



Commission for Gender Equality
A society free from gender oppression and inequality

Gender Mainstreaming in Municipalities Women's Charter Sector Review

***A gender Analysis and Analysis of Implementation of Women's
Charter***

05 March 2021

Dr Nthabiseng Moleko

Commission for Gender Equality



Commission for Gender Equality
A society free from gender oppression and inequality

CGE Mandate

- ❑ The Commission for Gender Equality (CGE) is an independent statutory body established in terms of Section 181 of the Constitution of the Republic of South Africa.
- ❑ The mandate of the CGE is provided for in Section 187 of the Constitution and in the CGE Act of 1996 (as amended).
- ❑ CGE is mandated to promote respect for, protect, develop and attain gender equality, and to make recommendations on any legislation affecting the status of women.
- ❑ Section 11 (h) of the CGE Act mandates the Commission to monitor and evaluate the implementation of international and regional conventions acceded to by South Africa, that impact on gender equality.
- ❑ In fulfilling its core mandate the CGE continues to monitor interventions that are geared towards the empowerment of women in particular and the general attainment of gender equality in the country.



Commission for Gender Equality
A society free from gender oppression and inequality

Background on the Women's Charter

- ❑ Adopted on the 17th April 1954, during founding conference of the Federation of South African Women (FEDSAW).
- ❑ Shift in the socio-economic, political and cultural positioning of women within the South African society.
- ❑ Articles remain relevant.
- ❑ Evoked the role of women in the private and the public spheres
- ❑ Establishment of CGE to realise goal
- ❑ Women's Charter were enshrined into the Constitution



Commission for Gender Equality
A society free from gender oppression and inequality

Background

- ❑ The Commission for Gender Equality as part of its strategic objectives for 2012/2017, **to date** had a focus on gender transformation at local government level. The aim objective of this process was to assess amongst others progress made by local government in achieving gender equality through gender transformation and gender mainstreaming approaches as follows:
- ❑ Establish whether municipalities IDP's are engendered,
- ❑ To further establish if there is an enabling policy environment at municipality level to embrace gender equality, women empowerment interventions,
- ❑ To promote the use of gender mainstreaming approach in planning, budgeting, implementation, monitoring and evaluation and audit of public services at local government level.
- ❑ To facilitate a gender responsive identification, analysis and formulation of policies and programmes at local government level



Commission for Gender Equality
A society free from gender oppression and inequality

Background cont...

- ❑ To establish whether IDP's respond to daily concerns of communities, but in particular women, such as the feminisation of poverty, gender-based violence, unemployment, housing, health education and access to water and sanitation.
- ❑ To assess internal environment's state of readiness in order to promote gender transformation in terms of gender representation in decision making positions, in senior and top management.
- ❑ To promote substantive gender equality vs chasing numbers and quotas approach especially in compliance with Employment Equity Act , Public Procurement and BBBEE prescripts.
- ❑ To monitor compliance to legal prescripts guiding gender equality.



Commission for Gender Equality
A society free from gender oppression and inequality

- Routine availability of gender-specific data
- Measurable outputs and clearly-linked budget allocations
- Institutionalization of GRB
- GRB should be part an intrinsic part of planning

TARGETS – DIAGNOSTIC ASSESSMENT

The Commission's *Diagnostic Report*, released in June 2011, set out South Africa's achievements and shortcomings since 1994. It identified a failure to implement policies and an absence of broad partnerships as the main reasons for slow progress, and set out nine primary challenges:

1. Too few people work
2. The quality of school education for black people is poor
3. Infrastructure is poorly located, inadequate and under-maintained
4. Spatial divides hobble inclusive development
5. The economy is unsustainably resource intensive
6. The public health system cannot meet demand or sustain quality
7. Public services are uneven and often of poor quality
8. Corruption levels are high
9. South Africa remains a divided society.



Commission for Gender Equality
A society free from gender oppression and inequality

Background on the Women's Charter

❑ Adopted on the 17th April 1954, during founding conference of the Federation of South African Women (FEDSAW).

❑ Shift in the socio-economic, political and cultural positioning of women within the South African society.

❑ Articles remain relevant.

❑ Evoked the role of women in the private and the public spheres

Enabling milestones

- Increase employment from 13 million in 2010 to 24 million in 2030.
- Raise per capita income from R50 000 in 2010 to R120 000 by 2030.
- Increase the share of national income of the bottom 40 percent from 6 percent to 10 percent.

❑ **A Gendered Analysis of the National Development Plan Vision 2030:** prioritizing gender equality in the NDP's analysis and proposed sectoral strategies



Commission for Gender Equality
A society free from gender oppression and inequality

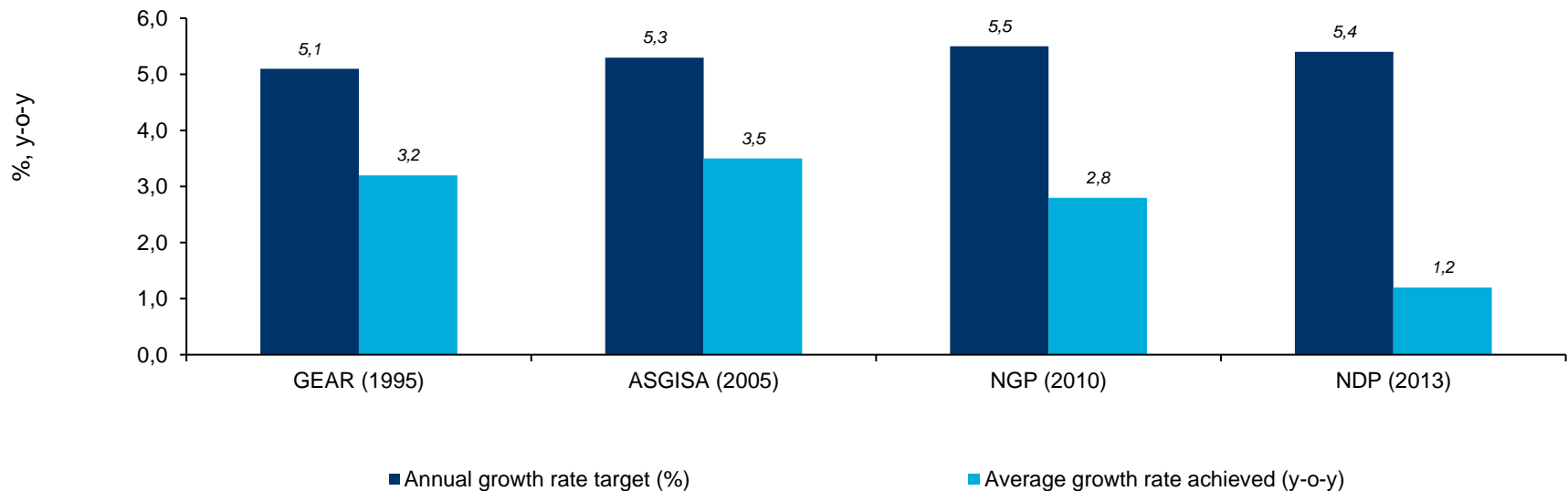
Enabling Milestones for NDP

- ❑ Adopted a targeted monitoring approach
- ❑ Shift in the socio-economic, political and cultural positioning of women within the South African society.
- ❑ Articles remain relevant.
- ❑ Evoked the role of women in the private and the public spheres

- Establish a competitive base of infrastructure, human resources and regulatory frameworks.
- Ensure that skilled, technical, professional and managerial posts better reflect the country's racial, gender and disability makeup.
- Broaden ownership of assets to historically disadvantaged groups.
- Increase the quality of education so that all children have at least two years of preschool education and all children in grade 3 can read and write.
- Provide affordable access to quality health care while promoting health and wellbeing.
- Establish effective, safe and affordable public transport.

STATE OF ECONOMY

Actual annual economic growth rates versus policy rates targets

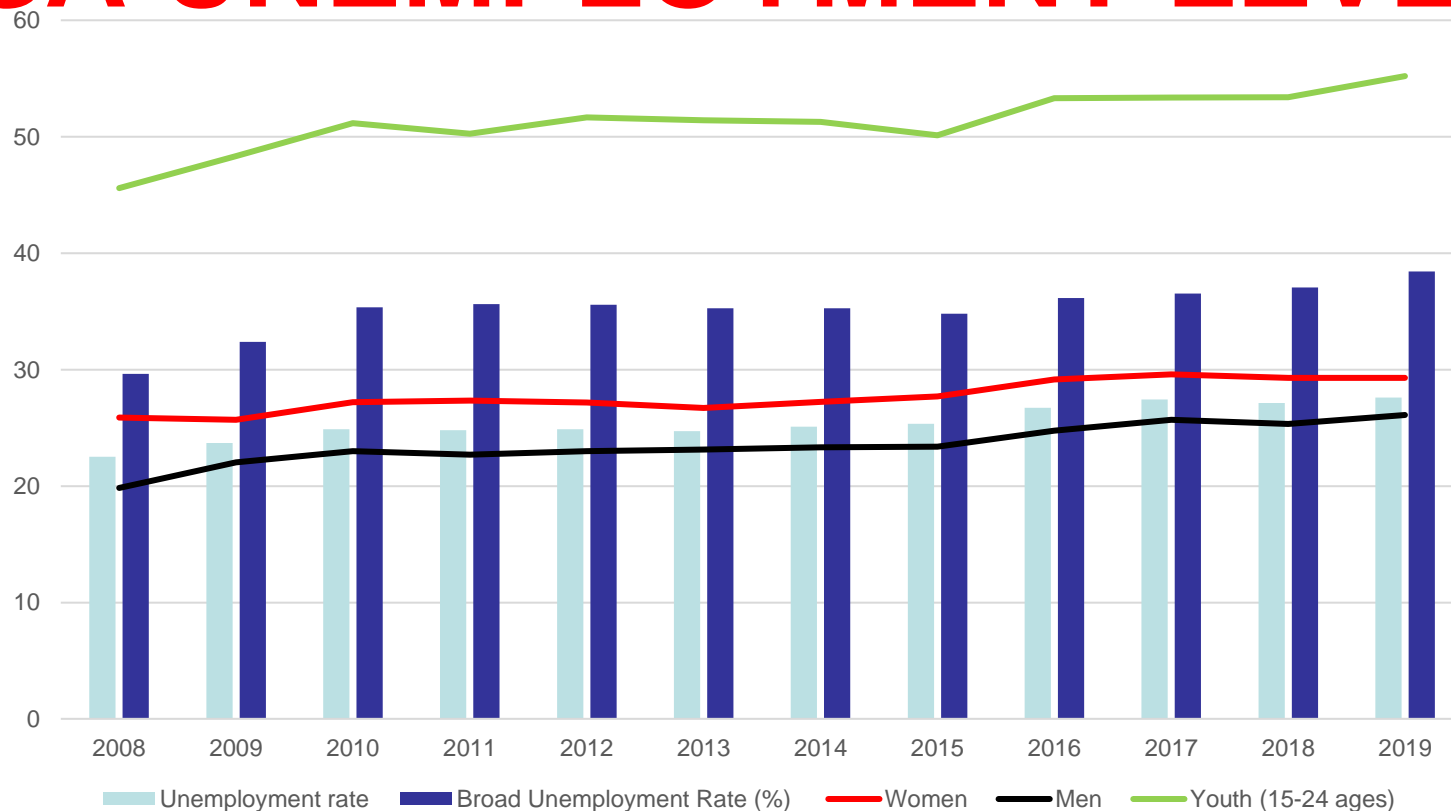


Source: (SARB (2020) and Investec (2015))



Commission for Gender Equality
A society free from gender oppression and inequality

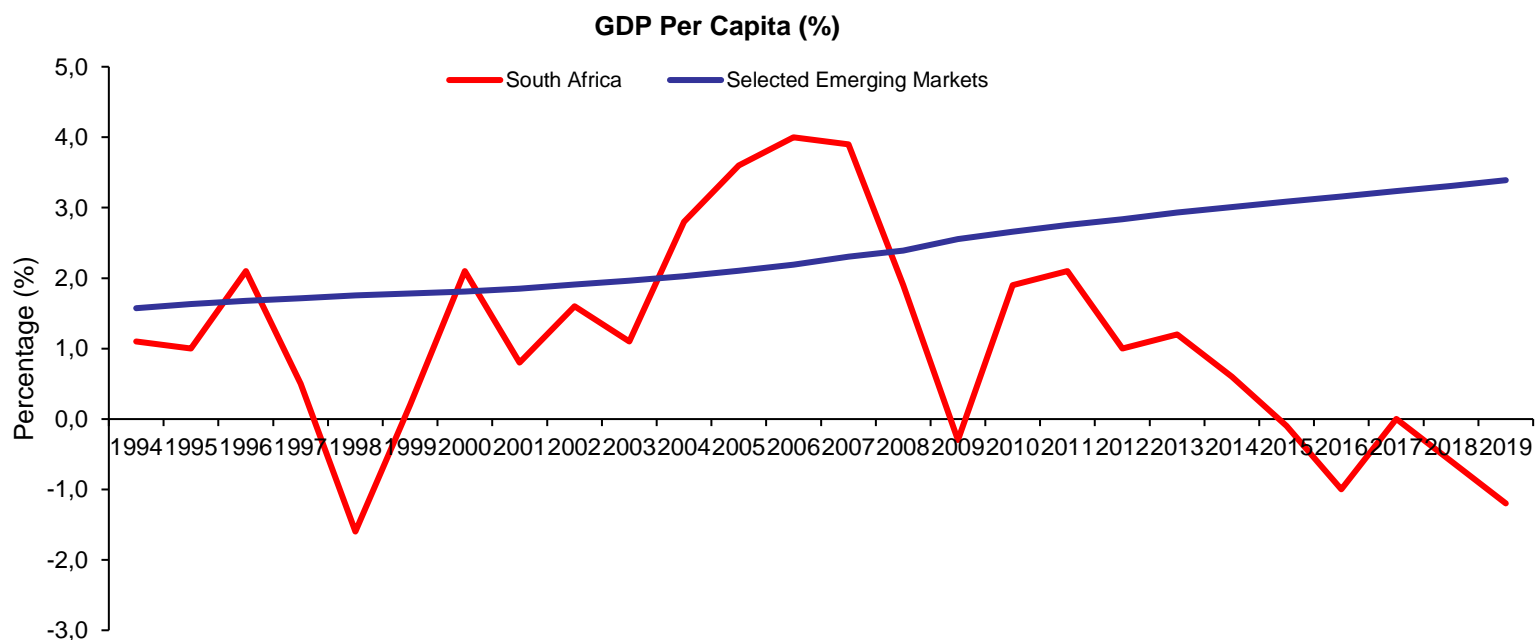
SA UNEMPLOYMENT LEVELS





Commission for Gender Equality
A society free from gender oppression and inequality

STATE OF ECONOMY



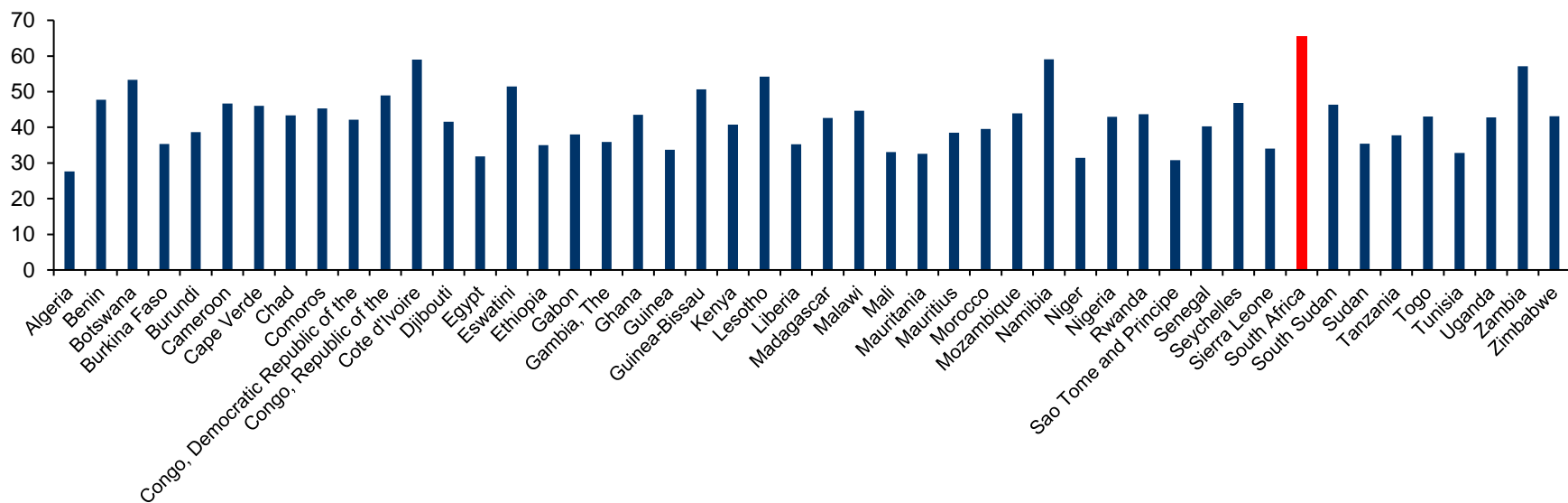
Sources: (Sarb and IMF, 2019)

Notes: The Emerging Markets GDP Per capita is estimated using IMF's GDP on purchasing-power-parity (PPP) share of world total (Percent)



Commission for Gender Equality
A society free from gender oppression and inequality

INEQUALITY LEVELS



Source: (United Nations University, 2017)
Notes: Data varies between 2010 and 2017



Commission for Gender Equality
A society free from gender oppression and inequality

INEQUALITY LEVELS

26

The percentage point gap between women's and men's labour force participation*

75%

The proportion of women's employment that is informal and unprotected in developing regions

24%

The average global gender pay gap

2.5x

How much more time women spend on unpaid care and domestic work than men



Commission for Gender Equality
A society free from gender oppression and inequality

Gender Policy frameworks for Local Government

- ❑ **Gender Policy Framework for Local Government (2015 – 2020)**
 - Provide general guidelines for local government on gender and development
 - Promote and facilitate gender mainstreaming and women's empowerment
 - Give effect to state policy commitments
 - Address specific issues affecting women
- ❑ SALGA WOMEN'S COMMISSION established to coordinate promote and advocate for gender appropriate strategies and practices within member municipalities and feed into regional and continental processes.
- ❑ Local government vehicle to achieve “Better life for all” this why the importance of gender mainstreaming in IDPs is critical . Especially with the onset of Sustainable Development Goals and the emphasise on “**leave none behind**”



Commission for Gender Equality
A society free from gender oppression and inequality

How do we assess the status of gender transformation in municipalities

Administer a questionnaire to establish the extent to which the municipality has progressed in promoting gender equality through their policies and practices internally and externally, i.e. in the communities in which they operate from

1. Institutional Information – Municipality Profile & Governance and decision making
2. Workforce Information: the total number of employees per grade and disaggregate by gender, race and disability status for the current financial year.
3. Creation of Enabling Environment: Does your municipality have a written and adopted gender policy that affirms a commitment to gender equality?
4. Occupational Health and Safety Issues
5. What measures are in place to ensure men and women safety in the workplace
6. Does the municipality have Sexual harassment Policy , Gender Discrimination
7. Gender Budgeting- Internal Environment: Has your municipality budgeted adequate financial resources to support its gender integration work?



Commission for Gender Equality
A society free from gender oppression and inequality

Gender Budgeting – External Environment

Do you have a **budget** geared towards programmes and projects targeting both women and men? Briefly ***explain each programme and project, its budget allocation*** and provide the race and gender disaggregated data of the beneficiaries

On site visits

FINANCIAL YEAR 2016/17					
District Municipality	Local Municipality/Town	Month	Partnership Members	Activity conducted	Status
West Coast	Cederberg-Clainwiliams	September 2016	SALGA	Meeting Municipality Executive members and Feed Back Session on GM analysis tool	Follow-up to be considered
Overberg	Cape Agulhas-Bredasdorp	November 2016	SALGA	Workshop with the Executive and Staff	Follow-up to be considered
Overberg	Theewaterskloof Municipality-Caledon	November 2016	SALGA	Gender sensitive programme	Follow-up to be considered
West Coast	Vredenberg	February 2017	DLG-HRD	Workshop with the Council members	Follow-up to be considered
Overberg	Cape Agulhas	March 2017	DLG-HRD	Workshop with the staff	Follow-up to be considered
Follow-up to be conducted					
District Municipality	Local Municipality/Town	District Municipality	Local Municipality/Town		Local Municipality/Town
West Coast	Cederberg-Clainwiliams	September 2016	SALGA	GM workshop	Follow-up to be considered
Overberg	Cape Agulhas-Bredasdorp	November 2016	SALGA	GM workshop	Follow-up to be considered
Overberg	Theewaterskloof Municipality-Caledon	November 2016	SALGA	GM workshop	Follow-up to be considered
West Coast	Saldahna Bay-Vredenberg	February 2017	DLG-HRD	GM workshop	Follow-up to be considered
Overberg	Cape Agulhas	March 2017	DLG-HRD	GM workshop	Follow-up to be considered

On site visits

FINANCIAL YEAR 2017/18					
District Municipality	Local Municipality/Town	Month	Partnership Members	Activity conducted	Status
Central Karoo	Beaufort West	July 2017	SALGA	GM workshop	Event based programme
West Coast	Matzikama Municipality-Vrondenberg	July 2017	DLG-HRD	GM workshop	Follow-up meeting
Overberg Municipality	Cape Agulhas	AUGUST 2017	DLG- HRD	GM workshop	Follow-up to be considered
Cape Winelands	Langberg	August 2017	SALGA WC	GM workshop	Event based programme
Cape Winelands Municipality	Drankestein Municipality	March 2018	n/a	GM workshop	Following up to be considered
FINANCIAL YEAR 2018/19					
District Municipality	Local Municipality/Town	Month	Partnership Members	Activity conducted	Status
Overberg	Theewaterskloof	2 nd Quarter 2019	n/a	1 st meeting hosted	GM to be conducted
City of Cape Town	City of Cape Town	3 rd Quarter 2019	n/a	GM workshop	Letter to be sent by the PM
Cape Winelands	Breede Valley	4 th Quarter 2019	n/a	GM workshop	Letter to be sent by the PM

FINANCIAL YEAR 2019/2020

District Municipality	Local Municipality/Town	Month	Partnership Members	Activity conducted	Status
Three Municipalities Identified for financial year 2019/20					
Overberg	Theewaterskloof	2 nd Quarter 2019	DLG-HRD	1 st meeting hosted	GM was conducted
City of Cape Town	City of Cape Town	3 rd Quarter 2019	n/a	n/a	Letter to be sent by the PM- for the meeting to be hosted in the next financial year 2020/21
Cape Winelands	Breede Valley	4 th Quarter 2019	DLG-HRD	GM workshop	GM was conducted with Senior members of the Municipality

Additional Municipalities hosted 2019/20

Garden Route District Municipality	Third Quarter- November 2019	n/a	Two-day GM-workshop for Senior and general staff members	Voluntary request for substantive gender equality workshop for next financial year
Mossell bay Municipality	Fourth Quarter- March 2020	n/a	Two-day GM-workshop for Senior staff members and men's forum	Voluntary request for further workshops in GM for the next financial year
Cederberg Municipality	Fourth Quarter- February 2019	DLG-HRD	GM workshop was conducted for Ward Councilors	Voluntary workshop request for the next financial year
Cederberg Municipality	Fourth Quarter- February 2019	DLG-HRD	Gender-Budgeting workshop was conducted for Municipality Financial Executive Members	Voluntary GB workshop was request for the next financial year.



Commission for Gender Equality
A society free from gender oppression and inequality

General CGE Observations /realities in the municipalities that we have assessed to date

- ☐ Lack of cooperation from municipal leadership regarding the CGE processes.
- ☐ Lack of resources and willingness to support gender mainstreaming in Municipalities
- ☐ Representation of women is still minimal % at decision making positions
- ☐ Large segments of the workforce are still male dominated, and women still experience barriers of entry for women
- ☐ Lack of gender transformation policies and plans
- ☐ Noncompliance to the (draft) gender policy frameworks.
- ☐ Noncompliance with the National Gender Policy Framework.
- ☐ Skill gap (understanding of gender mainstreaming approach/es),
- ☐ Uncoordinated Provincial Gender Machinery (PGM).
- ☐ Lack of an enabling environment that promotes women, youth and PWD and non-gender conforming individuals.



Commission for Gender Equality
A society free from gender oppression and inequality

Thematic Areas Aligned to the Women's Charter

Article 3: Economy: Advancing the Inclusive Economic Growth Paradigm for Women

❑ CGE identified several programme initiatives that were put in place by the Department of Trade and Industry (DTI) during the 2009-2015 period

❑ These programmes were aimed at supporting women-owned enterprises as well as supporting individual women who wished to establish their own SMMES. Amongst the programme initiatives identified were the following:

❑ The various programme initiatives were often carried out in a haphazard and inconsistent manner across the different initiatives without clear coordination, resulting in limited sector-wide impact.

❑ All the above programme initiatives suffered from poor administrative management, record keeping, information dissemination and ineffective coordination.

❑ Limited staff capacity to manage relations with beneficiaries undermined the achievement of the goal of economic empowerment.



Commission for Gender Equality
A society free from gender oppression and inequality

RECOMMENDATIONS

- Women's economic empowerment be clearly articulated through public policy documents of ministries such as the DTI and DSBD
- Clear targets, time frames and clearly defined indicators of success – **PUBLIC PROCUREMENT TARGETS**
- Effective public information dissemination programmes and initiatives targeting specific intended beneficiaries
- Business skills training has been provided and loans disbursed to the new beneficiaries, the CGE recommends that ongoing, consistent, sustained and effective support be provided to the loan recipients



Commission for Gender Equality
A society free from gender oppression and inequality

SINK OR SWIM:

The Challenges of Implementing
Government's Women Economic
Empowerment Programmes in South Africa

RESEARCH REPORT
2020



Commission for Gender Equality
A society free from gender oppression and inequality

Women's Economic Empowerment

- ❑ Promoting gender equality and women's economic empowerment requires a regular and careful planning and monitoring, as well as gender budgeting to ensure an inclusive and participative economic development process that leaves no one behind.
- ❑ South Africa has therefore put in place measures to enable women's economic development across the three spheres of governance in the country. These include:
 - ❑ The National Gender Policy Framework (NGPF) for Women's Empowerment and Gender Equality.
 - ❑ National Development Plan (NDP) which was found to be constructed in a gender blinded manner.
 - ❑ Medium-Term Strategic Framework: 2014-2019.
 - ❑ National Gender Machinery.
 - ❑ National Planning, Budgeting and Monitoring Framework
 - ❑ Strategic Framework for Gender Equality within the Public Service (2006-2015)



Commission for Gender Equality
A society free from gender oppression and inequality

Functions and Milestones (Cont...)

- ❑ **365 Day Programme of Action on GBV:** The CGE has also conducted annual assessments/monitoring of progress by state and civil society organisations on the implementation of the National Action Plan (NAP).
- ❑ **Assessing Effectiveness of Gender Focal Points in South Africa:** In 2013 the CGE conducted a study into the effectiveness of Gender Focal Persons (GFPs) at national and provincial levels.
- ❑ **Assessing the Effectiveness of the National Gender Machinery:** In 2013, the CGE conducted an assessment of the effectiveness of the National Gender Machinery.
- ❑ **A Gendered Analysis of the National Development Plan Vision 2030:** In 2013 the CGE conducted a gendered analysis of the National Development Planning Document (Vision 2030), seeking to identify ways of infusing and prioritising gender equality in the NDP's analysis and proposed sectoral strategies for the country's development.



Commission for Gender Equality
A society free from gender oppression and inequality

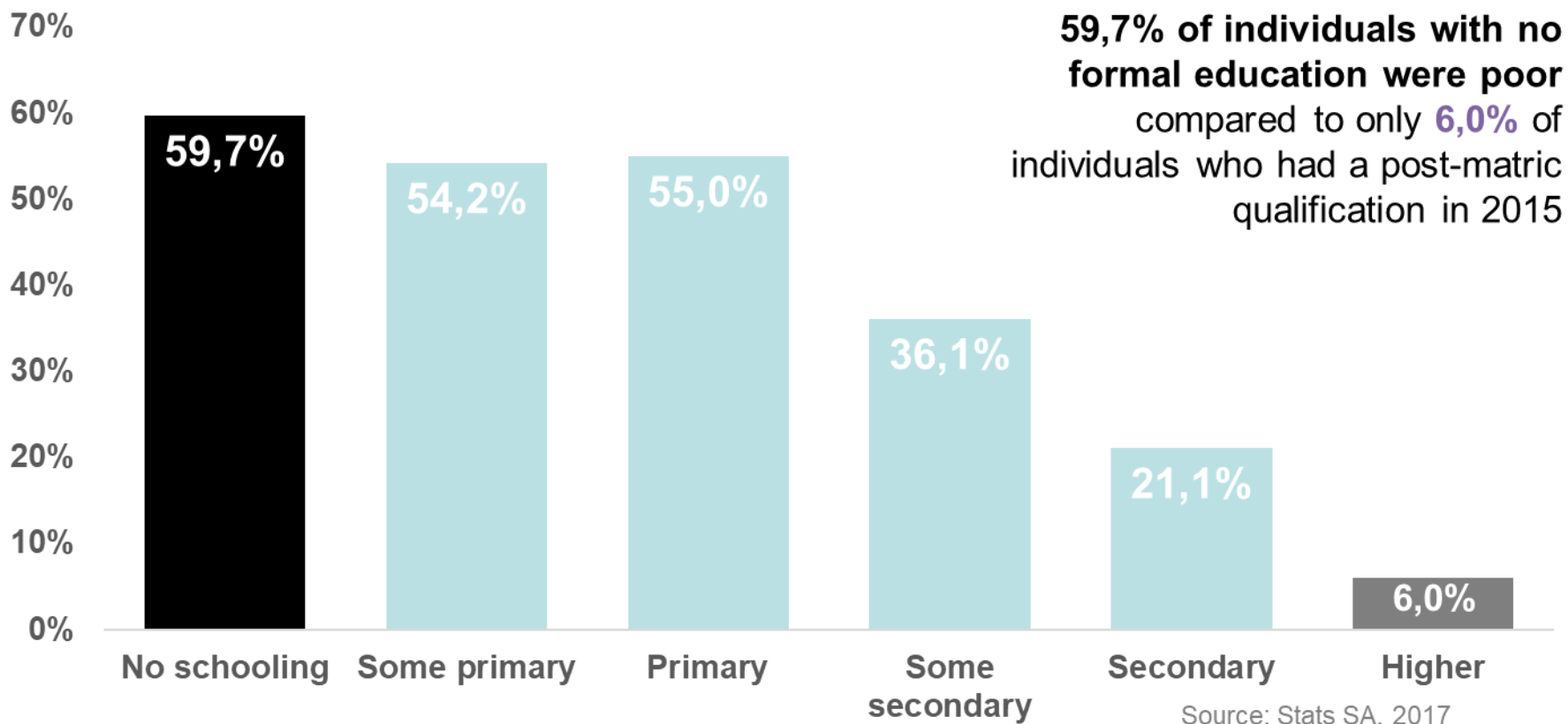
Basic Education

Article 4: Education and Training

- ❑ Develop programmes aimed at curbing pregnancy amongst girls of school going age.
- ❑ Department of Basic Education developed the National Policy for the Prevention and Management of Learner Pregnancy.
- ❑ The DBE has also put in place the provisions on the readmission of the teenage mothers into the schooling system and retaining them. However this provision is contravened by the some SGB hence there is a need to ensure enforcement as education is a basic human right for all.
- ❑ The proportion of women academics and lecturers, in executive management rather than the concentration at lower levels
- ❑ Outcomes of proportion and outcomes of school and TVET college outcomes – improve ANA outcomes and the like



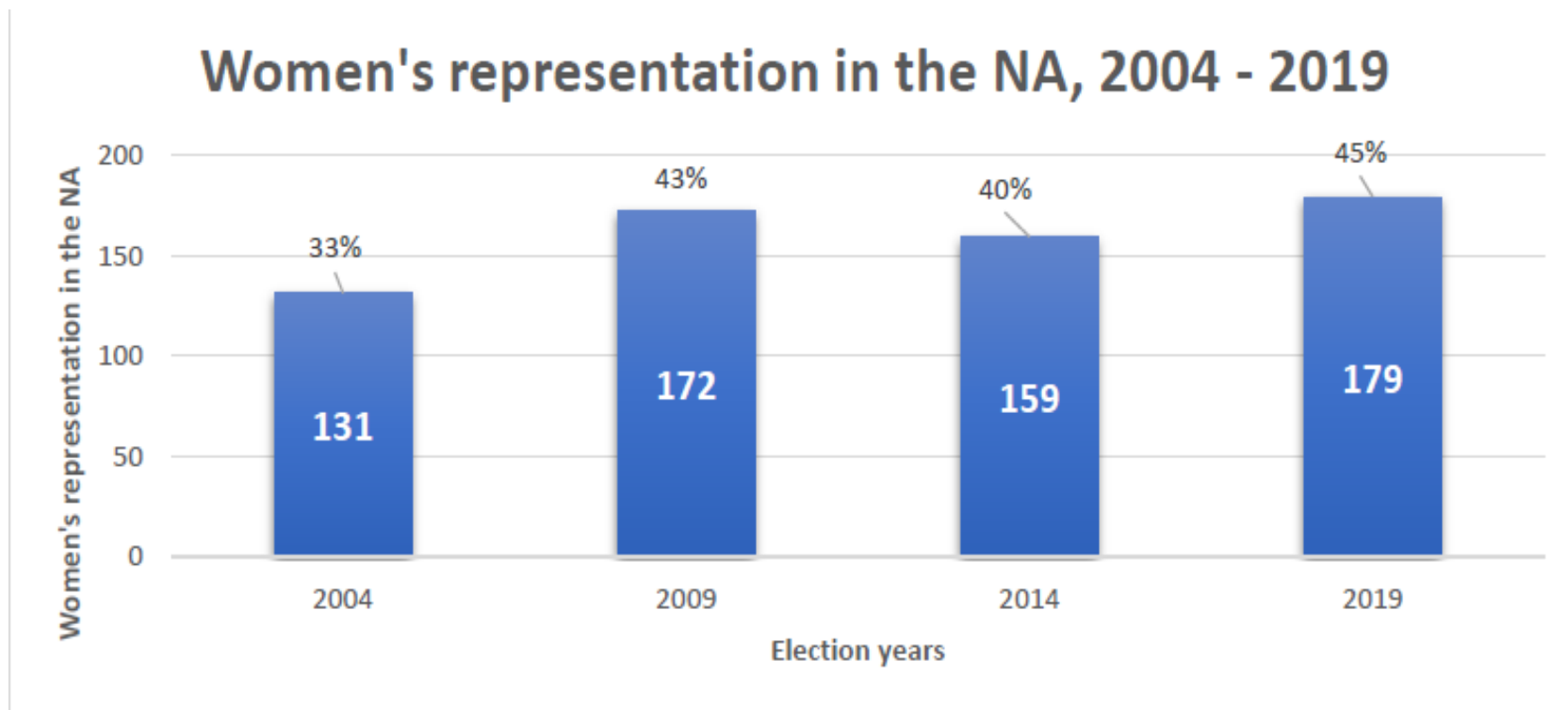
Commission for Gender Equality
A society free from gender oppression and inequality





Commission for Gender Equality
A society free from gender oppression and inequality

Participation in Decision Making (Article 7)





Commission for Gender Equality
A society free from gender oppression and inequality

SA HISTORICAL OUTLINE

- National Policy Framework for Women's Empowerment and Gender Equality
- Commitments and obligations limited outcomes – Budget Prioritisation Framework (2018)
 - Silent on gender priorities
 - Little evidence on gender responsive planning, policy and budgeting
- Statistics South Africa data – monitor ward, district and provincial outcomes
- Institutional mechanism weak, well resourced DPME, DPSA, NT, Stats Sa, DYWPD
- Buy in of GRBPMEA – Western Cape this is a big MOVE!!!!
 - Western Cape introduce GRB 2001 and again 2007 - 2012



Commission for Gender Equality
A society free from gender oppression and inequality

PROVINCIAL ARCHITECTURE

Development indicators

Indicators of country gender development impact & national outcomes. Taking into account SDG, AU, SADC & NDP gender policy & indicators as well as SA gender policy priorities

Programme performance indicators

Outcome & output indicators for gender priority programmes across 14 Outcomes and sectors

Key sector indicators incl.

- Economic empowerment, financial inclusion, employment, ownership, infrastructure
- Social sector, basic services, health, education
- Governance, agency and voice: representation, participation etc.

Provincial & local govt indicators

Other indicators specific to provincial and local government

- ❑ CGE inputs into Provincial Strategic Plan (2019 – 2024)
 - ❑ Situational analysis includes gendered and race dimensions of employment
 - ❑ Situational analysis outlines wage gap between gender 23% gap
 - ❑ Youth dimension in strategic plan
 - ❑ Situational analysis points out the high risk of children and high level of gun related violence
 - ❑ Cited the high level of GBV in hot spot areas
- ❑ Performance Management systems aligned to targets and gender deliverables
 - ❑ VIP 1 : Safe and cohesive communities
 - ❑ GBV related indicators + police satisfaction
 - ❑ Shelter access and building cohesive communities
 - ❑ VIP 2: Growth and jobs
 - ❑ Women informal economy
 - ❑ Unpaid care work, home based work and economic dependence
 - ❑ SMME support to overcome structural barriers
- ❑ Provincial planning strengthen with research mechanism that measures interventions
 - ❑ Youth risk referral pathways
 - ❑ Family centred initiatives to reduce violence
 - ❑ Housing strategies and Economic opportunities for GBV victims to rebuild lives
 - ❑ Infrastructure projects 50% female owned companies
 - ❑ Skills development initiative have gender and disability targets
- ❑ Continued MTEF process + budget cycle allocate and programs in votes and budget circulars
- ❑ Provincial Treasuries database include gender indicators



Commission for Gender Equality
A society free from gender oppression and inequality

PROVINCIAL ARCHITECTURE

- ❑ CGE inputs into Provincial Strategic Plan (2019 – 2024)
 - ❑ Situational analysis includes gendered and race dimensions of employment
 - ❑ Situational analysis outlines wage gap between gender 23% gap
 - ❑ Youth dimension in strategic plan
 - ❑ Situational analysis points out the high risk of children and high level of gun related violence
 - ❑ Cited the high level of GBV in hot spot areas

- ❑ Performance Management systems aligned to targets and gender deliverables
 - ❑ **VIP 1 : Safe and cohesive communities**
 - ❑ GBV related indicators + police satisfaction
 - ❑ Shelter access and building cohesive communities
 - ❑ **VIP 2: Growth and jobs**
 - ❑ Women informal economy
 - ❑ Unpaid care work, home based work and economic dependance
 - ❑ SMME support to overcome structural barriers

- ❑ Provincial planning strengthen with research mechanism that measures interventions
 - ❑ Youth risk referral pathways
 - ❑ Family centred initiatives to reduce violence
 - ❑ Housing strategies and Economic opportunities for GBV victims to rebuild lives
 - ❑ Infrastructure projects 50% female owned companies
 - ❑ Skills development initiative have gender and disability targets



Commission for Gender Equality
A society free from gender oppression and inequality

SA PLANNING AHEAD TO CHANGE OUTCOMES

- Increasing the number of women who manage, own and control enterprises and productive assets; [DTI/DSBD/NEF/PIC/DSD]
- Developing human resources and skills [DBE and DHET]
- Achieving equitable representation in all occupational categories/levels in workforce [CEE + PSC]
- Preferential procurement; and [National Treasury + Depts + LM's and DM's]
- Investment in enterprises that are owned or managed by women. [PSCE + Loan advances]



Commission for Gender Equality
A society free from gender oppression and inequality

LOCAL GOVERNMENT INTERVENTIONS

- ❑ **Alignment of the Gender Policy Framework for Local Government (2015 – 2020)** against the set National, Regional and International instruments
- ❑ Alignment with the SDG's, Alignment with NDP – Vision 2030, New District Model and the 2018 Gender Responsive Planning Budgeting Evaluation Monitoring and Auditing Framework
- ❑ Strengthening capacity of Gender Focal Persons and IDP Managers on Gender mainstreaming and Sustainable Development issues
- ❑ IDPs must reflect gender transformation within Municipalities
- ❑ CGE - Continue to use its Legal and Constitutional Mandate to play an oversight role and report to Parliament



Commission for Gender Equality
A society free from gender oppression and inequality

LEGISLATION RECOMMENDED

- ❑ BBEE - Economic growth with redistribution – equity in workforce & supply chain? ENFORCEMENT and SANCTIONS
- ❑ ENFORCE MATHS AND SCIENCE - Invest in people - growth of skills in the labour force – Manufacturing, R&D, Sci & Tech
- ❑ ECONOMIC STRATEGY UNDERPINNED by industrialisation, rural development and production & productive labour force
- ❑ PFMA recapitalization of NEF/SEFA – targeting women, youth, black Africans
Entrepreneurial revolution (finance!)
- ❑ SOEs and Departments – cap outside consultants, use for the three tiers workforce 10 million



Commission for Gender Equality
A society free from gender oppression and inequality

LEGISLATION RECOMMENDED

- ❑ SARB oversee illicit flows – SARS Legislation, wealth tax, tax e-commerce, tax illicit capital flows linked to profit share
- ❑ Tax cash reserves, hoarding of idle cash by corporates that disinvest (progressive for every year) – retain local K
- ❑ Procurement Bill – targets not mandatory therefore accountability and sanctions
- ❑ Competition Bill – laws on market concentration of industries subsectors [break oligopolies. E.g. retail sector]; fines not disincentive
 - ❑ e.g. 2010 WORLD CUP, REVOKE LICENSE for 6, 12 months no operations



Commission for Gender Equality
A society free from gender oppression and inequality

Thank You

HAVE A GENDER RELATED COMPLAINT ????
REPORT IT TO

0800 007 709

Twitter Handle CGE_ZA

Facebook: Gender Commission of South
Africa