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LEADERSHIP TRAINING PROGRAMME



UN-HABITAT

GENDER AND THE INVOLVEMENT OF WOMEN IN LOCAL GOVERNANCE

A HANDBOOK OF CONCEPTS TRAINING AND ACTION TOOLS

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WHAT IS GENDER?

Gender is about the way that men and women interact with one another. It is about the roles and responsibilities they have in society based on their biological sex. It is about the way men and women are able to access different things, to control choices in their lives.

In the Somali context, the views and expectations of men and women will be different from other places. Ideas about the roles of men and women in Somali culture are complex and changing

FOREWORD

The purpose of this manual is to look at the links between gender and local governance. What does it mean to use a involve men and women equally in local governance, and how can it help to develop a more effective municipality? How can this best be achieved in the Somali context? These are the key questions that this material will help to address.

Equal participation in consultations, in decision making, and in all aspects of governance, helps to create societies that are more productive, efficient and successful. Including all voices, of the youth, elderly, minorities and men and women is at the heart of good governance. Promoting gender equality and the equal involvement of men and women in society is a vital aspect of this.

Local leaders play a central role involving their populations in governance activities. It is important to understand the challenges of involving men and women equally in systems of local governance. This manual will provide an introduction to gender and some basic strategies for integrating gender perspectives into activities of municipal leaders. This manual is also envisioned as a resource for training on gender more broadly in the Somali context – to promote the involvement of men and women equally in all spheres and at all levels of society.

The manual is a companion resource to the *Training for Elected Leadership* series of manuals, each of which will look more specifically at the different roles played by councillors and how those roles are linked with gender issues in governance. The *Training for Elected Leadership* series is designed to assist local leaders to represent citizens, provide civic leadership and effectively work with central government and with the management, technical and professional staff in local authorities and other local institutions. This addition to the series is designed to strengthen the ability of local leaders to act as representatives for all members of their communities, both women and men.

A note needs to be made on the translation of this manual into Somali. The concept of gender often results in difficulties in translating the term into other languages. In recognition of the complexity of finding a suitable term for gender in Somali, meetings were held with teams of resource persons to come to a consensus on the most suitable terminology... **to be continued once the term is decided.**

HOW TO USE THIS MANUAL:

The purpose of this manual is to provide a series of tools and structure for trainers to train local leaders on gender and local governance issues. The handbook can also be used as a resource guide for local leaders to involve men and women equally in municipal planning and other activities. The focus of the manual is on urban environments, in recognition of the new challenges emerging for local leaders in the Somali context resulting from the rapid urbanisation.

Section One of the manual addresses the idea of gender and related concepts. This section can also be used as self study, to take leaders through the conceptual framework of gender. These concepts will be reflected back in the second section of tools and exercises.

Section Two contains training and action tools that focus on developing a structure for trainers to guide local leaders to think about what gender means, how municipal governance and gender are linked to demonstrate why the equal involvement of men and women is central for effective governance, and how they can use gender perspectives to be more effective leaders.

WHY IS INCORPORATING GENDER IN LOCAL GOVERNANCE IMPORTANT?




People often feel that gender is not relevant for their work, that it is an extra burden on their time. This is especially true in the local governance context, when people are working with scarce resources, both human and financial. So why have we prepared this manual? Gender is about equal involvement of people – men and women – in a community. When a municipality is able to mobilise both men and women, young and old, the municipality is more effective, activities will be more successful and better sustained.

Gender is about women and men, boys and girls, and how they interact with their society. If a municipality understands these dynamics, the activities that they develop will not only address the key needs and priorities of the total population, but will be more efficient and effective.

Women and men are equally important members of a community, constituency or municipality. Their needs and concerns will impact equally on the well being of the society. Often, women's voices are not given equal value, and they are less able to be heard. Women's views and opinions are equally important for the development and well being of the society, and can lend different insight, particularly in municipal planning. Incorporating gender in local governance helps ensure that men's and women's voices are given equal consideration.

A gender perspective improves effectiveness of local governance.

How?

- People are equally involved  Greater community ownership.
- Greater ownership  Easier to implement and sustain activities.
- Draw on the resources of the whole population, both men and women  There is a greater pool of resources, and therefore a more effective municipality.

A gender perspective fosters development in the society

How?

- Greater overall productivity in the society through:
 - Education
 - Skills
 - Economic involvement

This will result in a more skilled and able workforce, greater economic opportunities and increased human resources for the municipality to draw on. In particular, supporting women's equal involvement in economic opportunities will have a greater impact on bringing economic resources back into the region as women are more likely to invest their money into the communities through provision for families and so forth.

Why should a local leader integrate gender perspectives?

- As a leader, if I can get the most out of the population, I will make it easier to mobilise resources, both human and financial.
- As a leader, if I understand the needs and capacities of the citizens, I will make better decisions.
- As a leader, if I involve both men and women, it will help me to design more effective activities and services.
- If both women and men are involved, it will make it easier for me as a leader to implement municipal programmes
- As a leader, if I listen to women as well as men, I will get a different view of the problem. This will help me come up with good strategies to solve the problem.

Why this manual?

This manual looks at what gender means, what it means to have a perspective in governance that recognises the differences between men and women, and why that will help local leaders in their daily roles. The relationship between effective municipal governance and involvement of women will be clarified in the manual. The handbook combines concepts with tools for practical action to assist leaders in using gender perspectives in their work.

Example:

How does municipal governance impact men and women differently?

Women and men will use services in the municipality differently. The way these services are designed can make things easier or harder for men or women in their daily lives. If things are more difficult, and they have less time for other activities, they will be less productive members of society – economically and otherwise, development in the municipality will suffer.

If we have water services that make it easier for women to collect water, and saves them time, they will have more time to engage in other activities that will benefit the municipality – such as economic activities.

How can men and women contribute differently to municipal governance?

Women will have different networks in the community – women are effective as community mobilisers. This is an important resource if municipalities need to get the community together during a particular activity. Women and men will know different things about different needs in society – if a municipality wants to design effective interventions, they need to draw on the expertise of both men and women in the community. The following story highlights some of these links.

We Built a Clinic and Nobody Came:

A municipality decided that there was the need for more health services in their municipality. This decision was reached with limited consultation in the community. The municipality met with local traditional leaders and economic leaders, which excluded women. Women were not invited to the meetings, nor were they informed about them.

The municipality chose a site, designed and built a clinic. The clinic was empty, week after week. They knew there were people that needed care in the community, but the councillors couldn't figure out why they weren't coming.

When they interviewed women in the community, the women explained that the problem wasn't actually the availability of health services. People were getting sick because the clinics that already existed were not clean – people didn't want to go to a clinic at all, because they just kept getting sicker when they went there. The women who had gone to the new clinic were not impressed – it was too far away from them, it was not near any of their usual transport routes, all the staff were men, and there were no private areas in the clinic for women.

So the municipality talked to the women in the community, who were the primary care givers, and therefore had a better understanding of what they needed, and decided how to make the clinic effective. The women mobilized an awareness campaign in the community of hygiene awareness, and the municipality agreed to rehabilitate and enforce better hygiene in the existing clinics. Once the women in the community were convinced that the clinics would benefit them and the health of the people they cared for, they began to use the clinic, and the intervention was a success.

The municipality could have saved precious resources – time, human and financial – if women had been equally involved from the beginning, as their perspectives were crucial for understanding the problem and designing the services.

LOCAL LEADERS INVOLVING WOMEN IN LOCAL GOVERNANCE:

Definition:

The local leader's role in involving women in municipal governance ensures the different perspectives of women and men are employed and fully integrated in decision making and priority setting in the municipality. The local leader works to ensure that women are equally involved in all aspects of municipal governance, including service provision and municipal planning.

Summary:

This section will look at some of the ideas a local leader will need to understand when integrating perspectives of men and women in his/her work. For example, the different conceptual approaches of women focused activities and gender mainstreaming will be outlined as methodologies to facilitate the role of local leader as promoter of gender equality.

Reflection:

Take a moment or two to respond to this task before reading the concepts section. This is the first of a number of inquiries to help you make better use of the ideas presented in this handbook and those that follow. This can also be used as an opening brainstorming activity when carrying out training with local leaders.

When I think of gender, the following things come to mind:

1.

2.

When I envision my role in promoting gender equality, the following things come to mind:

1.

2.

When I envision my role supporting greater involvement of women, the following things come to mind:

1.

2.

When I envision gender equality in the Somali context the following things come to mind:

1.

2.

GENDER IN THE SOMALI CONTEXT

Gender is often perceived as a Western concept and is therefore alien to Somali culture and traditions. However, ideas about what it means to be a man or a woman exist in every culture. What is expected of a man or a woman in Somali culture will look different from the ideas of men and women in the west, however those ideas exist, and are closely tied to the culture itself. These ideas evolve and change over time, as the culture changes and adapts to new realities.

It is important to remember that gender is about men and women and how they interact in society. These ideas exist in different ways in all cultures. The way that they are expressed helps to demonstrate the ideas of men and women in a culture. Therefore, a look at Somali history, culture and tradition will help to highlight gender ideas in the Somali context.

In Somali culture, many poems and songs have been written outlining the inequality of women and men. One such poem reads:

*Oh, my daughter, men have
Wronged us
For in a dwelling where women
Are not present
No camels are milked
No saddled horses mounted*

Proverbs in Somali culture can be very useful in demonstrating the way men and women are viewed in the society, the roles that they are expected to play, and the way they interact with one another. One proverb states:

If a man has a better donkey than you, it will take you a month to catch up to him. If he has better pastureland than you, it will take you a year to catch up to him. But if he has a better wife than you, you will never catch up to him.

There are several other proverbs that state similar sentiments, that you can tell the strength of a man's wife by looking at him, and so forth. These proverbs show the importance of women in Somali society, but also highlight that they play supporting roles, behind the scenes, and are viewed in relation to their husbands, rather than in their own right.

Many other assumptions about women and ideas about the position of women in society are reflected in proverbs, such as:

*If a woman brings a cup of her own into the house, smash it.
or,
You can never reach the base of a woman's trust.*

In terms of the capability of women compared with that of men, a particularly telling proverb in Somali tradition states that producing milk (as a mother) makes drains intelligence and therefore makes women less intelligent than men. Conversely, other stories talk about how a breastfeeding child is gaining wisdom through the mothers' milk and is therefore better off than a child who is not being breastfed. So the woman is also a giver of wisdom through the milk.

Songs from mothers to their children also reflect ideas and expectations about the roles of men and women in the society. A traditional song sung to children to sooth them promises children that:

God will give you many brothers and sisters,
God will give you a famous father,
God will give you a giving mother,
God will give you many relatives,
God will give you much wealth.

The way men and women are referred to in the song gives us an idea of how their roles as mothers and fathers are valued in society. The most important aspect of a mother is a generous nature, while the role of the father is to be famous and bring respect publicly for his family.

The myth of Arawelo is another story in Somali culture that demonstrates clear views about women in positions of power in the culture. The myth goes that Arawelo ruled a clan in the time of the Portuguese influence. No one is clear whether or not she was a real figure, or a myth that has become a staple legend in Somali culture.

Either way, she is viewed as the embodiment of all that is dangerous in allowing unrestrained power of women. The story goes that she was such a brutal ruler that she had all the men under her domain castrated, with the exception of her own son, whom she spared at the insistence of her daughter. Instead however, to demonstrate her power, she gouged his left eye. He plotted with his sister and killed Arawelo, and took over in her place.

This story is often raised as a source of fear for people at what would happen if women had too much power in the society. Though they freely admit to the mythical qualities of the story, it is raised time and again, demonstrating its influence at some level on gender perceptions in the society.

There are other proverbs and stories that reflect the position of the society on women in positions of leadership. For example, the story goes that if a community has a woman as a leader, the community will collapse, as women will always overreact.

Changing Gender Roles in Somali Society:

It is also important to understand how the roles of men and women have changed through history in Somali society, and how history has influenced the way that men and women are viewed in the society at present.

The period under the Siad Barre regime had important consequences for the way that equality between women and men is perceived in Somali society. The Family Relations Act, introduced by Siad Barre in 1974 is a good example of how forcing gender change without respecting cultural considerations can, in fact, have a negative impact, both on the society and on gender equality. The bill sought to override Islamic traditions, by enforcing women's equal right to inheritance of property. The bill also ensured women's right to divorce.

Although these are positive ideas for greater equality between women and men, the Act ignored the cultural and religious considerations totally. The Act resulted in widespread protests by religious leaders. These were forcibly put down by the government, culminating in the summary execution of 11 religious leaders in Mogadishu in 1975.

As a result of these tensions and unrest, the Act was not only a failure, but any public debate on gender equality issues and the rights of women were set backwards and were considered almost a taboo subject. This makes it clear how important it is that gender interventions be developed with a respect for the prevailing culture.

Somali society has been in a state of rapid change in recent years because of the war, urbanisation, and the large Somali Diaspora around the world. These changes have also meant that the way that men and women are expected to behave in Somali society is changing, for a variety of reasons. The civil war has meant that the roles that men and women traditionally play in the society have changed. There are many roles that women now take on that used to be exclusively male occupations.

One of the most marked changes since the conflict is the increased role of women as the primary breadwinners of the family. This change has had an impact on the ability of women to participate in public life, and to an extent, their access to decision making in the society. The increased access to and control over resources by Somali women is recognised as one of the most significant gendered elements in the society today. However, this change has

also brought about increased responsibility on women, as they have not forfeited their domestic responsibilities when taking on these new roles outside the home.

Economic empowerment is recognised as the most significant recent change in gender dynamics in the society. It is also clear, however, that the new roles taken on by Somali women have also increased their burden of work a great deal. As they are more active now in the market place or engaging in other economic activities, their traditional domestic duties also remain almost exclusively the purview of women.

Women working in the market place, particularly as qat sellers, tea sellers, or as butchers, are relatively new roles for women in Somali society. This new role for women has brought with it changes in the attitude about what is acceptable for a women to do, what a woman's abilities are, and has given women greater access to resources and decision making as a result of the income they generate. Women have begun to play much greater roles outside the home, very different from the traditional views of women reflected in the proverbs and stories related above.

GENDER AND THE QUR'AN:

Introduction

The concept of gender is generally new in the Somali context. Many people are suspicious and consider it contrary to teachings of Islam. In that regard it can be hard for local trainers to discuss balanced involvement of both men and women in local governance in their training sessions and action planning. It is our view point that the negative position on gender is mainly cultural and has little to do with the religion. It is very important to distinguish between the normative teachings of Islam and cultural practices toward men and women in the Somali society.

Gender Equality in Islam

The rights and responsibilities of a women are equal to those of a man but they are not necessary identical to each other. This difference is understandable because man and woman are not identical but created equals. The term equality is sometimes mistakenly understood to mean absolute sameness in each and every aspect. Equality is refers to an overall equality of the totality of rights and responsibilities for both men and women.

There are at least 30 verses in the Qur'an that support equality between men and women. Many of these verses are supported by the Hadith (Sayings of the prophet PBUH), which illustrate that teachings of the Prophet do not at all put women in second place but on the contrary are conducive and supportive of their positions in the society.

Among these teachings are:

1. Many Qur'anic verses explicitly guarantee equal rewards and punishment for women and men for their good and bad deeds.
2. Equal rights to men and women to pursue knowledge. The Qur'an and Hadith both assign men and women the responsibility to seek knowledge.
3. Equal rights and duties to engage in public activities.

From above it is clear that the Qur'an supports equality between men and women. He is father and she is mother, and both are essential for life. Therefore her role should be equally valued. By this partnership she is entitled to equal rights and she undertakes equal responsibilities, and in her there are as many qualities as there are in her partner. To this equal partnership God says:

"O mankind! Verily We have created you from a single (pair) of male and female and made you into nations and tribes that you may know each other" (Qur'an, 49:13)

General Rights of Women in the Islamic perspective

The Right to Acquire Knowledge

The Qur'an puts the highest emphasis on the importance of acquiring knowledge. When Islam enjoins the seeking of knowledge upon Muslims, it makes no distinction between man and women. The prophet declared that the pursuit of knowledge is compulsory on every Muslim male and female

It is the duty of every Muslim (Male and female) to seek knowledge (Hadith: AL-Bukhari)

Economic Aspects of Gender and Islam

The Right to Work

According to Qur'anic teaching every man and woman has the right to work, whether the work consists of gainful employment or voluntary service. The fruits of labour belong to the one who has worked for them - regardless of whether it is a man or a woman.

...to men is allotted what they earn, And to women what they earn (Qur'an 4:32)

With regard to woman's right to seek employment, there is no decree in Islam that forbids women from seeking employment, especially in positions which fits her nature best and in which society needs her most. Generally there is no restriction from benefiting women's talent in any field.

Omar, the second Caliph after the Prophet (P), appointed a woman (Um Al-Shifaa' bint Abdullah) as the marketplace supervisor, a position that is equivalent in our world to "director of the consumer protection department."

Financial Security and Inheritance Law

Financial security is assured for women. According to Islamic Law, woman's right to her money, real estate, or other properties is fully acknowledged. This right undergoes no change whether she is single or married. She retains her full rights to buy, sell, mortgage or lease any or all her properties.

In addition, Islam restored to woman the right of inheritance. Her share is completely hers and no one can make any claim on it, including her husband. The Qur'an however, made it clear that both men and women are entitled to a specified share of the estate of their deceased parents or close relations:

From what is left by parents and those nearest related, there is a share for men and a share for women, whether the property be small or large -- a determinate share (Qur'an 4:7)

Equality in Participation in Social and Political Life

The general rule in social and political life is participation and collaboration of males and females in public affairs.

The believers, men and women, are protectors, one of another: they enjoin what is just and forbid what is evil (Qur'an 9:7)

There is sufficient historical evidence of participation by Muslim women in the choice of rulers, in public issues, in lawmaking, in administrative positions, teaching, and even in the battlefield. Such involvement in social and political affairs was conducted without the participants losing sight of the complementary priorities of both genders and without violating Islamic guidelines of modesty and virtue.

Any fair investigation of the teachings of Islam and into the history of the Islamic civilization will surely find a clear evidence of woman's equality with man in what we call today "political rights".

This includes the right of election as well as the nomination to political offices. It also includes woman's right to participate in public affairs. Both in the Qur'an and in Islamic history we find examples of women who participated in serious discussions and argued even with the Prophet (P) himself, (see Qur'an 58: 14 and 60: 10-12).

During the Caliphate of Omar Ibn al-Khattab, a woman argued with him in the mosque, proved her point, and caused him to declare in the presence of people: "A woman is right and Omar is wrong."

Equality Before the Law:

Both genders are entitled to equality before the law and courts of law. Justice is genderless. Woman is equal to man in bearing personal and common responsibilities and in receiving rewards for her deeds. According to the Qur'an, men and women receive the same punishment for crimes such as theft (5:38), fornication (24:2), [\[23\]](#) murder and injury (5:45).

Disclaimer:

The above text is presented here to provide users of this manual with an introduction to the concept of gender from the Islamic perspective.

However since this text is only briefly addressing the issue, the trainers are strongly encouraged to search for in depth materials related to the subject.

This can help him/her to engage in fruitful discussion with the trainees when faced with the challenge.

This section on religious practice is in no way a statement or endorsement by UN-HABITAT or the United Nations regarding Islam, or any other religion.

CONCEPTS AND STRATEGIES

GENDER:

Gender is about the economic, social and cultural characteristics associated with being female or male.

So what does this really mean? The way that people think about you in your community will be affected by whether you are a man or a woman. You will be expected to do certain things, and in some cases, expected not to do other things. Men are often expected to be the economic breadwinner in a family. They can suffer ridicule in a society when they do not fulfill this role.

But...

Gender is not only about biological sex.

The man being the economic breadwinner is not because he is biologically able to do this while a woman is not. This is a social idea that people have created over time.

So...

Gender looks at how our biological differences influence our social interactions.

For example, women are often expected to take greater responsibility in domestic life (housekeeping etc) though there is no biological reason why men could not perform these functions equally well. It is a socially defined tradition rather than a biologically defined one. Therefore, societies have created social identities for men and women that go far beyond the biological distinctions of their sex.

Exercise – Gender and Sex:

Read the following statements and decide whether each refers to gender or biological sex.

1. Women give birth to babies, men do not.
2. Little girls are gentle, little boys are tough.
3. Most qat sellers are women.
4. Women can breast feed babies, men can bottle feed babies.
5. In ancient Egypt, men stayed at home and did the weaving. Women handled the family business. Women inherited property and men did not.
6. Men's voices break at puberty, women's do not.
7. Men own livestock, women care for livestock.
8. Women are patient, men are impatient.

Responses can be found at the end of the handbook.

Ideas about men and women are not universal.

The idea of what a man should and should not do will be different in Somali culture than it is in other cultures. Therefore, **gender is culturally unique**. For example, it is not a woman's

role to drive a car in Afghanistan, where in Somali culture, this may not be something that has a gender dimension.

Ideas of gender are also ingrained in cultural traditions, stories, poems and myths. The perceptions of people about their identity as men and women will be connected to these cultural stories.

Gender is also **different in rural and urban areas** – women are more involved in public life in urban areas than in rural areas, and often many of the jobs of men and women are shared in urban settings, but are more segregated in rural areas.

For example the role of men and women in relation to ownership, care and slaughter of livestock is changing in urban areas. Women are more involved in slaughtering than in the past in urban areas, while this remains a segregated activity in rural areas. The time use of men and women will be different in urban and rural areas, which will impact their access to services and ability to participate.

Gender roles are connected to class, and to other social elements. Women who are from a higher class are often able to take on roles in society that a lower class woman would not be able to do – for example many women in high political positions – such as Benazir Bhutto in Pakistan – are from higher classes, and therefore have an easier time to move into roles that are not normally considered to be acceptable for women. It is often more accepted for a woman past child bearing age to speak in public than it is for an unmarried woman, for example.

Gender does not only involve women.

When we talk about gender, we talk a lot about women. But it is always in a comparative perspective. We cannot understand equality of men and women if we don't understand both men and women. The concept of gender developed in order to understand the social relationships between men and women and the inequalities between them. Both men and women can be treated preferentially or discriminatorily based on their sex. When we compare men and women, we can see how one group is advantaged or disadvantaged.

Gender is an idea that keeps changing.

The way people view how men and women should behave, and the way they interact, change over time in all societies. Because gender is about society, the ideas about gender change as the society changes.

Situations of social upheaval such as conflict can act as a catalytic factor in this evolution, or conversely, can reverse much of the social evolution that has taken place. It is clear however, that notions of gender roles are closely intertwined with the evolution and social/political changes occurring in the society. This highlights the key point that gender issues are social processes that can be impacted and changed to improve the equality of people in a society. This is also important to consider in post-conflict societies, as the social/political upheavals which occur will have a marked impact on gender equality, as well as the general rate of social change.

In many cases, changes occur out of necessity – women leave the home to work because men have gone to war and there is a need to support the family. When these changes take place, attitudes will not always change at the same rate. But over time, these changes, such as women selling in the market place, become accepted, and the views about women's roles in society evolve.

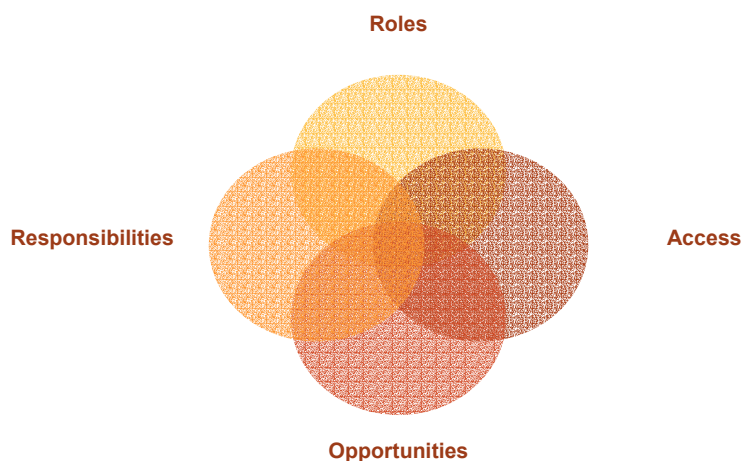
GENDER EQUALITY:

Gender equality is about the equal roles, responsibilities, access and opportunities of men and women, boys and girls in every area of society.

Equality does not only mean that there should be an equal number of men and women in an organisation, or at a meeting. It is about equal access to involvement, decision making and resources. This is important to remember as many interventions focus on numerical representation without addressing the underlying power balance between men and women.

If we have an association with an equal number of women and men, but the management committee consists only of men, while women do not participate in the decisions, this is not equal participation.

Roles, responsibilities, access and opportunities in society will be different for men and women. These are all interconnected, and together, they influence how equal, and how productive, men and women will be.



What are the **roles** of men and women in society?

There are different ways that men and women are expected to behave in society based on their gender. These can be formal roles, such as the type of employment they are expected to take. These can be more informal roles, like the division of labour in a household. These can also be more subtle ways that men and women, boys and girls are expected to act – for example, boys are expected to be tough, not to cry when they get hurt. Girls are expected to be more submissive to boys and men.

What are the **responsibilities** of men and women in society?

Women and men will take on different responsibilities in society because of their gender roles. These responsibilities will affect how much time they spend each day on different tasks, and how able they are to become involved in other activities in the society. For example, a woman's role in the household is often greater in terms of child care, cooking and cleaning. Because of this, it is her responsibility to ensure these tasks are performed, even if she has other activities, such as working in the market, each day.

What is the **access** of men and women in society?

These responsibilities will mean that men and women have different levels of access in the society. This includes access to resources, to education and training, to decision making, to public space, to community and political involvement, to ownership, legal services, security of tenure, and many other aspects of social, economic and political life.

What are the **opportunities** of men and women in society?

This also means that the opportunities that men and women have – to better themselves and their lives through education or economic opportunities, will be different because of these different levels of access. For example, if men have taken the responsibility as fighters during a war, based on the roles they are expected to play as protectors of the family and society, they may have less access to employment when they return, because they do not have the skills.

Inequality can affect both boys and girls:

In education, many girls are kept back because she is expected to help the family by working in the home. In other cases, boys are kept out of school because they are expected to work or fight in the military. In each of these cases, the children are denied access, and therefore opportunities, because of roles and responsibilities they have based on whether they are boys or girls.

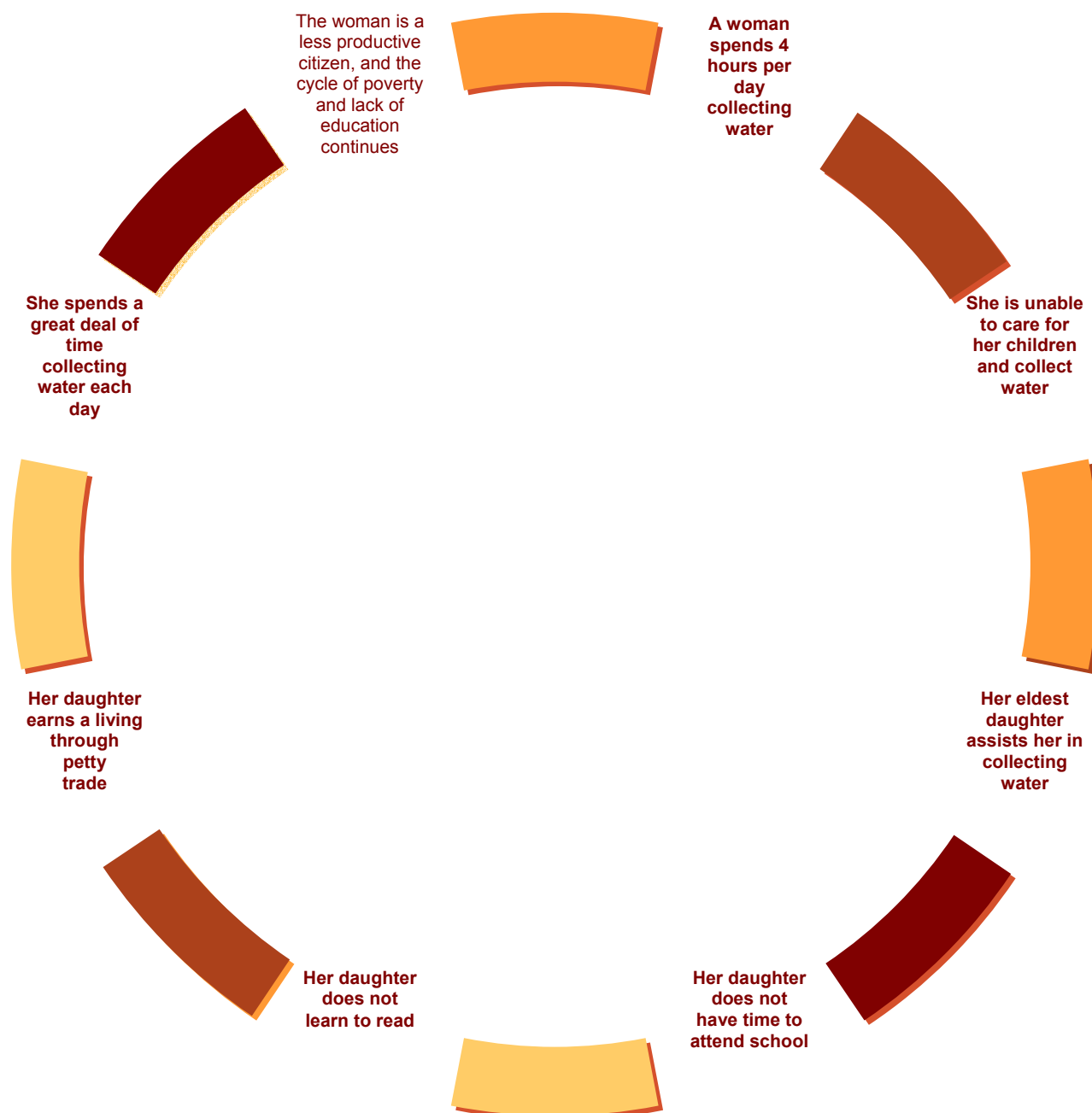
What does this mean for a municipality?

These different roles, responsibilities, access and opportunities of women and men will determine the needs and priorities of the whole community. What is important about this for local leaders is to recognise the different roles of men and women, and to understand the different burdens placed on men and women and how many of these roles are not equally valued or supported in the society. If a municipality wants to promote development and well being, the must understand the roles, responsibilities, access and opportunities of all members of the society, which means both men and women.

HOW DOES GENDER INEQUALITY IMPACT THE MUNICIPALITY?

Municipal activities can have direct and measurable results on gender equality, in the same way that gender issues will have a direct impact on the effectiveness and efficiency of local governance activities.

CHART 1:

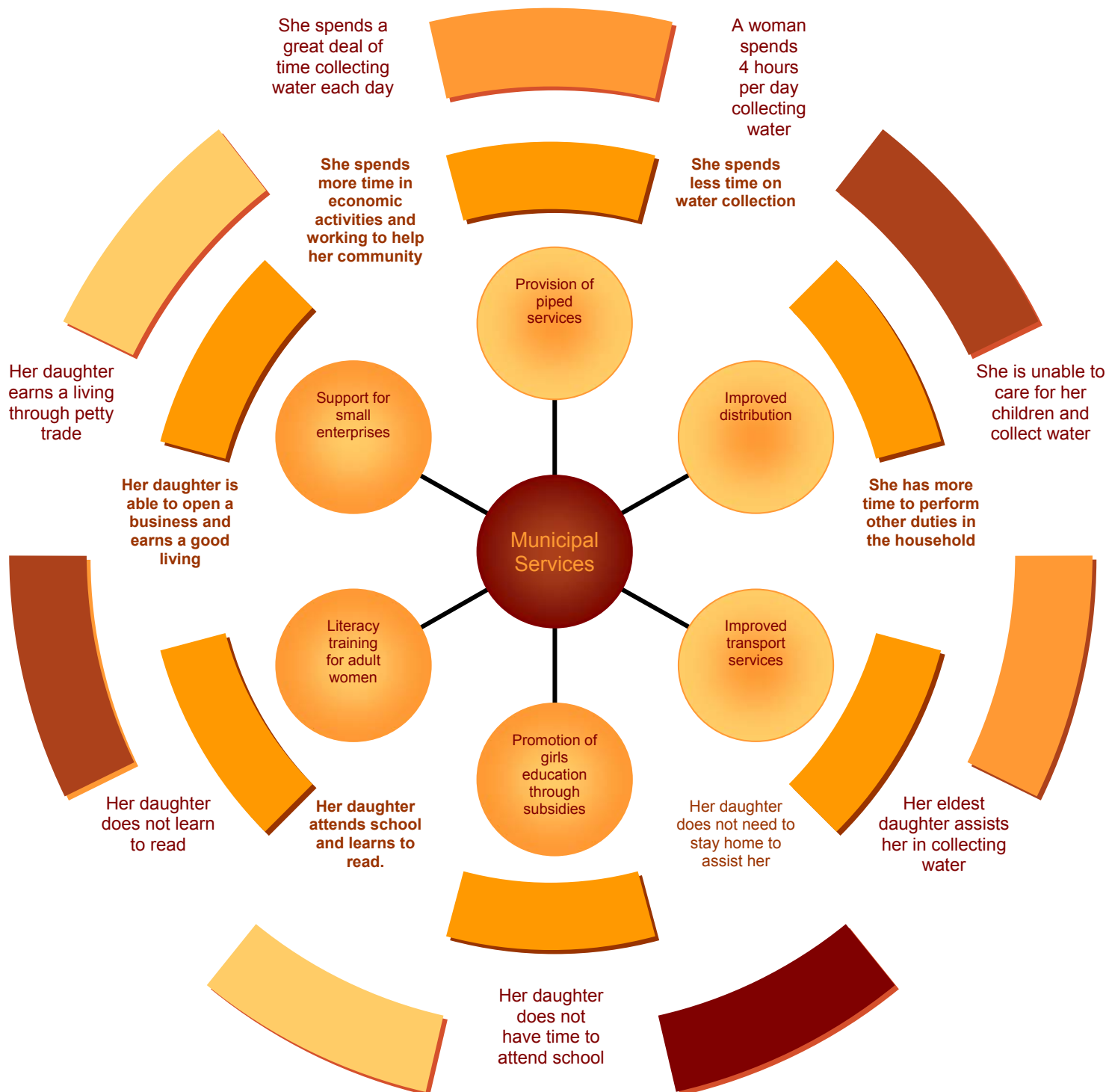


In this cycle, both the woman and her daughter are not fulfilling their potential as citizens. To improve this situation, the municipality could take many steps. By allocating resources, they would not only be improving the lives of these women and improving their equality in society, but they would be helping them to be more productive, therefore fostering overall development of the municipality as a whole.

HOW CAN THE MUNICIPALITY IMPROVE THIS SITUATION?

This second chart highlights some of the ways that municipality's involvement can have an impact in changing this cycle and increasing the productivity of the population.

CHART 2:



GENDER MAINSTREAMING:

What does it mean to mainstream gender?

Gender mainstreaming refers to integrating gender perspectives in

- all aspects of activities, from planning through to implementation
- organisational structures and processes
- legal and policy frameworks

Why should we mainstream gender?

Gender perspectives should be used in all areas of work, because gender differences and disparities will impact all parts of society. These differences will impact how efficient and productive a society is. As a result, it will affect the development of the municipality.

How can we mainstream gender?

Gender mainstreaming has no set method - there is not one way in which to do it. It should be adapted to the institution, society and/or culture. For the Somali context at the municipal level, mainstreaming gender can be undertaken through the use of gender analysis in all aspects of planning, development and service provision. Mainstreaming gender by developing structures and raising awareness within the municipal organisation itself is also important. It is important that the municipal systems themselves are gender sensitive if they are going to promote gender perspectives in their activities.

What does this mean in the Somali context?

What does it mean to incorporate a gender perspective in local governance in the Somali context? There are a number of ways that gender impacts the way municipalities function. Firstly, how do men and women use services in the communities differently? What different roles do they play?

Carrying out an analysis of the gender roles (see next section on gender analysis) will help to clarify this. However, it is important that there is an overall recognition that all policies and programmes undertaken by local administration will have different impacts on different segments of society. The overarching approach therefore has to be to ensure that the needs of women and men are equally considered.

Mainstreaming Gender in Urban Planning:

Urban planning activities encompass many different aspects of a city – the way it is planned and managed. These decisions will affect men and women differently. Women's and men's different needs and priorities need to be reflected in urban planning so that the city truly works for everyone.

For example, when determining zoning provisions for a city, the way men and women access and use a certain area should be considered. What activities do they carry out there? What time do they carry out these activities, and what are their needs as a result? This can help determine priorities in terms of zoning, electricity provision and so forth. Women often engage in business activities in the home, therefore zoning in residential areas may need to reflect this to ensure that women are able to continue with home based businesses that are contributing not only to their economic empowerment, but to the economic development of the whole area.

WOMEN IN DEVELOPMENT AND GENDER AND DEVELOPMENT:

How do we make certain that:

- a) Women and men are equally involved in the municipality?
- b) Women and men's needs are equally considered?
- c) Activities are supporting overall equality between men and women in society?

Women in Development and *Gender and Development* are two different strategies that have been developed to address how we can best mainstream gender and respond to these three questions posed above.

It is important that gender is used as a practical tool that will improve municipal effectiveness while achieving both short term and long term objectives. These are:

1. To have greater involvement of women in municipal activities and decision making
2. To support greater equality between men and women in the society

The *Women in Development* strategy was developed originally to improve the level of participation of women in society in general. The focus of the strategy was on activities that dealt only with women. These activities remained fairly isolated, and although they were able to address some of the needs of the first objective, they did not address the second.

The *Gender and Development* strategy was developed as a result of these weaknesses. The focus of this strategy is on gender mainstreaming, and looking at comparing the needs of women and men, and involving women and men together equally in all areas of society.

Women's need for income represents a practical need as women require equal ability to support a family and have secure livelihoods. Women's economic empowerment addresses the strategic gender need of women having long term economic security equal to men.

These two strategies can be used to develop a framework for integrating gender in the Somali context that makes the most sense socially, politically and culturally. Involvement of women in municipal activities and decision making can help improve overall equality between women and men if tools like gender analysis are used. This helps to make sure that the involvement of women is happening in the larger framework of gender equality. This diagram helps to illustrate the framework:



The goal of equality between women and men can be broken down as practical and strategic needs.

- **Practical gender needs** focus on the immediate needs of men and women in a given situation – for example the need of women to have equal access to transport systems, or to education.
- **Strategic gender needs** refer to the longer term social evolution towards a belief in the inherent equality of women and men. Activities addressing practical gender needs should do so with a view to the longer term strategic needs for gender equality.

This is important because local governance activities should have the practical objective of effective governance, and the strategic need of helping to develop a more productive society. So, the overall goals in municipal governance will mirror the practical and strategic gender needs.

How is women's economic role in Somali society empowering women?

As societies are complicated systems, it is likely that issues such as the changing economic roles of Somali women are having different impacts at different levels. They are also having different impacts in the short term and the longer term on the society.

For example, the increase in women sellers in the marketplace has increased women's access to public spaces on the level of the market and small scale economic activities, but as it has increased their burden of work, it may limit them from other community involvement, such as access to training or leisure activities.

The increased access to income is another positive empowering aspect of women's economic role, however, how much that is translating to decision making power is not clear. Women have greater decision making roles within the home, but that is not adequately reflected in public decision making structures. Finally, the role of women as traders has a variety of different aspects, both among women in the society and between women and men. It remains the purview of men to control the large scale trade in the society, however women have taken on both the roles of the "middlemen" and the petty traders who purchase goods on credit from these "middlewomen". This also highlights different dynamics of power among women in the society as well as between women and men. Women have also begun to have a greater level of involvement in the political sphere – the election of women local leaders and the appointment of women ministers in Somaliland provides a positive example and starting point for greater involvement in the future. However, this representation must include real involvement, on committees, in decision making structures to improve the substantive equal involvement of men and women.

GENDER ANALYSIS:

Gender analysis is a way of analysing society. Gender analysis analyses the way that men and women, boys and girls, are interacting differently in society – in terms of their levels of control, access and participation in the society.

It is a key tool for incorporating gender perspectives, and for improving effectiveness of local governance. When undertaking any municipal activity, it is important to have a concrete understanding of the dynamics between men and women in the population.

Gender analysis is tool for understanding the relationships that cause inequalities between women and men, boys and girls, in a society. This is important as it allows for activities to address root causes instead of more superficial aspects of inequality.

What does a gender analysis measure?

- Different **needs** of men and women (practical and strategic)
- Different **capacities** of men and women
- Different **perspectives, roles and responsibilities** of men and women
- Different levels of **control** of men and women
- Different **impact** of interventions on men and women
- **Constraints and opportunities** of men and women

What questions does a gender analysis ask?

- **Who controls what** in the society?
- **Who has access to what** in the society?
- **Who is responsible for what** in the society?
- **Who earns what** in the society?
- **Who does what** in the society?
- **Who inherits what** in the society?
- **Who owns what** in the society?

These questions will help to develop a picture of the roles, responsibilities, access and opportunities of men and women, boys and girls. Through a comparison of these we can gain a better understanding of gender inequalities in the society. In addition, understanding the way the decision-making structures and processes, the legal frameworks and religious and social norms all operate will give a better picture of the gender situation.

Women and men are not homogenous groups.

Women, or men, as a constituency can organize themselves around a common cause or interest. However it is important to remember that these groups are not homogenous. There is a need to consider a variety of different criteria, such as class, race, ethnicity, social backgrounds. Consequently, the interests of women and men, separately or linked, may be determined as much by their class positions or their ethnic identity as by their gender roles.

Why should we use gender analysis?

The purpose of gender analysis is to assist local leaders to understand the gender dynamics in their municipalities. The information gained from an analysis will help leaders in planning, prioritization, decision making, facilitating, negotiating and budgeting in ways that benefit both men and women equally.

Most importantly however, a gender analysis looks at all these different relationships in combination. This overall analysis then clarifies the causal links between all of these different aspects. Thus, a gender analysis tells us why access of women to a particular service is

restricted, and what systems exist within the society that reinforce this, and what opportunities might exist to improve the status of women vis-à-vis men.

Using Gender Analysis to Take Apart What We Think We Know About Women and Men

One of the most important uses of gender analysis is that it helps to review assumptions that leaders may have about the roles of men and women in a municipality. It is very important that stereotypes about what men and women do, how they “should” be involved in a particular activity, or what the need or want are dismantled.

In order to conduct effective assessments of what is needed in a municipality, who will be involved and impacted and how a service or activity should be implemented, leaders must explore the population with open eyes, and be prepared to find surprises in what men and women express as their views and priorities. Because of its focus on examining causal relationships and exploring what men and women do and have access to in the society, gender analysis will be a valuable tool.

The needs can be concrete – in terms of practical issues for the municipality to address in the short term, as well as broader community needs that will be linked to longer term planning strategies.

Why is this important?

For example, if a municipality carries out a needs assessment on health services, the assessment must be undertaken in such a way that both men and women’s needs, views and priorities emerge. This is especially important as they will use the service differently, and therefore will have different needs. In terms of health provision, women are generally prime caregivers, and thus prime users of health services. As a result, they will have more insight into how services can be effectively designed to address the core needs of the municipality in this respect.

Activities profiling helps to further clarify the roles and responsibilities of men and women. An activities profile simply looks at the different things that men and women do during the day – it is a break down, hourly, or what men and women normally do, and how long each activity takes them. This will help to:

- Highlight the way that men and women use different services in the community;
- Highlight the different general roles and responsibilities of men and women in the community;
- Highlight the different roles that men and women play in relation to specific services;
- Clarify the different burdens of work of men and women;
- Highlight the different time use of men and women;
- Identify their potential for involvement and contribution to municipal activities.

Why is this important?

The amount and type of work men and women do in the municipality will give an idea of what services are needed and how women and men should be involved. Using the example of water services, understanding who sells water, who buys it, who collects it and how much time is taken for each activity will help determine how services can be best designed.

Resources, access and control profiling begins to show the power dynamics between men and women.

- Highlights different levels of control over resources of men and women;
- Highlights the different levels of control over services and distribution of services of men and women;
- Clarifies the different levels of power of men and women in the municipality;

This analysis is particularly important to highlight the possible constraints faced by women or men in participating in municipal planning. In addition, it will show some of the causes of inequality in the society and how these can be linked to urban planning issues. This stage will help to demonstrate the interrelationships that exist in the power structure – particularly as it centres around the household. This information is very important, as the introduction of urban

planning activities – including the participatory planning process – will impact these relationships and the power dynamics.

Why is this important?

If women are the main managers of water for the household, an intervention to bring municipal water services directly to the house may have some unintended effects on the position of the woman in the house and her access in the community. For example, it is useful to understand what other functions are being carried out by women when they collect water – gathering information on the situation in the community and so forth – and making sure that the intervention doesn't limit these other ways that collecting water is impacting a woman's role in the society. It is important to be aware of these issues and weigh the possible negative consequences against the benefits of a particular method of service provision. This will help to determine the best strategy to address the needs of the community in a way that best promotes positive gender roles and improves the status of women.

Benefits and incentives analysis will show how equal involvement of men and women in the process of planning municipal services and so forth will improve the municipality.

- Give ideas of how men and women in the community can be viewed as resources for municipal programmes;
- Raise awareness of the positive elements of involving men and women equally;

Why is this important?

This type of analysis provides an understanding of how gender perspectives can have a positive impact on the effectiveness of municipal activities. Refer to the chart on pages 11-12, which gives a clear illustration of the connection between municipal activities and gender perspectives. The example on the next page also illustrates how all of these aspects together can lead to effective municipal programmes, while ignoring them can have the opposite effect.

MEASURING EFFECTIVENESS AND INVOLVEMENT OF WOMEN IN MUNICIPAL GOVERNANCE: DEVELOPING GENDER BASED INDICATORS

When incorporating gender perspectives into the planning process, it is crucial that there is a mechanism for measuring the impact that the process is having on the status of men and women. Indicators are a key part of any project, as they provide a means of evaluating the success of the programme. Indicators are like sign posts, showing the progress of social change. As such, it is critical that they reflect the changes in gender dynamics in a society. Indicators are more than simply a collection of data. Statistics alone do not allow for a contextual judgment of an issue. That is the key purpose of an indicator, and particularly of a gender indicator, to give a contextual measurement of change in the status of women or men, as they are measured against prevailing norms internationally and the prevailing reality locally.

Incorporating gender based indicators in the overall measurement process will also help to facilitate the ongoing process of analysis of the situation in the society itself. Combining indicators measuring gender changes with other indicators will also help to show where other social factors combine with gender to impact issues. For example, measuring enrollment rates of boys and girls from a gender perspective may highlight a disparity between the level of enrollment of girls. However, combining this information with indicators measuring rates of enrollment of boys and girls from a particular ethnic or socio-economic group will often show that the issue is a mix of several social factors. This provides a more comprehensive understanding and will therefore help planners devise the most appropriate strategies.

Disaggregating Data:

The development of gender sensitive indicators and gender disaggregated data will help to carry this process through the monitoring and evaluation stage.

Disaggregated data are the basic statistics that will help to inform indicators in the planning cycle. It is very important that wherever possible, this information is broken down by sex, to allow for comparisons between the situation of men and women, boys and girls, in a given area. By breaking information down this way, disparities between men and women will be highlighted in relation to certain aspects of urban management. This is especially important in relation to women's roles and status in societies, as generally women's activities are centred on informal sectors and often take place in the household. As a result, their contributions are often not visible, unless specific measures are taken to gather data that contrast and compare the roles of men and women.

The collection of gender disaggregated data is relatively straightforward, it is simply the process of ensuring that at every level that the individual is the unit of measurement, that all those individuals measured are also broken down into male and female categories. It is also important to remember, when collecting disaggregated data, that statistics that use the level of "household" as a measurement will often hide many of the gender dynamics, as this system of measurement assumes the household to be a monolithic entity, which is not the case. Therefore, emphasis should also be placed on breaking down the units of measurement at the household level to highlight the different roles and responsibilities of each member within the household. For example, access to services may differ among members of the same household for a variety of reasons. A woman may have reduced access to transport at night because of a lack of street lighting (and therefore reduced security).

EXAMPLE: EMPOWERING WOMEN FOR A BETTER MUNICIPALITY

Economic Regeneration vs Destroying Kiosks: Comparing the cases of Mombasa, Kenya and Berbera, Somaliland

Mombasa:

In the area near the Likoni ferry in Mombasa, there is an informal market of kiosks – sellers of vegetables, fruits and a wide variety of petty trade. The majority of the traders in the informal market were women. The municipality saw that the encroachment of the kiosks on the roadside was causing traffic congestion on the way to the ferry. The municipality made a decision, after consulting with urban planners – but not with the community, and not with the women traders in the market – that the informal kiosks needed to be removed to improve the traffic flow to the ferry.

The kiosks were forcibly removed, resulting in violent demonstrations and clashes between the community and the municipality. Economic life in the area was disrupted, particularly for the women running the kiosks, leading to a serious problem for these women and the families they supported. Angry that they had not been consulted or given alternative space for their economic activity, the women and men began to rebuild the kiosks, leading once again to traffic congestion in the area.

Result:

The municipality did not succeed in its objective to improve the traffic and transport systems in the area. Their actions had a series of negative consequences on the municipality, both economically and in terms of the relationship with the community. Resources were allocated – and wasted – on the removal effort, and the subsequent public relations campaign generally and with the community specifically, to try and redress the problem. Tension between the community and municipality continue, and the municipality is less effective at delivering services as a result.

Lesson:

Had the municipality involved the community, particularly the women affected by this activity, they could have developed a solution that would have addressed the needs of the community in terms of the informal economy, as well as improving traffic flows.

Such activities also have a gendered impact in that the women in the area were more affected by these actions than the men.

Berbera:

In Berbera municipality, the market was an unplanned system of traders, with little space to sell their wares. Again, the majority of traders were women. It was clear to the municipality that something needed to be done. The municipality and UN-HABITAT engaged in community consultations, specifically targeting the women in the market, to identify the key needs for market rehabilitation.

The women were very vocal about the problems of the present market and their priorities for a new market place. These priorities were considered and the new market was designed based on these needs. The women were involved in giving their views throughout, and remain in a close relationship with the municipality. The rehabilitation was undertaken in such a way to address one of the key concerns of the women, that it would not disrupt their trading, as it was their main source of livelihood.

Result:

The rehabilitation of the market was a success, with a new building that improved the space allocated to the women, gave them better places to sit while they traded, increased light and ventilation, and provided a place for them to cook their meals while still at the market. The relationship between the women and the municipality is positive and further collaboration has been facilitated by this project. Economic life was not disrupted, and this improved market has fostered greater economic development in the municipality.

Lesson:

The involvement of women from the market was a critical aspect for the success of this project. Without their commitment, and their identification of needs and priorities, the design of the project would have been very different, and likely would have been less successful.

This approach has also improved the working conditions of the women and decreased their time use through the provision of cooking facilities. This has given the women greater access to other services or participation in the community. Finally, this participation has given the women in the market a greater sense of confidence and empowered them to be more productive members of the community.

RESOURCE SHEET: A FRAMEWORK FOR GENDER ANALYSIS:

Questions to Consider: ¹	Aspects to Consider:
<p>Roles and Responsibilities:</p> <ul style="list-style-type: none"> • What do men and women do? • Where do men and women do what they do? • When do men and women do what they do? (Daily time use, seasonal time use) 	<ul style="list-style-type: none"> • Productive roles of men and women (paid work, self-employment, and subsistence production) • Reproductive roles of men and women (domestic work, child care and care of the sick and elderly) • Community participation/self-help activities of men and women (voluntary work for the benefit of the community as a whole) • Community political involvement of men and women (decision-making/representation on behalf of the community as a whole)
<p>Assets:</p> <ul style="list-style-type: none"> • What livelihood assets/opportunities do men and women have access to? • What constraints do men and women face? 	<ul style="list-style-type: none"> • Human assets – what services, health services, education etc do men and women have access to? • Natural assets – what natural resources do men and women have access to, or are able to contribute? e.g. land, labour • Social assets – what social support networks do men and women have access to? • Financial assets – what access and control to men and women have over capital/income, formal and informal sources of credit etc.
<p>Power and Decision-making:</p> <ul style="list-style-type: none"> • What decision-making do men and/or women participate in? • What decision-making do men and/or women usually control (i.e. able to actively influence decisions) • What constraints do men and women face? 	<ul style="list-style-type: none"> • Household level what level of control do men and women have in the decisions over household expenditure? • Community level – what level of control over community wide decision making do men and women have e.g. decisions on the management of community water supplies
<p>Needs, priorities and perspectives:</p> <ul style="list-style-type: none"> • What are women's and men's needs and priorities? • What perspectives do they have on appropriate and sustainable ways of addressing their needs? 	<p><i>Needs and priorities</i></p> <ul style="list-style-type: none"> • What are the "practical" needs of women and men? (i.e. in the context of the existing gender roles, responsibilities, access and resources) For example, what needs to women have regarding water that differ from men (e.g. women tend to be the prime collectors and users of water) • What are the "strategic" gender needs (i.e. requiring changes to existing gender roles and resources to create greater equality of opportunity and benefit.) For example, what impact will an intervention have on the equal opportunity of men and women to employment (e.g. increasing women's access to employment on roads) <p><i>Perspectives</i></p> <ul style="list-style-type: none"> • What are the different perspectives of men and women on delivery systems – choice of technology, location, cost of services, systems of operation, management and maintenance

¹ This table is based on an exercise developed by the UK Department for International Development (DFID).

GENDER AND PARTICIPATION:

Why is it important that men and women participate equally?

Participation is a key part of good urban governance. Involving the community in governance activities helps make a municipality more effective at addressing the needs of the people, and more efficient, as the resources of the municipality are more fully utilised.

Participation of women ensures that all human resources in the municipality are being used. If women are shut out of the participatory process, half of the human resource potential of the community is being wasted.

Women and men will have different perspectives about the municipality – different priorities, needs and capacities. Therefore, equal participation of men and women ensures that all different opinions and understandings will be heard and considered. This will help the local government make decisions that are the most effective in serving the needs of the municipality.

If women do not participate, 50% of the human capacity of the municipality is being wasted.

Participation will occur in many different ways and at different levels in the municipality. It is important for local leaders to understand the different ways that men and women can participate, and the challenges to equal participation at all different levels. The following diagram outlines four of the key areas of participation that will impact women and men in the municipality. This diagram can be a useful reference for discussing participation and how men and women might be able to access information at these different levels.



What strategies can we use so that men and women participate equally?

Accessing Information:

Information is one of the most basic aspects of participation. If people do not know what is going on in their municipality, the door to involvement is not open to them.

For example, the low literacy rates of Somali women compared with men, makes print media an unequal means of disseminating information. However, the strong oral tradition in the society provides an opportunity to effectively spread information to everyone in the population. Using women's groups as a conduit to disseminate information will help reach both men and women.

However, the way information reaches different segments of the community will have a great deal to do with their gender roles. Targeting women when providing information at early stages will help to better acquaint them with the issues and the process and facilitate their inputs in later stages.

Strategies to ensure that men and women are equally able to access information may include:

- Ensure information is disseminated in forms accessible to both men and women (eg radio and TV as well as newspapers);
- Timing of adverts to ensure that they reach women as well as men;
- Announcing consultation meetings in communities in urban areas directly– to ensure that people are not selectively informed;
- Presenting information in all local languages as well as working language;
- Coordinating with locally based women's groups to facilitate dissemination of information to women as well as men;
- If community meetings are going to be held to disseminate information, consider holding separate meetings for women, or meeting women in the home, if this can facilitate greater access to the information by women;
- Involving working or educated women in the communities as focal points to reach women;
- Attempt, wherever possible, to reach women directly, rather than through husbands or fathers, to promote a more equal status of women as stakeholders in urban issues.

Consultations:

As consultation implies a more two way communication it is important to involve men and women equally in this communication. Developing means by which men and women can express their views in an open consultative process will require a clear understanding of the gender dynamics in the society. In particular, the constraints to speaking out and any limits to accessing consultative meetings must be highlighted.

Involving Women in Consultations in Somali Society

The ability of women in the Somali context to speak out and voice opinions in certain mixed settings can be difficult. Traditional meetings at the clan level are arenas where it is not considered appropriate for women to speak out. Men are traditionally viewed as representatives of the family unit, thus constraining women's independent voices in the public sphere. In addition, organised groups of women, such as women's organisations, are generally more comfortable speaking out than women who are less educated or have less access to such organisations. This implies that there are likely large segments of the female population who would be unable or unwilling to speak out in a mixed consultation setting. Therefore alternative strategies need to be devised to allow both women's and men's voices to be heard. For example, holding women's consultations where women feel freer to speak and nominating a representative from that meeting to present recommendations of the consultation in a mixed setting or directly to the council would be a possible alternative.

Some strategies for ensuring that women and men have equal access to involvement in such consultations include:

- Timing of meetings – often daily responsibilities of women at certain times of the day will exclude them from attending meetings. In addition, holding meetings at night can cause problems in terms of transport at night for women, and for security considerations.

- Location of meetings – particularly when constrained by other domestic responsibilities, and due to cultural constraints, it is often a burden for women to travel a great distance for meetings. Where possible, plan meetings close to a community, or provide transport for women to reach the meetings in a reasonable time;
- Duration of meetings – longer meetings make it more difficult for women to get away from heavy domestic and other responsibilities to attend. A shorter series of meetings over several days can make the meetings more accessible to women.
- Child care facilities – often women are unable to attend due to child care responsibilities – providing an informal nursery at the meeting location can enable women’s involvement without increasing their burden of work.
- Providing transport – women’s domestic workload often means that they have little time available to attend meetings. Providing transport can cut down on the time involved in participating and make it more accessible in terms of distance and safety.
- If there are cultural sensitivities about men and women meeting together, plan for separate meetings for women;
- Consider seating arrangements when planning meetings with men and women together;
- Consider different time constraints of men and women – often attendance at meetings will keep women from undertaking domestic chores such as meal preparation. Plan to provide meals if this is a constraining factor;
- Community attitudes may constrain women from participating – ensure that the consultation process includes an element of awareness raising to educate all community members of the importance of equal participation of men and women;
- Planning meetings with women in a home environment often addresses several of these constraints and may be an alternative to promote women’s involvement, particularly in early stages of the planning process;
- Involve men and women equally when planning meetings so that all the possible constraints can be identified beforehand and addressed.

Consensus Building:

Consensus building is an important part of participation. Enabling groups to discuss different viewpoints and negotiate common aims and methods for achieving them will impact the interactions between men and women in the group.

This is traditionally a difficult approach for women and other marginalized groups, who often tend to remain silent and go along with majority viewpoints rather than pushing for issues to be addressed from new perspectives. Gender sensitive facilitation in consensus building is therefore extremely important. This is a key element in the role of the local leader as facilitator. In particular in the Somali context it is clear that encouragement of women to speak out in meetings will have a positive effect overall.

Methods to ensure equal participation of men and women in consensus building may include:

- Using facilitators trained in gender awareness;
- Using small group work to allow women to represent their views in a less intimidating atmosphere;
- Brainstorming is a good method for gaining participation of all members of a group – ensure that all views are recorded and recognized;
- Work in male only and female only groups to start and then bring groups together;
- Holding introductory meetings to introduce women to the issues and process will often help women to voice their opinions more confidently in mixed consultative meetings;
- Examine seating arrangements at meetings to ensure one group is not marginalized;
- Promote mixed representation of men and women from different segments of the population and stakeholder groups. When focusing on men and women as key social groups it is also important to remember that there will not be a homogenous perspective of women – views will vary depending on various other social factors such as age, socio-economic status, ethnicity and so forth. Therefore, involving a representative cross section of women and men is important.
- Use participatory exercises in the meetings to encourage input from all actors – for example have rounds where each person makes a comment, or allow participants to write opinions on index cards which are then read and discussed.

LOCAL LEADERSHIP AND GENDER EQUALITY: THE ROLE OF LOCAL LEADERS

How Can Local Leaders Promote Gender Equality?

Local leaders play a variety of roles in governance. In each of these roles there will be key opportunities for promoting gender equality and improving the equal involvement of women in decision making. This table provides a quick reference sheet for local leaders to highlight how gender perspectives fit in each of these roles and what tool can be used to mainstream gender.

HOW CAN LOCAL LEADERS ADDRESS THE NEEDS OF MEN AND WOMEN?		
	CONCEPTS	RELEVANT TOOLS
THE LOCAL LEADER AS POLICY MAKER	<ul style="list-style-type: none"> When developing policy the local leader needs to ensure that the needs of men and women are equally reflected in the policies and resulting programmes. The local leader's role is also to ensure that during the participatory planning process, both men and women are equally involved on a substantive level. Policies should enable equal productivity of women and men for a more effective municipality. 	<ul style="list-style-type: none"> Gender Analysis Brainstorming/Ranking about Challenges to Involvement of Women Exercise Cycle of gender equality and municipal policy or action exercise
THE LOCAL LEADER AS DECISION MAKER	<ul style="list-style-type: none"> Reconciling different interests and needs of men and women, and making informed decisions based on this will be a function of the local leader in promoting gender equality. Understanding different priorities and realities through gender analysis will make the leader a more effective decision maker 	<ul style="list-style-type: none"> Gender Analysis Activities Profile Time use exercise Access and Resources Profile
THE LOCAL LEADER AS COMMUNICATOR	<ul style="list-style-type: none"> To receive messages from groups in the municipality that have trouble advocating for themselves – uneducated women, for example. This is key for a good local leader. Effectively communicating the perceptions of both women and men on a particular issue is a key function of the local leader. To do this, they need to be effective listeners. Understanding and using different techniques to ensure ideas are communicated to reach both women and men. Opening channels between government and community that are accessible to both women and men is very important. 	<ul style="list-style-type: none"> Gender Listening and Communication exercise Gender Analysis Mechanisms for Citizen Participation (citizen surveys, ombudsperson, etc)
THE LOCAL LEADER AS FACILITATOR	<ul style="list-style-type: none"> Facilitating meetings to ensure that women participate equally to men will be an important skill for local leaders. Facilitating the involvement of women equally in all municipal activities is very important. 	<ul style="list-style-type: none"> Pairwise Ranking Gender Analysis Role Play

<p>THE LOCAL LEADER AS ENABLER</p>	<ul style="list-style-type: none"> • Enabling women as well as men to be actively and substantively involved, both within local administration and in civil society will be a key aspect of the local leader as enabler. • Removing barriers to women's involvement in different spheres of the municipality – legally, structurally, time use, etc 	<ul style="list-style-type: none"> • Gender Analysis • Involvement in Private Sector • Women and participation resources sheets
<p>THE LOCAL LEADER AS NEGOTIATOR</p>	<ul style="list-style-type: none"> • Understanding the different interested of women and men based on gender, and negotiating strategies that benefit both as equitably as possible will be one of the most important roles of the local leader as negotiator. 	<ul style="list-style-type: none"> • Gender Analysis • Role Play
<p>THE LOCAL LEADER AS FINANCIER</p>	<ul style="list-style-type: none"> • Access to and allocation of resources by the local administration should involve women, particularly in recognition of the large economic role played by Somali women. As such, the local leaders roles as financier should reflect involvement of both women and men in resource allocation. • Revenue generation by municipality – involvement of women • Control over distribution of expenditure – involvement of civil society and women 	<ul style="list-style-type: none"> • Gender Analysis • Disaggregated Data • Gender Analysis of Budgets and Time Use • Gender Analysis of Impact of Public Expenditure
<p>THE LOCAL LEADER AS OVERSEER</p>	<ul style="list-style-type: none"> • When monitoring the activities of the local administration, a local leader should refer to gender analysis, and use gender based benchmarks to determine how the activities are affecting women vis-à-vis men. 	<ul style="list-style-type: none"> • Gender Analysis • Gender Disaggregated Data • Gender Based Indicators
<p>THE LOCAL LEADER AS POWER BROKER</p>	<ul style="list-style-type: none"> • The local leader has the ability to use his/her position and influence to promote positive change in the society in terms of the position and status of women vis-à-vis men. • Manoeuvring in the political landscape in a way that the needs of men and women are equally recognised and respected. 	<ul style="list-style-type: none"> • Gender Analysis
<p>THE LOCAL LEADER AS INSTITUTION BUILDER</p>	<ul style="list-style-type: none"> • Promoting equal involvement of women and men in local government administration through promotion of training of women within the administration, and encouragement of recruitment of women in more senior positions • Setting an example though enforcement of gender equal structures in the workplace • Promote awareness raising campaigns for men and women 	<ul style="list-style-type: none"> • Integrating Gender into an Organisation Exercise • Gender Analysis • Gender Based Indicators • Sensitisation Training

<p>THE LOCAL LEADER AS LEADER</p>	<ul style="list-style-type: none"> • Bringing together skills and tools to promote equal involvement of women and ensure, through gender analysis, that the perspective and needs of women and men are integrated in all council activities. 	<ul style="list-style-type: none"> • Gender Analysis • Gender Disaggregated Data • Gender Based Indicators • Brainstorming on Women's Participation Exercise • Role Play for Participation Exercise
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INCORPORATING GENDER IN DIFFERENT ROLES AS A LOCAL LEADER:

This section will give you a brief overview of why gender will be important in each of your roles as a local leader, and some ideas of how you can work to involve women and integrate gender in the activities associated with each role.

1. Local Leader as Policy Maker

As a Policy Maker, if I involve men and women equally in planning, I will develop more effective policies for the community as a whole.

Why is this true?

As a policy maker, you are responsible to establish goals, examine alternatives, and determine strategies that guide present and future actions to benefit the community. To do this effectively you need to understand the different needs and priorities of the community. Men and women will have different views and needs in terms of policy decisions. To develop policy that is effective in supporting the community and helping the municipality to run more effectively, you need to consider the perspectives of both women and men.

How can this be achieved?

This is a task as policy maker that will depend on many of the other roles and activities you will take on. It is important first that there is an understanding of the needs of women and men when policy is developed. Therefore, gender analysis should be used as the primary tool. However, making sure that the voices of men and women are equally heard, and that the institutional structure of the municipality allows for the exchange of these ideas will also impact your ability to develop gender sensitive policy. So your roles as facilitator, enabler and institution builder will be important as you work to develop policy that promotes men and women's equal development.

2. Local Leader as Decision Maker:

As a decision maker, if I understand the needs and capacities of the citizens, both women and men, the decisions I make will have the most positive impact on the development of my locality

Why is this true?

The role of councillor as a decision maker implies an understanding of the different needs and priorities of the population and the need to make judgments that are deemed to be the best for the society as a whole. Therefore the different needs of women and men must be clear to the local leader for effective decisions to be made.

The impact of decisions by local government on men and women is also very important. For example, a municipality's decision to remove illegal/informal kiosks will have a greater impact on the economic livelihoods of women, as the vast majority of such stalls are run by women.

How can this be achieved?

Again, understanding these needs is the primary issue for gender sensitive decision making. This means that you need to have the information, through gender analysis. But it is also important that you are able to effectively communicate with both men and women about the decisions that you are making to involve them as equal citizens. In this, your role as communicator will be very important.

3. Local Leader as Communicator

As a leader, if I listen to women as well as men, I will have a different view of municipal issues. If I listen to both men and women, I can better advocate for the needs of the entire community.

Why is this true?

A key aspect of effective communication by a local leader is listening. This is of particular importance when understanding the different messages from different segments of the community and understanding the importance of effectively communicating these messages.

How can this be achieved?

Citizen surveys are one method of listening to the communities and can be a particularly effective way of getting the views and priorities of women as well as men. The role of women's groups in undertaking such surveys is particularly important in the Somali context, as these groups can act as an effective conduit to reach out, particularly to uneducated women, who may otherwise be reluctant to speak out.

4. The Local Leader as Facilitator

As a facilitator, if I understand the position of men and women and how they communicate, I will have a greater understanding of a situation, and will be able to facilitate better the process of finding good solutions for both of them.

Why is this true?

Facilitating is another of the most important roles for the councillor when promoting gender equality and mainstreaming gender throughout urban governance. As a facilitator, the emphasis is on encouraging collective efforts, assisting others in problem solving and managing interpersonal and intergroup conflict. In this regard, much of what the councillor will do in the gender context is to promote an atmosphere of collective benefit – working towards the common goal of gender equality – and helping to manage any tensions that arise during this process.

How can this be achieved?

In order to get the views of men and women equally to better deal with problems in the city, local leaders should focus on facilitating means of participation of women to speak out and make their views heard equally. This is an important focus because women generally face more challenges to participating than men, which is why these strategies focus on women's participation. For strategies on participation of women and men equally, see the companion handbook *Gender and the Involvement of Women in Local Governance*.

5. The Local Leader as Enabler

As an enabler, if I help empower both men and women in the community, I will help create a more effective municipality overall, as I will have enabled the contribution of the whole society to the development, rather than only half.

Why is this true?

The enabling function of local leaders is, to a large extent, the role in which the leader works to empower people in the community to take on greater levels of responsibility and involvement. Empowerment is a particularly important concept when it comes to gender equality and involvement of women. Empowering women to play a greater role and to increase their access and control over activities and decision making will have a positive impact on the productivity of the society as a whole. By enabling more equal roles of women and men in society, the leader facilitates the increase in overall ability of the community. Thus, power has not shifted in the population, but has increased overall. The result is a population with a greater ability to contribute to their own well being.

How can this be achieved?

Networking is a key aspect in a councillor's role as an enabler. The development of networks can have a positive impact on gender equality in a community. Networks can bring together women's groups and groups that women traditionally have little access to, in order to promote greater involvement of women, as well as to foster greater understanding among both men and women about different perspectives and priorities.

Building upon and supporting existing networks that promote gender equality can be especially effective. In the Somali context, the well developed networks of women's organisations provide a positive entry point. However the role of the councillor is crucial in moving these groups beyond a more isolated role as women's organisations into a more collaborative framework of partnerships with other organisations and groups in the society.

Collaboration is another element of enabling that will play an important role in promoting gender equality. Again, collaboration addresses the need to develop effective partnerships for greater involvement of the community in local government activity. Collaboration can be viewed as a step beyond networking, as it is through these networks that collaborative arrangements are made.

6. Local Leader as Negotiator

As a leader, if I understand the interests of both men and women, I will negotiate more effectively for the benefit of the community.

Why is this true?

It is a misconception that gender equality implies a loss of power for a particular group. One of the roles for the councillor, therefore, as negotiator, is to ensure that these concerns are properly negotiated, discussed and understood so that groups come to amenable decisions that reflect equally the needs and priorities of both men and women.

Negotiation also implies the need for the councillor to understand the different needs and interests of all groups involved in, or affected by, a particular issue. Understanding how men and women's interests will differ based on gender roles and responsibilities is central in this role. Negotiating the equal involvement of women will also be a skill required of councillors. For example, when implementing water and sanitation programmes, an organisation in Somaliland set up implementation committees which involved women. They then tried to integrate these actors on the village development committees, and met a great deal of resistance. They successfully negotiated the involvement of women on committees by demonstrating how central women are in the water and sanitation issue, as primary users of the services, and women are now represented on several of the committees.

How can this be achieved?

Working with women's organisations – particularly networks – in the communities can be very effective. Involving these groups as stakeholders will help balance the representation of men's and women's views and will facilitate your work as a negotiator in two ways. Firstly, these networks will help promote more understanding of women's different issues in the communities. Secondly, their advocacy will assist in your efforts to negotiate on issues to promote greater equality between men and women.

7. Local Leader as Financier:

As a financier, if I involve both men and women in the community, I will make it easier to mobilize financial resources, and will allocate them more effectively, making financing more efficient.

Why is this true?

In fact, one of the most important aspects in improving the responsiveness of local governments to the different needs of women and men is ensuring that allocation of financial resources reflects the needs and priorities of both women and men.

The impact of budgeting on the lives of women and men in the municipality will be different because of the different roles and responsibilities they have in society. This is very important and must be clearly understood by local leaders when making financial decisions.

How can this be achieved?

Because budgeting is generally an internal issue within a municipality, it is very important that the municipal institutions are gender sensitive. Therefore, your role as an institution builder will help lay the foundation for gender sensitive budgeting and resource allocation. However, it is also useful to consider participatory budgeting strategies that involve stakeholders when identifying priorities for resources. In these setups, women's organizations in the community can be involved, and through your role as facilitator and negotiator, you can work to develop more gender sensitive budgets.

8. Local Leader as Overseer:

As an overseer, if I make sure men and women are equally treated by in the public and private sector, I will help to ensure a more just and effective development .

Why is this true?

As an overseer, the councillor ensures that the council, municipal staff and other actors that take part in the local development, such for example the water agencies, are on the right track through the implementation of policies and programmes. In this capacity therefore, the local leader can ensure that women are being involved in the planning and implementing of programmes. By ensuring this, the needs and priorities of the population will be better elaborated and the impact and effectiveness of the plans will be better for both men and women.

How can this be achieved?

This will also involve a number of other roles, but it is important in this function that you make sure that information is being disseminated effectively through the municipality so that when planning and implementation is going on, women's and men's needs are equally visible. This will include making sure all departments receive information from a gender analysis and that all information is disaggregated by gender.

9. Local Leader as Power Broker

As a power broker, if I use my position to empower women, I will be more effective in promoting the development of my locality.

Why is this true?

Women's role in development in the municipality is important, not only because they are women, but because they make up half of the population. Therefore, using a position of power to enable half the population to support and take part in municipal programmes and local development in general will improve effectiveness, which will in turn, increase the power available for the local leader to promote the development of the community.

How can this be achieved?

Much of the involvement of gender perspectives in the role of power broker will be based on your understanding of the different issues facing women and men so that you can use your power to benefit them equally. As such, using gender analysis to gain a better understanding of men and women in the community is an important tool.

10. Local Leader as Institution Builder

As an institution builder, if I make sure that the institutional set-up supports the involvement of both men and women, programmes and policies will be more sustainable.

Why is this true?

Ensuring that men and women contribute equally and fully in municipal administrative structures will mean that the human resources of the institution are best used and the institution will be the most effective. In addition, ensuring that institutions are able to respond to the different needs of men and women, both within the organisation and within the locality more generally, will mean that the institutions are the most able to undertake effective activities.

It is important when helping build an institution that mechanisms are integrated in the institutional structures that support the equal involvement of men and women. For example, appointing a gender focal point in a relevant department in the municipality, with a function or coordination of a committee looking at ways to empower women within the municipal system would be very useful.

How can this be achieved?

Local Authorities should set examples as gender equal institutions as part of their role in the community. As such, it is particularly important that there are policies and procedures in place to ensure gender equality within the workplace, as well as in all policies and programmes. The questions that need to be addressed in this regard by the councillor are how to go about developing such a system, as well as the atmosphere to support it, and what measures are required to enforce such policies?

As the councillor's role will be to both develop the organization itself and the staff, this role will combine gender mainstreaming through training and on the job support to staff with broader aspects of organizational development from a gender perspective. In addition, promoting a more equal gender balance within the administration – not merely in terms of numbers, but in terms of women and men in role of greater responsibility – is very important. This may take the form of supporting training and capacity building of women in less senior roles in the administration, and promoting greater involvement of women already in the administration, as well as support for more equal recruitment of both women and men for all positions in the administration.

In staff development, outlining roles within an institution is an important part of the councillor's position. Within this, it is important that the policies for gender equality are clearly outlined, and that mechanisms are put into place to address gender discrimination in the workplace. Such systems will help to institutionalise a practice of gender equality.

11. Local Leader as Leader

As a leader, I hold a responsibility for the whole community, both men and women, young and old. By involving both men and women, I can serve the community better and by setting the example I'll stimulate positive changes at all levels of the society.

Why is this true?

Leadership is in fact a relationship between a local leader and his/her constituents. It is a two way, evolving process based on trust and respect. The role of leader is a role that brings all the different elements of being a local leader together and using these different skills to promote good governance at the local level. In this regard, enabling participation of women in governance will ensure that the local leader is in fact a leader for all the citizens in the municipality. The local leader will gain greater credibility in this way, as the involvement and support of women in the community will mean that the municipality is more effective, and that the leader can draw on a very important mobilising capacity in the communities.

How can this be achieved?

As this is a role that will bring all other roles together in one sense, the means to achieve gender sensitivity in the other areas will all relate to your role as a leader. Developing partnerships with key organisations is however an important aspect of this as it will allow for a conduit for you as a leader to understand views of women in the community and will be a helpful link in your other roles as well.

TRAINING AND ACTION TOOLS:



UN-HABITAT

INTRODUCTION TO TRAINING AND ACTION TOOLS:

This series of exercises and tools seek to move the participants through a process of understanding gender as an idea, in relation to their own culture and to the context of local governance.

It is very important that gender training helps to clarify the concept of gender by linking it with practical realities that the leaders can relate to, and then provide tools for them to apply it.

There are a variety of tools in this section, and depending upon the time constraints, background of the group and so forth, these can be combined in different ways. However, it is very important that the following key questions be addressed. Each exercise will refer to a certain question that you will want to highlight for the training to give a complete picture of gender and local governance.

1. What does gender mean?
2. What are some of the challenges to participation of women?
3. How does gender relate to local governance?
4. How does gender impact efficiency and effectiveness of local governance?
5. How can gender be practically used?
6. How can all these elements be brought together by local leaders?

Time Saving Tips:

Post key statements about gender around the room to reinforce the messages and concepts during the training. (these can be left up throughout all training modules to remind participants about linking gender with the different roles of local leaders) This will also help to save time in terms of reinforcing concepts, as they will have quick reference sheets throughout the training.

Some examples:

- Equal participation is more than numerical representation.
- Gender is not only about women.
- Gender is not about biological sex.
- Use of Somali/Qur'anic proverbs
- Gender is about the roles, responsibilities, access and opportunities of men and women.
- Involvement of women and men will mean a more effective and productive municipality.

TRAINING TIPS: FREQUENTLY ASKED QUESTIONS

When you are giving training on gender, there are many questions and concerns that will be raised by participants in the training, and it is very important that these questions are addressed clearly and convincingly so that the participants have a very clear idea about the three main questions:

1. What is gender?
2. Why is incorporating gender important for local governance?
3. How can we incorporate gender in local governance?

There will be times when discussing gender issues generates a great deal of resistance from participants. It is important that the reason for this resistance are understandable and the explanations you give recognise that talking about gender does raise questions about power and control in society.

The following table gives you some of the questions and statements that will likely come out of discussions in training sessions, and gives you some tips on how to address them:

Some of the Frequently Asked Questions or Statements:	Some Possible Responses:
Gender equality goes against the teachings of the Qur'an.	Liibaan to give input (quotes and references)
Gender does not have anything to do with Somali culture – it is an imported Western concept.	<ul style="list-style-type: none"> • Relate gender in Somali culture through poetry and stories that reflect gender issues – the story of Arawelo, or poems and proverbs in the Somali culture section of the manual. • Gender was more hidden in the past, but changes since the war are very visible – these are useful examples to show how relevant gender issues are in Somali culture. • The idea of gender is about society – have participants talk about how women and men work and do things in society, without focusing on what “should” happen. • Gender issues in the Siad Barre regime can be discussed – this is important as it may influence bad perceptions about gender concepts. • Women’s rights are explicitly outlined in the Qur’an – thus reflecting the importance of gender in a non-Western sense.
Women’s views are represented through men, their fathers/ husbands/brothers, as the heads of households. Talking about involving women will undermine the position of men in the society.	<ul style="list-style-type: none"> • Give examples of times when men have felt misrepresented by other men in their family/clan – talk about the need to represent oneself, outside of the idea of gender, and then relate it back to the need for women to have equal representation. • Somali Proverb: “No finger can scratch your body as well as your own” – which implies that no one can really represent anyone as well as they can represent themselves. • Talk about the difference between men as representatives at the household level and the need to involve all citizens at the municipal – or public – level. This will move the ideas away from a more personal threat against the position of a man in his own household.
Gender equality is about getting women to work outside the home. If this happens domestic duties will be ignored and the family will break down.	<ul style="list-style-type: none"> • Discuss the fact that women are already working outside the home in Somali society since the civil war. • Problems exist as a result, but supporting women working outside the home will do more to protect the vulnerability of children and promote the well being of the family unit. • Discuss the value of work – formally and informally – talk about how societies measure and value it differently, and what effect that has on how productive men and women can be. • Talk about the need, for local leaders, to support involvement of women outside the home in a way that the domestic duties are

	<p>covered – and use this as an opportunity to talk about time use, the need to ensure there are not greater burdens on women so that their children (generally daughters) will be kept from school in order to assist them.</p>
<p>Women in decision making goes against our traditions</p>	<ul style="list-style-type: none"> • Talk about different kinds of decision making, both in formal and informal ways and try and get the participants to brainstorm examples of how women helped to make decisions that improved the municipality – for example the women in positions of decision making in the slaughterers association in Burao. • Talk about women in decision making in areas that are traditionally considered women’s areas in society to make ideas of women’s involvement in decision making easier to accept. • Use examples of women’s involvement in decision making in municipalities and the positive effects.
<p>Talking about women and gender issues is divisive. Discussions should be about Somali society as a whole.</p>	<ul style="list-style-type: none"> • The idea of gender is inclusive and does not only involve women. • Gender is a way of better understanding the whole society – men and women, boys and girls – which will make the society as a whole much stronger, and will unite it rather than divide it.
<p>Women already have rights. Therefore there is no need to talk about gender equality</p>	<ul style="list-style-type: none"> • It is important here to refer back to many of the exercises in which you look at the roles and access of women and men. Take some of the information that the group has given in these exercises and talk about how some rights of women and men are not respected based on these roles they are expected to play because of their sex. For example, a woman has an equal right to education, but many will not have time to attend school, or will not be able to for other reasons because of their sex. • The existence of these rights is not the same as the practice and enforcement of these rights. • It can also be useful to lead a discussion more generally about rights – move it away from the issues of women and gender for a moment, to get participants thinking about rights in a broader way. A useful example is the Convention on the Rights of the Child, which states that children should be free from conscription into armies. Although this right exists, many children in Africa are forced into the military, against their rights. Boys are particularly vulnerable in this regard, based on the roles they are expected to play because of their biological sex. Using this example can also bring the discussion back to gender issues, but from a different angle.

Training tips for effectively presenting gender concepts:
 Be practical
 Use examples
 Be culturally specific
 Be visual - use diagrams
 Use effective body language – keep participants engaged

QUESTION: WHAT IS GENDER?

EXERCISE 1:

GENDER STEREOTYPES

Objective:

This exercise helps to get participants to think about their own ideas of men and women in their society. Facilitators leading the discussion should try and get the participants to use the discussion to think about how these ideas have changed since the war – this highlights the ideas that gender is a social idea and is one that is constantly changing.

Introduction:

Stress to the participants that this is not a test. Participants should not write their names on the papers.

Have participants divide a piece of paper into two columns – Men and Women. Discuss with the participants what a stereotype is – an idea of how men and women are and how they behave – generally held views or perceptions in the society. Often these will manifest themselves in proverbs and stories, which they can relate in the discussion as well as in exercises 1C and D.

In each column, have them write at least 5 statements about how they think about men and women in their society. For example, “men will not stand in queues, they are too impatient”.

Collect the papers and have the different stereotypes read out and recorded on a flip chart.

Discuss how they see these as stereotypes in the society, and look at how some of these have changed since the war. You can also discuss how these stereotypes impact the different roles and responsibilities that men and women take on in society. For example, the stereotypes that women are weak and men are brave, lead to the expectation of men as protector of the family, and the women as property of the men, and to remain at home.

Estimated Time: 30-45 minutes

EXERCISE 1A:

CHOOSING THE SEX OF YOUR CHILD:

Objective:

This exercise will help get the participants talking about gender perceptions in terms of their own culture through imagining a role of a child in their life. This is a useful exercise to use as an icebreaker, but it does take some time, as each participant needs time to respond.

Introduction:

Tell the participants that you are going to tell them a story, and that they have to imagine themselves in this situation. Make sure to stress that this is not a test.

Tell them the following story:

You and your husband/wife are trying to conceive a child. It is your first child. You have been unable to conceive and go to a fortune teller and ask if you will be able to conceive in the future. The fortune teller tells you that you will not be able to conceive until you decide what sex the baby will be. Once you decide, you will be able to conceive.

Ask each of the participants to respond in turn:

1. What sex would you want your child to be?
2. Why? (give at least three reasons)

Estimated Time: Depending upon the size of the group – for an average of 24 participants, 30 minutes.

EXERCISE 1C:

THINKING ABOUT MEN AND WOMEN IN SOMALI CULTURE

Objective:

The purpose of this exercise is to get participants thinking about different ways men and women are viewed in their own communities. By talking about the traditional views of men and women, participants can also begin to think about how some of these traditional views have changed as a result of historical changes, such as the fall of the central government and the civil war. This will demonstrate how gender is connected to social processes in society.

Facilitators Notes:

Ask each of the participants to take a sheet of paper and write down as many as five proverbs or stories they can think of in Somali culture that talk about men or women, boys or girls. If participants have trouble thinking of suitable proverbs, prompt them with some of the proverbs discussed in the section on gender in the Somali context, earlier in this manual.

Have each of the participants read one from their list and record on a flip chart.

Ask the participants to discuss the following questions as they relate to the proverbs:

- What do these sayings tell us about how men and women are viewed in society?
- What do these sayings tell us about traditional roles of men and women in society?
- Give examples of how these are translated in present roles of women and men.
- Give examples of these in terms of how men and women behave in the present.

These proverbs and stories can also be related to the stereotypes that participants listed in Exercise 1. Linking these two exercises can help participants see how their own views, and the views of the community today are linked with their social traditions, and that ideas of men and women are deeply rooted in Somali culture.

EXERCISE 1D:

DEFINING GENDER IN THE SOMALI CONTEXT

Objective:

The objective of this exercise is to open up people's views and reservations about the idea of gender. This is useful as a final exercise in an introductory session on gender – once participants have discussed gender stereotypes and some cultural references to gender, it is useful to get participants to talk about other ways that gender is viewed culturally and historically. This will help dispel some of the reservations people may have about the term, based on past experiences, such as previous governmental policies.

Facilitators Notes:

Have each participant note down on a sheet of paper 3-5 major historical events that have changed Somali society in the last 50 years. Then have them note 3-5 historical events that have involved women or gender equality – for example, the passing of the Family Relations Act in 1975.

Have the participants give their responses, and note them all down on a flip chart. Lead a brief discussion, looking at two issues:

1. How did the historical events they mentioned change the roles of men and women in Somali society?
2. How did the gender related events affect how people think about gender, and about the relations between women and men?

QUESTION: WHAT ARE SOME CHALLENGES TO WOMEN'S PARTICIPATION?

EXERCISE 2:

RANKING AND BRAINSTORMING ABOUT OBSTACLES TO WOMEN'S PARTICIPATION

INTRODUCTION:

The roles that men and women play in society will impact their abilities to participate in various activities and in decision making processes. This exercise helps participants to clarify thinking about men's and women's roles in the society, and then looks at how these roles challenge or empower equal participation. Women in Somali society will participate in different ways than men. This exercise will help to highlight how women and men are able, or unable, to be actively involved in the community. This should be undertaken along with the time use exercise, and followed with a broader discussion on how men and women can equally participate in local governance, including brainstorming using the checklists in the participation section, earlier in this manual.

FACILITATORS NOTES:

Part I

Distribute Gender Roles handout to participants. Have the participants fill out the form based on their experiences in the Somali context, indicating whether the roles are heavily undertaken by men, heavily undertaken by women or balanced between the two genders.

Part II

Distribute Challenges to Participation handout. Ask the participants to consider the list of possible obstructions to participation, and add any that they feel are particularly prevalent in the Somali context.

Ask the participants to rank these obstructions for men and women for each area of involvement outlined in the Gender Roles handout of Part I. Have the participants identify the particular roles that are imbalanced and identify the key obstacles to promoting balance in those gender roles.

Have the participants undertake this exercise based on the different levels of participation discussed in the concepts section of the handbook. This will help them to think about how participation will have different forms and levels, and different challenges. It will also help to demonstrate how these different levels of participation are linked and will impact one another – for example, what challenges a woman faces in accessing information will affect whether or not she is able to be involved in consultations.

It is important that local leaders learn about the difficulties men and women may face in being substantively involved in municipal activities, planning and so forth, but also that local leaders are prompted to think about what things they can be doing in the municipality to overcome these changes and make sure that women and men are equally able to participate at all levels.

Based on these rankings, have the participants respond to four questions:

1. In order to address the challenges to participation identified for each key area of involvement, what changes need to take place in the society?
2. How realistic are these changes?
3. What role can you play as a local leader in effecting these changes?
4. What are some strategies for addressing these challenges in increasing the level of participation of women and men in the municipality?

GENDER ROLES HANDOUT:

Areas of Involvement	Why? What are the Challenges to more balanced involvement?	Balance Between Women and Men
Decision Making		
Finance in the home		
Education of children		
Family planning (child spacing)		
Ownership of Livestock		
Caring for Livestock		
Contributions to:		
Childcare		
Feeding of family		
Agricultural production of food for family consumption		
Production of food for cash payment		
Community discussions		
Agriculture		
Water and sanitation		
School/education		
Physical construction in neighbourhood		
Environment		
Livestock		
Other		
Municipal level		
Political representation		
Political involvement		
Employment outside the home		
Industry - Commerce		
Market – Petty Trading		
Office		
Larger Scale Business		
Medical/nursing		
Law		
Public Services		

CHALLENGES TO GENDER EQUAL PARTICIPATION HANDOUT

Consider these obstacles to equal involvement of men and women based on the roles outlined in the previous handout. Add any obstacles that you feel are missing that are particularly relevant in the Somali context.

For each challenge, rank from 1 to 5 how much you think this affects the participation of men and women in your municipality.

- 1 = not at all
- 2 = very little
- 3 = somewhat
- 4 = quite a bit
- 5 = major obstacle to participation

Challenges to Equal Participation:	Importance for Men	Importance for Women
Lack of formal education		
Lack of relevant training		
Limited involvement in community action/discussions		
Poverty		
Malnourishment		
Heavy domestic workload		
Mobility requires permission of males in the household		
Religious practice/beliefs		
Tradition practice/customs		
Inequality in national laws		
Child rearing responsibilities		
Lack of time		
Other:		
Other:		
Other:		
Other:		

Prepare this sheet for each different level of participation, as discussed in the concepts section of the manual. For example, how will lack of formal education impact how men and women are able to access information, compared with their abilities to be involved in consultations.

EXERCISE 2A:

TIME USE OF MEN AND WOMEN:

Introduction:

The objective of this exercise is to highlight the different roles of men and women, and the different burdens of time on their day. This will show who does what, how much time it takes them, and where they do it.

This will be a useful foundation exercise for the series of exercise 3A-C. This can help to illustrate how municipal services can have an effect on the amount of time men and women spend each day on particular activities. It will clarify who does what, and how they are enabled, or not, each day in their roles.

Facilitators Notes:

On a flip chart, copy the table on the next page.

Have the participants brainstorm about the activities of men and women during a 24 hour period. Ensure they account for multi-tasking – there will be many times where women in particular will be performing more than one task (eg. child care, cooking and cleaning).

As you are preparing the charts with the group, prompt them with several questions:

1. How long does each activity take?
2. What else are people doing? Are women or men carrying out more than one activity at a time?
3. Where are people doing what they are doing? How do they get there and how long does that take?
4. What municipal services are they using in each of these tasks?

Have the group discuss the disparities between the two. Have the participants look at when men and women have free time, how that differs between them, and how that might affect their ability to participate in municipal activities. It is also important to point out where the activities are taking place. It is likely that the exercise will show that women spend more time at home, and therefore have less access to public space, and public discussions. Have the participants discuss how that impacts women's involvement in the municipality compared with men's.

It can also be useful to have groups do comparative time use charts – for urban and rural areas, for rich and poor families, IDPs and host communities etc, and compare them in a larger group. This will demonstrate the inequalities among women and among men, and show that there are many different issues and social groups that need to be considered by local leaders. This also helps to show how gender based tools can help to bring out issues of the whole community, not only women.

Based on this, have the participants discuss the following questions and brainstorm some strategies based on question two:

1. How does time use and work load affect how men and women are involved in the municipality?
2. What actions could the municipal council take to reduce the amount of time spent on different activities of men and women each day?

Have the participants also discuss how possible involvement in different activities could increase the burden of work – particularly on women. Have them brainstorm about how the municipality could get people – especially women – more involved while ensuring that they have more time in their day.

DAILY TIME USE OF WOMEN AND MEN:

	WOMEN		MEN
6:00		6:00	
7:00		7:00	
8:00		8:00	
9:00		9:00	
10:00		10:00	
11:00		11:00	
12:00		12:00	
13:00		13:00	
14:00		14:00	
15:00		15:00	
16:00		16:00	
17:00		17:00	
18:00		18:00	
19:00		19:00	
20:00		20:00	
21:00		21:00	
22:00		22:00	
23:00		23:00	
24:00		24:00	
1:00		1:00	
2:00		2:00	
3:00		3:00	
4:00		4:00	
5:00		5:00	

QUESTION: HOW DOES GENDER RELATE TO LOCAL GOVERNANCE?

EXERCISE 3:

THINKING ABOUT GENDER IN LOCAL GOVERNANCE

Introduction:

For local leaders to effectively integrate gender issues into their activities, and for gender to be an integral part of local governance generally, leaders must be clearly aware of the links between gender issues and their activities in the municipality. The local leaders play a catalysing role in developing the municipality as a whole. Equal involvement of men and women will have a positive impact on this role for the local leaders. Promoting equal involvement will also have a positive effect on this overall development in the locality. Councillors must have an understanding of how the different needs of men and women impact the effective functioning of the municipality, and how equality and empowerment can serve to improve the effectiveness and overall wellbeing of the community as a whole.

The idea of the exercise is to use the statements to get the participants to give their opinions on how gender will relate to their work as local leaders. By ranking these statements, we can get an idea of whether or not they think that it is important to include gender, and why.

This activity can be undertaken as an icebreaker when getting groups to think about gender concepts as well as a deeper exercise when training leaders on specific roles that they will undertake.² This exercise will help to “take the temperature” of participants regarding their ideas about gender and its connection to their work.

Facilitators Notes:

For each participant, prepare a set of cards based on the Gender Statements handout. These are the statements they will be asked to give their opinions on. If there are certain issues in the municipality that involve women or gender that you feel should be included, you can change the statements.

Distribute the Gender Diamond Ranking handout. This handout will make it easier for you as a facilitator to understand which areas the local leaders feel gender is relevant, and in which areas they think it is not relevant. This will help you to develop strategies to demonstrate further how gender impacts their work as local leaders.

Explain clearly to the participants that this is not a test. Participants should not write their names on their sheets. Explain the purpose of the exercise to examine how gender is connected to local governance.

Explain the ranking system on the Diamond Ranking handout. They will be asked to use the handout to rank how much they agree or disagree about the different gender statements that you have distributed to them. Make sure that the participants understand that the top of the diamond is ‘agree most strongly’ and the bottom is ‘disagree most strongly’. This does not mean that they totally disagree with the statements, it is meant to be a relative ranking among the statements given.

The ranking handout is designed for the participants to think about different ideas of men and women and gender in their municipalities and in their activities. Their reactions to these different statements will help to clarify what ideas they already have about how gender impacts their work, and how their activities can impact men and women differently.

² This exercise has been adapted from “Gender and Development” in the Oxfam Gender Training Manual, Janet Seed et al, 1994.

Once the participants have each read over the statements and pasted their statements in the ranking order, the facilitator should have them put them along the wall and discuss why they agreed or did not agree with particular statements. By placing the rankings on the wall, you can show trends by the local leaders – where many of them perhaps disagreed with a certain statement, for example, you can lead a discussion on their reasons behind it.

The discussion should help the participants to better understand how gender is involved in different aspects of the municipality, as well as to help you understand how the local leaders think about gender in their work. You can use the results of this discussion in preparing other exercises for the group.

GENDER STATEMENTS HANDOUT:

<p style="text-align: center;">A</p> <p>Any programme initiated by the municipality will benefit the whole community, so it will automatically benefit women. Consultations therefore do not need to be held with women specifically.</p>	<p style="text-align: center;">B</p> <p>Municipal programmes must aim to help the most disadvantaged in the community. Women are particularly disadvantaged so they should receive special assistance.</p>	<p style="text-align: center;">C</p> <p>Although Somali women may not be equal to men, it is part of Somali culture and therefore should not be changed.</p>	<p style="text-align: center;">D</p> <p>All aspects of development will affect men and women differently. Therefore it is important we look at all municipal activities and policies for their different impacts on men and women.</p>
<p style="text-align: center;">E</p> <p>Women are the managers of water in the household. Therefore women must be involved in any water services project if it is going to succeed.</p>	<p style="text-align: center;">F</p> <p>If a community is involved in a national liberation or class struggle, then this has to be the priority for both men and women. It is disruptive and division to focus on women's special needs.</p>	<p style="text-align: center;">G</p> <p>Women as wives and mothers are responsible for the health and well-being of the whole family. Therefore municipal programmes should help them to help the entire family.</p>	<p style="text-align: center;">H</p> <p>Men as heads of the household are responsible for representing their women. Therefore it is not the place of government to involve women. That should remain in the household.</p>
<p style="text-align: center;">I</p> <p>When the situation is serious, you can't afford the time to stop and think about gender issues</p>	<p style="text-align: center;">J</p> <p>If women had more education they could catch up to men and have more power in politics and decision making.</p>	<p style="text-align: center;">K</p> <p>The important thing is to help the people in need, not only the women.</p>	<p style="text-align: center;">L</p> <p>Greater involvement of women in municipal activities will make the activities more efficient and effective.</p>
<p style="text-align: center;">M</p> <p>Within each culture, women are subordinate to men. The aim of all activities should be to eliminate this inequality and subordination.</p>	<p style="text-align: center;">N</p> <p>True development for women would enable them to have the power to make meaningful choices and changes in their lives.</p>	<p style="text-align: center;">O</p> <p>Women often find it difficult to speak out in the company of men. Therefore it is important to devise ways of enabling their voices to be heard.</p>	

**STATEMENTS ABOUT GENDER AND LOCAL GOVERNANCE
DIAMOND RANKING HANDOUT**

The cards are labelled A through to P. Please write the appropriate letters in the spaces provided on the diamond below. Please write only one letter in each box.

1. Agree most strongly: 1 card
2. Agree moderately: 2 cards
3. Agree slightly: 3 cards
4. Neither agree nor disagree: 4 cards
5. Disagree slightly: 3 cards
6. Disagree moderately: 2 cards
7. Disagree most strongly: 1 card

QUESTION: HOW DOES GENDER IMPACT EFFECTIVENESS OF LOCAL GOVERNANCE?

EXERCISE 4A:

TIME USE, CYCLE OF INEQUALITY AND THE MUNICIPALITY

Objective:

The objective of this exercise is to take participants through an understanding of how different aspects of municipal services (or their lack) can have an impact on men and women differently, and then how services can change this cycle. At the end of the exercise, participants should be able to describe the different ways that gender concerns and the issues of men and women can have an effect – positively or negatively – on municipal activities.

This is also an important exercise to build on the time use exercise, to show how daily time use affects the productivity of people in the municipality.

As a facilitator, you want to be stressing the following links:



Facilitators Notes:

Choose an example from the time use exercise, or use the example provided in Chart 1 and 2 (see next page). The charts provided can be used as a guide, and the participants can be taken through a brainstorming session to develop the cycle completely on their own, using an example that they identify as being the most relevant for them.

Part One:

Use flip chart to diagram a single cycle (format of Chart 1). With the participants in a large group, have them talk through a cycle of how the lack of a service – such as water distribution – will impact on men and women in a community, both in this generation and the next (see example).

Part Two:

Have the group then brainstorm on how municipal services could change this cycle – improving time use of men and women, improving access to services, and involving women as well as men in the municipality.

Part Three:

Have the group look at the changed cycle and talk about how involvement of women can have a positive impact on other services or municipal issues that have been raised in the cycle.

At the end of this task, participants should have a better idea of how gender can have practical application in municipal activities.

CHART ONE:

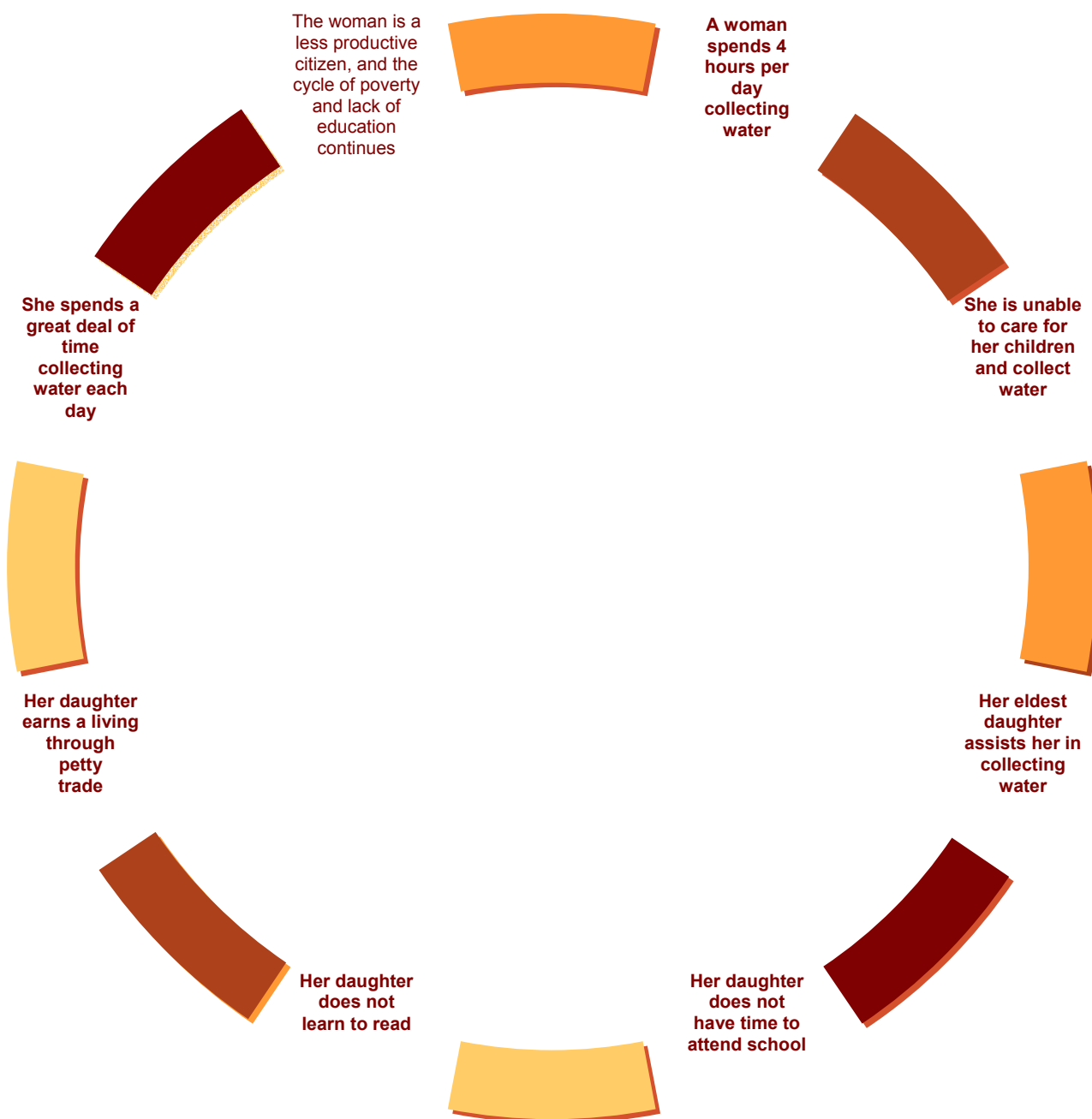
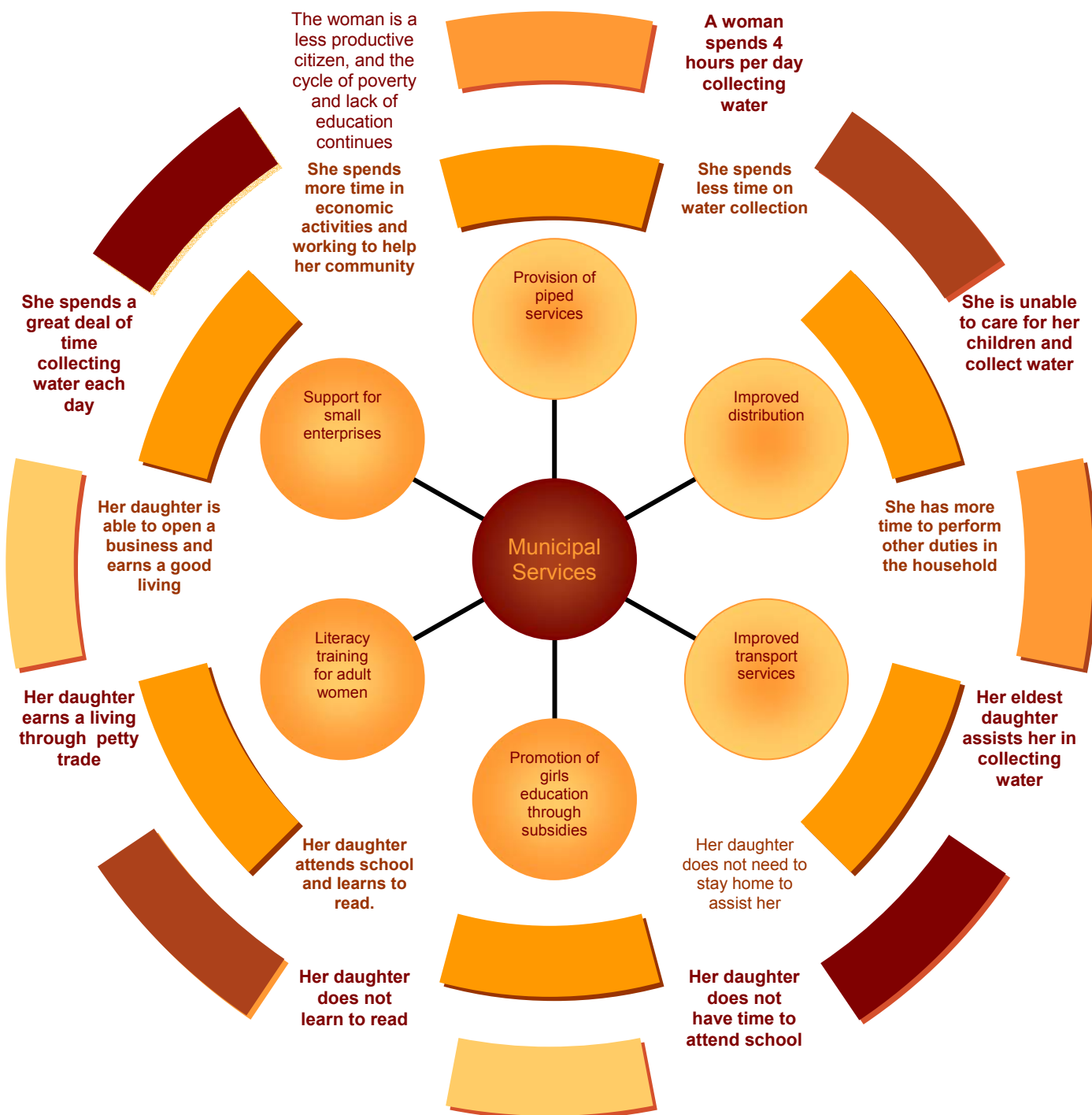


CHART TWO:



EXERCISE 4B:

WE BUILT A CLINIC AND NO ONE CAME

Introduction:

To build on the example used earlier in the manual, we are going to look at the scenario of a municipality building a clinic without considering the participation of men and women equally.

The following is a scenario from Municipality X. The objective of this exercise is to have local leaders think about the process through which they allocate resources and design services, and how they could use gender analysis to make these allocations more efficient and effective overall.

A municipality was in the process of deciding on allocation of its resources for the coming term. By way of consultation, local traditional and religious leaders were called to advise. Meetings were held with private investors and a limited meeting of community representatives was held – as it was organised with the traditional leaders, women did not attend, nor were they informed about the meeting. The decision was made to hold the meeting while the men were gathered in a tea shop.

As a result of this process, the local leaders determined that there was the need for more health services in their municipality. The issues identified in the meetings had been the need for people in the private sector taking time off work for illnesses and treatment, and reports of a rise of illness in the community overall. It was determined that the present clinics were inadequate to address the problem.

The municipality therefore decided to allocate resources for the construction of a new clinic. The municipality chose the site based on the consultations and contracted a local firm to design and construct the clinic. The clinic was opened, and the municipality hired a doctor, two nurses and three assistants to run the clinic.

The clinic was empty, week after week. The municipality knew that there were people that needed care in the community, but they couldn't figure out why they weren't coming.

They hired a local organisation to run an independent evaluation of the project to determine what was not working. The organisation conducted citizen surveys and consulted with other community based organisation and found the following:

- It was indeed true that there was a high rate of illness in the community. However, the illnesses were generally a result of poor hygiene. This was a key problem both in the community generally and within the existing clinics.
- The level of hygiene in the existing clinics was such a problem that people had stopped seeking treatment at the clinics at all.
- This had led to a belief among people that clinics were places that bred illness, rather than cured it.
- The transport system in the area was a problem and the new clinic was not close to any existing transport so it was difficult to reach.
- Many of the problems in the community were related to female hygiene problems and women were uncomfortable about seeking medical services from male medical staff.
- Due to inordinate time spent in other activities in the community (particularly water collection), reaching clinics that had little credibility was not a priority for both the sick or the care givers.

The organisation also undertook an activities profile in the community relating to health care and services. They found the following:

- The prime users of formal health services in the community were women. This included women who were ill and women who were using the services as care givers for others in

the community (predominantly children and the elderly) who were sick and were being cared for by women.

- The hygiene problem was closely related to lack of adequate water supply, both in the community generally and for cleaning and maintenance of the existing clinics.

Facilitators Notes:

Hand out the scenario to the participants. Have the participants read it through and answer and questions or clarifications they may have.

Lead a brief discussion on the involvement of women in the process and the failures and mistakes of the municipality in this instance. Focus on the allocation of resources, effectiveness and efficiency of services in the municipality and how gender can impact these.

Have them break into small groups and answer the following questions:

1. What, as a municipality, would you do at this point?
2. What steps would you take to improve the situation?
3. How does this relate roles of women and men?
4. What assumptions were made that led to these decisions?
5. How would you use the information gained from the organisations report?
6. How would you ensure that women were involved in the process in the future?
7. How did this impact the effectiveness and efficiency of the municipality and its available resources?

Bring the group back together and have each group present their views on how the municipality could improve this situation. Ensure that each group identifies the gender aspects of their future actions.

Have the participants break again into small groups and prepare a brief gender analysis of the situation, using the gender analysis framework. Have them also carry out the activities profile and access and resources profile in relation to this scenario.

EXERCISE 4C:

TOOL: ACTIVITIES AND ACCESS AND RESOURCE PROFILING

Introduction:

An activities profile is a useful tool when carrying out a gender analysis. The profile will help to answer the questions about who is doing what in the society. This will help to identify how certain municipal initiatives will impact men and women, who will have a greater stake in certain services, as well as outlining inequalities in the burden of work to inform how municipal policies can support a more equitable distribution of labour. The second handout in the exercise helps to deepen the activities profile by looking at levels of access and control in the society, again issues that will be very important when determining interests and impacts of municipal programming. This information will be particularly relevant for local leaders as negotiators and decision makers.³

Facilitators Notes:

Distribute the Activities Profile and Access and Control Profile handouts to participants.

Go through each category on the handouts and have participants identify different areas of activity that are relevant in the municipality. Ensure that they include formal and informal, productive and reproductive labour. If this is a challenge, carrying out the gender roles exercise as an introduction to thinking about different types of work and activities in the community will facilitate their understanding.

Have the participants break into smaller groups to complete the tables.

Bring the group back together and compare and discuss the tables. Have them compare the level of work of men and women with the levels of control and access.

Discuss how municipal services could improve the situation.

³ Both of the following handouts are based on exercises in *Gender Roles in Development Projects: A Case Book*, Overholt, Anderson, Cloud and Austin, eds.

ACTIVITIES PROFILE

Socio Economic Activity	Gender/Age					Time	Location
	FA	MA	FC	MC	FE		
Production of Goods and Services <ol style="list-style-type: none"> Livestock Water Agriculture Qat Health Care Education Petty Trade (tea shops, fruit and vegetables) 							
Reproduction and Maintenance of Human Resources <ol style="list-style-type: none"> Child rearing Care of Elderly Cooking of food for home consumption Collection of water Agricultural production of food for consumption within the household 							

Code:

Gender/Age:

FA = Female Adult

MA = Male Adult

FC = Female Child

MC = Male Child

FE = Female Elder

ME = Male Elder

Time:

Percentage of time allocated to each activity, daily/seasonal

Location:

Within the home, family, field, market, local community, beyond community

ACCESS AND CONTROL PROFILE

Resources	Access (M/F)	Control (M/F)
Land		
Equipment		
Labour		
Production		
Reproduction		
Capital		
Education/Training		

Benefits	Access (M/F)	Control (M/F)
Outside Income		
Assets Ownership		
In-kind goods		
Education		
Political Power/Prestige		
Other		

QUESTION: HOW CAN WE BRING THESE ELEMENTS TOGETHER?

EXERCISE 5:

CASE STUDY AND ROLE PLAY:

REHABILITATION OF SLAUGHTERHOUSE AND BUTCHERY IN MUNICIPALITY X

Introduction:

Task:

Read to the participants the following situation. Their task will be to hold a meeting between the different actors to negotiate the collaborative arrangement to rehabilitate the slaughterhouse. This task will help illustrate the different interests and priorities of different groups – particularly of men and women – and show how different situations can help to encourage involvement of women and can impact on women's lives at work and in the municipality more generally.

Overview of the Situation:

Municipality X is served by one slaughterhouse and corresponding butchery in the central market. The slaughterhouse was opened in 1986, but was closed during the civil war, when all the equipment and tools were looted from the building. It was reopened and equipped after the war through contributions from the community.

Concerns have been raised about the hygiene of the site, a particular worry as it is the only slaughterhouse in the municipality. These concerns were raised by those working in the butchery and slaughterhouse, and prompted further investigation by a local NGO. This resulted in an assessment that in addition to the need for rehabilitation of both spaces, there was a need to better organize the women, who make up the bulk of the slaughterers and butchers, as well as a need to capitalize on the potential for skins trading as an additional economic benefit of the industry. It was also clear that the fees levied on each animal being slaughtered were not being properly managed to the benefit of the slaughterhouse.

The local NGO received support from an international NGO to fund a portion of the rehabilitation activities. However, the donor was only prepared to support it if they could show that there would be a collaborative initiative between the municipality, the slaughterers and butchers association and the LNGO, and within that framework, women should be equally involved.

Actors:

- Association of Slaughterers and Butchers
- Municipality
- Local NGO
- International NGO

Role of the Community:

The needs and priorities for the rehabilitation activities were the initiative of the community. They are very clear on the fact that they are best placed to articulate their needs to both local NGOs and the municipality. Women in the Association were particularly vocal, however at the time the project began, the women were not well organised and lacked confidence in their roles in the slaughterhouse management. This was partially due to a low level of education and high illiteracy among the women.

Role of the Municipality:

The municipality has provided support for capacity building of the local Association – focusing on the capacity building of women in the association. They were not in favour of initially supporting greater involvement of the women in the association's management until they had developed a capacity building programme to support them.

They have contributed funds in combination with funds from the Association and the local NGO to cover the costs of the rehabilitation. In addition, the contracting of experts to undertake the rehabilitation was carried out by the municipality.

They have been engaged in negotiations with the local NGO and the Association regarding the management and use of fees levied at the slaughterhouse in the future. This is a major issue in terms of control over distribution of expenditures in the municipality. The association reports that with the fees levied by the municipality on the slaughtering, they would be able to afford to further rehabilitate the slaughterhouse – to address the key needs of water supply and lighting – and would be able to better manage the resources to directly benefit the running of the slaughterhouse.

Outcomes of the Initiative:

Improvements to the Slaughterhouse – new drainage system installed to ease cleaning of the site. This has resulted in the cleaning time for the slaughters to be cut in half. There is no longer a need for the slaughterers to pay labourers to clean for them, as they are able to sluice the area with water which is drained away, thus saving money.⁴

Organisation of the Association of Butchers and Slaughterers – the association is better organized now – according to the women, they feel more united, and are more confident in their own abilities as a result of the training provided to women in the association. They feel that their relationship with the municipality is a positive one, and articulate clearly the need for local leaders, as elected officials, to be accountable to the needs of the population.

Hides and skins processing – the improvements in the slaughterhouse have meant that there are better quality skins available for trading as an adjunct economic benefit from the slaughterhouse. However, one major challenge in this regard remains, that the light in the slaughterhouse is not sufficient, which often leads to damaged skins. Negotiations are continuing with the municipality and the private power company to provide regular electricity to supply lighting in the slaughterhouse.

Challenges and Obstacles:

Resources – one of the key challenges identified by all actors in the process was the lack of, or mismanagement of resources for the slaughterhouse. The overall lack of resources is a general problem – faced by the local NGO, the association and the municipality. It is clear from the success of this first initiative, that

Future Needs and Activities:

Adequate Lighting

One of the other key problems in the slaughterhouse is the lack of adequate lighting. This is a particularly important problem as the slaughtering is done at night, and lack of light can cause serious problems, as well as damaging skins that otherwise could be traded for further economic benefit.

Regular Water Supply

The supply of water regularly to the slaughterhouse is also critical for the effective operation of the new drainage system. At present, the water tank that supplies the slaughterhouse is not sufficient to meet all the needs. Negotiations are underway to supply piped water to the

⁴ The labourers who previously cleaned the slaughterhouse were paid 50% by the municipality and 50% by the slaughterers. These labourers have been reassigned to different work in other parts of the municipality.

slaughterhouse, however there appears to be confusion over who is responsible for water supply, the municipality or the Ministry of Water and Minerals.

Refrigeration

As not all of the goats and camels that are slaughtered at the slaughterhouse are sold that day, another need identified by the Association was the need for refrigeration. The equipment is too expensive for the association to purchase through the collective, so negotiations are ongoing with the local NGO and municipality on how to raise these funds.

Facilitators Notes:

Divide the participants into groups:

- Municipal Local leaders
- Local NGO Officers
- Association members

Distribute roles to each group

Have the groups discuss their scenarios and formulate a series of needs and priorities for their group. Have each group identify how their priorities will affect men and women in the municipality – both within the Association and generally.

Have the Association group simulate a meeting between women and men in the Association to discuss involvement of women in the management of the slaughterhouse and the different needs and priorities of the two groups.

Simulate a meeting between the local NGO, the Association and the Municipality to negotiate rehabilitation of the slaughterhouse.

Have the participants discuss:

1. How did considerations of women's needs in the slaughterhouse impact the decisions made?
2. How will the rehabilitation activities have different impacts on men and women?
3. What kind of partnership has been developed between the Association and the Municipality?
 - a. How are women involved in this partnership?
 - b. How has this impacted the effectiveness of the Municipality?

Role: Association of Slaughterers and Butchers

Your group is comprised of both men and women from the association. Though only one fifth of the slaughterers are men, presently more than half of the committee are men. Have the participants break into a group of women and a group of men. They will work together, but they need to identify who the women and men are in the group.

Considerations

- You are in need of a great number of things to improve the slaughterhouse but want to make sure that in the negotiations you address the key priorities first
- There is, at present, little experience in management on the committee
- There are some tensions between the priorities of the men and the women in the Association that need to be negotiated

Objectives General:

- Gain greater control over management of resources coming out of and going in to the slaughterhouse.
- Improve working conditions
- Improve cost effectiveness

Objectives of Women in the Association:

- Improve capacity of women in the slaughterhouse to improve ability to participate in management issues
- Reduce time use (in terms of cleaning and maintenance)

Role: Local NGO

Considerations:

- Requirements of the International NGO
- Wish to ensure empowerment of the community in the rehabilitation process

Objectives:

- To promote greater involvement of women in the management of the slaughterhouse
- To improve the hygiene of the slaughterhouse
- To stimulate economic development through fostering other activities
- To promote new forms of partnership with the municipality

Role: Municipality

Your group is made up of municipal leaders who have been approached regarding possible rehabilitation of the slaughterhouse.

Considerations:

- Resources – particularly the issue of management of the user fees in the slaughterhouse
- Hygiene problems in the community and the need to address these at the source/cause
- Prioritisation of services in the municipality

Objectives:

- Promote economic development in the municipality
- Develop a positive relationship for the better management of the slaughterhouse
- Ensure adequate resource allocation, but maintain maximum possible control over fees and expenditure

GLOSSARY OF TERMS:

1. Gender:

The different roles, responsibilities, access and opportunities that men and women have in society based on their sex.

2. Gender Equality:

Men and women having the same level of access and control over roles, choices in their lives, and resources.

3. Gender Mainstreaming:

Making sure that considerations about men and women are integrated in every activity, and not viewed as a separate thing.

4. Gender Analysis:

Looking at the differences between men and women in terms of their access, control, opportunities, roles and responsibilities in order to better understand all the different members of society.

What other terms should be included here??

Exercise – Gender and Sex: Responses

The responses refer to S= Sex; G=Gender.

- | | |
|--|----------|
| 1. Women give birth to babies, men do not. | S |
| 2. Little girls are gentle, little boys are tough. | G |
| 3. Most qat sellers are women. | G |
| 4. Women can breast feed babies, men can bottle feed babies. | S |
| 5. In ancient Egypt, men stayed at home and did the weaving.
Women handled the family business. Women inherited property and men did not. | G |
| 6. Men's voices break at puberty, women's do not. | S |
| 7. Men own livestock, women care for livestock. | G |
| 8. Women are patient, men are impatient | G |