

**A framework for transforming gender relations in South Africa**

**Written and presented by the Commission on Gender Equality  
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## Acknowledgements

This framework was produced as a result of a series of consultative workshops with various organisations and individuals concerned with gender equality in South Africa. The Commission on Gender Equality, (CGE), thanks each and everyone who contributed during and after these workshops.

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## Foreword

The CGE's vision is, "...a society free from gender discrimination, and all forms of oppression, in which people will have the opportunity and means to realise their full potential, regardless of race, class, sex, religion, sexual orientation, disability or geographic location". We are pleased to present our Framework for Transforming Gender Relations in South Africa, as a way of sharing our vision with you.

It is never an easy task to produce any piece of work and call it a "framework". By so doing people expect to a definitive guide to all aspects of the issue being addressed. We do not claim that this document is a definitive guide to gender equality in South Africa. This is only a start. Part of our mandate as the Commission on Gender Equality is to educate the public on gender equality - in a broad sense. Over the few years of our existence we have identified specific needs for this public education. This framework is designed to meet some of the needs expressed to us in workshops, meetings and the calls that we get daily. It is also our attempt to provide those of you who are policy makers and planners with a tool that can help you to:

- understand what is required of you,
- think of what you can do,
- design good policies and programmes.

This document also provides the basis for the CGE's monitoring mandate. Users of this framework should be able to get started in designing effective policies and programmes wherever they are.

As indicated, this is a living document and we would like to update and revise this tool as we go along. Feed-back on how you found it and what else you would like included will therefore be greatly appreciated. We have also produced another tool, GenderLink which provides guide-lines on how to integrate gender considerations in an organisation.

Now let's see you translating this into practice.

Joyce Piliso-Seroke  
Chairperson

## **Section 1 Introduction**

### **Who is this document for and what is it about?**

This document is for anyone who is working to transform and develop South Africa, but particularly for policy makers and trainers. It is the Commission on Gender Equality's (CGE) first attempt to formulate a framework which the commission believes we need to be working within if we are to promote and protect gender equality, as the Constitution demands.

Whether you are familiar with the theories and practices of gender equality or completely new to them, this document will be useful to you. If you are involved in funding, policy-making, training, research or on-the-ground projects, it will help you make sure that you take women's particular needs into account and that women and men are equal beneficiaries of your work. This document aims to provide information and to get you thinking. The CGE hopes it will get you talking too.

### **What is the purpose of this document?**

As someone involved in transformation or development, you have probably asked yourself these questions:

- What exactly does gender equality mean?
- What am I and my organisation supposed to do about it?
- What are other people, groups, organisations and institutions in South Africa doing about it?
- What has government done and what does it intend to do to promote and protect gender equality?
- What are some of the most important issues for advancing gender equality in South Africa?
- How can we be sure that the theories and practices we rely on are suitable for our specific situation?
- How do we know that our programmes are succeeding? How do we measure our success?

This document aims to help you answer all these questions and provide a framework for you to work within.

### **How did the CGE come up with the framework?**

The CGE developed the framework in internal discussions and two workshops which included non-governmental organisations (NGOs), academics and parliamentarians. The CGE will take the process further, including following up readers' responses to this document and reviewing the framework from time to time.

### **How to use this document**

You may read the document from beginning to end, but each section can stand on its own, so you may want to dip into them as you need to. You may read it on your own, or in a group. You can also use it as a reference and as training material. As far as possible it has been laid out so that you can make overheads by simply copying the pages onto transparencies. There are some questions which you might like to answer yourself as you read, but they will be most fruitful if you discuss them with others.

### **Statistics**

Statistics have been drawn from various sources in the references and resources list.

## **What is the Commission on Gender Equality?**

The CGE is an independent public body. It was established in accordance with the Commission on Gender Equality Act No 39 of 1996, which spells out its mandate and functions. The CGE's mandate includes having the power to hold accountable, state organs, statutory and public bodies, as well as the private sector, for promoting and protecting gender equality. Its functions include providing information and education on promoting and protecting gender equality, such as with this document.

## **WHAT THE DOCUMENT COVERS**

The framework is divided into 9 Sections. Each one is designed to stand on its own for easy reading and use.

### **Section 1: Introduction and What this Document is about**

This gives a general introduction to the framework, where it comes from and what it is meant for.

### **Section 2: Conceptual Issues**

This section provides some definitions of gender, gender equality and some conceptual clarity on what these terms mean.

### **Section 3: Contextual Framework:**

Gender Equality is a priority for South Africa. This section provides an overview of some of the key policy commitments that South Africa has made so far in this regard.

### **Section 4: Some of the areas of concern that need our immediate attention.**

This section out-lines some of the critical gender issues in South Africa today, what is being done about them and challenges you to think about what else needs to be done.

### **Section 5: Policy- Making Approaches**

There are many approaches to gender policy-making. This section out-lines some.

## **Section 6: Translating Policy and Principle into practice**

This is a step-by step guide on how to design a gender sensitive programme.

## **Section 7: Institutional Framework for Advancing Gender Equality in South Africa**

Which are the key institutions that are charged with advancing gender equality? What are their different roles? Read this section and find out.

## **Section 8: Glossary of Terms**

A quick dictionary of terms used in the document

## **Section 9: Annexes**

## Section 2 Conceptual Issues

### WHAT IS GENDER?

#### Sex and gender

*The difference between gender and sex is that gender is cultural and social, while sex is biological.*

When we talk about a person's **sex**, we are referring to the **biological** characteristics which make them male or female. Two of the biological or sex differences between women and men are that only women can get pregnant and that women menstruate and men do not. There are very few biologically determined differences between women and men.

**Gender** differences refer to something else. When we talk about gender, we mean the characteristics that **society** expects a person to have, based on their sex. Each society defines what behaviour is appropriate for a man or a woman. We expect certain things from women and certain things from men. We believe that women are meant to do certain types of work, for example, and men others. These **gender roles** are based on our biological sex, but they are not natural roles, or God-given. Rather, they are defined by our society. Gender therefore refers to the economic, social, and cultural roles, behaviours, attributes and opportunities which are associated with being female or male.

*What are some of the characteristics of women as our society defines them? Do they seem right? How might some of these characteristics limit a woman's opportunities? What are some of our society's expectations of men? Do they seem right? How might these expectations limit a man's choices?*

#### Gender is dynamic

In our society, at present, **gender relations** favour men: our society tells us that women must be subordinate to men, that they should have less power, less opportunities, and less access to resources than men. But because gender is socially constructed it is dynamic. Gender roles are different in different societies and have changed over time. We do not have to accept the present relations between men and women as natural and fixed.

### Similarities between racism and sexism

Just as sexism uses people's biological sex to establish and maintain unequal power relations between men and women, racism uses people's racial origins. Apartheid was a system of white domination; patriarchy is a system of male domination. There are many similarities between apartheid and patriarchy as systems. *Race relations* under apartheid favoured whites, just as gender relations in our patriarchal society favour men. Our patriarchal society teaches us that certain things are appropriate for women and others for men, just as apartheid taught us that certain things are appropriate for blacks and others for whites. In both patriarchal and racist systems, political, legal and social institutions are used to uphold the power of the dominant group. And in both, discrimination becomes part of the attitudes of the oppressor and the oppressed.

### Similarities between apartheid and patriarchy

|                              | <b>APARTHEID</b>   | <b>PATRIARCHY</b>   |
|------------------------------|--|---|
| <b>Root of the problem</b>   | Unequal power relations based on race  | Unequal power relations based on sex  |
| <b>MANIFESTATIONS</b>        |  |   |
| <b>Social attitudes</b>      | Patronising attitude of whites: "our blacks are happy/grateful"                          | Patronising attitudes of men: "our women like staying at home"  |
| <b>Complexes</b>             | Internalised oppression: "I am very happy working for my baas"                           | Internalised oppression: "My husband beats me for my own good"  |
| <b>Focus on the physical</b> | White myths and stereotypes about the physicality of blacks                              | Women are seen as sex objects   |
| <b>Stereotypes</b>           | "Blacks are loud/lazy ..."   | "Women gossip; they have nothing better to do ..."  |
| <b>The law</b>               | Blatant legal discrimination based on race   | Blatant legal discrimination based on sex   |
| <b>Land</b>                  | 87 per cent of the population (blacks) forced onto 13 per cent of the land               | Women not allowed to own land   |
| <b>Education</b>             | Vastly inferior education system for blacks; few opportunities in science and technology | Equal numbers of boys and girls at primary and secondary school, but huge drop in girls at tertiary level; only tiny number in science and technology |
| <b>The economy</b>           | Blacks confined to lowest  | Black women confined to   |

|                            |   |  |
|----------------------------|---|--|
|                            | paid jobs; high unemployment  | even lower paying jobs; even higher unemployment   |
| <b>Politics</b>            | Until 1994 blacks barred from politics  | Still very unequal representation of women in politics   |
| <b>Violence</b>            | Very violent system; gross human rights abuses  | Rape; domestic violence; sexual harassment   |
| <b>FIGHTING THE SYSTEM</b> |   |  |
|                            | Blacks in the forefront, but supported by some progressive elements from other racial groups who recognised that transformation is in their interests | Women in the forefront, but supported by progressive men who recognise that transformation is in their interests |
| <b>Self-assertion</b>      | "Black is beautiful"  | "Proud to be a woman."   |
| <b>Strategy</b>            | Empowerment   | Empowerment  |

Black South African women were not only oppressed as blacks, they were oppressed as women. (And most of them as workers too.) As a social group, women do not have the same experiences - for example, due to their geographical location (urban/rural) and opportunities in education (literate/illiterate). Women with disabilities tend to be marginalised and excluded in mainstreaming initiatives.

*What are some of the characteristics of black people, as apartheid defined them? And of whites? How did these affect you as you grew up and lived here? What has changed?*

### **We can change gender roles and relations**

In South Africa, black and white people are learning to see each other differently. A person's race can now mean something quite different from what it did under apartheid. It is equally possible, that we, as a society, and as individuals and groups within a society, can change gender roles and gender relations so that men and women can be equal.

## What does gender equality mean?

Let's start with what gender *inequality* means. In our society at present, women are subordinate to men. Men have more institutional and social power, more access to all sorts of resources - including those needed for basic physical survival - and more opportunities to develop themselves. From the family to the highest public level, men are in positions of power over women. Why? Because we expect certain qualities and behaviours from each other, which are determined by our sex.

## What does gender equality mean in practice?

Simply, gender equality means that men and women must be *equal*. They should be treated with equal concern and respect, and should be entitled to develop to their full human potential. For example:

- Girls and boys must equally easily be able to go to school and stay there.
- Women and men must be able to get the job they choose and the qualifications they need to do it.
- Women and men must get paid the same for doing the same work.
- The laws must provide women and men with equal protection from exploitation and violence.
- Women and men's particular health needs must be met.
- A woman or a man must be able to be the President of South Africa!

Gender equality does *not* mean that men and women are the *same* and need to be treated the same. Discrimination and inequality have meant that men tend to be better placed to take advantage of existing opportunities. We have to recognise the inequalities between men and women and address them. The approach that the CGE encourages is *substantive equality*. An example used by the National Alliance of Women's Organisations in the UK will best illustrate what this means in practice.

*A fox and a stork may be given equal opportunity to eat from a dish. But who gets the most depends on whether the dish is wide and shallow to suit the fox, or deep and narrow for the stork. In order to ensure that each one eats and gets the same amount of satisfaction, they would each have to be able to eat a share of food from a dish that suits their particular needs.*

Substantive equality is one of the seven guiding principles the CGE has highlighted in this document.

**But why *should* men and women be equal? What difference will it make? What's in it for men?**

*Women and men will have more choices, more freedom.*

*Women and men will share responsibilities equally.*

### **South African women have fought for this**

Women in the struggle against apartheid expected that the victory for democracy in South Africa would also be a victory over sexism. While the focus of the struggle was on eliminating a racist system, democracy is broader than that: all citizens are equal in a democracy, men and women.

### **Justice**

The transformation of South Africa requires totally redistributing power and resources. All South Africans will benefit from this because we will live and participate in a just society. Everyone will have the opportunity to develop his or her full potential and contribute to the common good. This will mean that men and women will have equal rights. And thus that responsibilities - at home, at work, in public life - will be equally shared. Both women and men will have wider choices and more freedom. But at present, women do not have the same access to resources and decision-making processes as men do because of the gender roles our society puts us in. And so women cannot fully develop and use their talents and skills, for their own benefit or for the benefit of our society as a whole.

### **Development**

South Africa cannot transform completely if we only focus on race. What does it mean to have black and white people in Parliament if there are only very few women? How can we talk about development if it excludes half of the population? How do we address the needs of different groups such as rural women and women with disabilities?

### **Empowering women does not mean disempowering men**

Very often people make the mistake of thinking that by empowering women, we are disempowering men. Behind this mistake lies a belief that power is available in small and

limited quantities: so if one person has power it means that others cannot have it. This comes from the patriarchal and unequal world we live in, in which we have seen how rulers have power over the ruled, men have power over women, adults have power and children have none, and the rich have a lot of control over things and the poor have none. This is true. But there is a different way to see power. All of us have power in different ways. We can all be empowered together. We need to see other people as equals and as partners. If others have power, it does not take away what power I might have.

### **Why focus on women?**

If we are concerned about relations of power between men and women, why focus on women? Why not on men's behaviour and attitudes, for example?

Women have less access to decision-making and other structures of power and authority. They need to be brought up out of their subordinate situations - at home, in their communities and in public life - so that they can participate in shaping the transformation of South Africa equally with men.

For example, one of the most significant areas in which men and women are treated unequally is work. Unequal power relations between men and women are deeply rooted in the way work is divided up in our society. Almost all women do both productive and reproductive work, but:

- women have an inferior status
- women's work is less visible, less valued and often underpaid, if paid at all
- women do more than their fair share of reproductive work, i.e child care, domestic chores, caring for the sick and the elderly etc.

Changing women's status in the labour force would challenge and change power relations between men and women.

We can also compare this to the struggle against apartheid. For a long time the struggle focused on educating and mobilising black people first. As the old expression goes: "it is only the one who wears the shoe who feels the pinch". So you start by discussing *with the wearer of the shoe*, where it pinches, why it pinches, and what she or he can do about it. You do not talk to the shoemaker, or the seller, or other customers in the shop first! This is why we start by focusing on the women: because the struggle is theirs, and they have to fight it. The men get involved in different ways and at a different time.

It is the responsibility of men (and racists), to change their own attitudes and behaviour. They must be prepared to give up the unfair hold on power and privileges which apartheid and patriarchy bestow on them.

### Section 3

## CONTEXTUAL FRAMEWORK

Since 1994, and even before, a number of significant developments have set the pace towards building a non-racial and non-sexist society. South Africa has a range of progressive policies and legislation which have set the context for gender transformation. In addition, South Africa has ratified international agreements and is also party to a number of international agreements. Through these, South Africa committed itself to taking actions specified therein to transform relations between women and men. It is important to highlight a few of these.

- The South African constitution adopted in 1996 clearly entrenches the principle of equality between the sexes. In addition the constitution provides for: affirmative action where necessary to address imbalances of the past, freedom and security of person, socio-economic rights - which are key for most women, and that the constitution takes precedence above all laws.
- In 1995 South Africa ratified the Convention on the Elimination of All Forms of Discrimination Against Women, (CEDAW). Although international conventions such as CEDAW do not automatically become part of national law, ratification is an important step. It signifies government's commitment to the principles and actions specified. Lawyers, women's groups and policy makers can use the provisions of CEDAW to make demands of the government and remind it of the commitment that it made at international level.
- The South African government took part in and committed itself to the agreements reached at the Fourth World Conference on Women held in Beijing in 1995. All of the critical issues highlighted in this framework are the same as those identified at the Beijing conference.
- At the sub-regional level, South Africa as a member of the Southern African Development Community (SADC), agreed to the SADC declaration on Gender and Development as well as the addendum on the Prevention and Eradication of Violence Against Women and Children. This was adopted by SADC heads of government in 1997.
- South Africa is also a member of bodies such as the Commonwealth, as well as the United Nations, which have adopted a number of significant agreements and declarations that seek to promote and protect gender equality.
- At the national level, the Office on the Status of Women is still in the process of finalising a national gender policy. Some government departments have developed gender policies in line with their functions.

What all this means is that there is a national and international policy context in which gender equality has been defined as a priority for South Africa. These policies, agreements and declarations signify not only the government's commitment and priorities, but go further to indicate how all sectors of society should be involved.

*Does your department or institution have a gender policy? Do you have a copy of the Beijing Platform for Action? Get copies of these documents and others to familiarise yourself and also help you in drafting your own.*

#### **Section 4**

#### **SOME OF THE AREAS OF CONCERN THAT NEED OUR IMMEDIATE ATTENTION**

*If we want to achieve gender equality, we must prioritise these areas.*

The Women's Charter for Effective Equality (launched in 1994) represents South African women's quest to take responsibility, themselves, for gender equality. Guided by the charter, the CGE has identified some areas that are particularly important for gender equality work. The government's Reconstruction and Development Programme (RDP) also focuses on these areas, as do the Beijing Platform for Action and the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). This document points to some of the key issues and outlines some of the work that is being done in each area.

## 4.1 RURAL WOMEN

*Almost half the South African population lives in the rural areas.*

Of South Africa's large rural population, the majority are women. And mostly, they are poorer than their urban counterparts. Their concerns are numerous.

### **Rural women have limited access to land and to credit**

South Africa's system of land ownership, tenure and use has been based on both race and gender discrimination; land has been distributed inequitably between men and women. One of the reasons women struggle so to overcome poverty is that they have limited access to and control over land.

- Legally, women may own land, but it is often difficult for them to get it. If women do have access to land, they often have no power over how it is used because they are subordinate to their male spouses or relatives, or because access is through group ownership, which has its own limitations.
- Other discriminatory laws and practices hinder women from getting the credit they need to develop their land for production. For example, financial institutions commonly require a male mediator before they grant a woman credit.
- In institutions where women can get credit they often do not have assets in their name for collateral.
- Individuals employed by financial institutions may also have attitudes that are hostile to women being given credit.
- Women do not have money to start with.
- Women are not experienced in organising. And if they are in organised groups - and are thus eligible for grants - men tend to dominate and make the decisions, which might not necessarily be in the women's favour.
- Land reform programme officers and others are not trained to be gender-sensitive, that is to see the differences in women's and men's needs.
- Service providers generally have attitudes that discriminate against women.

### **Rural women lack information**

Many rural women simply do not know about the opportunities that there are for them, let alone about their basic human rights. Why?

- Most rural women are illiterate.

- Women in general are not seen as consumers of information if they are not heads of households or landowners or in other roles which are seen as powerful, so information that is available is not designed to meet women's needs.

### **Most rural people do not have running water**

- In 1995, most rural people did not have running water, and of these, many had to walk over a kilometre to fetch their water.
- Rights to water are intrinsically linked to rights to land. So rural women - who do not generally own land, and whose traditional duty it is to provide the household with water - bear the burden of travelling the long distances and carrying heavy loads of water.

### **Most rural people do not have electricity**

- Just over half of rural households use wood for cooking, heating and lighting. Women, girls, men and boys all spend time collecting wood, but mostly women. Women spend about three times the amount of time a day doing this compared to men.
- The lack of street lighting in many rural areas increases women's chances of being raped.

### **Women farm workers**

In the rural areas, if women are employed it tends to be as teachers, nurses and administrative workers. Women with low educational qualifications are domestic or farm workers.

- Women farm workers' employment and their families' accommodation depends on their male relatives' contract with the farmer. Often, these women are not allowed to work anywhere but on the farm: they have to work in the farmer's house or on his or her land.
- Black women who live with black men on farms are oppressed by their employers (because they are black and because they are workers and because they are women) and by their spouses and relatives (because they are women).
- Women farm workers are denied their rights to basic services such as health care, education, legal services, equal pay for equal work, and general respect.

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: RURAL WOMEN**

**The report of the Strauss Commission** makes recommendations on providing rural financial services, including that the state should fund a gender awareness programme for the employees of the retail financial sector to change their attitudes towards women as potential clients.

**The Postal Act No 124 of 1998** stresses the important role the postal services play in linking rural and outlying areas with urban centres. If rural women had better access to postal services it would help with providing them with information and thus a range of social security services.

**The Department of Water Affairs and Forestry** has made significant progress to provide people with water within reasonable distances, but the disparities between rural and urban areas are still remarkable. Access to a supply of fresh, safe water will benefit women and girls by:

- reducing the time they spend collecting water
- reducing their workloads
- improving their and their households' health
- reducing the time they spend travelling to health facilities
- allowing them to undertake productive economic activities.

**The Basic Conditions of Employment Act No 75 of 1997** is aimed at giving effect to South Africa's obligations as a member state of the International Labour Organisation. It sets out conditions for fair labour practice and applies to all employers and employees, including domestic and farm workers. But the law does not protect seasonal workers, which is how many women are employed.

**The Land Reform Programme** provides women with opportunities to be part of equity schemes through partnerships with farm owners. But there are many obstacles to women's productive agricultural capacity: including the negative attitudes of policy makers and implementors and financial institutions, and social attitudes within communities.

**The Communal Property Association Act No 28 of 1996** makes provision for the establishment of legal entities which will enable groups of beneficiaries to acquire, hold and

manage property on a communal basis within a supportive legal framework. The CPA operates according to a written constitution based on the principles of democracy, equality, inclusivity, non-discrimination, transparency and accountability. The Act also makes provision for monitoring adherence to these principles.

**The Department of Welfare's Flagship Programme for Unemployed Women with Children under Five Years** aims to provide single, unemployed women and their children with the opportunity to escape from poverty and reduce their potential dependence on the state. The main focus is on rural women. This is one government programme that is directly aimed at addressing poverty and could generate lessons for other initiatives to empower rural women.

*What else do you think needs to be done? By whom? How would the interventions you suggest transform gender relations in rural South Africa?*

## 4.2 POLITICS AND DECISION MAKING

*Women's equal participation in political life plays a pivotal role in the general process of advancing women.*

Women have shown that they can be good leaders, but socialisation, cultural barriers and the media's contribution to negative stereotyping have reinforced the belief that decision-making belongs to men. It is important that women take part in making decisions.

- Women make up half the population and so hold within them half its talents, abilities and potentials.
- Women make the major contribution to the economy through their paid and unpaid labour.
- Democracy means that decision-making must involve all those affected by or interested in an issue.
- The equal participation of men and women in making decisions will provide a balance that reflects the composition of our society and will strengthen and promote democracy.

The world is run by those who participate, as someone once said. If women do not participate or are not present where decisions affecting their own lives are made, their needs and concerns are not taken into account.

*Why are men seen as better leaders? What are the gender roles that our society gives them which make them seem like better leaders? If women were in the majority of leadership positions, what difference would this make to our society?*

### **Women in Parliament**

South Africa is among the top ten countries in the world with high numbers of women in Parliament. In the present parliament, 29.7 per cent of members are women. This is still far from satisfactory.

- It still does not reflect the percentages of men and women in our society.
- The contributions that women could make in Parliament are lost if women are not adequately represented there.

## **Local government**

In South Africa's first democratic local government elections, only 14 per cent of representatives voted in were women. The reasons include:

- party bias towards male candidates
- administrative shortcomings
- entrenched patriarchal values held by many (male) decision-makers
- difficulty in accessing key information on the election process.

## **The public service**

In this sector, there are many women, but they are confined to the lower levels. In 1996, nearly half of all public servants were women, but only 10 per cent were in senior management. Even though more than half the women were in highly skilled jobs (nurses, teachers), they were mainly in the lower ranks.

## **The courts**

In 1998, only a quarter of our court personnel were women, and most of these were in the lower ranks. Two of the 34 chief magistrates were women. All the attorneys-general were men.

In the past two years, progressive legislation that protects the rights of South African citizens, especially women, was passed. But how effective this legislation can be depends in part on the people tasked to enforce it, including court personnel. One of the difficulties experienced by women in making use of laws to protect their rights, is the discriminatory attitudes male court personnel have towards women.

## **The private sector**

The private sector has an important contribution to make towards achieving gender equality. While new employment opportunities have been created for women as a result of the globalisation of the economy, there have been trends that have exacerbated inequalities between women and men.

A CGE study found that:

- There is resistance, generally by male employees, to the adoption of a gender policy in the workplace.

- Males, for the most part, hold positions of power and authority, whilst female employees tend to dominate administrative and junior positions.
- Human resource development tends to focus on those who already hold senior positions (for further advancement).

Presently, decision-making positions are mainly held by white men. Black women in the private sector are mostly in administrative and other support positions.

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: WOMEN IN POLITICS AND DECISION MAKING**

The government has an **affirmative action policy and targets** for increasing the numbers of women in the public service.

**The proportional representation and quota systems** have contributed to the increased representation of women in politics in South Africa. It is generally agreed that in order for women to participate effectively in any decision-making structure, a critical mass of 30 per cent is essential. One of the strategies for better representation of women in both elections – 1994 and 1999 – was the introduction (by the African National Congress) of a 30 per cent quota

One of the aims of **the Employment Equity Act No 55 of 1998** is to increase the numbers of women in both the public and the private sectors.

**The Independent Electoral Commission (IEC)**, which is a Constitutional body like the CGE is there to manage and monitor elections in such a way that both women and men participate equally in all elections. The CGE and IEC work closely together to ensure that gender considerations are taken into account all the time.

**NGOs** such as the Gender Advocacy Programme and Women's Development Programme have been building capacities of women to participate effectively in politics and decision making. Others like the Electoral Institute of Southern Africa monitor and analyse electoral systems and processes from a gender perspective.

**At the international level** there are many organisations and institutions that have developed programmes and provided resources to build capacities of women in decision making.

*What else needs to be done? By whom? How would these interventions transform gender relations in South Africa?*

### 4.3 THE ECONOMY

*Women work as hard but have less power.*

#### **Women do not participate in economic decision-making**

Women contribute to the economy through paid and unpaid work, at home, in their communities and in their workplaces. But they are either absent from or poorly represented in economic decision-making forums. They are thus excluded from having a say in economic policies. Why?

- Economic frameworks do not acknowledge and address women's needs and economic status. For example, domestic labour is not accounted for in the GDP.
- Women are not able to play a meaningful role in the economy outside of the home because they tend to have full-time domestic responsibilities.
- People don't see women as the main breadwinners.
- Women don't have the exposure and skills to understand macro-economics.

*What would happen to the workforce if women stopped playing their reproductive role? Imagine how much we would have to pay for the care of the elderly and children if women did not carry this responsibility. Think about how much time (time is money) would be spent doing the work that domestic workers are responsible for.*

#### **Women have spear-headed the growth of the informal sector**

The lack of opportunities and unfavourable conditions of employment have led many women to self-employment. It is women who have been largely responsible for the growth of the informal sector and of independent businesses.

- One out of every twenty-five working women is self-employed or an employer in the informal sector.
- Women are good at helping themselves and they know how to work together.
- Women have a history of involvement in production and trade.
- Their practices and skills are a vital economic resource.

**Women in formal jobs are prevented from realising their full potential**

- Women are the last to be hired, paid the least and struggle to be promoted.
- They often have limited access to training opportunities in their places of work
- They carry most of the burden of family responsibilities and the work environment does not accommodate these. Work hours are inflexible and there are no child care facilities.
- They often get sexually harassed.

### **Women with disabilities find it difficult to find employment**

- There have been reports of persons with disabilities being turned away at the point of an interview (when their disability becomes 'visible')
- Inaccessible public transport makes looking for work difficult and at times dangerous

### **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: GENDER AND THE ECONOMY**

**The White Paper on the Integrated National Disability Strategy** makes recommendation for the development of a national strategy for the employment of people with disabilities, as well as guidelines for their inclusion in SMMEs

**The Labour Relations Act No 66 of 1995, Amendment No 127 of 1998** is aimed at fair labour practices for men and women.

**The Basic Conditions of Employment Act No 75 of 1997** aims at creating family-friendly work environments.

The government set up organisations such as **Ntsika and Khula** to help the SMME sector with resources. Women make up a sizeable percentage of participants in this sector.

**NGOs and CBOs** have spear-headed the formation of income generating projects at community level. Some providing training, resources and technical support.

Women entrepreneurs formed organisation such as **Nozala and WiPHOLD** as ways of mobilising financial resources for investment.

*What else needs to be done? By whom? How would this transform gender relations in the economic arena?*

#### 4.4 THE JUSTICE SYSTEM

*[T]he current systemic inequalities, resulting from centuries of legalised injustice against women, cannot simply be eliminated by the identical treatment of men and women ... [T]he legal system has, until now, failed to accommodate some of the fundamental differences in the social experiences of women and men, and has instead imposed rules on women that are based on men's experiences (The Department of Justice's Gender Policy Statement, March 1999).*

Systemic means that the inequalities are embedded in and practised within the whole system of our society, not just one part of it.

The problems women experience with the justice system are at three interrelated levels:

- the content of the laws
- the administration and implementation of the law
- the culture surrounding the content and administration and implementation of the law.

##### **The content of the laws**

Laws that discriminate against women have been a major obstacle to women's development and their enjoyment of fundamental freedoms. There are still laws that violate women's human rights and keep them in their subordinate positions. For example, the Unemployment Insurance Act No 29 of 1988 and the Compensation for Occupational Injuries and Diseases Act No 130 of 1993 do not include farm workers and domestic workers, the majority of whom are women. And the Births and Registration Act No 67 of 1997 prohibits women from keeping their own surnames or passing them onto their children without the approval of the Director-General of Home Affairs.

*Which other laws can you think of which specifically discriminate against women?*

##### **The administration of the law**

Laws have to be interpreted, enforced and implemented in order to make them effective. At this level too, women often experience more problems than men.

- Courts of law like the higher courts are far from where most people live.
- Many poor women can not afford to travel to and pay some of the expenses required to use the courts.

- The language used in the courts is alien to many people, particularly women who have had less access to education.
- The adversarial nature of courtrooms makes many women uncomfortable.
- Some law enforcement agents and members of the judiciary have negative attitudes which prevent women from using the justice system.

### **The culture surrounding the law**

One of the biggest challenges women face is the culture that surrounds the law and its administration and implementation. South Africa may have one of the most progressive constitutions in the world, and some of the best laws on paper, but using the laws successfully depends on everybody concerned having a positive attitude, including women themselves. Here are some of the negative attitudes that have permeated the legal system:

- Some people still do not regard women as human beings with rights which must be promoted and protected.
- In some cultures women are regarded as children who cannot make their own decisions.
- Where a woman's rights have been violated, in some cases the woman is blamed for having brought it upon herself, for example in rape and domestic violence.
- In some cases, law enforcement agents, the woman's family etc, may discourage the woman from taking any action because they believe it was the man's right to violate her rights.

*These are just examples of the many discriminatory beliefs and practices that hinder women from being treated justly. What are the others?*

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: THE JUSTICE SYSTEM**

### **In 1998 three crucial pieces of legislation were passed**

- The Domestic Violence Act No 116 of 1998
- The Maintenance Act No 99 of 1998
- The Recognition of Customary Marriages Act No 120 of 1998.

All of these recognise women's human rights and are essential to gender equality.

### **The Department of Justice through its gender policy, has committed itself to:**

- developing cost-effective and accessible state-funded legal aid
- restructuring the Legal Aid Board to improve community representation
- reviewing the present criteria for legal aid to ensure equal access
- encouraging people to use the legal aid services offered by NGOs and para-legal enterprises.

A lot more needs to be done to make the justice system more accessible and woman-friendly.

### **Law clinics and legal advice centres have:**

- played an important role in raising awareness of women's human rights
- developed training programmes and resource material
- represented individuals and whole communities in the courts.

The work of these organisations has facilitated access to the justice system and they need to be supported. The Department of Justice is planning to form strategic alliances with them.

**People need to be educated in women's rights**, including about the mechanisms that are available when those rights are violated. The political transformation in South Africa has brought about legislative changes that empower women to exercise their rights. But many women don't even know that they have rights. In addition, all those involved with the making of laws, and their implementation must be educated about women's rights and how to take these into account, always.

*What else do you think needs to be done to make the law and justice system fair and equitable for women and men? By whom?*

## 4.5 VIOLENCE AGAINST WOMEN

Women in South Africa experience violence in many different ways, including rape, indecent assault, sexual harassment, verbal abuse and femicide (murder). Statistics on violence are not accurate because many women do not report it for various reasons. But even though the extent of the violence has not been accurately quantified, it is no exaggeration to say that South Africa has one of the highest rates of violence against women in the world.

### **The legal system often does not support women who have been violated**

Men's violence towards women is one of the most obvious manifestations of unequal power relations. There are laws to protect women against gender-based violence, but in practice, women who have been violated face further problems in the way they are treated by the legal system: the police, prosecutors, magistrates and judges.

- There are still many who believe that violence against women is justified.
- Many of the laws to protect women against violence are not effective.
- What laws there are are not effectively enforced.
- Many officials in the legal system discriminate against women.
- Many women do not have access to legal information, particularly rural women.

Let's take one example of a woman who has been raped to illustrate what often happens and to challenge us to make some changes.

**The first violation:** The woman gets raped.

**The second violation:** When she goes to the police station to report that she has been raped, she has to tell her story - which involves a very private part of all of our lives, our sexuality - to strangers and often with several other people listening in.

**Then the third:** When she goes to the district surgeon, she has to probably wait quite some time and then tell her painful story again.

**And the fourth:** When raped women give evidence in court, the cautionary rule applies. This means that the judge must be cautious about relying on uncorroborated evidence from the complainant. The cautionary rule makes rape survivors feel that the court does not trust them and lowers the conviction rate. In Namibia, the cautionary rule has been judged unconstitutional for discriminating against women.

Other issues which exacerbate violence against women are:

- Many women are economically dependent on the men that abuse them.
- The media show us "positive" images of violence against women, including of rape and of women and girls as sex objects.
- Many women have come to believe that they deserve the violence or that they don't have the power to resist or escape from it.

We can see here how women experience problems at the various levels: the content of the laws, the administration, and the culture surrounding the law.

Gender based violence affects all women, but some women are more vulnerable: like refugees, the rural poor, young girls, women living with disability and the elderly.

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: VIOLENCE AGAINST WOMEN**

**The Domestic Violence Act No 116 of 1998** provides a comprehensive definition of domestic violence which includes physical, emotional and economic abuse, stalking, harassment and intimidation. Its expanded definition of “relationship” includes homosexual and heterosexual couples, unmarried couples and couples who do or do not live together. It also gives the police powers to arrest an abuser without a warrant, in certain circumstances.

**The South African Law Commission (SALC)** will review all the laws about rape in the near future, including the cautionary rule. The SALC is tasked (through the justice department) with drafting legislation, especially in new areas. Its work is done through committees of members of civil society and professionals. Its functions include canvassing public opinion on legislation in the making.

**The Southern African Development Community (SADC)** held a conference on violence against women and children in Durban in March 1997, which led to an addendum to the 1997 SADC Declaration on Gender and Development called “The prevention and eradication of violence against women and children”. SADC member states have to develop strategies for the prevention and eradication of violence against women and children.

**The Department of Justice** committed itself in 1998 to do all it could to eliminate violence against women. It has identified strategic areas in which it can intervene, including domestic violence, sexual violence, witch-hunting, female genital mutilation, trafficking in women and children, women in armed conflict and refugee women.

**Government departments, civil society organisations and individuals** have driven nationwide awareness-raising and training campaigns, which have contributed to the attention that gender violence is beginning to receive. During 1997, violence against women was added to the National Crime Prevention Strategy, as one of its priority crimes. But even though government and the general public recognise how serious the issue is, more and more rapes and cases of child sexual abuse and domestic violence are being reported. (The increase could be because there are more rapes, or because more women are reporting that they have been raped.)

**There is inadequate data on violent crimes**, and in particular data that distinguishes men from women (sex-disaggregated data), so it is difficult to expand programmes for combating gender violence and monitor their progress.

In order to combat violence against women, we must work on many fronts:

The laws need to be made more specific and tighter.

The laws must be implemented fairly and in a way that is friendly to women

There is a need to change the attitudes that underlie and exacerbate the problem.

*What else needs to be done to eradicate violence against women? By whom? How would the interventions you propose transform gender relations in South Africa?*

## 4.6 SOCIAL SERVICES

### Health, education and housing

Women's access to social services must be read against their experiences of poverty, their literacy, and economic status. Women-headed households and those living in rural areas are significantly at a disadvantage in respect to access to social services. Women have different experiences to those of men with regard to education, welfare, and housing.

#### 4.6.1 HEALTH

##### Women's heavy workload takes its toll on their health

- Women do most of the reproductive and community work, and their fair share of productive work. This heavy workload takes its toll on their health.
- They also do most of the unskilled labour, which is badly paid and does not provide the benefits, like medical aid, which formal employment is more likely to. In 1995, only 8 per cent of African women were main members of medical aid schemes.

##### Women with disabilities

Reported incidents of the abuse of women with disabilities include:

- Inaccessible health services for women using wheel chairs (buildings) and for deaf women (communication)
- Unauthorised and/or uninformed sterilisation of women with disabilities, especially those with spinal injuries and mental disabilities
- Ridicule of pregnant women with disabilities by health personnel

##### Poverty kills

Many poor women die from infectious diseases, pre-natal conditions and complications of the respiratory and circulatory systems, because they are not provided with or cannot get to good health services.

## **Motherhood**

The deaths of mothers and mothers-to-be are closely linked to their lack of access to a range of health care and facilities, poor health education and poverty. A study in KwaZulu-Natal showed that traditional attendants help 60 per cent of mothers there. In giving birth, relatives helped 20 per cent of mothers and 20 per cent did it on their own.

## **HIV/AIDS**

Three times more heterosexual women than men are infected with HIV. Why?

- It has been scientifically proved that because women's reproductive organs are shaped the way they are, to receive sperm, women are more likely to get infected than men.
- Most women find it difficult to negotiate or even discuss sex with their male partners.
- Young women in particular do not have enough information about their bodies and how to negotiate sexual relationships.
- Men tend to marry or have sexual relations with women who are younger than them, hence women are more vulnerable at a younger age.
- Many women get infected because of sexual abuse, like rape, including marital rape.
- Reproduction places women more at risk, especially those at a young reproductive age.
- Traditional practices like widow inheritance, or younger women being forced to marry their aunts' or sisters' husbands, make women vulnerable.

## **Old age**

- All older people are prone to chronic and degenerative diseases. Since women live longer than men, they tend to experience ill health for longer than men.
- Women tend to be the care-givers in extended families, so women pensioners often have to stretch their meagre pensions, leaving very little for themselves.
- On top of it, women tend to have less resources and access to income than men.
- With the HIV/AIDS epidemic, many older people are being left to care for their orphaned grandchildren or their own sick children.

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: WOMEN'S HEALTH**

**The National Association of Democratic Lawyers (NADEL)** recommends that we:

- Value women as more than just mothers. All women, from birth to old age, need health care.
- Provide holistic health education that takes into account the socio-economic and cultural factors which disempower women.
- Train health care workers properly, including changing their attitudes to young girls and women.
- Change health care workers' poor working conditions, including taking into account their safety and security on the job.

**Health care for pregnant women, and children under six** has been free since 1994.

In 1996 the government made **free primary health care** available to everyone.

**The White Paper on the Integrated National Disability Strategy** recommends the development and implementation of measures to identify and reduce discrimination on the basis of disability, especially discrimination against women with disabilities.

**The government's Clinic Building Programme** will reduce travelling expenses and the time that both rural and urban women must take to get to a health care facility.

**The government's Child and Mother, and its Reproductive Health policies**, also make it easier for women to get the health care they need.

So do **the Constitution and the Termination of Pregnancy Act No 92 of 1996**.

HIV/AIDS is one of the biggest challenges facing women right now. A lot more needs to be done to change the attitudes and behaviours which put women at risk and to develop and implement policies to reduce the risks.

*What else needs to be done to improve women's health? By whom? How would your suggestions transform gender relations in South Africa?*

#### **4.6.2 EDUCATION**

*"Everyone has a right to basic education including adult basic education, which the state, ... must make progressively available and accessible". (Constitution of the Republic of South Africa)*

##### **The education system favours boys**

Education that provides boys and girls with equal opportunities plays an important role in eliminating inequalities between men and women. But to a large extent our curricula and teaching material favour boys and their needs. For example, in some school texts, women and girls are shown as passive, or in very traditional roles. Men and boys, on the other hand, are shown in economically active roles or in leadership.

##### **Some educators have discriminatory attitudes**

Educators themselves tend to reinforce discriminatory tendencies and undermine girls' potential. For example, in some schools the lights in girls dormitories are switched off earlier than those in the boys'. In others, girls are forced to do "domestic science" subjects, without the choice of doing technical subjects.

##### **Some families discriminate against girl-children**

Where a family cannot afford to send all the children to school, some will favour the boys, claiming that the girls will get married and not benefit the family. Some families also do not want their girls to get "too educated" because they think that this will make them unfit for marriage!

##### **The results of apartheid education**

In 1995, out of 3 million domestic workers, only 10 per cent were literate. Some of the other results of the race and gender biases of apartheid education policies for African men and women over the age of twenty five are:

- 23 per cent of the women and 16 per cent of the men had received no formal education at all
- 16 per cent of the women and 20 per cent of men had matric, a diploma or higher education.

### **Girls drop out of school more than boys**

- 21 per cent of the women who did not finish matric said it was because they fell pregnant.

Others drop out of school because:

- their teachers have negative attitudes towards them
- they get married young
- there is no money to pay for their education
- cultural attitudes don't encourage them or actively prevent them from getting educated.

### **Adult literacy is low among women**

Adult women's taking part in education programmes is limited by:

- the distance to learning centres
- expensive, unreliable transport (and this is worse for women living with disability)
- safety to and from classes
- child-minding obligations
- their concern for their families' safety while they are at classes
- lack of sensitivity on the part of family and community members, for the education needs of women with disabilities

### **Women lack certain types of skills**

Women are refused many types of work because they lack the skills to perform certain jobs. This stems from the school system, in which girls are channelled into home-related, less market-oriented subjects, making them less competitive in the job market. Better education means better jobs, a better quality of life, and more independence.

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: GENDER AND EDUCATION**

### **Adult basic education**

- At present there are no programmes that specifically target girls and women who have missed out on their education.
- The government's Adult Basic Education and Training (ABET) programme focuses on basic education and literacy, but skills training is what makes the big difference for women.
- Women's taking part in education programmes is limited by:
  - the distance to learning centres
  - expensive, unreliable transport (and this is worse for women living with disability)
  - safety to and from classes
  - child-minding obligations
  - their concern for their families' safety while they are at classes.

### **The Department of Education**

In 1996, the Minister of Education appointed the Gender Equity Task Team (GETT) to advise the Department of Education on establishing a permanent gender unit in the department and to make recommendations to the sector. GETT's recommendations included:

- developing a national policy on gender and education
- researching and gathering data on access to schooling, different activities and subject choices by sex, retention, drop out and achievement by sex as well.
- further education and training teachers in gender equity issues.

*What else needs to be done to improve women's education? By whom? How would your suggestions transform gender relations in South Africa?*

### 4.6.3 HOUSING

*Shelter is fundamental to our quality of life. It is so important to people that the lack of it can cause violent social conflict.*

All human beings need good quality and affordable shelter. In the past, because women were not considered heads of households, they were often not able to get housing in their own names. Even today, women still face more problems when it comes to housing. This is particularly the case in urban and peri-urban areas.

#### **Informal settlements**

In South Africa, the major urban centres have large informal settlements where the shelter, services and facilities there are often not adequate. Since the inhabitants of informal settlements are mainly women, they suffer more than men when it comes to housing.

#### **Quality of housing**

In many rural, urban and peri-urban areas the quality of housing available is very poor. The rooms are small and the structures are made out of poor quality materials. As was shown during the floods in February 2000, the structures were not durable. Women with children, in particular, suffer a great deal.

#### **Affordability**

Because women have less access to employment, are less educated and have less access to opportunities, it follows that they suffer more than men when it comes to affording to pay for their shelter.

Other problems to do with affordability are:

- The very poor do not have information about the government housing subsidy.
- Women often don't have the money to complement the subsidy, or cannot get credit.
- The rules for getting a subsidy discriminate against teenage mothers and single women with no children.
- Most women with disabilities survive on a social grant only, and are not able to qualify for financial assistance through banking institutions.
- Developers and the civic organisations which are in partnership with them are mainly dominated by men.

- The conversion of rented township properties into properties that people own, favours the existing lease-holders. And these are mainly men, because in the past women could not lease a property in their own names.

Some local authorities do have policies which take women (with children) into account, but often these are unsystematic or not enforced.

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: HOUSING**

### **Government subsidy**

The Department of Housing aims to improve access to housing for poor people through its subsidy for those earning less than R800 a month. It is committed to gender equity, but there are problems in realising this commitment, including not setting enough money aside for this purpose. The Department of Housing has set up a women's reference group to advise the minister on the impact of housing policies on women.

### **Commitments to gender equality**

At a follow up conference to the Beijing Declaration, the Department of Housing committed itself to:

- enabling women to get affordable housing
- giving women and men equal access to the necessary finance
- allowing women to participate in making decisions
- protecting women against exploitative officials
- evaluating and amending the housing legislation and administrative procedures that discriminate against women
- implementing programmes that make it easier for women to get housing and services in rural and peri-urban areas.

To date some statistics show that:

- By August 1998 37% of all approved subsidies in seven provinces were registered in women's names.
- In the Eastern Cape, Northern Province, and Free State approximately 45% of subsidies were registered to women.

*What else needs to be done? By whom? How would the interventions you propose transform gender relations in South Africa?*

## 4.7 CULTURE, RELIGION AND TRADITION

*It's part of my culture.*

Many people tend to see gender inequalities as cultural. They argue that addressing these inequalities would be interfering with culture. But such arguments are almost never applied to other inequalities! Tradition and religion are also used as ways to stop calls for gender equality. These ideas - such as that men are the heads of households while women are the child-rearers and houseworkers, a perception common to just about all cultures - allow men to undermine the principle that women are full citizens with the right to full and equal participation in all levels of society.

Cultural, religious and traditional issues that discriminate against women in South Africa include:

- If a family has to move because a woman has to change jobs, it tends to be frowned upon; not so if it is the man.
- Most religious institutions bar women from positions of authority.
- Religious texts tend to be seen as sacred and therefore immutable. They are often quoted to bolster the view that women were created to be inferior to men and serve them.
- Lobola (bride-wealth) was originally intended to establish a bond between two families. Today many women feel that some men treat their partners as commodities by twisting the meaning of lobola and exploiting it.
- Polygamy perpetuates the stereotype of female inferiority.
- The practice of women marrying their deceased husbands' male relative perpetuates women's subordinate status. One of the assumptions is that women cannot decide or choose to live without a husband or marry someone outside the family.
- It is mainly women who are the accused and abused in witch-hunts.
- In many cultures men are seen as the primary breadwinners and decision-makers in the family.
- Negative traditional attitudes permeate public policy-making, the justice system and many other aspects of public life.

*What cultural, religious and traditional practices are you aware of that reinforce the inferior status of women? Which practices affect you, as a woman or as a man?*

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: CULTURE, RELIGION AND TRADITION**

### **Gender roles are neither natural nor sacred**

Culture, religion and tradition use our sex to define gender roles for us. But no culture is unchanging. The aim of any intervention is not to impose change, but encourage the development of situations in which women and men can make real choices about their own lives and other issues. Societies the world over have fought and changed some traditional and cultural practices that they felt were no longer compatible with their ways of life. For example, we have moved from very authoritarian systems of government to the democracies we now enjoy. We now wear different clothes from what our ancestors wore. Why can't we also change gender relations?

### **An enabling environment**

South African women have a history of rejecting their status as powerless subordinates and our Constitution now supports them. But the media, organisations and campaigns are also necessary parts of the enabling environment they need.

### **Religious institutions**

Some religious institutions are reinterpreting their texts. For example, in the movement called "liberation theology". In some religions women are now able to take up leadership roles and from these positions influence the interpretation of religious texts and rituals.

### **Changing attitudes**

The CGE and NGOs have done and continue to do public education and awareness raising work to change attitudes that discriminate against women. This is by far one of the most challenging areas of work. Government cannot legislate against attitudes.

*What else needs to be done? By whom? How would this transform gender relations in South Africa?*

## 4.8 THE MEDIA

*The media has the power to make a substantial contribution to advancing gender equality.*

Since the last decade's advances in information technology, there is a global communications network that has an impact on public policy and individual attitudes and behaviour alike. But what do we generally see and hear?

- Very few images and voices of women, particularly as leaders, shaping opinions, as positive role models, or of ordinary women voicing their needs and putting forward their solutions to problems.
- Stereotypes. Often women are portrayed as frivolous, dumb, sex objects, passive or just good mothers.
- Issues that concern women are relegated to the inside pages of newspapers, are not highlighted or are presented as deserving of charity.
- Sensational reporting on violence against women which is not really meant to advance solutions to the problem, but to sell newspapers.
- Black women feature less than their white counterparts in news, features or as opinion leaders. They tend to be seen more as recipients of aid or as "victims" of something.
- Some of the women in leadership positions who have taken a firm view on issues are lampooned and portrayed negatively.
- Negative messages directed at women and girls. For example "be submissive", "be a good wife", "be a good mother", and "those who fight for women's rights are bad women".

*Is there a particular advert or report in any of the media - magazines, newspapers, television, radio - that has struck you as stereotyping women or men? Are there patterns you have noticed, about how women and men, girls and boys, are portrayed?*

The Commission on Gender Equality convened a symposium on gender in the media in 1997. One of its aims was to engage with media regulatory bodies and the advertising industry on their role in advancing women. The symposium came to the following conclusions:

- The South African media has failed to change gender relations within its organisations and institutions. All the editors at the symposium spoke of the gross imbalances between men and women at the time, especially at the senior levels.
- The South African media perpetuates gender stereotypes.

Other issues of concern are:

- Women have less access to information through the media.
- Sometimes the languages used are not understood by women.
- Women are less able to buy newspapers, radios or television sets so that they can get news and information.

## **CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS: THE MEDIA**

The CGE's symposium asserted that:

- research findings show that the media can play a very important role in transforming relations between men and women
- there are a number of opportunities for the media to expand its coverage of gender issues without compromising its independence and still providing readers with thought-provoking stories
- media regulatory authorities have an important role to play in challenging gender stereotypes.

There is also need to:

- Ensure that women are in leadership positions in media so they can influence policy and content.
- Capture ordinary women's voices, especially on issues that concern them.
- Report positively on women. The media needs to go out and find these stories.
- Present black women in particular in different roles that challenge stereotypes and myths.
- Make information more accessible, woman-friendly and affordable.

*What else needs to be done? By whom? How would these interventions transform gender relations in South Africa?*

## 4.9 THE GIRL-CHILD

*The girl-child is discriminated against from the earliest stages of life through her childhood and adulthood.*

Women's problems start in childhood, so it is important to address issues of gender equality for girl-children. The issues affecting girl-children were put on the world's agenda by African governments and women at the Fourth World Conference on Women in Beijing in 1995.

### **Girls get a poorer education**

- Many girls leave school early because they fall pregnant. What do the boys who made them pregnant do?
- Many girls miss school because they have to take on the motherly duties at home. Why don't the boys share the household chores?

### **Girls are more likely to get HIV/AIDS**

- Girls (and boys) lack information on sex and sexuality.
- Girls are physically more vulnerable to the virus.
- Girls have little control over their sexual relations, particularly with older men.

### **Girls are more vulnerable than boys to:**

- rape
- incest
- commercial sexual exploitation.

Studies of street children and a study carried in the Northern Province on the girl-child found evidence of girls aged between 14 and 18 years offering sex for money. These girls had run away from home, and operated at night. In Gauteng, a place of safety is reported to have seen a significant number of girls aged 13 and 25 years, who were involved in commercial sex. Proper mechanisms are yet to be introduced for the protection of the girl child against sexual exploitation.

### **Stereotypes**

Traditional gender stereotypes continue to influence how girls and boys are seen, see each other and see themselves.

**Opportunities**

Attitudes and expectations tend to deny girls many of the opportunities boys have, thereby limiting their potential.

**The law**

The same problems that affect women also affect the girl-child. The legal system's failure to enforce its laws means that girls are not protected against sexual violence and exploitation, for example (especially girls living with disabilities).

**Child labour**

In 1998 it was estimated that 20 000 children between the ages of 10 and 14 were engaged in various forms of labour. What constitutes child labour is often not understood by parents, communities and the children themselves. There are no known statistics on the extent to which girls are used as child labour.

*What other differences between girls and boys come to mind? What was your experience of these differences when you were a child?*

**CURRENT STRATEGIES AND POSSIBLE INTERVENTIONS:  
THE GIRL-CHILD****Commitments need to be translated into practice**

South Africa ratified the Convention on the Rights of the Child in 1995, thereby agreeing to respect and ensure the rights set out in that convention for every child in its jurisdiction.

**UNICEF** is supporting local organisations which are working for the girl-child. One of the non-governmental organisations carried out a study on the girl-child and came up with recommendations for implementation by government.

*What else needs to be done? By whom? How will your suggestions transform gender relations in South Africa for the benefit of the girl child?*

## Section 5 Policy Making Approaches

Now that we know why gender equality is important and which areas of South African life require urgent attention in this regard, what can we do and how? We will first look at the best way to approach policy-making and then at some guiding principles. After that we will set out the questions you should ask yourself when you plan or implement a programme or project.

### POLICY

*Our approach to policy must take into account our context*

There are many theories and practices being used successfully across the world. But apartheid has shaped South African society in very particular ways and the approach we choose when we develop our policies must respond to:

- our history of exclusionary political and social processes
- diverse and competing interests
- the extent of the fragmentation of South African society.

### The empowerment approach makes sense for South Africa

*Putting women at the centre of all processes for change.*

We need an approach to policy-making that not only challenges the status quo but will fundamentally transform our society. The empowerment or the transformation approach was developed in the 1990s by Sarah Longwe, a Zambian woman.

- It puts women at the centre of all processes for change.
- It recognises that gender equality is integral to reordering society and shifting power relations.
- It means that while we are transforming our society, setting up new systems and structures, we make sure that women are taken into account, that women and men will have equal opportunities, and so on.
- It puts forward gender awareness as a tool which poor women - and men - can use to open and expand political, economic and social spaces for themselves, and from there work for change.

The empowerment approach to building gender equality means that all our policies, all our plans, take gender into account, whether they are on crime, housing, education, whatever. And further, they address the root causes as well as the symptoms of inequalities between men and women, boys and girls. Importantly, gender sensitive policies and plans are more likely to respond to the deep-seated patterns of discrimination against women when women themselves collectively analyse and contribute to these policies and plans.

Three features of the empowerment approach to gender policy are particularly important for South Africa:

- Women participate in political and economic decision-making processes.
- Gendered policies to transform and redistribute explicitly ensure that national resources are allocated to those in the greatest need (that is, women).
- 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.

## **SOME GUIDING PRINCIPLES**

The empowerment approach is the broadest framework within which we should be working. Within that, what are the basic principles we should be guided by? The CGE has identified some.

### **Citizenship**

Women need to be regarded as individuals, as persons in their own right, and not in relation to men. At present, men tend to be seen as the standard, as some sort of norm; their rights and needs come first, with women's either disregarded or seen as some sort of inconvenience. Women will not fully enjoy their rights, as citizens, until they have equal opportunities with men. Women must be seen as full and equal citizens in their own right, not as daughters, or as wives, but as individual persons.

### **Women's rights are human rights**

Women's rights are not separate from any other human rights. Women and girls are often prevented from enjoying their human rights by our culture, our economy, and our administrative procedures and requirements. For example, women are considered more of a risk than men in financial transactions. Or women don't have the automatic right to use the second name of their choice.

Women's human rights are inalienable, integral to and indivisible from all human rights and fundamental freedoms. Women and girls' full and equal enjoyment of all human rights and fundamental freedoms should be a priority in South Africa. It is essential for the advancement of women.

### **Substantive equality**

Substantive gender equality means that women and men get the same opportunities and benefits in social, political, economic and cultural life. But it does not mean that women and men should always be treated in the same way. Working for substantive equality entails recognising that women and men may need to be treated differently, and that different groups of women may need to be treated differently, if we are to make sure that they are equal in the end. The example of the fox and the stork in the introduction best illustrates this. We also need to recognise that women may be entitled to benefit from legislative and other measures designed to advance gender equality, including quotas and affirmative action.

**Women must be involved in public policy processes**

If women are to benefit from the public policies that aim to empower them they need to know about and understand the policies. Women need to participate in all levels and stages of public policy processes: from the needs assessments to the adoption of the policies. They also need to give their input on how the policies are working in practice. We can use community hearings, case studies and interviews to make sure that different groups of women, with their different needs, have their say.

**Sex-disaggregated data**

Women and their particular needs are often made invisible by data that does not distinguish between women and men. We need to collect, analyse and make available data that reflects women's particular experiences. Information like this is an important consciousness-raising tool, as well as being essential for effective policy-making and monitoring. Women need this kind of hard information, in the form of statistics, for example, if they are to make informed choices and support their assertions in the public policy-making processes they are involved in.

**Transparency and accountability**

We need to be able to see into the processes that are developing out of all the commitments by the government and others to transforming gender relations. We need to know who is involved in them and what they are planning and doing. There must also be mechanisms to make sure that the government and others can be held responsible if things go wrong. The national machinery, which the CGE is part of, was set up to make sure that all sectors of society promote and protect gender equality.

**Partnerships**

There is a wealth of knowledge and experience, gathered over years of work, in NGOs, CBOs and women's organisations. Their input and their support at all levels are essential for building women's capacity as a group and government's capacity to make and implement policies and programmes. Their role in advancing gender equality needs to be acknowledged and strengthened.

## **THE WOMEN'S BUDGET IS A MAINSTREAMING TOOL**

There are many tools that policy makers can use to ensure that gender considerations are integrated in policies and programmes. The Women's Budget is a tool that can be used to determine the nature of resource allocation in the implementation of social, political and economic policies. Each of the issues discussed in the preceding paragraphs can be subjected to a budgetary analysis using the Women's Budget.

The Women's Budget was initiated in 1995 by the parliamentary Joint Standing Committee on Finance's Gender Policy Group, the Community Agency for Social Enquiry (CASE), the Institute for Democratic Alternatives in South Africa (IDASA) and the Law, Race and Gender Project at the University of Cape Town. It is not a separate budget for women; it examines the impact on women of the most important parts of the total national budget and is thus an accountability tool for government departments. It should help government realign its budget for gender equity. Since it targets women for distribution of resources and access, it is an effective strategy for reducing poverty. Its principles and objectives can be used in other institutions and organisations.

The Women's Budget proposes that all the programmes, of every government department, at national, provincial and local levels, be examined for their impact on women. It identifies three types of spending that need to be influenced to bring about equity:

- programmes that aim to make changes within government departments, like affirmative action programmes
- targeted programmes (such as the Flagship Programme in the Department of Welfare)
- mainstream programmes (Adult Basic Education and Training, Primary Health Care and Land Reform Programmes)

Most of the national budget gets spent in mainstream programmes. The Women's Budget aims to make sure that each government department has gender equity objectives in their mainstream programmes. Departments must therefore:

- decide on their internal priorities (gender equity, based on their line function) and cost these
- report to Parliament with detailed analyses of the changes ( initiatives taken, progress made) in terms of policy. Reports must spell out the department's gender and poverty indicators, its targets, time-frames, performance indicators, budget, staff, training, and systems to evaluate its income and expenditure
- indicate whether the department has a budget for transforming gender relations in civil society, who is in charge of that budget, and whether they are trained in gender analysis.

The commitments which the South African government made to the Beijing Platform for Action were acknowledged in the preamble to their 1996/7 national budget and three areas of work for the government were identified. Government will need to do this work and monitor it to give effect to the objectives of the Women's Budget:

- develop a database of sex-disaggregated statistical information on the impact of government spending
- implement targets for and indicators of gender equality and equity in government spending
- develop a mechanism for evaluating government's progress in respect of gender mainstreaming, and for reporting to Parliament.

## **Section 6**

### **Translating Policy and Principles into Practice**

Women and men in strategic positions have the power to advance gender equality. Whether you are in government, an NGO, a business organisation, a civil society group or at a research institute, you and your organisation are in a position to make a difference. Here are five questions to guide you on what you need to take into account when you plan and implement policy and programmes.

#### **Be clear on the theoretical framework you choose**

There are many different approaches to achieving gender equality through policies and programmes. There are also many theoretical frameworks that we can use. It is important to be very clear on the theoretical framework that one uses. Sometimes we wonder why our good intentions have not yielded the expected results. If we look more closely at our theoretical framework, we might see that our intentions may not have been based on the best understanding of the problem and the best way to address it.

#### **1. What is your area of concern?**

Identify the area of concern or several that your policy or programme aims to tackle. Even with the best of intention you can never address everything at once.

#### **2. What is the problem? What are the issues?**

Before you devise strategies to address the problem make sure you fully understand what the problem is:

- Look deeper than what appears on the surface. What are the symptoms? What are the root causes of the problem?
- What are the various facets of or issues around this problem? The best way to differentiate issues and problems is to see a problem like a big loaf of bread. The issues are the smaller slices. So, for example: poverty is the big problem, the loaf; while access to education, control over land, lack of income and so on are the specific issues, the slices.

- What are the effects of the problem? Who is affected? Be very specific. Is it older women, married women?
- What are the consequences of the problem: to the individual woman, to the family, to the community, and to the nation?
- Gather information that defines the problem and issues more clearly. Make sure it is reliable and up-to-date.
- Listen to women. They are the ones affected by the problems, and they can define the solutions themselves.

### **3. Objectives: What do you want to achieve?**

#### **Set SMART-G objectives**

We should spell out our objectives in a way that clearly defines the results we want. The general principle for setting objectives is that they should be:

- Specific
- Measurable
- Achievable
- Realistic
- Time-Bound
- Gender Sensitive

At the objective-setting stage we also need to be clear about the approach we are going to take. A very useful theoretical tool is the one developed by Molyneux. It makes a distinction between what are called *strategic* and *practical* gender needs or interests.

#### **Strategic needs**

These needs arise from our analysis of current gender inequalities and discrimination. They come from a need to question and challenge the given situation. Strategic needs vary depending on the cultural, socio-economic and political situation. They may include:

- law reform
- challenging culture and tradition
- questioning the sexual division of labour
- women's participation in political decision making.

By meeting strategic needs we challenge the givens and seek to transform society and the roles of women and men.

### **Practical needs**

These needs come from women's concrete living conditions. They are to do with the current division of labour, the roles that women play as defined by gender, and their current concerns for human survival. Access to water and access to income, are some of the practical needs women have. When dealing with practical needs, we do not question or challenge existing gender relations, inequalities or the subordination of women. The concern is simply, to meet women's needs for survival or to help them do what their society says they must do, better.

A programme or policy can address both strategic and practical needs. But our long-term aim - gender equality - can only be achieved through addressing both strategic and practical needs. Programmes and policies that are only concerned with meeting practical needs may not help us achieve gender equality. We need to challenge and change the gender relations in our society.

### **4. Strategy: How do you plan to achieve your objectives?**

A strategy is the broad method through which you will meet your defined objectives. As the expression goes, there are many ways to kill a cat. Ask yourself:

- What are the different ways through which we can achieve our objectives? Weigh up all the possible ways.
- Which one is the best strategy of all?
- Why is it the best strategy?
- Is this the most relevant and appropriate strategy at this point - depending on the social, economic, and political situation?
- Will women be able to participate effectively?
- Will it not increase women's work-load?
- Will it not give rise to other problems? How will you address those?
- Will that strategy really meet both strategic and practical needs?
- Will you involve men? Why and how?

Just as there is no one simple way to kill a cat, there is no one simple way to address gender inequality. You have to make a strategic choice based on a number of variables.

### **5. Activities: What will you do?**

You need to work out what the processes and tasks are that the various role-players in your programme or project must undertake. Your strategy will determine what these are. Some useful questions to ask are:

- Are women involved in the implementation? This is about them. They need to be involved.
- Are women the target group? Which women?
- Will you involve men? Why and how?
- Will women (or men), be able to participate? What are their time constraints? What resources do they have?
- Who will do what? When? Where? Be very specific.

## **6. Monitoring and evaluation: How will you know that you are succeeding?**

There are many approaches to the monitoring and evaluation of policies and programmes. Whatever approach you take, one of the elements should be to assess the extent to which gender differences and relationships have been affected by your intervention.

- You need clear indicators that will tell you whether your programme or project is achieving the objectives it was designed for.
- Your indicators should also be able to alert you to positive spin-offs that you may not have anticipated. You need baseline indicators if you want to monitor progress in an integrated way.
- Indicators can be both qualitative and quantitative. *Quantitative indicators* are numerical, for example they will show the numbers of women and men reached by your programmes. *Qualitative indicators* show the quality, or the unquantifiable aspects. For example: are women and men now aware of their rights? How can you tell? Are women now more empowered when dealing with public officials?
- Evaluate not just the visible aspects but the not so visible, for example changes in attitude.
- The process is as important as the product. Evaluation should assess both the process of implementing interventions as well as the impact of the intervention.
- Statistics South Africa has a crucial role to play in providing sex-disaggregated data in mainstream programmes and developing indicators.
- Involve the beneficiaries and other stakeholders in the monitoring and evaluation process.
- Ensure that the evaluation teams include both women and men.
- Act on whatever comes out of an evaluation.

### Examples of programmes and projects in some of the areas of concern

| Area of concern  | Objective  | Strategy  | Activities  | Indicators of success  |
|--|--|---|---|--|
| Rural women:<br>Women do not have equal access to and control over land in rural areas.  | To ensure that women have equal rights to and control over land in rural areas by year 2005.                   | Carry out advocacy to influence law and administrative reform.  | Carry out an audit of discriminatory legislation<br><br>Hold community workshops for input into law reform.<br><br>Draft proposed changes.<br><br>Lobby Parliament to have changes enacted. | New legislation passed and implemented.  |
| Politics and decision making:<br>a). Women and men are not equally represented in decision making bodies.<br>b). There are threats to repeal the Proportional Representation System. | To ensure that women and men take part equally in key decision-making arenas by year 2004.                     | To meet a strategic need:<br>- Lobby for an electoral system that enhances women's participation. The system must remain in place for the national elections.<br><br>To meet a practical need:<br>- Support women candidates' election campaigns. | Lobby Parliament to ensure that the proportional representation system is maintained in the 2004 elections.<br><br>Raise and distribute funds to women candidates                           | Men and women proportionally represented in decision-making forums<br><br>Proportional representation system maintained as part of the electoral laws of South Africa. |
| The economy:<br>There are very few black women in middle and senior management positions in the private sector.  | Eliminate all forms of discrimination that hinder the entry and progress of black women into senior and middle | Education companies on the contents of the Employment Equity Act.<br><br>Monitor companies'   | Do quarterly surveys among women in management positions.<br><br>Hold seminars and breakfast meetings with  | Management staff are representative of gender and race<br><br>Implementation of the Employment   |

|  |  |  |  |   |
|--|--|--|--|---|
|  | management positions in companies listed on the stock exchange by the year 2006. | compliance with the Employment Equity Act. | the CEOs of companies.<br><br>Distribute copies of the Employment Equity Act and explain its implications. | Equity Act.<br><br>More women entering into management positions.<br><br>More women getting promoted to senior management.<br><br>Companies requesting more workshops on Employment Equity Act. |
|--|--|--|--|---|

## **SECTION 7 INSTITUTIONAL FRAMEWORK FOR ADVANCING GENDER EQUALITY IN SOUTH AFRICA**

*It will take time for the government to act on the commitments it has made to gender equality.*

In this section we look at the different structures within and beyond government which are referred to as the “National Gender Machinery”.

### **The National Gender Machinery**

*The objective of the national machinery is to create an enabling environment so that women do not experience neglect, as they have in the past.*

In consultations about how to make gender issues part of all parts of government and civil society, people reviewed the best mechanisms for transforming gender relations in South Africa. These mechanisms are collectively known as the “National Gender Machinery”. Together, these mechanisms aim to promote and protect gender equality, both by mainstreaming it and by dealing with it separately. The Commission on Gender Equality is part of the national machinery,

The National Gender Machinery has structures at different levels in the following institutional spheres:

- government
- the legislature
- statutory bodies.

## **The national machinery in government**

### **The Office on the Status of Women (OSW)**

The Office on the Status of Women is in the Office of the President.

#### **What does the OSW do?**

- Coordinates the work of the gender desks in line departments and of provincial OSWs as part of government's gender management system
- Works with line ministries, provinces and publicly funded bodies to mainstream gender into all policies and programmes
- Advises and briefs the Presidency on all matters to do with women's empowerment
- Liaises between the Office of the Presidency and other role players
- Consults and liaises with civil society and Parliament
- Initiates policy and research on mainstreaming gender
- Prioritises national gender concerns
- Develops indicators for measuring national progress towards gender equality
- Facilitates training in gender sensitising and gender analysis
- Acts as a catalyst for affirmative action with respect to gender
- Develops a National Women's Empowerment Policy.

### **Gender focal points in government departments**

Since May 1996, gender focal points in government departments see to it that all department work is done from a gender perspective.

#### **How do gender focal points ensure that all government work takes women into account?**

- Develop strategies to make sure that gender is integrated into policy and planning
- Review all departmental policies, projects and programmes for the impact they will have on gender relations and to make sure they are in line with the National Women's Empowerment Policy
- Make sure that departments report on gender issues
- Make sure departments use and provide sex-disaggregated data
- Coordinate gender training and education for all departmental staff
- Establish mechanisms to link up with civil society.

## **The Department of Public Service and Administration**

The Department of Public Service and Administration is responsible for formulating policy on practices such as employment within the public service and therefore plays an important role in promoting gender equity in this sphere. It is responsible for putting into practice “Batho Pele: The White Paper on Transformation of Public Service Delivery”.

Batho Pele obliges the department to take women into account because it focuses on:

- the different needs of different groups
- redressing inequalities
- involving customers in determining the standards of service
- working with civil society organisations.

## **Local government**

Some local councils have staff members or committees which are responsible for addressing gender issues, but generally local government has a limited ability to translate the needs of women into practice because its managers and planners have not been trained in gender-sensitive methodologies.

The South African Local Government Association and its provincial counterparts have been mobilising for setting up gender units at the local government level. The association has been involved in national and provincial initiatives to advance gender equality and empower women.

## **The national machinery in the legislature**

**The Women's Empowerment Unit (WEU)** aims to identify and address the obstacles to women's full participation in law-making processes. It is a project of the Speakers' Forum and is situated in the Gauteng provincial legislature. At present, most of the women's caucuses in provincial legislatures are informal. Some provincial legislatures have standing committees or sub-committees for gender issues. The WEU's work includes:

- facilitating training for new Members of Parliament (MPs) and Members of Provincial Legislatures (MPLs)
- building partnerships with civil society structures for working on initiatives to empower women politicians
- liaising with other structures of the national machinery.

**The Parliamentary Women's Group (PWG)** is a multi-party women's caucus established in 1994 and aims to make parliament more gender sensitive. Its work includes:

- transforming Parliament as an institution
- building the capacity of women in Parliament by working with the Women's Empowerment Unit (WEU) on skills training
- lobbying and caucusing around the legislation that benefits women
- assisting provincial legislatures to establish similar structures.

### **Parliamentary Committees**

Committees play an important role in formulating policy and reviewing draft legislation. There are various kinds of committees; the one that is largely responsible for gender mainstreaming is the Committee on Improvement of Quality of Life and Status of Women

**The Committee on Improvement of Quality of Life and Status of Women** was established in August 1996. Its work includes monitoring and overseeing progress in improving the life and status of women, specifically in terms of government's commitments to the Beijing Platform for Action and the provisions of CEDAW. The committee has the power to take evidence and request progress reports from line ministries regarding the Beijing Platform and CEDAW.

All Committees have several women members and their meetings have been open to the public since the 1994 elections.

## **THE national machinery's independent statutory bodies**

**The Commission on Gender Equality (CGE)** is charged with promoting and protecting gender equality in South African society. Its constituency is all South Africans, but it is targeting those who live on the periphery, and has identified, in particular, women in rural areas, on farms, in domestic employ and in informal settlements. The CGE strives to transform our society through exposing and addressing gender discriminatory practices of any kind and through instilling respect for women's rights. Its activities include:

- monitoring and reporting on: the policies and practices of all sectors of society, legislation, and compliance with the international conventions which South Africa has agreed to
- conducting or commissioning research and providing information receiving and considering suggestions, requests and complaints
- resolving gender-related disputes
- liaising with other bodies which have similar objectives to foster common policies and practices and promote cooperation.

**The South African Human Rights Commission (SAHRC)** is an important mechanism for promoting and protecting human rights, which include women's rights. The SAHRC is responsible for monitoring the implementation of the rights in the Bill of Rights, with special emphasis on the implementation of socio-economic rights.

**The Public Protector** receives complaints from the public against government agencies and officials and investigates cases of unfair conduct. Women can take advantage of this office when they have been unfairly treated.

**The Public Service Commission** supports greater gender equality in the public service because it is responsible for promoting:

- equitable and unbiased public services
- a broadly representative public administration
- employment practices that are based on ability, objectivity, fairness and which redress the imbalances of the past.

**The Financial and Fiscal Commission** advises government on the allocation of government money. It is particularly concerned with how money is distributed between the different parts of government and its allocation formula favours the more rural provinces. This bias has a positive impact on women because the majority of rural people are women.

### **The courts**

**The Constitutional Court** is the most powerful guardian of the Constitution, including women's rights. **The High Court** also has jurisdiction on a wide range of Constitutional issues. **The lower courts** are responsible for everyday legal matters, many of which are important to women, like parental maintenance, sexual assault, and family violence interdicts. **The Labour Court** resolves disputes over retrenchments, dismissals, strikes and other such issues. It can, for example, order employers to reinstate employees who have been dismissed on discriminatory grounds or award compensation.

**WE NEED TO WORK TOGETHER**

The government's national machinery cannot bring about gender equality without the contributions of women's organisations. One of the tasks of all the institutions in the National Gender Machinery is to find ways of working with organisations and individuals in civil society.

The CGE is faced with a challenging task, for which there are few precedents from developed countries and none from elsewhere in Africa. It needs to form strategic alliances with all sectors of our society if it is to be effective in its role.

The CGE hopes that you will respond and contribute to developing this framework. Please get in touch with us. We will consider your comments and inputs at our annual review at the end of the year.

## SECTION 8

**GLOSSARY OF TERMS**

It is important for readers to have an understanding of what the concepts used in this document refer to. It should be noted that this is not an inclusive list, nor are the definitions closed to improvements. Definitions used by the Office on the Status of Women have been included.

**Antipoverty approach:** Refers to the development of programmes to increase women's productivity, to meet basic needs.

**Efficiency approach:** Refers to the recognition of women's role in development initiatives. This approach acknowledges women's productive, reproductive and community roles, and is aimed at improvement of women's efficiency through programmes that meet practical gender needs (e.g. improved agricultural production).

**Equity approach:** Refers to intervention that recognises patriarchy, the sub-ordination, oppression, and exploitation of women as barriers to the realisation of equal rights and opportunities. Women are seen as active participants in development processes. Programmes are aimed at meeting women's strategic gender needs (e.g. involvement in decision-making) in terms of their productive, reproductive and community roles.

**Gender:** The social roles allocated respectively to women and men in particular societies and at particular times. Such roles and the differences between them are conditioned by a variety of political, economic, ideological and cultural factors, and are characterised in most societies by unequal power relations. Gender is distinct from sex, which is biologically determined.

**Gender analysis:** Refers to the systematic process of identifying the differences in the roles, status, positions and privileges of women and men, as well as identifying their different needs. This analysis is based on the premise that gender is a critical variable in the development process.

**Gender and development (GAD):** Refers to a planning process which is based on an analysis of the different situations and needs of women and men. In empowering women to their position relative to men in a way that will benefit and transform society, the GAD approach seeks to base interventions on an analysis of women's and men's roles and needs – including a focus on women to address inequity.

**Gender awareness:** Refers to a state of knowledge of the differences in roles and relations of women and men, and how this results in differences in power relations, status, privileges and needs.

**Gender division of labour:** The allocation of labour amongst women and men according to their perceived roles and responsibilities in society.

**Gender equality:** Gender equality or equality between women and men means the equal employment by men and women of socially valued goods, opportunities, resources and rewards. Because what is valued differs among societies, a crucial aspect of equality is the empowerment of women to influence what is valued and share in decision making about societal priorities. Gender equality entails that the underlying causes of discrimination are systematically identified and removed in order to give men and women equal opportunities.

The concept of gender equality as used in this document takes into account women's subordinate position within social relations and aims at the restructuring of society so as to eradicate male domination.

**Gender equity:** Refers to the fair and just distribution of all means of opportunities and resources between men and women.

**Gender issues:** Are revealed when the relationships between men and women, their roles, privileges, status and positions, are identified and analysed. Gender issues arise where inequalities and inequities are shown to exist between people purely on the basis of their being female or male. The fact that gender and gender differences are socially constructed is itself a primary issue to deal with.

**Gender mainstreaming:** The incorporation of gender considerations into policies, programmes and practices so that before decisions are taken, an analysis is made of the effects for women and men, respectively. Gender mainstreaming includes the routine consideration of gender issues in strategic planning exercises, the reflection of these considerations in business plans and routine reports.

**Gender perspective:** Refers to an approach in which the ultimate goal is to create equity and equality between women and men. Such an approach has a set of tools for and guidelines on how to identify the impact of the relations and roles of women and men on development.

**Gender relations:** Socially constructed relations of power between men and women that are manifest in a range of practices, ideas, sexual division of labour, attitude, roles, etc. that differentiate material outcomes for women and men. The power may be that which facilitates co-operation or coercing others to act in certain ways, within the context of race, class and other social issues.

**Gender responsive:** Refers to a planning process in which programmes and policy actions are developed to deal with and counteract problems which arise if the needs arising out are socially constructed differences between women and men are not adequately met.

**Gender sensitive:** Refers to the state of knowledge of the socially constructed differences between women and men, including their different needs, and use of such knowledge to identify and understand the problems arising from these differences and to act purposefully to address them.

**Gender-sensitive indicators:** Refers to those pointers that help point out the extent and manner in which development programmes have met their (gender) objectives and achieved results that advance gender equity

**Patriarchy:** A system of male authority that oppresses women through its social, political and economic institutions, and is based on beliefs of men's superiority that gives them decision-making power. It is also a social system where descent is traced through the male line in the family, and which serves men's interests.

**Practical gender needs:** These refer to concrete and practical needs women and men have for survival and economic advancement. They refer to the demands for goods and services arising out of socially acceptable roles in society (e.g. the need for health care or water), and do not challenge existing gender division of labour, inequalities and discrimination.

**Productive work** : This work involves the production of goods and services for consumption - what people often mention when asked what they do for a living.

**Reproductive work**: This work involves the care and maintenance of the household and its members. This includes bearing and caring for children, food preparation, house-keeping and family health care.

**Sex**: Sex refers to description of people according to their biological and physical characteristics (chromosomes, external and internal genitalia, hormonal states and secondary sex characteristics). Simply put it is the biological differences between men and women.

**Strategic gender needs**: These seek to bring out greater equality between women and men, and to eliminate various forms of gender discrimination. They refer to the requirements (e.g. equal employment opportunities, legal rights, protection from domestic violence) that would help women achieve greater equality, and can be controversial as they challenge the status quo.

**Welfare approach**: Refers to the setting of goals aimed at meeting the practical needs of women. This approach is patriarchal in nature and assumes that women are passive beneficiaries of development. It also does not address the underlying structural causes of inequality.

**Women in development (WID)**: Refers to a planning process in which the importance of women's needs is the major focus, taken in isolation from the relations between women and men. The WID approach tends to focus on women's reproductive roles and seeks to increase efficiency in their existing roles by making more resources available to them. This tends to reinforce inequalities and widen the gap between women and men.

## SECTION 9 ANNEXES

## ANNEX 1

## REFERENCE TO GENDER EQUALITY IN NATIONAL, REGIONAL AND INTERNATIONAL INSTRUMENTS

| INSTRUMENT   | REFERENCE TO GENDER EQUALITY   |
|--|--|
| Women's Charter for Effective Equality (Women's Charter)   | Article No. 1: <i>The principle of equality underlies all our claims in this charter. We recognise that the achievement of social, economic, political and legal equality is indivisible. Our struggle for equality involves the recognition of the disadvantages that women suffer in all spheres of their lives. As a result, similar treatment of women and men may not result in true equality. Therefore the promotion of equality between women and men will sometimes require distinctions to be made. No distinction however, should be made that will disadvantage women.</i> |
| SADC Declaration on Gender and Development (SADC Declaration)                                      | Paragraph B.1: <i>Gender equality is a fundamental human right</i>   |
| African Platform for Action (African Platform)   | <i><u>Reaffirming</u> our commitment to the realisation of the Nairobi Forward Looking Strategies for the promotion of and advancement of women through accelerated action for equality, development and peace;</i><br><i><u>Realising</u> that equality is not only the absence of discrimination but also equal enjoyment of rights, responsibilities and opportunities by women and men</i>   |
| The Beijing Declaration and Platform for Action (Beijing Platform)                                 | Paragraph 24: <i>State parties to Take all necessary measures to eliminate all forms of discrimination against women and the girl child and remove all obstacles to gender equality and advancement and empowerment of women</i><br>Paragraph 25: <i>... encourage men to participate fully in all actions towards equality</i>  |
| Habitat Agenda and Istanbul Declaration (Habitat II)   | Paragraph 46: <i>We (state parties) commit ourselves to the goal of gender equality in human settlements.</i>  |
| Convention on the Elimination of all forms of Violence against Women (CEDAW or Women's Convention) | Article No. 2 <i>Obligations to eliminate discrimination; state parties amongst others undertake: To embody the principle of the equality of men and women in their national constitutions and other appropriate legislation, if not yet incorporated therein, and to ensure, through law and other appropriate means the practical realisation of this principle</i>  |
| Copenhagen Declaration and Programme of Action (WSSD)  | Paragraph 7: <i>We (state parties) acknowledge that social and economic development cannot be secured in a sustainable way without the full participation of women and the equality and equity between women and men is a priority for the international community and as such,</i>  |

*must be at the centre of economic and social development.*

*Commitment 5: We commit ourselves to promoting full respect for human dignity and to achieving equality and equity between women and men and to recognising and enhancing the participation and leadership roles of women in political, civil, economic, social and cultural life and development.*



## ANNEX 2

## IDENTIFIED AREAS OF CONCERN AND NATIONAL, REGIONAL AND INTERNATIONAL COMMITMENTS

## BEIJING PLATFORM FOR ACTION CRITICAL AREAS OF CONCERN

| RURAL WOMEN  | GENDER AND POLITICS   | GENDER AND ECONOMY  | LAW AND THE ADMINISTRATION OF JUSTICE  | VIOLENCE AGAINST WOMEN   |
|--|---|---|--|--|
| <p><i>Area of Concern A</i></p> <ul style="list-style-type: none"> <li>◆ Analyse from a gender perspective macro-economic policies and programmes including those on external debt taxation employment with respect to their impact on poverty</li> <li>◆ Restructure and target the allocation of public expenditure to promote women's economic opportunities to address basic needs of women, particularly those living in poverty</li> <li>◆ Create social security systems wherever they do not exist</li> <li>◆ Collect gender and age-</li> </ul> | <p><i>Area of Concern G</i></p> <ul style="list-style-type: none"> <li>◆ Promote gender balance in government structures</li> <li>◆ Take measures to ensure political parties place women in elective and non-elective public positions</li> <li>◆ Support civil society organs which conduct studies on women's participation in an impact on decision making</li> <li>◆ Provide leadership and self esteem training to assist women and girls to take decisions making</li> </ul> | <p><i>Area of Concern F</i></p> <ul style="list-style-type: none"> <li>◆ Promote and support women's self-employment and the development of SMME's and strengthen women's access to credit and capital on appropriate terms equal to those of men</li> <li>◆ Increase the participation of women entrepreneurs in advisory boards and other forums to enable them to contribute to policy formulation</li> <li>◆ Develop programmes that provide training and retraining</li> </ul> | <p><i>Area of Concern H</i></p> <ul style="list-style-type: none"> <li>◆ Integrate gender perspective in legislation public policies programmes and projects</li> <li>◆ Promote human rights of women through full implementation of all human rights instruments especially CEDAW</li> <li>◆ Ensure equality and non-discriminating under the law and the practice</li> <li>◆ Embody the principle of equality in legislation</li> <li>◆ Remove gender bias in administration of</li> </ul> | <p><i>Area of Concern D</i></p> <ul style="list-style-type: none"> <li>◆ Take integrated measures to prevent and eliminate gender-based violence</li> <li>◆ Implement CEDAW recommendations 12 &amp; 19</li> <li>◆ Promote gender mainstreaming in all areas of society</li> <li>◆ Create, develop and find gender-sensitive training of legal personnel on gender – based violence</li> </ul> |

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| <p>disaggregated data on poverty and all aspects of economic activities</p> <p><b>Area of Concern F</b></p> <ul style="list-style-type: none"> <li>◆ Enhance, at the national and local levels, rural women's income generating potential by facilitating their equal access and control over reproductive resources, and credit development programmes and co-operative structures</li> <li>◆ Provide outreach programmes to inform low income and poor women, particularly in rural and remote areas of opportunities for market and technology access</li> </ul> <p><b>Area of Concern B</b></p> <ul style="list-style-type: none"> <li>◆ Promote education, training and relevant information programmes for rural women through use of</li> </ul> | <p>positions</p> <ul style="list-style-type: none"> <li>◆ Create a system of mentoring for inexperienced women</li> <li>◆ Provide gender-sensitive training for women and men to promote non-discriminatory working relationships</li> <li>◆ Ensure the equal representation of women and men in the decision making of member states and D-SADC structures at all levels, and the achievement of at least a 30% target of women in political and decision making structures by the year 2005 (<b>SADC Declaration</b>)</li> </ul> | <p>particularly in new technologies product development</p> <ul style="list-style-type: none"> <li>◆ Support and protect women working in the informal sector of the economy (<b>Commonwealth POA</b>)</li> <li>◆ Promote women's full access to, and control over productive resources such as land, livestock, markets, credit, modern technology, formal employment, and a good quality of life in order to reduce the level of poverty among women (<b>SADC Declaration</b>)</li> </ul> | <p>justice</p> <p><b>Area of Concern I</b></p> <ul style="list-style-type: none"> <li>◆ Promote measures to achieve legal literacy</li> <li>◆ Publicise and disseminate information in easily understandable formats on national legislation and its impact on women, including guidelines on how to use the justice system to exercise one's rights</li> <li>◆ Repeal and reform all laws, amending constitutions and changing social practices which still subject women to discrimination, and enacting empowering, gender sensitive laws (<b>SADC Declaration</b>)</li> </ul> | <p><b>Area of Concern I</b></p> <ul style="list-style-type: none"> <li>◆ Take urgent action to combat and eliminate gender-based violence which is a human right's violation</li> <li>◆ Take urgent measures to prevent and deal with increasing levels of violence against women (<b>SADC Declaration</b>)</li> </ul> |
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| <p>affordable technologies</p> <ul style="list-style-type: none"> <li>◆ Provide non-formal education especially for rural women</li> </ul> <p><b>Area of Concern K</b></p> <ul style="list-style-type: none"> <li>◆ Involve women actively in environmental decision making at all levels</li> <li>◆ Integrate rural women traditional knowledge and practices of sustainable resource use and management</li> <li>◆ Promote knowledge of and sponsor research on the state of rural women in food security</li> <li>◆ Evaluate policies and programmes in terms of environmental impact and women equal access to and use of natural resources</li> </ul> |   |   |  |   |
| GENDER AND MEDIA   | EDUCATION AND TRAINING  | HEALTH  | CULTURE, RELIGION AND TRADITION  | GIRL CHILD  |
| <p><b>Area of Concern J</b></p> <ul style="list-style-type: none"> <li>◆ Increase the participation of women in media including</li> </ul>   | <p><b>Area of concern B</b></p> <ul style="list-style-type: none"> <li>◆ By year 2000, provide universal access to basic education and</li> </ul> | <p><b>Area of Concern C</b></p> <ul style="list-style-type: none"> <li>◆ Provide more accessible, available and affordable primary</li> </ul> | <p><b>Area of Concern B</b></p> <ul style="list-style-type: none"> <li>◆ Ensure that gender equality and cultural</li> </ul> | <p><b>Area of Concern B</b></p> <ul style="list-style-type: none"> <li>◆ Provide in partnership with other young</li> </ul> |

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| <p>management programming, education training and research</p> <ul style="list-style-type: none"> <li>◆ Aim at gender balance in appointment of women and men in advisory, management regulatory and monitoring bodies</li> <li>◆ Promote a balanced and non-stereo-typed portrayal of women in media</li> <li>◆ Encourage gender-sensitive training of media professionals including media owners and managers</li> <li>◆ Encourage the media to refrain from presenting women as inferior beings and exploiting them as sexual objects and commodities</li> </ul> <p><b>AFRICAN PFA</b><br/><i>Area of Concern C</i></p> <ul style="list-style-type: none"> <li>◆ 96(f) Promote increased sharing of roles and</li> </ul> | <p>ensure completion of primary education by at least 80% of primary school-age children</p> <ul style="list-style-type: none"> <li>◆ Eliminate gender disparities in access to all areas of tertiary education by ensuring women have equal access to career development training and scholarships</li> <li>◆ Reduce female literacy rate to at least half its 1990 level</li> <li>◆ Provide information to women and girls on the availability and benefits of vocational training programmes and training programmes in science and technology and continuing education programmes</li> <li>◆ Design educational programmes for unemployed women in order to enhance and broaden their employment opportunities</li> </ul> | <p>health care services including sexual and reproductive care</p> <ul style="list-style-type: none"> <li>◆ Redesign health information services and training for health workers so that they are gender-sensitive and reflect the user's perspectives</li> <li>◆ Recognize and deal with health impact of unsafe abortion as a major public health concern</li> <li>◆ Give priority to both formal and informal education that enable women to make decisions and take responsibility for their own health</li> <li>◆ Educate men regarding the importance of women's health and well being</li> <li>◆ Place special focus on programmes for both men and women that emphasize the elimination of harmful traditional practices</li> </ul> | <p>religions and other diversity are respected in educational institutions</p> <p><b>AFRICAN PFA</b><br/><i>Area of Concern C</i></p> <ul style="list-style-type: none"> <li>◆ 94.Culture constitute the totality of people's ways of life, values, moral principles, ideology, religion and social practices. A culture can thus be a force of liberation or oppression Male-dominated ideologies in Africa have tended to use culture to justify oppressive gender relations. Government should discourage all negative cultural stereotype cultures that still hinder the full advancement of women.</li> <li>◆ 95.c) Educate women about religion to prevent the misconception that women are subservient</li> </ul> | <p>women with academic and technical training career planning leadership and social skills</p> <ul style="list-style-type: none"> <li>◆ Increase enrollment and retention rates of girls</li> <li>◆ Promote an educational setting that eliminates all barriers that impeded the schooling of pregnant adolescents</li> <li>◆ Make available non-discriminatory and gender-sensitive professional school counseling and career education programmes to encourage girls to pursue academic and technical curricula</li> <li>◆ Provide support for child care and other services to enable mothers to continue their schooling</li> </ul> <p><i>Area of Concern C</i></p> <ul style="list-style-type: none"> <li>◆ Give particular attention to the needs</li> </ul> |
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| <p>responsibilities within the family through positive and innovative media campaigns, school and community education programmes with emphasis on gender equality and non-stereotyped roles of both women and men within the family.</p> <p><b>Area of Concern J</b></p> <ul style="list-style-type: none"> <li>◆ 118(b) Increase women's participation in the management of media so as to facilitate the use of the media to provide women's positive contribution to society.</li> <li>◆ 120(f) Introduce media monitoring units that ensure positive portrayal of women in the media and hold media accountable when it propagates negative stereotypes of women or exploits women and girls in pornography.</li> </ul> | <ul style="list-style-type: none"> <li>◆ Diversity vocational and technical training and improve access for retention of girls and women in education and vocational training in science, mathematics and technology</li> <li>◆ Develop curricula and teaching materials and formulate and take positive measures to ensure better access to technical and scientific areas</li> <li>◆ Develop policies and programmes to encourage women participate in all apprenticeship programmes</li> <li>◆ Develop curricula, textbook and teaching aids free of gender-based stereotypes for all levels of education</li> </ul> | <ul style="list-style-type: none"> <li>◆ Encourage men to share equally in child care and household work and to pay maintenance to their families even if they don't live with them</li> <li>◆ Ensure involvement of women, especially that infected with HIV-AIDS or other STD's in all decision pertaining to HIV-AIDS programmes</li> <li>◆ Promote research and disseminate information on women's health</li> </ul> | <p>to men.</p> <ul style="list-style-type: none"> <li>◆ d) Remove negative cultural attitudes and harmful traditional practices that hinder women's participation in public/political spheres through IEC programmes</li> <li>◆ 96. a) Mobilize boys and men to encourage and support the emancipation of girls and women for the development of African Societies.</li> <li>◆ b) Government and Community leaders must combat culturally biased male and female stereotypes through effective IEC enactment and enforcement of appropriate legislation.</li> <li>◆ c) Undertake effective sensitization and IEC programmes designed to change the attitudes and behaviour of African parents with regard to the social</li> </ul> | <p>of girls especially promotion of healthy behaviour</p> <ul style="list-style-type: none"> <li>◆ Ensure that girls have continuing access to necessary health and nutrition information and services as they mature</li> <li>◆ Implement appropriate education and information on sexual and reproductive health issues and on STD's and HIV –AIDS</li> </ul> <p><b>Area of Concern K</b></p> <ul style="list-style-type: none"> <li>◆ Promote the education of girls and women in science, technology and other disciplines related to the natural environment</li> </ul> <p><b>Area of Concern L</b></p> <ul style="list-style-type: none"> <li>◆ Eliminate all forms of discrimination against the girl child especially in their enjoyment of their rights to inheritance</li> <li>◆ Eliminate negative</li> </ul> |
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| <ul style="list-style-type: none"> <li>◆ (j) Governments to encourage consumer boycotts on products whose advertisements portray women negatively</li> </ul> |  |  | <p>construction of gender roles</p> | <p>cultural practices and violence against girls</p> <ul style="list-style-type: none"> <li>◆ Promote non-stereotyped images of girls in education skills development and training</li> <li>◆ Establish peer education to reduce girls vulnerability for HIV-AIDS</li> <li>◆ Eliminate economic exploitation of child labour and protect young girls</li> </ul> |
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### COPENHAGEN DECLARATION AND PROGRAMME OF ACTION (WSSD)

| RURAL WOMEN   | GENDER AND POLITICS   | GENDER AND ECONOMY  | LAW AND ADMINISTRATION OF JUSTICE  | VIOLENCE AGAINST WOMEN  |
|---|---|---|--|---|
| <p><b>WSSD Commitment 2</b></p> <ul style="list-style-type: none"> <li>◆ Commitment to the goal of eradicating poverty</li> <li>◆ Focus efforts and policies to address the root of poverty and to provide basic needs for</li> </ul> | <p><b>Commitment 5</b></p> <ul style="list-style-type: none"> <li>◆ Promote changes in attitude and structures to eliminate all obstacles to equality and equity in the family and to promote full and equal</li> </ul> | <p><b>Commitment 1</b></p> <ul style="list-style-type: none"> <li>◆ Create an enabling economic environment aimed at promoting more equitable access for all to income resources and social services</li> </ul> | <p><b>Commitment 1</b></p> <ul style="list-style-type: none"> <li>◆ To provide a stable legal framework, laws and procedures which promote gender equality</li> </ul> <p><b>Commitment 4</b></p> | <p><b>Commitment 4</b></p> <ul style="list-style-type: none"> <li>◆ Address the problem of crime, violence and drugs as factors of social disintegration</li> </ul> <p><b>Commitment 5</b></p> <ul style="list-style-type: none"> <li>◆ Take effective</li> </ul> |

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| <p>all</p> <ul style="list-style-type: none"> <li>◆ Access people living in poverty to productive resources</li> </ul> <p><b>Commitment 3</b></p> <ul style="list-style-type: none"> <li>◆ Improve access to land, credit, information, infrastructure and other productive resources</li> <li>◆ Recognize role of informal sector in employment creation and its contribution to eradication of poverty</li> </ul> <p><b>Commitment 8 &amp; 9</b></p> <ul style="list-style-type: none"> <li>◆ Ensure that macro-economic policies include social, economic and sustainable development goals of poverty eradication</li> <li>◆ Utilize the develop fully the potential and contribution of civil society to the eradication of poverty</li> </ul> <p><i>Chapter 2 Eradication of</i></p> | <p>participation of women</p> <ul style="list-style-type: none"> <li>◆ Establish policies, objective and measurable goals to ensure gender balance and equity in decision making process at all levels</li> </ul> | <p><b>Commitment 3</b></p> <ul style="list-style-type: none"> <li>◆ Put creation of employment reduction of unemployment and the promotion of equal remuneration at the centre of government policies</li> <li>◆ Promote equal treatment of women and men in employment</li> <li>◆ Promote increased access to credit for SMME's with particular reference to women</li> </ul> <p><b>Commitment 8</b></p> <ul style="list-style-type: none"> <li>◆ This commitment is devoted to women and the economy</li> </ul> | <ul style="list-style-type: none"> <li>◆ Promote respect for democracy and the rule of law</li> </ul> <p><i>Chapter 2</i></p> <ul style="list-style-type: none"> <li>◆ Expand and improve land ownership through such measures as land reform and improving the security of land tenure and ensuring equal rights of women, and men making land transfer more efficient and fair and in adjudicating land disputes</li> </ul> <p><i>Chapter 4</i></p> <ul style="list-style-type: none"> <li>◆ Enact and implement appropriate laws and regulations to combat racism and racial discrimination and all forms of xenophobia</li> <li>◆ Remove long standing legal barriers to employment</li> </ul> | <p>measures to combat and eliminate gender based violence</p> <p><i>Chapter 4</i></p> <ul style="list-style-type: none"> <li>◆ Introduce and implement specific policies and public health measures to eliminate all forms of violence in particular domestic violence</li> <li>◆ Address problems of trafficking</li> <li>◆ Ensure elimination of intra-family discrimination for the girl child</li> </ul> |
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| <p><i>Poverty</i></p> <ul style="list-style-type: none"> <li>◆ Formulation of integrated strategies to eradicate absolute poverty</li> <li>◆ Enhanced social protection and reduced vulnerability</li> </ul>   |  |  |   |   |
| <p>EDUCATION AND TRAINING</p>  | <p>HEALTH</p>  | <p>CULTURE, RELIGION AND TRADITION</p>   | <p>GENDER AND MEDIA</p>   | <p>GIRL CHILD</p>   |
| <p><b>WSSD Commitment 3</b></p> <ul style="list-style-type: none"> <li>◆ Develop policies to ensure that workers and employers have the education, information, and training needed.</li> </ul> <p><b>Commitment 4</b></p> <ul style="list-style-type: none"> <li>◆ Promote access for all to education, information, technology and know-how</li> </ul> <p><b>Commitment 5</b></p> <ul style="list-style-type: none"> <li>◆ Promote full and equal access of women to literacy education and</li> </ul> | <p><b>Commitment 2</b></p> <ul style="list-style-type: none"> <li>◆ Eliminate hunger and malnutrition, provide primary health care services</li> <li>◆ Develop and implement policies to ensure that adequate income is available to people during ill health, maternity, child caring, widowhood and old age</li> </ul> <p><b>Commitment 5</b></p> <ul style="list-style-type: none"> <li>◆ To take appropriate measures to ensure equality of women and men and universal</li> </ul> | <p><b>Commitment 4</b></p> <ul style="list-style-type: none"> <li>◆ Recognize and respect cultural, ethic, and religious diversity</li> </ul> <p><b>Commitment 5</b></p> <ul style="list-style-type: none"> <li>◆ Promote equal partnership between men and women in family and community life, and emphasize shared parental responsibility</li> </ul> <p><b>Chapter 4</b></p> <ul style="list-style-type: none"> <li>◆ Recognize the importance for all people to live in cooperation and</li> </ul> | <p><b>Commitment 4</b></p> <ul style="list-style-type: none"> <li>◆ Encourage communication media to raise people's understanding and awareness of all aspects of social integration</li> </ul> | <p><b>Commitment 5</b></p> <ul style="list-style-type: none"> <li>◆ Establish policies objectives and goals that enhance the equality of status, welfare and opportunity of the girl child, especially in regards to health literacy and education recognizing that gender discrimination starts at the earliest stages of life</li> </ul> <p><b>Chapter 2</b></p> <ul style="list-style-type: none"> <li>◆ Take the necessary legislative, administrative, social</li> </ul> |

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| <p>training</p> <p><b>Commitment 6</b></p> <p>◆ Commitment to promotion and attainment of goals of Universal and equitable access to quality education</p> <ol style="list-style-type: none"> <li>1. Formulate time bound-strategies for the eradication of illiteracy</li> <li>2. Emphasise life-long learning, especially for women</li> <li>3. Ensure full and equal Access to education for girls and women, recognizing that investing in women's education is the key element to achieving gender equality</li> </ol> | <p>access to the widest range of health care services including those relating to reproductive health</p> <p><b>Commitment 7</b></p> <p>◆ Take all necessary measures to ensure that communicable diseases particularly HIV-AIDS, malaria and TB do not reverse social development advances</p> | <p>harmony, and ensuring that traditions and cultural heritage of nations are fully protected</p> |  | <p>and educational measures to protect and promote the rights of the girl child</p> |
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### HABITAT AGENDA

|             |            |            |             |                  |
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| RURAL WOMEN | GENDER AND | GENDER AND | LAW AND THE | VIOLENCE AGAINST |
|-------------|------------|------------|-------------|------------------|

|   | POLITICS  | ECONOMY   | ADMINISTRATION OF JUSTICE   | WOMEN   |
|---|---|---|---|---|
| <p><b>Habitat 11</b></p> <p><i>Part 1 (4)</i></p> <ul style="list-style-type: none"> <li>◆ Give priority considerations to the increasing poverty, and environmental degradation and increased vulnerability to disasters</li> <li>◆ Rural development and urban development are interdependent in extension of infrastructure and employment to rural areas is crucial</li> </ul> <p>Part 2</p> <ul style="list-style-type: none"> <li>◆ The empowerment of women and their full participation in political, social and economic life, the improvement of health and eradication of poverty are essential</li> </ul> | <p><i>Part 2 (15)</i></p> <ul style="list-style-type: none"> <li>◆ To empower women to participate fully and equally in political, social and economic life</li> <li>◆ Promote gender-sensitive institutional and legal frameworks and capacity building at the national and local levels conducive to civic engagement and broad based participation in human settlement development.</li> </ul> | <p><i>Part 1 (7)</i></p> <ul style="list-style-type: none"> <li>◆ Commitment to address the global, economic, social and environmental trends to ensure the creation of better living environments for all people</li> </ul> <p><i>GPA 78 (f)</i></p> <ul style="list-style-type: none"> <li>◆ To undertake legislative and administrative reforms to give women full and equal access to economic resources</li> </ul> | <p>GPA 78</p> <ul style="list-style-type: none"> <li>◆ Promote awareness campaigns, education and enabling practices regarding in particular, legal rights with respect to tenure, and ownership and inheritance for women, so as to overcome existing barriers</li> <li>◆ Renew legal and regulatory frameworks to ensure the equal rights of women and men one clearly spelt out and enforced</li> </ul> <p><b>Chapter 3.40</b></p> <ul style="list-style-type: none"> <li>◆ Provide legal security of tenure and equal access to land to all people including women and those living in poverty</li> <li>◆ Eradicate and ensure</li> </ul> | <p>GPA120</p> <ul style="list-style-type: none"> <li>◆ Eliminate the sexual and economic exploitation of young women and children</li> <li>◆ Enhance women's safety in communities through promotion of a gender perspective in crime prevention policies and programmes by increasing in those responsible for implementing those policies, the knowledge and understanding of the causes consequences and mechanisms of violence against women</li> </ul> |

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| <p>GPA 71</p> <ul style="list-style-type: none"> <li>◆ Encourage community mortgage programmes that are accessible to people living in poverty, especially women</li> </ul> <p><b>115</b></p> <ul style="list-style-type: none"> <li>◆ Promotion of equitable, socially viable, and stable human settlements is inextricably linked to eradicating poverty</li> </ul> <p><b>119</b></p> <ul style="list-style-type: none"> <li>◆ Establish programmes that address the absolute poverty found among rural women</li> </ul> |  |  | <p>legal protection from discrimination in access to shelter and basic services</p> <ul style="list-style-type: none"> <li>◆ Promote gender-sensitive institutional and legal frameworks and capacity building at the national and local levels</li> </ul> |   |
| <p>EDUCATION AND TRAINING</p>  | <p>HEALTH</p>  | <p>CULTURE, RELIGION AND TRADITION</p>   | <p>GENDER AND MEDIA</p>  | <p>GIRL CHILD</p>   |
| <p><b>Chapter 3 (4)</b></p> <ul style="list-style-type: none"> <li>◆ Promote education about, and training on, environmentally sound technologies, material and products</li> <li>◆ Promote equal access</li> </ul>  | <p><b>Chapter 3 (40)</b></p> <ul style="list-style-type: none"> <li>◆ Promote access for all people to safe drinking water, sanitation and other basic services, facilities and amenities, especially</li> </ul> | <p><b>Chapter 3 (43)</b></p> <ul style="list-style-type: none"> <li>◆ Protect and maintain the historical, cultural and natural heritage</li> <li>◆ Address the cultural, ethnic religious, social and disability-based</li> </ul> | <p><b>GPA 191</b></p> <ul style="list-style-type: none"> <li>◆ To develop, upgrade and maintain information infrastructure and technology and encourage their use</li> </ul>   | <p><b>GPA 120</b></p> <ul style="list-style-type: none"> <li>◆ Take special action to reduce the drop-out rate at all levels of education through increased relevance and quality of</li> </ul> |

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| to all levels of education for girls and women | <p>for people living in poverty, women, and those belonging to vulnerable and disadvantaged groups</p> <ul style="list-style-type: none"> <li>◆ Safeguard the health, safety, welfare, and improved living environment of all people</li> <li>◆ Ensure that due priority is given and adequate resources made available to combat the threat of HIV-AIDS and other diseases like malaria</li> <li>◆ Promote safe and healthy workplace conditions for men and women</li> </ul> | causes that result in the creation of barriers | <ul style="list-style-type: none"> <li>◆ Promote the training of all key actors in the use, ways and means of information technology</li> <li>◆ Develop methods of sharing experience of local initiatives through electronic means, such as the Internet, Networks and Libraries</li> <li>◆ Disseminate information on best practices including those that utilize gender policies</li> </ul> | education, and to facilitate the access of school leavers to a sustainable livelihood |
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## CEDAW

| RURAL WOMEN  | GENDER AND POLITICS | GENDER AND ECONOMY | LAW AND ADMINISTRATION OF JUSTICE  | VIOLENCE AGAINST WOMEN |
|--|---------------------|--------------------|--|------------------------|
| <p><b><i>CEDAW Article 14</i></b></p> <ul style="list-style-type: none"> <li>◆ Ensure rural women</li> </ul> | Article 7           | Article 11         | <ul style="list-style-type: none"> <li>◆ To adopt appropriate legislative and other</li> </ul> | Article 6              |

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| <p>participate in and benefit from rural development</p> <ul style="list-style-type: none"> <li>◆ Participate in the elaboration and implementation of development planning at all levels</li> <li>◆ To benefit from social security programmes</li> <li>◆ To have access to agricultural credit and loans, marketing facilities appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes</li> <li>◆ To enjoy adequate living conditions</li> </ul> | <ul style="list-style-type: none"> <li>◆ Ensure that women have equal right with men to participate in the formulation of government policy and implementation thereof, to hold public office and perform all public functions at all levels of government</li> <li>◆ To be eligible for election to all publicly elected bodies</li> </ul> <p>Article 8</p> <ul style="list-style-type: none"> <li>◆ To ensure that women on equal terms with men, and without discrimination, have the opportunity to represent their governments at international level and to participate in the work of international organisations</li> </ul> | <ul style="list-style-type: none"> <li>◆ Promote the right to equal remuneration</li> <li>◆ The right to promotion, job security and all benefits and conditions of service</li> </ul> <p>Article 13</p> <ul style="list-style-type: none"> <li>◆ On the basis of equality to men access to <ul style="list-style-type: none"> <li>a) The right to family benefits</li> <li>b) The right to bank loans, mortgages and other forms of financial credit</li> </ul> </li> </ul> | <p>measures including sanctions where appropriate prohibiting all discrimination against women</p> <p>Article 15</p> <ul style="list-style-type: none"> <li>◆ Accord women equality with men before the law</li> </ul> | <ul style="list-style-type: none"> <li>◆ Take measures to combat traffic in women and exploitative prostitution</li> <li>◆ Promote women's equal rights to conclude contracts and to administer properly</li> </ul> <p><b>Recommendation 19</b></p> <ul style="list-style-type: none"> <li>◆ Take measures to prevent gender-based violence</li> </ul> |
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| EDUCATION AND TRAINING  | HEALTH   | CULTURE, RELIGION AND TRADITION   | GENDER AND MEDIA   | GIRL CHILD  |
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| <p>CEDAW Article 10</p> <ul style="list-style-type: none"> <li>◆ Ensure on the basis of equality with men that women have access for career and vocational guidance, access to technical and vocational training</li> <li>◆ Eliminate stereotyped concept of the roles of men and women at all levels of education</li> <li>◆ Access to benefit from scholarships</li> <li>◆ Access to programmes of continuing education, adult and functional literacy programmes</li> <li>◆ Ensure the reduction of female student dropout rates and the organisation of programmes for girls and women who have left schools prematurely</li> </ul> | <p>Article 12</p> <ul style="list-style-type: none"> <li>◆ Ensure access by women to appropriate services in connection with pregnancy, confinement and post-natal period</li> <li>◆ Promote women's right to control their fertility</li> </ul> <p>◆ Recognise, protect and promote the reproductive and sexual rights of women and girl children<br/><b>(SADC Declaration)</b></p> | <p>Article 13</p> <ul style="list-style-type: none"> <li>◆ To take all appropriate measures including legislation to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women</li> </ul> <p>Article 15</p> <ul style="list-style-type: none"> <li>◆ To modify the social and cultural patterns of conduct of men and women with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority of either sexes or stereotyped roles for men and women</li> </ul> | <ul style="list-style-type: none"> <li>◆ Encourage the mass media to disseminate information and materials in respect of the human rights of women and children<br/><b>(SADC Declaration)</b></li> <li>◆ Undertake an advocacy role together with the media</li> <li>◆ Support gender training for journalists in order to ensure broad and non-discriminatory representation on women in the media and advertising<br/><b>(Commonwealth)</b></li> <li>◆ Monitor the different ways in which men and women are represented in the</li> </ul> | <ul style="list-style-type: none"> <li>◆ Ratify CEDAW, the Convention on the Rights of the Child and the Declaration on Violence Against Women<br/><b>(Commonwealth)</b></li> </ul> |

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| <p>◆ Provide appropriate educational institutions to enable active participation of women in society, in particular, the participation of rural women, single mothers, and disabled women and girls, must be addressed<br/><b>(Women's Charter)</b></p> |  |  | <p>media</p> <p>◆ Ensure adequate representation of women in all media institutions, including film, print and electronic media<br/><b>(Women's Charter)</b></p> |  |
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## ANNEX 3

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