

WOMENS EMPOWERMENT AND GENDER EQUALITY

**A DRAFT POLICY DISCUSSION
DOCUMENT FOR
THE CITY OF CAPE TOWN**

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WOMENS EMPOWERMENT AND GENDER EQUALITY

A DRAFT POLICY DISCUSSION DOCUMENT

1. INTRODUCTION

“ It is vitally important that all structures of government...should fully understand...: ...freedom cannot be achieved unless women have been emancipated from all forms of oppression....unless we see in visible and practical terms that the condition of women in our country has radically changed for the better, and that they have been empowered in all spheres of life as equals...”¹

Despite considerable progress made regarding the legal status of women, and despite gender equality being entrenched in the Bill of Rights of the Constitution of South Africa of 1996, South African women and men do not enjoy equal rights in practice.

Patriarchy is still entrenched amongst all ethnic groups. Under-representation of women in decision-making structures and violence against women, inter-alia, show that structural gender inequalities remain firmly imbedded in South African society. Unequal gender relations within the ambits of race, class, disability, religion and geographic location further complicate these disadvantages

Local government is the sphere of government that is closest to communities. The services that are provided by municipalities to communities can make a significant change in not only the condition, but also position of women and men, as well as play a dynamic role in redressing past racial and gender imbalances in communities. It is Local Government’s moral and legal responsibility to engage in a gender equality approach in all its policies, programmes and projects in order to ensure fairness in the treatment of women and men. Given ingrained disparities, equal treatment of women and men is insufficient as a strategy for gender equality. Specific measures must be developed to identify and remove the underlying causes of discrimination in policies, laws, procedures, beliefs, practices and attitudes that maintain gender inequality. This can only be achieved from a multi-dimensional approach that focuses on all aspects both internal and external to the City of Cape Town.

¹ President Nelson Mandela, Inaugural speech, April 1994, from South Africa’s National Policy Framework for Women’s Empowerment and Gender Equality, Prepared by The Office on the Status of Women

This proposed policy aims to align the City of Cape Town with the Equality Clause, as set out in Chapter Two of the South African Constitution, as well as the National Gender Policy Framework, as adopted by Parliament in 2000. It further seeks to align the practices and function of the City of Cape Town to the UN Convention on the Elimination of all forms of Discrimination (CEDAW), as adopted by the South African Government in 1995, as well as the Beijing Platform for Action.

The policy sets broad guidelines for the City in order to achieve gender equality and does not prescribe sector specific plans of action or implementation strategies. These will emerge as each sector within the City interacts with the strategic objectives outlined in this policy.

2. STATEMENT OF PURPOSE

The main purpose of this Gender Policy Framework is to establish a clear vision and set of mainstreaming guidelines for the City of Cape Town for the development of services, policies, procedures and practices based on equality between women and men. Further, it suggests the development of specific interventions to meet the practical and strategic needs of women in order to ensure the empowerment of women as a step towards gender equality.

3. VISION

The City of Cape Town strives to create, with our partners, an enabling environment to promote gender equality and empower women internal and external to the organisation to improve their status and quality of life, increase their access to opportunities and their ability to influence political and administrative decision-making processes.

4. STATEMENT OF PRINCIPLES

The policy is constructed on the following guiding principles:

- The Constitution of South Africa as a guiding document.
- Women's rights be seen as human rights
- Gender justice as a principle that guides interventions.
- Fairness of treatment for women and men, as well as equal opportunities to access national resources.
- Fairness in the treatment of different categories of women. Women are not a homogenous group, i.e. that the situations and experiences of women vary
- Promoting economic empowerment of women

- Affirmative action programmes targeting women be developed as a corrective measure to equalise opportunities and access.
- Changing discriminatory policies and practices
- All policies geared at achieving gender equality are implemented
- That appropriate training be provided to improve knowledge, skills and attitudes towards gender equality
- Enhanced relationship between elements and levels of the National Gender Machinery

5. THE SCOPE OF THE POLICY

This policy is meant to cover employees of the City of Cape Town, as well as the residents to whom the City delivers services.

6. POLICY CONTEXT

6.1 INTERNATIONAL AND REGIONAL CONTEXT

CEDAW is an international statement that outlines minimum standards for governments to meet and ensure an end to gender discrimination and to promote gender equality. The S.A. Government in January 1996 ratified this Convention.

The **Beijing Platform of Action** was adopted in September 1995 and focuses on 12 areas of concern regarding the status of women and gender equality. The Platform of Action direct governments on steps that they should take to improve the quality of life and status of women. Of the twelve areas of concern, South Africa has prioritised:

- Women and poverty
- Women and education
- Women and economic empowerment
- Women and decision-making; and
- Improving the conditions and situation of the girl-child.

The **SADC Declaration on Gender**, which commits the SADC Member States to a number of steps that will ensure that gender equality is achieved in the region; and the **Addendum on Violence Against Women**, commits SADC Member States to the eradication of violence against women.

6.2 THE NATIONAL CONTEXT

6.2.1 Legislative Framework

Since 1994 a number of critical advances were made towards building a non-racial and non-sexist society.

The **Constitution of the Republic of South Africa**, Act 108 of 1996, Chapter 2: Section 9 emphasises equality of mankind. It prohibits unfair discrimination against anyone on the basis of race, gender, sex etc. In this section of the Bill of Rights, emphasis is placed on the corrective measures to be taken to promote the achievement of equality. Chapter 7 of the constitution mandates local government to promote social and economic development of communities and community participation in matters of local government.

The Constitution provides specifically for gender equality, affirmative action, freedom and security of the person and socio-economic rights. It also has a provision that customary law is subject to the Bill of Rights. The Constitution requires that legislation for the attainment of equality should be in place by 2002. This lays the basis to address discrimination based on gender.

Parliament has made some progress in ensuring that legislation meant to change both the position and condition of women is passed. Examples of these are,

- The Choice of Termination of Pregnancy Act (1997),
- The Domestic Violence Act and the Maintenance Act (1998)
- Customary Law Act (1998)
- Customary Marriages Recognition Act (1998).

The labour laws, some of which excluded vast majority of women workers, have also been reviewed and updated and other new laws have come into place. The following are some examples and constitute a good basis for work on gender equality:

- The Labour Relations Act (1996),
- The Basic Conditions of Employment Act (1998),
- The Employment Equity Act (1999) and the Skills Development Act (1999).

6.2.2 Government challenges and priorities with a gender dimension

- A key objective in the process of transformation in our country is to transform gender relations. Transforming gender relations requires a complete paradigm shift from what we are used to in our work as government, business and civil society.
- The socially engineered position of women puts them at the heart of the most abject conditions of poverty in our country. The alleviation and eradication of poverty will impact positively on gender relations in SA.

- The unequal power relations between women and men allow for disproportionate effects of the HIV/AIDS pandemic. Engaging with these unequal power relations provides opportunities to be in a better position to deal with the effects of HIV/AIDS.
- The high incidences of gender-based violence, especially violence against women, impact negatively on the position of women in South African society. The criminal justice, safety and security systems should deal with this crisis in a manner that ensures justice for all citizens, women and men, and with gender sensitive approaches and strategies.
- Discrimination based on gender, race and class continues to skew the access to resources to meet basic needs, such as housing, education, welfare fuel and water.
- Women's control over resources such as water and fuel remains unsatisfactory. A lack of infrastructure in rural areas compounds this problem.
- Whilst legislation exists to improve women's access to employment, women still occupy traditional female occupations.
- South Africa's macro economic strategies must sufficiently address the economic empowerment of women to counter the continued underemployment and unemployment of women.
- South Africa has a high level of illiteracy. Women feature prominently in the high numbers of illiterate people.
- The implementation of South Africa's land reform policy continues to be characterised by patriarchy. The role of women in accessing and controlling the resources related to land must be reviewed.
- South Africa must devise mechanisms to improve women's access to science and technology with the view to improve their productivity and thus improve the quality of national.
- Political institutions must change their culture to improve women's access to political power.
- South Africa has a number of important pieces of rights based legislation that we find difficult to implement and monitor.
- The lack of skills and resources to implement a national gender programme based on the national gender machinery presents government with significant challenges.

- Globalisation as a system of redistribution of opportunities and resources must be engineered to ensure that women benefit equally with others in society.

6.3 THE LOCAL GOVERNMENT GENDER CONTEXT

6.3.1 A new role of local government

The white paper on local government defined new roles and responsibilities for local government. These policy statements contained in the white paper translated into a number of pieces of legislation for local government. The most pertinent being

- The Local Government Structures Act (2000),
- The Local Government Systems Act (2000).
- The Municipal Demarcation Act.
- The Municipal Finance Management Act (*No. 56 of 2003*)

Central among all the themes contained in these pieces of legislation is “ the commitment of local government to work with the citizens to find sustainable ways to improve the quality of life for all its citizens”. The White Paper on Local Government also describes the central thrust of local government service delivery as being developmental in nature.

6.3.2 Local government as an important site to promote gender equality.

Among the responsibilities of local government are air pollution (control), building regulations, child care facilities, electricity, firefighting services, public transport, municipal public works, storm-water management, trading regulations, water and sanitation services, to count a few. The specific responsibility for delivery of services, allocated to the local government sphere, makes it the ideal site to impact on gender inequalities. Most women in South Africa are still locked up in reproductive work. Appropriate and adequate services delivered efficiently, will lessen the burden on them, and therefore open up opportunities for them to develop themselves in different ways.

7. OVERVIEW OF THE NATIONAL MACHINERY

A number of processes and mechanisms were adopted to advance the country towards gender equality. The principle structures of the national machinery are the Office of the Status of Women (OSW), Gender Focal Points (GFP) in national departments, Commission for Gender Equality (CGE) and other organs of civil society.

* The table below reflects the components of the National Gender Machinery. This institutional framework is in line with the South African National Policy Framework on Women's Empowerment and Gender Equality. Although the policy framework does not provide explicit recommendations for the institutional arrangement at local government level, it is proposed that this framework serve as a guideline for local government.

Components of the National Machinery

Government	Parliament	Independent Bodies	Civil society
THE PRESIDENCY	PORTFOLIO COMMITTEES	CONSTITUTIONAL COURT	NON GOVERNMENTAL ORGANISATIONS
OFFICE ON THE STATUS OF WOMEN	PARLIAMENTARY WOMEN'S CAUCUS	OTHER COURTS	RELIGIOUS BODIES
PROVINCIAL OFFICE ON THE STATUS OF WOMEN	STEERING COMMITTEE TO WOMEN'S CAUCUS	COMMISSION ON GENDER EQUALITY	COTRALESA
GENDER UNITS IN LINE DEPARTMENT	PROVINCIAL WOMEN'S CAUCUS GROUP	PUBLIC COMMISSION SERVICE	SALGA
GENDER UNITS IN LOCAL GOVERNMENT STRUCTURES*	WOMEN'S EMPOWERMENT UNIT	HUMAN RIGHTS COMMISSION	
	CABINET	SALAW COMMISSION	
	DEPARTMENTS	PUBLIC PROTECTOR	
		LAND COMMISSION	
		TRUTH COMMISSION	
		YOUTH COMMISSION	
		IEC	

* See above for explanatory notes, as this is a proposed addition to the National Machinery that will ensure that Local Government does fit into the model

7.1 Linkages between the National Machinery and Local Government

- The Ministry and Department of Provincial and Local Government must oversee the responsibilities outlined in the coordinating framework and gender programme of action in consultation with Office on the Status of Women.
- The Department of Provincial and Local Government will have to play a critical role in coordinating the work towards gender equality in local government.
- The South African Local Government Association (SALGA) is involved in lobbying municipalities to establish machinery and programmes in line with the national regional machinery. The role of senior staff and politicians remain critical in the process of linking local initiatives to the national framework.
- Civil society organizations remain important in ensuring that municipalities remain relevant to the needs of women and local citizens generally.

7.2 Gender Mainstreaming as a strategic choice of the SA government

The South African government has taken significant steps to indicate its commitment to the achievement of gender equality. As mentioned previously, these include: the Ratifying CEDAW; Adopting the Beijing Platform for Action; Signatory to the SADC Declaration on Gender, and the Addendum on Violence against Women; The SA Constitution, which prohibits any form of discrimination on the basis of gender, sexual orientation or marital status, amongst others; The adoption of the National Gender Policy Framework on Women's Empowerment & Gender Equality; The establishment of the Human Rights Commission, the Commission on Gender Equality, as well as provincial Offices on the Status of Women. Since the adoption of our new constitution, several pieces of legislation has also been reviewed, amended, or removed, if found to be discriminatory towards women and/or men on the basis of their gender.

The SA Government's adoption of the **Beijing Platform for Action** indicates its acceptance of gender mainstreaming into all its institutions and programmes as a strategy to achieve gender equality.

The Beijing Platform for Action was adopted at the UN Fourth World Conference on Women in 1995. It is a comprehensive plan of action "...to enhance the social, economic and political empowerment of women, and it is premised on the need for the sharing of power and

responsibility in the home, workplace and in wider society”
(quoted from the Beijing Platform for Action).

The Platform of Action gives guidelines on how to achieve gender mainstreaming as well as the institutional arrangement for the achievement of gender mainstreaming. It also urges countries to take measures that will ensure women’s equal access to and full participation in power structures and decision – making and that will increase women’s capacity to participate in decision – making and leadership. It further calls for the integration of gender perspectives in all policies and programmes, and links strategic objectives to actions to be taken by Governments.

The National Gender Policy Framework

The National Policy Framework on Women’s Empowerment and Gender Equality was formulated by the National Office on the Status of Women, and is located in the Office of the Deputy President. This policy framework was adopted by Parliament in 2000, and provides guidelines to spheres of government with regards to the formulation of gender policies. The Policy Framework recommends gender mainstreaming as an approach towards achieving gender equality, and also stresses the importance of Women’s Empowerment as a further requirement for achieving gender equality.

7.3 Relationship with national gender policy framework and other policies of the City of Cape Town

The National Gender Policy Framework can be seen as one of the measures taken by the current South African government to address the imbalances within South African society. The National policy framework was formulated in order to provide guidelines to government institutions for realising our country’s commitment to the achievement of gender equality.

The purpose of the framework is to:

“...establish a clear vision and framework to guide the process of developing laws, policies, procedures and practices that will serve to ensure equal rights and opportunities for women and men in all spheres and structures of government, workplace, community and family...”²

This proposed gender policy for the City of Cape Town is based on the national framework, and embraces the principles and guidelines it contains.

² South Africa’s National Policy Framework for Women’s Empowerment and Gender Equality

The National Policy framework proposes the review of existing institutional policies against the principles of gender equality, and the subsequent amendment or removal of policies found to be not in line with these principles (National Gender Policy Document, page viii). As such, it is proposed that the adoption of this gender policy by the City should result in the review of existing policies to ensure that they are in line with both the City's Gender Policy, as well as national policy guidelines and principles.

8. STRATEGIC OBJECTIVES

Any strategy or intervention on women's empowerment and gender equality must begin with an accurate understanding of the experiences of men and women and a proper interpretation of their realities. The following is some of the realities internal and external to the City of Cape Town that provided guidelines for the development of the ensuing strategic objectives.

City of Cape Town: Community Context

The City of Cape Town is one of five Metropolitan Councils in South Africa. According to the 2001 census:

- The Cape Metropolitan Area has a total population of 2 893 251
- Of this 52% are female and 48% male.
- Of the economically active population, 68 % of women are employed while 31.4 % are unemployed.

As women are primarily involved in domestic and reproductive work and with a sharp increase in the number of female-headed households, the following statistics from Census 2001 about Black Africans in Cape Town provide valuable clues about the current quality of life for women in this category

- 43 % of Black Africans live in informal dwellings or shacks in squatter settlements
- 28 % have access to piped water inside their dwelling
- 58,2 % have access to a refrigerator
- 44.9 % use electricity as a main source of energy for cooking as compared to 49.6 % that use paraffin and wood.

In South Africa, one in four women is abused by her intimate partner, while femicide figures show that every six hours a woman is killed by her intimate partner (Source: Medical Research Council 1999 and 2004 respectively).

City of Cape Town: Organisational Context

The following picture emerges in an analysis of the internal dynamics City of Cape Town as an organisation (as at July 2004):

- Of a total staff complement of 25 185 employees, 24.24 % (6 106) are women and 75.76 are men.
- Of the total number of women employed, 4 539 hold permanent positions
- only 15 women hold positions in the category of Legislators, Senior Officials and Managers
- On the political front, The Executive Mayor, who is a woman chairs a 10 member Mayoral Committee, of which 4 are women
- There are 14 male led Sub-Council Chairpersons as compared to 6 women.

With the forgoing representing the reality and the challenges facing the City of Cape Town, the following are broad strategic objectives, each being unpacked to provide a better conceptual understanding:

8.1. ENSURE THE CREATION OF AN ENABLING ENVIRONMENT WITHIN THE CITY AND THE PROVISION OF SERVICES THAT ARE GENDER SENSITIVE AND MEET THE SPECIFIC GENDER NEEDS OF WOMEN AND MEN

- Development and/ or realignment of services, policies and programs to achieve the above
- Ensure that the Integrated Development Plan of the City reflects the needs and aspirations of a gender equal society as well as clearly articulates women's specificity issues
- Development of indicators and targets within business and service delivery plans to explicitly ensure that the programs, projects and budgets are directly addressing the practical and strategic gender needs of both women and men
- Ensure the use of gender indicators to manage and track the performance and progress of senior political and administrative office-bearers
- Ensure that opportunities for development and empowerment are created and awarded to female candidates in particular
- Creation of an environment that is non-discriminatory with regard to the accessing of resources, programs and information
- Develop criteria and procedures that allows for the fair distribution or allocation of resources and services and prevents unfair discrimination

- Create a mechanism to ensure the auditing and ongoing monitoring and assessment of all policies, programs and procedures to test for gender appropriateness

8.2. INCREASE THE SKILLS, KNOWLEDGE AND AWARENESS OF OFFICIALS AND POLITICIANS WITHIN THE CITY OF CAPE TOWN TO ENSURE THEIR ABILITY TO TRANSFORM CULTURE AND PRACTICES OF THE ORGANISATION

- Increase awareness and understanding of gender and gender issues facing men and women
- Ensure that officials and councillors have the ability and capacity to develop strategies, plans, services and budgets that are gender sensitive, non discriminatory and contain interventions that specifically target or benefit women
- Development of skills that to ensure that line departments will adopt a holistic and integrated, multi-sectoral approach to the planning and implementation of programs and projects
- Increase the ability of officials and politicians to review, monitor, analyse and report on the progress and impact of service delivery and decision-making from a gender perspective

8.3. DEVELOPMENT AND PROMOTION OF A COHESIVE AND EFFECTIVE NETWORK OF STRUCTURES, ORGANISATIONS AND GROUPS TO PROMOTE GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN:

- Development and support for mechanisms that will facilitate the collaboration and connectedness of inter and intra government and civil society structures to ensure that maximum benefit and impact is derived from the collective efforts
- Co-ordination of the planning and implementation of programs and projects to address issues that face women so that their practical and strategic gender needs are met
- Support and promotion of programs, projects and campaigns that are aimed at empowering women and promoting gender equality
- Actively advocate and lobby around issues that directly and/or indirectly affect the status and position of women and men

8.4. DEVELOP PARTNERSHIPS BOTH INTERNAL AND EXTERNAL TO THE CITY OF CAPE TOWN

- Seek and establish links with other spheres of government, governmental and non-governmental organizations and community-based organizations
- Establish internal mechanisms to ensure that departments do collaborate and form regard to programmatic and policy issues. The establishment of structures and the allocation of responsibilities must facilitate this aspect
- Actively source both financial and non-financial resources from partners (both internal and external) to support the programs of action that are focused on the development of women and gender equality
- Distribute funds from the city's Grant in Aid to community based and non-governmental organizations that implement programs in compliance with the aims, vision and objectives as outlined in this policy

8.5. ENSURE THE DELIVERY OF CAPACITY-BUILDING, AWARENESS AND TRAINING PROGRAMMES WITHIN CIVIL SOCIETY

- Organise and or facilitate the implementation of training programs that aim to change perceptions, attitudes and behaviour so that the status of women can be improved and that gender equality can be promoted. This may include a focus on issues that directly compromise the quality of life for women and may include the participation of women and /or men
- Build the capacity of women and women's organizations to actively participate in and influence the administrative and political decision-making processes within communities and local government
- Develop the ability and skilfulness of women and men to access services, information, resources, and opportunities and so ensure the fulfilment of their civic rights and responsibilities
- Develop platforms that will increase the dialogue and profile of gender issues so that practical solutions and best practices will emerge to guide the planning and implementation of plans and programmes

8.6. DEVELOP STRATEGIES TO IMPACT ON THE INTERNAL HUMAN RESOURCE POLICIES TO ENSURE THE EMPOWERMENT OF FEMALE EMPLOYEES AND THE PROMOTION OF GENDER EQUALITY WITHIN THE CITY OF CAPE TOWN

- Develop a mechanism that will ensure that there is synergy between the internal and external policies and practices of the City. A gender mainstreaming agenda and the adoption of an appropriate institutional arrangement and monitoring tool will facilitate this aspect
- Audit and critically assess current HR policies, procedures and practices to ensure that they are gender sensitive, fair and non-discriminatory
- Amend and/or adopt new human resource policies and procedures that will fast track the transformation of the organisation towards achieving gender equality
- Develop and implement specific and targeted interventions or programmes that aim to improve the condition and status of current and future female workers and promote gender equality in the workplace

8.7. ENSURE THAT THE CITY CONDUCTS AND UTILISES GENDER RESEARCH TO INFORM THE DESIGN AND DELIVERY OF SERVICES AND STRATEGIES

- Develop the capacity and infrastructure to enable the organisation to continually be informed by relevant and updated gender data to ensure responsiveness and appropriateness of current and future operations
- Conduct research and social impact assessments to ensure that statistics, strategies and policies remain relevant and updated
- Support and/or enter into partnerships with relevant learning and research institutions to undertake research that will promote the aims and objectives of this policy
- Advocate that the findings and recommendations derived from research projects are considered and implemented within the City.

9. PRIORITISING STRATEGIC OBJECTIVES

The City of Cape Town considers the empowerment of women and the achievement of gender equality to be a key priority programme and is reflected in 2004/2005 Integrated Development Plan. In order to facilitate the genuine and realistic introduction of gender mainstreaming and achievement of the stated strategic objectives, a process of prioritisation must be undertaken.

It is proposed that the set of priority high level interventions as scoped and suggested in the Draft CPSO Gender Macro Scope of Work Document (See attached annexure 2:) be used to jump-start the implementation process. Further, to this, that the current business planning and performance management systems be utilised to ensure compliance on implementation.

10. STRUCTURE, ROLES AND RESPONSIBILITIES

In keeping with the model as suggested in the National Gender Policy Framework, it is proposed that the city separate the strategic and operational functions of the gender mainstreaming strategy and in doing so must develop an institutional arrangement that will underpin and support this strategy.

Further, it is suggested that the macro/high level strategic planning, co-ordination, monitoring and reporting functions be institutionalised at the highest levels of power and authority of the organisational structure. Another component for consideration will be the integration of the gender programme as a structural entity with other human rights programmes (that is: youth, disability, HIV/AIDS, etc)

As gender mainstreaming is a transversal issue, encompassing all line departments each having a role and function to play, it is further suggested that gender focal units be designed into all service areas/directorates. This must become functional with the assignment of appropriate resources (human, financial and capital) and corresponding authority to ensure the implementation of the corporate and service/directorate specific gender strategy.

An institutional arrangement may also include a political oversight committee and a civil society committee to ensure proper and accountable consultation, monitoring and reporting.

11. **MONITORING, EVALUATION AND REPORTING**

The National Gender Policy proposes key approaches to evaluation and monitoring. These indicators serve as key performance indicators, which are helpful in ensuring movement towards gender equality (National Gender Policy Document, page x)

Some of the **national primary indicators** in the National Gender Policy Framework are:

- Women's enhanced access to resources for economic development;
- Women's earning power and their involvement in the economy;
- Reduction of women's vulnerability to social injustice such as poverty, HIV/AIDS and violence;
- The extent to which women participate in political decision-making;
- A change in attitude to women and enhanced recognition of the value they add to society;
- Women's access to professional opportunities.

The **key indicators for the City of Cape Town** should include amongst others:

:

- Percentage of women that have access to water
- Percentage of tenders awarded for public works that are awarded to women
- Percentage of council managers and councillors that are women.
- Share of expenditure explicitly targeted to promoting gender equality
- Number of gender indicators included in the IDP
- Percentage of women in top decision-making positions in the municipality
- Percentage of women participating in the IDP process and/or other public participation processes

Each service/directorate within the organisation must develop its own set of key indicators and targets and will form the basis for all monitoring and evaluation. These indicators will vary depending on the nature and focus of their core business. The essential activities of monitoring, evaluation and reporting must occur on an ongoing and regular basis. Ideally it should coincide with the generally accepted corporate procedures and standards.

Adapted from the National Policy Framework.

Not with standing the internal reporting and monitoring mechanisms, provision must be made for the internal processes and progress to be subjected to the independent monitoring and evaluation by external Bodies. Amongst these would be the Commission for Gender Equality, a civil society monitoring body and other government institutions

12. RESOURCE ALLOCATION

In order to ensure the attainment of the vision and strategic objectives articulated in this policy and in the Integrated Development Plan, adequate and appropriate resources must be allocated to the gender mainstreaming strategy. Resources will be for the following purposes:

- Coordination, capacity building, communication and collaboration towards the implementation of the gender policy;
- Regular technical advisory services need to be available to the individuals with the responsibility to implement the policy;
- Adequate staffing, institutional infrastructure, monitoring & evaluation, dissemination of policy and other information.³

13. CONCLUSION

Embarking on women's empowerment for the attainment of gender equality is crucial to the national project of the transformation of society and its institutions in South Africa. South Africa has adopted gender mainstreaming as a strategy to achieve gender equality in government. This makes it obligatory for all the government structures and institutions to take steps to implement this strategy. Another compelling reason why the City of Cape Town should undertake the gender mainstreaming strategy is to honour the Constitution and comply with the laws of South Africa.

³ Adapted from the National Policy Framework.

ANNEXTURE 1

Gender Analysis Concepts⁴

Gender

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

Gender Equity

It is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.

Gender Equality

It means that women and men enjoy the same status. It means women and men have equal conditions for realising their full human rights and potential to contribute to national, political, economic, social and cultural development and to benefit from the results. Equal valuing of similarities and differences between women and men and the varying roles that they play.

Gender Relations

Gender relations are the social relations between women and men. It is concerned with how power is distributed between the sexes and defines the ways in which responsibilities and claims are allocated and the way in which each are given a value.

Gender Division of Labour

In all societies, either women or men typically undertake tasks and responsibilities. This allocation of activities on the basis of sex is known as the gender division of labour. It is learned and clearly understood by all members of a given society.

⁴ Source: UNDP Learning and Information Pack, June 2000

Gender roles and responsibilities

This is another term for the division of labour. It is used mostly in analytical frameworks, especially the Harvard Framework.

Productive work

This is work that produces goods and services for exchange in the market place (paid work). Both men and women contribute to family income with various forms of productive work, although men predominate in productive work, especially in the higher income group.

Reproductive work

This work involves all the tasks associated with supporting and servicing the current and future workforce – those that undertake or will undertake productive work. It includes child – bearing and nurture, but is not limited to these tasks. The fact that reproductive work is the essential basis of productive work is the principal argument for the economic importance of reproductive work, even though most of it is unpaid, and therefore unrecorded in national accounts. Women and girls are mostly responsible for this work, which is usually unpaid.

Practical Needs and Strategic Gender Interests

Practical gender needs are gender needs that women and men can easily identify, as they relate to living conditions. Women may identify safe water, food, health care, cash income, as immediate needs that they must meet. Meeting women's needs are essential in improving living conditions, but in itself it will not change the prevailing disadvantaged (subordinate) position of women. It may in fact reinforce the gender division of labour.

Strategic gender interests / needs are those women identify because of their subordinate position to men in their society. They relate to issues of power and control and the gender division of labour. Strategic gender needs may include changes in the gender division of labour, legal rights, an end to domestic violence, equal wages and women's control over their own bodies.

Differential access and control over resources and benefits

It is important to distinguish between access to and control over them when examining how resources (land, labour, credit, income, etc.) are allocated between men and women.

Access: gives a person use of a resource, e.g. land

Control: allows a person to make decisions about who uses the resources or to dispose of the resources, e.g. to sell the land

Resources:

Economic or Productive Resources	Land, credit, cash income, employment
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Political Resources	Education, political representation' leadership
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Time	Critical resource which increasingly acquires a monetary values
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Transforming gender relations

Changes in gender relations transform long – standing patterns; one change is acknowledged to bring others, and the nature and degree of changes that occur in women’s and men’s lives as a result of successful interventions, explain why “transform” is the active construct chosen in this model.

Transformation of this kind requires an understanding and parallel or concurrent attention to practical needs and strategic interests. The choice is not “one or the other”; the challenge is how to work with both – strategically and practically.

Empowerment

Empowerment is about people, both men and women. It is a collective undertaking, involving both individual change and collective action. Women’s empowerment means developing their ability to collectively and individually take control of their own lives, identify their needs, set their own agendas and demand support from their communities and the state to see that their interests are responded to. In most cases the empowerment of women requires transformation of the division of labour and society.

ANNEXURE 2: CPSO: DRAFT HIGH LEVEL DELIVERABLES

A SUGGESTED PLAN FOR THE IMPLEMENTATION OF THE GENDER PROGRAMME FOR 2004/2005

PROJECT DESCRIPTION AND OBJECTIVES

PROJECT ONE

To create an enabling environment for the delivery of local government services to meet the specific gender needs of women and men as well as promote gender equality, both internal and external to the City of Cape Town

PROJECT TWO

To provide a training programme, raise awareness and build capacity internal and external to the organization aimed at the empowerment of women and promotion of Gender equality

PROJECT THREE

To conduct gender research that will inform service delivery.

HIGH LEVEL DEVLIVERABLES

PROJECT 1: CREATING AN ENABLING ENVIRONMENT

1. To have finalised the development of a Policy on Women's Empowerment and Gender Equality for the City of Cape Town for Adoption by November 2004
2. To have finalised a corporate gender mainstreaming strategy, detailing the co-ordination, implementation and reporting plans for the city by November 2004
3. To have agreement on the institutional arrangement , allocation of staff, resources and terms of reference to give effect to the gender mainstreaming strategy at the corporate and service/directorate levels by December 2004
4. To have a clear set of gender indicators incorporated into the Integrated Development Plan
5. To have agreement that gender indicators will be used in the performance management system of all senior managers and politicians
6. To have done a baseline study in each directorate/service to establish the nature/extent of services that target or directly/indirectly benefit women and men in the city by September 2004

7. To have developed a set of internal and external service delivery indicators and targets per directorate/ service specifically targeting women by November 2004
8. To have audited, analyzed or reviewed a minimum of one policy or procedure or programme per directorate/ service for gender implications by April 2005
9. To have developed and implemented a minimum of one internally and externally focussed co-ordinated gender project with relevant stakeholders and partners by June 2004
10. To have developed a reporting tool to track delivery and progress as well as impact of services to women and men per directorate/ service by December 2004
11. To have compiled the first comprehensive report on the progress and impact of service delivery and on the allocation and distribution of resources and opportunities to both men and women by June 2005

PROJECT TWO: INTERNAL TRAINING

1. To have organized a minimum of one Gender Sensitivity Training Programme for all levels of staff in each directorate/ service by June 2005
2. To have organized a minimum of two training sessions per directorate/ service to build capacity of officials to develop, report and monitor programmes, budgets and services by June 2005
3. To have organized a minimum of one inter-directorate training programme by June 2005

PROJECT TWO: EXTERNAL TRAINING

1. To have organized a minimum of one gender training and /or awareness raising programmes per directorate/service specifically targeting women and/or men in communities.

PROJECT THREE: RESEARCH

1. To have performed a gender analysis of at least one service delivery programme per annum per directorate/ service.
2. To have researched the levels and quality of women's participation in the Integrated Development Plan and/or other public participation processes
3. To have developed a mechanism to source and disseminate research and statistics on gender issues throughout the city that will inform the design and delivery of services, strategies, budgets