Group:
- To evaluate women and men's equal access to municipal services
- To ensure that diversity among women was fully recognized in the evaluation process
- To push forward the idea that a City more inclusive of marginalized women is better for all women
- To make recommendations to City Council

The Working Group was delivered through general and steering group meetings involving city staff, community representatives and academics. A key research element was information about women's experiences with services, gathered through 20 focus groups with diverse groups of women and a Community Forum which heard research results and prepared a first draft of recommendations

The Working Group's key findings:
- Need for better communication about availability of programs and services
- Central importance of good public transit
- Need for providing services in appropriate venues and in suitable combinations
- Need for providing services with appropriate supports

The findings were used to develop recommendations to City Council, which were adopted in February 2002. The City Manager was directed to coordinate departmental responses to recommendations, with a report to Council expected in November 2002.

Gender equality results to date have mainly been in the form of an increased awareness at the City regarding the value of speaking with marginalized women and the idea that women's access issues are impacted by decisions throughout the organization. There has also been a recognition that women don't ask for the moon - many of the suggestions were practical low-cost ideas. The key test will be the City's response to recommendations that require funding.

Key success factors and main obstacles:
- All of the partnership components were essential to the success of the process
- There was no real buy-in from senior staff
- There were no funds for monitoring implementation
- Numerous demands on time and funds in the newly amalgamated city in the context of a downloading of responsibility from senior governments without adequate funds

3. Working Group Reports

Workshop participants formed three working groups, representing the event's English-, French- and Spanish-language groups. Each working group responded to the three workshop themes of Access to Power, Sharing Power and Using Power. This section of the Workshop Report synthesizes these responses, identifying results to be accomplished, and mechanisms for achieving these results. These results are summarized in the following table.

Summary of Intended Gender Equality Results Identified by Working Groups

Access to Power (i) Women's individual capacity to seek and maintain political office strengthened through training, networking and mentoring; (ii) Broad-based political support established through strategic alliances and awareness raising; (iii) Appropriate enabling environment in place, grounded in effective legislation, regulations and institutional structures oriented towards equal representation at both the political and staff levels.

> **Sharing Power**
> (i) Appropriate enabling environment in place for participatory planning and priority setting;
> (ii) Broad political consensus established through alliance building and awareness raising;
> (iii) Municipal government operational capacity in place to support greater civil society participation.
>
> **Using of Power**
> (i) Gender-based needs analysis and monitoring systems in place;
> (ii) Concept of service delivery broadened, involving a shift from government to governance;
> (iii) New vision of city development in place based on an inclusive approach to planning.

A. Access to Power: Increasing Women's Access to Power at the Local Level

The working groups identified the three following result areas and associated actions related to increasing women's access to power at the local level.

(i) Women's Individual Capacity to Seek and Maintain Political Office Strengthened through Training, Networking and Mentoring

Actions:

- Increase access to basic education and information for women seeking political office;
- Improve the quality of women's management skills once they reach power. An example of these skills is weak proposal writing capability;
- Build the capacity of women to better articulate their views so that factions resistant to their involvement can hear and understand their perspective;
- Identify role models for women decision-makers and senior management, including more role models in non-traditional positions;
- Support networking between women seeking political office and those in positions of influence. Ensure that women from marginalized and low-income backgrounds are included in these networks. The intent is to build an old girls' network to match the old boys network;
- Use networking events to build awareness amongst women of the options available to them and best practices related to gaining power. This also requires actively documenting and sharing experiences though consultative fora, such as workshops.

(ii) Broad-based Political Support Established through Strategic Alliances and Awareness Raising

Actions:

- An important starting point is to understand and motivate political will on the part of the mainstream of elected officials by preaching to the unconverted. This requires

engaging both men and women through the appropriate design of training and awareness raising. Men must be educated to better understand the value of women in political life, while women must understand the value of other women in political life;

- Build broad political alliances with broad political representation necessary to provide women with access to power. This was the approach taken by the Federation of Bolivian Municipalities, which relied on an alliance of several political parties;

- Build capacity of civil society organizations to encourage and support women to enter political life, ensuring that once they have reached political power, they can remain in power and continue to support the interests of women;

- Undertake various forms of awareness-raising including citizen education and leadership, and a general awareness raising campaign amongst the general public in order to highlight and validate the work of women, validate the worthiness of municipal government and the value of elected office and staff positions in local government;

- Compile and publish accurate data on participation by women in elections and the results of elections based on gender and show the ranking of those running for office.

(iii) Appropriate Enabling Environment in Place, Grounded in Effective Legislation, Regulations and Institutional Structures Oriented Towards Equal Representation at Both the Political and Staff levels in Municipal Government

Actions:
- Legislate increased level of participation by women in municipal government with specified timelines for achieving this goal;

- Ensure existing legislation to increase participation by women in municipal politics is more widely accessible, by providing advisory support and training using practical manuals. The role of municipal associations and federations of municipalities is important in this regard;

- As was the case in Bolivia, establish institutions by political decree in order to create agencies which support and monitor regulations;

- Put in place a system of meaningful citizen participation – for both men and women – that includes a gender equality perspective that increases accountability and demands for equitable representation along gender lines;

- Support affirmative action in favour of women, such as a quota system/system of reservation for municipal political representation;

- Undertake research involving an analysis of the municipalities and wards where women are serving as politicians to ensure effective implementation of legislation;

- Implement Gender Equality practices within municipal administrations, including equitable human resource management policies and procedures such as staff selection and evaluation; and recruitment systems in departments where women are under-represented.

B. Sharing Power: Expanding Opportunities to Represent the Interests of Women in Municipal Decision-making Processes

The working groups identified the three following result areas and associated actions related to expanding opportunities to represent the interests of women in municipal decision-making processes.

(i) Appropriate Enabling Environment in Place for Participatory Planning and Priority Setting

Actions:
- Use legal means to secure a recognized and formal space for democratic participation for all citizens, including organizations representing the specific interests of women. Legal reform includes laws on public participation requiring that a percentage of municipal council meetings open to the public, and that a percentage of recommendations originate with women;
- Establish formalized community-based consultative mechanisms to engage women's organizations and networks. These include permanent consultative commissions responsible for civil society participation, gender equality, and social auditing;
- These consultative mechanisms should be clearly linked to decision making processes;
- Work towards actual changes in decision-making norms and processes to better integrate the diverse interests of civil society groups and the private sector;
- Increase the level of participation of community groups in city planning and budgeting to ensure that priorities expressed by women's organizations are included in municipal planning and plan implementation. This includes ensuring the participation of associations and organizations in project implementation;
- Introduce mechanisms of communication that are flexible and responsive to interests and needs of civil society, including private sector. Socio-economic profiles can be prepared to assist in designing these communications mechanisms.

(ii) Broad Political Consensus Established through Alliance Building and Awareness Raising

Actions:
- Sensitize and raise awareness of civil society and the political class (both men and women) of the necessity and importance of civil society participation in municipal affairs. Municipal associations have an important role in this regard;
- Develop alliances between community organizations and between municipal authorities and women's organizations;
- Nurture the support of advocates/champions within the bureaucracy, including establishing linkages between elected women representatives of the local government

and the sectoral agencies implementing health, education, rural development and poverty reduction projects in the local level;

- Link alliance building to concrete projects;
- Increase knowledge and share experiences and processes from both inside and outside the country related to effective participatory practices;
- Integrate public education on the necessity/importance of involvement along with clear orientation around the purpose of participation;
- Find effective ways of reaching strategic stakeholder and the local population, such as networks, alliances and direct communication through the media. This requires developing and adapting key messages.

(iii) Municipal Government Operational Capacity in Place to Support Greater Civil Society Participation

Actions:
- Address the need for municipal fiscal reform in order to provide adequate financial and human resources for supporting participation and implementing concrete actions in support of gender equality;
- Ensure resources are connected directly to council with measurable indicators;
- Support the presence of an ombudsman/referee in relation to municipal council on priority questions related to women;
- Increase accountability through annual report cards of Council;
- Address unequal representation and participation at the level of public administration;
- Maintain a strong municipal work force, including maintaining equitable salaries, valuing the job of municipal workers/staff/reps and attracting and retaining good staff.

C. Using Power: Designing and Delivering Municipal Services that Better Respond to the Specific Needs of Women

The working groups identified the three following result areas and associated actions related to designing and delivering municipal services that better respond to the specific needs of women.

(i) Gender-Based Needs Analysis and Monitoring Systems in Place

Actions:
- Develop a clearer understanding of the needs/interests/demands of women in order to inform the municipal planning process and strengthen mechanisms of accountability;
- Ensure that the analysis distinguishes between the needs of different socio-economic, ethnic, political and cultural groups of women, and that it provides for sufficient flexibility in identifying the needs of women, avoiding one size fits all solutions;
- Undertake ongoing monitoring of beneficiaries and plan implementation, beginning with the establishment of baseline measures;

- Rely on a range of analytical tools, including needs assessments, gender audits, and participatory methods, allowing the diversity of the municipality to be taken into account;
- Rely on a range of research and data collection tools: on-site and web-based surveys; social communications / audience research to assess needs and check assumptions;
- Integrate gender analysis into needs analysis, planning and evaluation;
- Provide training in these areas, relying on organizations that have the capacity and experience in the area of gender equality to provide technical assistance to municipalities;
- Build academic/community alliances, for research, analysis and training purposes;
- Disseminate effective strategies, share "best practices" and provide international perspectives on needs analysis.

(ii) Concept of Service Delivery Broadened, Involving a Shift from Government to Governance

Actions:
- Deliver information campaigns regarding available services, using different media, and reaching all citizens;
- Support awareness raising campaign in relation to the range of effective and efficient services in order to broaden and deepen the understanding of what municipal services can and should be;
- Incorporate the principle of service delivery based on going to where the women are;
- Align with different types of agencies and networks outside of municipal government and already active on the ground and work closely with them;
- Improve the use of power by municipal council and municipal departments to make the municipality more inclusive in its approach – power *with* rather than power *over;*
- Provide sensitivity training for male and female municipal councillors and mayors in support of the new concept of service delivery & governance.

(iii) New Vision of City Development in Place Based on an Inclusive Approach to Planning

Actions:
- Develop a new vision / model for transformed "women friendly" municipalities;
- Design specific "spaces" for women and marginalized groups, such as in the context of secondary town development projects in Southeast Asia;
- Undertake a mass public relations campaign on the potential and the importance of cities and the different players that drive city development;
- Support fora for bringing together planners and civil society, reformulating planning processes by mainstreaming gender concerns, redesigning decision-making processes and redefining the idea of who is the "planner";
- Develop a political and social consensus around the idea that what is good for women is good for the entire community;

- Integrate gender issues into training and professional development for municipal professionals involved in city development planning, such as planners, engineers and architects.

4. Synthesis and Conclusion

A. Forms of Inequality in Local Governance

The presentations and working group discussions pointed to several ways in which gender inequality manifests itself in relation to local governance.

(i) Access to Power – Exclusion from elected office and senior positions
Municipal government is characterized by the limited representation of women on Council and in senior management positions. This unequal representation is exacerbated with respect to women's places on executive bodies. Furthermore, the responsibility of women is largely limited to a narrow field of "soft" service areas. Exclusion from political office reflects a basic limitation on democracy: the right of every individual to participate fully in the decisions that will affect their lives. Representative democracies cannot be disproportionately represented by half the population.

At a practical level, the exclusion of women from politics compromises the quality of decision making.

(ii) Sharing Power – Exclusion from planning, priority setting and decision making process
Women and men share different perspectives on municipal priorities. As described in the presentation by Lucie Bazinet, men may identify roads and transportation while women often identify schools, water and domestic violence. As is the case with the exclusion of women from access to power, the inability or unwillingness of municipal governments to engage women and women's organizations in the decision making process results in skewed priorities and inadequately designed services. Working in isolation from grassroots organizations also constrains the ability of municipal government to reach those most in need of services. The ability of municipal governments to communicate effectively regarding the availability of programs and services is also limited.

(iii) Using Power – Unequal access to services
A third area of inequality relates directly to access to municipal delivered goods and services by women and men. Gender issues are closely connected to poverty, since women are disproportionately poor and lack opportunities for advancement in jobs. Without effective mechanisms to address gender equality, services such as day care, libraries, and social services tend to be the first to be cut when municipal budgets contract.

B. Gender Equality in Local Governance Does Matter

The presentations identified several concrete examples of the impact of gender equality on broader issues of quality of life. In this sense, the point being made was that achieving gender equality is more than simply a moral imperative – it is also an important and practical step towards strengthening municipal government

As a starting point, however, gender equality can be seen as having a positive impact on its own, as a basic principle of democracy and as an issue of social justice. It is equally important that women be seen in formal institutions by other women and men as role models in order to reinforce and perpetuate a stronger democracy.

Beyond this fundamental perspective is the impact of gender equality on women's status in society. For example, increased interaction between women's groups and local government has provided women with added power in terms of their capacity to negotiate and command respect. The move towards gender-neutral hiring criteria has opened to women previously unavailable employment opportunities.

Involving women in decision making has a practical impact on the types of priorities selected by municipal government. Women's participation in community-based planning in Zimbabwe resulted in a focus on HIV/AIDS and food security as top priorities. As a result, one achievement was the approval by municipal government of urban agriculture as a recognized land use. Several presentations pointed to this impact on priority-setting.

At another level, the participation by women at the level of decision making and operations ensures that the City is in touch with the needs of all its citizens. In this regard, the effect of moving local government towards greater gender equality includes increased transparency and accountability for all citizens, improved design and delivery of services benefiting all citizens, and generally stronger and more effective government able to respond positively to impact of decentralization and downloading.

C. Key Success Factors

A review of the presentations and working group discussions suggest five factors that are critical to the successful contribution of municipal government to gender equality:

i. Support from politicians to provide access to information and resources, and the ability of mayors to focus their interests in opening spaces for the participation of women in municipal government;

ii. Building strong partnerships in the community and sustaining them. Strong local partners bring knowledge of the local context and local ownership of strategies. It is necessary to have in place the capacity to mobilize the energy of active and committed community groups and connect this energy to the power of municipal decision makers. This requires strong relations between the municipal government and women's non-

governmental organizations and support for the development of networks of government, civil society and academia;

iii. Capacity building targeting both bureaucrats and legislative agencies, as well as building community capacity, in order to empower women through leadership skills and education on rights and equality;

iv. Encouraging transparent municipal governments through participatory processes that are inclusive of all of the community through an explicit and focused effort to include both women and men. This involves the inclusion of the most vulnerable groups, such as ethno-cultural minorities, women with disabilities, and seniors makes for a far greater understanding of the needs of a full spectrum of women.

v. Access to funding and resources, including securing funds for monitoring implementation, and linking analysis and planning to action.

D. The Role for Local Government in Addressing Gender Equality

The workshop presentations and working group discussions pointed to a wide range of possible roles to be played by municipal governments and associations of municipalities in the context of addressing issues of Access to Power, Sharing Power and Using Power.

As articulated by several of the workshop's panelists, local government has a valuable role to play in contributing to gender equality, both because it serves as an entry point for women seeking to gain access to the formal political system; and because it is at the frontline in providing basic services to citizens.

Several concrete examples of the roles to be played by municipalities and municipal associations were provided by panelists representing these organizations:
- City of Gatineau's Gender Equity Measures
- City of Ottawa's Working Group on Coordinated Access to Municipal Services
- The City of San Salvador's Gender Equality Policy
- The Federation of Canadian Municipalities' Task Force on Women & Local Government
- Institutional strengthening, alliance building, training and lobbying undertaken by the Association of Women Councilors of Bolivia and the Association of Councilwomen, Alderwomen, and Women Representatives of El Salvador

The following is a summary of the main roles for local government identified by working groups and the panel presentations:

1. Supporting training, networking and mentoring for women interested in seeking office and women's organizations;

2. Building broad-based alliances and raising awareness amongst elected officials, the municipal bureaucracy, the general public, and amongst both women and men;

3. Supporting legislative, regulatory and institutional reform to achieve equal representation at both the political and staff levels, most notably a municipal gender equality policy based on a process of consultation between the local government and women's organizations. The policy would institutionalize the commitment to concrete measures promoting equitable relationships between women and men within the municipal administration, such as,

   - Ensuring critical decisions are made by women in a wide range of areas, including at executive levels and in areas traditionally dominated by men;
   - Strategies to address gender barriers hindering the promotion of women to executive positions.

4. Strengthening municipal capacity to implement a broadened model of local government based on partnerships with civil society, inclusive and gender-sensitive approaches to planning, priority setting, decision making and resource allocation. This involves including the most vulnerable groups, such as ethno-cultural minorities, women with disabilities, and seniors, and also requires real budgetary appropriations in order to develop comprehensive gender planning, budgeting and auditing systems. Finally, it requires that municipal government extend support to civil society organizations, reflecting the statement by Elisabeth Arnold: *Social change of any kind rarely occurs from within government. What we can do is work to make local government as responsive as possible;*

5. Integrating gender-based needs analysis and monitoring, with training and research, to strengthen the design and implementation of policies, plans and services.

E. Conclusion

In general, achieving gender equality through local governance requires a broad plan of action, with concrete objectives, such as aiming for 50 percent representation of women at different levels of government, a clear implementation plan, based on results focused on achieving equality, and a certain percentage of financial resources secured in order to implement the plan, with oversight bodies that approve and monitor plan implementation.

Implicit in any plan must be the recognition that achieving gender equality is not simply about incorporating women into a local governance status quo, but influencing and promoting broader changes in approaches to local governance that improve accountability to all citizens.

Similarly, awareness raising should avoid confusing Gender Equality with Women's Issues. Questions of access to power should not be presented as simply a women's issue, but as a broader issue of equitable representation within society and the relationship between women and men.

It is important to keep in mind that the context in developing countries is very different from that in developed countries. Furthermore, achieving equality is a very complex

process, requiring considerable resources, and requiring the identification of short, medium and long-term stages in the process.

Some of the long-term challenges to be considered include the lack of political support within government financial agencies for achieving gender equality goals, the limiting role of traditional social values and relationships that are discriminatory to women, and a largely underdeveloped culture of participation. While these are not insurmountable, they do require a tremendous level of commitment, vision and resources.

Short-term actions would include continuing to build alliances and partnerships with like-minded organizations; continuing to document and share experiences, and designing or adapting tools on gender equality applied to the role of local governance in order to support gender analysis, evaluation and monitoring.

As the organizations represented at the two-day workshop continue to actively work towards gender equality through more effective local governance, they are encouraged to continue sharing their experiences. This network of organizations is invited to post their tools and best practices on ICMD's Interactive Website (http://www.icmd-cidm.ca).

Annex 1 Workshop Agenda

Knowledge Sharing Workshop on
Gender Equality and Local Governance

**International Centre for Municipal Development (ICMD) of the
Federation of Canadian Municipalities (FCM)**

September 26-27, 2002
Gatineau, Quebec

Workshop Objectives:

1) To provide a forum for networking and dialogue on gender equality and local governance.
2) To identify and define concrete gender equality development results related to effective local governance practices.

AGENDA

Day 1:   **Thursday September 26, 2002**

8:15 – 9:00 am   **Registration** (Coffee, Juice, Muffins)

9:00 – 9:05 am   **Welcome**
- Louise Poirier, Councillor, City of Gatineau

9:05 – 9:35 am   **Introduction**
- Brock Carlton, Director, International Centre for Municipal Development (ICMD) of the Federation of Canadian Municipalities (FCM)
- Sue Cass, Workshop Facilitator

9:35 – 9:55 am   **Keynote Address**
- Marlene Catterall, Member of Parliament, Ottawa West-Nepean, Ontario, Canada

9:55 – 10:15 am   **BREAK**

10:15 – 11:45 am	**Panel #1: International Perspectives**
	The Contribution of Local Government to Achieving Gender Equality: Perspectives from Three International Donor Agencies

(Presentations with Q/A periods)

- ***Roxanne Scott***   *(Public Sector Specialist,* *Decentralization and*

    Poverty Reduction Program, World Bank Institute)
- ***Monawar Sultana*** *(Social Development Specialist, Asian Development Bank)*
- ***Lucie Bazinet***   *(Gender Equality Specialist, Americas Branch,*

    Canadian International Development Agency)

11:45 – 1:00 pm	**BUFFET LUNCH**
1:00 – 2:30 pm	**Panel #2: Access to Power**
	Factors which Influence Women's Access to Power at the Local Level: Perspectives and Experiences of Women as Municipal Politicians.

(Presentations with Q/A periods)

- ***Patricia Pinto***   *(City Councillor, Panjim, Goa, India)* - *sponsored by*

    SAP Canada
- ***Mery Elina Zavala*** *(President, Association of Women* *Councillors*

    of Bolivia (ACOBOL)
- ***Joan Lougheed***   *(Chair, FCM Task Force on Issues for* *Canadian*

    Women in Municipal Government and

    City of Burlington, Ontario, Canada)

City Councillor,

2:30 – 2:45 pm	**BREAK**
2:45 - 4:00 pm	**Working Group Discussions - Part 1**
4:00 – 4:45 pm	**Plenary and closure of the day**
5:00 – 7:00 pm	**RECEPTION (Banquets Room)**

Day 2:   **Friday September 27, 2002**

8:00 – 8:30 am   **Arrivals and refreshments**

8:30 – 8:45 am   **Welcome, Introductions and Overview of the Day**
- Brock Carlton, Director, FCM-ICMD
- Sue Cass, Workshop Facilitator

8:45 – 10:15 a m   **Panel #3: Sharing Power**
Representing the Interests of Women in Municipal Decision-Making Processes:
Experiences in Partnerships and Participation of Civil Society

(Presentations with Q/A periods)

- ***Morena Herrera***   (*Municipal Councillor, City of San Salvador, El*
 Salvador)
- ***Thandi Nkomo***   (*Grassroots Activist, Zimbabwe)*
- ***Caroline Andrew*** (*Dean, Faculty of Social Sciences, University of*
 Ottawa, Canada)

10:15 – 10:30 am   **BREAK**

10:30 – 11:30 am   **Working Group Discussions - Part 2**

11:30 – 12:45   **BUFFET LUNCH**

12:45 – 2:15pm   **Panel #4: Using Power**
Designing and Delivering Municipal Services that Respond
to the Specific Needs of Women: Some Local Government
Experiences

(Presentations with Q/A periods)

- ***Dao Thi Tao***   (*Gender an Urban Development Research*
 Department, University of Architecture, Hanoi, Vietnam)
- ***Elisabeth Arnold***   (*FCM Board Member and City Councillor, Ottawa,*
 Ontario)
- ***Fran Klodawsky*** (*Department of Geography and Environmental Studies*
 and Pauline Jewett Institute of Women's Studies,   *Carleton University - Ottawa Working Group on Access to Municipal Services)*

2:15 – 2:30 pm   **BREAK**

2:30 – 3:45 pm   **Working Group Discussions - Part 3
and Preparation for Final Plenary**

3:45 – 4:30 pm   **Plenary**

4:30 – 4:45 pm   **Closure**
-   Brock Carlton, Director, FCM-ICMD

Evaluation

Annex 2 List of participants

ATELIER DE PARTAGE DES CONNAISSANCES SUR L'ÉGALITÉ ENTRE LES
SEXES ET LA GOUVERNANCE LOCALE

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Annex 3 Biographies of Presenters

SPEAKER PROFILES

Panel #1: International Perspectives

<u>Marlene Catterall</u> *Member of Parliament, Ottawa West-Nepean*
Marlene Catterall was elected to the House of Commons in 1988 and 1993 as Member of Parliament for Ottawa West. She was subsequently elected as MP for Ottawa West-Nepean in 1997 and 2000. Catterall was Parliamentary Secretary to the President of the Treasury Board from September 1993 until her appointment as Deputy Government Whip in September 1994. She has also served as the Liberal Opposition Critic for Public Service Employment and Staff Relations, Associate Critic for the Environment and Associate Critic for the Status of Women.   Catterall was appointed Chief Government Whip in January 2001.

As a member of the Canadian delegation to the 1992 Rio Summit on the Environment, the 1995 Beijing Conference on Women and the 1997 United Nations Human Rights Commission meetings, Catterall has demonstrated her commitment to human rights and sustainable development.

<u>Roxanne Scott</u> *Public Sector Specialist, Decentralization and Poverty Reduction Program, World Bank Institute.*
Roxanne Scott is a Public Sector Specialist with the Public Finance, Decentralization and Poverty Reduction Program in the World Bank Institute. Her experience and interests are in institutional strengthening of government policy processes, civic participation and gender and development. Her international work with the Canadian Bureau for International Education, CIDA and the World Bank Institute has focused on South Asia, the former Soviet Union countries and East Africa where she has worked with government and civil society groups to support capacity development in civic participation in sub-national government decision-making and in gender-responsive policy and budgetary processes. She also has experience in knowledge needs assessments and development of staff training policies and programs on mainstreaming gender in development organizations. She has published and presented various works on poverty reduction, capacity development and gender equality.

<u>Monawar Sultana</u> *Social Development Specialist, Asian Development Bank.*
Monawar Sultana has widespread international development experience in Asia. She has worked as the South Asia Desk Officer for Oxfam America and as a consultant for multilateral and bilateral agencies such as the World Bank, UNFPA, UNCDF, UNICEF, UNIFEM, SIDA, and IFAD. Sultana's project experience includes poverty alleviation, micro-credit and employment generation, community managed rural infrastructure, participatory research and project evaluation, institutional development of NGOs, biodiversity and conservation, and community based health.

Lucie Bazinet *Gender Equality Specialist, Americas Branch, Canadian International Development Agency*.

Lucie Bazinet has extensive experience in international development including long-term assignments in Africa and the Americas. She has specialized in gender equality issues and has undertaken numerous assignments in this regard with Canadian government departments, non-governmental and international organizations. She has worked with such diverse organizations as MATCH International, Citizenship and Immigration Canada and Women's World Banking. In 1994, she joined the CIDA Policy Branch as an adviser on gender equality where she coordinated the revision of the Agency's Gender Equality Policy. Since 1999, she has been Gender Equality Specialist for Latin America and the Caribbean at CIDA.

Panel #2: Access to Power

Patricia Pinto *City Councillor, India*.

Patricia Pinto's first involvement in grassroots activism began in 1981 when she founded a residents association in her neighbourhood. The experience gained through her involvement with the association led Pinto to establish a second local NGO called the People's Movement for Civic Action (PMCA). Pinto was elected as its General Secretary in 1997. The PMCA was recently presented with an award by the Panjim Municipal Council in recognition of its services and its contribution to improving the quality of life of the citizens of Panjim. Pinto has also been involved in the establishment of the Goa Environment Federation to which Pinto was also elected General Secretary.

Pinto was elected to the Municipal Council in March 2001. She is one of seven woman councillors on the Panjim Municipal Council.

Maria Elina Zavala *President, Association of Women Councillors of Bolivia (ACOBOL)*.

Maria Elina Zavala has been a Councillor and the Secretary of the Municipal Council of Trinidad since 2000. Zavala is also the Secretary of the Association of Municipalities of the Department of Beni, Executive Director of the Institute of Manpower Training and Finance Secretary of the Federation of Private Business of the Department of Beni.

Joan Lougheed *City Councillor, City of Burlington.*

Joan Lougheed has served on the Burlington City Council since 1991 and the Regional Council since 1997. She is currently the Vice Chair of the City's Budget and Strategic Planning Committee and sits on the Community Development Committee and the Community and Corporate Services Committee.

Lougheed has served on the Board of Directors for FCM since 1997 and was appointed to Vice-Chair of the Ontario Caucus in the spring of 2002. She chairs Standing Committees for Economic Development, Environmental Issues and Municipal Infrastructure as well as two FCM sub-committees, the Task Force on Issues for Canadian Women in Municipal Government and the Stakeholder Group for the National Technical Guide for Sustainable Municipal Infrastructure.

Panel #3: Sharing Power

<u>Morena Soledad Herrara Argueta</u> *Municipal Councillor, City of San Salvador, El Salvador*.
Argueta was a militant of the FMLN movement and was part of the Salvadorian guerrilla until 1992, when the peace accords were signed. She is the founder of the feminist organization Women's Association for Life and Divinity where she is responsible for many tasks including the coordination of the Political Participation and Local Development Program. Argueta was part of the commission that wrote the first Women's National Policy, approved by the central government in 1997. She was also part of the commission that penned the Municipal Policy on Gender Equality approved in 1999 in the San Salvador Municipal district.

At the present time, Argueta is the Secretary General of the National Association of Salvadorian Councilwomen, Alderwomen and Women Representatives. She is also a member of the San Salvador Municipal Council for the 2000-2003 period, a member of the Council for Women and the commission that guides the Policy for Citizenship Participation.

<u>Thandi Nkomo</u> *Former Executive Director, Organisation of Rural Associations for Progress (ORAP), Bulawayo, Zimbabw.*
Thandi Nkomo started working with ORAP in 1981. Nkomo began her career as a Project Officer and worked her way through the organisation to become its' Executive Director in 1995, a position which she maintained until 2001. ORAP is a grassroots organisation whose overall aim is to create employment and generate self-reliance through promoting culturally relevant self-help activities, economic and financial autonomy. ORAP's membership is comprised of 80% women. Nkomo is also a member of the network of Grassroots Organisations Operating Together in Sisterhood (GROOTS).

<u>Caroline Andrew</u> *Dean, Faculty of Social Sciences, University of Ottawa.*
Caroline Andrew is a professor of Political Science at the University of Ottawa. Her research areas are in the study of municipal politics, urban development and the role of women in local government. She is a member of the City of Ottawa's Working Group on Women's Access to Municipal Services, Board Member of the Lower Town Community Resource Centre and a past Board Member of the Women's Action Centre on Violence against Women in Ottawa-Carleton.

Panel #4: Using Power

Dao Thi Tao *Researcher, Gender and Urban Development Research Department, University of Architecture, Hanoi, Vietnam*.
Dao Thi Tao is a researcher with the University of Architecture in Hanoi and a member of the Gender and Urban Development Department, which is housed within the Urban Management Centre of the University of Architecture. The Centre is supported by the Vietnam – Canada Urban Management Program. This Program is a partnership between the University of Architecture and the University of Montreal.

Elizabeth Arnold *Councillor, City of Ottawa*.
Since her election as Councillor in the former City of Ottawa in 1994, Elisabeth Arnold has worked diligently to represent residents of Somerset Ward at the municipal level. Arnold sits on the Transportation and Transit Committee, where she actively supports and promotes alternative modes of transportation and public transit. She is also a member of the Health, Recreation and Social Services Committee.

Elisabeth was elected in 2001 to the Board of Directors of the Federation of Canadian Municipalities, and chairs the organization's Steering Committee on Responsible Pest Management. She is also a member of FCM's Environment Committee and Community Energy Planning Working Group and the Task Force on Issues for Canadian Women in Municipal Government. In September 2002, Arnold was appointed as interim chair of FCM's National Housing Policy Options Team (NHPOT).

Fran Klodawsky *Department of Geography and Environmental Studies and Pauline Jewett Institute of Women's Studies, Carleton University.*
Dr. Fran Klodawsky is currently Associate Professor of Geography and the Pauline Jewett Institute of Women's Studies. She began her association with Carleton University in 1986, as Advisor to the President on Status of Women Issues, a position she occupied until 1991. In that year, she became the Director of the Institute of Women's Studies, as well as a cross-appointed faculty member. She has worked with numerous non-governmental organizations, and has written about community efforts to improve access to decent and affordable housing, and to address women's public safety and municipal governance concerns. Klodawsky is also a member of the Ottawa Working Group on Access to Municipal Services.

Annex 4 Gender Equality Tools

1. Canadian International Development Agency (CIDA)
http://www.acdi-cida.gc.ca/equality
http://www.acdi-cida.gc.ca/egalite

Tools for gender analysis
The *Women's Equality and Empowerment Framework* builds on an analytical framework based on the interconnected principles of welfare, access, conscientization, participation, control and empowerment.

The *Harvard Analytical Framework* is a tool to collect data at the community and household level. It has three main components: an activity profile ('who does what?'), an access and control profile ('who has access and who controls what?'), and an analysis of influencing factors ('how does gender influence the profiles?').

Module 1 of the ILO/SEAPAT's Online Gender Learning & Information, titled '*Some gender planning approaches and strategies'* offers descriptions of the Harvard Analytical Framework, Moser's Gender Planning Framework, the Women's Empowerment Framework and the Social Relations Framework.

CIDA's Policy on Gender Equality *Gender Analysis Guidelines* provides some thoughts on what to ask and what to do when carrying out gender analysis.

Further links
Navigating Gender: a framework and a tool for participatory development is a manual to help apply the often theoretical understanding of gender issues in practical work through concepts, definitions, case studies and examples. The manual was published by the Ministry for Foreign Affairs, Department for International Development Cooperation, Finland.

Gender Based Analysis, A Guide for Policy-Making, published by Status of Women Canada, describes the methodology involved in undertaking gender analysis.

The *Gender Based Analysis Backgrounder* of the Women's Bureau of Human Resources Development Canada describes how to carry out gender analysis.

Indian and Northern Affairs Canada's *Gender Equality Analysis Policy* provides a useful guide of questions to ask.

2. World Bank
GenderNet
http://www.worldbank.org/gender/
This site describes how the Bank seeks to reduce gender disparities and enhance women's participation in economic development through its programs and projects. It summarizes

knowledge and experience, provides gender statistics, and facilities discussion on gender and development.

Sectoral Tools and Briefing Notes
http://www.worldbank.org/gender/resources/sectoraltools.htm
This section provides some checklists of important gender issues to consider when developing projects and sectoral programs. Indicators and checklists are presented to facilitate addressing key gender issues throughout the project cycle

Other World Bank Links
The World Bank Genderstats electronic database of gender statistics and indicators
http://genderstats.worldbank.org/

Country Gender Assessments
http://gender/gadboard/workinprogress/cga/introcga1.

Chapter on integrating gender into the Poverty Reduction Strategy Paper
http://www.worldbank.org/poverty/strategies/chapters/gender/gen0427.pdf

Chapter on Participation in the Poverty Reduction Strategy Process
http://www.worldbank.org/poverty/strategies/chapters/particip/part0430.pdf

Document: Integrating Gender into the World Bank's Work: A Strategy for Action
http://www.worldbank.org/gender/overview/ssp/ssppaper.htm

3. Asian Development Bank (ADB)
Gender & Development
http://www.adb.org/gender/

Sectoral Gender Checklists
http://www.adb.org/gender/checklists.asp
Sectoral gender checklists,
- provide a step-by-step guide to promote and ensure gender inclusiveness of ADB financed projects guide
- users through the various stages of the project cycle in identifying the main gender issues and designing appropriate strategies and components to respond to gender concerns
- include sample terms of reference for the conduct of social and gender analysis include case studies of ADB projects to demonstrate good practice.

ADB Good Practices
http://www.adb.org/gender/practices.asp
ADB supports many gender-inclusive projects across various sectors. These good practices have been developed to demonstrate how gender-inclusive design across all sectors is possible, desirable, and a good development practice.
- Infrastructure and Urban Development
- Water Supply and Sanitation

- Health
- Education
- Irrigation and Water Sector
- Agriculture and Rural Development
- Natural Resource Management
- Microfinance
- Governance

4. Université du Québec à Montréal (UQAM)
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http://www.unites.uqam.ca/urbanisme/

Template used for training in gender analysis as part of strategic planning for local and regional development in Quebec.

Questions pour examiner une politique ou planification stratégique en intégrant une analyse différenciée selon le sexe
A. Avant de commencer l'analyse
B. L'analyse du plan
1. L'analyse de la problématique (ou diagnostic) du territoire
2. Profil socio-économique
3. Mission, objectifs, orientations, axes
4. Moyens ou stratégies
5. Le plan d'actions, les partenaires, l'échéancier, les budgets, les indicateurs
C. Nos stratégies
D. La critique du processus d'un point de vue féministe
E. La critique de l'institution CLD (Centre local de développement) ou de l'institution
   CRD (Conseil régional de développement) d'un point de vue féministe
F. Les stratégies pour implanter l'approche de l'analyse différenciée dans un CLD (Centre local de développement) ou un CRD (Conseil régional de développement)

Pour plus d'information et des outils pédagoqiues pour trois études de cas, il faudrait consulter *Intégration d'une analyse différenciée selon les sexes à des champs d'action sociopolitiques distincts : 3 études de cas,* Cahier 2 préparé par Lyne KURTZMAN, Winnie FROHN, Ruth ROSE et Nancy GUBERMAN, Montréal, Service aux collectivités, UQAM.