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Department of
Social Development

GENDER POLICY 2021

Prepared by:

Social Development Integrated Policy, Planning and Research (IPPR) Unit.

City of Johannesburg Gender Policy	2021
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Policy Name	Gender Policy
Owner	Department of Social Development (DSD)
Version	Final
Approved by	City of Johannesburg Council
Effective date	2021
Audit date	Every five (5) years or when required
Policy Number	DSD 01_2021_TBU
Applicable to	All Departments and Municipal Entities (MEs) in the City of Johannesburg
Annexure to Council Report	Annexure A

It is hereby confirmed that this is the current approved Persons with Disability Policy with effect from 1 July 2021 (Resolution attached)

EH: Department of Social Development

Date

Policy protocol:

Last edit Date: 21/08/2021
Distribution protocol: Internal and Community Stakeholders
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TABLE OF CONTENTS

PREAMBLE	5
1. ACRONYMS AND ABBREVIATIONS	6
2. GLOSSARY OF TERMINOLOGY	7
3. INTRODUCTION	9
3.1. Context and Background.....	9
4. STRATEGIC INTENT AND DESIRED OUTCOMES	10
4.1. Problem Statement	10
4.2. Policy Purpose (Rationale).....	11
4.3. Policy Goals and Objectives	11
4.4. Policy Statement of Intent - Desired Policy Outcomes	12
4.5. Scope and Application of Policy	13
5. REGULATORY FRAMEWORK.....	15
5.1. National and other legislation.....	15
5.2. Related policies/ strategies (policy instruments).....	18
6. PUBLIC CONSULTATION AND POLICY REVIEW.....	21
7. POLICY INTERVENTIONS AND IMPLEMENTATION (PROVISION AND PROCEDURES OF THE POLICY)	23
7.1. Policy Interventions.....	23
7.2. Conditions and Implementation of the Policy.....	33
8. INSTITUTIONAL ARRANGEMENTS FOR POLICY IMPLEMENTATION - ROLE CLARIFICATION.....	36
8.1. Roles and Responsibility of Stakeholders and Institutional Structure	36
8.2. The CoJ Social Development Department	37
8.3. External Stakeholders.....	38
8.4. Institutional Structures	38
9. MONITORING AND EVALUATION.....	42

10. CONTRAVENTION OF POLICY44

11. DELEGATION OF AUTHORITY44

12. POLICY REVIEW.....45

PREAMBLE

The Republic of South Africa is partisan to various international paradigms and discourses that seek to address poverty and inequality by seeking to fulfil the Sustainable Development Goals (SDGs). The country also played a critical role in the development of Agenda 2063 (The Africa We Want) in the context of the African continent.

Whereas the Constitution of the Republic of South Africa's Sections 7 – 39 of Chapter 2 outlines the human rights which will be protected within the Republic's jurisdiction.

Whereas Section 153 of the Constitution stipulates that local government is obliged to ensure that sustainable services are provided to communities.

Whereas Section 151(3) of the Constitution stipulates that a municipality has the right to govern the local government affairs of the community, subject to and in terms of national and provincial legislation.

Whereas the Municipal Systems Act 4 (1) stipulates that the council of a municipality has the right to govern on its own initiative the local government affairs of the local community.

Whereas the City of Johannesburg is a category A Municipality according to the criteria applicable by Section 2 of the Municipal Structures Act, read with Section 155 (1) of the Constitution.

Therefore, the Department of Social Development and all its units adopt the Gender Policy as set out in this document.

1. ACRONYMS AND ABBREVIATIONS

In this policy, unless the context indicates otherwise, the English text prevails in the event of a conflict in meaning with other texts.

ABET	Adult Basic Education and Training
AIDS	Acquired immunodeficiency syndrome
BRT	Bus Rapid Transport
CBOs	Community-Based Organisations
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women
CoJ	City of Johannesburg Metropolitan Municipality
CoJ-DSD	City of Johannesburg Department of Social Development
EMT	Executive Management Team
GBV	Gender-Based Violence
GDS	Joburg 2040 Growth and Development Strategy
GEYODI	Gender, Youth and Persons with Disabilities
GFP	Gender Focal Point
GMS	Gender Management System
HDS	Human Development Strategy
HIV	Human immunodeficiency virus
IDP	Integrated Development Plan
JOSHCO	Johannesburg Social Housing Company
KPI	Key Performance Indicator
LGBTIQA+	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer/questioning, Asexual and many other terms
LMD	Labour Market Database
ME/MEs	Municipal Entity/ Municipal Entities
NGOs	Non-Governmental Organisations
PMCT	Prevention of Material to Child Transmission
SADC	Southern Africa Development Community
SALGA	South African Local Government Association
SAPS	South African Police Services
STI	Sexual Transmitted Infection
VCT	Voluntary Council and Treatment

2. GLOSSARY OF TERMINOLOGY

Concept	Definition
Accounting Officer	Means the City of Johannesburg Metropolitan Municipality's Municipal Manager, also known as "City Manager".
CoJ	Means the City of Johannesburg Metropolitan Municipality, a Category A Local Government institution according to the Municipal Structures Act, 117 of 1998.
Disaggregated data	Presentation of statistics or data by male/female classification.
Employee	Means any person other than an independent contractor who: Works for another person or the State and receives, or is entitled to receive any remuneration; and in carrying on or conducting the business of an employer. "Employed" and "employment" have corresponding meanings.
Empowerment	A process of enhancing people's capacity to participate in their own development.
Gender	Describes the social roles allocated respectively to women and men in particular societies and at a particular time. Also, the description of people according to their biological and physical characteristics. In this context, it refers to social roles allocated to men and women and their relationship. Such roles are conditioned by political, social, economic and cultural factors and characterised by unequal power relations.
Gender blind Policies	Refers to policies and programmes which do not distinguish targets, participants or beneficiaries.
Gender equality	Women and men are respected and valued as equals. Refers to a situation where men and women have equal conditions for realising their full human rights and potential. This entails identifying and removing the underlying causes of discrimination to give women and men equal opportunities, taking into consideration their differences. For gender equality to be a reality for all women, other social inequalities must be addressed.
Gender equity	Refers to creating fair opportunity and access to productive resources and social services for both men and women.
Gender Focal Point	A GEYODI official tasked with mobilising institutions, organisations and Departments, amongst others, to promote gender equality. One of their

Concept	Definition
	main functions is to act as a catalyst for the participation of key actors in the pursuit of gender equality.
Gender mainstreaming	A process that is meant to foster gender equality. It involves incorporating gender considerations into policies, programmes and practices so that before decisions are made, an analysis is conducted of their effects on women and men. Gender mainstreaming includes the routine consideration of gender issues in strategic planning exercises and reflecting these in business plans and routine reports.
Gender Management System (GMS)	It is the network of structures, mechanisms, and processes within an existing Organisational framework to guide, plan, monitor and evaluate the mainstreaming of gender into all areas of the organisation's work. The mission of a GMS is to advance gender equality through promoting political will, forging a partnership of stakeholders, including government, and private sector, building capacity and sharing good practice.
Policy	A policy translates government's political vision into programmes and actions to deliver outcomes, i.e. desired changes in the real world. It outlines the government's decision regarding a particular course of action that will be undertaken or an issue that needs to be addressed and provides a broad framework for decision-making and implementation.
Programme	A course of action to pursue an objective or objectives that are part of a policy. Usually, a programme has several closely related projects or activities in pursuance of a particular objective. For example, a programme of curbing violence against women can have separate projects such as baseline study on behavioural attitudes and beliefs, training of law implementers such as SAPS officials, shelter for abused women and public education.
Unfair Discrimination	Refers to any distinction, exclusion or preference made directly or indirectly based on race, colour, sex, religion, political opinion, or social origin (not exclusive to these categories only), which reduces equality of opportunity or treatment in employment and occupations.
Victim	Any person harmed as a result of discrimination or crime.

3. INTRODUCTION

3.1. Context and Background

The perception of gender equality in South Africa is informed and embodied by the Bill of Rights of the Constitution of the Republic of South Africa (Act No. 108 of 1996). Sections 9.1 to 9.4 of the Bill of Rights stipulate the equality of rights of all citizens irrespective of race, gender, class and other categorisation of humanity. Similarly, South Africa's National Policy Framework for Women's Empowerment and Gender Equality highlights the country's vision for gender equality and how it intends to realise this ideal.

The thrust on gender equality in local government, as represented by the City of Johannesburg, is a trickle-down task from the national and provincial policy frameworks. Upon this principle, the City ought to look into finer detail to the equality discourse through an informed policy framework. It has been ideologically normalised that in any society, the prerequisites for sustained and inclusive economic growth include a healthy socio-economic fibre. If a large portion of the population fails to realise their full potential, the City of Johannesburg Metropolitan Municipality (the CoJ) will struggle to optimise its growth potential. Local government is closest to communities, and services provided by municipalities can make a significant difference in the condition and position of women and men in society and play a dynamic role in redressing past racial and gender imbalances in communities.

Women, particularly African women, make up a greater percentage of poor adults than men (Van Donk, 2004). Women are over-represented in low-income and low skills occupations, yet simultaneously head a significant proportion of households. A disproportionate number of new entrants into the City of Johannesburg are women (Van Donk, 2004). During the research process for the development of the Human Development Strategy (HDS), it was found that almost one-third of the households surveyed were female-headed. Female-headed households were also, in general, acutely affected by food insecurity.

Often, women primarily access and use public services to meet household needs and care for children and people who are sick, disabled or elderly. Poor access to services undermines the ability of women to access opportunities that might exist. The welfare of women and children is inextricably linked. It is the Local Government's moral and legal obligation to apply a gender

equality approach in all its policies, programmes and projects in order to ensure fairness in the treatment of women and men.

4. STRATEGIC INTENT AND DESIRED OUTCOMES

4.1. Problem Statement

There is ample evidence to build an argument on the scourge of gender inequality in the City of Johannesburg. As far back as 2000, evidence has been abound of gender inequality in Johannesburg, pointing out that women have been experiencing a continuum of coercive sexual behaviours, ranging from sexual harassment to rape (Vetten and Dlala, 2000). On this account, a gender policy has to plot a roadmap towards equality. Women are often excluded from the mainstream economy than their male counterparts. In informal settlements or settlements with communal ablution facilities, women can be vulnerable to rape due to poorly planned and badly lit facilities. In inner-city buildings without sufficient lighting, women often fear entering and leaving their flats (CACE, 2004).

Considering the high rate of Gender Based Violence (GBV) in the City and its effect on women and children, the City of Johannesburg must formulate strategies and mechanisms to prevent GBV and initiate victim support services. There is a greater risk of HIV infection among women, especially young women. On this account, it is evident that women do not only carry the burden of infection but also that of caring for the infected and the affected.

This policy is a reviewed version of the previous “Women Development Policy” into the Gender Policy. It aims to address various issues associated with women and men while advocating for equality and equal access. The main identified gap in the previous policy was the shunning of issues and problems encountered by men, and this called for a need to formulate a gender policy. A policy which advocates and fosters equal footing in socio-economic amenities and human rights as upheld by Goal 5 of the UN SDGs: Gender Equality and stipulated in the Bill of Rights section of the Constitution of the Republic of South Africa.

4.2. Policy Purpose (Rationale)

This policy is developed to influence the development of council plans, strategies and programmes that foster gender equality in the City of Johannesburg. The policy provides guidelines for the removal of discriminatory barriers through gender-specific measures.

The following guiding principles underpin this policy:

- a) Equal opportunities: Affording women and men equal opportunities and benefits to develop their full potential and meet their development needs, recognising that gender does not relate to a women's issue but a relational issue and that women and men have different needs. Additionally, neither men nor women can be treated as a homogeneous group, but women tend to be more vulnerable than men;
- b) Gender equality and women empowerment: is a cross-cutting issue that requires buy-in and support from all departments, MEs and key stakeholders. Gender differences can also result in men being disadvantaged;
- c) Programme design and resources: The design and development of programmes need to be evidence-based and, as such, guided by research and feedback in order to be relevant. The resources required to attain the strategic objectives articulated in this policy must be adequately and appropriately allocated to address identified programmes of developed implementation plans after policy approval;
- d) Implementation plans: The principles and values of non-discrimination, equity, diversity and gender responsiveness must be fully integrated and reflected in implementation plans for effective and efficient development of responsive governance, planning and service delivery;
- e) Economic empowerment: access to economic opportunities for gender remains a key element for gender beneficiaries; and
- f) Development of partnerships and collaborations to include participation and representation of gender beneficiaries and stakeholders in implementation plans which must be developed following approval of this policy.

4.3. Policy Goals and Objectives

The City of Johannesburg Department of Social Development (CoJ-DSD), in partnership with its various stakeholders both internal and external to the CoJ, being tiers of government, business

sector and non-governmental organisations, defines the role of service delivery to men and women (gender) through the goals and objectives of this policy mentioned below.

This policy seeks to achieve the following objectives:

- a) Mainstreaming of gender groupings and beneficiaries in all programmes and projects of the CoJ and challenging the direct and indirect barriers to enterprise development, which prevents women from having equal access to or control over economic resources;
- b) Increase easy access to:
 - i. Economic opportunities for women by assessing existing programmes which provide access to opportunities. In addition, access to economic and productive resources by women and men equally, to strengthen capacity and networks as well as their ability to benefit from outcomes of CoJ policies and inclusion to programmes,
 - ii. Key resources for women's services and facilities (e.g. employment opportunities, decision-making and business). Also, address identifying gaps which could improve access,
 - iii. Participation and empowerment of women in existing and future programmes to ensure that CoJ's programmes and projects benefit both men and women equally.
- c) In terms of Gender Based Violence, ensure that the rights of women and men are equally upheld, and women are enabled to exercise their rights over their bodies and are protected from violence, and ensure that gender needs, priorities and differences are considered and institutionalised into all CoJ policies and practices;
- d) Promote women in socio-economic development and specifically women in business;
- e) Promote equal opportunity and eliminate unfair discrimination based on gender, as well as the creation of a gender-sensitive planning environment and development of governance structures of the COJ; and
- f) Creating awareness by all Core Departments and MEs that the delivery of services responds to gender inclusivity.

4.4. Policy Statement of Intent - Desired Policy Outcomes

The desired outcomes of this policy entail the following:

- a) Promoting gender equality and equity, as well as women- and girls' empowerment;

- b) The mainstreaming of gender into all strategic interventions and sectors of the community, which will result in a City which is non-discriminatory. A City which consciously gears itself to meet the needs of its diverse inhabitants, including women, men, children, and people with disabilities, for employment, sport and leisure, cultural, and social pursuits, as well as ensures their security and safety;
- c) The policy will challenge historical gender stereotypes and biases and affirm the culture of gender equality across the CoJ within the organisation and in the way the CoJ delivers its services, as well as through policy directives in the community environment; and
- d) To ensure that gender equity is systematically considered in all CoJ values, policies, programmes, working environments, work practices, monitoring and evaluation systems and to establish the requisite structures, processes and timeframes for achieving this.

4.5. Scope and Application of Policy

The policy intends to influence the development of Council's annual IDPs (which are operationalised through the City's strategic policies), and which should therefore ensure clear KPIs address Gender issues within departments and MEs. The policy is closely aligned with the Human Development Strategy (2005), Joburg 2040 Growth and Development Strategy (GDS), and the Gauteng 2055 Strategy. The implementation of this policy should also influence the Executive Management Team scorecards and annual Service Delivery Implementation Plans.

The policy applies to all citizens of Johannesburg, specifically targeting vulnerable beneficiaries and groups:

- a) Targeted Beneficiaries:
 - Illiterate men and women;
 - Elderly men and women;
 - Female and girl-headed households;
 - Foreign migrant men and women;
 - Women and men with disabilities;
 - Domestic workers;
 - Sex workers; and
 - LGBTIs (Lesbian, Gay, Bi-sexual, Transgender and Intersex).
- b) Gender Mainstreaming;
- c) Basic service delivery;

- d) Land and housing;
- e) Transport;
- f) Nutrition and Health;
- g) Social Welfare and Community Development;
- h) Economic Empowerment; and
- i) Promoting Women’s Safety.

4.5.1. Implementing Cohort

The policy applies to all CoJ Departments and Municipal Entities (MEs), with the CoJ-DSD playing a leading role in coordinating, facilitating and managing certain policy processes.

The Implementation of the Policy will be as follows:

- a) The CoJ is the custodian of this policy, and all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof;
- b) The CoJ-DSD will play a role in the monitoring and evaluation of this policy;
- c) Workplace gender-related issues will be coordinated, monitored and evaluated by the CoJ Group Corporate and Shared Services Department;
- d) Policy implementation is the responsibility of all officials, departments and Municipal Entities within the CoJ, as this policy is transversally the responsibility of all Department and Entities;
- e) All private sector institutions, organised structures, NGOs, and stakeholders in Johannesburg that, through their corporate social investment programmes or other such programmes and deliver services to gender in Johannesburg. Also, organisations focused on women’s development and specific women-focused programmes and interventions; and
- f) This policy guides the work of private entities and non-profit institutions (NGOs, CBOs, FBOs, etc.), as well as interested parties, volunteers, and all relevant key stakeholders who participate in the partnership on behalf of, or with the CoJ in the delivery of services or projects on Gender issues with the CoJ. This also includes persons involved directly or indirectly in delivering socio-economic services to Gender and women-specific services and support.

4.5.2. Beneficiaries

The policy applies to all gender persons affected who are vulnerable and live in the City of Johannesburg.

5. REGULATORY FRAMEWORK

The following key legislative imperatives provide a mandate to the CoJ to manage, support and regulate activities within the Policy scope:

5.1. National and other legislation

Act	Relevance
The Constitution of the Republic of South Africa, Act No. 108 of 1996	<p>The Constitution is the supreme law of the country. It entrenches specific rights and responsibilities that apply to everyone, including women.</p> <p>Chapter 2, Section 9(3) states that “<i>the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth</i>”;</p> <p>In addition, section 10 states that “<i>everyone has inherent dignity and the right to have their dignity respected and protected</i>”.</p> <p>Chapter 7 of the Constitution mandates local government to promote social and economic development of communities and community participation in matters of local government. This includes women.</p>
Basic Conditions of Employment Act, No. 75 of 1997	The Act provides for the minimum conditions of employment that employers must comply with in their workplaces.
Broad-Based Black Economic Empowerment Act, No. 53 of 2003	The Act promotes black economic empowerment in the manner that the state awards contracts for services to be rendered and incidental matters.
Commission on Gender Equality Act, No. 39 of 1996	The Act provides for the establishment of an institution, as set out in Chapter Nine of the Constitution, to promote and monitor gender equality. The mandate of the Commission is to educate the public, especially women, about their rights and to monitor

Act	Relevance
	government's implementation of the Bill of Rights contained in the Constitution.
Domestic Violence Act, No. 116 of 1998	This Act defines domestic violence as any controlling or abusive behaviour that harms the health, safety or well-being of the applicant or any child in the care of the applicant. This includes but is not limited to physical abuse; sexual abuse; emotional, verbal and physiological abuse; economic abuse; intimidation and harassment. The Act also makes provision for the issuing of protection orders and the provision of shelters for abused women and their dependents.
Employment Equity Act, No. 55 of 1998	Provides for measures that must be put into operation in the workplace in order to eliminate discrimination and promote affirmative action. Prohibited grounds of discrimination in the Act are defined as referring to "race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth".
Labour Relations Act, No. 66 of 1995	The Act contains a number of provisions that specifically prohibit discriminatory treatment of employees and job applicants.
Municipal Structures Act, No. 117 of 1998	The Act inter alia sets out to provide for an appropriate division of functions and powers between categories of municipalities; to regulate the internal systems, structures and office-bearers of municipalities; provide for appropriate electoral systems and provide for matters in connection therewith. The Act requires local government to incorporate equity and equality principles in its provisions. Section 11(3) states all political parties must ensure that 50% of party candidates are women. The Act further recommends equal representation in the establishment of ward committees.
Municipal Systems Act, No. 32 of 2000	The Act, inter alia, provides for the social and economic upliftment of local communities; universal access to essential

Act	Relevance
	<p>services that are affordable to all; the municipality working in partnership with the local community; community participation; an enabling framework for local government; human resource development; empowering the poor and overall social and economic upliftment of communities in harmony with their local natural environment.</p> <p>In the establishment of mechanisms, processes and procedures for community participation, municipalities are required to consider the circumstances of disadvantaged groups, including women.</p> <p>The IDP process and its relevance to gender and development are discussed in detail in Chapter 5 of the Act.</p>
<p>The Promotion of Equality and Prevention of Unfair Discrimination Act, No. 4 of 2000</p>	<p>The Act provides for the further amplification of the constitutional principles of equality and elimination of unfair discrimination.</p>
<p>South Africa's National Policy Framework for Women's Empowerment and Gender Equality, 2002</p>	<p>This policy reflects a vision for gender equality and how it intends to realise this ideal. The policy stipulates the overarching principles, practices, and programmes to be integrated by all spheres of the government into their policies. This policy also details a strategy for gender mainstreaming and provides guiding principles for its implementation. Most importantly, the policy details the long- and short-term mechanisms for determining the extent of gender justice and equality.</p>
<p>The White Paper on Local Government, 1998</p>	<p>The White Paper on Local Government identifies the need for municipalities to ensure that all citizens, regardless of race, gender or sexual orientation, have access to at least a minimum level of services. The White Paper on Local Government promotes the gendered analysis in areas such as community needs assessments, planning, service delivery, poverty alleviation programmes, promoting local economic</p>

Act	Relevance
	development and community participation. This white paper also mandates the local government to empower the most marginalised groups in the community and encourage their participation in the community and matters of local government.
National Development Plan, 201	The National Development Plan (NDP) is designed to enhance sector plans with its fundamental thrust of eliminating poverty and reducing inequality by 2030. It indicates that the elimination of poverty and reduction of inequality can be realised by growing an inclusive economy, building capabilities, enhancing the capacity of the State and promoting leadership and partnership within society.

5.2. Related policies/ strategies (policy instruments)

The South African sector related to gender is regulated by various policies that provide broad guiding principles and act as a departure point for the design of the Gender Policy. These are:

5.2.1. International Imperatives

Policy instrument	Description
Agenda for Sustainable Development Goals (SDGs), 2030:	<p>The Agenda in Goal number 3 refers to ensuring healthy lives and promoting well-being for all – the SDGs identified before Covid 19 that maternal health needs must be accelerated.</p> <p>Goal number 5 of the SDGs is titled: “Achieve gender equality and empower all women and girls refers to Gender equality”. Empowering women and promoting gender equality is crucial to accelerating sustainable development. Ending all forms of discrimination against women and girls is not only a basic human right, but it also has a multiplier effect across all other development areas,</p> <p>Such as Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control</p>

	<p>over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws;</p> <p>Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women;</p> <p>Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.</p>
Convention for the Elimination of All Forms of Discrimination against Women (CEDAW), 1981.	<p>This convention, under the auspices of the United Nations together with specialised agencies, stands for promoting the equality of rights of men and women; the Charter of the United Nations reaffirms faith in fundamental human rights, the dignity and worth of the human person and the equal rights of men and women.</p> <p>Article 13 that appropriate measures must be taken to eliminate discrimination against women in other areas of economic and social life in order to ensure, on the basis of equality of men and women, the same rights.</p>
Beijing Declaration and Platform for Action, 1995.	<p>The Beijing Declaration and Platform for Action is a global commitment to achieving equality, development and is a visionary agenda for the empowerment of women. It is also one of the reference frameworks to analyse the situation of women around the world and peace for women worldwide. The 1995 Beijing Platform for Action flagged 12 key areas where urgent action was needed to ensure greater equality and opportunities for women and men, girls and boys.</p>
SADC Protocol on Gender and Development, 2008.	<p>The SADC Protocol on Gender and Development looks into the integration and mainstreaming of gender issues into the SADC Programme of Action and Community Building initiatives which is important to the sustainable development of the SADC region.</p> <p>The Protocol aims to empower women, eliminate discrimination and achieve gender equality by encouraging and harmonising the</p>

	<p>development and implementation of gender-responsive legislation, policies and programmes and projects.</p> <p>It is also a tool used to set realistic, measurable targets, time frames and indicators for achieving gender equality and equity and to monitor and evaluate the progress made by Member States, including South Africa.</p>
Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, 2003	<p>The Protocol refers to, amongst others - Article 2: Elimination of Discrimination Against Women; Article 3: Right to Dignity; Article 5: Elimination of Harmful Practices; Article 12: Right to Education and Training; Article 14: Health and Reproductive Rights; Article 15: Right to Food Security; Article 16: Right to Adequate Housing; Article 22: Special Protection of Elderly Women; Article 23: Special Protection of Women with Disabilities and finally Article 26: Implementation and Monitoring.</p>

5.2.2. National, Provincial and Local Imperatives

Policy instrument	Description
The National Development Plan 2030 “Persons with Disabilities as Equal Citizens”	Chapter 12 states, "All vulnerable groups including women, children and rural communities should enjoy equal protection, and their fear of crime should be eradicated through effective, coordinated responses of the police, business, community and civil society
The Gauteng Strategic Policy Framework on Gender Equality and Local Government; Gender Policy Framework for Local Government, 2015-2020.	This Gender Policy Framework provides guidance to municipalities and local government stakeholders regarding gender and women's empowerment. It outlines a framework for gender mainstreaming within these sectors. Its pillars are the Local Government Strategic Agenda and the National Policy for Women's Empowerment and Gender Equality.
City of Joburg Growth and Development Strategy (GDS) 2040	The GDS frames the IDP, charting long-term ambitions, strategies and overarching decisions relating to prioritised areas of focus. The strategy also refers to addressing the needs of the vulnerable. Furthermore, the strategy also

City of Johannesburg Gender Policy	2021
	<p>indicates that the City will continue to work with marginalised groups such as women, children, people with disabilities, migrants and refugees while establishing further partnerships to drive social inclusion across civil society and business. Notably, the City will work closely with communities to address increased literacy, skills and lifelong learning among all citizens. HIV in the short to medium-term will also be addressed through dealing with the often-neglected social and psychological contexts that place vulnerable groups such as women and children at higher risk</p>
<p>City of Joburg Growth and Development Strategy (GDS) 2040</p>	<p>This policy was formulated in support of the 4 (four) Growth and Development Strategy (GDS) outcomes, and the CoJ identified 11 (eleven) strategic priorities in the 2020/2021 Integrated Development Plan (IDP). This policy aligns with Outcome 1 of the GDS: Improved quality of life and development-driven resilience for all, and strategic priority number 6 in the IDP of 'safer city', and it speaks to the general well-being of its residents.</p>
<p>City of Joburg Human Development Strategy (HDS), 2005:</p>	<p>The CoJ has developed a Human Development Strategy (2005) to partner with its economic development strategy, the GDS. The HDS intends to provide a framework for other CoJ policies to accommodate a human development perspective and address conditions such as poverty, inequality, and social exclusion on a city scale.</p>

6. PUBLIC CONSULTATION AND POLICY REVIEW

The public consultation comprised the identification and selection of participants, instruments designed to gather the required data and information, data-gathering processes, data capturing and arrangements, analysis and interpretation, and final presentation of the obtained data. The public participation process adopted a qualitative methodology as guided by the interpretive paradigm and its subjectivist epistemology. The process employed criterion sampling in the

context of a purposive sampling strategy to gain an in-depth understanding of the policy phenomenon under review.

The public participation was a three-pronged approach across all 7 seven regions: (a) hybrid data collection sessions comprising virtual and physical focus group sessions, (b) the uploading of the draft policy for public access to the City of Johannesburg website and (c) the creation of a central email to capture the responses from participants who wished to convey their views and rationalities through emailing services. This was done to expand the sphere of influence to foster broader participation. Public participation sessions commenced from November through to December 2020 in all regions of the City of Johannesburg. The invited stakeholders were beneficiaries and representatives of the community and relevant support organisations in the CoJ regions who formed a specific reference group for consultation.

Qualitative data obtained from public participation were consolidated and prepared for analysis. Inductive reasoning was used in data analysis. This approach enabled the makers of this policy to focus on exploring new phenomena and look at previously researched phenomena from a different perspective. Data were organised and analysed thematically, aided by the ATLAS.ti software. The software was used to find and organise ideas and concepts, which highlighted emerging themes. These themes were compiled and used to inform the new policy as the voice of the public.

The importance of thematic analysis used for reviewing this policy lies in its ability to afford the policymakers an opportunity and flexibility to identify, analyse and report on the patterns (or themes) emerging within and beyond the data obtained. Thus, it enabled them to organise and describe the dataset in rich detail. It is worth noting that qualitative data analysis also assisted policymakers to carefully scrutinise the content of the data obtained systematically to ensure that emerging trends, their frequency of occurrence, and the manner in which they are described and captured are correctly reflected in this policy. Therefore, the analysis of inputs from stakeholders was incorporated to inform the final policy document submitted for approval and adoption by Mayoral Committee and Council.

7. POLICY INTERVENTIONS AND IMPLEMENTATION (PROVISION AND PROCEDURES OF THE POLICY)

7.1. Policy Interventions

The following interventions have been identified to address gender inequality in the City of Johannesburg. The COJ-DSD will be the lead Department in the development of interventions, but all Departments and Entities must identify their contributions in terms of programmes and implementation:

7.1.1. Women Economic Empowerment

Local Government procures a range of services from a variety of contractors, from catering to construction. Local Government as a client can play a role in promoting businesses that are owned by women and which employ women. Interventions may include:

- a) Some women who are disabled and have small companies are unsuccessful in accessing COJ procurement opportunities without knowing the reason for being unsuccessful in quoting. The Supply Chain should develop a system of providing feedback, which may enable future successful applications;
- b) SMME Development - Develop systems and mechanisms to identify women involved in the informal economy and SMME level;
- c) Job readiness (creation) - Ensure that job readiness programmes and initiatives for decent work targeting women;
- d) Procurement - Set a 40% Preferential Procurement target of CoJ service procurement to women. Adapt and monitor procurement systems to ensure they are user-friendly and accessible to women. Provide women with information and training on how to access tenders;
- e) All programmes must ensure that they will contribute to the EPWP and the Gender policy by providing work opportunities and skills development for women in the community. These initiatives need to be appropriately backed up with the following:
 - Career guidance for women during the EPWP employment and mentorship for entering the formal job market after the EPWP contract has ended.
 - Skills development plans for women contractors to enable them to secure better jobs after the contract.

- Ensuring that main contractors are committed to training new and semi-skilled women sub-contractors providing for quality control, and promoting a 40% Preferential Procurement.

7.1.2. Skills Development

Illiterate women should benefit from additional skills development to enhance their literacy levels. Interventions may include:

- a) Promoting a culture of reading amongst illiterate women by enhancing literacy skills. Introducing a programme in libraries that will assist vulnerable men and women learners in developing reading and comprehension skills;
- b) Running coherent ABET and life skills programmes; and
- c) Exposing women to Information Technology by establishing Computer Based Literacy/Numeracy Centres.

7.1.3. Gender-Based Violence

Women are mostly found to be the main victims of domestic violence and sexual offences. Considering the high rate of Gender Based Violence (GBV) and its effect on women and children in households, it is a crucial area of focus for preventing GBV and victim support services.

Gender-Based Violence in CoJ requires interventions, which are:

- a) GBV Case reporting: An efficient system where cases can be reported should be developed. The centralised infrastructure in which reporting cases is done is not functioning adequately and must be improved with a system on a multi-sectorial level between departments and entities, where GBV cases can be reported and support can be provided to the victims. The sites where reporting can be done should be at least regionally, must be well marketed in communities, and publicly communicated to assist victims in case reporting;
- b) A referral system should be developed with all relevant stakeholders. Communication of the system must be available to all stakeholders and structures in COJ;
- c) GBV family and support: GBV goes beyond the victim. Families and children of GBV victims must be assisted as they are indirect victims. Systems must, however, be in place to accommodate both the victim and family members. The role of parents in GBV must be

intensified in programme design. GBV as it relates to substance abuse, Teenage pregnancy, parental skills and Moral regeneration;

- d) GBV community support structure: Ensure that the support infrastructure on GBV is close to communities;
- e) GBV and men: The role of men is key in GBV and must be reflected as such. It must be noted that men are also victims of GBV, and the policy must respond to this. Women's and Men's forums must be developed at least at regional levels. The separate forums will ensure a greater impact on women's and men's issues;
- f) GBV counselling support: The access to counselling must be improved and must be well communicated. Access to Social workers through extended work hours should be considered to assist in cases where GBV support is needed;
- g) GBV awareness: The awareness of GBV must be improved to ensure that communities feel more empowered and willing to report cases and curb GBV. Implementation plans should address that the current social norms of society in which the father or eldest male is head of the family and descent is reckoned through the male line should change, as well as dominance and inequality. Awareness of GBV should start at the early childhood stage; and
- h) GBV - relevant policy implementers: Those assisting with GBV must be adequately capacitated and assisted. Many find the trauma unbearable and move away from the profession.

7.1.4. Land and Housing (Homeless Women)

Although both men and women are theoretically eligible for housing and land subsidy support, these services are invariably registered in the names of men. Lack of adequate housing is a major cause of stress in poor people's lives.

There are challenges in accessing affordable, safe and decent accommodation, educating women in the community on access to housing and housing subsidies, and empowering them on their rights and responsibilities as property owners. Available data on who gets access to housing is not disaggregated by gender. interventions must include:

- a) Promoting women's access to land and security of tenure (the rights as tenants of the property to occupy it after the lease expires);

- b) All data relating to housing (access to housing, title deeds, housing subsidies) should be disaggregated by gender;
- c) Ensure that women access at least half of all new housing units;
- d) Educate women in the community on the process of how to access housing and housing subsidies; and
- e) Ensure that women and men are assisted with their housing concerns in ward committees.

7.1.5. Transport

Female-headed households are significantly less likely to have access to their own transport (this is arguably linked to their lower-income share), resulting in stronger reliance on public transport systems. The multiple roles of women mean they must often take several short trips in a day, often on routes that are sometimes poorly serviced and dangerous. Women often need to travel outside peak hours. Domestic workers and gardeners also need to get to the suburbs at the same time as others need to get to their places of employment. Interventions may include:

- a) Taxi and bus stations and stopping points must be regulated to make travelling safe for women and children. This needs to be combined with proper policing;
- b) Passenger needs regarding access, cost-effectiveness, and routes must be assessed using women indicators;
- c) Develop education awareness campaigns on road safety focusing on communities, especially women and children;
- d) Conduct periodic transport needs assessments of women and domestic workers using public transport to identify and address different needs, including the transport needs of women with children and their disabilities, to ensure that it is accessible and affordable; and
- e) Ensure skills development programmes for women to participate in the transport sector, e.g. Rea Vaya.

7.1.6. Promoting Women's Safety

In informal settlements or settlements with communal ablution facilities, women are vulnerable to rape because of poorly planned and badly lit facilities. In inner-city buildings without sufficient lighting, women often fear entering and leaving their flats (CACE, 2004). Women have identified the need for more shelters for women and children, more varied Counselling Services and extension of Clinics and Counselling Services. Women also express concern for their safety at

Public Transport Facilities like bus and taxi ranks. In addition, men and women have identified the need for more visible policing on the streets of Johannesburg. Interventions may include:

- a) Addressing the safety of young women, for example, when planning of CoJs city structure and infrastructure, the safety of women must be addressed;
- b) Identifying and reclaiming unsafe spaces, for example, Informal Businesses against Crime (using hawkers to promote a safer-street environment for women);
- c) Holistic Safety Awareness and education campaigns on GBV-related concepts, misconceptions, and legislation, including the restraining orders and how these are enforced and the effects of illegal connections;
- d) Integrated victim/survivor's response capacity system. Establishment of daycare centres for elderly women to ensure their safety;
- e) School safety programme with men as safety promoters on programmes promoting human rights;
- f) Review all existing programmes and policies and ensure that the needs of women and girls are considered. Emphasis should also be placed on women with disabilities; and
- g) Repairing street lights must be a priority as it also affects women's safety, and priority must be given to services that do not compromise their safety, e.g. avoiding blackouts and installing streetlights in all suburbs and ensuring they work at all times.

7.1.7. Support for the elderly women

The impact of HIV and AIDS at a household level results in many elderly women – especially in poor and low-income communities – facing a diminished prospect of being cared for by their children and grandchildren as they grow older. Elderly women often become the main caregiver in affected households. Interventions may include:

- a) Support measures aimed at ensuring the education, nutrition, and well-being of orphans to help alleviate the caregiving responsibilities of affected older women; and
- b) Specific support interventions for elderly women and women, such as income-generating activities or urban agriculture projects, could target their involvement.

7.1.8. Social Safety Nets for Female and Girl-headed Households

Poverty and inequality affecting female-headed households is a multi-dimensional reality and translates into restricted access to land, housing, basic services and employment opportunities. Furthermore, female-headed households may be more vulnerable to exploitation and criminal attacks. Women are over-represented in low-income and low skills occupations, yet simultaneously head a significant proportion of households. Female heads of households are likely to earn less than their male counterparts and are most likely to be employed in less skilled jobs. Poverty and inequality affecting female-headed households is a multi-dimensional reality and translates into restricted access to land, housing, basic services, and employment opportunities. Furthermore, female-headed households may be more vulnerable to exploitation and criminal attacks. Interventions may include:

- a) Programmes to address the stigmatisation of HIV and AIDS, leading to an increasing number of orphans in the City of Johannesburg, many of whom are not taken in by relatives or neighbours either because of the stigma or because these households cannot afford to cater for additional family members; and
- b) Institutional orphan care is also not sufficiently accessible or may not be appropriate. Instead, children end up looking after themselves and their siblings.

7.1.9. Foreign Migrant Women

Foreign migrant women, especially those with refugee status or living in the City without legal status, are faced with a myriad of problems, such as access to housing and shelter, employment, and services such as health care, education and community services. Interventions may include:

- a) Access to information on HIV and AIDS and HIV prevention services and treatment. Access to information and treatment is currently constrained due to language barriers.; and
- b) Access to benefits by foreign migrant women with young children. Foreign migrant women are entitled to social security as soon as they attain permanent residency, but many are unaware of this or do not know how to access such grants. On this account, the policy proposes information sharing and awareness towards such benefits.

7.1.10. Women with Disability

There are more women than men with disabilities in Johannesburg, for example, a high proportion of women, particularly poor women, experience visual problems. Interventions may include:

- a) Health programmes on nutritional interventions. Improved vitamin intake should be addressed, including CoJ food programmes targeting poor women with visual challenges;
- b) Eye care: Cataracts are also a common problem faced by poor women. An effective communication strategy needs to be effected as part of the Women Development Implementation Plan.
- c) Targeted measures for access to other CoJ information, such as brochures in Braille (a form of writing in which characters are represented by patterns of raised dots that are felt with fingertips) or the use of community radio stations should be considered for the CoJ Social Package Programme and in promoting access to social grants. Such special measures can make a crucial difference in the quality of life of women with disability and their sense of inclusion in the broader community.

7.1.11. LGBTIQA+ (Lesbian, Gay, Bisexual, Transgender, Intersex, Queer/questioning, Asexual and many other terms)

While all the cultures and health target groups are complex and varied, the LGBTIQ+ group is arguably the most diverse, with individuals identifying as lesbian, gay, bisexual, transgender or intersex, Queer/questioning, Asexual and many other terms, coming from all the other target groups and all communities. There may be more differences than similarities among LGBTI people, but the link is how they are marginalised based on the perception of gender and sexuality. Interventions must, therefore, include the following:

- a) Empowerment through peer-led programmes that will strengthen community networks and LGBTIQ+ organisations to address social and economic factors that restrict economic opportunities;
- b) Psychological support to reduce internalised and external stigma and discrimination against LGBTI and to offer or refer for counselling and harm reduction support;
- c) Protect the Human Rights of LGBTIs;

- d) Development and implementation of effective mechanisms to deal with human rights abuses and violence from the public, police, and health care providers; and
- e) Sensitisation of police and prosecuting authorities, legal literacy, and paralegal support to reduce violence against LGBTI.

7.1.12. Basic Service Delivery

Often, women primarily access and use public services to meet household needs and care for children and people who are sick, disabled or elderly. Poor access to services undermines the ability of women to access opportunities that might exist. The welfare of women and children is inextricably linked. Women bear the burden of providing potable water and sanitation but are often not consulted in the provision of these services. Electricity has become a primary need for security, hospitality, home-based care, and economic reasons, and therefore, it is paramount that women have full access. Interventions may include:

- a) Addressing the parity gap and programmes should address the needs of both men and women;
- b) Conduct regular needs assessments of services within communities to develop comprehensive plans on service needs;
- c) Electricity, water and sanitation: Assessment and addressing the electricity, water and sanitation needs; conducting education and awareness campaigns on electricity and water usage, illegal connections, outages and how to report these;
- d) Waste recycling and environmental health: Sustainable management of the City of Johannesburg waste streams through waste avoidance, reduction, recycling and reduced disposal; and
- e) Conduct workshops and inform communities of available business ventures and opportunities in waste management.

7.1.13. Health

Although the impact of HIV and AIDS appears on many interventions, it also challenges the health of young women being infected and affected. In addition, women's health is often narrowly interpreted as concerned with reproductive health. While this is important, women are also often responsible for the health of the family and are the main care givers in society.

Johannesburg experiences high poverty levels, malnutrition, communicable diseases, vehicle accidents, and social stress resulting in drug and alcohol abuse, violence and lack of services. Interventions must include the following:

- a) Ensure adequate benefit distribution to gender;
- b) All departments and entities to align their women's health and safety programmes to this policy;
- c) Ensure that primary health care facilities are centrally located to ensure accessibility by women; and
- d) Promote, raise awareness, test, and provide treatment for lifestyle and chronic diseases among women.

7.1.14. Parks, Social and Community Facilities

Disadvantaged residential areas require social facilities to promote civic life, such as sports and recreation areas, parks with grass and trees, and arts and culture facilities which should be accessible and safe for women and children. Interventions may include:

- a) Develop interventions to support the care giving responsibilities of women, for example, safe playgrounds, support programmes for women with disabilities or living with HIV/AIDS, orphan care, and early childhood development programmes;
- b) Adequate facilities must be provided for community needs for all gender groups alike (social, arts and culture, sports, heritage, etc.);
- c) Develop appropriate arts and culture interventions for women;
- d) COJ Sport and Recreation facilities should consider extended hours to accommodate women when they return from work;
- e) Libraries and Information Services: Community Literacy (computer-based literacy numeracy training, traditional literacy training, as well as family literacy in public library facilities). Business Information Support through the delivery of business workshops with a focus on women; and
- f) Development of a database of existing facilities and programmes available to women and girls and access to a directory of facilities. Marketing and information sharing should be widely communicated, including through community forums. This information should be available in all 11 (eleven) languages.

7.1.15. Educare

Early Childhood Development interventions reduce the burden of care on parents, especially women. These interventions are also important for the development of children. Data on the number of children attending early childhood development facilities in the City of Johannesburg is unavailable. Interventions may include:

- a) Facilitate the awareness of parental responsibilities for both men and women; and
- b) Conduct a needs assessment of parents regarding the provisioning of childcare facilities.

7.1.16. Domestic Workers

Official statistics indicate that unemployment rates among women are generally higher than those among men. Regarding women working in private households in the City, the overwhelming majority are African women, for whom domestic work provides the main source of employment. For many women, domestic work has become one of the few occupations they can enter without matric or other educational qualifications.

- a) Facilitating access to educational qualifications, as many have been deprived of access to education under apartheid; and
- b) Whilst labour issues are the responsibility of the Department of Labour, an information campaign should be developed, targeting domestic workers and alerting them to their rights and obligations as well as useful resource numbers to call, should they need help.

7.1.17. Sex Workers

Most sex workers come from rural areas of South Africa and neighbouring countries hoping to find employment and escape poverty. Foreign sex workers work from the street at lower rates and are often vulnerable to consenting to sex without protection. Evidence shows that many girls drop out of school and engage in sex work. In addition to poverty and unemployment, the burden of family responsibilities due to family disintegration leads these young women to become involved in sex work. Interventions may include:

- a) A programme for rehabilitating and reintegrating young sex workers into their communities must be part of women's development initiatives.

Although sex work has been decriminalised, ill-treatment by public officials has been suggested. Many sex workers avoid attending the clinics for fear of refusal, verbal abuse, and humiliation. An awareness campaign targeting police and health workers on the rights of the sex worker should be developed as part of the Women Development Implementation Plan.

7.1.18. Gender Mainstreaming

Women are often excluded from decisions about matters that affect their lives. Vulnerable groups in the City of Johannesburg, such as women, children and youth, might be excluded from opportunities, denying them the prospect of claiming their rights and realising their potential. In communities, women typically carry out much of the voluntary work without much say, while men make the decisions.

The CoJ shall ensure that the provisions of this policy are integrated into COJ Policies and strategies through the following interventions:

- a) Integrating gender considerations into all new and revised COJ Policies, Procedures, and Strategies;
- b) Identifying Gender Key Performance Indicators (KPIs) during the Departmental and Municipal Entities' Action Planning Workshops for all areas of the CoJ's work and aligned to Business Sector Plans, GDS, IDP and Budgets;
- c) Promote equal representation of women and men in ward committees and other structures at the grassroots level, which is supported amongst others by ward Councillors and ensures gender participation in such structures; and
- d) Establish Gender Forums in regions and wards and ensure they have a real influence on policies and decisions where relevant.

7.2. Conditions and Implementation of the Policy

The successful implementation of this policy rests on the following critical factors, being the responsibility of all departments and entities, with the COJ DSD as the lead department:

- a) Providing training, capacity building, and sensitisation of advancement towards gender and specifically on the Policy interventions. The first level of sensitisation is within the CoJ's entities themselves. All departments must be aware of the policy and be enabled to support the planning and implementation processes. This would ensure that issues pertaining to gender are mainstreamed into departmental plans;
- b) Mobilising support for the implementation of this policy and communication around the policy. Whilst there has been stakeholder participation in its development, ongoing sensitisation thereof is critical;
- c) Endorsement of the Policy by all partners and buy-in sourced from all stakeholders, both administratively and politically;
- d) Engagements with stakeholders such as the private sector, MEs and donors;
- e) Functional and effective institutional arrangements meeting the following minimum standards:
 - i. Institutional arrangements should be in place in the form of a fully-fledged sub-directorate to deal with gender mainstreaming and to be located in CoJ – DSD. Internal departments should be ready to act and deliver on their responsibilities;
 - ii. Key stakeholders must be involved and informed at all stages;
 - iii. Multi-Sectorial Gender forums must be established and enabled to function effectively at regional and or ward levels; and
 - iv. Reporting procedures and mechanisms from ward level to citywide must promote and ensure accountability on utilising funds and meeting the KPIs pertaining to gender.
- f) Municipal Budgeting for Gender. The approach to intervention programmes at the ward level requires the allocation of specific budgeting and resources; and
- g) Implementation of this Policy must be aligned with Executive Management Team scorecards and annual Service Delivery Implementation Plans.

This policy will come into effect upon approval by the Municipal Council, and an action plan with a budget for implementation must be developed within six months by departments and Municipal Entities. The plans must be submitted to DSD for consolidation, which will report quarterly to COGTA.

7.3. Budget Allocations

All CoJ departments and MEs must allocate adequate provision of their annual budget towards addressing their departmental or entities' gender-related programmes to fulfill the goals and objectives of this policy.

7.4. Governance and Reporting

- a) This policy must be implemented at the ward level and coordinated by the Regional Gender Forums, which in turn should report to the COJ Gender Forum. The COJ Gender Forum will be a Citywide Gender Forum constituted by Departments and Municipal Entities at the executive level to meet quarterly, while the Regional Gender Forums will be led by Social Development Targeted Beneficiaries Unit regional service managers who must convene monthly meetings of representatives of their respective regions' Gender Forums;
- b) A regional Gender help desk must be in place, which will serve as a contact or access point for Gender and NGOs and other organisations dealing with Gender support and assistance;
- a) COJ DSD should develop a CoJ scorecard in consultation with GSPCR, where the scorecard would apply to all departments and entities. The development of the CoJ scorecard, which must include key performance indicators around the policy to ensure accountability as follows:
 - i. Targets will form part of the CoJ's Performance Management system, and therefore Departments and Municipal Entities are required to compile specific indicators that are aligned to strategic compliance and priorities,
 - ii. Executive Directors and Heads of Departments and Municipal Entities must submit progress reports to the Executive Head: Social Development, who will consolidate the reports received from all Departments and Entities and report to the Health and Social Development Technical Cluster on a quarterly basis for subsequent reporting to Council,
 - iii. Departments and Municipal Entities must allocate annual budgets to address departmental services, accessibility challenges and Gender developmental support programmes.

8. INSTITUTIONAL ARRANGEMENTS FOR POLICY IMPLEMENTATION - ROLE CLARIFICATION

8.1. Roles and Responsibility of Stakeholders and Institutional Structure

The multidimensionality of the challenges facing the City of Johannesburg suggests that in order to achieve human development, this policy cannot be located only within one Department. The CoJ must, therefore, work transversally, champion and maintain the inclusion of vulnerable groups across the CoJ's Department's service, facilities and projects:

- a) A wide range of role players and stakeholders are identified to partner and implement this policy for purposes of mainstreaming and management of gender issues and making a more significant impact in the lives of gender;
- b) The CoJ Department of Social Development is the custodian of this policy, and all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof;
- c) It is the responsibility of all departments and entities to design annual implementation programmes and action plans to give effect to this policy. The programmes and action plans will be based on regular feedback from the recipients of the programmes;
- d) The CoJ-DSD will be responsible for monitoring this policy and ensuring that adequate training and awareness is provided;
- e) The implementation of this policy is the shared responsibility of the entire CoJ's Line Departments and MEs;
- f) All the Heads of Departments and Municipal entities should quarterly present their progress on the gender implementation plan to the Executive Head CoJ Department of Social Development (COJ-DSD). COJ-DSD will consolidate progress reports of gender implementation plans received from departments and municipal entities and report to the Human and Social Development Sub-Mayoral Cluster Committee and the HSD and GEYODI Section 79 Committees;
- g) The following internal stakeholders must be consulted on matters relating to gender:
 - i. The CoJ-DSD and its GEYODI programmes. CoJ-DSD will be the lead Department for external community Gender issues,
 - ii. Community Development Department: Recreation, Library and Information Services, as well as Arts and Culture Programmes, Events and Sport and Recreation,

- iii. The Group Strategy Policy Coordination and Relations Department in inclusion in the strategic planning of the CoJ,
- iv. Department of Health – Accessible health care. The CoJ Health Department also implements the strategic plan for maternal, newborn, child, and women’s health (MNCWH) and nutrition in South Africa within CoJ in terms of priority interventions for child health. This preventative services provision is key to improving the health of children. These services include, amongst others: child visits to clinics and also provide an opportunity to assess the child's health during pre-school clinic visits. Children with poor eyesight, hearing loss, and other developmental and behavioural problems can be identified and referred for the appropriate remedial support,
- v. JMPD/ Public Safety – Ensure community safety and assist CoJ-DSD with updated data on Gender crime statistics and offences to inform planning,
- vi. Johannesburg Roads Agency – ensure that all sidewalks and intersections are safe,
- vii. Group Communications – provide access to communication and information,
- viii. Environment & Infrastructure Services – Ensure that Gender have equal access to the physical built and other services provided or open to the general public,
- ix. Department of Economic Development for business support/ entrepreneurship opportunities, business analysis, and Skills Development.

8.2. The CoJ Social Development Department

The CoJ-DSD is mandated to:

- a) Facilitate the implementation of Gender based programmes;
- b) Fulfil a key role in the development and reporting of indicators and targets to promote rights and advancement of gender;
- c) Reporting progress of COJ Gender’s key indicators [in 8.1 (b) and (f) above] to the mayoral committee, Section 79 HSD Cluster, Section 79 Geyodi, and relevant IGR structures;
- d) Facilitate a process to engage with other directorates/departments to mainstream the directives of the policy;
- e) Assist with opportunities to enable gender to manage their many challenges and achieve a dignified standard of living and, where possible, reduce household dependency on the CoJ;
- f) Improve access for households affected by gender to social support programmes and safety nets provided by the CoJ;

- g) Activate the private sector and civil society to act in a positive and transformational manner in alignment with the programmes of the CoJ to address the needs of gender;
- h) Identify potential economic opportunities at the community level, design and deliver community-based training programmes and provide the necessary support for gender;
- i) Following a multi-dimensional approach in servicing and supporting gender in the City of Johannesburg by responding to the diverse needs of Gender in Johannesburg;
- j) Articulate specific multi-sectorial partnering, including public and private sector entities; and
- k) All Departments and Entities in COJ will identify their focus areas and contribute to developing implementation plans.

8.3. External Stakeholders

External stakeholders are identified through regional gender forums as well as the stakeholders from civil society working with gender programmes and issues. Providing an integrated and holistic package of services for gender groupings and beneficiaries is premised on strong and consistent inter-sectorial collaboration and coordination between various role-players from all sectors of society. The following are strategic external stakeholders:

- i. The representative Gender structures as the main beneficiaries of the policy are to be engaged through various channels to ensure appropriate advancement initiatives,
- ii. All Gauteng Provincial Departments involved with Gender programmes and interventions,
- iii. Civil Society Organisations, including NGOs, CBOs, and FBOs, should also identify gaps in the implementation of Gender issues in general and report to COJ-DSD,
- iv. Ward Committees and Rate Payers Associations.

8.4. Institutional Structures

This policy supports the establishment of appropriate institutional structures such as the following: In order to mainstream and manage gender issues and impact the lives of gender groupings and beneficiaries, this policy supports the establishment of gender forums with the specific intent that women and men are provided with access, support, and assistance for their needs. The following forums are appropriate institutional structures as follows:

- City of Johannesburg Gender Forum - a centralised strategic executive level;

- Regional Gender Forums – decentralised forums situated in each region at the operational level;
- Regional Gender help desk – decentralised help desk situated in each region.

A Geyodi Technical Committee and Geyodi Sub-Mayoral Committee must be instituted to deal with recommendations of transversal reports from Departments on-route to Mayoral Committee for approval.

8.4.1. CoJ Gender Forum

Establishment of the centralised COJ Gender Forum at the strategic executive level of the CoJ. The forum must be constituted by representation drawn from Departments and Municipal Entities, and the Executive Head should lead the Forum for the CoJ-DSD.

The forum should address the following:

- a) Coordinate the implementation of the policy in their Departments and Municipal Entities;
- b) Discuss capacity building in the implementation of this Policy;
- c) Identification of key priorities of gender in service delivery;
- d) Identify and discuss relevant budget provisioning for gender programmes in terms of the implementation plans for each Department and municipal entity;
- e) All the Departments and municipal entities at this forum should report progress on the Policy implementation plan. (Confidentiality and respect for the privacy of gender should align with ethical principles regarding the use of statistics.);
- f) The forum will monitor and evaluate the progress presented and recommend revised interventions to address non-achieved targets on implementation plans of departments and municipal entities;
- g) Revised interventions identified in (f) above or new decisions taken, to be devolved to the regional gender forums; and
- h) CoJ-DSD to coordinate the CoJ gender forum meetings with departments and municipal entities on a quarterly basis.

8.4.2. Regional Gender Forums

Regional Gender Forums must be formed by COJ Department of Social Development Targeted Beneficiaries Unit regional service managers with stakeholders residing in other departments and municipal entities in regions including disability sector organisations (FBOs, CBOs, NGOs, etc.) providing assistance and support in each region to take part in planning, decision making, monitoring and evaluation processes.

Department of Social Development Targeted Beneficiaries Unit regional service managers must convene monthly meetings of representatives of the Regional Persons with Gender Forums. The forums' main functions will be to ensure that this policy is implemented and that monitoring and evaluation is done on a monthly basis.

The Regional Forums must address the following issues:

a) Advocacy:

- i. Identify and take up opportunities to advocate for equity, access, and advancement of disability rights for gender,
- ii. Enhancement of access to Council services (CoJ and Municipal Entities),
- iii. Enhancement of gender linkages to employment opportunities,
- iv. Fund and support gender advocacy services in accordance with Council funding policies,
- v. Advocate for policies, programmes, practices, and procedures that guarantee equal administration levels within national, provincial, and local spheres of governance,
- vi. Advocate for the participation of gender in mainstreaming, such as economic development, employment and skills training opportunities, and to create opportunities for gender and to advocate on their behalf.

b) Creating a comprehensive database for gender with needs, with access to services or support at regional levels. This database must feed into the Citywide database of gender access to services or support:

- i. Enhancement of gender to economic development and empowerment opportunities.
- ii. Management of internal and external relations,
- iii. Investigate and recommend gender-related interventions,
- iv. Enhancement of access to CoJ Social Package and linked to job advisory centres.

c) Participation:

- i. Participate in the development and implementation of the gender strategy through submission and participation in other consultative opportunities,
 - ii. Promotion of integrative participation in Council-driven societal programmes and projects.
- d) Monitoring:
- i. Monitor and make recommendations about the updating and implementation of legislation and practices to achieve the optimum approachability, accessibility, and usability in environmental design,
 - ii. Enhancement of compliance with policies and legislative instruments.
- e) Marketing: Encourage the positive portrayal of gender by the media, particularly in the Council's publications and publicity materials.

8.4.3. Regional Gender Help Desk

The Regional Gender Help Desk is a desk through which the gender sector organisations can access Council services daily. It is a centre that would enable City Departments and Municipal Entities to directly or indirectly interact with gender in ensuring that services are provided to all CoJ residents. The helpdesk would also be the regional contact centre for access to services, assistance, and support from external organisations delivering services (NGOs, FBOs, CBOs, etc).

8.4.4. Research Institutions

The CoJ-DSD must develop a close relationship with relevant research institutions to ensure the development of evidence-based programmes. The CoJ-DSD must liaise with Universities and Colleges for students to do some of their practical work in the Department. This will ensure improved cross-sector collaboration between academia and the CoJ.

8.4.5. National and Provincial Government

The CoJ-DSD must collaborate with other spheres of government and specifically with the Gauteng Department of Social Development, to mainstream the directives of this policy.

9. MONITORING AND EVALUATION

The City of Johannesburg established the “*The City of Johannesburg Monitoring and Evaluation Framework*” in line with the policy framework for the Government-wide Monitoring and Evaluation (GWM&E) and the National Evaluation Policy Framework (NEPF) in 2012. The City of Johannesburg acknowledged that there had been a shift in the City's policies, procedures, and systems associated with the inter-related areas of performance management, monitoring, evaluation, and reporting. The City has therefore developed its monitoring and evaluation framework aimed at monitoring and evaluating the outcomes of the Gender policy.

The framework notes that at a City level, changes to the organisation's institutional model and its long-term strategy (Joburg 2040 Growth and Development Strategy [GDS]) necessitate a complete review of many organisational activities, including the way in which the planning, decision-making, monitoring, and evaluation occurs. Thus, based on the above, this policy will be monitored and evaluated on a continuous basis in order to ensure that there is greater transparency and accountability based on evidence-based monitoring and evaluation. Service delivery will be significantly improved by continuously generating sound information for reporting, communication, and service delivery.

The City of Johannesburg shall, in its quest to monitor and evaluate this policy, employ the results-based monitoring and evaluation approach. The indispensability of employing the results-based (or outcome-based) monitoring and evaluation approach lies in that it goes beyond counting the policy outputs, activities, and resources to enable the City to measure and evaluate the results of the policy and then provide information for decision-making. Results-based monitoring and evaluation of this policy will provide feedback on the actual outcomes and goals of the City's actions. Thus, it further addresses the goals of the policy, how they are being achieved in respect of the budgetary, schedule, and quality performance, and how corrective actions can be done proactively.

Monitoring and evaluation of this Policy shall involve the following ten activities or steps as depicted in the sequential form below, i.e.:

MONITORING

- i. Step one: conducting a readiness assessment;
- ii. Step two: agreeing on outcomes to monitor and evaluate;
- iii. Step three: selecting key performance indicators to monitor outcomes;
- iv. Step four: setting baselines and gathering data on indicators;
- v. Step five: planning for improvement – selecting results targets;
- vi. Step six – monitoring for results.

EVALUATION

- vii. Step seven – the evaluation in M&E, using evaluation information to support a results-based management system;
- viii. Step eight – reporting the findings;
- ix. Step nine – using the findings, and
- x. Step ten – Sustaining the M&E system within the organisation.

The monitoring and evaluation function of this policy seeks to address the following aspects regarding the performance of interventions emanating from this policy, i.e.:

- a) Compliance with monthly and quarterly reporting of data;
- b) Supporting the Department's interventions through the provision of formative feedback on progress towards attainment of targets (monthly and quarterly targets);
- c) Providing recommendations on the way forward (possible policy expansion), and
- d) Providing an assessment of possible contributions to long-term impacts of the policy and the Department.

The M&E, as mentioned above, will be an inherent part of the City's IDPs and designed to enhance accountability. Furthermore, this process will be conducted annually or at any time necessary to keep abreast of best practices and methodological changes, as well as for other corrective actions.

10. CONTRAVENTION OF POLICY

Paragraph 8.1 (b) herein above recognises the CoJ as the custodian of this policy and that all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof. The CoJ reserves the right to act in case of breach by any party responsible for the implementation of this policy, and in case of contravention, the CoJ may:

- a) Evaluate the performance of the government officials involved and reserve the right to suspend or re-instate until the investigation is completed;
- b) Enforce the law in case of any criminality involved; and
- c) Withdraw partnership agreements in cases where stakeholders and beneficiaries breach this policy's terms.

11. DELEGATION OF AUTHORITY

Sections 59 to 65 of the Local Government: Municipal Systems Act 32 of 2000 provide as follows: "59". Delegations – *"(1) A municipal council must develop a system of delegations that will maximise administrative and operational efficiency and provide for adequate checks and balances, and, in accordance with that system, may delegate appropriate powers."* In terms thereof, Council hereby delegates all powers and duties to the Accounting Officer which are necessary to enable the Accounting Officer:

- a) To discharge the Policy responsibilities conferred on Accounting Officers in terms of the Municipal Systems Act 32 of 2000 and this policy;
- b) To maximise administrative and operational efficiency in the implementation of this policy;
- c) To enforce reasonable, cost-effective measures for the implementation of this policy; and proper monitoring and evaluation; and
- d) To comply with his or her responsibilities in terms of Section 115 and other applicable provisions of the Municipal Systems Act (Act 32 of 2000).

Provision for sub-delegation:

The Accounting Officer may, in terms of section 79 of the Act, sub-delegate any powers and duties, including those delegated to the Accounting Officer in terms of this policy, but any such sub-delegation must be consistent with herein above.

12. POLICY REVIEW

Although the legislation does not prescribe time frames in which policies must be reviewed, this policy must be reviewed every 5 (five) years, or sooner if required, and the reviewed policy will be tabled in Council for approval as part of the budget process.