



# Gender Policy Framework for Local Government



# Gender Policy Framework

for Local Government



## **FOREWORD: BY THE DEPUTY MINISTER MS NOMATYALA HANGANA**

Local Government has a significant role to play in the achievement of government's goal of "a better life for all." If Local Government were to effectively facilitate the social and economic development of communities and households, the quality of life of all citizens would progressively improve.

Women in South Africa comprise 54% of the total population. If empowered, women can serve as a critical force or driver in the social and economic development of communities and the country in general. Women's empowerment entails addressing issues of gender inequality that exclude and disadvantage women. Gender inequality manifests itself in numerous ways. These include differences between men and women in respect of, among others, access to opportunities, resources and tools of economic advancement and access to basic human rights. Consequently, women as a group have tended to lag behind their male counterparts with regard to achieving their life goals.



The Beijing Platform for Action (1995) advanced gender mainstreaming as a strategy for achieving gender equality. For Local Government, this means that gender considerations have to inform our Integrated Development Planning processes, our budgeting, programme implementation as well as monitoring, evaluation and reporting. For every policy or strategy that we develop and for every initiative that we implement, we have to ask ourselves what its implications for women and men are. We have to always ask ourselves whether it does not place women in a disadvantaged position.

This Gender Policy Framework has been developed to provide guidance and support to the sector around gender mainstreaming and women's empowerment. It has as its pillars the Local Government Strategic Agenda, and the National Policy for Women's Empowerment and Gender Equality.

We hope that the Framework will go a long way in assisting Local Government deliver on its developmental mandate, taking into account women's and men's concerns and experiences so that women and men can benefit equitably from development initiatives.

The Ministry and the dplg would like to acknowledge the German Agency for Technical Cooperation and all the partners who contributed in various ways to the development of this Framework.

A stylized signature of Ms. Nomatyla Hangana.

**DEPUTY MINISTER  
MS NOMATYALA HANGANA**

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## EXECUTIVE SUMMARY

This document outlines a framework for gender mainstreaming within local government. It provides guidelines for **the dplg**, the provincial departments of local government, SALGA, Traditional Leaders as well as all municipalities in playing their respective roles with regard to gender mainstreaming.

It begins by providing a theoretical grounding for the policy directives. The gender analysis used here is intersectional as it takes into account the gender inequality with various other forms of disadvantage, which can be addressed by local government. The policy Framework grounds itself in the Constitution, current gender theory, legislation and various international and regional instruments to which South Africa is a signatory. It advocates for the approach, which defines gender mainstreaming as a measure for gender equality as well as positive action to address gender relations and focus on the empowerment of women as a historically disadvantaged group.

The policy framework provides for gender mainstreaming in the five key priority areas of the Local Government's five-year strategic agenda. These are:

- Municipal Transformation and Organisational Development
- Basic Service Delivery

- Local Economic Development (LED)\_
- Municipal Financial Viability and Management
- Good Governance and Public Participation

In addition, it addresses the following issues that relate to power relations between women and men:-

- Gender and HIV and AIDS
- Safety, including Gender-based violence

To ensure that gender mainstreaming is achieved, the policy framework provides for the development of policies and the implementation of plans at all levels of local government. Based on the National Gender Framework, this Framework also advocates for institutional arrangements, in particular, the Gender Focal Points in municipalities. The Framework also requires that all these processes be budgeted for, with clear stipulation of performance targets. A checklist to clarify the approach on how to achieve gender equality has also been attached. Generic indicators have been put forward to assist local government role players in the drawing up of their policies and implementation plans.

This policy framework includes an implementation plan, which is designed to give effect to the key priority areas contained herein. A glossary of key gender concepts is included at the end of the document.



## Section 1



## Introduction



## 1.1 INTRODUCTION

The local government gender policy framework seeks to create an enabling environment for all municipalities and local government stakeholders in South Africa to implement programmes aimed at achieving gender equality and women's empowerment. The inequalities inherent in the South African patriarchal society have been compounded by the intersection of the historical realities of race, class, gender and disability. The policy framework responds to the constitutional imperative of substantive equality for all<sup>1</sup> and the removal of all forms of unfair discrimination that prevent the full participation of women. It applies to all municipalities and local government stakeholders in South Africa.

For a full understanding and correct interpretation of the recommendations of the policy framework, there is a need to make a brief reference to the conceptual framework and to the relationship between gender analysis and policy.

**Gender** refers to the socially determined and evaluated identities and roles of men and women, and is usually distinguished from their biological or sex differences. Gender identities and roles vary from society to society, but are usually based on unequal statuses of men and women, and the roles they have in society. Most recent gender theorists accept that gender identities are deeply influenced by identities based on race, class and other factors. Gender analysis in the South African context will help us understand, for example that a rural black woman was disadvantaged, and historically excluded from accessing

opportunities and services by virtue of colour, gender and geographical location. Disability, regardless of environment, colour or gender could contribute to exclusion.

Central to the framework is the recognition of *multiple disadvantage* in that historical discrimination on the grounds of race, class, geographical location, age, or disability adds to the disadvantages caused by gender inequality. An understanding of gender differentiation and multiple disadvantages is known in technical terms as an *intersectional analysis*. By broadening the theoretical analysis to include these other inequalities in power relations, in particular race and class, intersectional conceptual work on gender provides a better understanding of the complex set of interrelated factors that underlie exclusion. Failure to understand the intersections of multiple disadvantage may lead to a situation where those who are most capacitated benefit more from gender equality measures while those most disadvantaged do not. There is some evidence to show that this has already begun to happen<sup>2</sup>. Thus gender analysis and policy work now incorporate a range of dimensions to inequalities in power relations, designed to address forms of this multiple disadvantage.

Gender equality, gender equity and women's empowerment are thus the outcomes of effective gender mainstreaming and interventions.

Gender equality will not be achieved unless gender equity and women's empowerment are addressed.

1. South African Constitution

2. Commission on Gender Equality (2005) Gender Policy and Research: Working Document on Research Co-ordinated by the Commission on Gender Equality, CGE, Johannesburg





The historical exclusion and inequality of women with men, even within the same racial groups, has resulted in women having lower levels of employment, lower levels of income, lower levels of education and fewer chances of upward mobility. Women form a larger percentage of the country's poor<sup>3</sup>. Thus, fulfilling the obligations under the Millennium Development Goals (MDGs) requires a commitment to address both gender equality and equity.

The Millennium Development Goals (MDGs)

## MILLENNIUM DEVELOPMENT GOALS

- Eradicate extreme poverty and hunger
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce Child Mortality
- Improve maternal health
- Combat HIV and AIDS, malaria and other diseases
- Ensure environmental sustainability
- Develop a global partnership for development

## 1.2 THE RATIONALE FOR THE FRAMEWORK

The Framework seeks to:-

*(a) Provide general guidelines for local government on gender and development*

The Framework provides the policy infrastructure within which **the dplg** can give effect to its mandate of policy development and implementation support. In acknowledging the

difficulties of a single policy for all municipalities, the framework provides broad guidelines within which each type and size of municipality should provide a detailed gender policy, action plan, gender infrastructure and gender budget.

*(b) Promote and facilitate gender mainstreaming and women's empowerment*

It provides both general measures to promote gender equality, in the sense of the removal of unfair discrimination, and gender-specific measures designed to address women as a group historically disadvantaged by unequal power relations between the sexes. These two processes are often referred to as *gender mainstreaming* and *women's empowerment* respectively

*(c) Give effect to state policy commitments*

It facilitates local government compliance with the National Gender Policy Framework for Women's Empowerment and Gender Equality, and international instruments.

*(d) Address specific issues affecting women*

Gender based violence and the HIV and AIDS pandemic are important issues of concern in gender development. Research studies suggest that the risk and vulnerability to HIV and AIDS are substantially different for men and women as shown by the marked age and sex-differentiated HIV-prevalence ratios. In South Africa the age and sex distribution of HIV infection shows that prevalence levels rise more quickly in women and then decrease with age whereas with men the peak prevalence levels occur at older ages. Research shows that women and children are disproportionately

3. 2007, Draft Country Self Assessment Report For the African Peer Review Mechanism, Office of the President.



affected. The work also suggests that gender inequalities and all forms of violence against women and girls increase their vulnerability to HIV and AIDS. Violence against women is one of the most crucial social injustices by which women are forced into a subordinate position compared to men.

## 1.3 AIMS AND OBJECTIVES OF THE FRAMEWORK

### The Aims are to:

- Integrate gender into the key priority areas for local government as contained in its five-year strategic plan.
- Propose gender mainstreaming measures for key programs within the local government.
- Provide for women's empowerment.
- Give effect to the role of **the dplg** to provide policy guidelines, support, and monitor and evaluate implementation.
- Provide an implementation plan; specify indicators and mechanisms for evaluation and restructuring.

### The Objectives of the Framework

#### *The Framework serves to:*

- Guide local government in developing appropriate policies and programmes,
- Provide strategic interventions to facilitate gender policy implementation in the Provinces and Local Government.
- Promote the integration of gender equity and equality, and women's empowerment in local government development programmes and service delivery.
- Raise awareness on the constitutional and the developmental roles and responsibilities of local government stakeholders as development agents;

- Articulate local government's response to advancing gender equality and women's empowerment, in line with South Africa's National Policy Framework for Women's Empowerment and Gender Equality;
- Entrench gender analysis as a fundamental requirement for local government planning, programme development and implementation;
- Provide a common approach in the development, implementation, monitoring and evaluation of interventions at the sphere of local government;
- Alert stakeholders of local government about the gender implications of their work;
- Contribute to the development of municipal management performance systems by introducing gender-sensitive indicators;

## 1.4 PRINCIPLES UNDERPINNING THE FRAMEWORK

### ■ *Gender Equity*

This means affording women and men the equal opportunities and benefits to develop their full human potential and meet development needs. A commitment to substantive equality includes the realisation of equitable outcomes, differential treatment of women and men, and of different groups of women (rural women, women with disabilities, young women). This includes positive action (including affirmative action) through policy, legislative and other measures.



## ■ Gender Equality

Everyone is equal before the law and may not be discriminated against on the basis of gender, sex, disability, age and marital status. The Constitution espouses substantive equality for women and men in social, political and economic life.

## ■ Human Rights:

Women's rights are human rights as enshrined in the Bill of Rights.

## ■ Customary, cultural and religious practices are subject to the right to equality:

All persons have the right to enjoy and practice their religious and cultural beliefs. However, these practices should not discriminate on the basis of gender.

## ■ Empowerment of women

Refers to the capacity of women to access and control economic resources and make decisions for improving their quality of life.

## ■ Entitlement to the right of integrity and security of person

Women are entitled to the right to bodily and psychological integrity as enshrined in the Constitution. This means that women have the right to security and to make decisions over their own bodies, including their reproductive rights.

The Framework is a commitment to *the transformation of service delivery as espoused in the Batho Pele principles viz.:*

- Consultation
- Service Standards
- Courtesy
- Access
- Information
- Openness and Transparency
- Dealing with complaints
- Giving Best Value

## 1.5 INTENDED OUTCOMES

A policy framework that integrates gender into the broader strategic agenda of local government in order to achieve equitable and sustainable development and service delivery for women and men.

The benefits of the implementation of this Framework are:

- Social and Economic empowerment of women
- Mainstreaming gender in local government strategic and planning agenda
- Eradication of violence against women in communities
- Meeting the needs of men and women through service delivery

## 1.6 SCOPE OF THE FRAMEWORK

The Framework addresses both internal and external transformation challenges within the following:

- The **Department of Provincial and Local Government (dplg)**
- Provincial Departments of Local Government
- **South African Local Government Association (SALGA),**
- **Municipalities**
- **Government Sector Departments**
- **Traditional leadership and the structures thereof**

The role of culture and tradition in South African society is a deep and meaningful one. This policy framework seeks to alert stakeholders dealing with issues of culture and tradition to support communities and local government to deal with some of the contradictions around





the constitutional right to exercise one's culture, and the right to freedom from discrimination on the basis of one's sex and gender. As such this policy framework explicitly includes traditional councils and traditional leaders within its ambit.

### Traditional councils

Cultures and traditions are shaped by history. Traditional cultures have survived the onslaught of centuries of colonialism, segregation and *apartheid*. They have emerged triumphant to continue to provide South Africans with a social network, an identity and a sense of belonging. After this historical experience, achieving gender equality may be a challenge that traditional leaders are willing to take up. As traditional leaders are institutionalised in terms of new legislation, i.e. the Traditional Leadership and Governance Framework Act of 2003 (TLGFA) and the Communal Land Rights Act 2004 (CLRA), and receive remuneration from the state, they are civil servants.

As stated in TLGFA one of the roles of traditional leaders is to "Promote socio-economic development, service delivery, peace and stability, social cohesion, preservation of the moral fibre and regeneration of society, preserve culture and tradition of community, and contribute to nation building". Furthermore, traditional leaders should "promote freedom, human dignity and the achievement of **equality** and **non-sexism**... and facilitate a sound relationship between the institution and the different spheres of government, in particular the local government sphere".

Although not in detail, the document introduces the application of gender as one of the categories for analysis of political processes to better understand gender aspects of different political systems, institutions and policies. Culture has a tremendous bearing on transforming customs and practices hence the role of traditional leadership is also seen as crucial in promoting and protecting the rights of women. The KPAs for local government are the basis of this framework. In the context of enthusiasm to realize the outcomes of the Framework, the integration of a gender sensitive monitoring system is emphasised.



## Local Government, Gender and Integrated Development Planning





## LOCAL GOVERNMENT GENDER, AND INTEGRATED DEVELOPMENT PLANNING

Local Government gender policy framework and development initiatives are informed by International and Regional Instruments that South Africa is signatory to.

### LEGISLATIVE FRAMEWORK AND INSTRUMENTS

#### International Instruments

- Beijing Declaration and Platform for Action (1995)
- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) ratified by South Africa in 1995,
- United Nations Millennium Development Goals (MDGs) of halving poverty and unemployment by 2014.

#### Regional Instruments

- SADC Declaration on Gender and Development and its Addendum on Violence Against Women
- Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003)

#### National Instruments

- Reconstruction and Development Programme (1994)
- Women's Charter for Effective Equality (1994)
- Constitution of the Republic of South Africa (Act No 108 of 1996),;
- Batho Pele: White Paper on Transforming Public Service Delivery (1997)
- The White Paper on Local Government (1998)

- Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998),
- The Employment Equity Act, 1999
- Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000),
- The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (No 4 of 2000)
- South Africa's National Policy Framework for Women's Empowerment and Gender Equality (2002).
- Traditional Leadership and Governance Framework Act of 2003 (TLGFA)
- The Communal Land Rights Act 2004 (CLRA)

## 2.1 THE LOCAL GOVERNMENT LEGISLATIVE FRAMEWORK

The following pieces of legislation set out the mandate of developmental local government. Furthermore, they highlight the inclusion of women and emphasises the importance of mainstreaming gender in policy, planning and implementation.

(a) *The Constitution of the Republic of South Africa, Act 108 of 1996.*

Section 152 requires the municipality to structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote its social and economic development.

In responding to the needs of communities, the practical needs and strategic needs of women and men must be considered.



Chapter 2, of the Constitution provides for equality, protection and advancement of all persons or categories of persons disadvantaged by unfair discrimination. Thus Local Government has the role to play in ensuring that such rights are respected and entrenched within its mandate.

Chapter 10, Section 195 of the Constitution requires that "all Public Institutions be broadly representative of all and governed by the democratic values and principles" therefore local government must also: "provide an equitable, fair, open and non-discriminatory working environment." As heads of administration, Municipal Managers are accountable for the appointment of staff in accordance with this Act. Considerations must therefore be given to selection and recruitment policy, and targets for ensuring equal participation of women at all levels of decision-making must be met.

## **(b) The White Paper on Local Government 1998**

The White Paper on Local Government defines developmental local government as local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

The developmental functions of local government as set out in the White Paper are:

### *Maximising social development:*

The majority of the poor are women, and empowerment strategies, which focus on women, are likely to prove the most effective and inclusive. Some of these strategies include:

- Meeting needs of the poor
- Alleviating poverty
- Job creation

### *Democratising development:*

- Promoting the involvement of citizens
- Harnessing the creative energy of citizens
- Promoting the participation of marginalized and excluded groups in community (particularly women and people with disabilities)
- Adopting inclusive approaches to foster community participation
- Including strategies aimed at removing obstacles to, and actively encouraging, the participation of marginalized groups in the local community.

### *Integrating and coordinating:*

- Provide vision and leadership
- Leveraging resources and investments from both public and private sectors to meet development targets
- Integrated development planning

### *Leading and learning:*

- Creating conditions for local solutions to development
- Working in partnership
- Raising awareness of human rights
- Developing measures to build community capacity
- Providing strategic, visionary leadership

## **(c) The Municipal Structures Act (1998)**

This piece of legislation requires local government to incorporate equity and equality principles in its provisions. The Act encourages



all political parties to ensure that 50% of party candidates are women. The Act further recommends equal representation in the establishment of ward committees.

(d) *Municipal Systems Act, 2000*  
(No 32 of 2000)

Chapter 4 of the Act requires municipalities to develop a culture that promotes participatory governance and create enabling conditions to achieve this. In the establishment of mechanisms, processes and procedures for community participation, municipalities are required to take into account the circumstances of disadvantaged groups including women.

Chapter 5 of this Act focuses on the Integrated Development Planning as a tool in local government but an important instrument and platform for all government departments and other stakeholders to plan and implement together in delivering to communities. The IDP process and its relevance to gender and development are discussed in detail in the next subsection.

Chapter 7: provides for the creation of a participatory democracy for the new local government dispensation based on a culture of representative government with a system of participatory government where community needs are assessed and realized. Municipalities are obliged to facilitate community participation during every stage of the IDP Process thus adopting a bottom-up approach informed by needs of the citizens.

(e) *The Intergovernmental Relations Framework Act (2005)*

*All spheres of government must comply with the objectives of the Act by:*

- Taking into account circumstances and budgets of other spheres on performing functions, consulting other organs of states through direct contact or through any relevant structures.

Developmental matters have important intergovernmental dimensions, and thus require interaction amongst all spheres of government. Therefore, discussions between the spheres should move from being general to more engagement with the initiation, coordination and implementation of specific developmental programmes for gender and development.

It is within these contexts that local government has the opportunity to maximise and redress gender inequalities and inequities in the South African communities. Thus responding to gender development is in very many ways compliance to these pieces of legislation.

## 2.2 GENDER AND THE INTEGRATED DEVELOPMENT PLANNING (IDP)

Integrated development planning has rightly attracted a lot of attention from development activists and practitioners, donors, academics, researchers, and non-government organisations. Some of the findings and challenges in IDP analyses presented in the earlier studies presented the following challenges:

- In setting the development agenda, officials are in a powerful position to influence the prioritisation of community needs. Building their capability to enable them to be sensitive to community priorities is a challenge.
- In an analysis of consultative processes, community respondents and municipal



representatives differed on their views of the IDP consultation processes and the effectiveness of approaches used.

- An analysis of municipal communication with the community showed that 66.7% of municipalities communicated dates and agenda of council meetings, and only 8.3% shared IDP-related information with communities.
- Municipal IDPs often have outputs that are not gender-specific yet benefit women. The challenge is to define specific indicators that will highlight intended outcomes for women.
- Lack of participatory planning in the budgeting and IDP processes.
- A number of municipalities had not yet established performance management systems for useful engagement to take place on gender-sensitive indicators.
- There are still municipalities that do not consider training in gender analysis and mainstreaming a priority in development planning.

A later review on IDP implementation assessment commissioned by **the dplg** and GTZ in 2003:

- concluded that progress had been made in relation to IDP implementation, with an estimated 55% achievement rate amongst the municipalities studied;
- found that there had been significant progress in linking planning to municipal budgets;

- established that all but one of the municipalities studied had taken ownership of the IDP process and had located it strategically; and
- viewed community consultation as a strong point in virtually all the municipalities studied.

The following assumptions can be made from this synopsis:

- Municipalities have had more than five years to review, learn and improve their development and implementation of the IDP.
- Community participation has different dimensions, and more often, community participation is not the simple attendance of meetings, but an involvement in a way that empowers community members.
- Unless municipalities are made to account, through evaluation processes or peer reviews, incorporating the needs and facilitating the effective participation of marginalised and poor people will remain on the periphery.
- Despite significant progress in relation to the implementation of the IDP, incorporating the needs of community groups in the budget tends to be incidental and not the result of targeted budgeting.

These assumptions have to some extent, been used to inform this Framework.

*Chapter 5* of the Municipal Systems Act prescribes the Integrated Development Plan (IDP) as a principal strategic planning and budgeting instrument, which guides and informs all planning and development initiatives in a municipality. The IDP integrates, coordinates and aligns all developmental interventions at local level by all spheres of government and all role-players. It further sets





out community participation processes and a performance management element. Integrated development planning presents opportunities for women to participate and contribute to local development initiatives that stimulate economic growth and contributes to the improvement of quality of life. Limited exposure to political processes, lack of education and awareness on democracy and governance, mobility (transport), and lack of skilled development agents and planners, continue to hinder women's effective participation.

One of the main strategic objectives of IDPs as set out in the *Guidelines for Credible Integrated Development Plans*, 2006, is **Sustainable Livelihoods**. This requires the achievement of dynamic, sustainable, robust and inclusive economic growth that enables (1) job growth, (2) greater equity in terms of income and access to wealth and (3) decent livelihoods for all.

### 2.3 RATIONALE FOR MAINTREAMING GENDER IN IDPs

Gender transformation remains firmly on South Africa's development agenda. Government is also committed to the constitutional principles of gender equality and equity, hence the development of this Framework to guide local government's responses in this regard.

Measures are often required to address unequal access to resources and services by women, limited representation of women in decision-making and the subordination of women. A useful approach has been the systematic incorporation of considerations into policy, programmes and practices, so that before decisions are taken, an analysis is made of the circumstances and effects on women

and men. Integrated development planning presents an ideal situation for this approach, referred to as gender mainstreaming.

The IDP should not only be seen as a municipal tool but also as a government tool to provide opportunities to address all of the above. Local government is an important sphere of government for women and gender equity, as it has the potential to transform women's lives through the provision of services, such as water, sanitation, clinics, child care facilities, roads and transport. It is through the IDP framework that municipal councils must plan their functions and activities in a manner that will assist the socio-economic development of the community. At the heart of the IDP process is addressing of community needs in a participatory and integrated manner. It requires effective partnership with other stakeholders and thus, a unique opportunity to mainstream gender into the planning processes of local government.

### 2.4 DEFINING AN APPROACH TO MAINSTREAMING GENDER IN LOCAL GOVERNMENT

Gender mainstreaming refers to the systematic incorporation of considerations into policy, programmes and practices, so that before decisions are taken an analysis is made of the circumstances and effects on women and men. It is not simply concerned with increasing the participation of women, but the also the quality and conditions of their participation. Mainstreaming is not a goal but a process towards achievement of transformation and development goals (e.g. effective participation of women in local economic development). Thus, gender should be integrated into every municipal process, and women's organisations and representative of women in local

government, trade unions and civil society should have a gender specific voice in municipal planning and review.

Although gender is part of broader transformation management, it is both context-specific and cross-cutting. It is important that gender specific needs are always kept conceptually, analytically and organisationally distinct at all times in all levels of local government.

- Gender mainstreaming is a means to transform institutions and render them gender-aware. Mainstreaming is often effective with a gender-specific structure that effectively articulates the views of women, and constantly motivates and oversees processes so that the institutional moves towards an organisational culture, which is non-sexist, non-discriminatory and equal.
- South Africa has a policy and legislative environment that spells out areas of gender transformation and requirements for periodic reporting in local, national, regional and international processes;

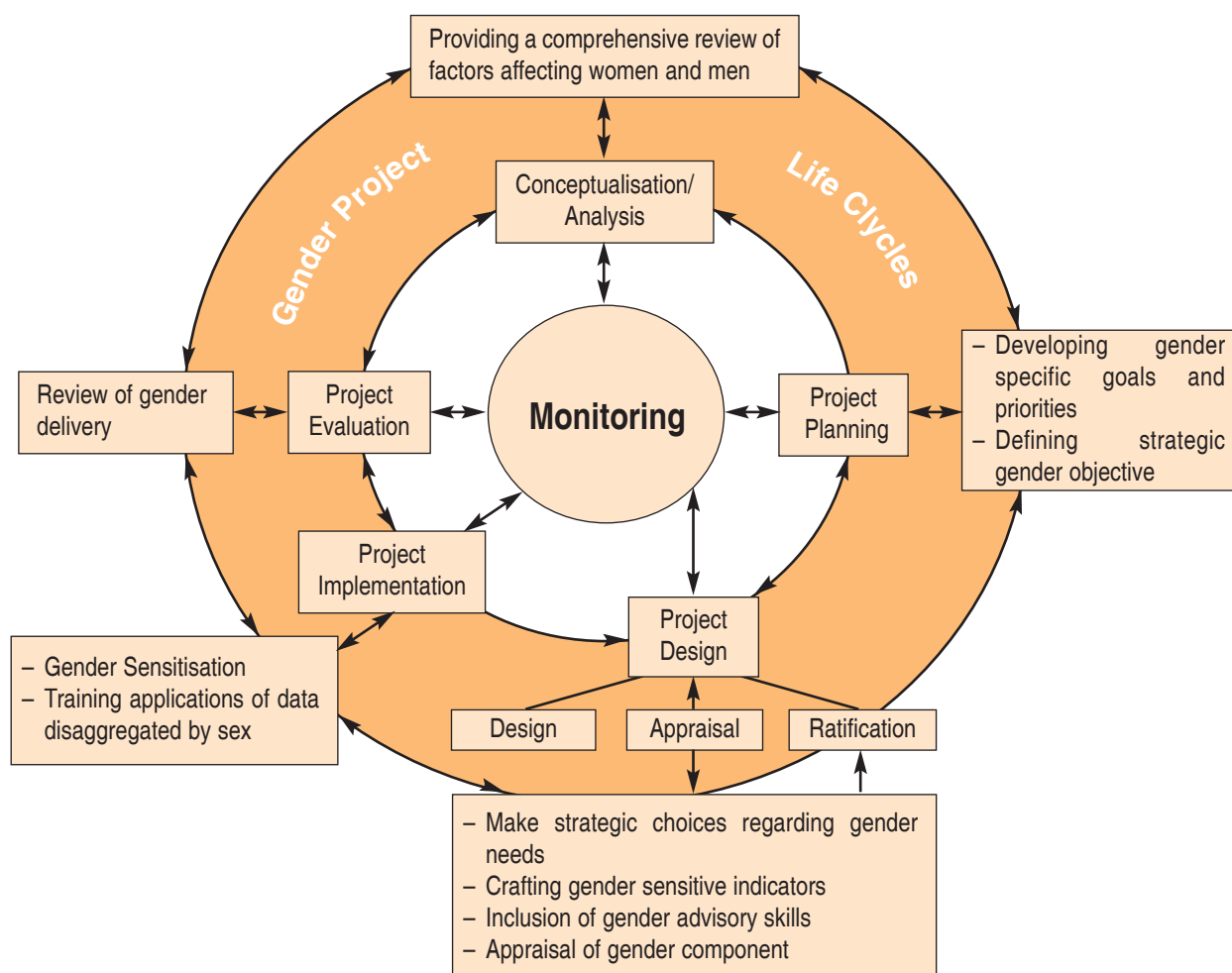
- Improvement in service levels, even for the poor, does not necessarily impact equally on women and men<sup>4</sup>;
- There is a need to incorporate gender concerns in planning and development processes, including development of appropriate indicators in all local government programmes at all levels;
- The evaluation of gender transformation presents an opportunity for the establishment and development of a body of knowledge for sharing across municipalities and other spheres of government.

Gender development issues therefore have to be addressed within the IDP as the legal provision and compliance requires. Local government has to be innovative in how it addresses issues of gender, and needs specific to woman; women's participation in IDP processes; communication; capacity building and gender-sensitive indicators, as advocated for in this Framework.

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4. GAP (2000) Water and Sanitation in Smartiestown: Looking at municipal service delivery transformation through a gender lens. A research project by the Gender Advocacy Programme, Cape Town

## GENDER MAINSTREAMING IN A PROJECT CYCLE



### Application of Project Life Cycle to Gender Mainstreaming

The project life cycle as a tool serves as an organising instrument for gender planning. For each phase there are complementary gender specific activities that must be accomplished. These activities could be derived from the local government programmes in line with five Key Performance Areas. This makes it easier for local government to audit activities and execute tasks to realizing transformation through various activities and outputs throughout the Project Life Cycle. The next section focuses on how the local government environment can achieve this.

The Framework complies with legislative instruments that have been put forward to support the gender transformation agenda. In conclusion, key steps necessary for mainstreaming gender include: sex disaggregated data and gender analytical information; women and men influencing the development agenda; incorporation of gender into in all stages of the project cycle; context specific action to promote gender equality and appropriate policies, competencies, budgets and monitoring systems.





## Key Focus Areas of the Framework



## KEY FOCUS AREAS OF THE FRAMEWORK

The Framework is aligned to the Key Performance Areas (KPAs) of local government outlined below.

- Municipal Transformation and Organisational Development
- Basic Service Delivery
- Local Economic Development (LED)
- Municipal Financial Viability and Management
- Good Governance and Public Participation

Two special areas on Gender Based violence and HIV and AIDS have been added.

- HIV and AIDS
- Safety, including Gender-Based Violence

Although these areas fall outside the five KPAs, they remain an important concern for women development and support in communities. In 2006 the **dplg** was tasked with championing the 16 days of Activism for **No Violence Against Women and Children**. There is a critical linkage between gender and HIV and AIDS, hence a

focus on the role of local government in these areas.

## 3.1 MUNICIPAL TRANSFORMATION AND ORGANISATIONAL DEVELOPMENT

### (a) Guidelines for Transformation

In accordance with the Local Government Municipal Systems Act, councils must "provide an equitable, fair, open and non discriminatory working environment" and Municipal Managers are obliged to comply with the Employment Equity Act, No. 55 of 1998. Where women are fast-tracked into management positions they must be afforded time to acquire the necessary experience and knowledge, gender training, and must have options of being mentored, and or coached or role-modelled of successful female management.

Consideration must be given to selection and recruitment policy targets for ensuring equal participation of women at all levels of decision making.

**Table 1: Selection, Recruitment, and Employment**

<ul style="list-style-type: none"><li>■ Interviewing panels should be as diverse as possible and be representative of the entire population</li><li>■ There should be a data base of suitable women candidates</li><li>■ Talent spotting, fast tracking, coaching, mentoring and promotion policy should be in place</li></ul>	
Issue	Related Indicator Questions
<b>Policy</b> <b>Recruitment</b> <b>Selection</b> <b>Job description/per agreement</b>	<ul style="list-style-type: none"><li>■ Is there an affirmative action policy in line with the Employment Equity Act? What does it say with regard to gender?</li><li>■ How are jobs advertised? What efforts are made to encourage women to apply? Are data banks of possible women applicants kept?</li></ul>



Issue	Related Indicator Questions
<b>Job description/per agreement</b>	<ul style="list-style-type: none"> <li>Are interview panels gender balanced? What kind of questions are asked?</li> <li>Is the responsibility for promoting gender equality in all policies, programmes and projects written into these documents?</li> </ul>
<b>Qualifications</b>	<ul style="list-style-type: none"> <li>What relevant qualifications do women and men in each job and grade hold?</li> <li>Are those with equal qualifications in the same grade? And could it be established that women with equal qualifications are proportionately graded?</li> <li>What is the organisation doing to encourage women to upgrade qualifications?</li> <li>Why are there differences? Is it because of assumptions about women not wanting to take responsibility, or because she might leave to have a family etc?</li> </ul>
<b>Career Pathing</b>	
<b>Age</b>	<ul style="list-style-type: none"> <li>What is the age distribution of women and men in each job and grade?</li> <li>Are the ages of personnel related to the numbers of years and experience of staff?</li> <li>Why are there age differentials? Is it because men are promoted at a younger age than women?</li> </ul>
<b>Training and development</b>	<ul style="list-style-type: none"> <li>What special efforts are made to provide training for women to bridge the gender gap?</li> <li>Is gender training provided, and if so, in what form? How many women and men attend training courses?</li> <li>Are these courses relevant to their work and will they add value to the work of the organisation? What grades are the trainees?</li> <li>Is there a difference between the numbers of women and men who attend courses? If so, does this mean that training needs of one or the other is not being attended to?</li> <li>If there is a difference in the attendance of women and men, why is this the case?</li> <li>Do courses meet the needs of women in comparison to men?</li> </ul>



Issue	Related Indicator Questions
Promotion	<ul style="list-style-type: none"> <li>How many women and men apply for promotion and how many are in the potential pool?</li> <li>What are the success rates for each sex?</li> <li>Do women and men apply for promotion in the same numbers? What does the organisation do to encourage people and women to apply for promotion?</li> <li>What are the criteria for selection? Are there any differences in terms of culture or perceptions?</li> <li>Is gender a consideration in promotion?</li> </ul>
Full time versus part time work	<ul style="list-style-type: none"> <li>How many women and men work part-time? In what jobs and grades are part-timers? For councillors, does the part-time nature of the work and remuneration, restrict who applies to become a candidate?</li> <li>Do part-timers feature more often in the lowest grades? What steps does the organisation take to ensure that part-timers are not discriminated against in terms of benefits? If there is a difference in the grades, why is this case?</li> </ul>
Length of service	<ul style="list-style-type: none"> <li>How long have women and men spent in each grade?</li> <li>Is there a difference? Where are women located in terms of age and grade?</li> <li>Does this indicate difference in the pattern of women and men's careers? Where are women located in terms of age and grade?</li> <li>Why is there a difference, and can we find instances of discrimination?</li> </ul>
<b>Working conditions and environment</b>	
Conditions of service	<ul style="list-style-type: none"> <li>Are benefits for male and female employees equal? Is maternity and paternity leave provided for?</li> </ul>
Sexual harassment	<ul style="list-style-type: none"> <li>Is there a sexual harassment policy? Has it ever been tested? What was the response?</li> </ul>
Working and physical environment	<ul style="list-style-type: none"> <li>Are employees required to work at night and are there any security provisions made?</li> <li>Is there provision for flexi time?</li> <li>Does the job involve a significant amount of travel? Are there childcare facilities/provisions?</li> <li>Has there been an assessment of the need for child care facilities in your municipality?</li> </ul>



Issue	Related Indicator Questions
<b>Working and physical environment</b>	<ul style="list-style-type: none"> <li>■ Is the municipality involved in providing such services? If not, why not? Are these services affordable to working class women?</li> <li>■ Is there a policy on sexual harassment?</li> <li>■ Is the use of sexist language banned?</li> </ul>

## (b) Institutional Transformation

It is widely recognised that women councillors face obstacles that prevent them from participating effectively and equally in decision-making structures.

### At the Municipality this will be achieved through:

- **Leadership:** To drive the promotion and protection of gender equity and gender equality in order to meet the requirements of the Constitution, the leadership of the municipalities and Senior Staff will drive the transformation of gender stereotypes, culture and attitudes in order to promote gender equality and gender justice.
- **Commitment:** The municipality commits to the development and implementation of policies and processes that will contribute to the outcome of gender equity, gender equality and gender justice.

- **Policies:** All policies and by-laws of the municipality need to consider the gendered implications of their effects (for instance, gender sensitivity in service delivery i.e. facilities and/or programmes).
- **Integrated Development Plans:** All the programmes, service provision, and procurement within the IDP should reflect gender sensitivity in its KPIs – both in terms of employment of women and men in those companies and in terms of the employment and impact on women and men of the programmes.
- **Communication:** All forms of communication should be gender sensitive and reflect the diversity of society and should not discriminate on the basis of gender, disability, age, race, culture and religion.

**Table 2: Possible Interventions – Capacity Building**

Issue	Related Indicator Questions
<b>Gender</b>	<ul style="list-style-type: none"> <li>■ Does the council organise diversity training and gender sensitivity training for all councillors and employees?</li> <li>■ Do councillors and programme staff with specific line responsibilities receive gender analysis training?</li> </ul>
<b>Skills</b>	<ul style="list-style-type: none"> <li>■ Do women and men have the skills to participate fully?</li> <li>■ If not how are these gaps being addressed through such training as: literacy; numeracy; language; computer skills; access to information; public speaking; negotiation; mediation; facilitation skills?</li> </ul>

**Table 2: Possible Interventions – Capacity Building (continued)**

Issue	Related Indicator Questions
Attitudinal	<ul style="list-style-type: none"> <li>How does the municipality with women councillors, who lack confidence to participate in policy formulation debates, address this?</li> <li>How open are councillors and municipal officers to contributions by women?</li> <li>Are women as a constituency/interest group represented?</li> <li>Are women's interests given a voice in ward committee meetings?</li> </ul>

## (c) Representation

The South African Development Commission (SADC) Heads of State have committed themselves to ensuring gender parity at all levels and in all areas of decision-making. The Municipal Structures Act states that: "Every party must seek to ensure that fifty percent of the candidates on the party list are women and that women and men candidates are evenly distributed throughout the list." Furthermore, the

Women in Local Government Conference of 2005 called for a statutory commitment to effect gender equality and 50/50 representation.

Local government structures should ensure that women are equally represented as candidates in elections; in ward committees and in leadership positions of all local decision-making structures, e.g. as mayors, speakers and committees by 2015.

**Table 3: Possible Interventions – Representation**

These questions assist in the development of indicators to measure the number of women represented in council and the quality of women's participation in council. These indicators attempt to measure the extent to which the municipality takes into account some of the issues, which may impede the participation of women in council life

Issue	Related Indicator Questions
Representation	<ul style="list-style-type: none"> <li>✓ What percentage of eligible women and men register as voters?</li> <li>✓ What percentage of all candidates in the most recent elections were women (ward and PR seats).</li> <li>✓ What percentage of seats do women hold in council?</li> <li>✓ What percentage of ward and PR seats are held by women in council?</li> </ul>





Issue	Related Indicator Questions
<b>Representation</b>	<ul style="list-style-type: none"> <li>✓ What proportion of women are there in top leadership positions (Mayor, Deputy Mayor, Chairperson, executive committees where these exist)?</li> <li>✓ What percentage of women chair municipal portfolio committees?</li> <li>✓ What percentage of women are in traditionally male dominated positions as opposed to more mainstream committees (e.g. management, finance)?</li> </ul>
<b>Participation</b>	<ul style="list-style-type: none"> <li>✓ What proportion of interventions do women in meetings make?</li> <li>✓ What proportion of these is made by women in top positions (e.g. Mayor, Deputy Mayor, Speaker, and Chairperson), women in opposition and women from the ruling party?</li> <li>✓ To what extent do women influence decisions? Do they merely make suggestions; are they able to influence decisions; and do they have the power to veto decisions?</li> <li>✓ To what extent do women participate effectively in meetings?</li> <li>✓ What measures have been taken to encourage more active participation by women councillors?</li> <li>✓ Do women councillors feel empowered to participate meaningfully in local government?</li> <li>✓ Do women councillors have equal access to necessary resources to participate fully?</li> </ul>

## (d) **Gender – responsive budgets**

Municipal budgets must be gender responsive. A budget is gender responsive if it ensures that:

- Resources are specifically allocated for the development of municipal policies and action plans flowing from this framework
- Gender is taken into account in all municipal budget allocations and expenditure
- Budget reviews at national, provincial and local government level demonstrate that it has considered the differential impact of spending on women and on men.
- A gender analysis accompanying all budget submissions thus ensuring that women and men benefit equally;
- Resources are allocated for overcoming the historical disadvantages faced by women.



## Gender Policy Framework for Local Government

- Separate line items for gender work are included in every departmental and sectional budget. This line item should be allocated after consultation with local government gender infrastructure and reported upon.
- The Gender Management System provided for in this framework requires gender-specific allocations for its functioning.
- Gender line items appear in IDP budgets and expenditure and are reported upon at every IDP review process.

**Table 4: Possible Interventions – Policy Development and Implementation**

These questions assist in the development of indicators to measure the extent to which the municipality is gender-sensitive and whether gender equity is part of the organization.

Issue	Related Indicator Questions
<b>Gender Policy</b>	<ul style="list-style-type: none"><li>✓ Does the municipality have a gender policy and is it an integral part of organisation's policy and mandate, or is it a stand-alone?</li><li>✓ Is gender reflected in key policy documents such as in the mission, and vision etc</li></ul>
<b>Budget</b>	<p>Women's participation in the budget process</p> <ul style="list-style-type: none"><li>✓ Is there a specific budget for promoting gender equality?</li><li>✓ Is there a specific budget for promoting employment equity?</li><li>✓ What percentage of total expenditure devoted to municipal services prioritised for women?</li><li>✓ How does the council ensure that all expenditure benefits women and men equally?</li></ul>
<b>Communication</b>	<ul style="list-style-type: none"><li>✓ Do political structures (Council), office bearers (mayor) and municipal staff members (municipal manager) regularly make public statements in favour of gender equality?</li><li>✓ Do policy documents, public communication and by laws of the municipality reflect a gender sensitive language?</li></ul>

## 3.2 BASIC SERVICE DELIVERY

### Integrated Development Planning (IDP)

Women carry much of the responsibility for meeting the basic needs of their households because of their socially prescribed roles in the patriarchal society. The quality of service delivery therefore affects women directly. **IDPs**, as the critical tool for developmental local government, must include a gender analysis as

a core component. The gender impact of each action must be reviewed, while gender specific processes and measures should become part of each IDP composition and review as a matter of course.

Thus, with regard to monitoring and evaluation a set of gendered targets and indicators must be developed to measure progress and ensure that these are mainstreamed into the Integrated Development Plans (IDPs).

**Table 5: Possible Interventions – Service Delivery**

Issue	Related Indicator Questions
<b>Water Sanitation and Electricity</b>	<ul style="list-style-type: none"> <li>✓ Is water, sanitation and electrification made available to every household?</li> <li>✓ Do households have access to Free Basic Service?</li> <li>✓ How is the level of accessibility in terms of distance to access services</li> <li>✓ What is the level of the affordability and quality of services?</li> </ul>
<b>Housing</b>	<ul style="list-style-type: none"> <li>✓ Is all data relating to housing disaggregated by gender?</li> <li>✓ Are discriminatory practices, especially sexual harassment carefully monitored?</li> <li>✓ Are title deeds provided timeously?</li> <li>✓ Do housing policies ensure access on equal terms for women without partners?</li> <li>✓ What proportion of women/men own houses?</li> <li>✓ How many hostel units are converted into family units?</li> <li>✓ What are the conditions for women in male only hostels?</li> <li>✓ Is there gender-disaggregated data on title deeds?</li> <li>✓ Is there gender-disaggregated data on upgrading of informal settlements?</li> </ul>



**Table 5: Possible Interventions – Service Delivery (continued)**

Issue	Related Indicator Questions
Transport	<ul style="list-style-type: none"> <li>✓ Whose transport needs and benefits, are being met?</li> <li>✓ Are taxi ranks, bus stations and stopping points regulated in order to make travelling safe for all people, but especially for vulnerable groups?</li> <li>✓ Is there proper policing of these areas?</li> <li>✓ Is pedestrian safety especially in townships policed?</li> <li>✓ What ratio of drivers' licenses are issued to women relative to men?</li> <li>✓ Does the municipality monitor the usage pattern of public transport by men and women?</li> </ul>
Environmental Management	<ul style="list-style-type: none"> <li>✓ Is there gender disaggregated data on the number of certificates granted to women and men; and the proportion of men and women in the energy and waste treatment area?</li> <li>✓ Are women encouraged to apply and who is responsible for the recycling of waste?</li> <li>✓ Are small businesses encouraged to participate and are women equitably considered?</li> <li>✓ Are there adequate and clean public ablution facilities provided – even if a nominal fee is paid?</li> <li>✓ Are these areas well-lit and safe and do they provide infant changing booths and disability friendly?</li> <li>✓ Are there any public parks in the city open spaces and in the suburbs and townships – both to counter the global warming process and to provide places where workers and informal sector workers can safely congregate during lunch-hours?</li> </ul>
Health	<ul style="list-style-type: none"> <li>✓ What is the infant mortality rate of boys and girls per 100 000?</li> <li>✓ What is the use of contraceptives among women and men?</li> <li>✓ What is the number of monthly pap smears; percentage adequate pap smears.</li> <li>✓ What is the average distance to the nearest health facility?</li> </ul>



**Table 5: Possible Interventions – Service Delivery (continued)**

Issue	Related Indicator Questions
<b>Health</b>	<ul style="list-style-type: none"> <li>✓ What is the average number of visits to a primary health care facility per person per year disaggregated by gender?</li> <li>✓ What is the average maternal mortality ratio per 100 000 per annum?</li> <li>✓ What is the prevalence of underweight under five year old boys and girls per 100 000?</li> </ul>
<b>Environmental Health</b>	<ul style="list-style-type: none"> <li>✓ Are women consulted in the management of waste?</li> <li>✓ Do they benefit from employment and business opportunities in this sector?</li> <li>✓ Are women expected to contribute voluntarily to environmental health management?</li> <li>✓ What efforts are made to involve men in such community initiatives?</li> </ul>
<b>Social Development</b>	<ul style="list-style-type: none"> <li>✓ What proportion of the budget is allocated to sports and recreation facilities that are used primarily by men versus those used by women?</li> <li>✓ What programmes exist to challenge gender stereotypes in sports?</li> <li>✓ Is there gender, age disaggregated data on use of existing facilities, e.g. retirement centres, community centres, libraries?</li> <li>✓ What percentage of women/men, boys/girls participate in campaigns on scientific and technological awareness?</li> </ul>
<b>Sports, Arts, Culture</b>	<p>There are two major steps that need to be taken:</p> <ul style="list-style-type: none"> <li>✓ Are interventions targeting the quality of life and status of women directly, such as victim empowerment programmes, shelters for abused women and their children, adult literacy and skills development programmes, programmes for women with disabilities, support programmes for girls and grandmothers looking after AIDS orphans?</li> </ul>

**Table 5: Possible Interventions – Service Delivery (continued)**

Issue	Related Indicator Questions
<b>Sports, Arts, Culture (continued)</b>	<ul style="list-style-type: none"> <li>✓ Are there new interventions to relieve the care giving responsibilities of women and girls? For example safe playgrounds, orphan care, support programmes for people with disabilities or living with HIV/AIDS, and early childhood development programmes. Are gender biases in services such as sport and recreation examined?</li> <li>✓ Is there support of pre-school and after-care centres to improve women's ability to seek or retain full-time employment?</li> </ul>
<b>Planning</b>	<ul style="list-style-type: none"> <li>✓ Is there a gender audit of the community being served?</li> <li>✓ If a baseline study is to be conducted, do the terms of reference specify that data should be disaggregated by gender?</li> <li>✓ Are women and men consulted in the drawing up of plans?</li> <li>✓ Does the municipality ensure that targeted gender planning and service delivery take place?</li> <li>✓ Is there a common agreement on how gender is to be defined and used in the plan?</li> <li>✓ Do the strategic objectives of the municipality explicitly mention gender?</li> <li>✓ Has information been collected from women about their constraints, opportunities, incentives and needs?</li> <li>✓ Are gender indicators included in the plan?</li> <li>✓ Are all units and departments required to include gender equity considerations in their business plans?</li> <li>✓ Is data on client satisfaction disaggregated by gender?</li> </ul>
<b>Gender-specific programmes:</b> <i>General</i>	<ul style="list-style-type: none"> <li>✓ Are there any gender-specific projects run by the council and how were these chosen?</li> <li>✓ What specific benefits do they provide?</li> <li>✓ Is there a danger that they could become an excuse for not mainstreaming gender?</li> </ul>





**Table 5: Possible Interventions – Service Delivery (continued)**

Issue	Related Indicator Questions
<b>Health</b> <p>The provision of health is a shared competency between municipal and provincial government.</p> <ul style="list-style-type: none"> <li>■ The operation and maintenance of primary health care services need to be located where people live – to be accessible to people on foot, especially for mothers and care givers in poor communities.</li> <li>■ Emergency services need to be prompt and adequate for people living in all communities, especially ones that are distant from hospitals.</li> <li>■ Primary Health Care services need to be taken to areas where people are too poor to go to the closest facility – mobile clinics are an answer.</li> <li>■ Marketing nursing as a profession to boy children</li> </ul>	

### 3.3 LOCAL ECONOMIC DEVELOPMENT (LED) AND ECONOMIC EMPOWERMENT

#### The Municipal Indigent Policy

Poverty is a gender issue because women make up the majority of the poor. Poverty is articulated in the **dplg** framework through the municipal indigent policy as not only the inability to access income, but the absence of capital such as land, access to natural resources, and a climate of democracy and security necessary to enhance the capabilities of the poor and excluded (dplg, 2004). It is therefore important to consider those households which are headed by women and include them in the indigent register. In updating the register, it is important to note any changes around gender patterns and trends.

#### Gender Equity

**Procurement policies** of local government must ensure that they have due regard for gender equity, and that issues of multiple disadvantage are considered so that, for instance, Black women access their fair share

of municipal tenders. Where necessary, local government must take steps to ensure that women are targeted in the awarding of municipal tenders.

LED processes need to conform to gender-equity in composition, and that gender-specific voices are heard in planning and execution.

LED can do much for **job creation** by creating the correct regulatory environment and by direct municipal investment. Including women's concerns would ensure that this work carries out the spirit and the intent of the Constitution. Local Government can transform the local economy as a powerful economic agent.

The correct regulatory environment and direct municipal investment will do much for job creation. It is important to incorporate gender-disaggregated data in every IDP, with an indication on the number of jobs created per rand invested in LED as well as the gender distribution of these jobs. In this way gender-sensitive planning can be approached from an informed position. This planning should be accompanied by a proper monitoring and evaluation mechanism.

**Table 6: Possible Interventions – Job Creation**

Job creation: Steps to be taken include:

- Job creation programmes and initiatives must target both women and men.
- Skills development programmes must cater for women and men equally.
- Local level tourism initiatives must target all areas of the municipality

Issue	Related Indicator Questions
<b>Economy and job creation</b>	<ul style="list-style-type: none"> <li>✓ Does the municipality's (LED) programme target women entrepreneurs as key beneficiaries?</li> <li>✓ What percentage of women and men are employed by the municipality and in what job categories?</li> <li>✓ What percentage of women and men benefit from the roll out of informal trading facilities throughout the inner city?</li> <li>✓ What percentage of women and men benefit from growth in the tourism industry?</li> </ul>
<b>Procurement Policy and practices</b>	<ul style="list-style-type: none"> <li>✓ Do procurement policies set points for gender for contracts allocated by the municipality?</li> <li>✓ What proportion of contract value is given to firms with at least thirty percent women ownership and employees?</li> <li>✓ Have targets been set for increasing the number and value of contracts received by women, taking into account race and other forms of diversity?</li> <li>✓ Do special programmes take into account and address additional barriers to women accessing contracts?</li> </ul>



### 3.4 MUNICIPAL FINANCIAL VIABILITY AND MANAGEMENT

Corruption affects the delivery of a service, by either making basic services more expensive, or resulting in non-delivery. Women's unpaid labour often fills the gap of poor or expensive service delivery. Thus **anti-corruption** measures and strategies to improve transparency and accountability in local government service delivery are central to a good gender mainstreaming programme. (Refer to the anti-corruption strategy in local government.)

The difference between poor performance management and corruption is a very fine line. Thus, transparent monitoring, evaluation and communications structures for the eradication of corruption is crucial for municipal financial viability. A sound performance management system is necessary for effective service delivery. Integrating gender into this system through gendered performance indicators will go along way to accelerate gender mainstreaming.

### 3.5 GOOD GOVERNANCE AND PUBLIC PARTICIPATION

Gender equality is intrinsic to all the basic pillars of good governance: fair representation; equal participation; transparency; accountability and responsiveness, and thus a better system for the delivery of goods and services.

The achievement of gender equality in governance is not just a matter of equity but it is also a matter of efficiency and efficacy. Gender is not being mainstreamed only because it is right to do, it is a system of governance in which all sectors of society are fairly represented and in which they participate equally. Moreover it is a system that also works better. Furthermore, the important strategic thrust of local government is to deepen democracy and promote good governance.

A key challenge of gender equality has been that gender issues are not recognised as important and that the voices of those individuals disadvantaged by their sex have been largely silenced. Access to information, communication strategies, and ability to participate in governance has been discriminatory towards women. This discrimination has compounded multiple forms of disadvantage such as race and poverty.

The absence of women's voices and women's effective participation has had a negative effect on service delivery, particularly since women, because of their gendered roles, are the major end users of key municipal services such as water and sanitation. The goals of equality and development are dependent on the active participation of women and the incorporation of women's perspective at all levels of decision-making. In achieving this goal, it is important to understand the power relations between women and men that are manifested in a range of beliefs, ideas and practices.

IDP practitioners need to gain a deeper understanding of gender theory and policy work in order to be able to analyze and intervene in these and other key factors affecting sustainable development in their municipalities. Consulting sensitively with communities, who are the ultimate source of this knowledge, is key. Gender categories must be incorporated as standard in every IDP target, and disaggregated data must be supplied at the annual IDP evaluation. Where there is sufficient capacity, such data should recognize multiple disadvantage through tracking gender by race, income level, disability, age, etc. In this way local government will be able to develop a multi-faceted policy based on adequate data.





**Table 7: Possible Interventions – Communication**

Measures to be taken to ensure equal participation by women and men in local government and in all local government processes include:

- Monitoring of local government proceedings to ensure that women and men participate equally in meetings and decisions.
- Promoting equal participation of women and men in ward committees and other structures at grassroots level which work with local councillors and ensure that women's voices are heard.
- Ensuring that women are effectively represented in IDPs in housing policies and in urban planning.
- Ensuring that women and men constituents are consulted directly by councillors and ward committees, to ensure that their interests are represented apart from party political interests.
- Establishing gender forums on the ground and ensure that they have real influence where it matters, on policies and decisions at all levels, on all issues.

Local government should exercise positive discrimination by ensuring that participatory processes allow for women-only spaces, facilitated by women, to provide gender-specific input into municipal planning processes, as in the IDP.

**Table 8: Possible Interventions – Participation**

Measures to be taken to ensure equal participation by women and men in local government and in all local government processes include:

- Monitoring of local government proceedings to ensure that women and men participate equally in meetings and decision making.
- Promoting equal participation of women to men in ward committees and other structures at grassroots level which work with local councillors and ensure that women's voices are heard.
- Ensuring that women are effectively represented in IDPs in housing policies and in urban planning.
- Ensuring that women and men constituents are consulted directly by councillors and ward committees, to ensure that their interests are represented apart from party political interests.
- Establishing gender forums on the ground and ensure that they have real influence where it matters, on policies and decisions at all levels, and on all issues.



**Table 8: Possible Interventions – Participation**

Issue	Related Indicator Questions
<b>Public participation</b>	<ul style="list-style-type: none"> <li>✓ Does the council have a detailed profile of the community, with relevant figures such as employment and income disaggregated by race and gender?</li> <li>✓ What percentage of women and men are there in ward committees? Is the 50 percent provision of women in the Municipal Structures Act being observed?</li> <li>✓ What percentage of women and men are there in leadership positions in ward committees?</li> <li>✓ Has the municipality adopted targeted community participation strategies to facilitate the involvement of marginalised groups, especially women, in community decision-making?</li> <li>✓ To what extent do women and men participate in public meetings and events organised by the municipality?</li> <li>✓ In organising community meetings, does the municipality ensure that the meeting venue is accessible, and whether transport is provided to protect the safety of women?</li> <li>✓ Does the municipality organise meetings and events that have a specific focus on promoting gender equality?</li> </ul>
<b>Policy Formulation Process</b>	<ul style="list-style-type: none"> <li>✓ What is the policy formulation process in the municipality?</li> <li>✓ Were both women and men consulted and did they participate in the policy formulation process?</li> <li>✓ If so which specific categories of men and women were targeted (urban, rural, young, old etc)?</li> </ul>



## 3.6 HIV AND AIDS

HIV and AIDS remain dominant in South Africa's development agenda. It impacts negatively on local government services by increasing the demand for access and provision. Consequently, it influences the municipal expenditure and income base, impacting negatively on municipal financial viability and management.

The dplg's HIV/AIDS implementation framework highlights the following challenges<sup>5</sup>:

- Intergovernmental relations in transformation include an uneven readiness of Provincial departments to perform their support roles to local government<sup>6</sup>
- Local government displays a limited understanding of gender issues and the particular susceptibility and vulnerability of women to HIV and AIDS<sup>7</sup>.
- Absence of locally-specific information on HIV and AIDS prevalence and incidence,

and the implication of this information for development priorities, leading to over-reliance on National and Provincial-wide ante-natal prevalence data alone as a means to consider HIV and AIDS issues in Municipal planning and implementation<sup>8</sup>.

The correlation between HIV and AIDS, poverty and the disproportionate impact on women; young people and children have increasingly become reflected in policies and targeted responses by a multitude of stakeholders. Local government is challenged to address a number of issues including mainstreaming of HIV and AIDS in development planning processes; developing policies and programmes and building institutional capacity to respond effectively to the epidemic. An intersectional analysis is also important to direct approaches to more effective prevention and care strategies, through the collaborative relationship between important stakeholders, stable intergovernmental relationships, and interdepartmental efforts.

**Table 9: Possible Interventions – HIV and AIDS**

Prevention, treatment, support	Indicator Related Question
	<ul style="list-style-type: none"><li>✓ What is the proportion of women and men who go for VCT?</li><li>✓ Where there are gender gaps, what efforts have been made to redress these?</li><li>✓ What percentage of women and men use condoms?</li><li>✓ What is the availability of female condoms at clinics?</li><li>✓ What is the availability of PEP at all health facilities and information campaigns surrounding this?</li><li>✓ What percentage of women and men benefit from ARV roll out?</li><li>✓ What support is there for caregivers?</li><li>✓ Has the municipality assisted in establishing support groups?</li></ul>

5. dplg Implementation Plan for Supporting Effective Development and Governance Response to HIV and AIDS, August 2006.

6. Ibid. pp. 3

7. Ibid. pp4.

8. Ibid.



### 3.7 SAFETY, INCLUDING GENDER-BASED VIOLENCE

Violence against women and children remains one of the most daunting challenges in South Africa. Entrenched social and cultural norms make domestic violence a particularly difficult problem.

Observations in relation to violence against women include the following:

- Economic powerlessness makes women disproportionately vulnerable to the consequences of physical violence and emotional abuse;
- The prevalence of gender-based violence threatens social cohesion and renders our efforts at nation building meaningless. It is therefore not only a woman's issue but an issue that concerns the nation as a whole.
- The absence, or inaccessibility, of basic services such as water and electricity makes women vulnerable, especially to rape and physical violence;
- Town planning, the siting of parks, open spaces, community centres, public transport routes and links, as well as municipal markets and the granting of hawker's licences, likewise should incorporate a safety inventory;
- Sexual harassment in the workplace, schools and other public places is characterised by unequal power relations and economic powerlessness. This renders meaningless efforts to transform the workplace in terms of employment equity. As such, it is critical that a sexual harassment policy forms part of every gender policy.

Moreover, there are specific ways in which violence against women directly affects their ability to participate effectively in local government. At a public level, the safety of women councillors needs to be taken into account when deciding on meeting venues and times, and transport to meetings, especially at night. At a private level, women councillors may face the threat of domestic violence or sexual abuse if their partners, other family members or neighbours resent their political participation. Given the extent of violence against women in our society, questions related to this issues should also be included .

South Africa has an extensive policy and legislative framework to address violence against women in all its forms. Local government, like the other spheres of government, has an important role to play in addressing the scourge. It can mobilize men as partners in the battle to end gender-based violence. Other appropriate interventions include raising awareness, developing workplace sexual harassment policies, reducing women's vulnerability through the creation of income-generating activities, and ensuring women's safety through the provision of street lighting, provision of places of safety by availing unutilised buildings for gender-based violence interventions such as counselling rooms and shelters.

Although 80% of violence against women occurs in the home, this violence takes place within a social and cultural matrix, which normalizes violence against women. So pervasive is this process of normalization that, for instance, debates on crime commonly



occurs without a discussion of violence against women. Traditional leaders have a critical role to play in encouraging communities to practice cultures which do not violate the rights of others. Gender mainstreaming in local government should therefore ensure the denormalisation of violence against women by ensuring that its planning and service delivery focuses a holistic, targeted approach to ending violence against women.

Lastly, this policy framework recognizes the intersection between high HIV/AIDS prevalence rates, and high rates of gender-based violence. It is no coincidence that South Africa has both the highest rates of femicide in the world, and the fastest rising infection rates of women. Addressing gender-based violence should form an integral part of any HIV/AIDS prevention strategy. Local government must actively contribute to this by localising the national 365 Days of Action to End Gender Violence, plan. Key areas for action are:



Table 10: Possible Interventions – Safety and Gender Based Violence
<b>Prevention: <i>Women's Safety</i></b>
<ul style="list-style-type: none"><li>■ Conduct a gender safety audit and convene an annual Women's Safety Assessment Focus Group.</li><li>■ Effect safety improvements at cemeteries, transport termini, parks, street vendor shacks, unused, buildings, areas where grass is uncut, and other vulnerable public areas. Develop and implement a lighting master plan for the municipality, plan-maintenance must be in place-monitoring mechanisms and turn around time.</li><li>■ Name all streets clearly so that police and other emergency services can reach residents with ease in the event of emergencies. In informal settlements each municipality should develop land marks.</li><li>■ Conduct safety awareness programmes, watchdog-community including all community based structures e.g. community policing forums, CDWs, etc.</li><li>■ Involve street hawkers in crime watchdog projects.</li></ul>

**Table 10: Possible Interventions – Safety and Gender Based Violence**

## Public Awareness Campaigns

- In partnership with NGOs and CBOs, stretch Sixteen Days of Activism campaign to a year-long campaign.
- Mount high profile campaigns to reclaim areas that have become unsafe for e.g. Take Back the Night campaign to sustain the momentum.
- Promote involvement of men and boys in ending gender violence.
- Monitor and evaluate impact of all public awareness campaigns
- Join the 'Making IT work for Gender Justice' initiatives such as cyber dialogues.
- Monitor and evaluate impact of these campaigns.

## Response

- Ensure effective and efficient community policing forums (CPF).
- Strengthen and support the network of victim empowerment service providers.
- Develop and maintain an updated database of services and facilities available to survivors and victims of gender-based violence. Capacitate survivors of gender violence with life skills and provide ongoing support in collaboration with various community structures.
- Encourage role modeling of survivors and victims.
- Establish gender units and family counselling services at people centres with appropriate resources.
- Ensure that clinics and health facilities operated by local government strengthen the capacity of communities to understand the link between gender-based violence and HIV and AIDS.
- Facilitate the enhanced and coordinated provision of post-traumatic services and facilities (linking immediate medical care, PEP, counselling, ongoing victim support).
- Alleviate the burden of home-based care that is shouldered by women in the majority of cases.

## Support

- Carry out an audit of safe houses.
- Commit municipality resources to strengthen and ensure sustainability of existing places of safety and establish some in places they do not exist.
- Each municipality to establish/support at least one place of safety.
- Establish day care centres for the elderly to ensure their safety.
- Ensure that women are economically empowered to reduce their vulnerability to gender violence.



**Table 10: Possible Interventions – Safety and Gender Based Violence (continued)**

## Coordination

- Establish multi-sector coordinating structures to tackle gender violence.
- Strengthen relations with local police stations and ensure that cases of GBV are efficiently and effectively addressed.

## Children, socially excluded vulnerable groups

All gender violence intervention initiatives should give special attention to the needs of children and vulnerable groups such as the elderly, people living with disability and the socially excluded groups such as lesbians and gays.

## Safety and Security

Although safety and security is the responsibility of national government, it is an issue of concern for many women at a local level. Municipalities may want to monitor violent crimes against women so that they can appropriately target any social and educational programmes that they may run. Some questions to ask are:

Some questions to ask are: Safety and security: Gender violence flagship

- ✓ What is the extent of violence against women and children in your community? For example, are there statistics on rape, domestic violence, and abuse of children available to you as a public representative?
- ✓ Is the municipality safe for women and children?
- ✓ Can women walk around safely at any time of day or night?
- ✓ Is there a safe public transport for women and children?
- ✓ Is there adequate street lighting?
- ✓ Is there a good working relationship with the police in the neighbourhood?
- ✓ Is there a Community Policing Forum, and if so, does it take issues of violence against women and children seriously?
- ✓ Are women adequately represented on this forum?
- ✓ Is there a shelter where abused women and children can be protected from further violence? Does the municipality contribute to the costs of running such a shelter?
- ✓ What high profile campaigns have been conducted on gender violence and what has been their impact?
- ✓ What victim empowerment and prevention programmes exist?
- ✓ Does the municipality initiate/participate in high profile campaigns against gender violence?
- ✓ What has the municipality done to ensure that men become involved in campaigns against violence?

In addressing these concerns of equity, equality and empowerment, it is vital to ensure that in addition to very specific issues affecting women, in particular, violence and HIV and AIDS, all the five KPAs are entrenched in every programme and action of local government. The indicators put forward are not exhaustive, but serve to point out some key questions to consider around gender mainstreaming across local government levels.



# The Institutional Framework: Gender Management Systems (GMS)





### **GENDER MANAGEMENT SYSTEM (GMS)**

The process of promoting the advancement of equality between women and men in all spheres of life is vested in the national, provincial and local machinery. This comprises a network of advocacy and monitoring agencies within and outside government. The Office on the Status of Women (OSW) and the Commission on Gender Equality (CGE) are central to this network. The OSW is the formal government apex of the gender machinery, while the CGE is a constitutional structure, with a broad mandate relating to the promotion of gender equality. Other structures of the machinery include Gender Focal Points in government departments, parliament and civil society. In order to accomplish gender mainstreaming, it is important that these structures work together at national and provincial levels. Therefore, provincial OSWs must play a key role in assisting provincial and local actors in local government in the implementation of this policy.

This chapter is aimed at outlining a framework for the establishment of efficient, effective and co-ordinated machinery for the formulation, implementation, monitoring and evaluation of government policy on women's empowerment and gender equality.

#### **4.1 GENDER FOCAL POINTS**

The National Policy Framework stipulates that each national and provincial department establish a Gender Unit or Gender Focal Points (GFP). Depending on the budget of the department, section or unit, the GFP may consist of as many persons as are considered necessary for the execution of this policy framework and implementation plan. It is recommended that:

- The gender unit or GFP be located in the office of the Head of Department (HOD). This arrangement is aimed at ensuring easy access to all programmes and officials within a department, thus creating an enabling environment for mainstreaming.
- In instances where it is physically impossible for the unit to be located within the office of the HOD, facilitation of gender mainstreaming and women empowerment should be included in the HOD's Performance Agreement as a KPA so that he/she takes responsibility for implementation.

##### **4.1.1 Functions of the GFPs in government departments**

- To ensure that each department implements the National Gender Policy;
- To ensure that gender issues are routinely considered in departmental strategic planning exercises;
- To ensure that departments reflect gender considerations in their business plans and routinely report on them;
- To review departmental policy and planning in line with the National Gender Policy Framework;
- To review gender implications in all policies, projects and programmes;
- To ensure that departments provide and use gender disaggregated data in their work;
- To establish mechanisms to link and liaise with civil society;
- To co-ordinate gender training and education of all staff within departments so as to ensure that gender is integrated into all work aspects;





- To monitor and evaluate departmental projects and programmes thus ensuring that they are in compliance with national gender policy.

#### 4.1.2 The dplg and SALGA Gender Focal Point

The Equity Development Unit GFP in **the dplg** will carry out the following functions. In collaboration with SALGA

- Support municipalities in the development and implementation of gender policy and municipal gender plans;
- Monitor the implementation of local government gender policy;
- Advise municipalities on gender mainstreaming in policies, practices and programmes;
- Facilitate the establishment of municipal gender units;
- Facilitate the intergovernmental implementation and monitoring of gender policy.

#### 4.1.3 Provincial Departments of Local Government

The provincial departments will carry out the following functions:

- Support the district and local municipalities intergovernmental implementation and monitoring of gender policy;
- Liaison with the provincial OSW and SALGA in the implementation of programmes;
- Liaison and support of local government and traditional councils in mainstreaming gender and women empowerment;
- Systematic gender-specific data-gathering and regular reporting to **the dplg**.

#### 4.1.4 Municipal Gender Focal Point

This policy framework directs that ultimate responsibility for the work of the municipal GFP be located in the office of the mayor, who may delegate the Municipal Manager to supervise the GFP, as a section 57 post. Municipal GFPs will:

- Advance a local government policy on women's empowerment and gender equality;
- Ensure that gender issues are routinely considered in planning sessions, including integrated development planning;
- Ensure that gender is incorporated in the municipal performance management system;
- Advise and brief the Mayor, Deputy Mayor and Municipal Manager on all matters pertaining to the empowerment of women;
- Liaise with civil society structures dealing with women's and gender issues;
- Work With Community Structures, Municipal Departments, Provincial Offices on The Status Of Women, Provincial Local Government Departments and the National Department of Provincial and Local Government, in mainstreaming gender in policies, practices and programmes;
- Ensure the provision and use of gender disaggregated information in all municipal operations and reporting;
- Facilitate training in gender analysis, including training for staff and councillors, community-based organizations; ward committees and community development workers.



- Initiate and promote cross-sectoral action on cross-cutting issues such as violence against women, and HIV and AIDS;
- Facilitate training for women in both internal and external structures of the municipality to ensure skills development in areas deemed necessary for women empowerment; and
- Facilitate the establishment of a municipal gender forum.

### 4.2 LOCAL GOVERNMENT GENDER FORUMS

**the dplg** Gender Forum

**the dplg** should establish and launch a Gender Forum with the following objectives:

- The creation of an environment that acknowledges social aspects of discrimination such as the gender division of labour, stereotypes, prejudices and assumptions about women.
- Making recommendations for the adoption and implementation of policy and strategies to address inequalities and/ or discrimination resulting from these aspects.

#### 4.2.1 The functions of the Forum:

- Routine assessment and production of reports on the gender status quo;
- Facilitating gender-sensitive training for women and men to promote non-discriminatory working relationships and respect for diversity in work and management styles;
- Raising awareness among employers and workers on existing legislation that protects their human rights;

- Contributing to the development of programmes that address inequality and discrimination, e.g. sexual harassment, HIV and AIDS; etc.
- Making contributions on family-friendly policies;
- Carrying out surveys to establish the impact of departmental policy on men and women;
- Introduction of mechanisms to acknowledge achievements of women;
- Facilitation of activities to observe and celebrate national and international events;
- Coordination of awareness-raising events on issues affecting women (e.g. on disability, sexual harassment, HIV and AIDS);
- Facilitating dialogue on issues of concern raised by employees;
- Disseminating information on topical gender issues relevant to the department's employees; and
- Continuous monitoring and review of policies and programmes and their implication on gender.

#### 4.2.2 Provincial DLG Gender Forums

This policy framework considers institutional structures key to its implementation. It is foreseen that Provincial Departments of Local Government institute provincial gender forums with functions similar to those of **the dplg** National Gender Forum. Their purpose will be to support, and report to, **the dplg** National Gender Forum as well as to their provincial directors.



## 4.2.3 Local government Gender Forums

It is important that municipalities and traditional councils form local government gender forums with functions similar to those of those of provincial Gender Forums. Their purpose will be to support, and report to, the provincial Gender Forum as well as to their municipal managers or traditional leaders.

*Structures that may need support are:*

**Gender Equality Committee in Council:** This Section 79 committee would provide political oversight to the task of gender mainstreaming. It would consist of male and female councillors.

**Multiparty Women's Caucus:** This existing committee would continue to provide a forum for mobilising and empowering women councillors regardless of the political affiliation.

**Gender Manager:** The National Policy Framework proposes that the municipal Gender Focal Coordinator be located in the office of the mayor or the municipal manager and must be appointed at sufficiently senior level to be able to access management. Gender mainstreaming should be written into the Performance Agreements of all senior managers.

*The Gender Manager should:*

- Coordinate the gender focal points in each of the departments and facilitate a municipal gender forum.
- Ensure that gender issues are routinely considered in planning and review processes.
- Ensure that gender KPIs are developed and incorporated into all departmental score cards.

- Ensure that gender disaggregated data is continually collected, analysed, kept and used for planning purposes.
- Advise and brief the Mayor, Deputy Mayor and Municipal Manager on all matters pertaining to the empowerment of women.
- Partner and collaborate with civil society, community structures, research institutions, etc.
- Facilitate training in gender and development.
- Initiate and promote cross sector action on issues such as violence against women and HIV/AIDS.

**Gender Focal Points:** Would be appointed in each of the key departments, at a sufficiently senior level to influence decision-making. Gender would form part of their job descriptions. A key task would be to identify the gender issues in their area of work; devise an action plan and develop appropriate indicators.

**Gender Forum:** This would comprise the Chairs of the Gender Equality Committee, Women's Caucus, Gender Co-ordinator and Gender Focal Points.

Gender capacity building is an essential part of Gender Management System, especially at three levels:

- General awareness for the whole organisation
- Understanding of gender planning concepts at leadership and senior management positions.
- In-depth gender analysis skills for councillors leading committees responsible for gender mainstreaming and gender focal points.



**Table 11: Possible Interventions – Institutional Arrangements**

**Gender Management System, Structure, Capacity and networking**

**Gender structure/focal point**

- ✓ Is there a gender structure/unit/focal point?
- ✓ At what level is the gender focal point employed?
- ✓ What other responsibilities does the gender focal point have?
- ✓ Has the GFP received gender training?
- ✓ Does the GFP have clear terms of reference?
- ✓ Is gender a core function of the GFP job description or is it an add on?
- ✓ How does the gender structure/focal point ensure the engagement of the whole organisation on gender issues?

**Analytical Capacity**

- ✓ Who in the organisation has received gender training?
- ✓ Who provided the training?
- ✓ What impact did it have?
- ✓ What plans are there for ensuring that all levels of the organisation receive gender training?

**Links with civil society**

- ✓ Are organizations dealing with gender represented on ward committees?
- ✓ Are gender organizations represented in gender structures created by the municipality?
- ✓ Are these consulted in policy formulation?
- ✓ Are there mechanisms for ensuring regular networking with gender organizations?
- ✓ Do these organizations participate in IDP processes?

The Institutional Framework is based on the Gender Management System as articulated in the National Framework for Gender Equality and Empowerment. It is adapted to the context of local government in all three spheres. The roles of the key partners are clarified but are not limited to the list. The major output relates to the development and the implementation of the policy framework with performance management forming a critical component.



## Monitoring and Evaluation





### MONITORING AND EVALUATION

Monitoring and evaluation are essential in establishing the extent to which strategic objectives are being realised. The collection of social, economic and demographic information to monitor the extent and nature of change is a priority in managing the reduction of poverty, and compliance with policy and legislative requirements. Monitoring refers to the measurement of the implementation of this Gender Policy Framework. In this regard, it is important to develop both quantitative and qualitative indicators as units of measurement. Existing platforms and programmes for continuous **monitoring** of local government programs should be targeted to leverage gender mainstreaming and interventions, namely, the IDP reviews and the IDP engagements.

**Evaluation** refers to the overall progress of the Framework, and includes periodic review of principles and assumptions informing the framework, as well as the aims and objectives of the framework. In this regard, it is suggested that the Gender Policy Framework be subjected to an overall **review** after five years. It is recommended that, in order to institutionalise gender mainstreaming, both **the dplg** and other levels of government undertake to align IDP and other review processes, such as IDP Hearings.

- In the context of the Framework, the objectives of monitoring and evaluation include: Measurement of the success and impact of programmes that seek to advance gender equality and equity principles;

- Measurement of the long-term effectiveness and impact of policy on women's lives, and society in general.

The Integrated Governance and Planning Framework adopted by the Cabinet Lekgotla in July 2001 presents an opportunity for the gender machinery to focus on improving, amongst other things, monitoring and evaluation programmes across all spheres of government and establishing gender indicators for the achievement of specific outcomes. One objective of the co-ordination mechanism is the assigning of roles and responsibilities for delivering gender programmes, within a framework that requires participation and collaboration. Such a co-ordination framework facilitates coordinated service delivery, communication and accountability, and the development of a Management Information System (MIS).

Since municipalities vary enormously in terms of size, capacity and geographical location, it is not advisable to stipulate in this policy framework an exact set of measurements and indicators for the success of gender mainstreaming in every municipality. In order to ensure that these meet the needs of all stakeholders, and to ensure buy-in from everyone whose contribution is necessary to implement this policy framework, performance indicators and monitoring mechanisms need to be negotiated carefully with all stakeholders at local government.

What this policy framework does is to model, by example, the procedure from policy work to setting indicators.





## 5.1 MONITORING

**Table 12: Possible Interventions – Monitoring and Evaluation**

- ✓ Are service/employment/procurement statistics disaggregated by gender?
- ✓ Do Key Performance Indicators (KPI's) enable the municipality to assess how service delivery impacts on women and men from different backgrounds in the community?
- ✓ Are managers made fully aware of their responsibility with regard to gender mainstreaming and is this built into Performance Agreements?
- ✓ Does the leadership raise questions regarding performance on gender targets constantly?

### 5.1.1 Allocating Institutional Responsibility.

While the responsibility to mainstream this policy framework falls upon all levels of local government and all officials of **the dplg**, in partnership with SALGA, the responsibility to drive and monitor the implementation of the policy rests in the first instance with **the dplg** National Gender Focal Point(s) (NGFP). This NGFP needs to receive regular reports from provincial dplg GFP's, who in turn should regularly receive reports from local government GFP's in their province. It remains critical to develop a system for monitoring and reporting on gender mainstreaming and interventions.

The National dplg GFP then needs to compile a national report on progress in implementing this policy framework, and forward it to **the dplg** Director-General, SALGA as well as to **the dplg** Gender Forum, SALGA GFP, and the National Gender Machinery, as mandated by the National Gender Policy Framework's guidelines on dual reporting structures.

In addition, it is expected that the Municipal Manager's annual report to **the dplg** includes a gender-specific component as well as indicating gendered aspects of the other components of the report.

### 5.1.2 Performance indicators for the dplg

- That this gender policy framework is adopted and implemented
- That provincial GFP's are appointed and offered training
- That provincial Gender Forums are constituted

### 5.1.3 Performance Measurements for Provincial DLG

- That provincial GFP's are appointed and training offered
- That provincial Gender Forums are constituted



### 5.2 PERFORMANCE INDICATORS FOR LOCAL GOVERNMENT:

Provincial DLG Gender Focal Point should report on the following:

- The number of municipalities in the province with a gender policy, including a sexual harassment policy and an action plan, within the guidelines as set out in this policy framework
- The number of municipalities in the province with a formally adopted policy and plan.
- The number of municipalities with appointed Gender Focal Point a capacity-building programme.
- The number of municipalities with a capacity-building programme
- The number of municipalities with an allocated budget for the GFP office
- The number of municipalities with Focal Points, a Gender Forum and other gender mainstreaming infrastructure as set out in this policy framework.
- The number of municipalities with a successful communications strategy and ensuring that the process and content of their gender policy is communicated to all men and women within their jurisdiction? Such a campaign to include communication in the local indigenous languages, and have regard to prevailing local rates of adult illiteracy. Policies should also be made available in Braille and seek as far as possible to communicate their contents on local community radio.
- Particular problems or issues as reported upon by municipalities GFPs.

The National GFP can then compile a national report presenting performance indicators for the adoption and implementation of this policy framework.

### 5.3 PERFORMANCE OBJECTIVES FOR LOCAL GOVERNMENT

It is recommended that the process of writing policies and action plans begin with district municipalities and be cascaded to local municipalities. **In this case, this policy framework shall be deemed successful if it can achieve the following:**

- 50 % coverage within a year, i.e. that 50 % of municipalities have written a gender policy, including a sexual harassment policy, and an action plan within a year.
- 80 % coverage within two years.
- 100 % coverage within three years.

**This policy shall be deemed successful if the following are accomplished:**

- 40 % coverage within a year, i.e. that 40 % of municipalities have formally adopted a gender policy, including a sexual harassment policy and an action plan, within a year.
- Gender is successfully mainstreamed in the IDP
- 60 % coverage within two years.
- 80 % coverage within three years.
- 100% coverage within four years.

**This policy shall be deemed successful if it achieves the following:**

- 40 % coverage within a year, i.e. that 40 % of municipalities and traditional councils have formally appointed a GFP, and provided a capacity-building programme.

- 60 % coverage within two years.
- 75 % coverage within three years.
- 90% coverage within four years.
- 100% coverage within five years

**This policy shall be deemed successful on the basis of the following:**

- 40 % coverage within a year, i.e. that 40 % of municipalities have allocated a programme budget to the municipality GFP office within a year.
- 60 % coverage within two years.
- 75 % coverage within three years.
- 90% coverage within four years.
- 100% coverage within five years

**This policy shall be deemed successful if the following are observed:**

- 60 % coverage within a year, i.e. that 60 % of LG GFPs have formally set up a Gender Forum within a year.
- 70 % coverage within two years.
- 80 % coverage within three years.
- 90% coverage within four years.
- 100 % coverage within five years

**This policy shall be deemed successful if it achieves:**

- 60 % coverage within a year, i.e. that 60 % of local governments have embarked upon a successful communications campaign.
- 70 % coverage within two years.
- 80 % coverage within three years.
- 90% coverage within four years.
- 100 % coverage within five years

**This policy shall be deemed successful if it can achieve the following qualitative outputs:**

- Provincial GFPs can successfully gather information and create data sets on non-implementing municipalities for the first two years.
- By the third year, local, provincial and national GFPs can identify patterns and persistency in non-implementation, by region, by province, and by type of non-implementation, and begin to develop a national grid.
- By the fourth year, measures to deal with non-implementers by region, by province, and by type of non-implementation, have been developed and tested.
- By the fifth year the percentage of non-implementing municipalities begins to approach zero.

## 5.4 INTERNAL PERFORMANCE MANAGEMENT

It is important that **the dplg** Director-General in co-operation with the National Gender Forum regularly considers the national report, and develop strategies that can be used to reward well-implementing municipalities, as well as measures to improve the performance of non-implementing municipalities. The Vuna Awards are one way of rewarding excellence and thus should be reviewed so that gender mainstreaming indicators are integrated in the criteria.

The latter should be done in co-operation with the Local Government GFP and the Gender Forum in affected municipalities. Where necessary, advice and guidance should be sought from the National Gender Machinery.





## 5.5 FURTHER SUGGESTIONS FOR PERFORMANCE INDICATORS

To further guide municipalities in the writing of gender policies, and GFPs in their monitoring function, the following paragraphs are a presentation of generic, short-term and long-term indicators that may be used in gender mainstreaming. They are also intended as a guide in the development of Municipal Gender Policies and Action Plans.

### 5.5.1 Generic indicators

In this section, specific performance indicators and mechanisms are proposed for determining the effectiveness of the structure in various departments within local government. The proposed indicators are as follows:

- Development of a municipal gender action plan
- Inclusion of gender equality principles in vision and mission statements as well as the strategic plan and goals
- Identification of gender-related targets in municipal operations and in the IDP

- Training of staff in gender awareness, gender analysis, gender planning and mainstreaming
- Development of policies and programmes that address gender issues internally and externally
- Demonstration of ability to respond to the needs of both women and men within their respective sector
- Clear co-ordination and communication network between all the key structures of the local government GMS
- Existence of clear monitoring and evaluation frameworks
- Gender sensitive indicators for all programmes and projects in the IDP

### 5.5.2 Short-term and long-term indicators

Short-term indicators assess progress towards transformation and policy implementation, and particularly, the degree of success or failure in setting up effective structures and mechanisms for institutionalising women's empowerment and gender equality. The following table presents possible short-term indicators.



Table 13: Key Short-term indicators	
Strategy	Indicators
<b>Capacity Building</b>	
<b>Gender Sensitive Staff Recruitment</b>	<ul style="list-style-type: none"> <li>■ The existence of appropriate guidelines for recruitment panels indicating the desired gender balance;</li> <li>■ The existence of appropriate guidelines for gender awareness training for those responsible for recruitment and selection.</li> </ul>
<b>Gender Sensitive Workplace Practices</b>	<ul style="list-style-type: none"> <li>■ The existence of day care centre in the work place</li> <li>■ The effectiveness of guidelines for reporting and disciplining cases of sexual harassment.</li> <li>■ The existence of effective internal structures established to deal with gender-based discrimination and sexual harassment</li> </ul>
<b>Women's Increased Access to Management and Leadership</b>	<ul style="list-style-type: none"> <li>■ Increased proportion of women managers in senior positions (a 50:50 male-to-female ratio is desirable);</li> <li>■ Equal representation of women and men in ward committees and IDP Representative Forum</li> </ul>
<b>Transformation in Programmes</b>	<ul style="list-style-type: none"> <li>■ The number and quality of sector-related gender analysis training programmes in place and the number of professional staff who have undergone the training;</li> <li>■ The extent to which sector-based gender disaggregated data are being used effectively in programme design;</li> <li>■ The extent of technical support and guidelines provided for gender responsive reviews of sector programmes.</li> </ul>
<b>Transformation in the Allocation of Resources</b>	<ul style="list-style-type: none"> <li>■ The level of human and financial resource allocated to programmes to advance women's empowerment and gender equality;</li> </ul>



**Table 13: Key Short-term indicators**

Strategy	Indicators
<b>Transformation in the Allocation of Resources</b>	<ul style="list-style-type: none"> <li>Specifically identify, gender-based expenditure (for example, on women's poverty alleviation programmes)</li> <li>Equal employment opportunity expenditure by departments/municipalities on their employees (e.g. training for women managers)</li> <li>Gender mainstreaming of budget allocations and expenditure (for example, allocations to support rural women entrepreneurs)</li> </ul>
<b>Data Collecting and Utilisation</b>	<ul style="list-style-type: none"> <li>Production and utilisation of gender disaggregated data and statistics</li> <li>Gender disaggregated data and statistics reviewed and updated regularly for use in programme development, planning and implementation</li> <li>Adequate human and financial capacity for the collection, analysis and dissemination of gender-related statistics</li> </ul>

Long-term indicators measure the impact of the Gender Policy for Local Government on

women and communities in general. A selection of these possible indicators is:

**Table 14: Key Long-term indicators**

Points of Focus	Indicators
<b>Increased representivity in employment</b>	<ul style="list-style-type: none"> <li>Increased number of women, especially at professional and managerial levels.</li> <li>Established effective affirmative action programmes (in line with the provisions of the Constitution, Employment Equity Act and the White Paper on Affirmative Action in the Public Service).</li> </ul>





**Table 14: Key Long-term indicators**

Points of Focus	Indicators
<b>Increased representivity in employment</b>	<ul style="list-style-type: none"> <li>30% of new recruits to the middle and senior management echelons are women (in line with the Public Service White Paper on Affirmative Action).</li> </ul>
<b>Economic empowerment of women</b>	<ul style="list-style-type: none"> <li>Increased participation of women in local economic development programmes</li> <li>Skills development for increasing women's employability</li> <li>Implementation of innovative programmes/projects to create jobs</li> </ul>
<b>Access to basic services</b>	<ul style="list-style-type: none"> <li>Improved access to water and sanitation, electricity and communication services for women</li> </ul>
<b>Access to productive resources</b>	<ul style="list-style-type: none"> <li>Improved access to education, training services and facilities, housing, health care, land and security of tenure for women</li> </ul>
<b>Participation in political and decision-making structures</b>	<ul style="list-style-type: none"> <li>Percentage of women chairing municipal portfolio committees</li> <li>Number of women councillors in a municipality</li> <li>Number of women managers in a department/municipality</li> <li>Effective participation of women in ward committees</li> <li>Effective participation of women in the IDP Representative Forum</li> </ul>
<b>Protection from violence</b>	<ul style="list-style-type: none"> <li>Percentage of municipal street lighting installed</li> <li>Positive feedback on placement of water and sanitation delivery points</li> <li>Effective implementation of sexual harassment policy</li> </ul>

### 5.6 EXTERNAL MONITORING MECHANISMS

The National Policy Framework proposes an annual national reporting mechanism to ensure regular follow-up and review of progress in the implementation of the National Policy. Since 2002 local government partners, including **the dplg**, have convened Women in Local Government Conference. It is proposed that this annual event be used to ensure regular follow-up and review of progress in the implementation of the Local Government Policy. The annual IDP reviews will also be used to assess the extent of gender mainstreaming in development programmes, and the outcomes for women.

The suggestion made in this section is that gender monitoring and evaluation must happen within the broader context of the local government monitoring framework. Milestones and time frames have also been put forward to support the closer monitoring and review of the plan. Terms of reference are also defined as a way to practically assist stakeholders to gearing up structures for supporting implementation.



# The Implementation Plan for the Gender Policy Framework for Local Government





## 1.1 Implementation Plan:

Key focus areas of the Gender Policy Framework

Priority areas	Activities	Indicator	Outcome	Partners
<b>Promote the role of the developmental state with achieving gender equality.</b>	<ul style="list-style-type: none"> <li>Development of national gender framework for local government. Extensive consultations with all spheres of government and relevant stakeholders took place.</li> <li>Package the framework for targeted work for targeted readership.</li> <li>Dissemination of framework in a user-friendly manner, e.g. translated and facilitated.</li> </ul>	<ul style="list-style-type: none"> <li>Adoption of national gender framework for local government.</li> <li>Implementation of national gender policy framework for local government.</li> </ul>	<ul style="list-style-type: none"> <li>Dynamic and responsive system of governance to the challenges of gender-sensitive service delivery.</li> <li>Improved intergovernmental response to women's empowerment and gender equality.</li> </ul>	<p>DPLG Equity and Development Unit, DPLG branches, SALGA, CGE, OSW, House of Traditional Leaders.</p>
<b>Organisational support for gender mainstreaming at the sphere of local government.</b>	<ul style="list-style-type: none"> <li>Conduct provincial audits on gender structures and their roles and activities, e.g. provincial multi-party women's caucus, coordinating</li> </ul>	<ul style="list-style-type: none"> <li>Terms of reference for support structures. Examples of best practice: Western Cape, Limpopo, Free State, North West.</li> </ul>	Resources mobilised to implement support structures.	<ul style="list-style-type: none"> <li>Office of the Premier (framework should be a standing item on the Provincial Coordinating Forum (PCF) and EXCO. Should be in line with IGR</li> </ul>



Priority areas	Activities	Indicator	Outcome	Partners
Organisational support for gender mainstreaming at the sphere of local government.	<p>structures to support women.</p> <ul style="list-style-type: none"> <li>Implementing a support structure for leading orientation around gender policy framework.</li> <li>Structure established for hands on support and guidance for implementation.</li> </ul> <p>Some roles could include:</p> <ol style="list-style-type: none"> <li>Developing resource material collections, websites, and/or 'hotlines' that assist staff to access needed background material on gender and women's empowerment.</li> <li>Organising dialogues, roundtables and briefings for staff on gender issues that are</li> </ol>	<ul style="list-style-type: none"> <li>National capacity building, training and support programme to include comprehensive gender awareness and analysis and gender-sensitive communication (policy, programme and implementation) components.</li> <li>Gender units and focal points – to develop skills in advocacy, negotiation and other necessary 'change agent' qualities.</li> <li>Develop guidelines and checklists that assist staff to determine if they are supporting women's empowerment and gender mainstreaming strategies.</li> </ul>		Framework). Department of Public Works, DTI, DPLG, SALGA, House of Traditional Leaders, OSW, CGE, SAMDI.



# Gender Policy Framework for Local Government

Priority areas	Activities	Indicator	Outcome	Partners
Organisational support for gender mainstreaming at the sphere of local government.	<p>relevant to their work.</p> <p>3. Assisting those specifically assigned to advocate for gender equality.</p> <p>4. Engaging in a structured programme of capacity building and city building and gender awareness and analysis training.</p> <p>5. Develop a training plan and "how to do" gender mainstreaming handbook for local government, ward Committees (WC's) and CDWs.</p> <p>6. Gender sensitive training for Traditional Councils and Community Development Workers (CDWs) both for planning</p>			





Priority areas	Activities	Indicator	Outcome	Partners
Organisational support for gender mainstreaming at the sphere of local government.	<ul style="list-style-type: none"> <li>and implementation.</li> <li>Establish Provincial Coordinating Structures to support women at provincial and local levels.</li> <li>Have a gender budget strategy around gender budget training.</li> </ul>	Gender-sensitive resource allocation and expenditure.		Treasury – National and Provincial
Increased representation and participation by women (internal: leadership, councillors and management, external: ward committees).	<ul style="list-style-type: none"> <li>Deepen the promotion of the 50/50 Campaign.</li> <li>Public commitment to achieving parity between male and female councillors by 2010.</li> </ul>	<ul style="list-style-type: none"> <li>Women in Local government conferences (WILG)</li> <li>50% increase in women's representation by 2010.</li> </ul>	<p>WILG Conference Report with resolutions.</p> <p>Women's Empowerment Strategies are developed, e.g. City of Johannesburg.</p>	SALGA, DPLG.



Priority areas	Activities	Indicator	Outcome	Partners
Increased representation and participation by women (internal: leadership, councillors and management, external: ward committees).	<ul style="list-style-type: none"> <li>Political parties and ward committees to be encouraged to support female candidates at ward level.</li> <li>Council to make a commitment to equal representation of women and men in all leadership positions.</li> <li>Local government complies with labour legislation and takes affirmative action and equal opportunities practices into account.</li> <li>Develop comprehensive employment equity plans.</li> <li>Align the Work Place Skills Plan to the Employment Equity Plan.</li> </ul>	<ul style="list-style-type: none"> <li>Increase in women's representation in ward and PR seats.</li> <li>Increase women in leadership positions.</li> <li>Conduct a skills audit.</li> <li>Commission a study on 'Women in Senior Positions' within local government. The study is to be used to develop a benchmark to compare the access women have to high-level positions in various sectors of the labour market.</li> </ul>	Women councillors are empowered to articulate what are regarded as "women's issues".	
Develop and nurture capability at all levels within DPLG.	<ul style="list-style-type: none"> <li>Strengthen management's gender analysis and gender support across all branches.</li> </ul>	<ul style="list-style-type: none"> <li>Gender analysis training and education.</li> <li>Municipal managers are committed to im-</li> </ul>	Employees capable of delivering against targets for gender equality.	DPLG Equity directorate, GFPs, SAQA, SALGA, LGSETA.

Priority areas	Activities	Indicator	Outcome	Partners
<b>Develop and nurture capability at all levels within DPLG.</b>	<ul style="list-style-type: none"> <li>■ Municipal managers performance contracts reviewed annually.</li> <li>■ Strengthen capacity to engage with external stakeholders.</li> <li>■ Policy formulation and M&amp;E activities that includes gender analysis.</li> <li>■ Build capacity and finalise the appointments of social development offices (SDCs) at provincial offices.</li> <li>■ Strengthening of DPLG Gender Forum established in 2004.</li> </ul>	<p>plement gender programmes.</p> <ul style="list-style-type: none"> <li>■ Clear ToR for Gender Forum.</li> <li>■ Effective links between gender forum and other relevant role players, e.g. the Mayor's Office and strategic advisors.</li> </ul>		
<b>Develop and maintain coordinated monitoring and evaluation systems.</b>	<ul style="list-style-type: none"> <li>■ Establish a gender monitoring system that compliments and strengthens the Management Information System (MIS).</li> <li>■ Change management approach taken.</li> </ul>	<ul style="list-style-type: none"> <li>■ Formats of reporting developed.</li> <li>■ Available reports and information for Provincial and Local government that is underlined by a gender analysis.</li> </ul>	<ul style="list-style-type: none"> <li>■ M&amp;E that include mechanisms for gender analysis informs policy, practice and process.</li> </ul>	<p>DPLG, municipalities, SALGA, DLG, OTP, Presidency, OSW, Traditional Leaders, Progressive Women's Movements, Political Parties.</p>





Priority areas	Activities	Indicator	Outcome	Partners
Develop and maintain coordinated monitoring and evaluation systems.	<ul style="list-style-type: none"> <li>Women in Local Government Conferences.</li> <li>Annual IDP reviews at local government includes mechanisms to assess the extent of gender mainstreaming in programmes. GFPs participate in reviews.</li> </ul>	<ul style="list-style-type: none"> <li>Reports focus on best practice and challenges regarding gender mainstreaming. <b>VUNA Awards.</b></li> <li>WILG conference reports include a review and follow-up of gender at the sphere of local government.</li> <li>Provincial WILGC to lead and report to national WILGC.</li> <li>Improved mechanism for the assessment of gender responses developed within the IDP process.</li> </ul>		
Co-ordinated accelerated FBS and infrastructure development maintenance.	<ul style="list-style-type: none"> <li>Communicate the gendered nature of FBS delivery in terms of location of services from households.</li> <li>Consult women prior to provision of services so that their needs are met.</li> </ul>	<ul style="list-style-type: none"> <li>Guidelines to gender-sensitive FBS delivery.</li> <li>Participation of women and men and ownership of infrastructure and service delivery.</li> <li>District, metro and local municipalities to have fully functional</li> </ul>	<ul style="list-style-type: none"> <li>All indigents, especially poor rural women, and women in informal settlements have access to basic sanitation, water, electricity, refuse removal.</li> <li>A gender sensitive strategy is developed and the high levels of</li> </ul>	



## Key Focus Area 2: Basic Service Delivery

Priority areas	Activities	Indicator	Outcome	Partners
Co-ordinated accelerated FBS and infrastructure development maintenance.	<ul style="list-style-type: none"> <li>Municipalities to develop indigent registers that are sex- and gender-disaggregated (include categories of disabled and aged).</li> </ul>	<p>indigent registers that have specifically integrated women and gender concerns with regard to FBS delivery.</p> <p>Considered especially women receiving social grants (disabled, aged), female-headed households, hidden homelessness (number of people living in one house)</p> <ul style="list-style-type: none"> <li>Effective co-ordination of planning and finance for infrastructure development between all spheres of government and other stakeholders and partners in the provision for infrastructure.</li> </ul>	<p>poverty affecting mainly women especially women headed households are addressed.</p> <ul style="list-style-type: none"> <li>An infrastructure monitoring system considering gender implications implemented.</li> </ul>	<p>Dplg, DWAF, district, metro and local municipalities, Department of Public Works, Department of Labour.</p>
	<ul style="list-style-type: none"> <li>Poverty reduction strategy is prepared that makes explicit mention of women and female-headed households.</li> </ul>			
	<ul style="list-style-type: none"> <li>Conduct Sustainable livelihoods assessment to identify needs and appropriate interventions of poor and very poor households.</li> </ul>			
	<ul style="list-style-type: none"> <li>Number of innovative projects undertaking resulting in job creation and LED, especially for women.</li> </ul>			
	<ul style="list-style-type: none"> <li>Number of jobs created for women through EPWP.</li> </ul>			



## Gender Policy Framework for Local Government

Priority areas	Activities	Indicator	Outcome	Partners
Co-ordinated accelerated FBS and infrastructure development maintenance.	<ul style="list-style-type: none"> <li>Empower women with building, construction and maintenance skills.</li> </ul>			
Support the development and integration of IDPs, PGDs and NSDP that consider gender.	<ul style="list-style-type: none"> <li>Review PGDF IDPs which incorporates sex-and gender – disaggregated data and variables.</li> <li>Development of gender indicators by dplg branches for IDPs and special development programmes.</li> <li>Capacity building programmes aimed at increasing knowledge around the gendered implications of development.</li> <li>Strategic engagement with regards to the achievement of gender equality facilitated.</li> <li>National consensus on provincial and district/metro gender-sensitivity.</li> </ul>	<ul style="list-style-type: none"> <li>Gender and development informed by the priorities of all three spheres of government.</li> <li>All spheres of government participate positively to make development programmes gender-sensitive.</li> </ul>	<ul style="list-style-type: none"> <li>Movement towards gender sensitive development responses.</li> </ul>	DPLG National, DPLG branches, traditional leaders, Metro and district municipalities.





Priority areas	Activities	Indicator	Outcome	Partners
Support the development and integration of IDPs, PGDs and NSDP that consider gender.	five development facilitated.			

## Key Focus Area 3: Local Economic Development (LED)

Priority areas	Activities	Indicator	Outcome	Partners
Build economically and financially sustainable Local Government that take into consideration women's empowerment and gender equality.	<ul style="list-style-type: none"> <li>National LED strategy that specify gender consideration are developed and communicated.</li> <li>District LED Strategies in place that are linked to district gender action plan.</li> <li>LED policies and programmes take into consideration increased involvement of women.</li> <li>Conduct surveys, collect data and analyse it to obtain gender disaggregated data on unemployment levels.</li> </ul>	<ul style="list-style-type: none"> <li>ToR for LED managers that include provisions for gender-sensitivity.</li> <li>Develop checklists for LED managers and Units.</li> <li>Financial reports reflecting gender analysis in terms of expenditure on programmes and policies.</li> <li>Equal access to markets are promoted.</li> </ul>	<ul style="list-style-type: none"> <li>Increased local job creation and employment opportunities for women.</li> <li>Increase in skills development programmes focusing on women (young, disabled, unemployed, unskilled).</li> <li>Recognition that women are disproportionately affected by high levels of unemployment.</li> <li>Equal employment opportunities are facilitated.</li> </ul>	DPLG, District, metro, and local government, DWAF, EPWP.



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## for Local Government

Priority areas	Activities	Indicator	Outcome	Partners
Build economically and financially sustainable Local Government that take into consideration women's empowerment and gender equality.	<ul style="list-style-type: none"> <li>Facilitate employment opportunity workshops with women.</li> <li>Facilitate skills development, access to information and finance, and business support for poor women.</li> <li>Inform women about economic activities.</li> <li>Procurement policies to give due regard to gender equity.</li> <li>Conduct an audit of the procurement department and analyse the point system.</li> <li>Facilitate increased involvement of women-headed companies by raising their awareness and providing them support.</li> <li>Link women to growth markets, and integrate them with partnerships and mergers.</li> </ul>			



Priority areas	Activities	Indicator	Outcome	Partners
Build economically and financially sustainable Local Government that take into consideration women's empowerment and gender equality.	<ul style="list-style-type: none"> <li>National monitoring LED system that includes gender indicators.</li> <li>Gender budgeting to become part of local government budgets.</li> <li>Capacity building on gender budgeting, and economic development of women.</li> </ul>			

## Key Focus Area 4: Municipal Financial Viability and Management

Priority areas	Activities	Indicator	Outcome	Partners
Anti-corruption policy and strategy.	<ul style="list-style-type: none"> <li>Development of an anti-corruption policy and strategy.</li> <li>All councillors and officials are aware of the anti-corruption policy.</li> <li>Transparent monitoring, evaluation and communications structures are developed.</li> <li>Establishment of an anti-corruption officer/desk.</li> </ul>	<ul style="list-style-type: none"> <li>Anti-corruption policy and strategy.</li> </ul>	<ul style="list-style-type: none"> <li>Employees conduct their work in a transparent, honest and accountable manner.</li> <li>Measures to improve transparency and accountability are put in place.</li> <li>Sound performance management system.</li> </ul>	DPLG, municipalities, SALGA.





## Key Focus Area 5: Good Governance and Public Participation

Priority areas	Activities	Indicator	Outcome	Partners
Deepen local democracy, governance and accountability.	<ul style="list-style-type: none"> <li>Capacity building for councillors, ward committees and CDW around gender awareness.</li> <li>Capacity building for councillors, ward committees and CDWs around developmental participatory approaches that takes into account the removal of obstacles to women's effective participation such as meeting times, venues, transport, methodology, especially of disabled and aged women.</li> <li>Establish a support structure between women in local government and women in community structures.</li> </ul>	<ul style="list-style-type: none"> <li>Established committees representing various groups in the communities.</li> <li>Ward committees that are aware of the gender dimension in their communities and engage appropriately.</li> <li>CDWs deployed are aware of the various dimensions within communities and thus facilitate processes where women and men can access government services and participate in local government events and decision making processes.</li> <li>Women's voices increasingly heard and adequate recording mechanisms utilised to ensure that</li> </ul>	<ul style="list-style-type: none"> <li>Social distance between government and people, especially women (poor, disabled, rural, aged) significantly reduced</li> <li>Fully functional Ward Committees representative of the various groups in communities.</li> <li>Women and men in local communities are informed about government services and citizen rights.</li> <li>Programmes implemented to enable the empowerment of women and men to participate as a routine practice.</li> </ul>	DPLG, District, metro and local municipalities, SALGA, Traditional leaders.



Priority areas	Activities	Indicator	Outcome	Partners
Deepen local democracy, governance and accountability.	<ul style="list-style-type: none"> <li>Conduct specialised participation exercises for women</li> <li>Conduct workshops with men's groups.</li> <li>Development of a communication strategy between local government and the community.</li> <li>Strategies to address gender-based violence (internal and external) developed.</li> <li>Regulate taxi and bus stations and stopping points in order to make travelling safe for all people, especially women and children.</li> <li>Conduct gender safety audits and reflect specific targets for reducing GBV.</li> <li>Improve street lighting in public spaces, e.g. in parks, cemeteries, in neighbourhoods.</li> </ul>	<p>women's concerns are taken into account and a more empowering environment is created for women, e.g. in processes such as IDP:</p> <ul style="list-style-type: none"> <li>Men are mobilised at local level and do not feel threatened by gender equality.</li> <li>Media communication strategy developed.</li> <li>A comprehensive local campaign around the sixteen days of activism against violence against women and children.</li> <li>Municipalities have Sexual Harassment policies in place.</li> <li>Increased support of local government for victims and survivors of GBV in terms of IDP, LED, infrastructural development, FBS.</li> </ul>		



## Gender Policy Framework for Local Government

Priority areas	Activities	Indicator	Outcome	Partners
<b>Deepen local democracy, governance and accountability.</b>	<ul style="list-style-type: none"> <li>Gender disaggregated data on HIV/AIDS for the municipality; integrate gender considerations into national, provincial and local HIV/AIDS programmes</li> <li>Facilitate support groups and counselling for caregivers.</li> <li>Make use of volunteers to provide care to free up caregivers who are viable to participate in local economy.</li> <li>Public awareness campaigns on the links between GBV and HIV/AIDS, the red and white ribbon campaign.</li> </ul>	<ul style="list-style-type: none"> <li>The establishment of the gendered dimension of HIV/AIDS in the municipality.</li> </ul>		
<b>Ensure developmental communication and information with public and key stakeholders.</b>	<ul style="list-style-type: none"> <li>Review of council publicity from a gender perspective; developing materials that challenge gender stereotypes.</li> </ul>	<ul style="list-style-type: none"> <li>Council publications do not perpetuate gender stereotypes.</li> <li>Public awareness for development and municipal programmes system-</li> </ul>	<ul style="list-style-type: none"> <li>Public support of developmental programmes.</li> <li>People informed of developmental opportunities and services.</li> </ul>	DPLG, district, metro and local municipalities, local media, DLG, OTP, SALGA, GCIS, Traditional Leadership, relevant government departments like





Priority areas	Activities	Indicator	Outcome	Partners
Ensure developmental communication and information with public and key stakeholders.	<ul style="list-style-type: none"> <li>Gender and Development information made available to: media, public, provinces, municipalities, other relevant stakeholders.</li> <li>Municipalities engage with media around local government issues in a gendered nature.</li> <li>Profile of local women and men engaged in issues of gender and development raised through local media.</li> <li>Use media to report on gender issues facing women and men within specific communities, as well as achievements.</li> <li>Involve local media (radio and newspapers) in IDP consultation.</li> <li>Facilitate gender and</li> </ul>	<ul style="list-style-type: none"> <li>ised and institutionalised.</li> <li>Public awareness around the dplg and municipal programmes achieved.</li> <li>Effective communication strategy developed that is gender sensitive.</li> <li>Recording methodology is put in place to ensure that inputs by women and men in communities on the affairs of local government is reflected and "filtered up" in reports to ensure participatory development approaches (policies, programmes and implementation)</li> </ul>	<ul style="list-style-type: none"> <li>vices available.</li> <li>General knowledge about progress of the dplg programmes plus its implications for equality and empowerment (gender, disability, youth, poor, rural).</li> </ul>	DWAF, Housing, private sector.



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for Local Government

Priority areas	Activities	Indicator	Outcome	Partners
Ensure developmental communication and information with public and key stakeholders.	communication capacity building training.			



## Annexures





## APPENDIX 1: SUPPORT SYSTEMS FOR IMPLEMENTING THE POLICY FRAMEWORK

### INTRODUCTION

The overall objective of a support system is to ensure that the programme develops and unfolds according to the plan. One of the better mechanisms that can facilitate such support is a monitoring and evaluation system. A monitoring and evaluation system can provide tools and strategies for implementers to regularly assess the progress and efficacy of a particular programme or project that seeks to facilitate women's empowerment. The strategic objectives of such a monitoring system would be to:

- To garner support for situational analyses of the women's changing positions, status and roles.
- To examine the various responses to changes in policy at local government and civil society levels.
- Identify "best practices", with special references to the challenges, constraints and consequences of such changes, and.
- To offer forward-looking strategies to meet the challenges posed by change.

A primary function of monitoring and evaluation practices should be to establish best practices that can be replicated elsewhere. A 'best' or 'good' practice can be defined as a creative and sustainable practice that provides effective response that can have potentials for replication as "inspirational guideline" and contribute to policy development. They are successful initiatives which:

- Have a demonstrable effect on improving

people's quality of life or addressing a problem

- Are the result of effective partnership between the public, private, and civic sectors of society
- Are socially, culturally, economically and environmentally sustainable
- Is adapted to the political, historical, cultural, social and economic context of the local community

### Monitoring and Evaluation

Monitoring and evaluation are critical in ascertaining on a regular basis how a project is progressing. Monitoring involves checking to insure that local resources are reaching targeted populations and that project activities are running smoothly. Evaluation involves the assessment of how project components have worked and what could be done to improve them. In incorporating gender and governance issues in monitoring and evaluation, the following activities should be pursued:

- Enforcing regular reporting from implementing structures about project activities.
- Assessing the effectiveness of project activities. Monitoring should assess the extent to which project resources reach intended targets.
- Evaluating different aspects of project activities to ascertain outcomes related to:
  - Capacity building to improve planning, implementation and targeting of intended beneficiaries.

- Social mobilisation to get access to information by women, poor people, and other segments of local communities.
- Creation of the interface to bring key stakeholders together to pursue project activities.
- Exploring the extent to which capacity building has increased the social capital of women representatives, community women, and the poor. Examples are access to information, increased confidence of the poor in their local

representatives, and access to local government officers.

- Publishing best practices in the dplg magazine.

Useful tools for continuous monitoring and evaluation are gender checklists. These should be developed at local level and be based on a criteria list that is formulated prior to implementation. This is so that the different impact on women and men can be assessed. An example of such a list for political participation is provided below.

## Box 1: Criteria List

**Participation** – for example the gender composition of a particular target group.

**Resources** – particularly time, space, information, financial resources, economic power education, transport facilities, and professional career path.

**Social standards and values** – particularly the distribution of responsibilities between men and women; attitudes and behaviour towards women and men

**Rights** – particularly in respect of protection from indirect and direct discrimination for reasons such as sex, race and other human rights, with particular emphasis on protection against sexual harassment and sexual violence.

These criteria should be transformed into concrete questions that can elicit the necessary information and is focused on the particular indicator that is to be measured. An example of such a list is provided in Appendix 2.

A further use for checklists might be in the area of Pops where local government might decided that a criteria for a particular partner to be awarded a tender should be the percentage of women employed by such a company. In this case a questionnaire will be developed from an original list of criteria.

## Results-Based Monitoring

In order to maximize project inputs and to plan future actions for long-term results, a results-based monitoring system should be included in the design of the project at its inception. While not all project outcomes need to be incorporated into activities related to results-based management, some of the most important outcomes need to be selected and then pursued at the next level of project assessment and planning. The move from immediate outcomes to intermediate results should be observed as the selected outcomes continue to be effective over time.

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## GLOSSARY OF TERMS AND PHRASES

**Affirmative Action (for women)** describes policies, strategies or programmes that take into account the legacy of certain groups' exclusion in employment and decision-making, and that actively seek to ensure that these groups are better represented. Since women have not had access to the education, training and public domains that men have had, affirmative action measures often compensate for the opportunities they have long been denied.

**Basic Needs** is often used interchangeably with "practical needs", are the immediate needs of women as determined by their subordinate positions in particular societies. In some cases, women's basic needs do not ensure gender equality because they help women to perform their existing social roles more effectively. Given the enormous challenges of gender transformation, however, many gender policies and activists work towards ensuring that women's basic needs are met.

**Citizenship** is a contested notion. Feminists often show that citizenship should involve more than formal rights determined by suffrage, constitutional provisions or legislation. It should refer to individuals' social status and agencies in society and their freedom to participate in societies, rather than to contribute in socially prescribed ways.

**Civil Society** describes those groups situated outside of the state arena who are involved in collective activities for advancing human rights and democratic participation.

**Decentralisation** describes a process, which can be administrative, structural or political, in

which governing structures and processes are taken to the community or local level. This process can increase local communities' active participation and role in transforming governing structures and processes, or it can intensify the authority of provincial or national systems when local communities do not actively contribute to or participate in the structures and processes that are set up.

**Feminisation of Poverty** is a phrase widely used in gender and feminist analysis to capture the extent to which women are particularly vulnerable to poverty. In correcting gender-blind poverty indicators, many argue that women are most affected by such factors as unemployment, discriminatory remuneration, insecure land and housing rights and financial dependence. These factors combine with the fact that much of women's labour is unpaid reproductive labour to increase their socio-economic disadvantages in comparison with men's.

**Gender** refers to the socially determined and evaluated identities and roles of men and women, and is usually distinguished from their biological or sex differences. Gender identities and roles vary from society to society, but are usually based on unequal statuses for men and women, and the roles they have in society. Most recent gender theorists accept that gender identities are deeply influenced by identities based on race, class and other factors.

**Gender Analysis** identifies and analyses and informs action to address inequalities that arise from the different roles of women and men, or



the unequal power relationships between them and the consequences of these inequalities on their lives, and well-being. The way power is distributed in most societies means that women have less access to and control over resources to protect their interests and are less likely to be involved in decision-making. Gender analysis in programmes and projects often highlights how inequalities disadvantage women's positions, the constraints women face to attain equality and ways to address and overcome these. Gender analysis also reveals problems which men face as a result of the social construction of their roles.

**Gender and Development (GAD)** describes a conceptual model or planning process that is based on analysing the distinct gender inequalities in a particular society, and the way that these inequalities are connected to others such as racial and class differences. This model focuses on women's perceptions and roles in transforming gender inequalities.

**Gender-Based Violence (GBV)** is often used interchangeably with "violence against women", describes the violence that results directly from the culturally determined behaviour, roles and identities associated with men and women in society.

**Gender-Blind** is often used interchangeably with gender-neutral, and describes analysis, programmes, policies or more generally, actions, perceptions and processes that do not take women's needs or gender inequalities into account. Gender-blindness often stems from socialised ways of ignoring women's needs and perspectives under patriarchy, rather than from carefully calculated efforts to exclude women. Both women and men can be "gender-blind" in accepting male-centred views about

relationships, institutions, programmes and policies.

**Gender Budgeting** is often assumed to refer only to budgets that are set aside only for women or for particular gender projects, gender budgeting describes the way that all revenue, expenditure and finance plans should take into account their impact on men and women. Gender budgeting is therefore applied to all aspects of budgeting in organisations, communities and societies.

**Gender Disaggregated Data and Research** describes information and research that takes into account the deep inequalities in men's and women's access to resources or roles within communities or families.

**Gender Equality** describes the unequal statuses and rights accorded to men and women in society, including the unequal access to employment and equality in their remuneration. Gender equality also refers to equality in the evaluation of what men and women do in society. It does not automatically imply that men's social identities and roles should be used as a standard for measuring equality.

**Gender Equity** refers broadly to justice and equality in the allocation of rights, opportunities and resources between men and women.

**Gender Focal Point (GFP)** has been defined within the National Policy Framework for Women's Empowerment and Gender Equity (2001) as an office or unit which drives and monitors gender transformation. Gender transformation is believed to be the responsibility of all within an organisation or structure, and the gender focal point is not in itself responsible for gender trans-



formation, but plays an important role in monitoring and facilitating it.

**Gender Mainstreaming** describes the systematic inclusion of gender concerns at all levels of planning and policy-making and programme implementation. Gender mainstreaming also implies that the agendas of mainstream programmes and planning will be altered by a focus on women's concerns within them.

**Gender Oppression** refers to different ways in which women are denied the rights and powers that men have in patriarchal society because of social assumptions about men and women and hierarchical relationships between the sexes.

**Gender Relations** refer to the socially prescribed and hierarchical ways in which men and women relate to each other in all spheres and in the private and public domain.

**Gender-Responsive Planning** refers to planning, programmes and policies that counteract inequalities between men and women in terms of resource allocation, public participation and opportunities.

**Gender Sensitive** is often used interchangeably with gender-aware and gender-responsive, defines perception, analysis, programmes or action that recognise the significance of gender inequalities, and of gendered norms and dynamics.

**Governance** refers more broadly to the environment in which government functions and to government's relationship with outside stakeholders. A system of governance refers to government's relationships with the electorate, the public, the consumers of services and non-

state actors (Atkinson, D (2006) "Local Government, Local Governance and Sustainable Development: Getting the parameters right: HSRC Publishers)

**Integrated Development Planning (IDP)** has been developed as a holistic planning tool for integrating local governments' economic, social, institutional and financial dimensions too ensure sustainability, equity and the empowerment of the poor.

**Local Government** is the sphere of government responsible for services such as housing, water and sanitation. The structures, office bearers and administration of local government are located within communities, and office bearers and administrators usually comprise residents.

**Masculine** refers to the socially determined behaviour, values or characteristics that are associated with men. Such behaviour and values are seen as superior to those associated with women in patriarchal societies.

**Male Dominance** is often refers to the preponderance of men in public spheres. But it also describes a system or pattern characterising most societies, in which men are seen as being naturally superior to women, and in which the values associated with men dominate at different levels of society.

**Municipality** is the structures, office bearers and administration of communities defined by legislation as constituting a municipality. "Municipality" also refers to the entire community within a geographic area who are under the municipality's political jurisdiction.

**Patriarchy** literally meaning the "rule of the father" refers to a system of male dominance





that characterises most societies. Although patriarchal societies vary, they all assume that women are subordinate to men and that male-centred values are most important in society.

**Productive Labour and Roles** defines the work and roles that are remunerated and directly valued in society. Productive work is usually part of the division of labour in societies, and not within households.

**Reproductive Labour and Roles** define the work and tasks necessary for maintaining households, such as bearing and raising children, cooking for families and housekeeping. This work is usually undervalued and done by women in most societies.

**Sex-aggregated Data** gives the straightforward numbers of women and men in a given population.

**Situational Analysis** is a methodology to establish the specific circumstances that determine men's and women's gender needs. Situational analysis takes into account the relationships that intersect with gender, as well as the particular contexts in which gender relations are played out.

**Strategic needs** are the long-term structural needs that will help to ensure gender equality and equity. Strategic needs, which ensure gender transformation, are often distinguished from basic needs.

**Substantive Equality/Equity** includes qualitative criteria for determining equality between men and women, and between the norms, activities and processes that are associated with the different sexes. Rather than emphasising numerical or quantitative balances, substantive equality stresses that organisations, programmes, practices and perceptions should be re-evaluated in terms of how they value what women do, and the real powers that women have in comparison with men.

**Women's Empowerment** refers to processes of employment, recruitment, training or awareness in which women increase their political or economic power within organisations or the broader society.

Women in development (WID) refers to a conceptual model and planning process that assumes that women must be incorporated into mainstream productive labour as a means towards their empowerment.

## ANNEXURE 1: SKILLS REQUIRED, AND OUTPUTS TOWARDS ACHIEVING THE NATIONAL GOAL OF GENDER EQUALITY

Programme areas	Skills required	Outputs
<b>Policy</b>	<ul style="list-style-type: none"> <li>Gender based analysis;</li> <li>Policy formulation;</li> <li>Programme design;</li> <li>Programme planning</li> </ul>	<ul style="list-style-type: none"> <li>Gender sensitive programme;</li> <li>Clear sectoral policies;</li> <li>Plans of action.</li> </ul>
<b>Gender Mainstreaming</b>	<ul style="list-style-type: none"> <li>Statistical analysis</li> <li>Gender based analysis;</li> <li>Training skills;</li> <li>Research skills;</li> <li>Planning</li> </ul>	<ul style="list-style-type: none"> <li>Disaggregated data;</li> <li>Integration of gender into day to day activities of departments;</li> <li>Clear gender planning programmes.</li> </ul>
<b>Co-ordination and Planning</b>	<ul style="list-style-type: none"> <li>Strategy planning;</li> <li>Communication skills;</li> <li>Quantitative and qualitative evaluation skills;</li> <li>Co-ordination.</li> </ul>	<ul style="list-style-type: none"> <li>Management information systems;</li> <li>Consensus about the role of the gender programme.</li> </ul>
<b>Advocacy</b>	<ul style="list-style-type: none"> <li>Social and Economic skills;</li> <li>Research/analytical skills;</li> <li>Planning;</li> <li>Training</li> <li>Monitoring and Evaluation.</li> </ul>	<ul style="list-style-type: none"> <li>Common understanding of gender and the need for transformation.</li> </ul>
<b>Liaison Networking</b>	<ul style="list-style-type: none"> <li>Communication;</li> <li>Grasp of stakeholders' interests;</li> <li>Organisational skills;</li> <li>Report writing.</li> </ul>	<ul style="list-style-type: none"> <li>Clear communication with NGOs and international agencies</li> </ul>
<b>Capacity Building</b>	<ul style="list-style-type: none"> <li>Management skills;</li> <li>Training;</li> <li>Facilitation skills;</li> <li>Analytical skills;</li> <li>Insight into social situation.</li> </ul>	<ul style="list-style-type: none"> <li>Training modules;</li> <li>Best practice;</li> <li>Skilled cadre of gender people;</li> <li>General awareness of all government officials about the goals, objectives and strategies of the gender programme.</li> </ul>

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Programme areas	Skills required	Outputs
Implementation	<ul style="list-style-type: none"><li>■ The capacity to act.</li></ul>	<ul style="list-style-type: none"><li>■ That a policy moves off paper and begins to make a real difference to real people.</li></ul>



## ABBREVIATIONS

<b>AIDS</b>	Acquired Immuno deficiency Syndrome
<b>ARV</b>	Antiretroviral
<b>CBO</b>	Community Based Organisation
<b>CDW</b>	Community Development Worker
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CGE</b>	Commission on Gender Equality
<b>CLRA</b>	Communal Land Rights Act of 2004
<b>CPF</b>	Community Policing Forums
<b>DLG</b>	Provincial Department of Local Government
<b>dplg</b>	Department of Provincial and Local Government
<b>GAP</b>	Gender Advocacy Programme
<b>GBV</b>	Gender based violence
<b>GFP</b>	Gender Focal Point
<b>GMS</b>	Gender Management System
<b>GTZ</b>	German Technical Cooperation
<b>IDP</b>	Integrated Development Plan
<b>KPI</b>	Key Performance Indicator
<b>LED</b>	Local Economic Development
<b>MDGs</b>	Millennium Development Goals
<b>MIS</b>	Management Information System
<b>NGFP</b>	National Gender Focal Point
<b>NGO</b>	Non-governmental organisation
<b>OSW</b>	Office on the Status of Women
<b>PEP</b>	Post-exposure prophylaxis
<b>PR</b>	Proportional representative
<b>SADC</b>	South African Development Community
<b>SALGA</b>	South African Local Government Association
<b>TLGFA</b>	Traditional Leadership and Governance Framework Act of 2003
<b>VTC</b>	Voluntary Trauma Counselling



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