

# Gender, Democratisation, Decentralisation and Local Governance



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

Swiss Agency for Development and Cooperation SDC



A group of women councilors and local government representatives supported by SDC in north Albania. ©Edvina Meta

This guidance note is one of a series written to support SDC staff in ensuring that gender is taken into account transversally in different thematic domains - in this case, democratisation, decentralisation and local governance (DDLG). In the field of governance, SDC approaches gender equality with specific gender-oriented programmes and as a transversal theme.

This guidance note outlines key issues regarding gender equitable democratisation, decentralisation and local governance, and how these can be integrated into the design, implementation, monitoring and evaluation of SDC cooperation strategies and project interventions.

## Key issues:

Gender-responsive public sector management. This refers to how public affairs are managed and the functioning of public institutions throughout the cycle of planning, budgeting and delivering public services. It is important to assess the gender-responsiveness of decision-making throughout the public sector, as well as the gender-responsiveness of outcomes in terms of public services, investments, etc.

### A. Voice and political empowerment.

This refers to representation and the full and effective participation and influence of women and men in decision-making at different levels. Practices and perceptions of women's status and role in the household, and community and public life affect the extent to which women can exercise their rights to participate actively in decision-making processes at different levels.

### B. Gender-responsive justice systems.

This refers to equality between women and men before the law and equal access to different kinds of justice mechanisms, whether statutory or customary.

### C. Gender-responsive policy processes.

This refers to the overall governance framework defined in democratisation, decentralisation, local governance and sectoral policy and legislative frameworks. The issue here is to assess the extent to which the principles of gender equality are embodied in national policy and their corresponding implementation guidelines and instructions, which are then binding on state actors. Such processes often provide different entry points and are a unique opportunity to promote gender equality.

Women's full and effective participation in governance processes is an important part of the Agenda 2030 and a priority for SDG, in particular as targets under goals 5 and 16:

→ **Target 5.5:** Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.

→ **Target 5.c:** Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

→ **Target 16.7:** Ensure responsive, inclusive, participatory and representative decision-making at all levels.

→ **Target 16.b:** Promote and enforce non-discriminatory laws and policies for sustainable development.

## 1. Definitions

**Democratisation:** At its core, democracy is a system in which the government is controlled by the people and in which citizens are considered equals in the exercise of that control. The legitimacy of political institutions is based on people's consent, either by direct vote or through representation. This is usually backed by constitutional guarantees for equal rights to vote, the liberty of opinion and free media, equality before the law, the separation and control of powers and the principle of the rule of law, which binds state authority to a constitutional framework and legal norms. Women and men's equal status as citizens is a cornerstone of democratic systems of governance. However, there are numerous obstacles for women to effectively participate in politics and power positions (i.e. financial impediments, lack of access to information, mobility, public safety, etc.)

**Decentralisation:**

→ **Political Decentralisation:** Transfer of political power and decision-making authority to subnational levels, such as for example elected village councils, district or provincial councils.

→ **Fiscal Decentralisation:** Intergovernmental fiscal transfers to subnational governments which allows them to function properly.

→ **Administrative Decentralisation:** Transfer of decision-making authority, resources and responsibilities for the delivery of selected public services from the central government to other lower levels of government.

These different forms of decentralization are expected to improve the quality and efficiency of services, strengthen fiscal management, enhance private sector development and increase local participation in decision-making processes because government will be nearer to citizens who in

turn will take a closer interest in how their taxes are spent. Many of these services cover basic needs in everyday life and are thus of particular importance for women (health, schooling, employment, income, sanitation).

**(Local) governance:** Local governance describes a set of institutions, actors, mechanisms and processes through which local state institutions (including the executive, legislative and judiciary) exercise their duties, citizens and private sector can articulate their interests and needs, mediate the differences and exercise their rights and obligations. Local government is also regarded as a significant political apprenticeship arena for women as barriers to entry are lower at the local level. A gender-sensitive service delivery system at the local level seeks to ensure that both women and men have equal access to and control over the resources and services.

## 2. Analysing gender in DDLG

Managing public affairs is often seen as a men's issue, and women's participation and influence in decision-making is far from equal to men's. That being said, tremendous progress has been made in recent years. **Today there are more politically active women than ever before**, including 22 percent of the world's national parliamentarians. At the subnational level, it is estimated that some 20 percent of local councillors are women, adding up to millions of elected representatives. However, despite this progress, women remain under-represented at all levels and most significantly at senior decision-making levels including national government ministers and mayors.

With decentralisation, the local level of governance takes on increasing importance as a service provider and point of access to the political system. Thus it is a **key arena in the struggle for women's political empowerment**. Figure 2 illustrates the relationship between the so-called demand-side of governance (empowered citizens), the supply side (capable states) and the policy framework in which they are embedded. Initiatives aiming to strengthen gender equality in DDLG may seek to influence any of these three elements or, importantly, spaces in which they interact. These include, for example, public consultation processes. Of course in practice, things are more complex and it is not always clear to distinguish between such categories (for example, when



Figure 1: Women in local government, globally (UCLG, 2015)

states outsource service delivery functions to civil society or private sector organisations).

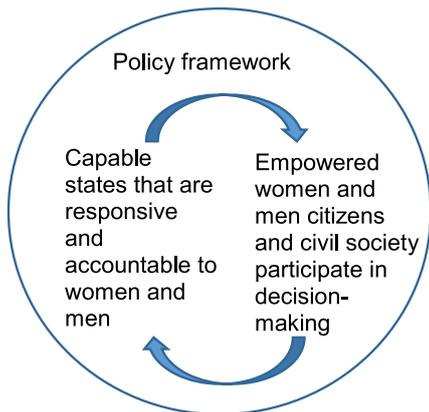


Figure 2: Governance demand, supply and framework

SDC is currently shifting to a more **systemic approach to governance** and is opening up its perspective to include a wider range of political actors and state institutions. Amongst others, these include such centres of power as parliaments, judiciary, political parties and informal authorities. Particularly in fragile or conflict-affected contexts, non-state actors may play important governance roles, competing with or substituting the state in some areas (such as security provision or basic service delivery). Figure 3 illustrates the set of state institutions and actors as well frameworks shaping gender equality dimensions.

Awareness raising and interventions aimed at changing gender roles in governance, as in other fields, should thus be developed within and carefully adapted to particular local contexts. Changing gender roles implies a change in power relations and is thus a high stakes endeavour that may face resistance. Careful **gender-sensitive power analysis** is an important preparation. While at the level of tools “power analysis” has tended to be developed separate from “gender analysis”, many of the most commonly used power analysis tools include a gender component. The other main analytical framework used in the governance domain is **political economy analysis**. However, it is critiqued for being “gender blind” thus may require specific attention and adaptations for use in analysing gender and DDLG. Some of the governance assessment tools in use by SDC have a strong gender component, whereas others simply collect gender disaggregated data.<sup>1</sup>

A gender analysis of DDLG should also take into consideration the issue of **intersectionality**: women may face particular and additional disadvantages and exclusion when their gender identity intersects with others, such as class, caste, ethnicity, religion, etc. For example, Dalit women may face particular discriminations above and beyond those faced by either male Dalits or women from other social group. Multiple

intersecting inequalities are associated with ‘deficits’ in human development that make them mutually reinforcing and resistant to change. Thus when disaggregating gender and aiming to focus on the most disadvantaged, it is important to understand the different positions and perspectives of women from different backgrounds.

In the following sections, we describe a selection of practical entry points for working on gender and DDLG.



Figure 3: Set of states institutions and actors, as well as frameworks

## 2.1 Gender-responsive public sector management

An analysis of the gender responsiveness of public sector management means analysing decision-making processes and outcomes along the public management cycle. Classically, this would be considered the “supply side” of governance. Figure 4, excerpted from guidance on gender responsive budgeting in an SDC financed local governance program in Kosovo, indicates key questions to ask at each step in the cycle.

The aim of the analysis is, firstly, to assess the extent to which decisions made and budgets allocated by public institutions at different levels take into consideration the situation and priorities of women and men (input). The analysis should assess both how gender is mainstreamed throughout plans and budgets and also the extent to which specific measures to address women’s concerns are formulated and financed. The plans considered can include general strate-

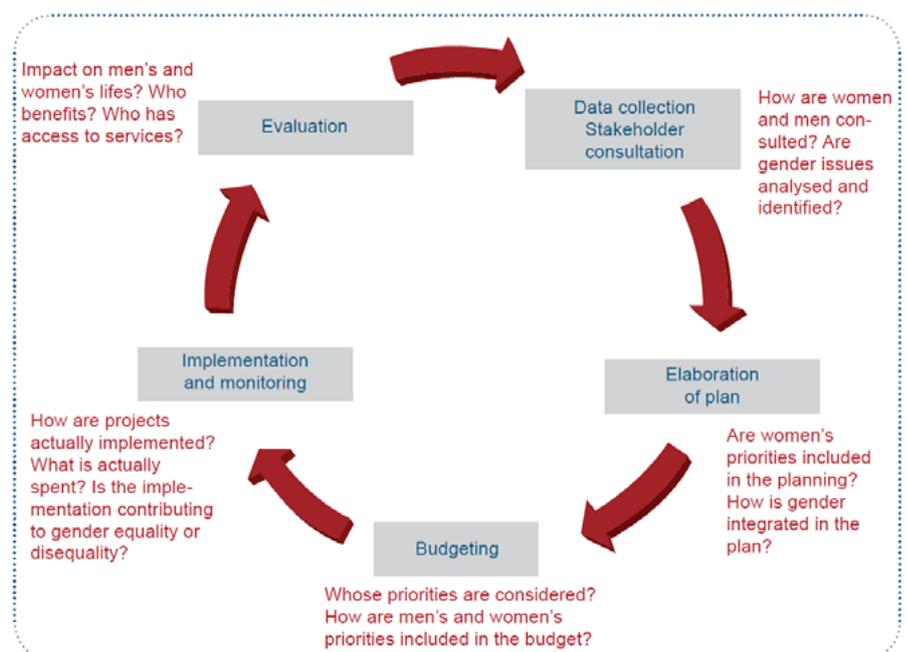


Figure 4: Gender in municipal plans and budgets (Krösschell, 2012)

gic plans and annual plans, as well as sectoral plans. Figure 5, from a gender analysis flashcard used in the SDC local governance program Sharique (Bangladesh) is used to encourage a discussion at community level about possible different investment priorities between women and men. In some contexts, it is a requirement that a certain percentage of the budget is allocated for projects that respond to women's priorities (although in practice this is generally interpreted rather broadly).

Secondly, beyond the planning and financing, the analysis should address whether and to what extent there is gender equity in the delivery of public services and distribution of investments (outcome). This latter point depends significantly on political will and the attitudes and behaviour of front-line civil servants. It can be assessed through the many accountability tools, such as citizen score cards and public audits.<sup>2</sup>



Figure 5: Women and men may have different budget priorities (Sharique)

## 2.2 Voice and political empowerment



Figure 6: Poster from SDC's Access to Justice Project encouraging couples to register their marriage at the Registry Office

Voice and political empowerment form key parts of what is considered the "demand side" of governance. Women's voice and

political empowerment are key to ensuring women's status as full and equal citizens, opportunities to play a role in political and public life, and to influence decision-making processes. In other words, women's voice and political empowerment are at the core of processes of democratisation. The CEDAW general recommendation on public and political life (1997) includes the following three elements: a) the right to vote and to be eligible for election; b) the right to participate in policy formulation and implementation; and c) the right to participate in non-governmental organizations and associations concerned with public and political life.

Analysing voice and political empowerment, as well as issues of representation and participation, is challenging. It is possible to hold a position as an elected representative without being able to exercise power, and it is also possible to exercise a high degree of political influence without being an elected representative or even participating in formal consultation processes. This means that our analysis needs to go beyond simply

numbers of women participating in public processes to try to understand more about their actual influence, power and perceptions of empowerment.

Many of the power analysis tools in common usage, when used with a gender lens, can provide useful insights into these questions. Using the gender lens reminds us that each individual's experience of power and powerlessness will be different depending on gender, age, class and other factors. Furthermore, empowerment strategies that focus solely on the public realm may overlook challenges that people, especially women, may face in their homes and families sometimes as a consequence of their growing power outside of the household. Like with public resource management, gender analysis in this field implies a comprehensive view of the different steps in processes (i.e. electoral cycles) and in the different institutional spaces where decision-making happens (from households and community based organisations to national government ministries and international organisations).

## 2.3 Gender-responsive justice systems

Analysis of the gender responsiveness of justice systems should focus on two sets of issues. The first is gender inequalities in participation in and access to the justice sector (input) and the second is gender inequalities in the way justice is delivered or practiced in different societies (output). Key issues include, amongst others:

→ **Women's property and inheritance rights:** do women and men have equal rights on paper and in practice to own property (including land) and to inherit?

- **Marriage, divorce and family law:** do laws (both state laws and religious law) offer equal rights and protection to women and men in marriage, and in divorce or other family related disputes (such as custody of children)?
- **Gender based violence (GBV):** how does the justice system address gender based violence committed against women, girls, men and boys?
- **The intersection between "formal" and "informal" justice systems:** do women and men have equal status before the law according to different

justice systems, and what happens in practice when these justice systems are not aligned? For example, how does the state justice system respond to "traditional practices" that harm women and girls' bodily integrity?

→ **Transitional justice:** how do transitional justice processes balance women and men's wishes for justice and reconciliation? Is there practical impunity for some crimes, such as GBV?

## 2.4 Gender responsive policies and policy development processes

Decentralisation itself, including political, financial and administrative decentralisation, can have a considerable impact on power relations and its potential effects should be analysed in gender terms. This might include asking, for example, how will the decentralisation of different public services affect women and men? Such an analysis could also include a gender analysis of the different revenue streams going

into the budget: for example, the effects of different taxes and fees and equalisation formulae on women and men.<sup>3</sup> Gender impacts are often evident in taxes that are collected by local governments, particularly property taxes and fees for basic services. This underscores the need for an analysis of gender-relevant impacts in an integral fashion, from the design of the tax code, to the setting-up of tax administration processes,

and the application in each locality. More generally, political decentralisation processes that aim to empower the local level may establish particular institutions, such as consultative committees, where gender considerations could be taken into account either in terms of institutional form (i.e. a number of reserved seats for women) or mandate to address certain issues.

# 3. Gender-responsive interventions in DDLG

In practical terms, the relationship between gender and governance is influenced by a number of inter-related factors, from the social and cultural, to the economic, legal and political, and from the household level to the international level. Working towards gender equitable governance thus implies working in a systemic way within and between several of these inter-connected fields. SDC recognises that work in both

gender equality and DDLG is inherently political because this work aims to influence power dynamics and structures within a society. SDC is aware that it needs to reflect carefully on its own role in given systems, and the space and legitimacy it has to address power imbalances, including gender inequalities. Leading by example, and “walking the talk” are among the strategies that may be used to build legitimacy.

The following are a number of suggestions of practical entry points for different gender-responsive interventions in the fields of democratisation, decentralisation and local governance, interspersed with brief highlights of good practice from SDC and partners.

## 3.1 Gender responsive public sector management

Improving local governance (particularly planning and financial management) and the delivery of local public services are longstanding and widespread interventions within SDC’s governance portfolio in most contexts. SDC support addresses the broad range of required institutional capacities for managing public resources in most effective way, leading to good-quality public services

for all and stimulating local economic development. Interventions include support to strategic planning processes (based on participatory needs assessments) and budgeting processes (including gender-responsive and socially inclusive budgeting), as well as support to the implementation of plans and budgets, with sound financial management and procurement procedures, and the ap-

propriate steering, and control with regular public information and consultation. These activities can and should all include a consideration of the potentially different needs of women and men citizens, as well as their views on the prioritisation of investments and their evaluation of service delivery.

In promoting gender equitable local governance in **Kosovo**, the SDC funded project DEMOS uses the tool of Gender-Responsive Budgeting (GBR) with its partner municipalities.<sup>4</sup> With this method, a clear spotlight is placed on the implications for men and women in the allocation of municipal funds, the planning and monitoring of which is conducted in a participatory process. All citizens – including women and members of minority communities - are actively encouraged to attend and participate in meetings discussing budgetary allocations. Furthermore, through institutionalising the scrutiny of budgets according to their impact on men and women, SDC supports women to advance their views both individually and collectively, ensuring that their voice has an impact on local government actions. To reinforce the GBR process, the project also has ensured that municipal gender officers have a dedicated budget, enabling them to have an impact in their roles.

In **Kyrgyzstan**, SDC finances two projects in the area of governance, which contribute to accountable and fair service delivery. They both involve the whole population in decision-making at the local level in the area of budgetary process and public service delivery, planning and management. The Public Service Improvement Project (PSI) aims to create sustainable system of management and service delivery at local self-government level in the field of urban planning



Participation of women in the budgetary process of Grozd, Kyrgyzstan

and construction, drinking water supply, administrative services and other issues. The project assists the local governments by creating special tools and methods through which they can assess the citizens' priority needs and select the most efficient and

effective service provision models reflecting the needs of various categories of service users. The project specifically aims to target services that are a priority for women, ethnic minorities, differently abled people and beneficiaries of the social-welfare system

support. Their access to services is enhanced through improved physical access (drinking water, pre-schooling), tariff subventions, and adequate content (adaptation classes for children with disabilities, additional services in the area of culture, recreation etc.).

### 3.2 Strengthening women's political empowerment

Work in this field comprises the broad range of strategies to foster women's individual and collective capabilities to participate in and influence decision-making about issues that concern them, including those in the frame of decentralisation and local governance. Interventions focussed on strengthening women's political empowerment should consider building both the self-confidence of 'power-within' which supports 'power-to', and fostering opportunities for women take the collective action – 'power with' which is an essential part of fostering wider change to male 'power-over' women as a social group.

This includes, but is not limited to, interventions to support women to be active in political institutions including political parties and elected bodies at different levels from local councils to national parliaments. SDC supports a range of activities around training women in local governance – including the capabilities to effectively participate as candidates for elections and participation in local government committees (standing committees), public consultations, commu-

nity meetings and other initiatives. Indeed, in many contexts women political leaders (particularly those who do not come from politically influential families) initially build up their leadership experience in community based organisations such as farmer groups, health- or water committees or interest groups like student groups, trade unions and faith-based organisations. Beyond trainings, interventions around social issues like unpaid care work and gender-based violence can be important to create an enabling environment for political empowerment.<sup>5</sup>

Towards the collective end of women's political empowerment, SDC supports the strengthening of existing women's and civil society groups and networks that focus on local governance and citizen participation, as well as institutions such as women's caucuses in legislative bodies.

Affirmative action measures such as reserved seats and women's lists are a necessary, if not a sufficient, mechanism for realising gender equality in local govern-

ance. The argument is that it is vital that women play an active role in the politics and development of their community and that what is needed to make this possible is a fundamental shift in representation so that women will number enough in government to be able to make their voices heard<sup>6</sup>. Affirmative action is not without risks, such as that the percentage of seats will be treated as an upper limit rather than as a minimum, that reserved seats are perceived to lack constituency, that the women elected will be only "representatives" of their husbands or families and that women with no prior political experience lack the capacity for the job. However, these risks, particularly as related to capacity and constituency can be addressed through practical means as shown by various initiatives in the field of "women in politics". Thus while quotas can ensure the basic right of representation, other measures may be required to ensure these representatives have influence.

The SDC financed local governance programme SHARIQUE in **Bangladesh** takes a particularly active stance in supporting women's participation in local governments (Union Parishads, UP).<sup>7</sup> Through leadership training and other capacity building, a significant number of women throughout the project area have gained the confidence and skills to participate actively in meetings, and to become leaders. Increased knowledge, access to information and a "we feeling" played an influential role to make women confident to participate in local governance.

In **Benin** SDC also puts an emphasis on promoting women's participation in decision-making on a local level. This is done through trainings and coaching of potential candidates for local elections, promotion of political leadership of women, raising awareness among their husbands and men in general, advocacy within political parties for a better positioning of women on elections lists, financial support for constituency building initiatives and documentation of experience to inform policy dialogue. SDC supported alliance building among elected women representative through institutional strengthening of the Union des Femmes élues conseillère de Alibori Borgou et Collines. These initiatives are implemented in partnership with local CSO networks, including women's NGOs.

In **Pakistan**, SDC supports the Women's Caucus of the Provincial Assembly of Khyber Pakhtunkhwa. The assembly has 124 members, out of these are 22 reserved seats for women (and 3 for religious minorities). The female members, irrespective of their political affiliation, have formed a Women Parliamentary Caucus for promoting women's rights through provincial legislation. SDC supports, together with UN Women, the empowerment and capacity building for the members of the caucus to strengthen their position and influence in the assembly. Among the activities funded is a study tour to Switzerland where the participants met with representatives on federal, cantonal and communal level to learn about the Swiss political system and share experiences as women parliamentarians.

### 3.3 Gender responsive justice systems

A functioning judicial system is important to sanction abusive practices of state authorities, to protect peoples' rights and combat gender-based violence. At the core of the SDC's commitment are people's legal empowerment and the improvement of legal services (e.g. judicial procedures), accessible to all. Typically SDC programmes support capacity-building of judges, notaries and lawyers, but they can also include work with informal justice providers, for example traditional authorities. Such programmes

address issues of governance, gender equality and custom or tradition in an integrated manner, as illustrated in figure 7.

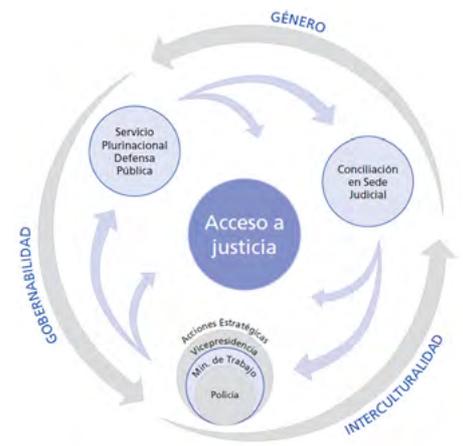


Figure 7: Access to justice, gender, governance and intercultural interactions (SDC Bolivia)

SDC **Bolivia** works in the area of equal access to justice, in particular on alternative methods of dispute resolution through legal arbitration and conciliation. According to the experiences in Bolivia, conciliation is an important way for people to access justice and gives effective resolutions of disputes in labour issues. At an institutional level, 60% women could be recruited as conciliators in court. The project also carries out a couple of strategic and affirmative actions for vulnerable groups and it contributes to the development of a gender policy in the judiciary system.

In **Tajikistan**, SDC supports a comprehensive access to justice programme to increase legal awareness and improve legal aid services for people, including marginalised groups and women, to improve legal information provided by the government, and to promote policy reforms. For example, the project aims to increase the legal awareness of the population so that they are informed of their rights and the necessary processes that would enable them to claim these through the legal system at a later stage, particularly when it comes to issues of family law that may also be regulated by religious authorities. Examples include encouraging people to register their marriage and the births of their children at the Registry Office.

### 3.4 Gender in policy reforms

Another potential area of intervention is at the level of governance policy reforms, for example mainstreaming gender equality in political, financial and administrative decentralisation policies and laws that regulate the functions and finances of local government. This depends, of course, on the existence and timing of such reform

processes. Such reforms generally aim to improve public services and increase citizen participation and thus have a potential for significant impact. SDC aims to strengthen domestic capacities for designing, implementing and adjusting reforms and uses "bottom-up lessons" from its numerous local governance programmes to inform

reform processes. SDC can contribute to ensuring that gender is taken into consideration in the analysis that underlies these reforms and the various negotiation processes related to their design and implementation.

In **Albania**, an ambitious state reform for restructuring of local government was initiated in 2013. With the Territorial Administrative Reform, the former 373 local government units were merged into 61 new municipalities, aiming at improving service delivery for citizens, increasing efficiency, good governance and empowerment of local governments and citizens through a functional decentralization reform. SDC supported these reforms with technical expertise. Engendering territorial and decentralization reform has been enabled by ensuring women's participation in consultative processes and lobbying for their positions to be included in the formulation of key strategic documents. In particular, the new Law on the Organization and Functioning of Local Governments was enriched with provisions that legitimate gender representation in all municipal bodies and structures with at least 30% of the members. The draft Law on Local Finances (expected to be approved in 2017) foresees standards that assure gender budgeting for municipalities, including addressing gender issues with at least one objective in municipality mid-term programs and with gender sensitive municipal performance indicators.

## 4. The intersection between gender and good governance mainstreaming

The intersection between gender and good governance, both transversal themes for SDC, is a dense one. While sometimes addressed as parallel tracks, there is much potential for synergy and mutual strengthening between these two transversal themes, both of which build on a human rights based approach and aim to improve the quality of governance at all levels from the household on “up”. Key implications are noted in the table below.

Good governance principle	What are the implications regarding gender relations?
<b>Effectiveness and Efficiency</b>	Governance institutions and decision-making processes about public resources cannot be effective unless they understand the needs and perceptions of both women and men. This means not only including more women in governance processes but also listening to women and ensuring spaces where women can speak freely. Engendering the efficient and effective use of public resources means assessing the different needs and preferences of women and men and designing and delivering of more responsive services. It also means being vigilant about the proper use and distribution of funding mechanisms intended to respond to women’s needs, including earmarked percentages of budgets and social security provisions such as allowances for widows.
<b>Participation</b>	Engendering participation means ensuring that women have both access to, and the capability to actively participate in, decision-making spaces at different levels. It means being attentive to the different and sometimes hidden forms of gendered power imbalances that operate in these spaces. It also means taking into consideration the gender-specific opportunity costs of participation, including issues of meeting times and child care.
<b>Transparency</b>	Governance processes should be transparent for all citizens. This means thinking about what transparency means for women and men in particular social or cultural situations, considering what the constraints to such transparency might be, and addressing them. For example, women and men might have different strategies for accessing information, different levels of literacy, different levels of use of different kinds of media and different access to public and private spaces where information can be shared.
<b>Accountability</b>	Generally speaking, gender considerations in accountability mean ensuring that both women and men are fully aware of and capable to participate in different accountability processes, both formal and informal. As accountability is essentially a question of power, unequal power relations can make demanding accountability even more challenging for some groups of citizens, including women. A further accountability related implication is that power holders should be held to account for upholding laws and standards affecting gender equality, specifically. Gender inequality is an issue where there is often a vast gap between commitments made in policy and actual practice on the ground. While this role is often taken up by NGOs, oversight institutions within the state can also play a role, such as ombudspersons, human rights commissions, the judiciary, etc.
<b>The rule of law</b>	A functioning judicial system that enforces the rule of law is important to sanction abusive practices of state authorities, to protect peoples’ rights and combat gender-based violence. Analysis of the gender responsiveness of justice systems should focus on a) gender inequalities in participation and access to the justice sector and b) gender inequalities in the way justice is delivered or practiced in different contexts.
<b>Equality and Non-Discrimination</b>	Engendering equality means not only considering inequality between women and men, but also considering questions of intersectionality. Gender-based inequalities are intersected with other forms of inequality including based on class, caste, race, ethnicity, sexuality, location and so on. Women from communities that are discriminated against in a particular society may face particular challenges in participating in governance processes (such as differently abled women, for example), likewise third gender individuals.

## 5. Important aspects for monitoring, evaluation and learning

Monitoring and evaluating gender equality in/and DDLG is a challenging task as both of these topics refer to complex social and political change, including less obviously “visible” elements such as empowerment.

While quantitative indicators and data certainly provide important insights, qualitative information is important to further analyse progress and interpret/understand changes relating to empowerment processes that stand behind gender equitable public resource management, political decision-making processes and policies. Gender and development literature emphasises that women’s own perceptions of empowerment are both specific to them as individuals, and particular to their social and economic context. Thus the best way to measure impact like empowerment is to ask those directly concerned.

Qualitative MEL methods can yield important information: for example, women’s sense of increased self-confidence to speak up, and perceptions of greater respect in the behaviour of public officials. This can be elicited through open-ended methods like case studies, story-telling or focus group discussions as well as structured processes like beneficiary assessment.<sup>8</sup> The more that project ‘beneficiaries’ have the opportunity to be actively engaged in the process of MEL, the more space they will have represent reality in their own terms, which is empowering in and of itself.

With regards to indicators, those defined for the Agenda 2030, noted above, may be useful.<sup>9</sup> A further series of important indicators for SDC are the list of Reference Indicators that have been defined as a framework for SDC.<sup>10</sup> The following aggregated reference indicators are particularly relevant for gender and DDLG:

- **Change of practice by local governments:** yy local authorities informed zz citizens transparently, involving them in decision-making-processes and considering their interests in local development and budget plans. Among the local authorities, xyz take specific measures for balanced participation and consideration of interests of women and vulnerable groups.
- **Women’s political representation:** No. of municipal governments (in the region targeted by SDC support) with at least 30% representation of women (or by either sex).
- **Gender responsive budgeting:** No. of municipalities that conducted (one or more elements of) a gender responsive budgeting process.

## 6. Selected references

For more information on SDC experiences in gender and DDLG, please refer to the presentations and contact persons from the 2016 “Face to Face” session on this topic. See here: <https://www.shareweb.ch/site/Gender/en/about-us-overview/face-to-face/f2f-2016/workshop/gender-local-governance-decentralisation-and-womens-political-participation>

Further information on Democratisation, Decentralisation and Local Governance can be consulted here: <https://www.shareweb.ch/site/DDLGN/Pages/Welcome.aspx>

BRIDGE (2009) Cutting Edge Pack on Gender and Governance. Sussex: BRIDGE. <http://www.bridge.ids.ac.uk/bridge-publications/cutting-edge-packs/gender-and-governance>

Byrne, Sarah and Matthias Schnyder (2004). Gender and Decentralised Governance (Literature Review for SDC). Fribourg: Institute of Federalism.

Carter, Jane, et al (2014). “Learning about women’s empowerment in the context of development projects: do the figures tell us enough?” Gender and Development 22:2, 327-349.

GSDRC (2015). Gender Topic Guide: Governance. Birmingham: GSDRC. <http://www.gsdr.org/topic-guides/gender/gender-and-governance/>

Kabeer, N. (1999). Resources, Agency, and Achievements: Reflections on the Measurement of Women’s Empowerment. Development and Change, 30, 435-464. The Hague: Institute of Social Studies.

Krössschell, Celestine, et al (2012). Gender in Municipal Budgets and Plans. Pristina: LOGOS, Helvetas Swiss Intercooperation. O’Neil, T. and Domingo, P. (2015). Women and Power: Overcoming Barriers to Leadership and Influence. London: Overseas Development Institute.

Rowlands, J. (1997). Questioning Empowerment: Working with Women in Honduras. Oxford: Oxfam.

SDC (2017). SDC Governance Approach: Guidance Papers 1-3 (Definitions, Approach, Priorities and how to integrate in sectors. Berne: Swiss Federal Department of Foreign Affairs.

SDC (2016). SDC Policy: Democratisation, Decentralisation and Local Governance. Berne: Swiss Federal Department of Foreign Affairs.

SDC (2003). Gender in Practice: A Toolkit for SDC and its Partners. Berne: Swiss Federal Department of Foreign Affairs.

World Bank (2012). World Development Report 2012: Gender Equality and Development. Washington: World Bank.

### Endnotes

- 1 <https://www.shareweb.ch/site/DDLGN/learningjourneys/2011localgovernance/SitePages/Home.aspx>
- 2 Read more on accountability at : <https://f2f-ddlgn.net/category/on-accountability/>
- 3 In 2015 SDC’s DDLG network and gender network cooperated to organise an e-based stocktaking on gender and fiscal decentralisation, and an e-discussion on gender and taxation organised, with facilitation by IDS. You can see the findings here: <https://www.shareweb.ch/site/DDLGN/learningjourneys/learningjourney2010/SitePages/Home.aspx>
- 4 You can watch a short video about gender responsive budgeting in Kosovo here : <https://www.youtube.com/watch?v=uKdp7PpnaLc>
- 5 S. specific Guidance Notes on Unpaid Care Work and Gender-based Violence.
- 6 Generally, 30% representation is considered to be a critical mass to make a difference. S. also Ch 5 on SDC indicators.
- 7 Watch the digital stories of change on this topic at : <https://www.youtube.com/watch?v=gLZixmKbR8U&feature=youtu.be>
- 8 S. the guidance on beneficiary assessment on the poverty wellbeing shareweb: <https://www.shareweb.ch/site/Poverty-Wellbeing/addressing-poverty-in-practice/beneficiary-assessment>
- 9 See <http://unstats.un.org/sdgs/indicators/indicators-list/>
- 10 You can access the full set of indicators here (DDLG and Gender): [https://www.shareweb.ch/site/DDLGN/toolsandservices/monitoring\\_Governance/SitePages/Home.aspx](https://www.shareweb.ch/site/DDLGN/toolsandservices/monitoring_Governance/SitePages/Home.aspx) <https://www.shareweb.ch/site/Gender/en/policy-instruments-and-tools-overview/gender-mainstreaming>

©SDC with SDC Gender network in cooperation with SDC Democratization, decentralization and Local Governance network and Helvetas.