

ENDUMENI MUNICIPALITY



GENDER POLICY

TABLE OF CONTENTS

1,	PART ONE		
	1.1	Introduction	1-2
	1.2	The objectives of the Policy	2-3
	1.3	The Primary Objectives of Gender Equality	4
2.	PART TWO		
		Situational Analysis	
	2.1	Background	4-5
	2.2	Some of the Challenges Identified	5
		2.2.1 Access and Control Over Resources	5
		2.2.2 Cultural Beliefs and Traditions	5
		2.2.3 Gender Division of Labour	5-6
		2.2.4 Capacity Building & Skills Development Training on Gender	6
	2.3	Gender Equality in the Workplace	6
	2.4	The Role of Bargaining Council in Promoting Gender Equality	6
3.	PART THREE		
	3.1	The Vision of the Gender Policy	7
	3.2	The Mission	7
	3.3	Guiding Principles	7-8
4.	PART FOUR		
	4.1	The internal Gender Policy Measures	8
		4.1.1 Participatory Planning with a Gender Perspective	8-9
		4.1.2 General Observations & Possible Entry Points to Ensure the Promotion of Gender Equality in the Workplace	9-10
		4.1.3 Capacity building and Training	10
	4.2	External Gender Policy Measures	11
5.	PART FIVE		
	5.1	Institutional framework	12
	5.2	Implementation Strategies	12

1. **PART ONE**

Introduction

The framework put into place by the Local Government Acts (Municipal Systems Act 23 of 2000 and Municipal Structures Act 117 of 1998) lays the basis for developmental local government. All local authorities are required to develop an Integrated Development Plan (IDP). While women and men's rights and needs are meant to be guaranteed and addressed through their equal participation in the process of creating IDPs, this does not always happen in practice. The problem lies not with the legislative or policy framework regarding local government. Rather, the challenge lies in the implementation of these policies in a way, which ensures that the voices of both women and men are heard as central actors. Full and equal participation demands that the voice of women (and men) be heard at all the stages of the process – from the formulation of IDPs, to decisions made in the implementation of very specific strategies and plans of action.

According to the South African Policy Framework on Women Empowerment and Gender Equality, equity can only be achieved once the social and economic disadvantage of women in society has been addressed.

The policy framework recognizes that equality between men and women is integral to shifting power relations. It assumes that social transformation should ensure that women, as well as men, are taken into account in all developmental processes.

The framework further identifies the need to embark on strategies for the empowerment of women in order to balance the scale and achieve gender equality.

The focus on empowerment is directed towards challenging the ways in which biological (sex) differences are socially interpreted as gender identities, through relations of domination, to justify an unequal distribution of power and opportunity between men and women. Women, in general, have less access to, and influence over, decision-making processes and structures of power and authority. There is a need to challenge dominant perceptions about the role of women – at home, in their communities and in public life – so that they can participate equally in shaping the transformation of South Africa.

Important features of the empowerment approach as a means to achieve gender equality include:

- The full participation of women in political and economic decision-making processes;
- Gendered policies, programmes and projects; to ensure that national resources are also allocated to those in the greatest need (most often women)..

In practical terms, the empowerment approach involves the following:

- Control: Equality of control over the delivery process and the distribution of resources
- Participation: Women's equal participation in decision-making, planning, management, administration and evaluation
- Conscientisation: Understanding the difference between sex roles and gender roles, and that the latter are societal constructs and can be changed. The fair division of labour is a key enabling factor in ensuring equal participation.
- Access: Access to services and benefits on an equal basis with men. Involves the removal of forms of discrimination, in particular discrimination based on sex or gender.
- Welfare: The level of material welfare of women, relative to men, i.e., the provision of basic needs.

The empowerment approach challenges the state to play a significant role in promoting and protecting women's rights as a cornerstone of its democratic practice.

The Endumeni Municipality has recognized the need for equal and full participation of women and men at all levels of development in order to ensure sustainable development and attainment of equality and equity between the sexes. Despite the predominance of women, gender imbalances which do not favour women still exist in socio-economic, cultural and political spheres. These imbalances have prevented women from effectively contributing to, and benefiting from, the development process.

The Endumeni Municipality is therefore committed to enhance the process of removing gender imbalances and implement this gender policy in order to attain gender equality.

The Objectives of the Policy

- To improve the gender parity in numbers. Such parity should be established at all levels of employment, including management and fields of specialization within Endumeni;
- To introduce the necessary measures and facilities to provide for the different needs of women and men in Endumeni;
- To promote the protection of human rights and recognition of women's rights as human rights;
- To generally empower both women and men equally through capacity building and skills development;
- To entrench gender analysis as a fundamental requirement in all its programmes, activities and support services in the entire municipal system;

- To review with intention of abolishing or amending, rules and regulations, which directly or indirectly perpetuate gender inequality in relations and subordinate roles of women in working environments;
- To ensure that budget processes and items of budget reflect the municipalities' commitment to addressing existing disparities between women and men and the empowerment of women;
- To review the establishments and practices within Endumeni that directly or indirectly undermine equal access in terms of recruitment, treatment, advancement and promotion;
- To identify the existing gaps and map-out specific needs of women and men; instituting gender sensitive training programmes for the political and administrative personnel working for Endumeni. Effectively designed and managed affirmative action programmes should be implemented, where appropriate, in order to bridge the gaps;
- To foster a gender sensitive culture, facilitate the transformation of perceptions and attitudes towards women and men, particularly in the workplace, by initiating and supporting genuine equity dialogue, sensitization and training;
- To ensure the development of a safe, enabling, inclusive and non-violent working environment;
- To ensure the development of specific gender sensitive indicators and monitoring mechanisms. Regular reviews should track progress and indicate adjustments to be made in order to ensure maximum effectiveness of initiatives aimed at promoting gender equality.

The policy therefore, addresses the following gender issues:

- (i) The unequal power-relations between women and men which impede the advancement of women;
- (ii) The feminization of poverty as reflected in women's limited access to, and control over, productive resources, social services, remuneration, employment opportunities as well as minimal participation in political and managerial decision-making process;
- (iii) Encouraging the appointment of women in decision-making positions and the retention of such women;
- (iv) Full and equal participation of women and men in issues of politics, administration and service delivery;
- (v) Equal opportunities to both women and men to become agents and beneficiaries of development;
- (vi) Equal access and control over resources.

1.3 **The Primary Objectives of the Promotion of Gender Equality**

- To create a new value system in Endumeni in which equality is a core value, for both women and men. This is a sustainable human development aspect of gender mainstreaming that involves unleashing the potential of all people, regardless of gender, race, class and ethnicity, to attain higher development goals;
- To give economic and social value and recognition to women's capacities and work and to enhance their participation in social, political and economic development. Realization of this objective represents the empowerment aspect, whereby the intrinsic value of women's contributions to the household, community and workplace are given due weight and they participate fully in the decisions and processes that shape their lives.

The policy takes cognizance of the provisions of National, Sub-Regional, Regional and UN instruments, which promote gender equality. Such instruments include, but are not limited to:

- (i) The South African Constitution;
- (ii) South African's National Policy Framework for Women's Empowerment and Gender Equality;
- (iii) The Employment Equity Act;
- (iv) The Promotion of Equality and Prevention of Unfair Discrimination Act;
- (v) The SADC Declaration on Gender and Development and its Addendum on the Elimination of Violence Against Women and Children;
- (vi) The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa;
- (vii) The Beijing Platform for Action;
- (viii) The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW);
- (ix) The International Labour Organization Conventions and Recommendations as they relate to matters of equality and women in the workplace.

2. **PART TWO**

SITUATIONAL ANALYSIS

2.1 **Background**

According to the 2001 Census, 52.2% of the population of South Africa is women. Therefore, women's political participation is crucial in order to highlight the needs and concerns of the majority. Without women's full and equal participation, ours would not be a true democracy.

Mainstreaming women's political rights of participation and representation is important because women's voices on law and policy issues, such as safety, education, housing and services, must be included if these laws and policies are to reflect equally the rights and interests of all citizens.

It is not only women's numerical representation in government that matters, but their active participation in the sense of being able to contribute to decisions about policies and the allocation of resources that is of concern. The challenge is to translate formal equality – equality in the constitution and before the law, into substantive equality – the actual exercise of the right to full and equal participation. In other words, women's mere presence in government is not enough if that presence does not translate in actual power to make decisions about policy and items on the agenda.

Women's participation in politics and political decision-making is critical, not only as a matter of democracy, equality and human rights, but also as part of a policy agenda which prioritizes development and services.

2.2 Some of the Challenges Identified

2.2.1 Access and Control Over Resources

The issue of access to land by women is of crucial importance.

An important area for local governments to monitor is the implementation of the Communal Land Rights legislation which gives women the right of access to land, but at the same time leaves considerable power in the hands of traditional authorities. Such traditional authorities are usually men. Concerns have been raised about the patriarchal nature of these authorities, which may result in the further disempowerment of women, especially poor rural women, who are the most disadvantaged section of the population.

Women do not have access to resources such as credit, technology, marketing channels and other information that would promote their contribution to development.

2.2.2 Cultural Beliefs and Traditions

Certain aspects of traditional culture promote gender discrimination. The power of dominance of traditional systems often deny women their rights to inheritance and of access to land. Negative aspects of culture need to be changed while at the same time preserving positive aspects. The responsibility for this transformation rests with both women and men.

2.2.3 Gender Division of Labour

The gender division of labour in the household, and the low value accorded to women's work, contribute to female poverty. Poverty has placed great stress on family units, but particularly on women and young children.

The focus should be on creating, enlarging and strengthening women's positions in development processes and should stem from gender analysis, gender equality objectives and reduction of gender disparities.

2.2.4 Capacity Building and Skills Development Training on Gender

Most people have a general idea about gender issues, but very often lack the skills to apply it to their sector. For example, development planners require a sound understanding of gender issues. In addition, they should know how to integrate gender analysis into the preparation of development plans.

Levels at which there is lack of capacity and need for training include the following:

- (a) Municipal staff: The need for training on gender analysis and mainstreaming in programmes and in the administration section;
- (b) Councillors: The need to develop leadership skills as well as "soft" skills such as those pertaining to assertiveness, effective public speaking, conflict resolution and time management;
- (c) Communities: The need for training in gender issues in order to ensure the effective participation of women in development projects and programmes.

2.3 Gender Equality in the Workplace

An audit is required to provide quantitative as well as qualitative information regarding gender workplace demographics. Reliable and comprehensive workplace statistics are essential in identifying challenges and developing strategies to meet such challenges.

The audit should also highlight discriminatory provisions and practices and make recommendations to remedy these.

2.4 The Role of the Bargaining Council in Promoting Gender Equality

The Bargaining Council has a crucial role to play in promoting and ensuring gender equality from a central point.

Gender has to be on the agenda of the Bargaining Council. In this regard, it will be necessary to consult with representatives of all the parties to the Bargaining Council.

Gender representation in the Bargaining Council, as well as the level of gender awareness among Council members, should be evaluated. Appropriate training on gender must be offered to ensure that Council members are adequately equipped to understand and promote gender equality in the workplace.

A strategy and policy for promoting gender equality in the workplace will be guided by the information gleaned from the abovementioned audit.

3. **PART THREE**

3.1 **The Vision of the Gender Policy**

A society in which women and men are able to realize their full potential and to participate as equal partners in creating a just and prosperous society for all.

3.2 **Mission**

To create an effective enabling framework to guide the process of developing and implementing laws, policies, procedures and practices which will serve to ensure equal rights and opportunities for women and men in all spheres and structures of local government as well as in the work place, the community and the family.

3.3 **Guiding Principles**

- *Equality between Women and Men*
This refers to a situation where women and men have equal opportunities realizing their full human rights and potential, and are able equally to contribute to the national, political, economic, social and cultural development and to benefit from the results.
- *Recognition of Differences and Inequalities Among Women*
Women differ according to factors such as race, disability, class, culture, religion, sexual orientation and geographic location.
- *Women's Rights Are Human Rights*
Women's rights are part and parcel of human rights as enshrined in the Bill of Rights. These rights form part of the cornerstone of democracy in South Africa
- *Customary, Cultural and Religious Practices are Subject to the Right to Equality*
This principle recognizes the right of all persons to enjoy and practice their cultural and religious beliefs. However, these practices should not discriminate on the basis of gender
- *Affirmative Action*
This refers to corrective measures through well-designed programmes targeting women to redress the legacies of discrimination and subordination.
- *Economic Empowerment of Women*
The principle refers to the capacity of women to gain access to and control economic resources, and to make decisions for improving their quality of life.
- *Entitlement to the Right of Integrity and Security of Person*
Women have a right to bodily and psychological integrity as enshrined in the Constitution. This means that women have a right to a secure environment free of violence. In addition, women have the right to make decisions regarding their own bodies, including their reproductive rights.

➤ *Mainstreaming Gender*

Gender mainstreaming is defined as follows:

“... The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.”

An analytic approach to gender mainstreaming would require the Municipality to:

- Ask questions about responsibilities, activities, priorities and interests;
- Question assumptions about “families”, “people”, “households”, etc.
- Obtain sex-disaggregated data
- Seek input from men as well as women
- Pay attention to activities where women are numerically dominant
- Not to assume that all women or all men share the same needs

This principle encourages the Municipality to adopt a gender perspective in transforming itself.

4. **PART FOUR**

4.1 **Internal Gender Policy Measures**

The Endumeni Municipality shall ensure that both male and female staff is treated as equals in both theory and in practice within the institution in order to motivate staff to improve on their individual performance and encourage women to participate fully in decision-making positions.

4.1.1 **Participatory Planning with a Gender Perspective**

The Endumeni Municipality acknowledges that there are inequalities between men and women and also that there are incidents of discrimination against women in our societies. It is therefore fit to adopt a participatory approach in the planning of activities within the framework of this policy.

Participatory planning with a gender perspective has one precise objective, namely to recognize the inequalities caused by the dynamics of the relationship between men and women and how these inequalities influence the individuals’ actions, thus enabling them to take corrective actions.

The willingness of municipalities and political decision-makers to acknowledge the existence of gender-related disadvantages and inequalities constitutes the driving force behind effective participatory planning with a gender perspective. Political willpower is required from all project participants – thus highlighting the need to undertake a gender awareness campaign prior to initiating the planning process.

Full participation should be encouraged and all necessary support, including training, should be provided in this regard.

The following elements will be combined in order to ensure that a process guides the planning activities:

- Placing women and men as players in the process
- Responding to an existing need
- Determining the timeframe
- Identification of the relationships between women and men that the project intends to change
- Securing sufficient resources
- Clear determination of the expected results

4.1.2 General Observations and Possible Entry Points to Ensure the Promotion of Gender Equality in the Workplace

The following are possible strategies for promoting gender equality in the workplace:

- A gender sensitive recruitment process to ensure the full and effective participation of women in the workplace. Such a process will cover issues of advertising, the composition of interview pans, guidelines regarding interview techniques, etc.
- The access by women to training and skills development should be encouraged and ensured
- With regard to performance management and incentives, gender sensitivity and gender mainstreaming should form part of the criteria for evaluation
- Strategies should be implemented to ensure gender sensitive and representative remuneration committees

To ensure women's equal access to, and full participation in, decision-making positions the Endumeni Municipality shall:

- Encourage gender parity in numbers in all levels of management and specialization; and promote full participation of women in decision-making positions and in development processes;

- Monitor and evaluate progress in representation of women through regular collection, analysis and dissemination of quantitative and qualitative data on women and men at all levels in various decision-making positions;
- Establish transparent and objective criteria for selection into decision-making positions and ensure that the selecting bodies have a gender balanced composition;
- Develop strategies to support and retain women in decision-making/management positions;
- Encourage greater involvement of indigenous women in decision-making at all levels
- Promote equal representation 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 in such structures;
- Ensure that women's organizations and women's groups or women in other organization of "civil society" (civic structures, youth organizations, etc.) are consulted and included at all stages of planning and implementation of development policies and programmes by local government;
- Ensure that women are effectively represented in the IDP's, in housing policies, in urban planning
- Ensure that women and men constituents are consulted directly by Councillors and Ward Committees, so that their interests may be represented apart from party political interests
- Establish gender forums and ensure that they have real influence where it matters, on policies and decisions, at all levels, on all issues.

4.1.3 **Capacity Building and Training**

Specific skills and knowledge would be required in order to promote gender equality in the workplace.

Training and capacity building needs, as well as the resources available to fulfill these needs, would have to be established.

The most suitable strategy for training, as well as the content of such training, would then have to be considered.

4.2 External Gender Policy Measures

Gender equality is imperative to development effectiveness and not just a matter of political correctness or kindness to women. New evidence demonstrates that when women and men are relatively equal, economies then to grow faster, the poor move more quickly out of poverty, and the well being of men, women and children is enhanced. The need for an effective external gender policy arises from the evidence that gender plays an important role in determining economic growth, poverty reduction and development effectiveness.

Women constitute more than 50% of the population and are thus in many cases, the majority of target groups in the programmes of the Municipality. Thus it is important to address their needs, so to ensure that the outputs of the municipality meet the needs of the target group and consequently enhance the performance of the municipality.

The policy also seeks to address the social context issues in which discrimination against women is entrenched. This will include taking to consideration the particular plight of rural women.

The integration of gender perspectives in policies, programmes and projects will require the municipality to:

- Review and analyze policies, programmes and projects for their gender sensitivity and ensure that gender equality is integrated into the organizational analysis, planning, performance, personnel, policy, monitoring and assessment;
- Ensure that gender sensitive indicators are developed for the monitoring and evaluation of programmes and projects;
- Ensure that before policy decisions are taken, an analysis of their impact on women and men is carried out;
- Promote strategies and aims on equality between women and men in order to eliminate obstacles to the exercise of women's rights and eradicate all forms of discrimination against women;
- Encourage and promote the active involvement of the broad and diverse range of institutional actors in the public, private and voluntary sectors to work for equality between women and men;
- Generate and disseminate gender disaggregated data and information for planning and evaluation;
- Use more gender sensitive data in the formulation of policies and implementation of programmes and projects;
- Promote and establish co-operative relationships with relevant branches of government, centers for women studies and research, academic institutions, women NGOs, private sector
- Increase women's capacity to participate in leadership positions
- Enhance quality participation of women (e.g. in public meetings)

5. **PART FIVE**

5.1 **Institutional Framework**

The institutional gender framework should be reviewed, amended and adequately resourced in order to ensure the effective implementation of the gender policy.

5.2 **Implementation Strategies**

The Gender Policy will be translated into a Strategic Plan of Action and will be incorporated in the Council's Integrated Development Plan (IDP).

Gender mainstreaming guidelines will be developed.

Generally, four types of resources are needed to effectively implement a gender policy: accountabilities, staff, budget and partnerships.

The content of a Strategic Plan of Action should be established through a process of consultation.