



WESTERN CAPE DEPARTMENT OF **LOCAL GOVERNMENT**

GENDER EQUALITY STRATEGY

Compiled by CJordan

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GLOSSARY OF TERMS

EE Manager	Employment Equity Manager
CMIP	Consolidated Municipal Infrastructure Programme
CGE	Commissioner for Gender Equality
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
IDP	Integrated Development Programme
LED	Local Economic Development Programme
OSW	Office for the Status of Women
MTEF	Medium Term Expenditure Framework
SAHRC	South African Human Rights Council

PREAMBLE

1. It is stated in this framework that there are biological differences between men and women.
2. This guideline intends to set the framework for men and women, female and male employees and clients to be treated fairly and to receive equal access to opportunities (personally, socially, economically, politically and culturally).
3. The Constitution of the Republic of South Africa (Act No.108 of 1996) states, "everyone is equal before the law and has the right to equal protection and benefit of the law".
4. The state may not discriminate directly or indirectly against anyone on the grounds of race, sex, gender, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.
5. The Promotion of Equality and Prevention of Unfair Discrimination Act (Act No. 4 of 2000) states that the state and organisations should place priority on the elimination of unfair discrimination and the promotion of equality in respect of race, gender and disability, and therefore may implement special measures to achieve equality.
6. Preferential treatment of women (employees) and female clients in certain circumstances does not amount to discrimination against men (employees) and male clients, provided that these measures do not lead to unequal or separate standards.

SECTION 1: GENDER STRATEGY

1. Introduction

The Gender strategy firstly outlines the nature and extent of gender issues and concerns in the Local Government environment in South Africa. Secondly, it provides a framework for the Western Cape Department of Local Government to implement strategies to deal with gender issues and concerns.

South Africa has an estimated 43.9 million people, highly stratified into racial and ethnic groupings as a result of the apartheid policies. Apartheid policies have fundamentally distorted and damaged the spatial, social and economic environments in which people lived, work, raise families, and seek to fulfill their aspirations. Given this context and in light of the urgent need to reduce historical socio-economic backlogs through acceleration of service delivery to local communities, it has become vital that a strong partnership among central and local governments and civil society organizations be formed to address these issues of transformation.

Implicit from above, is that local government in South Africa has undergone a process of transformation. This transformation process involved three phases of transition: the pre-interim phase, the interim phase and final stage. In this context, and due to the recent country legislative history, it is apparent that local governments are pivotal to reshaping and strengthening local communities, intensify service delivery, especially to the poor and thereby deepen the foundation for democratic, integrated, prosperous and truly non-racial local communities. Thus, transformation should be institutionalized within the jurisdiction of provincial and local governments.

Specifically, it focuses on newly established local government structures, processes and, its interrelationship with civil society structures in South Africa as the vital locus around which local concerns intersect with poverty alleviation challenges. It is premised on strong and widely held belief that local government can facilitate the gradual process of enhancing opportunities for citizen participation by placing more power and resources at a "closer, more familiar, and more easily-influenced level of government".

The main challenge for developmental local government in South Africa is to ensure that existing decentralization values move hand in hand with deliberate efforts to mobilize and strengthen civil society structures, processes and institutions at lower levels in a manner that would allow their relationship with central and sub-national governments to be more interactive and mutually reinforcing.

Citizen Participation in Local Governance

One of the key features of the present developmental local government is recognition of linkages between development, service delivery and local citizen participation. (Pearse and Stiefel, 1979, p.8). The White Paper urges, "building local democracy is a central role of local government, and municipalities should develop strategies and mechanisms (including, but not limited to, participative planning) to continuously engage with citizens, business and community.

The notion of active citizen is not a recent invention or one that can be applied naively. For decades development theorists and practitioners have underscored the centrality of participation of ordinary people in their own development. In much of local development experience however, thinking about citizen participation has remained rather at a very idealistic and ideological level. It has lacked analytical tools, practical methods and theoretical framework. Where this has happened participation has degenerated into a kind of feel good slogan coined to convince local audiences that local government has recognised the necessity of involving people in development activities demonstrated to be all-inclusive in the sense of insuring the incorporation of particular categories of people with a history of suffering marginalisation – women, the poor and minority groups.

Equality and Empowerment

Yet, whatever cynics may say, the notion of participation has widespread common sense appeal and impact. For South African local government context citizen participation carries with it system-transformation expectations, in the sense of being closely tied up with equity and empowerment ideals. Rahman (1990, pp.45-49) identified several dimensions of empowerment which provide a good starting point to understanding what participation can do for the poor and marginalized groups to asserting their position in local government decision-making. Firstly, participation pushes marginalized groups to be organised in structures under their control. Secondly, such organised structures bring with them knowledge of their social environment and process to local government agenda no other structure can. Thirdly, participation will generally foster self-reliance – an attitudinal quality likely to be engendered solidarity, caring and the sharing of a collective identity, Fourthly, participation strengthens women's position providing for articulation of their points of view and, thereby spearheading progress in gender relations towards equality as assessed by women themselves. Overall, empowerment brought about by such participation would imply that there are "changes going on in the wider society as a result of grassroots changes: the development of human dignity, popular democracy, and cultural diversity" (Sheperd, 1998, p.180).

Local Government & Gender

The participation of women in local government and the integration of gender analysis in programming and service delivery are essential to the transformation process of local government. Integral to the difficulties that plague local government is the issue of gender, because effective service delivery by implication means including the needs of those whom it is supposed to serve.

While women constitute close to 30% of national parliamentarians, their representation at the local level is less than 20%. One of the reasons for the lower representation of women in local government is the electoral system, which combines a system of Proportional Representation with a Ward system. Only 10% of all ward Councillors are women, compared to 27% of candidates elected through party lists. This demonstrates that the system of proportional representation is more conducive to facilitate women's access to political office, because political parties can actively support and promote women in political leadership positions.

The South African Local Government Association's (SALGA) Gender working group was formed in 1996, in order to ensure the strategic presence of women and gender issues in local government. The Women's Development Foundation (WDF) is an NGO whose objective is to prepare women to take on positions of political leadership, and to support them while in office. These organisations, among others, are working to ensure that women are strongly represented in the local elections.

Local government is an important sphere of government for women in general and for gender equity in particular. It has the potential to transform women's lives by providing services such as water and sanitation, roads and transport, clinics and child care facilities.

Since 1994, local government has gone through a process of transformation, which culminated in the 2000 local government elections. Local government is now expected to play a proactive role in the social, economic and material development of local communities. The new Municipal Structures Act provides the basis for new municipalities as it seeks to balance development-oriented objectives with liberal, market-driven objectives.

The Act explicitly defines gender equity as a developmental outcome and thus makes the empowerment of women a local government responsibility. Civil society organisations have an important role to play to ensure that the developmental outcomes do not get lost in the legislation's implementation by municipalities.

1.2 Defining Gender

Gender refers to the economic, social and cultural attributes and opportunities associated with being male and female. It is a set of qualities and behavioural patterns required of a female or a male by society. A gender perspective distinguishes between what is biologically given and culturally constructed.¹ Men and women are raised in specific ways by their societies to adopt particular male and female identities that are different from each other. Class, race, religious beliefs, sexual orientation, and family roles, amongst others, influence these identities. The term, "gender" is used to describe these social, cultural and historical differences. Gender not only differs from culture to culture, but also varies over time. All cultures and societies keep certain traditions whilst also developing new ones. Gender relationships are generally structured hierarchically, where women are subordinate to men, having less power, opportunity and access to resources.

1.3 The Western Cape Department of Local Government's Commitment to Gender Mainstreaming.

The Western Cape Department of Local Government has committed itself to craft provincial gender priorities, and to accede to national, regional and international gender guidelines and gender conventions. The establishment of comprehensive provincial and national machinery has demonstrated the commitment to the promotion of gender equity machinery, composed of key structures such as the Office on the Status of Women, the Commission on Gender Equality and a Departmental Gender Focal Unit.

The proposed Gender strategy of the Department of Local Government will concern gender mainstreaming. Its focus will be on equality of access and opportunity, as well as fair treatment of all employees and clients. Women's empowerment and development to meet both their practical (basic needs, e.g. access to water) and strategic interests is thus a means to achieving gender equality, rather than being an end in itself.

The strategy recognises the need for the state to use its formal and institutional powers to legitimise the value of gender equality within its procedures, cultures and practices. To this end, the document includes mechanisms to monitor and evaluate progress in order to re-design its organisational activities.

¹ Gender and the Private Sector, 1996

2. Purpose and Objectives

The purpose of this strategy is to integrate gender into the institutional culture, practices and policies of the Western Cape Department of Local Government. Gender will be mainstreamed into all aspects of planning, delivery of services, and reporting processes within the scope of work of the Department. For this purpose, systems and structures will be put in place to address systemic inequalities between women and men (internally and externally).

The objectives of the strategy are the following:

- To address attitudes and behaviour of individuals and groups and institutional practices that are discriminatory and that entrench the traditional stereotyping of males and females that negatively impact on their growth and development;
- To ensure that all decision-making and all practices in the Department are informed by gender equality analysis;
- To provide a framework for the implementation of special measures to ensure equal access and opportunity to advance women in order to achieve equality. This will include all areas of Local Government (External), Training and Development within the Department (Internal).

Ultimately the aim of the Strategy is to result in the achievement of gender equality for women and men, principally through the empowerment of women and challenging the traditional roles and responsibilities of men, but not at the expense of men.

3. Key Strategies and Priorities for the Western Cape Department of Local Government

3A This section provides key strategies for the implementation of the Western Cape Local Government Department's Gender Strategy.

Shift from a gender-neutral to a gender-specific local government service delivery programme

Municipal services are essential to the health and well-being of communities. Because social norms and values hold women responsible for the health and well-being of families and communities, their workload is greater when these services are lacking. If municipalities do not recognise the roles that women play to maintain families and communities, they are unlikely to provide services that will alleviate women's tasks, let alone transform unequal power relations between men and women. The Programme therefore analyses municipal service delivery from a gender perspective and looks at ways in which municipalities can contribute to gender equity through service provision.

Disaggregated data

A key strategy to meeting women's needs effectively is the collection of gender disaggregated data that also reflects variables such as urban/rural, race and geographical location. This is fundamental to the effective monitoring of women's rights.

Monitoring women's access to Local Government structures

Critical to the effective realisation of women's rights is proper monitoring. Gender indicators should be developed in this regard. Given its constitutional mandate, the CGE (Commissioner on Gender Equality) seems ideally placed to take on this function. It should work in collaboration with the (South African Human Rights Council) SAHRC in order to maximise scarce resources and avoid duplication.

Collaboration with civil society organisations

Civil society organisations are often at the coalface of service delivery and accordingly well-placed to undertake assessments of the effectiveness of local government policies and well as their impact on women. Relevant organs of State should therefore collaborate meaningfully with such organisations.

HIV/AIDS

Though the Western Cape Department of Local Government has a HIV/AIDS policy, it does not have a comprehensive programme that focuses on the

HIV/AIDS pandemic or Employee well-being. It is important that this programme should be implemented and include the following:

- Gender and sexuality;
- Provision of information and guidance on sexual responsibility;
- Non-discrimination of employees who are affected and infected by HIV/AIDS;
- Support and counselling programmes that are directly and indirectly affected by HIV/AIDS;

Issues of Violence and Crime: Personal and Collective Safety of Employees

- Policies on sexual harassment, abuse and rape need to integrate a gender perspective.
- The policies should uphold the international rights of the victim.
- Projects should incorporate a gender perspective which aims to change the attitudes, behaviour and cultural practices that exacerbate the problem of gender violence, personal and collective safety.

Women In Decision-Making Positions

- The proportional representational quota system is an important strategy to increase women's representation in South Africa.
- The Employment Equity Act (Act No. 55 of 98) should be used as a mechanism to increase the numbers of women in public sector.
- Affirmative Action should redress the imbalances in management.
- Resources and opportunities for skills development should be targeted at women to advance their skills and therefore have equal access to opportunities.

Institutional Support And Resource Allocation

- All managers and employees should become aware of the needs of Women in the local government sector.
- Gender awareness and gender training should be mainstreamed across all Directorates for all levels of staff.
- Gender sensitisation for managers should be implemented.
- Ensure that the political head and all other decision- maker or policy-makers are well informed about the gender issues and development.
- Integrate gender into all strategic plans.
- Promote gender responsive legal frameworks.
- Strategic networking should be promoted and support inter-sectoral collaboration.

Appointment of a Transformation Manager and Support Staff (One Admin Officer)

All key strategies and implementation can only take place effectively if a Senior Official takes full responsibility. Therefore it is essential to appoint someone who would be able to implement and execute the Gender strategy.

3B This section provides the following priorities for the Western Cape Department of Local Government's Gender Strategy.

Internal Goals (2003 – 2007)

- To implement the national gender policy framework
- To monitor and evaluate departmental projects and programmes in line with the national policy framework
- To reflect gender considerations in the strategic plan, business plan, service delivery plan, communication strategy and MTEF budget of the Department
- To review Departmental Local Government Policy and other policies for their gender considerations
- To ensure that the department provides and uses gender disaggregated data in their work
- To strive towards a situation where all Departmental committees conform to gender equality (e.g Tender Committee, Training Committee, Recruitment & Selection Committee, Staff Performance Management Committee, etc.)
- To design gender indicators in order to evaluate the effectiveness of gender initiatives to facilitate gender training and education of all staff
- To ensure that women and men are empowered equally in managerial and supervisory positions
- To create a dedicated human resourced capacity inter alia:

The appointment of a Transformation Manager (Gender, Youth, Disability and HIV),

Liaising with the EE manager of the Department on a monthly basis,

Attending Provincial Gender meetings and liaise with the Office for the Status of Women: Western Cape (OSW) and other Western Cape Departments on gender issues,

Reporting to the Gender Commissioner on a yearly basis on the progress of gender issues within the Department,

Participating in Provincial and National Gender Conferences and workshops in order to build capacity and ensure gender specialization,

Participating in Special Gender events and exhibitions.

3C External Goals (2003 – 2007)

- To access all projects and programmes (e.g. Consolidated Municipal Infrastructure Program, Local Economic Development Program, Disaster Management) for their gender implications
- To encourage municipalities to establish mechanisms in order to link and liaise with civil society, community based organizations and NGO's on Gender issues
- To participate in the research of gender issues in the local government environment
- To promote communication of the need for women's access to local government structures in the Western Cape
- To engender the service delivery plan and communication strategy of the Department
- To monitor gender training and education of staff of municipalities to ensure that gender is integrated into all aspects of work.
- To monitor the performance of municipalities with regard to gender equity.

4. Authorisation / Legislative Context

- 4.1 South Africa's National Policy Framework for Women's Empowerment and Gender Equality (December 2000)
- 4.2 Promotion of Equality and Prevention of Unfair Discrimination Act, (Act No. 40 of 2000);
- 4.3 The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW);
- 4.4 The Beijing Declaration and the Platform for Action, New York (1996)
- 4.5 The Women's Charter for Effective Equality (1993);
- 4.6 Protocol to the African Chapter on Human and People's Rights on the Rights of Women in Africa
- 4.7 Domestic Violence Act, (Act No. of 1998);
- 4.8 The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996);
- 4.9 Public Service Act, (Act No. 103 of 1994) (as amended);
- 4.10 Public Service Regulations, 2001;
- 4.11 Skills Development Act, (Act No. 97 of 1998)
- 4.12 The White Paper on the Transformation of the Public Service, 1995
- 4.13 Labour Relations Act, (Act No. 66 of 1995) (as amended)
- 4.14 The White Paper on Transforming the Public Service Delivery (Batho Pele White Paper), 1997;
- 4.15 The White Paper on Affirmative Action in the Public Service, 1998;
- 4.16 Employment Equity Act, (Act No. 55 of 1998);
- 4.17 Basic Conditions of Employment Act, (Act No. 75 of 1997);
- 4.18 Local Government: Municipal Structures Act, (Act 117 of 1998),
- 4.19 Local Government: Municipal Systems Act, (Act 32 of 2000),
- 4.20 Local Government Demarcation Act, (Act 27 of 1998),
- 4.21 Local Government: Municipal Finance Management Bill (B1-2002)
- 4.22 Local Government: Property Rates Bill, 2003
- 4.23 Disaster Management Act, 2002 (Act 57 of 2002)

- 4.24 Municipal Ordinance, (Ordinance 20 of 1974),
- 4.25 Local Government Transition Act, (Act 209 of 1993),
- 4.26 Regional Services Councils Act, (Act 109 of 1985),
- 4.27 Local Authorities (Audit) Ordinance, (Ordinance 17 of 1938),
- 4.28 Property Valuation Ordinance, (Ordinance 14 of 1993),
- 4.29 Valuation Ordinance, (Ordinance 26 of 1944),
- 4.30 Local Authorities (Investment of funds) Ordinance, (Ordinance 23 of 1935),
- 4.31 Civil Protection Act, (Act 67 of 1977),
- 4.32 Civil Protection Ordinance, (Ordinance 8 of 1977),
- 4.33 Fire Brigade Services Act, (Act 99 of 1987)

5. Guiding Principles

The following values and principles inform this strategy:

- Non-discrimination;
- **Equality between men and women**
- Recognition of differences and inequalities among females and males;
- Women's rights, Men's rights and children's rights are human rights;
- Customary, cultural and religious practices are subject to the right to equality;
- Public and private are not separate spheres of life;
- Entitlement to the right of integrity and security of the person,
- Everyone has a right of access to adequate basic services.

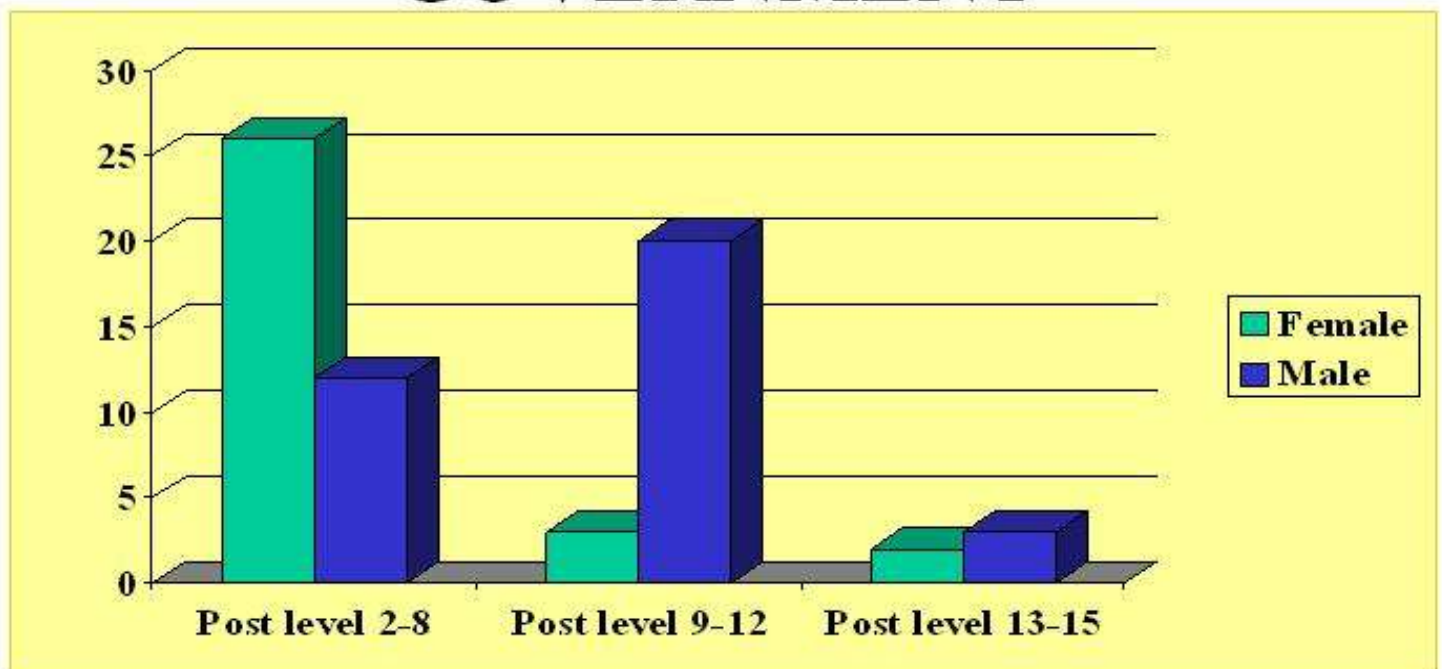
The gender interventions aim at:

- Ensuring that the framework for all Local Government structures, Training and Development programmes and projects include areas of knowledge that will assist all participants to understand what it means to be male and female as well as the nature of relationships between women and men in society. This should cover all aspects of planning, delivery, communication and assessment of services.
- Providing a institutional culture within the Department that is supportive, safe and non-violent and is socially and culturally challenging as well as physically and emotionally comfortable for females and males.
- Redressing the imbalances of power between men and women through employment equity programmes.
- Organising systems (in terms of policies and practices) and the provision and allocation of financial resources to ensure that female and male employees are fully and equally developed.
- Mainstreaming gender to meet the educational, training and development needs of all employees broadly and female in particular.
- Creating and maintaining partnerships between government and civil society to improve the quality of local government service delivery based on the recognition that special measures are required at all levels in partnership with

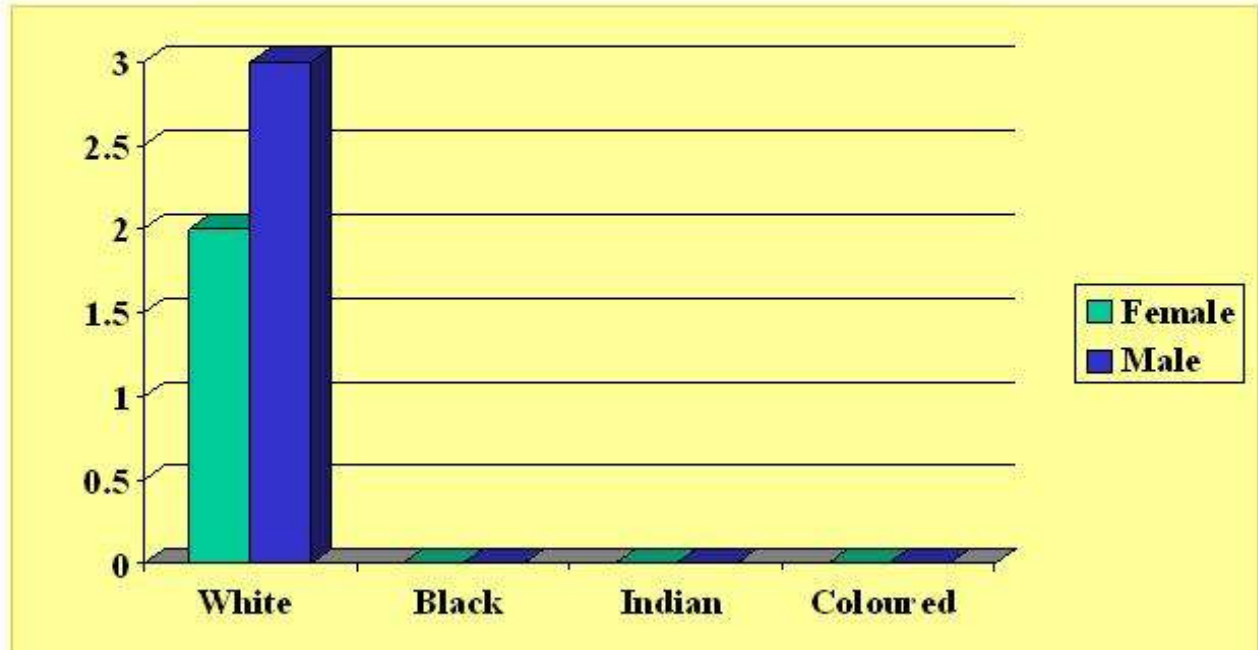
communities and all other relevant and appropriate organisations, bodies, groups or individuals.

6. Departmental Race and Gender Distribution

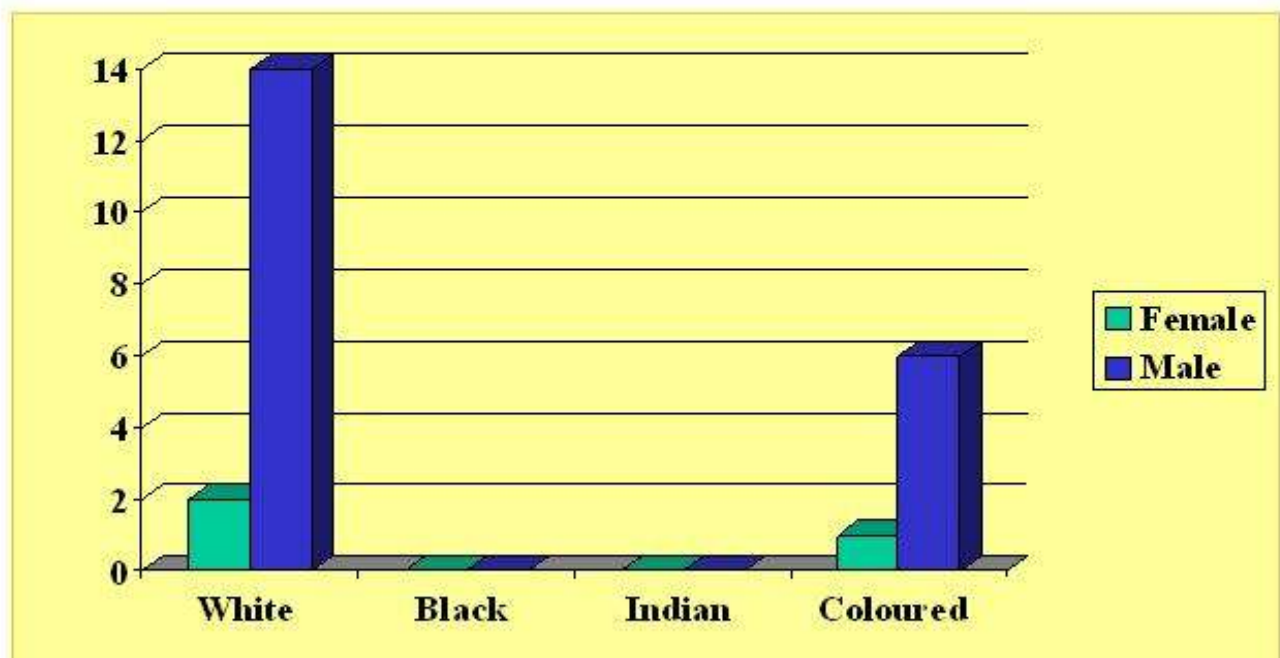
GENDER DEPARTMENT OF LOCAL GOVERNMENT



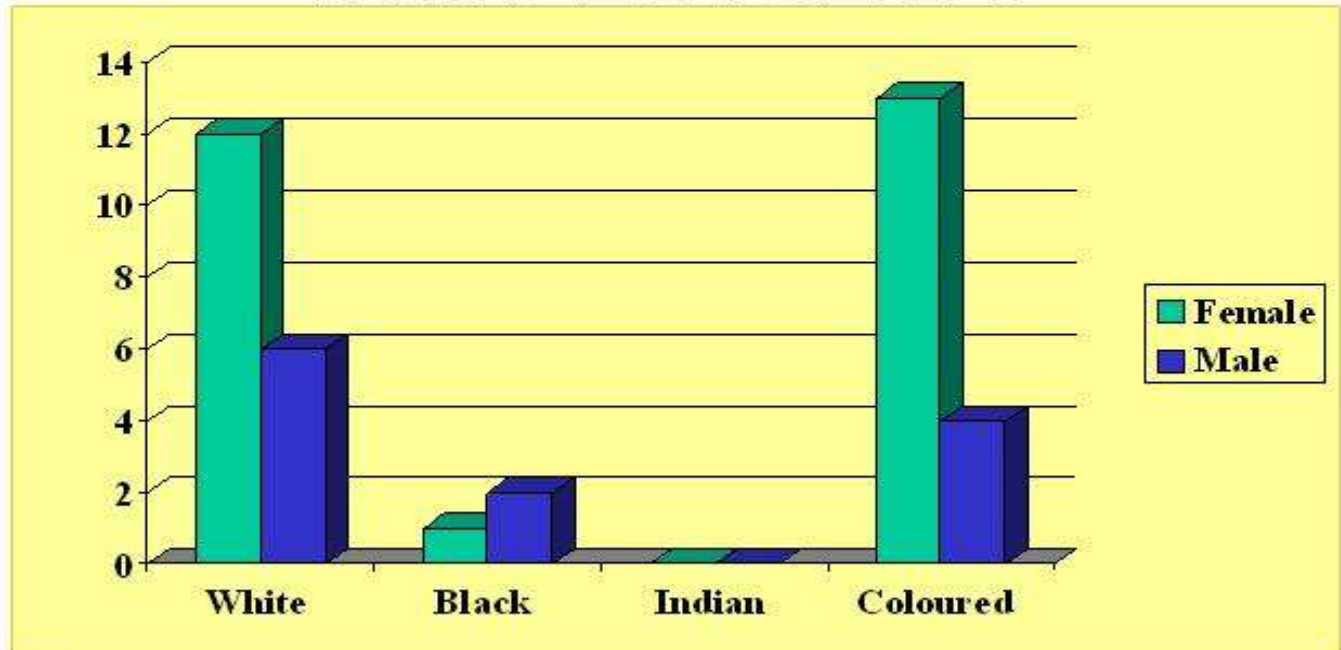
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MIDDLE MANAGEMENT POST LEVEL 9-12



OPERATIONAL EMPLOYEES & MIDDLE SUPERVISORS POST LEVEL 2-8



SECTION 2: IMPLEMENTING THE GENDER STRATEGY

7. Scope of Application

The Gender strategy apply to all employees of the Western Cape Department of Local Government, its affiliated individuals, structures, bodies and organisations that operate within the parameters of the Department. Responsibility and accountability for the implementation of the Gender Strategy therefore lie with every public employee or agent of the state within local government.

This scope applies to the internal operation of the Department of Local Government Department as employer as well as external activity of the Department as a service agency of the government.

8. Policy Provisions and Roles and Responsibilities

1. Each Director within the Department of Local Government will be the gender representative who will be responsible for the mainstreaming of gender within his/her Directorate and liaise with the Transformation Manager.
2. Persons can volunteer to assist the director, but failing this, the head of the section may appoint persons. These persons should at least have an interest in gender issues.

The following table outlines the roles and responsibilities of the Transformation manager and his/her support staff. Aligned to this are the performance indicators from which monitoring and evaluation mechanisms apply:

Roles and responsibilities of Diversity Manager and support staff	Performance Indicators
Ensure that gender issues are considered routinely in strategic planning exercises.	The principles of non-discrimination and gender equality are included in the department vision and mission statements, as well their strategic goals and plans.

Reflect gender considerations in business plans, service delivery plan, communication strategy and MTEF budget and routinely reflect on them.	Business plans, service delivery plan, communication strategy and MTEF budget should include specific gender related targets.
Review policies, projects, budgets and programmes for their gender implications.	All policies, project and programmes should reflect an awareness of the practical and strategic needs of women's access to Local Government structures, as well as sensitivity to gender relations.
Ensure that the Directorates of the Department use gender disaggregated data in their work.	All data should be effectively disaggregated according to gender (as well as race and other categories of past discrimination). Gender work (projects, motivations and programmes) is backed up by this information.
Co-ordinate gender awareness, training, education and development for all staff within Directorates to ensure that gender is integrated into all aspects of work.	Staff receive appropriate and relevant training in gender awareness. Such training should result in observable outcomes, such as an increased awareness and sensitivity in the work of staff.
Review departmental policy and planning in line with national and international gender policy frameworks.	Departmental and institutional policies and plans should reflect all key principles contained in this policy.
Monitor and evaluate projects and programmes to assess whether they are consistent with the gender policy.	Clear and effective mechanisms for monitoring and evaluation are in place and progress reports are readily made and acted upon.
Establish mechanisms to link and liaise with civil society.	Records are kept of the number of civil society organisations consulted. Minutes, reports of consultation are kept. The results of these consultations should be documented.

9. Monitoring and Evaluation Mechanisms

The development and adoption of a Gender strategy is a major step to promote and institutionalise a process of development in which men and women are equal partners in creating social, political, cultural and economic transformation in South Africa. It is therefore imperative that the implementation and impact of the framework is effectively and efficiently monitored and evaluated.

Monitoring and evaluation mechanisms should therefore ensure that:

- Progress is measured;
- Strategic information is gathered to assess impact, relevance and appropriateness of the programmes and or projects;
- The effectiveness and impact of the implementation of the policy so that there is a positive impact on the training and development of females, yet not at the expense of the training and development of males. This should cover all areas of the priorities.
- Women and men have acquired the values, knowledge and skills to undergo attitudinal and behavioural changes required to affect the necessary and effective social transformation of society.

10. Policy Approach

The central approaches to the implementation of the Gender strategy are that:

- The basic and practical needs and interest of women are prioritised and are seen as a necessary precondition towards the identification and attainment of strategic needs and interests.
- There is an acknowledgement that contexts and needs vary within the Department and therefore gender should be issue-driven where sectors collaborate to attain a co-operative approach.

In its ratification of CEDAW Convention (Convention on the Elimination of all forms of Discrimination Against Women), The Western Cape Department of Local Government adopted the **Substantive Equality Approach** in dealing with gender issues. **What this means, is that not only should there be an acknowledgement that men and women are equal, but also that they should be treated with the same respect and concern. At the same time, the inequalities should also be acknowledged in order to address them. The challenge is thus to recognize that, under certain circumstances, men and women cannot be treated the same and they may need to be treated differently.**

The Convention and therefore the Gender strategy does not promote the **Formal Equality Approach**. This approach regards men and women as the same thereby treating women equally according to male standards. This approach does not take into account the biological and gender differences between men and women. When it does recognise differences, the different treatment disadvantages women and therefore also discriminates against women.

In addition, the Gender strategy does not promote the **Protectionist Approach** to equality. This approach recognises the differences between men and women by barring women from doing certain things in their own interest, e.g. prohibiting women from overtime because it is unsafe. This approach sees the difference between men and women as a weakness or inferiority in women and not that the environment is unsafe and needs to be corrected. This approach perpetuates the differences and the disadvantages that come with them.²

It is thus imperative that special measures are implemented to ensure that women's development and rights are not curtailed by historical and cultural factors. (Promotion of Equality and Prevention of Unfair Discrimination Act, 2000)

² Masimanyane, 2000

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ANNEXURE A

DEFINITIONS

TERM	EXPLANATION
Affirmative action	Policies, mechanisms or actions that actively promote those who were in a disadvantaged position because of gender, race, class, sexual orientation, geographical location.
Discrimination	In employment discrimination occurs when a person is treated less favourably than another because of a characteristic which is irrelevant to his or her capacity to do a job. Such characteristics include membership of a group, sex, marital status, parenthood, race, ethnicity, disability or sexual orientation.
Gender differences	Differences in behaviour and attitudes, constructed through social practice which are dynamic and are capable of challenge and change.
Gender equality	Means the equal enjoyment and employment of women and men of socially valued goods, opportunities, resources and rewards. Since value beliefs differ among societies, a crucial aspect of equality of women is the empowerment of women to influence what is valued and to share in decision-making regarding societal priorities. Equality does not mean that women and men are the same, but that opportunities and chances in life will not depend on their sex.
Gender equity	Is concerned with the promotion of equal opportunity and fair treatment for men and women in the personal, social, cultural and economic areas. It entails meeting women's and men's needs, as well as boys' and girls' needs in order for them to compete in the formal and informal labour market, to participate fully in civil society and to fulfill their familial roles adequately without being discriminated against because of their gender.
Ge ma	stitution or level of
Gender planning	Constitutes planning practices which include gender as a fundamental analytical component in planning methodology.
Glass ceiling	Refers to the fact that in spite of equal qualifications and job performance, women for many years reached a particular point within any hierarchy of employment, but then the most senior positions always went to men.

SECTION 2: IMPLEMENTING THE GENDER FRAMEWORK

TERM	EXPLANATION
Indirect discrimination	Indirect discrimination occurs when a rule or a condition that appears to be neutral, in operation (practice?) excludes a particular person or group from consideration. For example, seniority as a criterion for promotion may indirectly discriminate against women.
Role modeling	This is an aspect of socialisation, in which adults or peers provide a "model" of the behaviours young people should learn.
Sex	Refers to the biological differences between males and females.
Strategic interests	Reflect the strategic interests of women in achieving equality with men. These interests involve changing frameworks within which society operates and which perpetuate the subordination of women. Strategic interests could be met by for instance changing legislation and influencing public policies.
Vicarious liability	Means that employers (heads of institutions) may be liable for their workers' or agents' contravention of the legislation in the course of their work. This principle means that all managers of organisations or those with delegated powers and responsibilities (including educators) are responsible for taking reasonable steps to prevent harassment or discrimination from occurring. Where they are seemed to have done so, they cannot be held liable.
Women's empowerment	A strategy which aims to uplift women such as providing access to resources, redressing the power imbalances between men and women and affording them equal opportunities to realise their full potential in the personal, social, political and economic spheres.

Planning and Implementing Gender – Specific Projects and Programmes

This section provides a Project Plan model for the planning and implementation of gender-specific projects and programmes.

