
Imprint

Published by:

Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

Registered offices

Bonn and Eschborn, Germany

Friedrich-Ebert Allee 40

53113 Bonn, Germany

T +49 228 4460-0

F +49 228 4460-1766

Dag-Hammarskjöld-Weg 1-5

65760 Eschborn, Germany

T +49 61 96 70-0

F +49 61 96 79-11 15

E info@giz.de

I www.giz.de

Author:

Lea Zoric

Co-authors:

Lukas Fischer, Caterina Jochmann, Philipp Kühl, Lisa Peth,
Anna-Katharina Rindtorff

Design:

Stefan Mümpfer, grafic works

GIZ is responsible for the content of this
publication.

Eschborn, 2014

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Acknowledgements

The ongoing efforts to promote gender equality and empower women to participate in local and national politics and decision-making that are described in this publication involve countless colleagues from BMZ, GIZ and other development agencies. However, the greatest contributions come from the women and men working with us in GIZ-partner countries – not only those in the ministries and other government agencies that GIZ is cooperating with, but also those in civil society organisations and, ultimately, the population at large. It would be impossible to list all the people involved in the activities outlined herein; however, we want to express our gratitude and admiration for their courage and dedication. Without them, none of our joint efforts would be successful.

Furthermore, we would like to thank all of our colleagues involved in the development of this publication: Ali Ahmed Alamudi, Christoph Backhaus-Fleddermann, Ulrich Berdelmann, Nassreen Abduljabbar Fazea, Alexandra Fehlinger, Lukas Fischer, Iris Glosemeyer, Britt Kalla, Felix Kolbitz, Philipp Kühl, Katharina Hild, Pamela Jawad, Caterina Jochmann, Angela Langenkamp, Katharina Lampe, Friedegund Mascher, Barbara Meincke, Astrid Meyer, Oldoz Moradi-afkan, Ulrich Nitschke, Hartmut Paulsen, Lisa Peth, Marion Pfennigs, Julia Renault, Anna-Katharina Rindtorff, Gerald Schmitt, Elke Siehl, Katharina Theissen, Hiba Tijani, Anita Witbooi, Karen Ziemek, and the principal author Lea Zoric.



Foreword

Political participation: a window of opportunity for women's empowerment

Thokozile Ruzvidzo, Director of the African Centre for Gender at the United Nations Economic Commission for Africa, once said, 'We [women] don't need a window of opportunity. We need a door to walk through!' According to statistics compiled by the Inter-Parliamentary Union (IPU) on the basis of information provided by national parliaments no later than 1 May 2014, Rwanda tops the league tables for the proportion of women serving as members of lower or single houses of parliament, with 63.8% of Rwandan parliamentarians being women. Next in the rankings come Andorra (50%), Cuba (48.9%) and Sweden (45%), with Germany only coming in at 22, with 36.5%. Worldwide, only 39 countries out of the 189 listed have national parliaments where more than 30% of the elected members are women. In an additional 54 states, the proportion of female parliamentarians stands at 20–30%, followed by 59 states with 10–20%, 22 with 5–10%, and 18 with from 5% to as low as 1%, among them the Federated States of Micronesia, Palau, Qatar, Vanuatu and Yemen.

These figures leave no doubt that, despite recent progress, the challenge remains: women continue to be underrepresented in national and local decision-making processes. In 2013, only eight women served as head of state and only 13 as head of government. Survey data have confirmed that women's decision-making powers are also significantly lower than men's at the local government level and when it comes to household and family decisions.¹ Even though 188 countries have ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), women still face multiple and diverse obstacles when pursuing equal participation in public, economic and political life. It is against this background that the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), on behalf of the German Government and also in its own capacity, actively promotes the political participation of women. If their voices cannot be heard, their needs and aspirations will not be met.



Gender equality is key to sustainable development and vital for ensuring the quality of our work. With the GIZ Orientation on Human Rights and GIZ Gender Strategy, we have not only positioned ourselves but also committed to promote women's rights to participate, hold state parties accountable and play an active role in society. As the Organization for Economic Co-operation and Development (OECD) has stressed, 'gender equality and women's rights are key to addressing the unfinished business of the MDGs and accelerating global development beyond 2015'. We are committed to using our knowledge and expertise, based on decades of experience in implementing gender mainstreaming and women's empowerment programmes worldwide, to support international dialogue on gender equality and to increase the political will and resources of our partner countries so they can deliver genuine and sustainable gender equality and women's rights.

Elke Siehl

Dr Elke Siehl

¹ <http://mdgs.un.org/unsd/mdg/Resources/Static/Products/Progress2014/Gender%20Chart%202014.pdf>

List of acronyms and abbreviations

ARDP	Decentralisation and Administrative Reform Programme (Cambodia)
BMZ	German Ministry for Economic Cooperation and Development
CDC	Community Development Council (Afghanistan)
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COMMCA	Council of Ministers of Women's Affairs of Central America
CSO	Civil society organisation
DAC	OECD Development Assistance Committee
ECOSOC	UN Economic and Social Council
EU	European Union
EU SPACE	EU Programme for Strengthening the Performance, Accountability and Civic Engagement of Democratic Councils in Cambodia
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IPU	Inter-Parliamentary Union
ISCP	Integrated Social Crime Prevention Strategy (South Africa)
KWN	Kosovo Women's Network
MDG	Millennium Development Goal
MIMP	Ministry of Women and Vulnerable Populations (Peru)
MLSW	Ministry of Labour and Social Welfare (Kosovo)
MP	Member of parliament
MRRD	Ministry for Rural Rehabilitation and Development (Afghanistan)
MTEF	Medium-Term Expenditure Framework (Kosovo)
NAPWA	National Action Plan for Afghan Women (Afghanistan)
NDC	National Dialogue Conference (Yemen)
NGO	Non-governmental organisation
ODETCA	Spatial Planning and Sustainable Development in Central America
OECD	Organization for Economic Co-operation and Development
PDDC	Support for Decentralisation and Municipal Development Programme (Benin)
PDF	Political Development Forum (Yemen)
ProDEC	Support for Decentralization and Good Governance Programme (Niger)
SERVIR	National Civil Service Authority (Peru)
SICA	Central American Integration System
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VCP	Inclusive Violence and Crime Prevention for Safe Public Spaces (South Africa)

Introduction

Women make up more than 50% of the world's population, yet they are consistently underrepresented as voters, political leaders and elected officials.² Yet, within the international community there is almost universal agreement that gender equality is, in itself, one of the ultimate development goals, as well as a major driver of human development. A certain ratio of women in decision-making positions is crucial, not just for equity reasons, but also for incorporating women's perspectives into policy and decision-making and achieving the positive changes we envisage.

According to the International Declaration of Human Rights, everyone has the right to participate in public life and public decision-making. The International Convention on the Elimination of All Forms of Discrimination against Women (CEDAW),³ adopted in 1979 by the UN General Assembly, specifies the right for the political participation of women even more clearly. Article 7 of CEDAW⁴ states that: States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right:

- (a) To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies;
- (b) To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government;
- (c) To participate in non-governmental organizations and associations concerned with the public and political life of the country.

CEDAW has been ratified by 188 countries;⁵ however, more than 50 countries have made their ratification of the Convention subject to certain declarations, reservations and objections. The reservations to particular articles are mostly

Gender quotas

In 1990, ECOSOC adopted a resolution recommending a target that would see women holding 30% of leadership positions by 1995 and 50% by 2000. At the Beijing Platform for Action it became obvious that this target would not be met in 2000, as only seven parliaments had reached the 30% quota set for 1995. Current progress indicates that the target of 30% will be met in 2025. That being said, quotas for women have proved successful: of the 15 countries in the world with the highest number of female parliamentarians, 11 had a gender quota in 2010. Around the globe, electoral gender quotas have been introduced in the constitutions or electoral laws of approximately 50 countries. While there are different types of gender quota, three successful examples merit particular attention: (1) reserved seats systems that earmark at least 30% of seats for female parliamentarians, (2) voluntary political party quotas and (3) legislated candidate quotas. Options 2 and 3 ensure that a minimum proportion of women is included on the candidate list, and this is either written into political party statutes or made a legal requirement. When it comes to candidate and party quotas, it is important to regulate the ranking-order of listed candidates to ensure that female candidates are not placed at the bottom, thereby fulfilling quota requirements but offering no realistic chance of election. Sanctions for non-compliance must also be carefully considered, given that purely financial penalties can fail to act as a disincentive for wealthy parties, which may simply choose to pay any fines incurred.

Find out more at:
<http://www.quotaproject.org/aboutQuotas.cfm>

entered on the ground that national law, tradition, religion or culture are not congruent with the Convention's principles and justifications for the reservations are sought on that basis.⁶

² https://www.ndi.org/womens-political-participation?quicktabs_functional_area_tabs=3#quicktabs_functional_area_tabs

³ <http://www.un.org/womenwatch/daw/cedaw/>

⁴ <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm#article7>

⁵ http://tbinternet.ohchr.org/_layouts/TreatyBodyExternal/Treaty.aspx?Treaty=CEDAW&Lang=en

⁶ <http://www.un.org/womenwatch/daw/cedaw/reservations.htm>

The importance of women's political participation was further enforced by a resolution from the UN Economic and Social Council (ECOSOC), which recommends a target of at least 30% women in leadership positions. The target of 30%, defined as a 'critical mass', was first endorsed by ECOSOC in 1990 and reaffirmed during the Beijing Platform for Action⁷ in 1995.

Political commitments and reservations aside, nearly all the world's women face major challenges in securing political participation at national and local levels.

Women's lack of access to education and to economic and political engagements is often deeply rooted in and ham-

pered by cultural, religious or traditional norms and values. Hence, women's empowerment not only requires socio-political reforms and technical capacity development, but also often requires men and women to change their mindset. Based on our experience, we are aware that changes in attitudes and behaviours require time and patience. Our programmes and activities are politically and culturally sensitive and must take the specific conditions in our partner countries into account without compromising on women's rights.

With its newly released strategy paper 'Gender Equality within German Development Policy', the German Ministry for Economic Cooperation and Development (BMZ) reaffirms not only its general commitment to the promotion of gender equality and women's rights, but also highlights the promotion of women's political participation as one of the eight focus areas to be addressed. To achieve its goals, BMZ promotes a 'three-pronged approach' to gender equality: (1) high-level policy dialogue at the sector and strategic level, (2) women's empowerment and (3) gender mainstreaming. Given that progress towards achieving gender equality is currently rather slow, tabling gender and women's rights issues during bilateral governmental and/or international negotiations and consultations has become an integral part of German development policy.⁸

This publication looks at GIZ programmes designed to provoke positive changes in the governance sector. GIZ's governance programmes cover a very broad range of topics – from decentralisation and local governance, through civil society support, administrative and financial reforms, and the rule of law, to the fight against gender-based violence. As part of this work, different methods and tools have been developed and successfully applied, not only to mainstream gender, but also to directly target the female population and empower them.

In the following pages, you will discover in more detail how these initiatives are being delivered on the ground.



⁷ <http://www.un.org/womenwatch/daw/beijing/platform/>

⁸ BMZ Strategy Paper on 'Gender Equality in German Development Policy': http://www.bmz.de/de/mediathek/publikationen/reihen/strategiepapiere/Strategiepapier341_02_2014.pdf

Promoting the rule of law in Afghanistan

Strengthening women shuras



Background

When it comes to gender equality and women's empowerment, Afghanistan is one of the least developed countries in the world. According to UNDP's 2012 Gender Inequality Index,⁹ Afghanistan ranks 147 out of the 148 countries surveyed. In large parts of the country, women lack access to education and to economic and political participation. While CEDAW was ratified by the Afghan Government in 2003 without any reservations, the Concluding Observations in the periodic CEDAW review of 2013 expressed deep concerns regarding women's low level of participation in decision-making. The review went on to highlight the deeply rooted patriarchal attitudes in the country, evidenced in, for example, the restrictions imposed on women's freedom of movement or the low participation of women in the judiciary (such as in the superior courts) and complete absence of women judges in the Supreme Court.¹⁰

Over the last decade, the Afghan Government has made some effort to strengthen the role of women in society and increase their participation in political and economic spheres. Gender equality is an integral part of the Afghan constitution and the Afghanistan National Development Strategy has made the different government institutions responsible for increasing the involvement of women. In addition, the National Action Plan for Afghan Women (NAPWA) specifies approaches and goals in different sectors. For example, some of NAPWA's main goals are women's leadership and political participation, and also women's legal protection. This will be achieved by increasing the opportunities and mechanisms for women to participate and take leadership roles, developing capacity-building programmes for women, and promoting women's legal and religious rights.¹¹

However, in reality, Afghanistan's women still face high levels of discrimination due to traditional, socio-religious or tribal factors; rights to self-determination and active participation in the development of public life are still extremely limited. Few women are able to influence the political and economic development of their country or community in order to ensure that political measures are designed for the benefit of all. Furthermore, on the institutional side, the empowerment of women has suffered a recent setback. In March 2013, President Hamid Karzai endorsed a statement by a national religious council that prohibits violence against women only for 'un-Islamic' reasons¹² and calls for the segregation of women and girls in education, employment, and in public.¹³

In Afghanistan, BMZ mandated GIZ to implement a Gender Mainstreaming Programme that worked closely with the Ministry of Women's Affairs and laid the groundwork for strengthening women's participation in the northern provinces of Afghanistan. This programme came to an end in 2012; however, strengthening the role of women in Afghan society remains of the utmost importance for ensuring an inclusive and democratic development process. For this



⁹ <https://data.undp.org/dataset/Table-4-Gender-Inequality-Index/pq34-nwq7> (login required)

¹⁰ <http://www.ohchr.org/EN/countries/AsiaRegion/Pages/AFIndex.aspx>

¹¹ <http://mowa.gov.af/Content/files/CHAPTER%205.pdf>

¹² President Karzai has not defined what is meant by 'un-Islamic' in this context, so there is a lot of room for interpretation.

¹³ Human Rights Watch, World Report 2013 – Afghanistan: www.hrw.org/world-report/2013/country-chapters/Afghanistan.

reason, GIZ's Rule of Law Programme, funded by BMZ and the Netherlands, has been building on the achievements of the Gender Mainstreaming Programme and is continuing its efforts to empower women and, in so doing, strengthen the rule of law in Afghanistan. The programme's objective is to improve the services provided by justice institutions and police forces in accordance with the constitution and in line with the law, and to improve people's access to justice. Embedded in this is a component that focuses on supporting civil society and women's rights.

Approach for strengthening women's participation

As part of the above-mentioned civil society and women's rights component, the programme supports so-called Community Development Councils (CDCs). These democratically elected representative bodies for communities are built on traditional forms of community governance and are called *shuras* in the local language. Built on traditional structures, CDCs are used as new development forums and are perhaps the most important local-level entity for development cooperation and, to an even greater extent, for the Afghan national institutions. Supported by the Ministry of Rural Rehabilitation and Development (MRRD), CDCs have been elected and set up all over Afghanistan following the end of Taliban rule. In order to ensure the equal representation of men and women, the CDCs consist of female and male sub-councils, each with five members. One CDC represents around 300 families. The CDCs move development forward – in particular, in rural areas – by identifying local development potentials and drafting project proposals. In this way, community members take responsibility for the projects that are emerging in response to their direct needs. The result is a participative, locally adapted and accepted project design that benefits from a higher level of ownership. In general, only a handful of women take up their roles in the *shuras* – even if they are elected. The reasons for their lack of participation vary and depend on individual circumstances. However, it is usually a combination of inadequate involvement, lack of awareness about the function and mandate of the *shura*, or insufficient capacities and limited confidence to fulfil the role. To maximise the potential of Afghan women and further strengthen their capacities for community development, the Rule of Law Programme is supporting the political participation of 20 women's development *shuras* in the northern province of Badakhshan. Empowerment

Shura is usually understood as meaning 'consultation', but it can also mean 'advise', 'advisory body' or 'counsellor'. The principle of counselling (*shura*) is the origin for collective decision-making, which is an important component of Islamic law, and the Holy Quran exhorts believers to handle their affairs through counselling (*shura*). During the 19th century, modernising Islamic reformers used Quranic references related to *shura* to introduce and sanctify parliaments or other decision-making bodies in Islamic countries. How far the *shura* principle can be extended/interpreted and whether it can be used to justify the reconciliation of Islam and liberal democracy is still a controversial subject within Islam. Indeed, there is still debate as to whether *shura* decisions constitute recommendations or, in case of a majority decision, have a binding character. In reality, *shura* can be both a democratic parliament or a somewhat undemocratic advisory council staffed by members of a certain part of society (which is the more traditional interpretation), as is the case in Saudi Arabia. Hence, the concept of *shura* remains rather vague.

Encyclopaedia of Islam

(Second edition, Volume 9, Leiden: Brill, 1997, pp. 504--506)

and management courses inform female council members about their rights as women and about the tasks involved in their new role. They also offer trainees a forum to exchange experiences and develop their own project proposals based on the specific needs of women and girls. The inclusion of women has given them a platform to discuss their ideas and potentially influence development, which leads to women's opinions and rights gaining greater legitimacy. Training topics include proposal writing, human rights, gender-related issues, project management and the rights of women in Islam.

Impact

In terms of numbers, the project empowered 200 female *shura* members who now regularly consult with male *shuras* and other government institutions. The women's *shuras* have developed specific projects aimed at improving the living conditions of women in rural areas in Badakhshan, along with a range of successful proposals to improve women's economic situations through handicrafts, tailoring businesses and even a greenhouse for market gardening. Another

12 President Karzai has not defined what is meant by 'un-Islamic' in this context, so there is a lot of room for interpretation.

13 Human Rights Watch, World Report 2013 – Afghanistan: www.hrw.org/world-report/2013/country-chapters/Afghanistan.

successful proposal focused on raising women's awareness about the law on the elimination of violence against women. Besides the obvious improvements for people living in the region, the measures have manifold impacts. In the first place, they provide women with a rare opportunity to leave the house and gain a practical education. In the context of Afghanistan's conservative rural areas, this is already an important achievement. Furthermore, when women fulfil their role in the community, their position within the family is also bolstered, as they often pass on their newly acquired knowledge at home to the female (and male) members of the wider family. The programme has provided women with the skills to fulfil their position in the community and secure a presence in the public sphere. In this way, they also become role models for other women, such as their sisters, daughters, granddaughters and other family and community members. The newly gained self-confidence of the women participating in the *shuras* has also impacted on society more widely. Male *shura* members have become more open and eager to integrate women in political decision-making processes in the community and to acknowledge the practical value of better education for women. The inclusion of training about the rights of women in Islam and family law has increased the legal knowledge of women in rural districts who then share this new knowledge with other women in their villages.

Securing a fundamental change in the role of women in Afghanistan is, without doubt, a long-term objective and the country still has a long way to go to address gender equality. However, despite this, the successes achieved by the programme in selected areas is impressive. When programme activities first started, male and female CDC members barely discussed development issues with each other and the women were sidelined. However, since selected women *shuras* were trained up and advised on their role, the women are now asked for their advice and actively participate in the local development process. The community acknowledges the important skills and capacities developed by these women through the training and mentoring activities. The success of the measures is also reflected in the fact that the needs of women are increasingly taken into account in the local development process and project proposals are more needs oriented than in the past. At the national level, the gender working group, which is organised regularly by the Ministry



Before the programme, I was ashamed to go to meetings, and when I was there I took care to be quiet and not to make any mistakes. Now my feeling is completely different when I go to meetings, I have the courage to speak in front of others and know that I am respected."

Adela, Faizabad

of Rural Rehabilitation and Development in Kabul, reviews and disseminates the progress, challenges and success stories of female participation in CDCs. In this way, state institutions have become aware that women are also capable of providing practical inputs for development and progress.

The way forward

Cooperation between male and female *shuras* has just begun and is not yet underway in every district. Even if mutual respect and the recognition of each other's capacities grows in selected project areas, there is still a long way to go and many more *shuras* have yet to be trained.

Contact

Bernd Messerschmidt

Head of Programme

bernd.messerschmidt@giz.de

Oldoz Moradiafkan

Advisor

oldoz.moradiafkan@giz.de

Local Governance in the South Caucasus

Mentoring programme for female leadership in local politics



Background

The participation of women in political decision-making processes has a long history in Azerbaijan. The country was the first Muslim country ever to introduce female suffrage in 1918. However, in today's Azerbaijan, women are barely represented in leading government positions at both the national and local levels. As happened in other post-Soviet countries, the transition process in Armenia, Azerbaijan and Georgia resulted in a significant reduction in the political representation of women in parliaments and local and national governments. Nowadays, when it comes to the political participation of women, these three countries now rank among the bottom 30% of the 135 states surveyed.¹⁴

Approach

In order to strengthen local female politicians in their role and mandate, the BMZ-financed and GIZ-implemented regional programme 'Local Governance in the Southern Caucasus' developed the DAYAQ programme in Azerbaijan in 2012.

In Azeri, *dayaq* means support. The title reflects the core idea of mentoring, namely to establish support and learning relations between women from different backgrounds. Being the sole woman in a local parliament putting forward policies and ideas or promoting gender action-plans is highly challenging and requires a high level of self-esteem and an extensive support network. The challenges women face go beyond technical knowledge of the local administrative system and its official procedures. DAYAQ addresses these challenges in an eight-month mentoring programme, comprising four pillars: (1) Mentoring, (2) Training, (3) Projects and (4) Networks. The Mentoring pillar lies at the heart of the overall programme and, in the context of DAYAQ, involved 12 women with relevant experience (mostly civil society activists) mentoring 12 female politicians who were relative newcomers to politics. In tandem structures, the mentors

provided praxis-oriented and personal advisory services to their mentees in topics ranging from legal aspects and dealing with the media, to developing approaches to resolve actual cases of conflict.

During the programme, both mentors and mentees had the opportunity to participate in training in areas like campaigning and presentation techniques. Subsequently, the GIZ programme supported mentees to apply their newly acquired skills and, through the implementation of small-scale projects, to focus public attention on their agenda. Examples of these kinds of projects include local discussion events on domestic violence or campaigns against child marriage. Over the eight months, the participants together developed into a group of active female politicians and linked up with women civil society leaders, parliamentarians, representatives of the State Committee for Family, Women and Children Affairs, as well as with female local politicians and other women from Germany. During DAYAQ's implementation phase, award winners from Germany's Helene Weber Kolleg¹⁵ shared their experiences and motivations. The profile of the network of female politicians and civil society activists was



¹⁴ The Global Gender Gap Report 2013 ranks Armenia 94, Azerbaijan 99 and Georgia 86: http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf

¹⁵ <http://frauen-macht-politik.de/helene-weber-kolleg.html> (only available in German)

Project: Local Governance in the South Caucasus regional programme

Donor: German Ministry for Economic Cooperation and Development (BMZ)

Partners: ministries, parliament

Project duration: January 2013 to December 2016

Budget: 9 million euros

Countries: Armenia, Azerbaijan and Georgia

also raised through high-level opening and closing ceremonies that boosted participants' self-esteem and confidence, and enhanced visibility and public perceptions.

Impact

DAYAQ has increased participants' capacities and self-esteem and, in so doing, has helped them to fulfil their mandates as local politicians. In the final evaluation, 80% of the participants stated that the project had helped them to put forward political ideas in their municipalities. In addition, the network proved to be a vehicle for exchange and further engagement. During a study trip to Germany, members of the DAYAQ network became acquainted with Germany's prevention of violence law and then used this knowledge to actively support the implementation of a similar law in Azerbaijani municipalities.

DAYAQ participants have become role models and also provided ideas and input for *Fael ol!* (Take Action!), the guideline for women's action. This guideline served as a useful tool to promote the second round of mentoring throughout the country. In a one-day training session, local women politicians got acquainted with the guideline and, subsequently, started their own local campaigns or other events in their municipalities. Most of the local politicians involved applied for the second round of the mentoring programme. To increase their visibility, the DAYAQ participants took part in a multimedia exhibition project that reflected their motivations for engaging in local politics.



The DAYAQ approach is powerful and innovative because it combines technical knowledge with psychological counselling and support. The psychological challenges for women who stand up for their ideas in male-dominated societies and who articulate their interests and enforce them are often underestimated and, hence, often inadequately addressed. DAYAQ builds on the courage and experience of local women and uses these qualities to mobilise and strengthen other women. The resulting impact is twofold: on the one hand, the younger women learn from the more experienced women; on the other hand, the achievements and social status of the older women is further valued and strengthened. With DAYAQ, GIZ has developed an innovative approach based on the experiences of successful women leaders from the region and rooted in the concept of empowering local politicians and enabling them to become multipliers and role models within their municipalities.

The project has also proved successful at the macro-level. The DAYAQ network of female politicians is now promot-

ing dialogue at the national level on gender equality and, hence, is influencing the system. For instance, a policy advice paper on how to institutionalise women's political participation at the local level is currently being developed. After one year of cooperation, the State Committee for Family, Women and Children Affairs has adopted the innovative mentoring approach for local female politicians and intends to use the mentoring tool in the next local elections in order to position female candidates strategically.

Furthermore, the second regional conference for local women politicians from Armenia, Azerbaijan and Georgia is set to take place at the end of 2014 in Tbilisi, Georgia with the participation of the DAYAQ programme mentees. The regional event will serve as a platform for exchange and a space for shared learning. One of the important topics on the agenda is strategic political communication. Women in the South Caucasus are realising that they are confronted in their daily lives with similar structures of discrimination and will discuss how to work to overcome them. Further, in a region that is strongly affected by the Nagorno-Karabakh conflict between Armenia and Azerbaijan, this regional conference will contribute to breaking down stereotypes and strengthening common understanding.



Women from my municipality asked me to run for office, because they are reluctant to discuss their problems with men. During my term, the quality of live in our community was my main topic”

Gendab Orucova, Major Pirkeshkul

Contact

Katharina Lampe

Team leader for Azerbaijan – Programme for
Local Governance in the South Caucasus
katharina.lampe@giz.de

Fidan Gasimova

Adviser for Azerbaijan – Programme for Local
Governance in the South Caucasus
fidan.gasimova@giz.de

Decentralisation and municipal development

Strengthening women's political leadership



Background

Since Benin's transition to democracy, reforms have put in place a legal framework that provides equal opportunities for men and women. International conventions like CEDAW and the Maputo Protocol¹⁶ (an African Union convention for the protection of women's rights in Africa) have been ratified by the Beninese state. The constitution adopted in 1990 guarantees equality of men and women before the law. More explicitly, the government emphasised its objective to deliver gender equality in its National Policy on Gender Promotion, which was adopted in March 2009. One strategic objective formulated in this policy is to 'promote a favourable environment for the equal and fair representation of men and women in the spheres of decision-making'.

However, despite these formal provisions paving the way for equal opportunities, women are still very much underrepresented in decision-making bodies at the national, regional and local levels. In 2008, the national average of female candidates for municipal elections was 9.2% (807 out of 8766). In the 2008-2013 incumbency period, only one of Benin's 77 mayors was a woman and the percentage of women elected to municipal councils was as low as 4.6% (66 out of 1435).

While the law does not prevent women from participating in politics, it could nevertheless provide better conditions to raise the percentage of female candidates and representatives. However, the Constitutional Court decided in 2010 that legislated candidate quotas for women contradicted the principle of the equality of men and women before the law, as enshrined in the Beninese constitution. A second attempt to establish a quota for women was subsequently launched and a draft law was debated; however, it has not been put before parliament for and, according to recent reports, no date has been set to do so.

For women to become active in politics in the first place and then, more importantly, go on to be elected, a complex set of structural and personal obstacles must be overcome. On average, women's literacy and education levels are lower than men's. While women are major actors in the economy and are firmly established in that domain, Beninese society still tends to locate women in the domestic rather than public sphere and to maintain that the ideal woman is one who is submissive. As a consequence, women tend to be less self-confident in public and are discouraged from raising their voice and defending their interests, especially in front of male audiences. As women are considered responsible for most domestic tasks and for raising children, it is the husbands and in-laws who often oppose women's engagement in politics. Furthermore, most political parties in Benin are not organised democratically but are, instead, controlled by one or several influential leaders who are predominantly male. When it comes to positioning candidates on electoral lists, the candidates' financial resources and social status are often decisive. As such, it can be extremely difficult for women to appear at the top of the electoral lists. If women manage to secure a good position, it is often difficult for them to mobilise the required resources for electoral campaigns and to be taken seriously or even be accepted as candidates by the population.

Approach

GIZ's Support for Decentralisation and Municipal Development Programme (PDDC) in Benin recognises the need to strengthen female leadership in order to improve women's representation in municipal councils. The programme's ambition, therefore, is to consider gender aspects systematically at each level and at each stage of planning, implementation and monitoring. In this spirit, the strand of work on 'Strengthening Women's Political Leadership' is seeking to strengthen women's participation in local decision-making

¹⁶ <http://www2.gtz.de/dokumente/bib/06-0894.pdf> (document in German)

processes in terms of both numbers and quality. The approach adheres to the principles of capacity development – namely, the simultaneous support to individuals, organisations and society as a whole to manage their affairs independently, successfully and in a sustainable manner to reach their own objectives.

The training of potential female local election candidates is one pillar of the approach. During start-up sessions organised in each municipality concerned, the criteria for a woman to be considered a leader and thus a potential candidate are defined. The potential female candidates are then identified in a participative and transparent process that involves local elected persons, local leaders of political parties, traditional and religious leaders, and also already established female leaders. The training for potential candidates contains information on basic topics like decentralisation and local development as well as municipal competences and responsibilities. Other sessions serve to strengthen the practical skills that are relevant for participating in local politics, such as communication and negotiation strategies, techniques for lobbying, and styles of political leadership. The last session addresses the legal framework of local elections and outlines successful strategies for the organisation of electoral campaigns.

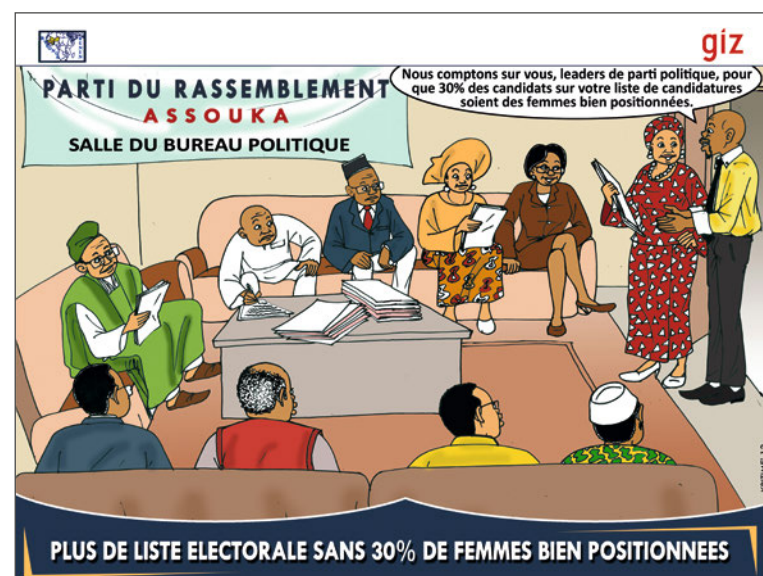
Aside from the training aspect, PDDC organises meetings for the female leaders identified so they can share their knowledge and experiences. This constitutes the second pillar of the approach. Municipal networks of female leaders are established to strengthen solidarity among women and to function as lobbying groups for women's issues at the local level. Other meetings bring together female leaders and experienced politicians – both male and female – who share their experience and serve as role models and mentors. Get-togethers with the local political elites provide an opportunity to lobby for their support in local elections.

The third pillar consists of awareness-raising activities to foster a favourable political and social environment within local communities that enables women to participate in local politics. These activities are always adapted to local conditions and take cultural aspects into account. They can include public rallies, radio programmes and door-to-door and poster campaigns. The main topic of all these interventions

Women's participation in public life and politics has been a feature of the Beninese political scene since the nineteenth century and, in particular, under the reign of King Guezo (1818–1858). The Amazonas were a female army corps whose bravery and fearlessness helped win the king's wars and allowed the Kingdom of Dahomey to expand its hegemony to neighbouring areas. It is most certainly true to say that, under the reign of King Béhanzin (1889–1894), the Amazonas fought memorable battles that are still talked about today.

Extract from: *Femmes au Bénin au cœur de la dynamique du changement social*, Friedrich Ebert Stiftung, 2008
[Translated by the author]

is, of course, the importance of female participation and representation in local decision-making processes; but they also address general aspects important for local elections and provide civic education. Specific awareness-raising activities target the husbands and families of potential female candidates with the aim not just of preventing conflict within families but also of encouraging families to become supportive. Local politicians as well as traditional and religious authorities also benefit from specific awareness-raising activities. As opinion leaders, their positive influence is vital for the acceptance of women's participation in local decision-making processes.



All activities are implemented by civil society organisations (CSOs) with the financial and technical support of GIZ. These CSOs were selected on the basis of their long-standing experience in the promotion of women's rights and have a very good reputation in the local communities. A steering committee including representatives of the decentralisation ministry and the national association of municipalities oversees the interventions and monitors their progress.

Impact

Since 2012, 310 potential female candidates in 30 municipalities have benefited from five consecutive rounds of training on topics relevant to their active involvement in local decision-making processes. They have thus acquired the necessary capacities to prepare them for their participation in municipal elections and to secure a good position on the electoral lists. The trained women have also shared their new knowledge with other women. Husbands and family members have been brought into the process to discuss and prepare for the political careers of their spouse/relative. Some 30 municipal networks of female leaders have been installed and supported in their networking and advocacy activities. In 23 municipalities, local support committees for female candidates have been created and trained to provide ongoing support for women throughout the election process and guarantee the sustainability of all support measures. Meetings and informal get-togethers between political leaders and potential candidates were organised in all 30 municipalities covered by the interventions, providing space and opportunities for advocacy and negotiation. More than 200 public awareness events were held and radio messages were broad-

cast in the communities concerned to foster support for the participation of women in local politics. Overall, the advocacy, lobbying and awareness-raising efforts reached more than 90,000 men and women in 30 municipalities in Benin.

As Benin heads towards its third set of municipal elections (initially scheduled for March 2013 but not yet held), it is difficult to estimate the actual impact of these interventions and the fate of all the potential candidates hangs in the balance. Nevertheless, talking to the potential candidates who participated in these interventions and watching their interactions in the political arena, there is hope that attitudes have changed and that the socio-cultural framework is now more favourable to an inclusive and equitable participation of women in local decision-making processes.

Contact

Karen Ziemek

Advisor

karen.ziemek@giz.de

Decentralisation and Administrative Reform Programme

Supporting women's voice



Background

The Cambodian Government has recognised good governance as the most important prerequisite for achieving sustainable and just development. Therefore, the government has undertaken ambitious political, administrative and fiscal decentralisation reforms.

The Cambodian Government also acknowledges that women play an essential role in the national development process and the country's political affairs; and yet, for most women, entering the political arena has proved difficult. According to traditional role models, political affairs are usually the domain of men, while women are seen as engaging in domestic spheres or traditional 'female occupations'. According to the Inter-Parliamentary Union, only two women held ministerial positions as of January 2014 and only 20.3% of the seats in parliament were occupied by female politicians. The Global Gender Gap Report 2013 ranks Cambodia 104 out of 136 countries, making it the lowest ranking country in Southeast Asia.

The women who do manage to secure a seat on provincial, district, municipal or commune councils face multiple barriers and challenges, stemming from the resistance and doubt of both their families and their male colleagues. Women in elected offices and female civil society representatives repeatedly complain about discrimination, lack of access to important information and being left out of internal decision-making processes. Women who have managed to become elected councillors are usually expected (by their male colleagues) to only voice issues related to the interests and concerns of women and children. Women have also highlighted the difficulty of combining a public office with their household duties – an issue exacerbated by the mod-

est remuneration of elected council members. As a consequence, women are strongly underrepresented in councils at all levels and those elected find it difficult to make their voice heard. Due to this lack of representation and influence, women's perspectives and political priorities are insufficiently integrated in local and national planning processes, and local development agendas are, as a result, rarely gender sensitive.

Approach

The Decentralisation and Administrative Reform Programme (ARDP), with its decentralisation component 'EU SPACE', is supporting the Cambodian Government to implement its decentralisation strategy and, in so doing, is working to mainstream gender equality into politics. To address the above-mentioned situation – namely, women remaining underrepresented in subnational councils and their voices failing to be heard – ARDP/EU SPACE has adopted the strategy of: (1) supporting the establishment and building the capacities of Female Councillor Forums, (2) developing the political and networking skills of elected female councillors at the district and provincial level, and (3) strengthening women's civil society networks.

The forums enable female commune councillors to meet on a regular basis and, thereby, identify and discuss their learning needs. The forums are based on self-learning among the participants, as well as sharing ideas and experiences and jointly identifying solutions to local development issues. After initial support from ARDP and implementation by local NGOs, the forums are now being facilitated in most provinces at the commune level by female councillors themselves and require only minimal support. Furthermore, the model has been so successful that it has been taken up by

¹⁷ http://ipu.org/pdi/publications/wmnmap14_en.pdf

¹⁸ Other Southeast Asian states ranked as follows: Brunei Darussalam 88; Indonesia 96; Lao PDR 60; Malaysia 102; Myanmar not included; Singapore 58; the Philippines 5; Thailand 65; Vietnam 73.

For more information, see: http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf

¹⁹ NDI (2012), Women's Political Participation Training Report: <https://www.ndi.org/files/Cambodia-women-training-report-Jan2013.pdf>

Cambodia's Decentralisation and Administrative Reform Programme (ARDP) is supporting national and subnational government agencies and councils to be more efficient, transparent and accountable to citizens when carrying out their duties. Since 2010, Germany's contribution to ARDP's decentralisation component has been co-funded by the EU and Sweden. Together with the EU Programme for Strengthening the Performance, Accountability and Civic Engagement (SPACE) of Democratic Councils in Cambodia, the decentralisation component constitutes a joint technical cooperation mechanism for Cambodian partners and European development partners.

other development partners and is now, in cooperation with the government, being rolled out in other provinces.

Based on the experiences shared by female councillors in the forums, ARDP/EU SPACE has developed capacity-building activities designed to enhance the political skills of female provincial, municipal and district councillors. This has included the delivery of workshops focusing on public speaking, advocacy, facilitation skills and decision-

making. Tailored to the individual needs of the participants, the workshops empower female councillors to participate more actively and more confidently in council meetings. Using these newly acquired skills, the women can express their ideas and opinions more clearly and concisely, and can strategically engage in the decision-making processes from which they had previously been excluded.

Complementary to the direct support provided to female councillors at both the individual and organisational level, ARDP/EU SPACE has supported the development of a countrywide civil society network – the Committee to Promote Women in Politics – which is tasked with strengthening the role of women in politics. As part of its advisory services related to capacity and organisational development, ARDP/EU SPACE is supporting the network to engage in an active dialogue with the government about decentralisation reforms and the issue of women in politics.

Impact

In order to monitor and assess the success of the activities on a regular basis, ARDP/EU SPACE developed a gender-sensitive monitoring and evaluation system, which tracks changes in local government performance as well as citizens'





Now I have more knowledge and I can convince the male councillors to recognise the capacity of female councillors.”

Female Councillor

perceptions about local government. The monitoring system has shown, for instance, that around 80 issues are raised by female councillors at each monthly council meeting. Topics include child labour, education, domestic violence, family planning and the safety of factory workers.

Furthermore, the monitoring and evaluation system has shown that the more visible engagement of women in local politics has encouraged other women to get involved. The number of female councillors has increased by more than 50% since the first commune council elections in 2002. In 2002, only 8% of council members were women; however, since the most recent elections in 2012, 17.8% of elected representatives are female. Alongside the quan-

titative improvement, a qualitative improvement has also been achieved. ARDP/EU SPACE's activities have boosted women's confidence to stand up for their rights and interests and to express their opinions during council meetings. One of the results is that more attention is being directed at social and human development issues. Social issues, which are mostly raised by women, are discussed and followed up by the entire council. The overall relationship between male and female councillors has improved, as confirmed in a 2013 impact study conducted by GIZ. Female councillors have noted that, as a result of their improved skills, they have been able to establish effective political partnerships with male and female council members. The study further stressed that female councillors are increasingly respected and appreciated by their communities for their political endeavours.



Contact

Pamela Jawad
EU SPACE Coordinator
pamela.jawad@giz.de

Spatial planning and sustainable development

Gender mainstreaming in spatial planning: an innovative way of enabling women's participation in territorial development



Spatial planning

The overall objective of spatial planning is to achieve sustainable development and improve the living conditions of people living in a specific area. Given that the demands and visions relating to the future development of a region may well diverge between different stakeholders, spatial planning serves as an instrument to ensure the balanced negotiation of different claims over a certain territory. Stating that negotiation is pivotal to territorial development implies that effective governance mechanisms are needed to ensure consensus building between different interest groups and stakeholders. In Central America, GIZ supports these mediating governance processes through the Spatial Planning and Sustainable Development in Central America (ODETCA) programme.

Introducing gender mainstreaming into spatial planning requires differentiating the practical and strategic needs that women and men may have regarding the development of their territory. To date, spatial planning procedures and instruments have only considered the population as a whole. As such, the needs of different groups within the population – such as women, children, young people and the elderly – are only marginally taken into account. This often results in the prioritisation of projects that mainly benefit those who are traditionally best enabled to voice their demands. To ensure the incorporation of the demands and needs of women, it is crucial to introduce gender mainstreaming into the participation mechanisms. In this way, spatial planning can become an instrument for closing gender gaps through the delivery of territorial development.

Background to ODETCA

One of ODETCA's (*Ordenamiento Territorial y Desarrollo Sostenible en América Central*) main areas of work is the development of gender-sensitive instruments and procedures

for spatial planning. Commissioned by BMZ and delivered jointly by the Central American Social Integration Secretariat (SISCA) and GIZ, ODETCA is being implemented in the member states of the Central American Integration System (SICA).²⁰ Following a multilevel approach, the main focus is on capacity building, peer learning and the exchange of best practice within the Central American Council on Housing and Human Settlements. Equally, the inter-sectorial coordination between the different SICA institutions that have a stake in territorial development is one objective at the supranational level. At the national level, the programme is seeking to strengthen the relevant institutions so they can coordinate and cooperate horizontally and vertically with the corresponding governmental bodies. In selected territories, ODETCA intermittently accompanies spatial planning processes to promote the better inclusion of civil society and private sector stakeholders in the formulation and implementation of spatial plans.

Approach to gender mainstreaming

The main objective of the programme's work on gender mainstreaming is to increase the participation of women in territorial planning and decision-making processes. A study

Spatial planning is understood as the 'projection of economic, social, cultural and environmental policies in space'. It refers to the comprehensive, supra-local and superordinate tier of planning that structures and develops space by harmonising those elements of the various types of sectoral planning that have spatial impacts. In Germany, spatial planning concerns all levels of governance and is therefore closely tied to decentralisation – with the national level playing a coordinating role for the whole of the national territory and the subnational levels concretising different aspects of spatial planning. In the EU, the term more commonly used is 'spatial development' to underline that the coordinated development of a specific territory involves more than just an 'ordering' function.

²⁰ Belize, Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua and Panama

commissioned by ODETCA showed that there is a paucity of experience in both Europe and Central America in terms of where these two subjects overlap. The main challenges are the joining up of gender and spatial planning expertise, and the development of respective instruments. As such, ODETCA chose to implement three pilot projects, which are being carried out at different levels and in three different countries: in Costa Rica and the Dominican Republic at the national level and in the Gulf of Fonseca region (Honduras) at the subnational level. The overall aim of the pilot 'change projects' is to generate best practice and instruments, which can be used for replication in other partner countries.

To develop the change projects at the national level, it was crucial to connect up the relevant institutions responsible for spatial planning and the entities responsible for gender mainstreaming (in most Central American countries, this was the ministry or institute for women's affairs), which have traditionally maintained little or no working relations. A series of capacity-building measures were undertaken to generate understanding about the concepts and interconnection of spatial planning and gender. The training was delivered without external support and focused explicitly on the counterparts of each institution. In practice this involved participants explaining their field of work, instruments and policies to their counterparts in other institutions in order to build a mutual understanding of each other's specialism and develop ideas for further cooperation.

In Costa Rica, the project advised on the implementation of gender action points contained in the recently approved National Policy on Spatial Planning. Under the leadership of the Ministry of Housing and Human Settlements and the National Institute of Women, an inter-institutional network was created involving all public institutions with a stake in territorial development.²¹ The gender 'focal points' set up in these public institutions have been meeting regularly ever since to discuss (a) which of their institutions' territorial development actions and strategies are gender-relevant and (b) how the network can advocate for the implementation of measures that have been prioritised under gender aspects within the framework of the National Policy on Spatial Planning. To enable the network to adequately monitor the implementation of prioritised measures, gender-specific indicators have been developed.

In the Dominican Republic, the Women's Ministry and the Department for Spatial Planning and Development agreed

Spatial planning: an approach to mitigate the risks of climate change and natural disaster

It is important to stress that Central America is one of the world regions most vulnerable to climate change and, as such, is prone to natural disasters. Largely unregulated settlements and land use further increase the risks to populations. All this indicates a pressing need for a common approach and effort on spatial planning. Central America's heads of state have acknowledged the risks and therefore approved the 'Agenda for the Territorial Organisation of the Central American Council on Housing and Human Settlements' in 2010. This Agenda serves as a tool to facilitate exchange on spatial planning and disaster reduction among member states and to build a shared vision of territorial development among the SICA agencies

to include gender mainstreaming in the National Spatial Plan, which is currently being drafted. As a first step to integrate gender aspects, a comprehensive document has been drawn up outlining the gender-relevant topics in spatial planning and containing precise data for locating the gender gaps occurring throughout the country. The summary of this document will be fully integrated into the National Spatial Plan. The document also serves as an instrument for the Women's Ministry in their work to advocate for specific projects in regional and municipal development plans, and thereby address the identified gaps. Another ODETCA-supported process in the Dominican Republic is the design of gender mainstreaming instruments for the manual on drafting municipal and regional spatial plans. These instruments provide guidance on collecting the gender-differentiated data needed for precise diagnostics and on the design of a planning process that ensures the participation of women and women's organisations in the drafting process.

In the Gulf of Fonseca subnational region in Honduras, a pilot project aimed at strengthening the regional gender roundtable group enabled this group to play an active role in the implementation of the regional development and spatial plan. The members of the gender roundtable group received a series of training sessions on project formulation, negotiation and advocacy and developed specific mechanisms to mainstream gender in other thematic roundtables, such as local economic development and risk management.²²

²¹ The network comprises a total of 13 institutions, including the Ministry of Public Works and Transport, Ministry of Agriculture and Livestock, National Institute of Housing and Urban Development, and Ministry of the Environment and Energy, among others.

²² Since the 2014 elections, the Government of Honduras has been carrying out a root-and-branch restructure of national and regional government, so this process is currently on hold.

Impact

One of the major impacts witnessed in all three pilot projects has been the close cooperation between the institutions responsible for gender mainstreaming and spatial planning. This has been achieved by creating a common understanding of the importance of gender mainstreaming in territorial development. On the one hand, the gender mainstreaming institutions now recognise spatial planning as an approach to address gender gaps and, on the other hand, the spatial planning institutions have realised that it is important to incorporate women's demands and needs into their work. In the Dominican Republic, the Women's Ministry now plays an active part in the consultation group for the formulation of spatial planning instruments, thus guaranteeing the gender sensitivity of these instruments. As a result of the training, Women's Ministry staff now know and understand the technical process of spatial planning, which has enabled them to craft their contributions precisely and assertively. With these instruments now in place, the Women's Ministry has the required expertise to advocate for gender-specific measures in the forthcoming subnational-level spatial plans.

In Costa Rica, the inter-institutional network RIGEPOT,²³ supported by ODETCA, managed to include gender-specific measures in the action plan of the National Spatial Policy. In line with the indicators included in the plan, the network is monitoring the implementation of the action plan at the national level. In order to optimise the knowledge management process and ensure that lessons learned and instruments developed are made available to other countries, ODETCA is currently creating training modules on gender mainstreaming in spatial planning. In this way, the knowledge and technical expertise acquired can be disseminated and made available to all of Central America's spatial planning institutions.

ODETCA also supported the supranational gender-mainstreaming institution, the Council of Ministers of Women's Affairs of Central America (COMMCA), to recognise spatial planning's potential for reducing gender gaps. Within the recently adopted Regional Policy on Gender Equity and Equality, spatial planning is named as one of the priority domains for closing gender gaps in development. This will facilitate the formulation of concrete measures when it comes to converting the Regional Policy into an action plan. Additionally, ODETCA is supporting COMMCA by drafting a manual on gender mainstreaming in spatial plan-



ning that will be included in their collection of manuals on gender-related themes.

Challenges and the way forward

The main challenge is to develop an iterative process that includes all stakeholders. Seeking to deliver a win-win situation for both parties – the spatial planners and the women advocates – is not always easy because blending spatial planning and gender is still a nascent concept and, in certain quarters, faces a high level of resistance. Another major problem here is invisibility: most of the statistical data at the subnational level is not gender-differentiated. Obtaining the information relevant for analysing gender gaps in a given territory is therefore sometimes difficult.

As it stands, the benefits of gender mainstreaming are already broadly accepted among spatial planners. However, the challenge remains to produce widely used tangible instruments for spatial planning that (a) serve the professionals who are planning and managing regions and territories, and (b) facilitate the participation of women in the planning process and their representation in the respective decision-making bodies. For stakeholders to move this agenda forward, continuous dialogue, exchange and improvement are required.

Contact

Anna-Katharina Rindtorff

Technical Advisor

anna-katharina.rindtorff@giz.de

²³ Red Interinstitucional para la Transversalización del Enfoque de Género en la Política Nacional de Ordenamiento Territorial – Inter-institutional network for embedding gender as a cross-cutting issue in national spatial planning policy.

Reform of public finance systems

Talking numbers – reducing inequality in Kosovo through gender budgeting



Background

The Republic of Kosovo, which declared independence in 2008, boasts a legal, institutional and policy framework in which the principle of gender equality is well anchored. Anti-discriminatory provisions in the constitution, broad-ranging specific legislation, and myriad strategic documents serve to address existing gender imbalances in Kosovar society.²⁴ However, gender imbalances run deep and prove persistent. Patriarchal norms and gender stereotypes, a dramatic lack of formal employment opportunities, and poor public health services reinforce the traditional male-breadwinner model. This is reflected in the lowest female labour force participation rate in Europe,²⁵ a low percentage share of female property owners and female business owners, and limited access to commercial loans. Other indicators concerning the level of employment, incidence of poverty, domestic violence, and access to education and

health care complete the picture of a particularly challenging environment for women. Clearly, while the comprehensive framework provides an important basis to build on, more is needed if gender gaps in Kosovo are to be bridged. Gender imbalances need to be analysed, considered and addressed in all state activities ('mainstreaming').

Approach

Against this background of existing gender gaps, deficient public service delivery and limited fiscal space,²⁶ GIZ's Reform of Public Finance Systems project is supporting the implementation of gender budgeting (GB) in Kosovo (see the right-hand box for a brief overview over the concept).

Building on extensive efforts to familiarise key stakeholders with the concept, present support consists of a pilot measure designed to demonstrate the practical application of the



²⁴ For example, a 30% quota in parliamentary elections has markedly strengthened female political representation.

²⁵ 18%, World Bank, Labour Force Survey 2012.

²⁶ The term refers to the degree to which a government's budget can provide money to meet its commitments while ensuring future financial sustainability.

Gender budgeting, as defined by the Council of Europe, is 'an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality'. Thus, it does not call for a separate budget, but rather aims at informing effective, efficient and transparent budgeting practices on the basis of more specific evidence regarding men and women beneficiaries of policies and budgets. A successful gender-responsive budgeting (GRB) approach analyses the different impacts that revenue-raising policies and allocations of resources have on men and women.

While there is great variation among the approaches that have emerged over the last thirty years, all of them revolve around a similar set of questions: How are revenues being raised? How are funds being spent? Are the burdens and benefits of budgetary choices balanced between the sexes? Are different needs and abilities taken into account when designing government services? Ultimately, these and similar questions reflect a genuine administrative interest in customer needs and can also be employed to address other, often intersecting dimensions within a society (i.e. age groups, ethnicity, the urban-rural divide).

Council of Europe, EG-S-GB
(2004) RAP FIN, p. 10

concept. By compiling practical, context-specific experiences at both the central and the local levels, the pilot paves the way for the eventual application of gender budgeting by all public institutions in Kosovo. Parallel efforts relate to the integration of a legal basis in law on gender equality, which is presently under review.

The main pilot activities and outputs relate to the gender-sensitive formulation of objectives and indicators in the medium-term expenditure framework (MTEF) 2015-2017 and the inclusion of relevant gender information into the draft budget document for 2015. A first output from the

pilot (i.e. the initial analysis of legal obligations, past and current appropriations, and the use of government services) serves to inform administrative planning, implementation and monitoring. Then, including gender information in the draft budget as a second step provides valuable input into parliamentary budget deliberations at the end of the year. Taken together, both points of intervention work towards the gender-sensitive allocation and expenditure of government funds.

To realise both positive and sustainable results, the pilot set-up combines practical, implementable steps for the project partners with strong political signals that indicate future scaling-up to the public institutions currently not included in the pilot. These signals (which mainly consist of direct references to gender budgeting and the pilot in the MTEF chapter of the Ministry of Finance and their inclusion in the first budget call circulars issued) generates interest in pilot experiences, encourages peer learning among public institutions and reassures pilot participants that their own learning will prove valuable in future.

Key partners in the pilot activity are the Ministry of Labour and Social Welfare (MLSW), the Municipality of Kamenice/Kamenica²⁷ and the Ministry of Finance. Through this selection of partners, the pilot brings in the experiences of both these levels of government and then ensures the integration of these experiences into relevant budget documents. The selection of MLSW is apposite because of its potential impact in terms of, for example, budget share and the gender relevance of the policy portfolio, and also in making relevant data available. The Municipality of Kamenice/Kamenica also stood out given it had previously expressed particular interest in the subject matter.

Importantly, the pilot involves the Kosovo Women's Network (KWN)²⁸ as an implementing partner. Cooperating with this network of over 70 women's organisations adds substantial local gender expertise and a vast network of stakeholders to the process. Also, it prepares a cohort of implementing partners to work with additional public

²⁷ In Kosovo, it is common to use both the Serbian and Kosovar names for towns and villages.
²⁸ KWN: <http://www.womensnetwork.org/>

institutions as future scaling-up efforts become a reality. Guided by an international gender budgeting expert, KWN researchers developed a methodology for the gender analysis of budgets and performed an in-depth analysis of the MLSW budget and mid-term planning.

Impact

While pilot implementation is still underway, promising intermediate results indicate that positive impacts will be achieved. These include: the aforementioned references to gender budgeting in the MTEF 2015-2017 and budget call circulars by the Ministry of Finance; the completed in-depth analysis of the MLSW budgets; and initial findings from the Municipality of Kamenice/Kamenica. By providing concrete recommendations and measurable indicators, the in-depth study demonstrates how administrations can adjust their planning and monitor progress towards achieving greater gender equality. These experiences are being widely shared at present, motivating other budgeting organisations to employ a similar approach with regard to both the 2015 budget and a future MTEF 2016-2018. The project also works with pilot partners to help them build their findings into their planning and budgetary requests. This is to ensure that information gathered is put to effective use and that gender imbalances are addressed.

Ongoing exchange with key stakeholders not directly engaged in the implementation of the pilot measure – including the Gender Equality Agency, relevant parliamentary committees and women’s caucuses, international donors and other implementers – reflects substantial and widespread interest in both the findings and experiences generated along



Gender budgeting is about making transparent how the budget impacts the lives of men and women, boys and girls. It is about making informed choices – as a government, in administration and in parliament.”

Ms Safete Hadergjonaj, MP and Chairwoman of the Committee for Budget and Finance, National Assembly of the Republic of Kosovo

the way. This indicates that information will prove valuable in parliamentary deliberation, will inform civil society input into the budgetary process and will ensure greater budgetary transparency.

Effectively mainstreaming gender into budgetary processes will help Kosovo to target the gap between its well-crafted legal, institutional and policy framework and its persistent gender imbalances. Political interest, a future legal obligation for public institutions to conduct gender budgeting and practical experience applying and sharing these measures surely add up to a promising set of conditions.

Contact

Lukas Fischer

Advisor, Reform of Public Finance Systems

lukas.fischer@giz.de

Decentralisation and Good Governance Programme

Community gender focal points



Background

The Republic of Niger, situated in the Sahel, is one of the poorest countries in the world. In 2012, Niger was the lowest ranking country in the UNDP's Human Development Index (HDI) together with the Democratic Republic of the Congo.²⁹ In rural areas, where 82% of the population lives, the conditions are particularly harsh as uneven rainy seasons and droughts regularly cause severe famine. In 2010, about half of the population was threatened by malnutrition and critical shortages.

Niger is also one of the three lowest ranking countries in the UNDP's Gender Inequality Index (GII).³⁰ The Government of Niger has ratified CEDAW with reservations against key contents like the right to freedom of movement and residence and the right to freely pursue professional activities. Although there have been modest improvements in terms of gender equality, men are significantly more present in public life, in decision-making positions and in the formal labour market. In 2000, an electoral quota system was introduced determining that the proportion of elected candidates of either sex shall be no less than 10%. Given that 13% of current parliamentarians are women, the minimal legal requirements have been met at the national level. However, women are still extremely underrepresented in municipal councils and mayoralties.

Besides traditional role models, the political marginalisation of women is caused by a lack of access to education. The majority of Niger's illiterate population is female. While the youth illiteracy rate is about 48% among young men (aged 15-24), it is 77% among young women.³¹ Although a positive trend has been observed over recent years, there are still enormous gender gaps in school attendance. The possibilities for women and girls from Niger to participate in formal

education are further limited by a high rate of forced marriages and early pregnancies. Niger's adolescent fertility rate (the annual rate of live births by women aged 15 to 19 years) is 205 out of 1000, making it the highest in the world.³² Violence against women and girls is widespread, partly due to the absence of legal sanctions or poor implementation of laws. Furthermore, women's rights to inheritance and marital rights are frequently jeopardised. These circumstances contribute to serious violations of women's rights and prevent women from participating in public life and decision-making. Local politics lack gender awareness and sensitivity, and, in rural areas in particular, women are largely excluded from public decision-making at the community level.

Project: Support to Decentralisation and Good Governance Programme (ProDEC)

Commissioned by: German Federal Ministry for Economic Cooperation and Development (BMZ)

Overall term: 2012-2017

Background/approach:

ProDEC's objective is to improve the local population's opportunities to participate in municipal decision-making and development processes. Furthermore, capacity building and the promotion of good governance within local authorities is improving men's and women's access to public services and the provision of effective administration. The activities aim to contribute to the implementation of Niger's National Decentralisation Policy and are based on the principles of quality management, participation of beneficiaries and harmonisation of donor activities.

29 <https://data.undp.org/dataset/Table-1-Human-Development-Index-and-its-components/wxub-qc5k>

30 <http://hdr.undp.org/en/content/gender-inequality-index-gii>

31 http://www.unicef.org/infobycountry/niger_statistics.html

32 http://data.worldbank.org/indicator/SP.ADO.TFRT/countries?order=wbapi_data_value_2012+wbapi_data_value+wbapi_data_value-last&sort=asc

Approach

The Support to Decentralisation and Good Governance Programme (ProDEC), commissioned by BMZ and implemented by GIZ, supports Niger's decentralisation process and strengthens democratic institutions and processes at the local and national levels. Within the programme's framework, GIZ works closely with 51 of Niger's municipalities. In these communities, the mayors have each appointed one gender focal point from among the municipal employees, elected officers or civil society representatives. These gender focal points can be male or female but, due to the above-mentioned challenges women face in the country, up to now only 30% of the gender focal points have been women. The focal points are mandated to advise local councils on the specific needs of women and men.

Their tasks are to give voice and visibility to women and their needs, to raise the awareness of local communities, mayors and municipal councils on gender issues, and to incorporate women's interests in local planning processes. In addition to supporting women and girls, the gender focal points are also supposed to step in for the rights of disadvantaged and marginalised groups in general, such as disabled people, low-income households or ethnic minorities.

All gender focal points from the 51 partner communities participated in ProDEC's training events, which were held in Tillabéri, Tahoua and Agadez and focused on topics like gender and development, gender and municipal development, the mandate of female elected representatives at the municipal level, and female municipal leadership. In addition to the gender focal points, female leaders from civil society organisations and elected representatives and municipal general secretaries took part in some of the workshops. ProDEC supports the gender focal points in drawing up action plans for their respective communities, which contain activities designed to promote the consideration of gender in all aspects of municipal development. Once the agreed activities have been validated by the mayors, the gender focal points are responsible for implementing the activities, which are also financed by the municipalities. ProDEC has also initiated peer-learning activities among the gender focal points to facilitate networking and the exchange of experiences. This provides gender focal points with the opportunity to share not just their visions and achievements, but also the challenges they are facing in their communities. It also allows participants to seek advice and to counsel and mentor each other and, in so doing, further develop and enable the function of the community gender focal point.



Impact

The support provided to the community gender focal points is one of ProDEC's success stories. The 51 gender focal points take their role seriously and fulfil their tasks with commitment and enthusiasm. Gender focal points have kick-started creative and diverse activities in their municipalities, such as the creation of a training centre for girls and boys in Ouallam, the celebration of National Women's Day in Illéla, the installation of mills to facilitate the production of agricultural products in Makalondi, and the distribution of coupons and food packages to people with disabilities in Tillabéri.

Remarkably, the (female) gender focal points seem to be largely accepted by the (male) mayors of their respective municipalities. With gender issues now being openly addressed, women have been gradually empowered and are expressing growing interest in local politics. In some communities, the appointment of gender focal points has led to the increased participation of women in council meetings. In a society where public life is dominated by men, women are now seeing that it is possible to participate in local decision-making. Furthermore, the female gender focal points who participate in local decision-making processes serve as role models to young girls and women, and this will gradually contribute to changing perceptions. These represent important steps towards a more systematic expression and consideration of women's interests and needs in local-level administration and politics.

There is still, however, a long way to go. Numerous municipal councils still do not consider gender issues a priority for their communities or reject taking advice from women. Another challenge is the implementation of the action plans developed by the gender focal points in each municipality. This being the case, it is important to continue strengthening the gender focal points in order to increase their acceptance. Another ProDEC programme approach for developing gender equality at the local level consists of supporting participatory budgeting and ensuring female representation within the process.

Currently, the programme and its local partners are looking for ways to further institutionalise the function of gender focal points and, in so doing, reduce the dependence on the acceptance of individual mayors. The overall objective is to integrate the role and function of the community gender focal points into policies and budgets elaborated at the national level, and also to extend the mandate of the gender focal points and provide them with a sufficient budget and training opportunities.

Contact

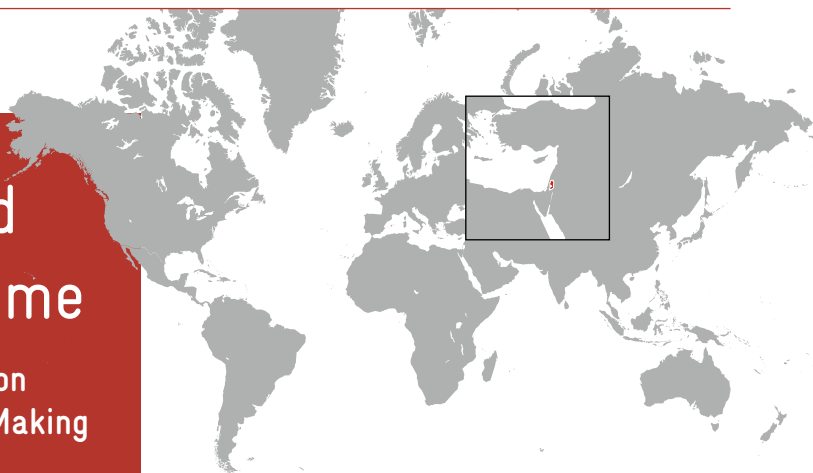
Ulrich Berdelmann

Head of Programme

ulrich.berdelmann1@giz.de

Local Governance and Civil Society Programme

Female Councillors Fund for the Promotion of Gender-Sensitive Municipal Decision-Making

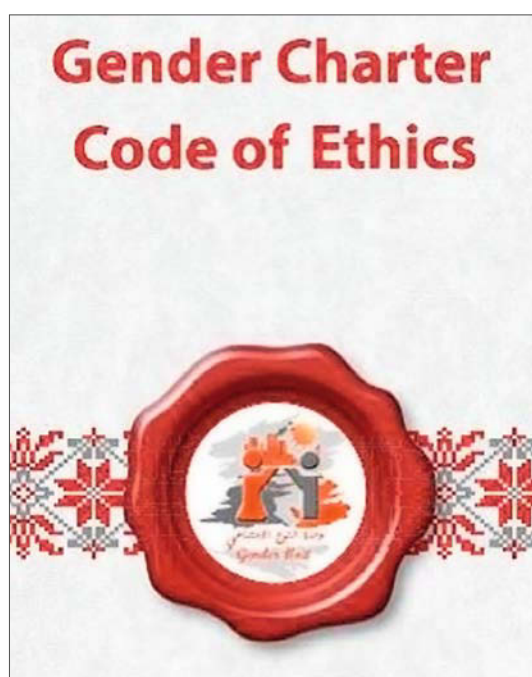


Background

Although the Palestinian constitution guarantees the equality of the sexes, contradictory religious and civil laws nevertheless mean that women face de jure and de facto discrimination in the Palestinian territories. The difficult economic and political situation has contributed to increased violence against women. Palestinian women have to observe strict societal rules, especially when interacting with men they are not related to. The labour market participation of women in the Palestinian territories, which averages only 20%, is among the lowest worldwide. Of the women in employment, the majority work in lower-level positions in what are deemed 'female occupations', such as those in education and health. That said, women are, to a lesser extent, represented in almost all professional groups.

In the 2005 process to reform local elections law and install local government units, a women's quota system was intro-

duced in which a minimum of 20% politicians are expected to be female. However, the local elections held in 2012 and 2013 in the West Bank have highlighted the challenges faced by women who participate in the electoral process. On the one hand, there are huge gender gaps in terms of voter participation: men accounted for 57% of voters, women only 43%. Furthermore, there is strong evidence that many women vote in accordance with family voting decisions. On the other hand, the percentage of women running in the local elections remained low, with less than a quarter of the candidates being female. One explanation for this low participation is the fact that family pressure continues to play a major role in influencing women's decisions to engage in politics and run for election. The percentage of female electoral winners was 19.6% and thus the results fell short of the legally set minimum percentage. In the majority of local government units, only 22% of the appointed candidates were female and only one woman was appointed as mayor (Bethlehem Municipality).



Approach

The Promotion of Gender-Sensitive Municipal Decision-Making project, part of the Local Governance and Civil Society Programme commissioned by BMZ, aims at promoting gender justice considerations in municipal planning and decision-making, and in the distribution of resources in local government units. The programme's interventions focus primarily on empowering female local council members to undertake their roles effectively and efficiently through raising their capacities in different fields. A Female Councillors Fund has been set up as part of the Programme to strengthen female council members' capacities and foster their creativity and self-confidence. More specifically, the project provides financial and technical support for women councillors to manage and operate small projects that target gender equality and justice in the daily life of local government units and citizens. In this way, female councillors' projects also contribute to raising the awareness of local communities about gender-specific topics and gender equality. Female

Political conflicts between Fatah and Hamas led to an ideological division of the Palestinian territories in 2006, with Hamas controlling the Gaza Strip and Fatah governing the West Bank. In June 2014, a new unity cabinet composed of technocrats was sworn in. Although widely supported by the international community, Israel has not accepted this Palestinian Government. The violent deaths of three Israeli and one Palestinian youth once again triggered an escalation of violence between Israel and Gaza in July 2014, which ended in the deaths of over 3,000 Palestinians and the displacement of 300,000 people inside Gaza.

councillors can apply for project funding and are supported in this process if needed. A specialised team whose members come from the Ministry of Local Government, GIZ and Gender Platform (a civil society network) evaluates all projects according to clear selection criteria, such as creativity, relevance to community needs, feasibility, sustainability and the project's impact and scope. At the time of writing, more than 200 projects have been received from female council members, 25 of which have been selected for the final evaluation process currently underway. In order to ensure consistency with official internal procedures and practices, the responsibility for the fund lies with the Ministry of Local Government. This stakeholder structure contributes to achieving maximum ownership of and capacity development in the local government units.

Further activities have been carried out as part of the programme in order to promote gender justice in local governments. Several Women Councillors Networks have been launched to foster knowledge exchange, coaching and networking with ministries and other decision-making bodies. These networks also permit female councillors to act as one body in addressing gender issues. Furthermore, gender audits have been conducted in five local government units. A gender audit is a tool that uses a participatory methodology to promote organisational learning on how to practically and effectively mainstream gender. In addition to this, specialised training will be provided to both female and male council members, with the main objectives of raising the performance of local-government-unit council members in their municipal work and of promoting gender-sensitive leadership.

Impact

The Female Councillors Fund is expected to reduce barriers for female councillors by making them more familiar with the internal procedures of their local government units and by enhancing their project management capacities. The project is likely to contribute to the greater involvement and participation of female councillors in community services and decision-making processes. In the long term, the project aims to enhance female council members' creativity and self-confidence, and to contribute to their empowerment so they can reach their full potential and, as such, better respond to the needs of their local communities. The project is expected to contribute to the promotion of gender equality and justice in the communities in question and to increase the role of female councillors in the decision-making process.

The programme has also succeeded in developing a Gender Charter Code of Ethics for mayors and councillors. This awareness-raising tool for ensuring gender equity in the work of the local councils has so far been signed by 50 local government units, which is considered a great success.

Contact

Ulrich Nitschke

Head of Programme
ulrich.nitschke@giz.de

Hiba Tijani,

Technical Coordinator, Gender
hiba.tijani@giz.de

Good Governance and State Reform Programme

Gender-sensitive human resource management in Peruvian subnational governments



Background

Over recent years, the Peruvian government has started to develop national strategies for promoting gender equality and women's empowerment, and to incorporate these strategies in public policies and development plans at the national, regional and local levels. In this way, the government has attempted to address the growing gender inequalities in the country, which are highlighted in the 2013 Gender Gap Index. Within three years, Peru had dropped 20 places, falling from 60th place (2010) to 80th (2013). Peru's illiteracy and life expectancy rates also fall far below average, with rankings of 104 and 117 respectively out of a total of 136 countries. When it comes to political participation, Peru ranks 69th, which therefore places it in the bottom half of the league table.³³

Despite recent efforts by the government, the strategies to promote gender equality have not yet been sufficiently implemented. Most government institutions still fail to engage satisfactorily in the activities that would contribute to reducing the existing gender gap within the public sector.

The Good Governance and State Reform Programme, implemented in Peru by GIZ on behalf of BMZ, is working towards the higher citizen-orientation of public services provided by national, regional and local institutions. Because gender equality is important for ensuring the sustainability of an inclusive development process, gender is an inherent part of the programme's advisory service.

One particular issue that the Peruvian and German Governments agreed to address within the scope of the Good Governance and State Reform Programme is the promotion of gender-sensitive human resource (HR) management in subnational governments. Although there is a lack of statistical data, different studies³⁴ highlight a gender imbalance within the Peruvian civil services. Women do not have the same op-

portunities as men. This is evidenced by the low number of women occupying high-level positions in public institutions: the differentiation between men and women is significant. The 'typical male occupations' identified include managerial posts and other professional positions, while women usually work in lower-level positions. Disparities in wages and training allocations between male and female staff are also indicative of the discrimination that women experience.

Approach

One of the programme's objectives is to increase the number of subnational governments introducing or improving gender-sensitive human resource management strategies. To do this, the programme is cooperating with a wide range of counterparts, including four local and one regional government, the National Civil Service Authority (SERVIR), the Ministry of Women and Vulnerable Populations (MIMP) and the Office of the Ombudsman. Jointly, these actors have developed and endorsed an eight-step strategy that is currently being implemented in four local and one regional government.

The first step of the strategy is (1) **the analysis of existing quantitative data at the national level**. In a joint approach facilitated by GIZ, SERVIR and MIMP conducted an analysis of the available quantitative data on gender gaps in the Peruvian civil service. This was defined as a necessary first activity to scope the overall situation. The fact that no clear trends were identified and that very little information was available for the subnational level underlined the importance of collecting corresponding primary data. The strategy's second step is (2) **the collection of quantitative and qualitative information at the subnational level**. To gather the required information from the participating subnational governments, a survey was designed and distributed among the staff – including general staff and members of the human resource departments – working in the bodies in question.

33 Global Gender Gap Report 2013 – http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf,
Global Gender Gap Report 2010 – http://www3.weforum.org/docs/WEF_GenderGap_Report_2010.pdf

34 For example: SERVIR, *La mujer en el Servicio Civil Peruano* – http://files.servir.gob.pe/WWW/files/SERVIR_InfografiaGenero_Marzo2012_VF.pdf

Project: Good Governance and State Reform Programme

Commissioned by: German Federal Ministry for Economic Cooperation and Development (BMZ)

Overall term: 2011 to 2014 (an extension is likely)

Background/approach:

The overall objective is to improve the citizen-orientation and good governance of national, regional and local public institutions.

National and subnational actors are supported in developing their capacities in three areas:

- 1) **Management:** which involves advising on the planning, implementation, monitoring and assessment of public services.
- 2) **Finances:** which involves supporting the Peruvian Ministry of Finance to design a system for allocating central-government funds and to strengthen regional and local government competencies and capacities in the area of fiscal policy.
- 3) **Public services:** which involves assisting national-, regional- and local-level government actors with pro-citizen delivery and the coordination of social services.

The programme aims to implement the crosscutting concepts of gender, interculturality, anticorruption and human rights across all these different workstreams.

The assessment of the survey concluded that women are significantly underrepresented within the institutions' staff structures. Hardly any women hold leadership positions and female civil servants earn far less than their male colleagues.

Simultaneously, in step three, a (3) **compilation of good practice examples of gender-sensitive human resource management at the subnational level**, was carried out to identify, compile and analyse good practice examples of gender-sensitive human resource management at the subna-

tional level in Peru and other Latin American countries. The resulting body of information, which comprised the good practices and the conclusions and recommendations drawn from the analysis, was important for shaping subsequent activities and for providing lessons-learned for training and advisory activities. Subsequently, (4) **a series of workshops with subnational government staff** to define action plans was designed and delivered. Workshop participants included staff from all the organisational areas and hierarchy levels of the five participating subnational governments. During the workshops, the gender equality of these institutions became a focus for reflection and discussion. Based on the corresponding results, action plans to reduce the identified gender gaps were developed.

One of the responsibilities of the human resource departments is to ensure that labour laws are properly applied within their institutions. This includes the promotion of gender equality. As such, the next step in the strategy was to work directly with these HR units on jointly preparing awareness-raising campaigns. Hence, (5) **a series of training and working sessions with human resource personnel** was delivered, which resulted in the development of a 10-step guideline for designing and implementing awareness campaigns. The actual (6) **delivery of awareness-raising campaigns among subnational government staff** is the next step in the strategy. When designing the eight-step strategy, this delivery stage was defined as the core element due to the fact that, during the planning phase, the lack of awareness among the public servants had been identified as one of the key challenges.

Raising awareness about existing gender-related labour standards is vital for encouraging public servants to actively implement the relevant national standards in their work places. The campaigns designed to respond to this issue include workshops, discussions and the dissemination of visual material in order to illustrate the information in a user-friendly manner.

To recognise the efforts and results of the participating subnational governments, a (7) **good practice exchange** for sharing models of workplace gender equality promotion

also forms part of the strategy. The eighth and final step is to take the information and experiences generated and use them to (8) **draw up a practical guideline on gender-sensitive human resource management in the public sector**. The aim of the guideline is to facilitate the incorporation of gender aspects in public human resource management in government institutions at all levels.

Impact

One common and fundamental factor affecting all five of the participating subnational governments is the lack of awareness about gender issues – for example, in areas like maternity and paternity leave, sexual harassment, and the right of mothers to take one hour off each day during their first postnatal year to breastfeed their child. The awareness-raising workshops were therefore one of the key measures undertaken. The actions identified and planned during these workshops have already been partly implemented and have proved highly successful. Preliminary outcomes include the application of gender-sensitive language and the implementation of the above-mentioned one-hour breastfeeding law.

Additionally, the validated strategy and the materials developed within the scope of this pilot project are intended to be used in the new GIZ Governance Programme in Peru, which is due to start at the end of 2014. This will involve scaling up the approach, rolling it out to some 40 subnational governments that will be supported in their efforts to reduce existing gender gaps in public institutions through the promotion of gender equality in human resource management.

Contact

Hartmut Paulsen

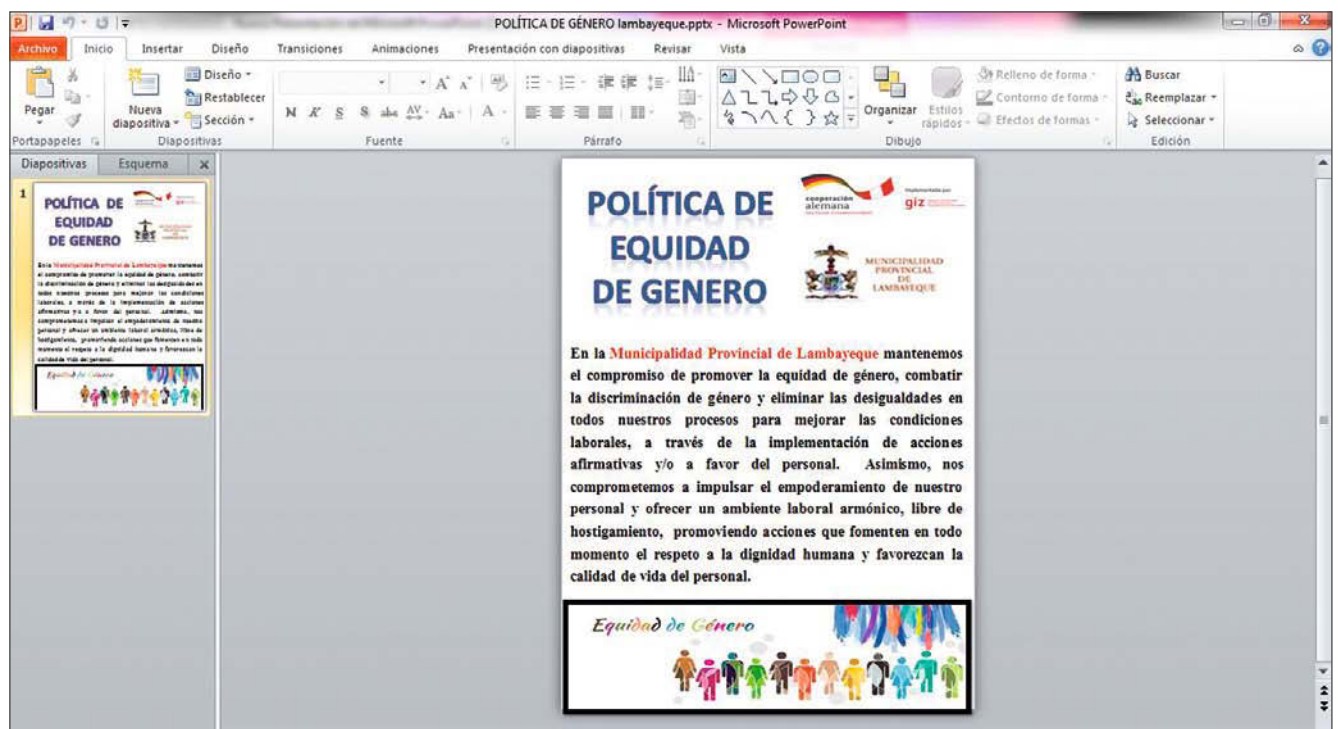
Head of Programme

hartmut.paulsen@giz.de

Caterina Jochmann

Advisor

caterina.jochmann@giz.de



Inclusive violence and crime prevention for safe public spaces

Promoting safe public spaces for female citizens



Background

Twenty years into democracy, South Africa continues to grapple with gender roles and violence against women and children. And the sad fact is that the latter is becoming an increasingly endemic behavioural problem. With rates of murder, rape, child abuse and domestic violence far above those of other countries, the problem of violence is undermining the nation's economic and social development.

This situation places South Africa among the countries with the highest rates of gender-based violence.³⁵ According to UNICEF, sexual violence in South Africa is pervasive in everyday life, with higher levels of rape committed against women and children than anywhere else in the world that is not at war or in civil conflict.³⁶ Women and girls experience situations of violence that are different from those experienced by men and boys. Violence that is inflicted against women and girls because of their gender is one of the worst discriminations they face and this discrimination is a consequence of a patriarchal culture based on unequal power relations between men and women. The ubiquitousness of the issue of violence against women and girls magnifies their fears of falling victim to crimes like robbery and other types of assault. Besides the actual incidences of violence in South Africa, subjective feelings of safety play a crucial role. According to the Integrated Social Crime Prevention Strategy (ISCPS), the number of South Africans feeling unsafe at night doubled between 1998 and 2003 and, compared to international rates, South Africans feel particularly unsafe.³⁷ According to the Victims of Crime Survey (2011), a third of all South African households avoid going to public spaces unaccompanied because of the fear of crime.³⁸ However, the percentage of male-headed households who feel safe walking

alone during the day and at night is significantly higher than that of female-headed households.³⁹ Public space is therefore often considered to be primarily masculine, used by males to spend time with their peers, which can include potentially harmful collective behaviours. Women, on the other hand, are generally attributed to the private sphere.

The feeling of insecurity that women and girls experience in public spaces creates a vicious circle and leads to a number of negative consequences, including the restriction of their freedom of movement and access to essential services, and the denial of the right to participate in social, political and community processes and to exercise their civil and cultural rights. Hence, it is not just the risk of violence but also the fear of violence that restrict women's and girls' movement and use of public space. As such, both objective and subjective insecurity must be understood as a serious form of social exclusion.

VCP's approach to increasing the safety of women and girls

Despite its prevalence, violence against women and girls, especially in public spaces, remains a largely neglected issue with few laws or policies in place to prevent and address it. Moreover, the problem of sexual violence and gender-based harassment in public spaces is a completely unrecognised problem, as opposed to domestic violence, which has received global attention and is widely recognised as a real threat to women and girls and the stability of families and communities.

The VCP programme's approach places the emphasis on safety in public spaces, including the safety of women and girls and other gender-related considerations. The pro-

³⁵ South African shadow report on the implementation of CEDAW (2011):

http://www2.ohchr.org/english/bodies/cedaw/docs/ngos/Joint_NGO_Report_for_the_session_SouthAfrica.pdf

³⁶ UNICEF, A Rapid Inter-agency Assessment of Gender-based Violence and the Attacks on Non-nationals in South Africa (2008): <http://www.svri.org/GBVAssessmentReport.pdf>

³⁷ Integrated Social Crime Prevention Strategy: www.gov.za/documents/download.php?f=156928 (download)

³⁸ Note the lack of gender differentiation in the Victims of Crime Survey (VICS) of 2012:

<http://www.statssa.gov.za/publications/P0341/P03412012.pdf>

³⁹ Unfortunately, the VICS 2012 survey fails to differentiate between male and female perceptions and only indicates the sex of the head of the household.



gramme primarily supports interventions aimed at changing behaviours, mindsets and norms related to gender, including notions of masculinity.

Acknowledging that the focus cannot solely be placed on women and girls, VCP uses an integrated, intervention-focused approach that actively promotes the participation of young people, both male and female. The VCP programme also focuses on working with young people to build their resilience and on primary prevention. One example of VCP's youth resilience approach is the **Youth for Safer Communities** project, which is aimed at encouraging young people to recognise their potential role in creating safer communities and gives them a platform to voice ideas on how to make their communities safer. The project involves young peer-educators from the local Masifunde⁴⁰ NGO who are engaging with up to 4,000 high-school learners in over 40 schools in the Nelson Mandela Bay area. Their work involves delivering interactive workshops (covering topics like gender-based violence prevention) that help participants to identify and fulfil their role with regard to increasing the safety of their communities. These young female and male peer educators have gone on to become role models in their

communities. As such, the intervention has empowered both sexes to become agents of change. Currently, the model is being documented for replication purposes.

Impact

Using this kind of holistic approach, VCP has been able to tackle the issue of women's and girl's safety from different angles. First, it has created platforms for mutual learning and exchange to advocate for safer communities. For instance, in Nelson Mandela Bay Metro (one of VCP's pilot municipalities), the programme, in concert with Nelson Mandela Metro University, is currently facilitating a series of dialogues on the issue of violence prevention. Two topics that are specifically being addressed in this series are gender-based violence prevention and masculinity. Furthermore, an accessible knowledge platform that will feature topics related to gender, safety and violence is currently being developed.

Additionally, the programme is engaging in a number of concrete activities that focus on young people's resilience. As part of these interventions, young people from different pilot regions have been trained and empowered to become positive change agents in their communities. Since young

⁴⁰ <http://masifunde.com/youth-for-safer-communities/>

Project: Inclusive Violence and Crime Prevention for Safe Public Spaces (VCP)

Commissioned by: German Federal Ministry for Economic Cooperation and Development (BMZ)

Overall term: 2012 to 2017

Background/approach:

South Africa's poor majority population has suffered decades of neglect. The ongoing social deprivation, lack of prospects for young people, high rate of family breakdown and major social inequality mean that violence dominates daily life for many people in the country. To address these consistently high levels of violence, GIZ has been implementing a violence prevention programme in South Africa on behalf of the German Government since 2012. The primary goal is to enable governmental and non-governmental actors to jointly develop and implement innovative measures that increase the safety of residents. This work focuses in particular on strengthening young people's involvement in preventing violence. Young people are particularly affected by violence, both as victims and as perpetrators, so they have an important role to play. The responsibilities for the individual project remain with the partners to the fullest extent.

people are both the main perpetrators and primary victims of violence, interventions focusing on young people have proven to be the most promising approach in addressing (gender-based) violence. One very successful tool for promoting youth empowerment is team sports. For this reason, the programme is delivering the content of a GIZ-developed manual on gender awareness through the framework of a

GIZ football- and sports-based youth development initiative. This module, which specifically focuses on the prevention of violence against girls, is being implemented by partner NGOs in the Sports for Social Change Network and through cooperation with provincial sports and recreation departments in Free State and Eastern Cape provinces. Furthermore, VCP applies a gender lens to all its activities, paying special attention to the specific needs of young women and men when it comes to youth activation, the use of public space, capacity development needs and other aspects of violence prevention.

Contact

Dr Tina Silbernagl

Programme Manager
bettina.silbernagl@giz.de

Further information

VCP programme video: <http://www.youtube.com/watch?v=lEfx0FiHXzE>

Video on the intervention for young people in Nelson Mandela Bay:
<http://www.youtube.com/watch?v=KTYmuMcqQ-c>

Song put together by young people participating in the intervention:
http://www.youtube.com/watch?v=Qt_oqS2NXbM&list=FLJLVqXctUDpmTmfMERGm25g

Good Governance Cluster

Strengthening women's participation in decision-making



Background

Yemeni society has made remarkable progress over recent years in terms of women's empowerment and enhancing women's role in the country's development process. However, these steps are still too limited and fall short of the government's commitment to promote gender equality and to improve women's living conditions and role in society. These commitments aim to ensure women's political, economic, social and cultural rights and their participation in policy formulation and decision-making processes.

Alongside Afghanistan, Yemen lies at the very bottom of the UNDP's Gender Inequality Index 2012,⁴¹ ranking 160 out of 160 measured countries. There are no laws preventing girls from going to school or women from voting and getting elected, but the deficits in terms of women's rights are extensive and the role of women is largely limited to the private sphere. As such, women are almost entirely excluded from the public and political arena. Economic and political participation are severely limited for a large proportion of the female population. It has been estimated that only 20% of the women over 15 years of age are actively engaged in the labour market.⁴² In terms of political participation, the numbers fall even lower. Currently, only one of the 301 seats in the Yemeni parliament is occupied by a woman. The barriers women face regarding political participation are enormous and are deeply rooted in patriarchal structures and attitudes that manifest themselves in the structures and agendas of political parties and in an unfavourable electoral system. Socio-cultural and religious values have also contributed to the marginalisation of women.

A survey by the NGO Political Development Forum (PDF) looking into why the marginalisation of women is so prevalent in the country concluded that the majority of Yemeni women lack basic leadership skills and have only very lim-

The Good Governance Cluster programme commissioned by BMZ supports projects in three thematic areas that are fundamentally important for good governance: transparency and accountability, gender and human rights, and conflict management and communication. The programme was designed to address the multiple challenges Yemen is facing after the country's 2012 regime change. To address the challenges posed by inefficient institutions, corruption and the limited capacities of local public services, state and civil society organisations are putting forward reform projects to the cluster. The cluster then supports and advises the organisations during the planning and implementation phase of the projects. The responsibilities for the individual project remain with the partners to the fullest extent.

ited knowledge of government and political party structures and functions.

The survey findings also went on to confirm that one of the most important factors for strengthening women's participation in decision-making processes are leadership skills. In order to address these educational gaps and strengthen the role of women in local decision-making processes, PDF, in cooperation with the Ministry of Local Administration, proposed the 'Strengthening Women's Participation in Decision-Making' project to the GIZ Governance Cluster.

Approach

To address the issue of women's participation in political decision-making, the Political Development Forum and the Ministry of Local Administration jointly designed and implemented the Strengthening Women's Participation in Decision-Making project, with technical support from GIZ.

⁴¹ <http://hdr.undp.org/en/content/gender-inequality-index-gii>

⁴² UNICEF (2011), Yemen, MENA Gender Equality Profile. Status of Girls and Women in the Middle East and North Africa: <http://www.unicef.org/gender/files/Yemen-Gender-Equality-Profile-2011.pdf>

In 2011, a protest movement calling for regime change arose in Yemen as part of the regional uprising known as the Arab Spring. The Gulf Council Countries (GCC), with support from the international community, presented an initiative for a transformation of power structures in Yemen. Among the proposed actions of the GCC was the establishment of a comprehensive National Dialogue Conference (NDC) to discuss Yemen's problems and propose solutions. The country's political parties and movements participated in the NDC, which ran from March 2013 to January 2014. In the NDC sessions, 30% of the seats were occupied by women, which, in the end, led the NDC to agree that at least 30% of all elected or appointed authorities should be women.

For more information see: <http://ndc.ye>

The objective of the project is to enhance the capacities and skills of (potential) female leaders in local authorities and government institutions, and, ultimately, to ensure that 30% of decision-making positions within government appointments and elected councils are occupied by women, as envisaged by the National Dialogue Conference (NDC; see info box).

The project aimed to enhance female political participation by improving women's administration and leadership skills and by launching an advocacy campaign to increase women's involvement in public decision-making processes. To achieve the required impact, a combination of training courses and seminars were offered in Yemen's four main cities: Sana'a, Aden, Taiz, and Mukalla. As part of this project, training activities targeting women from different government and civil society bodies have been implemented. The content of the training courses mainly covered management, technical and local authority administration skills. In all, nine training courses were planned and delivered, based on the previously identified needs and expectations of the participants. Some 25 women were trained in each course.

Through participating in the training courses, the women gained a greater awareness of their constitutional rights and of international standards relating to political participation and women's rights. Afterwards, selected participants wrote papers on how to improve the situation of women in Yemen and what changes are necessary in the local administration to provide equal opportunities. They presented their papers in seminars to their peers as well as to higher-ranking officials and people with decision-making powers. The four



seminars targeted approximately 300 government officials at the central and local levels, as well as media and civil society activists. The training and seminars also served as networking events, providing the participants with a forum for exchange.

All the activities were implemented in close cooperation with the Ministry of Local Administration in order to ensure government support and ownership. The project was also backed by the Assistant Deputy Minister and Head of the Women's Sector in the Ministry of Local Administration, which underlines the ownership and interest of the government.

Impact

The training courses and subsequent seminars have not only strengthened the capacities of more than 300 participants, but also increased the trainees' self-esteem and awareness as to the importance of women's engagement in politics. More specifically, the training enhanced the individual leadership skills of around 225 women and the seminars raised the awareness of both the male and female participants with regard to the importance of women's participation. Clear recommendations to increase women's participation in decision-making processes were formulated by the participants during the training courses. The most important issues to be addressed were identified as: (1) restructuring women's departments in government agencies into gender departments with clear mandates and adequate operational budgets, (2) developing gender-sensitive general budgets, (3) ensuring equal opportunities regarding access to training and qualifications inside and outside the country, and (4) creating equal opportunities regarding job promotions.



The Yemeni Constitution embraces and ensures equality in rights and obligations between men and women. The right to political participation in decision-making comes on top of the rights women hold as citizens. However, efforts to promote the political rights of women are still inadequate and weak despite the development of democracy and the early participation of women in the government sectors.

Women's participation in political and public life is an important step towards delivering change, development and progress."

*Fatima al Khatari, Assistant Deputy Minister,
Women's Sector, Ministry of Local Administration*

The recommendations and findings resulting from the training courses were presented to relevant public stakeholders during the seminars, which served to focus attention on the challenges and importance of female participation in public institutions and occupancy of positions. Furthermore, the recommendations present clear guidelines for the international community and for Yemeni society regarding the next steps to be taken to increase the political participation of women at the national and local levels.

Contact

Iris Glosemeyer

Head of Programme

iris.glosemeyer@giz.de

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Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

Registered offices
Bonn and Eschborn

Friedrich-Ebert-Allee 40
53113 Bonn
T +49 228 44 60-0
F +49 228 44 60-17 66

Dag-Hammarskjöld-Weg 1-5
65760 Eschborn
T +49 61 96 79-0
F +49 61 96 79-11 15
E info@giz.de
I www.giz.de