

A GENDER ANALYSIS:

**IMPLEMENTING THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION
AGAINST WOMEN (CEDAW)**

November 1999



A Report of the
**SAN FRANCISCO
COMMISSION ON THE
STATUS OF WOMEN &
CEDAW TASK FORCE**

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This report is a product of the CEDAW Task Force, the San Francisco Commission on the Status of Women (COSW), and the Strategic Analysis for Gender Equity (SAGE) Consultants.

CEDAW Task Force Members

The CEDAW ordinance requires that eleven representatives or designees serve on the task force; current and past members are listed below along with their specified positions.

PATTI CHANG, President and CEO, The Women's Foundation, is the representative community member knowledgeable about economic development, including employment issues. Ms. Chang was, until August 1999, President of the COSW and Chair of the CEDAW Task Force. Ms. Chang has worked for years on behalf of girls and women in the field of economic development, employment, and leadership development. CINDY MARANO of Wider Opportunities for Women formerly held this position.

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GAIL STEIN formerly held the position as designee for the former President of the Board of Supervisors BARBARA KAUFMAN, both of whom were instrumental in the passage of CEDAW in San Francisco. NATALIE BRITTON, Aide to Supervisor Kaufman, continues to participate regularly as a member of the public. Supervisor Kaufman and her staff have a demonstrated commitment to the advancement of women.

PATTI TAMURA, Business Representative, SEIU Local 790, was selected by JOSIE MOONEY, President of the San Francisco Labor Council, as the representative of a City-recognized union who is experienced in women's issues. Ms. Tamura has long been an advocate on behalf of women union members and girls in the areas of employment and education.

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Strategic Analysis for Gender Equity Consultants

The Commission on the Status of Women and the CEDAW Task Force hired Strategic Analysis for Gender Equity (SAGE) to prepare the gender analysis guidelines and implement the first two pilot analyses. The SAGE consultants possess expertise in economic analysis, human rights law, environmental policy making, health and development, cultural studies and community organizing. They have worked extensively on CEDAW in the national and international arenas. SAGE is located at 20 Waterside Plaza, Suite 23K, New York, NY 10010, and can be reached at (212) 683-4389, mhoodbhoy@hotmail.com. Members include RADHIKA BALAKRISHNAN, LEILA HESSINI, MEHLIKA HOODBHOY (lead consultant), ANITA NAYAR (lead consultant) and MARIAMA WILLIAMS.

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Definition of Useful Terms

CEDAW

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is an international treaty that was adopted by the United Nations General Assembly in 1979.¹ CEDAW provides a universal definition of discrimination against women and brings attention to a whole range of issues concerning women's human rights. Although more than 165 countries have ratified CEDAW, the United States still has not done so; consequently, it is not subject to CEDAW's obligations. San Francisco is the first and only city in the United States to begin to implement CEDAW locally.²

Discrimination

CEDAW defines discrimination against women and girls as any “distinction, exclusion, or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of marital status, on the basis of equality between women and men, of human rights or fundamental freedom in the political, economic, social and cultural, civil, legal or any other field.”³

Disaggregated Data

Disaggregated data is data collected and analyzed by categories (for example, by sex) in order to identify the gaps between women and men for a given situation. This data is essential to designing and delivering effective and equitable services, creating fair employment practices, and ensuring equitable budget allocations. Whenever possible, the data should include related categories of race, immigration status, language, sexual orientation, disability, age, and other attributes in order to understand and meet the specific needs of all women and men.

Flexible Work Options

This is a broad term that refers to creative employment schedules that go beyond the traditional 9 a.m. - 5 p.m. norm. It also includes job sharing, part time work, and other inventive employment arrangements.

¹ The Convention on the Elimination of All Forms of Discrimination Against Women, opened for signature 12/18/79, entered into force 9/3/81. The entire text of CEDAW is available at <http://www.un.org/womenwatch/daw/cedaw/content.htm>. For additional resources on CEDAW and international human rights, see also <http://www.wildhr.org>.

² See San Francisco Administrative Code, Chapter 12 K, also known as the CEDAW Ordinance. The full text of the Ordinance is attached as Appendix A, and is available at the Commission's website, <http://www.ci.sf.ca.us/cosw>.

³ See CEDAW, Article I. See also, CEDAW Ordinance, San Francisco Administrative Code, Chapter 12 K.

Gender Analysis

Gender analysis is a framework for analyzing the cultural, economic, social, civil, legal, and political relations between women and men. A gender analysis recognizes that women and men have different social roles, responsibilities, opportunities, and needs. It addresses the underlying relationship between women and men over time and across cultures. The dynamics of this relationship permeate how society is structured and how decisions are made. This framework takes into account the important links between gender and other social relations such as race, immigration status, language, sexual orientation, disability, age, and other attributes.

Gender and Sex

Gender is a term used to explain how society constructs the difference between women and men, whereas sex identifies the biological differences between women and men. Looking at gender, therefore, does not focus primarily either on women or on men, but rather on the relationship between their different roles, responsibilities, opportunities, and needs.

Gender Equality and Gender Equity

Gender equality between the sexes guarantees equal rights for both women and men. The objective of gender equality is to correct laws and practices that are discriminatory and to promote fairness in an affirmative way, especially to ameliorate the conditions of the most disadvantaged. Gender equity applies to the development of policies and the distribution of resources to differently situated women, e.g., race, class, immigration status, language, sexual orientation, disability, and other attributes. The goal of gender equity is to redress historic discrimination and ensure conditions that will enable women to achieve full equality with men.

Gender Sensitive

A gender sensitive service, policy, program, or budget is one that recognizes the fundamental importance of promoting gender equality and equity. Using a gender sensitive approach to analyze, design, implement, and evaluate departmental policies and programs takes into account fully the potential different needs and opportunities of women and men.

Gender Sensitive Indicators

These are measures that evaluate the effectiveness of practices and programs in promoting gender equality and equity.

Gender Specific Services

These are services that meet the different needs of people based on gender. For example, gender specific services for young women and girls are not simply services offered to girls, but are designed, implemented, and evaluated to serve the specific needs of girls.

Human Rights with a Gender Perspective

This perspective recognizes that differences in life experiences based on gender often results in social, economic, political, and other inequities for women and girls. This view, when applied to policy development and service delivery promotes positive change in the lives of women and girls. For example, a home based English as a Second Language program would allow immigrant mothers who care for their children at home to learn English and function in their new surroundings.

Historically Excluded Groups

These are groups that have been excluded from positions of social, political, economic, or other influence. Traditionally, these groups have been determined based on race, religion, sex, sexual orientation, immigrant status, physical ability, and other such attributes.

Indirect Services

Indirect services, such as street lighting, are provided generally to the public as a whole, rather than to specific individuals. Despite the general nature of the services, they can impact individuals or groups differently. For example, poor street lighting is a particular hazard for women who may be targeted for sexual assault.

Labor Pool

This term is used to determine the availability, in a specific geographic area, of individuals with particular characteristics (such as race or gender) for employment in a designated field.

Sex Specific

Sex is biologically determined. Sex specific describes a service, facility, or program that is only available to a particular sex, such as a women's or girls' bathroom. It is not interchangeable with "gender specific."

Telecommuting

Telecommuting enables regular employees, in specific job categories and/or with specific functions, to work at home or at an alternate work site during some or all of their regularly scheduled hours. This is done in the context of a formal understanding between the employee and the employer. Telecommuting is used for both environmental reasons and to save on commuting time.⁴

⁴ An article entitled "Whirl of Pain" in the San Francisco Chronicle, October 4, 1999, page 19, outlines the stress of long commutes on families in the San Francisco Bay Area.

Executive Summary

More than fifty years ago, the Universal Declaration of Human Rights was signed in San Francisco. Now, as we enter the next millenium, San Francisco continues to exercise its leadership in support of human rights, especially as they pertain to women and girls. In April 1998, the San Francisco Board of Supervisors and Mayor Willie L. Brown, Jr. enacted an ordinance implementing the principles underlying the UNITED NATIONS CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW). Through community outreach and a public hearing held in October 1997, we learned that despite San Francisco's continued support for women's rights, there was still a need for the City and County of San Francisco to take more proactive steps to protect the human rights of women and girls. The CEDAW Ordinance provides an approach to eliminate discrimination and ensure equal opportunity. It requires us to examine the different needs, roles, and responsibilities of all persons and then to ensure that the budgets, employment practices, and provision of services reflect these differences.

This report represents the first step in implementing CEDAW principles in San Francisco. We have independently analyzed two city departments to evaluate their response to the needs of different genders, ethnicities, and other key attributes: the Juvenile Probation Department and the Department of Public Works. These departments exhibited great courage and honesty in participating in this process. We thank the Department of Public Works for its receptivity to this process, and we thank the Department of Juvenile Probation for going beyond what was expected in this time period by conducting focus groups among its employees.

History and Background

CEDAW is an international treaty that was adopted by the United Nations General Assembly in 1979.⁵ Although more than 165 countries have ratified CEDAW, the United States still has not done so; consequently, it is not subject to CEDAW's obligations.⁶ At least nine states, eleven counties, and twenty cities have passed resolutions urging U.S. ratification of CEDAW, but San Francisco is the first and the only city in the United States to begin to implement CEDAW in its

⁵ The Convention on the Elimination of All Forms of Discrimination Against Women, opened for signature 12/18/79, entered into force 9/3/81. The entire text of CEDAW is available on-line at <http://www.un.org/womenwatch/daw/cedaw/content.htm>. For additional resources on CEDAW and international human rights, see also <http://www.wildhr.org>.

⁶ Once a country adopts CEDAW it must follow a set of protocols and reporting mechanisms that help to ensure compliance with CEDAW principles.

own laws.⁷ The Ordinance works to promote gender equity and equal access in (1) economic development and employment, (2) violence against women and girls, and (3) health care.⁸ The passage of this historic ordinance resulted from a unique public/private partnership between the San Francisco Commission on the Status of Women (COSW) and a consortium of community organizations spearheaded by the Women's Institute for Leadership Development for Human Rights (WILD). It also would not have been possible without the support and efforts of then President of the Board of Supervisors, Barbara Kaufman.

San Francisco is leading the way, but others are soon to follow. Organizers from Seattle, Los Angeles, Chicago, and Boston are working toward similar initiatives. The Ordinance also has received international recognition. It was included in the United Nations Development Fund for Women's collection of best practices worldwide for implementing CEDAW.

The Ordinance is designed to eliminate discrimination, including violence, against women through implementing CEDAW principles within San Francisco. The CEDAW Ordinance broadly defines discrimination against women and girls as any: DISTINCTION, EXCLUSION, OR RESTRICTION MADE ON THE BASIS OF SEX THAT HAS THE EFFECT OR PURPOSE OF IMPAIRING OR NULLIFYING THE RECOGNITION, ENJOYMENT, OR EXERCISE BY WOMEN, IRRESPECTIVE OF THEIR MARITAL STATUS, ON A BASIS OF EQUALITY OF MEN AND WOMEN, OF HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS IN THE POLITICAL, ECONOMIC, SOCIAL, CULTURAL CIVIL OR ANY OTHER FIELD. The definition of discrimination includes gender-based violence that is directed against a woman because she is a woman or that affects women disproportionately.

The first step of the implementation process is to examine selected departments for discrimination in the areas of employment practices, budget allocation, and the provision of direct and indirect services. This is done through gender analyses that identify discrimination and provide remedies for such discrimination, if found. The ordinance also requires human rights education for city employees and integration of CEDAW principles into City policies. Finally, through exercising its leadership, the City will work toward implementing the principles of CEDAW in the private sector. Local implementation is delegated to the COSW, with oversight from a CEDAW Task Force. The eleven CEDAW Task Force members include elected officials, organized labor, government employees, and community advocates with expertise in economic justice, human rights, violence against women, and health.

Methodology

The aim of the gender analysis is for all departments to examine proactively the different needs of the population they serve and employ, and to integrate those needs into their daily operations.

⁷ The State of California has twice passed resolutions on CEDAW. Other California cities and counties that have passed resolutions on CEDAW include: Los Angeles County, Marin County, San Mateo County, Santa Clara County, Santa Cruz County, the City of Redlands, the City of San Diego, the City of San Jose, and the City of West Hollywood.

⁸ See San Francisco Administrative Code, Chapter 12 K, also known as the CEDAW Ordinance. The full text of the Ordinance is attached as Appendix A, and is available at the Commission's website, <http://www.ci.sf.ca.us/cosw>.

The Task Force selected two departments to undergo the first gender analysis in 1999. Although these are two distinct departments, the CEDAW framework recognizes that all departments are interconnected and part of a unified whole. Thus, the actions of the selected departments impact other departments and private entities. Equally important, the CEDAW framework also recognizes that many practices are set by city-wide policies, unions and/or the public, and that external factors can influence the creation of an efficient or just environment within any single department. The Department of Public Works was selected for its large size, nontraditional employment opportunities for women, and provision of indirect services (services not provided directly to an individual person), such as street construction and building design. The Juvenile Probation Department provided an opportunity to examine service provision to an increasing population of diverse young women, and to delve into its emphasis on community services.

In March 1999, the COSW hired the international consulting group Strategic Analysis for Gender Equity (SAGE) to work with the Task Force to develop and implement gender analysis guidelines with the two selected departments. Developing the guidelines was a collaborative project. SAGE prepared the Guidelines for a Gender Analysis based on input from the selected departments, the COSW staff, the CEDAW Task Force, organized labor, and community groups. The guidelines provide a framework to evaluate and address any differential impact of service delivery, employment practices, and budget allocation. The framework outlines a process for gathering information, analyzing the information with a human rights gender perspective, and making recommendations to correct any inequities.

The two departments underwent gender analysis in the summer of 1999. The SAGE consultants and COSW staff members met with the departments' appointed liaisons and staff to provide technical assistance. The analysis was conducted with the help of department staff, unions, and community representatives. The departments used the guidelines to conduct a self-analysis, based on the view that critical self-examination is essential for any long-term change. SAGE, together with the COSW staff and CEDAW Task Force, examined the information provided by the departments, their staff and community groups to evaluate the departments' adherence to the principles underlying CEDAW, and to provide recommendations on how the departments could better protect and promote women's human rights through their operations.

Findings

First and foremost, the COSW found that the very process of conducting a gender analysis created an awareness of and sensitivity to gender-related issues at both departments. Most departmental personnel not only were receptive to the analysis as a proactive approach to eliminating discrimination, but some staff, on their own initiative, have begun to change the way they evaluate their policies and programs to serve all persons more effectively. Top management at the Juvenile Probation Department expressed that the gender analysis had a decisive impact on their operations. Similarly, staff at the Department of Public Works acknowledged that service delivery may impact women and men differently. Many staff members of both departments appreciated the vision of incorporating an awareness of human rights with a gender lens into their work, recognizing that they serve a diverse population with many needs.

Despite their efforts, both the Department of Public Works and Juvenile Probation need to correct some deficiencies to ensure that women and girls' human rights are met.

▪ Department of Juvenile Probation

The Department of Juvenile Probation (JPD), with a budget of approximately 25.9 million dollars, has already begun to address the different needs of its growing female population. The Department's Community Programs Division has recently given several grants to community organizations to provide gender-specific programs. This Division has a contracting process that is inclusive of community and client needs and encourages service providers to communicate and cooperate with each other and departmental staff.

While the Department has created some gender specific programs that appear to meet girls' needs, many staff who regularly work with girls have not been educated about these services. As a result, community groups report that many youth who could benefit from the gender-specific programs are not referred to them. More staff training about gender specific programming is necessary to ensure that staff is equipped to refer and place clients appropriately. Also, although the Department has been aggressive and successful in securing state, federal, and other funding to offer these services, most of the funding for these programs is temporary and thus at risk. Funding and gender programming in each division needs to be integrated into the regular budget process to sustain and promote this critical work.

In addition to sustaining current funding, there is a need for additional services for young women. Both the Department and community advocates have stated the need for expanded mental health services in Juvenile Hall⁹, especially services that are gender specific. There is also a need to develop, expand and/or redesign services for sexual assault, domestic violence, parenting and pregnancy prevention, delinquency prevention for at risk girls, substance abuse prevention, education, and transition planning.

The Department's ultimate goal must remain to help girls and boys exit and remain free from the juvenile justice system. Although the Juvenile Probation Department is not responsible for the rapid increase of young women in the criminal justice system, it must continue to enhance its efforts to seek alternatives to incarceration. It must also continue to collaborate with other pieces of the criminal justice system to provide more alternative and preventive services.

As a result of extensive outreach, the Juvenile Probation Department's workforce is diverse with respect to both race and gender, and generally reflects the population served by the Department. However, women are still under-represented in nontraditional employment areas, such as engineers and utility workers. The Department plans to conduct greater outreach to remedy this under-representation.

⁹ Juvenile Hall is a youth detention facility in San Francisco. Its programming is further explained later in this report, under Juvenile Probation Department, Section 2, Delivery of Services, subsection a, Gender and Service Delivery.

▪ Department of Public Works

The Department of Public Works (DPW), which is responsible for maintaining city streets, public areas, and buildings, has a budget of approximately \$115 million and a staff of 1549, making it substantially larger than the Juvenile Probation Department. The Department of Public Works has taken a lead in improving retention of employees. It has created a training department that emphasizes quality and fairness in the workplace and has initiated programs in response to employees stated needs for professional development. However, there is much work to be done to bring more women into nontraditional employment areas; creative outreach and recruitment efforts are necessary.

With few exceptions, the Department of Public Works has not yet integrated gender into its service provision. Part of the reason is that the Department of Public Works mostly provides indirect services (services such as street cleaning that are not provided directly to an individual person) where the gender impact is not immediately obvious and difficult to address. In addition, many of the Department's projects are client-driven whereby different city departments, also lacking training in gender specific needs, request assistance with their buildings. Consequently, projects will not include a gender element unless the Department of Public Works begins to bring this emphasis and awareness to the client department's attention.

It is critical for departments to begin examining the role of gender in the provision of indirect services, most obviously in the area of safety concerns for women. While not all indirect services have a gender component, it is critical to institutionalize the questions so that gender concerns are not overlooked. *What are women's needs? What are men's needs? How, if at all, do the needs differ based on gender? How can the concerns of all persons be best incorporated into the project?* Some bureaus were uncomfortable even asking these questions, but without asking these questions, we will never know if there are gender concerns. When these questions are asked and answered, as done in the Bureau of Architecture, we see innovations such as additional lighting and visibility where customers enter and leave public facilities.

Already, the Department of Public Works maintains a well-developed system for receiving community input through neighborhood forums. These forums could be expanded to examine and address the impact of its indirect service on women and other traditionally underrepresented populations. The Department could also conduct walk throughs of buildings under construction by males and females who will use the completed facilities.

Historically, the Department of Public Works has been subject to much outside criticism from community groups, Supervisors, and female employees for its lack of a diverse workforce. It has begun to address these deficiencies through different programs, most notably the "Project Pull" internship program that provides high school students from groups traditionally underrepresented in architecture, engineering, and other similar fields the opportunity to work at DPW. This inventive program breaks down traditional stereotypes by allowing young people to envision themselves in jobs they might otherwise not consider. At present, there is female underrepresentation in most job categories, particularly the skilled trades, maintenance workers, and technicians. More creative efforts are necessary to recruit more women into nontraditional

positions. These efforts should be developed in partnership with other City departments, unions, tradeswomen's associations, and community organizations.

The Department of Public Works has shown a commitment to professional development and training for its workforce. This same commitment must be made to expand family-friendly workplace policies that meet employees' stated needs. The Department's Personnel Office is processing its first job share and is committed to creating a childcare referral program for its new employees. Such programs should be expanded to all employees. Innovative solutions to the realities of employees' family obligations are called for even if they are difficult to implement.

▪ Cross-cutting Themes

We found that several themes were present in both departments. Many of these issues are regulated at the City and County government level. Although we only have information from these two departments, these are city-wide policy issues and, thus, must be addressed at this level. That said, the departments also must take whatever actions are within their power to remedy the situations.

First, we found a general need for education on human rights with a gender perspective.

This represents not so much a deficiency within the two selected departments as something that we must be vigilant about creating for all departments. Many department personnel were unaware of the framework of human rights in which all rights and needs are interconnected. Further, the concept of gender discrimination, in contrast to sex discrimination, was quite new to them. When the education process was missing or unsuccessful, it was obvious that the department's analysis suffered greatly. In this respect, the Juvenile Probation Department, with its recent history of funding gender-specific programs, had a head start in understanding the gender analysis process. While the Department of Public Works staff members, in particular the top management, were receptive to participating in this process, the Department analysis suffered from an unfamiliarity with gender issues and human rights work. This training is crucial for staff to learn how to incorporate gender concerns into budget planning, program and service development, and employment practices.

Second, there is an absence of comprehensive data relevant to evaluating the gender equity of department's budgets, services and employment practices. In some cases, specific department policies called for such information but execution did not happen. For example, the Department of Public Works' own regulations require it to maintain data on requests for part-time work, but the Department does not collect and analyze this information. These data are essential to designing and delivering effective and equitable services, creating fair employment practices, and equitable budget allocations.

A broader issue - one that must be addressed city-wide - is the need to collect data disaggregated by gender, race, and other attributes. While we understand the sensitivity and legal issues involved in asking for confidential information (which includes the fear that this information can be misused to discriminate against employees and clients), it is necessary to collect this data voluntarily for a meaningful analysis. It is difficult, if not impossible, to identify a human rights

violation unless the data are disaggregated on as many dimensions (e.g., gender, race, class, family status) as possible and then adequately analyzed. Dissaggregating solely on the basis of gender or race is often insufficient to reveal all forms of discrimination. For example, without knowing if one is a mother or father, it is difficult to determine trends in promotions of women or men with children. If race or sexual identity is hidden from the analysis, biases can also remain undetected. Dialogue, study, and focus groups about the effective means to collect sensitive and, by law, voluntary and confidential information must take place not only among employees, but also in concert with unions and community groups.

In addition, both departments did not provide detailed information on budget allocations for gender specific purposes. For example, the Juvenile Probation Department told us that 25 percent of its budget covered services for girls on the basis that girls represented 25 percent of its clients. Although it is often difficult to parse such information out, it must be done. More human rights training, mentioned above, will help staff learn how to gather this information and analyze it. Effective enforcement of women's human rights requires directing funds to meet gender specific needs.

Third, there is a need to create a more fair and equitable workplace. Both departments need to enhance their efforts to recruit, sustain, and develop a more diverse workforce with an emphasis on family-friendly environments. Each department has made efforts at decreasing discrimination in employment and diversifying their staffs. These are the first steps. Both departments must conduct more outreach, and develop creative and effective recruitment programs to increase gender and racial diversity, especially in the skilled trades and maintenance areas. This is particularly true at the Department of Public Works.

Efforts also must be taken to create an environment where each person can work and advance professionally. Professional development programs such as mentoring and leadership circles,¹⁰ should become more of a priority in both departments. The Department of Public Works offers quality training programs but still needs to expand opportunities to ensure that both women and men have equal opportunity for advancement. Much of this work should be conducted in cooperation with the relevant unions, which represent an important resource and liaison to staff.

In addition, there is a clear absence of family-friendly policies in both departments. As noted above, some of this is beyond the control of any single department as unions, elected officials, other City departments (such as the Department of Human Resources), and the public all play important roles in developing and implementing more family friendly policies. Nevertheless, it is an area where the departments can show leadership in addressing employee needs.

¹⁰ There are models in the private sector from some large companies that understand the importance of investing in human resources. These models can inform citywide policies. See Good For Business: Making Full Use of the Nation's Human Capital, The Environmental Scan, A Fact-Finding Report of the Federal Glass Ceiling Commission, Washington, D.C., March 1995, and A Solid Investment: Making Full Use of the Nation's Human Capital, Recommendations of the Federal Glass Ceiling Commission, Washington, D.C., November 1995. Both reports are available at <http://www.ilr.cornell.edu>. See also, recent reports from Supervisor Mabel Teng's Glass Ceiling hearing in December 1997, available at the Office of Supervisor Mabel Teng, Board of Supervisors, City and County of San Francisco.

Employees in both departments mentioned childcare/eldercare problems. Relying on the new city-wide childcare center, as both departments suggested, is inadequate since the center accommodates less than fifty children. Both departments have similar issues in needing round the clock staffing. Helping employees find childcare/eldercare referrals and resources to meet this demand would communicate a crucial recognition of the family needs of employees. This would not only help with attendance but would also increase the retention of female employees, who generally remain the primary caregivers in the family.

While the City of San Francisco should provide leadership in offering flexible work options, there is still much within an individual department's power. Expanding long-held notions of work options is a major undertaking, but one that must be done to remain competitive. Each department can begin by implementing current written policies, as often a written part-time work and/or flexible work policy is ignored and/or discouraged. The City must consider job sharing as an alternative. Many employees have also expressed a desire for telecommuting, which cuts commuting time and thus provides employees an opportunity to spend more time with their families during non-working hours. While these may not be viable options for all employees, they should at least be explored, particularly in light of the San Francisco Bay Area's traffic and environmental concerns. City-wide, flexibility and creativity should be at the forefront of any department's efforts to provide adaptable work arrangements that encourage nontraditional means of assisting employees with competing family (whether children, parental, or other) demands.

Conclusion and Recommendations

As stated above, this report represents the first step in the process of implementing CEDAW in San Francisco. The Commission on the Status of Women, together with the CEDAW Task Force, will continue to revise the guidelines, to work with selected departments as they undergo gender analysis, to conduct City-wide training in human rights with a gender perspective, and to look at ways to implement CEDAW in the private sector.

We call on the City and County of San Francisco and its City departments to:

- 1. Increase education in human rights with a gender perspective**
- 2. Expand the collection of data disaggregated by gender, race, and other attributes**
- 3. Create a more fair and equitable workplace**
 - **Increase effective recruitment efforts for a diverse workforce**
 - **Provide meaningful family friendly policies to retain employees**
 - **Increase professional development and training opportunities for all employees**

The findings and recommendations are intended to assist the City and County of San Francisco in its efforts to protect and promote the human rights of women and girls by eliminating gender discrimination. By serving as the initial departments to undergo gender analysis, the Juvenile Probation Department and the Department of Public Works have taken the critical first steps toward identifying underlying gender discrimination and remedying inequities. We laud their

generous participation, honesty, and efforts. We encourage continued dialogue among department staff, the Commission on the Status of Women, unions, and the community to continue this process and implement the general recommendations listed above as well as the specific recommendations listed under each department. It is our hope that this ongoing work will continue to serve as a model for protecting women's human rights here in the United States and throughout the world.

History of CEDAW Implementation

This gender analysis report is the first phase of San Francisco's implementation of the United Nations Convention on the Elimination of All forms of Discrimination Against Women (CEDAW).

CEDAW is an international treaty that was adopted by the United Nations General Assembly in 1979. CEDAW was signed by former President Jimmy Carter almost twenty years ago, but has not yet been ratified by Congress and thus, the U.S. is not subject to its obligations. CEDAW provides a universal definition of discrimination against women and brings attention to a whole range of issues concerning women's human rights. CEDAW broadly defines discrimination against women and girls as "ANY DISTINCTION, EXCLUSION, OR RESTRICTION MADE ON THE BASIS OF SEX WHICH HAS THE EFFECT OR PURPOSE OF IMPAIRING OR NULLIFYING THE RECOGNITION, ENJOYMENT OR EXERCISE BY WOMEN, IRRESPECTIVE OF THEIR MARITAL STATUS, ON A BASIS OF EQUALITY BETWEEN MEN AND WOMEN, OF HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS IN THE POLITICAL, ECONOMIC, SOCIAL, CULTURAL, CIVIL, LEGAL OR ANY OTHER FIELD."¹¹

In recent years, San Francisco and other cities have passed resolutions urging Congress to ratify CEDAW.¹² San Francisco became the first city in the United States to take CEDAW one step further by passing an ordinance to implement CEDAW locally. In April 1998, the Board of Supervisors unanimously passed, and Mayor Willie L. Brown, Jr. signed, an ordinance implementing the principles of CEDAW at the local level.¹³ Supervisor Barbara Kaufman, then President of the Board, sponsored this groundbreaking ordinance, followed through with its initial implementation, and continues to remain involved in its progress.

The passage of this pioneering ordinance was the result of a unique public/private partnership between the San Francisco Commission on the Status of Women (COSW) and a consortium of community organizations that was spearheaded by the Women's Institute for Leadership Development for Human Rights (WILD). Among the community organizations, Amnesty International and The Women's Foundation were also active leaders in initiating the implementation of the ordinance. Together, these partners educated other community members

¹¹ The United Nations Convention on the Elimination of All Forms of Discrimination Against Women, opened for signature 12/18/79, entered into force 9/3/81. The entire text of CEDAW is available at <http://www.un.org/womenwatch/daw/cedaw/content.htm>. For additional resources on CEDAW and international human rights, see also <http://www.wildhr.org>.

¹² City and County of San Francisco, Resolution No. 1021-97 (November 17, 1997).

¹³ City and County of San Francisco, Administrative Code, Chapter 12K, the CEDAW Ordinance. The full text of the Ordinance is attached as Appendix A, and is available at the Commission's website, <http://www.ci.sf.ca.us/cosw>.

on human rights and CEDAW, spoke with elected officials, and held a public hearing. Throughout these activities, they emphasized the need for increased services and opportunities for women and girls and advocated that the implementation of CEDAW would fulfill those needs.

Local Implementation

Local implementation of the ordinance is delegated to the COSW, with oversight from the CEDAW Task Force. The Task Force was established to advise the Mayor, the Board of Supervisors, and the COSW about the local implementation of CEDAW. The eleven Task Force members include elected officials, community advocates, organized labor, and government employees. Current Board of Supervisors President Tom Ammiano and staff, as well as a representative of the Mayor's budget staff, participate on the CEDAW Task Force. These members represent a wide array of CEDAW-related interests, including the Department of Human Resources, the Human Rights Commission, and community members representing employment, human rights, violence against women and health care areas.¹⁴ Since its inception, the Task Force has worked diligently - often meeting biweekly - to ensure that the local implementation of CEDAW's principles result in both conceptual and actual changes.

In the future, the COSW, together with oversight and participation from the CEDAW Task Force, will: (1) work with additional departments to perform gender analysis, (2) conduct city-wide training in human rights with a gender perspective, (3) explore ways to implement CEDAW in the private sector, and (4) develop an integrated service plan for women and girls.

Gender analysis is an approach to how women and men, and girls and boys, can best be served and employed in the 21st century. It employs a human rights approach to the needs of all persons, and stresses that budgeting and planning must recognize these different needs to ensure equitable outcomes. The ordinance works to promote gender equity and equal access in (1) economic development and employment, (2) violence against women and girls, and (3) health care. Specifically, the ordinance found there is a continued need for the City and County of San Francisco to protect the human rights of women and girls by addressing discrimination, including violence, against them. The ordinance requires City departments to undergo gender analysis to determine whether the departments are implementing the principles of CEDAW or discriminating against women and girls in their *service delivery*, *employment practices*, and *budget allocation*. The purpose in analyzing the operations of departments is to identify discrimination and, if identified, to remedy that discrimination through an action plan. The aim is to integrate gender into daily operations so that both women and men, as well as girls and boys, are ensured adequate access to services and fairness in the workplace.

¹⁴ The current members of the CEDAW Task Force are listed on page ii of this report.

Methodology for Gender Analysis

Pursuant to a CEDAW-inspired ordinance adopted in April 1998, the CEDAW Task Force was established, in part, to implement a gender analysis with San Francisco city departments.

This report contains the results of gender analysis conducted in Summer 1999 with two departments: the Department of Public Works and the Juvenile Probation Department. The Task Force chose the Department of Public Works for its large size, its many nontraditional opportunities for women, and its provision of services with indirect gender effects. The Task Force chose the Juvenile Probation Department for its significant population of girls and young women and its emphasis on community services. Pursuant to the ordinance, each department designated a management-level employee to serve as a liaison throughout the process.

Once the departments were selected, the Task Force set out to hire an expert to design and conduct the gender analysis. Since this type of analysis had never been done before on a local level, the search to hire an expert was broad. In March 1999, the COSW and the CEDAW Task Force hired the international consulting group Strategic Analysis for Gender Equity (SAGE) to develop and enact the pilot phase of this gender analysis.

The ordinance called for results in a tight timeline. Once the SAGE consultants were selected, they began the gender analysis, to be concluded within four months. SAGE had two primary tasks: (1) to develop a framework for gender analysis by drafting guidelines for how to conduct a gender analysis, and (2) to work with the Department of Public Works and the Juvenile Probation Department to conduct the gender analysis in a pilot phase, and make recommendations in a final report.

The first stage of the gender analysis process, developing the guidelines, was a collaborative project. During the first two months of the pilot phase, SAGE prepared the Guidelines for a Gender Analysis based on input from staff of the two departments, community groups, unions and the CEDAW Task Force.¹⁵ COSW then circulated drafts of the guidelines for comment to a spectrum of organizations and individuals. Staff from the two selected departments, the CEDAW Task Force members, and COSW staff spent many hours reviewing and commenting on the guidelines. Other community members - including staff from several local nonprofit organizations, union organizers, and union members - also provided critical input and suggestions.

¹⁵ The guidelines are attached as Appendix B of this report. They may also be downloaded from the COSW's website at <http://www.ci.sf.ca.us/cosw>.

The guidelines provide a framework to document and address the differential impact of services, employment policies, and budget allocations on women and men in a three-step process: (1) gathering information, (2) assessing the situation, and (3) recommending what, if any, city practices and policies should change to promote gender equity. SAGE and the COSW encouraged departments to use a participatory process to conduct the analysis, working with department staff, unions, and women's and community groups. Each department used the gender analysis guidelines to analyze themselves, so that they would engage in a process of self-examination and perhaps be better able to impose changes from within. The ultimate aim was not to produce yet another departmental report but to put a process in motion that would encourage and institutionalize new ways of thinking about gender.

Over a five-week time period, the two departments responded to the gender analysis guidelines. The consultants and the COSW provided technical assistance to the departments, instructing departmental staff that the guidelines, formed as a series of questions, were not merely a survey but a framework for how to conduct gender analysis. The findings, analysis, and recommendations in this report are based on each department's gender analysis of service delivery, employment practices, and budget allocation.

This report is the result of a collaborative process. Led by the SAGE consultants in close collaboration with COSW staff, this report is the product of detailed review and suggestions by the CEDAW Task Force, dialogue with departments, and commentary from organized labor and nonprofit community organizations.

The role of the CEDAW Task Force has been critical to this process. Task Force members generously gave time, effort, and expertise toward shaping this vision of gender analysis, a first step on the road toward gender equity in local government.

JUVENILE PROBATION DEPARTMENT

1. Overview

The Juvenile Probation Department of the City and County of San Francisco (JPD) "provides for the welfare of youthful offenders and children at-risk, and enhances public safety under the direction of Juvenile Court and state law" and "locates and develops or administers programs for the assessment, education, treatment, appropriate rehabilitation, and effective supervision of youth under its jurisdiction."¹⁶ Its mission is, "[t]o be a primary and effective resource for positive change in the lives of youth and their families, accountability to victims and the protection of the public."¹⁷

The Department has five divisions: Administration and Finance, Probation Services, Juvenile Hall, Log Cabin Ranch, and Community Programs. Each division's operations are detailed and analyzed herein. In Fiscal Year 1998-1999, the Department's total budget was \$25,987,747, and it employed 321 staff. A significant portion of the Department's budget goes to both Juvenile Hall (a short-term youth detention facility) and Probation Services.

Conducting a gender analysis of services requires that all staff recognize the different needs of all persons, and incorporate gender needs and concerns into planning and operations. Although this is a relatively new concept, prior to this analysis, the Department of Juvenile Probation had already begun to provide significant gender specific services for girls and young women. Having already studied gender, department staff, especially top management, were well prepared to further incorporate gender into its delivery of services.

The Department has already created some services that effectively meet girls' needs. However, staff who regularly work with the young women need training about this gender specific programming so that they are equipped to refer and place clients appropriately.

Generally, there is a need for education in human rights training with a gender perspective, which will both improve staff's ability to serve a diverse population of young women and men, and improve interactions between employees. Providing staff members with education in gender issues and human rights work is necessary for them to learn how to incorporate gender concerns into budget planning, program and service development, and employment practices.

The Department collects significant data on its client population. The youth population served by the department is diverse, requiring an approach to service delivery that

¹⁶ Written Response of the Juvenile Probation Department to the Gender Analysis (JPD Response), page 1.

¹⁷ Juvenile Probation Department Mission Statement, dated 8/19/98.

considers ethnicity, culture and language. Presently, the youth receiving services by the department is about 25-28 % female and 72-75 % male. Among both girls and boys, most are people of color. This underscores the importance of the Juvenile Probation Department tailoring its services to the specific needs of its clients.

The Department's staff is also fairly diverse and representative of the available labor pools. In 1999, the Department employed 321 persons, including 117 females (approximately 36% of entire workforce), and 90 women of color (approximately 28% of entire workforce, and approximately 77% of all women). However, women are still under-represented in nontraditional employment areas, such as engineers and utility workers. The Department plans to conduct greater outreach to remedy this under-representation.

Many employees voiced the need for more family friendly workplace policies and a more equitable work environment. Some expressed needs, such as paid family leave, reflect a city-wide practice that is beyond the control of the individual department. Other expressed needs, such as providing more flexible work options and employee peer support mechanisms, are within departmental control and must be addressed so that quality employees are retained in a competitive market. In departments that need round the clock staffing, creativity is necessary to produce more flexible work schedules that will assist both staff and the families of their clientele. The department must begin to address employees' expressed concerns about lack of childcare, helping with referrals and resources or otherwise creating a meaningful family friendly environment. The Department must also consider job sharing as an alternative. Finally, telecommuting must also be considered. Although these options may not be viable for all employees, they must be explored.

In general, the City does not require departments to collect data relevant to evaluating gender equity, especially concerning employment. Data on flexible work options, use of childcare, parental status, promotions, and other categories are needed to accurately assess work patterns and the needs of employees. Also, unless this data are disaggregated by sex, race, and other criteria, sources of bias will remain hidden. Do women and men use family leave equally? Are women or men who take family leave overlooked for promotions? We will never know unless we look at data about both women and men. We must also isolate for race and other criteria to ensure that other potential sources of bias (for example, sexual orientation) do not produce misleading results. And controls must be employed so that, for example, a woman of color is counted only once and not twice. Of course, certain data (such as parental status or sexual orientation) may be obtained from employees and clients only under voluntary and confidential methods. Also, the Juvenile Probation Department, in particular, is required by law and regulation to gather certain types of data. This required data collection must continue. Still, the Department should attempt to gather this data voluntarily and confidentially from its employees and clients.

Methodology

The Department's participation in conducting the gender analysis was led by Assistant Chief Probation Officer Gwendolyn Tucker. The Administration and Finance Division, with participation by administrative and program staff, coordinated the department's provision of information for the gender analysis. The staff gathered data and narrative information using both on-line and manual resources. To obtain a comprehensive understanding of employee needs, the Department assembled 42 male and female employees into six focus groups and asked them to identify their concerns regarding work environment and employment practices. Conducting focus groups is an excellent model for future data collection.

COSW and the CEDAW Task Force appreciate the Department's extensive efforts in participating in this gender analysis. The Department's thorough response within a short time frame reflects a serious commitment to the success of this project.

2. Delivery of Services

Prior to this analysis, the Department already had begun to examine service delivery from a gender perspective. A number of recent reports on gender and services highlighted the different needs of young women and girls,¹⁸ and the Department had begun to address these needs. It now provides some gender specific services, such as peer counseling that addresses domestic violence and sexual assault within relationships, and reproductive health education.

a. Gender and Service Delivery

Gender specific services are services that meet the different needs of people based on gender. Gender specific services for young women and girls are not simply services offered to girls, but are services that are designed, implemented and evaluated to serve their specific needs.¹⁹

Young women and girls are a relatively new but increasingly large percent of the population in the juvenile justice system. Between 1990 and 1994, girls' arrest rates in San Francisco increased by 121 percent, and detention rates for girls at Juvenile Hall jumped 47 percent.²⁰ Many of the Juvenile Probation Department's services were designed originally to serve the needs of young men and boys. It has been difficult for staff and services coordinated on a male model to transform to accommodate the often different needs of girls. For example, many young women come to the Department as survivors of abuse, and, thus, require mental health services that help them cope with and recover from their experiences.²¹ Also, research indicates that females often enter the

¹⁸ See, for example, Out of Sight, Out of Mind: The Plight of Adolescent Girls in the San Francisco Juvenile Justice System, by The Center on Juvenile and Criminal Justice, 1995. Other reports are listed in Appendix C, Bibliography.

¹⁹ Females under the age of eighteen often choose to call themselves either young women or girls. For example, teenagers may call themselves young women while an eight-year old may consider herself a girl. Ultimately, young women must be allowed to self-identify as they wish. In this report, the two terms - young women and girls - are used interchangeably.

²⁰ Center for Juvenile and Criminal Justice, 1996.

²¹ Research has confirmed that girls are likely to experience physical or emotional abuse. It is estimated that 70 % of girls in the juvenile justice system have histories of abuse. Owen, Barbara and Barbara Bloom, Profiling the Needs of Young Female offenders: Final Report to the Executive Committee, California Youth Authority, 1997. Also, "[s]ixty-two percent of incarcerated girls reported suffering physical abuse, most before the age of 15." Of these girls, 54% reported being the victim of sexual abuse. Come Into the Sun: Findings and Recommendations on the Needs of Women and Girls in the Justice System, Delinquency Prevention Commission, Commission on the Status of Women, City and County of

juvenile probation system for different reasons than males. In particular, young women are arrested more than young men for "status" crimes, such as running away from home, as opposed to misdemeanors or felonies. In California in 1996, "status offenses accounted for just over 20 % of all female juvenile arrests, compared to 11% of the male juvenile arrests."²² As a result of both the increased contact with young women, and the recognition of their specialized needs, the Department, especially under the current Administration, has moved toward providing gender specific services for young women and girls.

A number of excellent reports that focus on gender and services have been prepared about JPD internally, by the San Francisco Grand Jury, and externally by consultants and community groups.²³ Many of these reports acknowledge the department's growing commitment to addressing the needs of young women and girls involved in the juvenile justice system. As the Department acknowledges, these reports (such as the Out of Sight, Out Of Mind report) have had a positive impact on how the department provides services to girls. While it is not always easy to encourage outside criticism, the Department should continue to welcome the input and energy the community devotes to its programming.

Community Programs Division

The Community Programs Division funds a diverse array of community based programs for youth involved in or at risk of involvement with the juvenile justice system. Generally, the services are based on a holistic approach to the lives of the youth served and incorporate youth input and feedback. Many of these services are multilingual.

All of these services are provided through contracts with community based organizations. The Division has a contracting process that is inclusive of community and client needs, and encourages service providers to communicate and cooperate with each other and with departmental staff. Some services serve youth onsite at Juvenile Hall. But most of these contracted services are provided at community locations for young women and men who reside either at their own home, in foster care, or at a group home or placement facility. A client's entry to the programming offered by this Division is through referrals by staff in other divisions, often a probation officer.

The Department has been aggressive and successful in securing state, federal, and other funding to offer these services. Yet, most of this funding is temporary and thus at risk. The funding of gender specific programming in each division must be integrated into the regular budget process to sustain and promote this critical work.

San Francisco, March 1992, pages 6, 10, *citing to* American Correctional Association, 1990, The Female Offender: What Does The Future Hold? Washington, D.C.; St.Mary's Press.

²² Bloom, Barbara and Barbara Owen. Modeling Gender Specific Services in Juvenile Justice: Policy and Program Recommendations, State of California Office of Criminal Justice and Planning, August 1998, Executive Summary, page 2.

²³ Reports considered in conducting this gender analysis are listed in Appendix C, Bibliography.

Expand gender specific services and aftercare.

The Community Programs Division has led the implementation of gender specific programming for young women and girls. In February 1998, the Division issued a Request For Proposals for Gender Specific Services for Girls. In December 1998, another Request For Proposals (RFP) was issued with six priority areas, including girl's services.

Both the Department and community groups working with young women agree that gender specific services for girls should be expanded. In particular, there is a need to develop, expand, and/or redesign services that address mental health, sexual assault, domestic violence, parenting and pregnancy prevention, delinquency prevention for at risk girls, substance abuse prevention, education, and transition planning. Importantly, young women must be involved in the design of these services.

Some aftercare programs are provided to boys at Log Cabin Ranch, the city's one year residential rehabilitation facility for boys, but additional aftercare programs are needed for both boys and girls. In particular, there are few, if any, aftercare and transitional services for women who have completed their probation or treatment. Once a young woman leaves Juvenile Hall, or a placement facility, she is left largely on her own. The result is that she often returns to or enters an unhealthy environment, and becomes more at risk to endanger herself and/or to reenter the criminal justice system. For example, she may return to an unsafe family situation, move in with an abusive boyfriend, or even prostitute herself. The Department must counsel young women and girls about aftercare and transitional services including housing, counseling, life skills and self esteem development, health care (including reproductive health), education, job skills training, and job placement assistance. At a minimum, young women need viable, safe options for housing and paid employment.

Train department staff on gender specific services.

Incarceration and rehabilitation models for youth were traditionally designed to meet the needs of boys and young men. For years, many staff worked mostly with boys. As a result, they developed expertise and became comfortable working with boys. Some current male staff report feeling uncomfortable or even scared about working with young women and girls. The Department must train its own staff to work with girls and young women, and in particular to recognize and understand that the needs and experiences of girls may be different from those of boys, especially in areas of counseling and placement options. According to research commissioned by the State of California, "[m]eeting the needs of girls and young women requires specialized training and staffing, particularly in terms of relationship and communication skills, gender differences in delinquency,

substance abuse education, the role of abuse, developmental stages of female adolescence, and available programs and appropriate placements and limitations."²⁴

Staff outside of the Community Programs Division has not been formally trained about gender specific services. For example, community groups state that while some Probation Officers (POs) informally work with the Community Programs Division to ensure that clients have access to gender specific programming, other POs are not informed about gender specific programming. Community groups report that often girls are not referred to available services. This is inadequate. Additional training is necessary. Because the PO controls the client's access to the programming offered by the Community Programs Division, all POs must be trained in the importance of referring clients to this programming. To do this, they must fully understand the programming itself.

In addition to training all staff on gender specific services, community advocates strongly recommended that the Juvenile Probation Department establish a girls unit or team staffed by a small group of intake officers, probation officers, counselors and other staff who would be trained to work exclusively with female juveniles. A girls unit would enable the staff to gain expertise in the needs of young women (e.g., the need to be free from family violence and sexual abuse, the need to sustain herself economically). If such a unit were physically located in one area, young women would also have regular contact with the same group of adults. This would serve the young woman's need for continuity in relationships. The Department should seriously consider establishing a gender specific probation unit for young women, and solicit community and client input on this issue.

Increase coordination among contracted service providers.

The Community Programs Division recognizes the need to increase coordination among contracted community-based providers of gender specific services for girls. Community service providers have also stated that they wish generally to improve their relationship with the Department.

A model for increased coordination already exists in this division. During fiscal year 1998-99, the Department implemented its Giving and Inspiring Responsibility in Life (G.I.R.L.) project, which required four community agencies to collaborate in providing comprehensive service delivery to young women. This collaboration also provided alternatives to detention, allowing young women to remain in their communities while on probation. The Department just completed its first annual assessment and recommended, among other things, that one probation officer be assigned all girls enrolled in the project, and that agencies solicit regular input from girls concerning program development and program effectiveness. The Department could expand this model to other agencies. Adding more gender specific training would further improve service coordination.

²⁴ Bloom, Barbara and Barbara Owen. Modeling Gender Specific Services in Juvenile Justice: Policy and Program Recommendations, State of California Office of Criminal Justice and Planning, August 1998, Executive Summary, page 5.

In Fiscal Year 1999-2000, the Department will sponsor a two-day conference on gender specific services for at-risk young women and girls. A conference may foster connections and provide some necessary training on gender specific services, assuming that such training will be included in the conference. Other possible methods to increase coordination are continued training for service providers, and more input from service providers and young women when designing services.

Probation Services Division

The Probation Services Division "develops and/or contracts for services for assessing, educating, treating, and supervising youth who are in trouble or at risk."²⁵ This Division is comprised of five units: the Special Services Unit, the Supervision Unit, the Intake Unit, the Serious Offender Program, and the Prevention/Diversion Unit.

The Division as a whole reports serving a diverse population. During 1998, however, only two of the five Units collected and maintained sex-based data. Of these two, the Supervision Unit reported serving 24.4% females (259 out of 1,062) and the Intake Unit reported serving 28% females (1,471 out of 5,247). Most of those served were women of color, with African American women constituting the largest of any racial group among women (63% of Supervision's female clients and 59% of Intake's female clients were African American).

Incorporate gender sensitive indicators.

Current indicators used to measure the effectiveness of services in this Division are gender neutral. For example, within the Prevention/Diversion Unit, effectiveness of services is measured using indicators such as timeliness of reports, number of minors on probation who re-enter the system, and number of minors successfully completing probation. Gender sensitive indicators could include the number of women who leave violent relationships, undergo a mental health assessment, and receive information on health care, pregnancy prevention, sexual abuse, or nontraditional job training.

The Department's current indicators appear to measure the rates of service provision but do not document the actual impact on girls and boys. However, department-wide, Juvenile Probation is moving towards integrating more qualitative measures of programming, including gender specific and cultural specific indicators.²⁶ As part of the gender analysis, the Department was asked to state the impact of each service on male clients and on female clients. The Probation Services Division provided the same response for male and female clients, indicating that each Unit's services have the same impact on clients regardless of gender. For example, the Supervision Unit, which assigns probation officers to supervise minors who are ordered to live at home, states the impact

²⁵ JPD Response, Introduction, page 1.

²⁶ The Department is developing a comprehensive program evaluation system in partnership with other city agencies. See Program Development and Evaluation System, ProDES Information Sheet, City and County of San Francisco, Juvenile Probation Department.

on all clients as, "Provides necessary support services, which enable clients to successfully transition back to their new home or community."²⁷ While this is a broad statement of the services provided, the *impact* of these services - especially home or school visits - may be different impact for young women as opposed to young men. For example, young women with an unstable family life may experience a lack of connectedness and social isolation, and may benefit greatly from frequent and continuous contact with their probation officer.²⁸

Establish a gender specific residential placement facility for girls.

The Juvenile Probation Department recommended establishing a gender specific residential placement facility for girls²⁹ (15 capacity) with a staff client ratio of 1 to 4 with both short-term (90 days) and long-term (9-12 months) programs. The short-term program would focus on family reunification, whereas the long-term program would serve 16-18 year olds with a variety of gender specific services. The Department recognizes that programming was traditionally geared for boys, and, at this facility, will provide gender specific programming for young women. The Department identified possible funding sources as government, private funding corporation, and victims of crime compensation. The facility would have a comprehensive evaluation process, conducted by an outside contractor. While the budget for this facility was not available, the timetable for this project spans five years.

As part of the Juvenile Justice Action Plan, the Mayor's Criminal Justice Council recently established a local placement facility for young women on Treasure Island. This is currently an eight person facility with construction plans to accommodate 30 young women. The Juvenile Probation Department has been involved with the Treasure Island facility including training its staff, and currently provides referrals to the Treasure Island facility. The Treasure Island facility appears to offer some gender specific programs, such as assault prevention classes for young women. The Department's proposed facility is geared toward gender specific services. Both facilities propose to increase local placement options with gender specific services for young women.

Some community advocates have stated that out-of-home placements should be made only when necessary (i.e., "in the best interests of the child") and, if necessary, should be local. This allows parents, siblings, and other family members, including relatives supportive of the young woman, to maintain some contact with the client during the placement period. Local placements also allow service providers to work with parents and to ease the transition from a facility back to the community or home. Finally, young women may have children in foster care, and only local placements allow continued

²⁷ JPD Response, Services, page 8.

²⁸ Bloom, Barbara and Barbara Owen. Modeling Gender Specific Services in Juvenile Justice: Policy and Program Recommendations, State of California Office of Criminal Justice and Planning, August 1998, Executive Summary, page 5.

²⁹ The Department currently funds and runs an all-male facility, Log Cabin Ranch, which, as discussed later, has programming that appears gender specific for boys.

contact for mother and child. The Department's proposed facility should be located in San Francisco.

The Department's proposal to emphasize family reunification corresponds with community sentiment. Community groups recommend parent services, including gender specific peer support groups for parents, siblings, and other family members. They also stress the need for a mechanism to make the parents accountable to remaining involved in the lives of their children.

As the Department is aware, it is important that any facility for girls - be it Treasure Island or the Department's proposed facility - does not simply become a Log Cabin Ranch for young women, but, instead, is truly designed to meet the interconnected needs of girls. Overall, the facility and its staff must have a rehabilitative approach, not losing sight of the ultimate goal to minimize incarceration of young women and provide them with the life skills and support necessary to remain free from the criminal justice system.

Juvenile Hall

Juvenile Hall "provides detention for juveniles recently arrested and awaiting court deliberations and decisions of social service agencies."³⁰ Youth at the Hall receive education, health services, vocational training, and other services. Education is provided in partnership with the San Francisco Unified School District. Mental health services are provided in partnership with the Department of Health. The California Board of Corrections regulates Juvenile Hall.

The Hall has a fairly large staff, including 83 counselors, with an average daily client population of 120 youth. 1998 referral data reflect that young women and girls comprised 25.6% (839 out of 3,271) of the client population. Out of all women (839), 66 % (554) were African American, 12 % (101) were White, 11 % (93) were Asian & Pacific Islander, 10 % (87) were Hispanic, and 0.5 % (4) were American Indian.³¹ With such a racially diverse population, gender specific services must be culturally and linguistically appropriate.

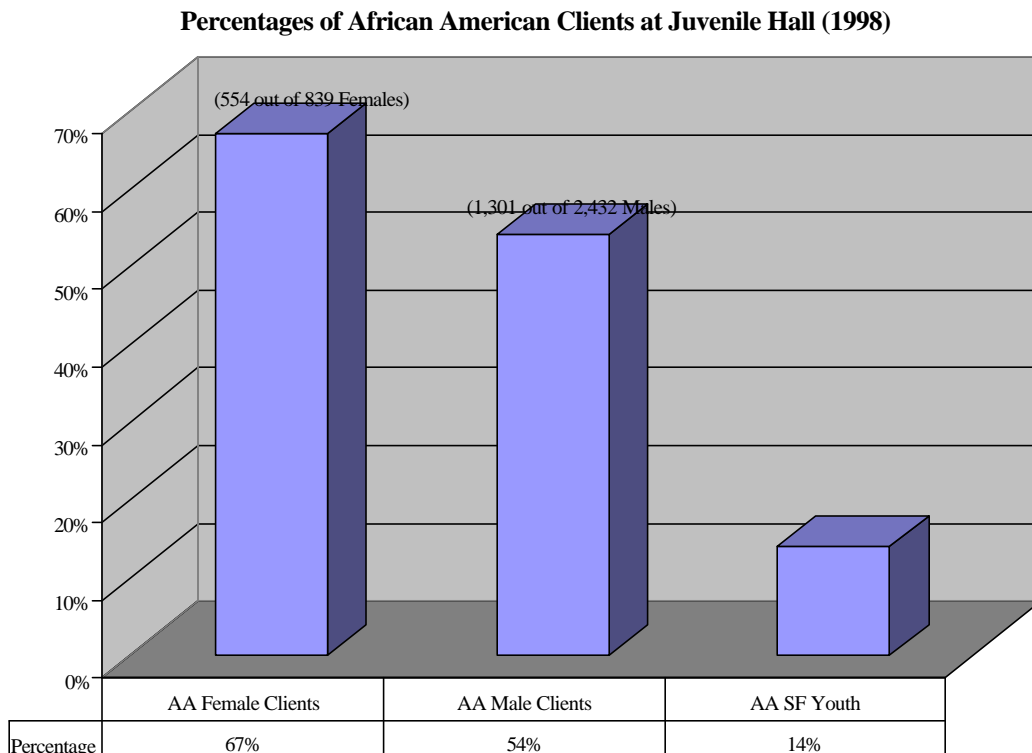
One of the Department's priority areas for 1998-1999 is to "[a]ddress the overrepresentation of minority populations among youthful offenders."³² Young women of color, and especially African American young women, are incarcerated at high rates, occasionally even higher than their male counterparts. African American girls are 66% of all girls in Juvenile Hall. African American boys are 53% of all boys in Juvenile Hall, and 61% of all boys in Log Cabin Ranch. Overall, African American youth are a large percentage of the Department's clients (ranging from 51 to 61 %, depending on Division

³⁰ JPD Response, Services, page 14.

³¹ Among young men and boys, there was a larger Hispanic (21% at 515 out of 2,432) than Asian & Pacific Islander (15% at 366) population.

³² Juvenile Probation Commission, Priority Areas for 1998-1999.

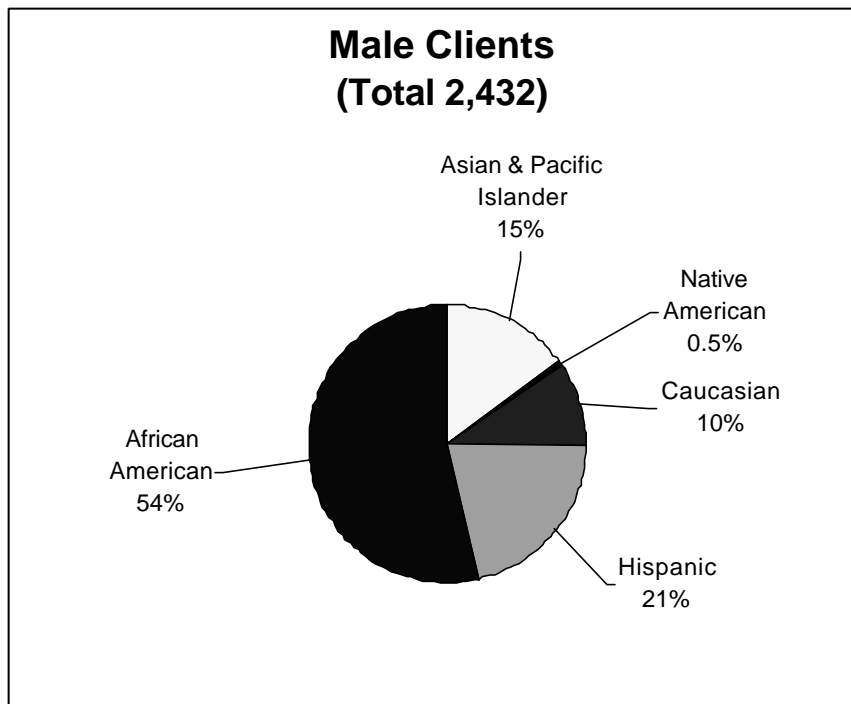
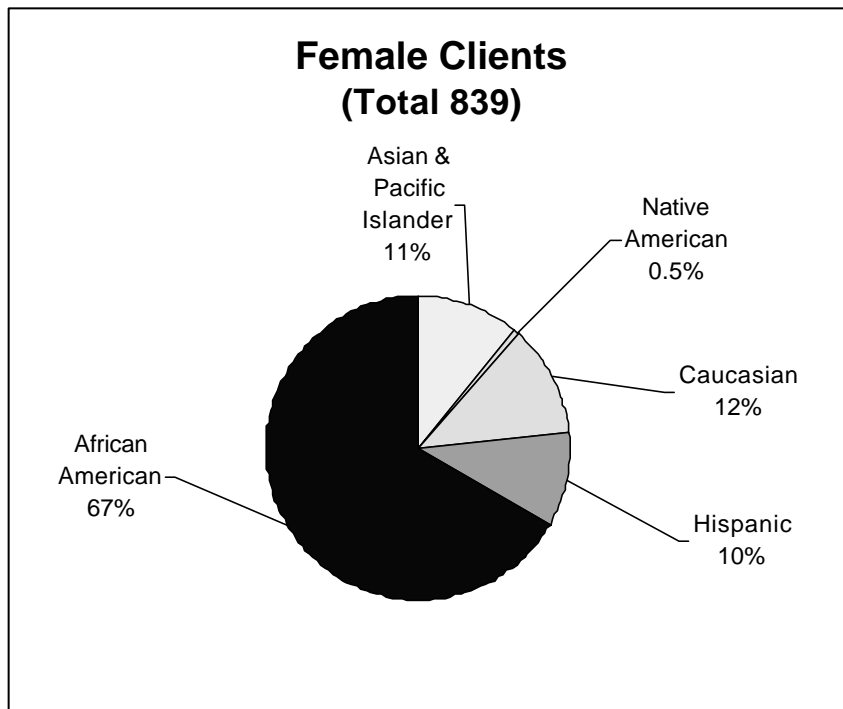
and program), compared to 13.8 % of all County residents aged 0-24 years.³³ See figures, "Percentages of African American Clients at Juvenile Hall," and "1998 Juvenile Hall Clients by Sex and Race," pages 26-27. These statistics, which mirror those of incarcerated adults by race, are a reflection of society rather than of department action or policy.³⁴ The Department of Juvenile Probation alone only has a limited ability to influence this situation. However, these statistics are disturbing from a human rights perspective, and raises the question why so many people of color - especially African Americans - are involved with the criminal justice system. Racism, economics, education, and other factors may all contribute to these patterns. However, continuing to collect disaggregated data (i.e., data based on race and sex, and other criteria, such as sexual orientation) is critical to identifying such patterns. Although the department is not responsible for the rapid increase of young women in the criminal justice system, it must continue to seek alternatives to incarceration, including additional prevention and intervention programs.



³³ In 1996, African Americans were 13.8 % of the San Francisco child and youth population ages 0 to 24. California Department of Finance, Race/Ethnic Population Estimates with Age and Sex Detail, 1970-1996, January 1998.

³⁴ For example, the San Francisco Sheriff's Department reports that incarcerated adults are currently (as of September 1999) approximately 49% African American, 25-30% Latino/Hispanic, and 25-30% Other (including Asian American, Native American and European American). Statistics for females only are approximately 60% African American, 10% Latino/Hispanic, and 25-30% Other.

1998 Juvenile Hall Clients by Sex and Race



Juvenile Hall has seven units. Of these, three serve female clients: the intake unit, a co-ed unit, and an all girls unit. To be assigned to the co-ed unit, both girls and boys must demonstrate some maturity, stability, and social skills. There are specialized services for girls in Juvenile Hall, including one-on-one counseling, family focused programming, targeted educational and vocational activities, case planning activities, girls groups, life skills for girls, and a special mentorship program for girls. Most of these services are designed to be gender specific, and are provided by community based organizations under contract with the Community Programs Division.

However, these programs are short, compared to the time that incarcerated youth spend with counselors or other Juvenile Hall staff. Even a wonderful program will produce limited results unless staff provides the necessary follow-up. Training and opportunities should be provided to staff who work directly with the young women and young men. Although this is an employment issue, it profoundly impacts service delivery.

One of the department's stated major obstacles to providing services is the condition of the Juvenile Hall facility, which is in need of major repair or reconstruction. The facility structure is incompatible with the Department's desired programming. There is no space or area to offer girls vocational classes like woodshop, which is offered to boys at Log Cabin Ranch. There is limited space for gender specific programming, such as mental health services for girls. Thus, this structure is inconducive for rehabilitation. Both department staff and community groups agree that better resources are needed. This would be a formidable and costly undertaking. The Department is currently exploring community based alternatives to detention, and is moving towards providing more intervention and prevention programs. These alternatives to detention should be fully explored before refurbishing Juvenile Hall or increasing its capacity.

Incorporate gender sensitive indicators.

Indicators used to measure effectiveness of services are based on explicit "customer service goals" which primarily state time limits for activities such as admission, processing, and release of juveniles, and admission of parents, visitors, volunteers, and contracted professional staff. These indicators, used to measure efficiency of staff in delivering services, may facilitate managing Juvenile Hall, but must be expanded to measure how these services impact young women and young men. As stated, department-wide, Juvenile Probation is moving towards integrating more qualitative measures of programming, including gender specific and cultural specific indicators.³⁵ These gender specific indicators will be particularly useful to measure outcomes at Juvenile Hall.

For example, gender sensitive indicators could include asking a young woman about how service programming changes the way she views herself, her relationships with her partner, her mother or other female family members. Such an evaluative technique takes

³⁵ The Department is developing a comprehensive program evaluation system in partnership with other city agencies. See Program Development and Evaluation System, ProDES Information Sheet, City and County of San Francisco, Juvenile Probation Department.

into account the particular societal influences that result in many girls having low self-esteem, placing importance on romantic relationships, and having strong ties with her family. Based on these influences, girls' needs may be different than boys' needs. While the needs of both are equally valid, none will be served adequately unless the service provider recognizes the different life experiences of all persons.

Train ombudsperson(s) in gender specific services.

The Department recently initiated an ombudsperson pilot project to "provid[e] on-site staff to receive, evaluate, and mediate grievances in Juvenile Hall."³⁶ This pilot project was an important step in providing a much-needed mechanism for juveniles, their families, and the community to question and/or complain about the services provided to juveniles detained at Juvenile Hall. Continued funding is necessary. In speaking privately and confidentially with any client who has a grievance or problem with staff, this ombudsperson will need training for the gender-specific needs of each client. Tracking grievances could serve as an additional indicator of the effectiveness of programming within the Hall.

Expand gender specific mental health services and assessment tools for youth in Juvenile Hall.

Over the next three years, Juvenile Hall plans to expand mental health services for detained girls by including one-on-one counseling with a focus on improving life skills, additional case management, expanding referrals to appropriate agencies, and providing female mentors as role models. Counseling will be provided by existing Juvenile Hall counselors and representatives of the Unified School District, the Pastoral Program, and on-site Department of Public Health mental health staff and voluntary mentors, including female Juvenile Hall graduates who have counseling skills. Female mentors will maintain communication and contacts with the girls they mentor for periods of up to five years following the release of the girls from Juvenile Hall. They will also provide support during periods of family reunification upon release from Juvenile Hall. A budget was not available, though possible funds are Temporary Assistance to Needy Families (TANF),³⁷ corporate grants, and General Fund monies.

This Department proposal stresses the importance of female mentoring, and includes peer mentoring, which is often very effective. However, a female service provider does not equate with gender sensitive services. Gender sensitive counseling recognizes the different life experiences of young women. For example, gender sensitive counseling for girls recognizes that many young women in the juvenile justice system are survivors of abuse and works with girls to help them cope with this. Female peer mentors, female counselors, and other service providers - male or female - still require specialized gender training in order to provide effective gender specific services.

³⁶ JPD Response, Services, page 45.

³⁷ Temporary Assistance to Needy Families (TANF) is a State of California program that funds community based, family focused services.

In addition to expanded services, community advocates and past reports have stressed the need for additional and gender specific assessment tools. Community advocates have stated that upon a young person's first contact with the Department, a team should review the young person's situation, perform a psychological evaluation, and conduct educational evaluations for youth with learning disabilities. While such a comprehensive assessment would require additional resources, it would be a form of intervention, providing necessary services at an earlier stage of contact. This would likely result in long-term savings. At this time, the Department can improve the current initial assessment process by training probation officers and counselors to consider gender specific needs when recommending services.

Log Cabin Ranch

Log Cabin Ranch is a detention facility for boys and young men sentenced by juvenile courts for terms of up to 1 year. During 1998, the Division admitted 56 young men and boys, 34 Black (60.7 %), 9 each Asian & Pacific Islander and Hispanic (16.1% each), and 4 White (7.1%).

Although programs at Juvenile Hall appear different from those at Log Cabin, it is unclear how services differ. At Log Cabin Ranch School, education, provided through the San Francisco School District, offers reading, writing, math, social studies, computer skills, woodshop, and life skills. The Health Department provides medical and psychosocial services to residents at Log Cabin Ranch. Some Log Cabin Ranch programs provided by the Juvenile Probation Department appear to be geared to meet boys needs: anger management and violence reduction, teen father program, carpentry program, and recreational programs (river rafting, backpacking, camping, and fishing).

Some services at Log Cabin (such as woodshop, computer skills, carpentry, and even the recreational programs) while stereotypically male, would also benefit young women. It is important that they too be given equal opportunities to gain these skills and to explore nontraditional career paths. For example, girls at Juvenile Hall would also benefit from these classes. However, given the lack of common area at Juvenile Hall, offering these classes to girls there would require additional resources to create a programming space compatible with these services.

While not based on gender, some indicators at Log Cabin Ranch go beyond measuring staff efficiency measures and appear to measure impact upon youth. Log Cabin's indicators include parent input into programs and services, job placement referral services, and a speedy grievance system.

b. Involvement with Clients and Communities

A service program's effectiveness is greatly enhanced by client evaluation. Possible feedback mechanisms are client focus groups, youth satisfaction surveys, and exit interviews. In areas where it has not yet done so, the Department should integrate client feedback mechanisms into current evaluation measures.

In addition to extensive involvement with the Community Programs Division, community groups and members give input on program and service funding at public hearings convened by the Department. This process of integrating community concerns into the development of programming could be replicated in other city departments that serve the public. Needs assessments and evaluation programs both involve input from the community, including the youth and families served. The Department also solicits input from the Juvenile Probation Commission, the Juvenile Justice Coordinating Council, the Juvenile Justice Commission. It further works in collaboration with the Department of Children, Youth and Their Families and the Mayor's Criminal Justice Council to address gaps in services and funding initiatives.

The Department has a model procedure for contracting with community-based organizations. It begins with feedback from the community about priority needs. The Department also solicits input from youth, parents, and probation staff. After identifying the contractual need, the Community Programs Division notifies potential contractors and organizations through a range of outreach efforts. Next, diverse representatives from the community, youth, parents, Commissions, and city departments participate in selecting the contractor. No more than one departmental staff person sits on each review team. After the team makes recommendations, the proposals and recommendations are then packaged and sent to the Chief Probation Officer and to the Juvenile Probation Commission for a public hearing and approval. As a result of these successful outreach efforts, the majority of the Department's non-profit contracts are with agencies that have women and/or people of color as Executive Directors.

Gender concerns are communicated to service providers through various means such as mandated training, commission hearings on gender needs, focus groups and youth conferences, forums, and a mandatory service provider network. In addition, the Department publishes an action plan with goals and objectives that identify priority areas including services for girls.

3. Employment Practices

a. Workforce Data

The department provided detailed workforce data on their employees as a whole and by race, sex, occupational category, employment status, and salary range. These data are analyzed below.

There is a lack of data in areas of particular concern to women. For example, there is limited information available on parental leave, childcare, work options, promotions, or on women's participation in the department's internship, apprenticeship, or mentorship programs. Collecting information in these areas would allow the Department to address the different needs of both women and men in the workforce.

Analysis of Workforce Composition Data

Overall, women are 36.4% percent of the Department's 321 employees, compared to 45.7% percent of San Francisco's civilian labor force.³⁸ The Department's workforce is racially diverse, with a large percentage of African Americans (38.9% "Black"), and a significant percentage of both Asian Americans (15.9% "Asian & Pacific Islanders") and Latinos (15.9% "Hispanics"). European Americans in the Department (29.3% "Whites") are represented roughly in proportion to their representation in the San Francisco Bay Area civilian labor force (28.8%).³⁹ This diversity relates to the diversity of the Department's clientele.

Women are highly represented in the "office clerical" occupational category, whereas men dominate the "professional" and "service and maintenance" categories. Women are 67.1% of office and clerical workers in the San Francisco Bay Area, but are 78.9% of office and clerical workers in the Department.⁴⁰ Among the 28 service and maintenance workers in the Department, 10.7% are women (compared to 35.6% availability in the San Francisco Bay Area) and 89.3% are men (compared to 64.4% availability in the San Francisco Bay Area). While salaries are comparable between the office clerical and service and maintenance positions, the gender divisions of job categories is traditional.

³⁸ JPD Response, Employment, page 2.

³⁹ San Francisco Bay Area Labor Market Availability, 1990 U.S. Bureau of the Census. This is the most recent census data available.

⁴⁰ San Francisco Bay Area Labor Market Availability, 1990 U.S. Bureau of the Census.

Female professionals are underrepresented within the Department. Women comprise only 33.6% of the 223 professionals within the Department, but 47.8% of professionals in the San Francisco Bay Area. Men hold many of the highest paying (\$60,000 and over) professional positions. The department should examine if this is a result of seniority, discrimination, or other factors.⁴¹

In examining the salary ranges by sex, over 50 percent of the Department's employees earning over \$70,000 are female. However, between the \$40-69,000 salary ranges, the percentage of women as compared to men decreases as salary increases. In examining the salary ranges by race, although African American employees are the largest number of the Department's staff, a smaller percentage of African American employees earn between \$50-69,000 compared to European American employees. In the highest salary range, the percentage of African American and European American employees is roughly the same. This reflects effective top management recruitment efforts that ensure equal employment opportunities.

Tie recruitment to workforce data analysis.

The Department plans to complete its Affirmative Action Plan and present it to the Department of Human Resources (as required), with recommendations and an implementation plan to ensure equal employment opportunities. The implementation plan will cover five key areas. First, it will fully identify the Department's workforce composition by job classification, sex and EEO category. Second, it will pinpoint areas where the Department can do a better job in recruiting. Third, it will enlist members from under-represented communities via community based organizations for recruitment assistance and use other marketing media as appropriate. Fourth, it will track recruitment statistics to determine efficacy of recruitment efforts on a quarterly basis. Fifth, it will propose how the Department can adjust its recruitment strategy accordingly. The Department estimates that approximately \$80,000 for 1 ½ staff positions are needed to fully implement all activities in this plan. This Affirmative Action Plan and report will be an important tool to identify and address disparities in the workforce composition.

⁴¹ All of the 6 para-professionals and the 7 skilled craft workers are male. With such small numbers, any trends must be viewed cautiously. The paraprofessional positions are relatively lower paying (\$30,000 to 39,999), but women are underrepresented (women are 85.4% of the San Francisco Bay Area labor market). The few skilled crafts positions are higher paying (\$50,000 and above), although there are also few qualified women available (women are only 9.2% of the San Francisco Bay Area labor market).

b. Recruitment and Professional Development

While the Department has a fairly diverse staff, it recognizes that disparities continue to exist between the availability of women and minorities in the labor pool and the number of women and minorities in its workforce. The Department has created a strong recruitment strategy to identify and attract underrepresented groups. Its plan includes:

- sending personnel staff to make presentations at community based organizations (CBOs), regional career fairs, and social services and criminology classes at colleges and universities;
- advertising positions in ethnic media and through CBOs, including some women's organizations;
- making a conscious effort to include women and minorities on interview panels;
- expanding its recruitment of candidates from underrepresented groups for non-traditional positions such as engineers, and utility workers;
- working with the City's Equal Opportunity Office and individual unions to explore the possibility of creating mentorship and/or apprenticeship programs with a community outreach component; and
- collaborating with CBOs to attract underrepresented groups, monitor disparities in the workforce, and implement programs to ensure equal employment opportunities.

This proposed plan, which uses employer and union partnerships, will help recruit women into nontraditional positions. The plan should also be developed in concert with the Department of Human Resources and other city departments. This plan, along with the Department's Affirmative Action Plans, could be incorporated into a recruitment action plan with specific tasks. The action plan should include involving both women and men in conducting outreach, and specialized training for the staff responsible for recruitment and discrimination issues.

Several female employees stated that female applicants for counselor positions (working in Juvenile Hall) are at a disadvantage because they are often physically smaller in stature than males. The women felt that heavy-set and taller men are considered better able to handle youth. Unless a certain height, weight, or strength is actually necessary to do the job of counselor (in which case it should be explicitly stated in the job description after approval by the Department of Human Resources and the City Attorney), this perception, if present, can result in discrimination against women both in hiring and on the job. The Department should attempt to remove this misperception through such methods as discussion groups and training.

Expand professional development and training opportunities.

Once hired, conscious retention efforts are necessary, including opportunities for training, professional development, and advancement. Both in individual interviews and focus groups organized by the Division, employees requested additional opportunities for professional development and training.

Currently, female and male staff members receive state-mandated training in proportion to their representation in the department. This basic training includes orientation and skills training for probation officers and counselors within one year of hire. Employees expressed a desire for additional opportunities for professional development and education beyond the basic training.

To ensure equal employment opportunities, the Department should make professional development programs a higher priority. Suggested activities include:

- Training the personnel office, managers, and supervisors to regularly appraise employees of professional development opportunities provided by the department;
- Training managers and supervisors to discuss employees' training and career goals during performance reviews;
- Announcing promotion opportunities in a manner that ensures that all employees are informed of the opportunities, criteria, and process for promotion;
- Providing incentives to gain professional development outside work such as participating in community boards, attending night school, and identifying training opportunities;
- Ensuring that parents with childcare and family responsibilities can equally benefit from professional development opportunities;
- Creating employee support groups for women and men to provide a mechanism to address a range of gender based concerns expressed by employees; and
- Consulting staff on how to identify external training needs and develop a plan and budget for additional training accordingly.

c. Work Environment

Department employees and union representatives stated the need for a more family-friendly work environment. The need for increased flexible work options, child-care problems, family leave benefit issues, safety concerns, and a lack of employee peer support mechanisms were all raised. Although many of these are city-wide issues and beyond any one department's ability to change, the department is able to address some of these concerns.

The Department should continue to convene employee focus groups to evaluate changes and address future concerns.

Create a more family-friendly work environment.

The Department is in the process of reevaluating flexible work options, but stated that counselor positions, working with youth at Juvenile Hall, do not allow for much flexibility. Currently, probation officers maintain 8 hour/5 day or 10 hour/4 day schedules. A department review determined that an 8-hour/5 day schedule better suited the needs of the clients and overall operations. In contrast, during the focus group discussion, some employees asserted that flexible work options would reduce the pressure of parental and child care, shorten commute time, and better serve the needs of juveniles and families who cannot access department staff during regular business hours. Some female staff in Juvenile Hall stated that because they are not able to obtain more favorable work schedules, they are not as likely to plan extended careers at Juvenile Hall. Departmental management must work with unions, non-management staff, and families of clients to develop options that accommodate employees' need for flexibility and clients' needs for access to staff. This is critical to the retention of employees.

Employees also expressed concerns about requested parental leave benefits and child care issues. While the Department stated that no employee requested parental leave in the past fiscal year, both men and women expressed concerns about meeting family needs. In focus groups, some male employees stated that they are not given equal consideration for parental leave, including when their wives are giving birth. Men and women stated that supervisors questioned their requests to take leave to attend to the needs of their children. Employees also expressed concerns about the lack of childcare options. In particular, a few female workers in Juvenile Hall felt they cannot take advantage of promotional opportunities because of child-care conflicts.

The Department can attempt to meet the expressed needs of both women and men for family leave. Often, there is the perception that requesting leave or different work schedules will be looked upon unfavorably. While changing perceptions is difficult, it begins at the top. Formulating a committee to review current policies and making changes as appropriate is necessary to truly address employee needs.

In a department with round the clock staffing needs, employees should receive childcare resource and referral assistance. There are many community models, including local childcare referral agencies, on how this may be done.

Expand safety procedures.

The department recognizes staff safety concerns (expressed more by women) and is expanding safety procedures. Men and women identified a need for additional lighting in the parking lot, cars that do not break down and cell phones in case they do, and modernized security equipment (such as cameras). Meeting these safety concerns will likely require a commitment of resources. Women identified a need for a department-wide policy for introducing new staff, and greater staff attention to opening doors only for known persons. In response, the Department began an expanded key control program to control access, and also began requiring employees to wear badges. Another way for the Department to meet safety concerns is to have a group of male and female employees conduct walk-throughs of the entire facility and surrounding area, particularly at night, and to develop an action plan.

Increase enforcement of anti-discrimination policies.

Over the next calendar year (2000) the department is developing a pilot training for staff involved in the recruitment process to be sensitive to issues of discrimination. This training is intended to be the basis for a department-wide effort to educate staff on the issues of gender equity and equality. Topics include supervisors' responsibilities relating to discrimination in the workplace, understanding diversity in the workforce, sexual harassment prevention, cultural awareness and others.

To ensure this is realized, the Department will need a timetable, staff allocation and budget. The Department should consider mandating gender and diversity training for all staff (in addition to STC and other current mandated training), which will aid in countering gender-based discrimination in the workplace. Finally, the Department should incorporate the definition of discrimination contained in the CEDAW Ordinance into the department's training practices.

4. Budget Allocation

All governmental budgets have an impact on the lives of both men and women. Yet, consciously analyzing how budgets impact different populations is a relatively new concept. The CEDAW Task Force acknowledges the work that the Juvenile Probation Department has done to analyze its budget from a gender perspective, particularly considering that the information requested was new. The Department further demonstrated its commitment to this process by providing its information within a short period of time.

The Juvenile Probation Department's total budget for fiscal year 1998-1999 was \$25,987,747. These monies are 4.2% of the total public protection budget (\$617,858,158) for the City of San Francisco.

The Department indicated that young women and girls are a relatively new but increasingly large percentage of the population in the juvenile justice system. Budgetary priorities, which reflect an institutional commitment, should reflect this new reality. In 1998-1999, the Department made increasing services for girls one of its two key initiatives. The Department reported that 25% of its budget is allocated to girls based on the percentage of the population of girls in the system. However, it is unclear how this percentage from the budget was actually allocated and spent on servicing girls. Additionally, if the prior programs were gender specific to boys, then new programs must be developed for girls. Realistically, the additional start-up costs for these new programs may exceed 25%. Since girls' services are a priority, the Department should allocate specific funding to reflect this, which may include allocating more than 25% of its funds to develop gender specific programs for girls. In addition to seeking new funding, the Department should also explore ways to reallocate resources toward expanding gender specific services.

The effectiveness of the girls' programs is difficult to discern from the budgetary information provided by the Department. While the Juvenile Probation Department has allocated resources equally based on its client populations (25% for girls and 75% for boys), the Department will need to expand ways to measure how effectively it is using these resources to ensure the human rights of girls.

Last year (fiscal year 1998-99), Community Programs, the division that leads gender specific programming, received a major budgetary increase within the Department. This increase includes Temporary Assistance to Needy Families (TANF) funding⁴²

⁴² Temporary Assistance to Needy Families (TANF) is a State of California program that funds community based, family focused services.

(approximately \$617,062) to provide gender specific services for young women and girls. (Another \$242,000 from TANF Ranch funds supports alternatives to detention for boys. TANF Ranch Funds can only be used for youth at Log Cabin Ranch, an all-male one year detention facility.) TANF funding has provided needed programming for both girls and boys. As the Department recognizes, additional funding is necessary for gender specific programming. For example, one of the critical areas of need pointed out by the service providers and staff is mental health services, but no budget was estimated, and these additional services will require funding.

Another important concern is that much of the department's gender specific funding (especially funding for girls' programming) is provided by TANF funds which are temporary funds. It is unclear how the Department will continue providing gender specific services after the current TANF funding expires in fiscal year 2003. The Department should continue to seek additional funding, including city funding, for gender specific services for young women and girls.

The Department holds a public hearing on its budget to receive input from community groups and clients. Exactly how this input influences the decision-making budgetary process should be outlined at the public hearing. At the public hearing, the Department should address how funds are allocated for services for girls and boys and how these funds are administered. For example, the public would be interested to know not only how much money is allocated to education or health services but also what services are included in the allocation. Also, the Department should actively engage, in the budget process, young women and men who have previously received services. In particular, measurements of program effectiveness, including input from former clients, should be considered when making budgetary commitments.

As part of a gender analysis of its budget, the Department proposes to examine the feasibility of routinely identifying and tracking on-going expenditures for staff and client services by gender. It is important that this tracking not be sex based but gender based (i.e., whether or not the expenditure meets the particular needs of either girls or boys). Case management costs would include providing gender specific services for girls and boys based on their particular needs. Some services, such as grounds operations or Juvenile Hall facilities maintenance, may not be specific to any gender but may be general service expenditures, and should be recorded as such. On an annual basis, the Department should assess its service budget for general services, gender specific services for girls and gender specific services for boys. Finally, as part of its budget process, the Department should develop an action plan that includes:

- Its detailed budget for FY 1999-2000; and
- Its FY 1999-2000 budgetary commitment to improving equity for girls.

The CEDAW Task Force and the COSW are available to work with the Department to develop this action plan.

5. Recommendations

The COSW and the CEDAW Task Force presents the following recommendations for action. Some recommendations build on those proposed by departments themselves.

It is important to remember that the juvenile justice system's impact on girls does not start with the Juvenile Probation Department. The actions of police, prosecutors, defense attorneys and judges, and even the laws decide who comes under the purview of the Juvenile Probation department. These recommendations are solely limited to the Juvenile Probation Department, but much more needs to be done by the entire juvenile justice system to ensure justice for girls and young women.

Conduct Comprehensive Human Rights Training for All Staff

- Train employees on human rights issues with a gender perspective. Incorporate the definition of discrimination contained in the CEDAW Ordinance into the Department's training. This will enable employees to recognize gender differences among everyone involved in the juvenile justice system, from coworkers to clients.

Collect and Analyze Disaggregated Data

- Expand data collection on workforce composition, employment practices, and client demographics. Data should be disaggregated by sex, race, ethnicity, verbal language fluency, sexual orientation, age, disability, parental status, and other criteria when possible. Collection of certain data (e.g., sexual orientation, parental status, age) must be obtained legally and voluntarily. The confidentiality of respondents must be maintained.
- Collect current San Francisco Labor Market availability data for all occupational categories represented in the Department's current or anticipated workforce.

Expand Recruitment Programs

- Implement the proposed recruitment program through an action plan including staffing and training.
- Expand focus groups to all divisions to gather the concerns of employees, respecting employee confidentiality. Facilitate discussions of recruitment practices, professional development, and the grievance process.

Create a More Family-Friendly Work Environment

- Expand flexible work options in light of expressed employee concerns. Include discussions with families of youth served, unions, and staff.

- Expand focus groups to all divisions to gather concerns of employees, respecting employee confidentiality. Facilitate discussions of family leave, childcare and elder care needs, work options, and health and safety needs.

Study the Viability of Establishing an On-Site Girls' Unit

- Examine the viability of establishing an on-site girls' unit staffed by a small group of intake officers, probation officers, counselors and other staff who would be trained to work exclusively with young women. In particular, identify the benefits of this gender specific model to girls. This examination should solicit community and client input.

Provide Gender Specific Mental Health Assessment and Services

- Expand mental health services for detained girls by including counseling with a focus on improving life skills, additional case management, expanded referrals to appropriate agencies, and providing female mentors as role models. Provide specialized gender training for all peer mentors, counselors, and other service providers - male or female - so that they may provide effective gender specific services.
- Train Probation Officers and Counselors on gender specific programming so that they may address the different needs of girls and boys in the initial assessment process and when recommending services.

Provide Additional Gender Specific Services for Young Women and Girls

- Expand and/or redesign gender specific services for mental health, sexual assault, domestic violence, parenting and pregnancy prevention, delinquency prevention for at-risk girls, substance abuse prevention, education, and transition planning. Involve young women in the design of these services.
- Provide gender specific counseling for young women and girls about aftercare and transitional services including housing, counseling, life skills and self esteem development, health care (including reproductive health), education, job skills training, and job placement assistance. At minimum, young women need viable, safe options for housing and paid employment.

Conduct Annual Gender Analysis of Budget

- Conduct an annual gender analysis of the Department's budget. Assess the Department's annual budget for general services, gender specific services for girls, and gender specific services for boys. Develop an action plan that includes the department's detailed budget for that fiscal year, and its budgetary commitment to improving equity for girls for that fiscal year.

DEPARTMENT OF PUBLIC WORKS

1. Overview

The San Francisco Department of Public Works (DPW) is the department responsible for maintaining city streets and public areas, restoring public monuments, and providing architectural and engineering services to other city departments.⁴³ The Department has a budget of approximately \$115 million and a staff of 1549, making it one of the larger city departments in San Francisco.

The Department is organized into three primary Divisions: Finance and Administration, Engineering, and Operations. The three Divisions are run separately, but senior management in the Divisions work closely together, especially in the collaboration of services and when handling customer service issues. The Engineering and Operations Divisions are each organized into Bureaus.

Traditionally, service delivery has not been examined for its gender effect, especially in the public works arena. Incorporating gender concerns into service delivery was in large part a new concept for the Department. Gender sensitive indicators to measure how services impact the quality of life for women and men have not been used before in San Francisco. This is especially true with indirect services (i.e., services such as street lighting, not provided directly to an individual person) where the gender impact is not immediately obvious and difficult to address. Also, many of the Department's architectural and engineering projects are done for other city departments that also lack human rights and gender training. Hence, these projects will not consider the gender impact unless the Department of Public Works brings this awareness to its clients.

Most staff members were receptive to the gender analysis, although a few did not understand how women and men could have different service needs. The learning process, begun with this study, will need to continue. As the Department recognizes, incorporating gender concerns into service delivery will require significant training and resources. Training on human rights with a gender perspective, in particular how to incorporate gender into such activities as building design and street maintenance, will greatly aid this learning process.

DPW maintains an advanced “customer satisfaction approach.” The Department has created numerous mechanisms to obtain community input, including quality of life

⁴³ More specifically, the Department is responsible for the following: street cleaning, repairs and maintenance; restoration of public monuments (e.g., City Hall, Opera House); building and maintaining plazas, stairways, and other public areas; coordinating street excavation work with other entities; caring for the city's urban forest; enforcing litter laws; removing graffiti and illegal signs; regulating street and sidewalk use; conducting utility undergrounding; and providing architectural and engineering services to other city departments. Department of Public Works 1997/1998 Annual Report, page 3.

forums, Neighborhood City Hall programs, community meetings, customer satisfaction surveys, and pre- and post-construction surveys. The Department should integrate gender into its customer service approach.

The Department offers an extensive employee training program that emphasizes fairness in the workplace and leadership development. It allows for cross-departmental participation in "teams" that problem-solve and make policy recommendations. These professional development opportunities demonstrate the Department's commitment to its staff. This commitment should also include expanded family friendly work practices. Creative solutions to the realities of employees' family obligations are necessary, even if difficult to implement.

Before the gender analysis began, community members interacting with the Department, and the Department itself, had produced several reports concerning employee discrimination issues with a focus on women and/or people of color.⁴⁴ The Department maintains statistics about workforce composition in order to identify discrimination and under-representation in particular job classifications. While the Department conducts recruitment and outreach to ensure equal opportunity, these efforts must be expanded. There is much work to be done to bring women into nontraditional positions, such as the skilled trades. Creative efforts to include women and underrepresented minorities should be developed together with other city departments, unions, tradeswomen's associations, and community organizations.

Methodology

The Department of Public Works conducted the gender analysis under the direction of liaison Assistant City Engineer Kathryn How. Senior management and other staff were open and receptive to the COSW and project consultants throughout the gender analysis process. Discussions took place with the Director, deputy directors, bureau chiefs, managers, and other staff members to develop and use the gender analysis guidelines.

Each bureau that provides public services conducted its own analysis of these services, and examined how these services were or might be evaluated based on gender specific needs. Most employment data and information were provided by staff in Personnel, including the Equal Employment Opportunity Programs section and the training department. Although personnel staff recognized the need to convene focus groups and conduct surveys to gather concerns and recommendations directly from employees, the Department did not have the time to do this during the limited time frame allowed for its response.

⁴⁴ See, for example, Chinese for Affirmative Action, The Broken Ladder '92: Asian Americans in City Government, May 1992. See also, the Department of Public Works, City and County of San Francisco, Response to the Broken Ladder '92: Asian Americans in City Government, July 1997.

2. Delivery of Services

a. Gender and Service Delivery

In response to the guidelines, several Department of Public Works sections ("bureaus") summarized services for which they have lead design responsibility and others briefly described their general services. While some services that the Department provides are sex specific, such as building separate facilities for female firefighters, services are rarely gender specific.⁴⁵ Much of the Department's work is requested by and produced for other departments. In general, gender specific concerns are not integrated into the design, implementation and evaluation processes unless a client department so requests.

Staff in the Engineering Division and the Operations Division provide most of the Department's public services. Each is analyzed below, with a focus on the various bureaus.

The Engineering Division

The Engineering Division provides public services through the Bureaus of Architecture, Engineering, Construction Management, and Street-Use and Mapping.

A good example of how gender concerns are incorporated into facility design came from the Bureau of Architecture, which had lead design responsibility for a number of projects completed for the Recreation and Park Department. The Bureau of Architecture staff designing these services addressed safety issues from a gender perspective. Public facilities were designed as a safe place for people, with additional lighting and visibility where customers enter and leave public facilities. In particular, there were doorways with controlled access, office windows that monitor entrances to dressing rooms and children's playgrounds, and increased exterior lighting which provides lighted paths from facilities to parking lots. These are excellent examples of how integrating gender concerns in the design of public services can benefit both women and men. Many of these design functions may be perceived as benefiting only women, since women may be more likely to visit a playground with children, or to experience fear of violence in a dark parking lot. But safety precautions greatly benefit all persons, including men and boys, who will feel more secure in well lit, visible facilities.

⁴⁵ Sex specific services are those designed for either males or females, while gender specific services meet the different needs of either women or men.

Other Bureau of Architecture projects, done for different city departments, did not address any gender specific concerns. Some of these projects were sex specific, such as constructing separate restroom facilities for female firefighters, or separate locker rooms and toilets for females in a facility. For the seismic upgrade and other improvements to the War Memorial Opera House, sex specific services included adding locker rooms and dressing rooms for female musicians and staff, which added facilities for women that were presumably no different than the facilities of men. Adding bathrooms for women is sex-specific, whereas deciding the number of bathrooms based on gender is gender specific. For instance, a gender specific design at the Opera House increased the capacity of the public restrooms for women by 80%, recognizing that women need more restroom facilities than men.

Improvements to City Hall, the Bureau of Architecture's largest undertaking, did not appear to integrate any gender concerns. With all projects, the "norm" or "public" must be viewed through a gender perspective. The needs and impact of services on all persons, both men and women, must be considered. When designing each project, the queries must be made. *What are women's needs? What are men's needs? How, if at all, are the needs met or not met based on gender? How can the needs and concerns of all persons be best incorporated into the project?* Even if one concludes that no difference exists, it is important to ask these questions to assess if there are different needs or a differential impact based on gender.

The Engineering and Construction Management Bureaus also perform work that impacts women and men, but neither integrates gender into service designs. Some projects, such as the redesign of a sewer system or landslide abatement, may have no differential impact based on gender. However, many projects that appear to be gender neutral actually may impact women and men differently. For example, the Bureau of Engineering designs street lighting projects. On the surface these appear gender neutral, as both men and women have a need for safety. However, a woman, in particular, may fear sexual assault, making her feel more vulnerable than a man. Thus, increased lighting on dark streets, in parking lots, or near public facilities creates a more equitable outcome: both women and men feel safe walking down a street at night. Likewise, the renovation of city parks and playgrounds should integrate gender into its decision-making. The design might then reflect such features as providing sufficient lighting and pruning greenery to maximize visibility.

Finally, another Bureau in this Division, the Bureau of Street Use and Mapping, provides permit and inspection services for use of streets and sidewalks, and approves subdivision maps. The Bureau reports that it is "[n]ot currently engaged in activities that would measure results to gender."⁴⁶ However, here, too, gender integration would be useful. For example, when granting permits, the Bureau could require that permit seekers integrate women's safety needs, such as designing construction walkways without dead ends, and providing adequate lighting.

⁴⁶ DPW Response, "Services and Population Served", page 27.

Train staff to integrate gender in building and environmental design.

Recognizing the need to enhance the capacity of staff to integrate gender into their ongoing work, the Bureau of Architecture plans to develop a training program to raise awareness of issues that are critical to women and girls in building and environmental design. Experts in this area will be consulted to develop specific design training on how to address issues that are critical to women and make women's issues part of the routine project review process. One person will staff this initiative for six hours a week over a three-month period. The Department's estimated budget for this activity is \$10-20,000.

This plan will be most effective if the training and project review considers the needs of and impact upon both women and men. Gender awareness training and standardization of gender concerns would benefit other bureaus as well. Each bureau could involve experts who have an understanding of gender issues in relation to building and environmental design, and develop staff skills to integrate the concerns of women and girls as they relate to the specific services provided by each bureau. Such training could result in a checklist of questions for project managers and staff to use as they carry out their work for client departments. The checklist could include:

- A review of how the physical differences between women and men, such as height and upper body strength, are taken into account in building design and the placement of furniture; and
- Indicators that measure the impact of building and environmental design, particularly on the safety of women and girls. For example, safety concerns call for increased lighting, especially in tunnels and under bridges. Restrooms for women should be well-lit, clean and equipped with sanitary product dispensers. Curb ramps enable access to people with disabilities, seniors, and men or women with strollers. Entrances and exits that are close to bus stops also enhance accessibility and service.

When providing services, the Department must, by law, meet code regulations and other legal requirements relating to design and construction. These legal requirements should also be reviewed to determine what provisions, if any, have a differential impact on women and men.

The Operations Division

The Operations Division provides public services through the Bureaus of Building Repair, Streets and Sewer Repair, and Street Environmental Services. The Bureau of Building Repair ("BBR") repairs potholes, paves streets, operates bridges and tunnels, and provides contractual services throughout the City ranging from custodial services to building a complete structure. The Bureau of Street and Sewer Repair ("SSR") primarily maintains and repairs street structures, and repairs the sewer system as requested by the Public Utilities Commission. The Bureau of Street and Environmental Services ("SES") cleans streets, maintains landscaped areas adjacent to City streets, removes and discourages graffiti, and enforces "relevant Public Works, Police, and Public Health

codes."⁴⁷ SES also operates the "Adopt A Street" program in which it partners with neighborhoods to jointly maintain clean streets.

The Bureaus of Building Repair, Street and Sewer Repair, and Street and Environmental Services do not provide any public services that the division perceives as gender specific or sex specific. BBR and SES each has a fairly institutionalized system for setting priorities for service delivery based, in part, on public complaints and safety, and with some community input. SSR "operates almost exclusively on a complaint basis and sets its service priorities according to the severity of the situation." The Bureau stated that "the severity of the situation is analyzed as it affects the health and safety of the population as a whole, not a gender-specific sub-group."⁴⁸ These perceptions reflect a view that the "public" is genderless, ignoring that the "population" is comprised of both women and men. While much of this Division's work may have no apparent gender effect, some services do impact women and men differently. For example, safety of the public is always a concern surrounding construction sites, but again, women may have some additional needs for well-lit walkways. Asking about the impact of public services, without assuming that it will be the same for all persons, allows for an analysis of possible differential impact.

⁴⁷ Department of Public Works Response to Gender Analysis ("DPW Response"), Services, page 34.

⁴⁸ DPW Response, Designing & Implementing Services, Section A, Page 2.

b. Involvement with Clients and Community

The Department has an advanced customer service approach. The Department's mission, revised under the leadership of Director Mark Primeau, states, "We are dedicated individuals committed to teamwork, customer service, and continuous improvement in partnership with the community."⁴⁹ The current administration has taken great strides to implement this mission, prioritizing community partnerships and involvement. Specific activities have included "Quality of Life" forums where DPW staff convene meetings in various communities, a Neighborhood City Hall Program,⁵⁰ and various other neighborhood and community-based volunteer efforts. Many of these activities involve the Department literally going into the City's various neighborhoods and seeking input. Other programs at the Operations Division involve community members as partners in joint efforts to revitalize and/or maintain neighborhoods. The public is also involved with the Department's budget process by requesting specific services and capital projects, participating in quality of life meetings, and interacting with the Department of Public Work's client departments.

These forums provide a positive approach to gathering community input. The Department states that "community groups play a significant role in designing services provided by the department," but that "no distinction can be made between women's groups and community groups."⁵¹ This statement fails to recognize that services may impact persons differently based on gender. The Department can add to its community forums by asking questions that speak to the quality of life for women and men, which may be different based on gender. For example, the Department once partnered with neighborhood residents to plan, fundraise, and construct an improved community playground. This project was completed with the goal of enhancing community service and partnership. The community, which includes both men and women, will be even better served by a process that involves both gender equality and gender equity. Gender equality requires that the planning team be well balanced with men and women who reflect the neighborhood's diversity. Gender equity requires that the design of the playground incorporate the different needs of all persons who will use the playground. This could result in a design that ensures safety (e.g., increased lighting and visibility) and accommodates differences (e.g., size of recreational equipment).

In conducting the quality of life meetings and neighborhood forums, the Department could:

- Solicit the different concerns that women and men may have on health and safety;

⁴⁹ Department of Public Works Annual Report 1997/1998, page 4.

⁵⁰ The Department of Public Works conducts the "Neighborhood City Hall Program (NCH) to cover all of the city's eleven supervisorial districts. City employees who provide neighborhood residents with one-stop-for service staff NCHs. The public completes a customer satisfaction form and this feedback is used to set service priorities." DPW Response, Services, "Community Involvement," number 1.

⁵¹ DPW Response, Services, "Community Involvement," number 3.

- Provide translation facilities based on neighborhood demographics to ensure that language is not an obstacle to participating;
- Institutionalize outreach efforts to involve the entire public, including men and women (especially immigrant women, women of color, elderly women, women with disabilities, and other underrepresented groups); and
- Publicize the action plan for services and provide routine updates on the Department of Public Works web site, at community centers, etc.

In addition, the design and construction bureaus could also invite selected residents who would use the facilities, both men and women, to walk through the site/facilities in the pre-construction/renovation phase and comment on design features that would increase residents' sense of security and comfort.

3. Employment Practices

a. Workforce Data

In conducting the gender analysis, the Department provided data on their employees by sex, race, occupational category, employment status and salary range. These data are analyzed below.

Some data was missing or difficult to access, making the analysis less effective. For example, there were little or no data available on parental leave, childcare needs, work options, promotions, or participation in apprenticeship programs. Collecting information in these areas would allow the Department to address the different needs of both men and women in the workforce.

Prior to beginning the gender analysis, community members interacting with the Department and the Department itself had produced several reports concerning employee discrimination issues in the workforce.⁵² The Department maintains statistics about workforce composition in order to identify discrimination and under-representation in particular job classifications, and conducts recruitment and outreach to ensure equal opportunity. Still, expanded efforts are necessary, especially to expand recruitment of women into nontraditional positions, such as the skilled trades.

Analysis of Workforce Composition Data

The Department's workforce is racially diverse, and includes Asian Americans (27% "Asian and Pacific Islanders"), African Americans (16% "Black") and Latinos (17% "Hispanic"). European Americans (30% "White") are represented roughly in proportion to their representation in the San Francisco civilian labor force (28.8% for males, 23.2% for females).⁵³

Women have not yet been fully integrated into nontraditional jobs. This societal issue is clearly demonstrated in the workforce of the Department of Public Works, where nontraditional jobs form the bulk of the Department's job classifications, and where

⁵² For example, see Glass Ceiling Issues Experienced by Women In City Government, Department of Public Works, City and County of San Francisco, December 11, 1997.

⁵³ San Francisco Bay Area Market Availability, 1990 Census data.

women make up almost half of the general population labor force but only a quarter of the Department's 1549 employees.⁵⁴

Women are notably underrepresented among service and maintenance workers and over-represented among office/clerical workers. Among the 651 service and maintenance workers, 19% are female (35.6% availability in the Bay Area) and 81% are male (64.4% availability in the Bay Area). Among the 106 office and clerical workers, 82 % are female (67.1% availability in the Bay Area) and 18% are male (32.9% availability in the Bay Area). While salaries are comparable between the office/clerical and service and maintenance positions, the disparities reflect societal gender roles defined for women and men.

A broader problem is that for some nontraditional positions, female availability pools are low. Women and men might view themselves in stereotypical roles, thus only applying for traditional positions. An individual department cannot easily change how people define themselves. But there are some proactive measures the Department can take. It can conduct effective outreach to ensure that all persons in the available labor pools are aware of job positions. It can work with other city departments such as the Department of Human Resources to develop and/or utilize programs to recruit women for nontraditional positions where under-representation exists. It can work with unions and tradeswomen's associations to develop apprenticeship programs and other creative solutions to recruit the potential applicants. Outreach and recruitment programs will be most successful if they are developed in concert with unions, and include activities in the community that highlight the need and desire to hire a diverse workforce.

Availability pools are also low for certain specialized professional classifications at the Department. Women comprise only 28% of the professionals in the Department, yet are 47.8% of professionals in the San Francisco Bay Area. Much of this disparity may be explained by noting that professionals include architects and engineers. Within the Department, female architects are underrepresented, and female engineers are slightly above parity.⁵⁵ However, women are only 11.8% of all engineers, and only 19.8% of all architects in the San Francisco Bay Area.⁵⁶ This indicates the need to encourage more women to enter these fields. The Department could work with unions to increase recruitment of women and other underrepresented persons for these professions.

Among the 188 skilled craft workers, only 3 (1.5%) are female, compared to 9.2% availability in the San Francisco Bay Area. These positions can be fairly high-paid, especially in comparison to office/clerical positions. Interviews with the three female skilled craft workers within the Department, union representatives and others might shed

⁵⁴ Overall, women are 24 % of the Department's 1549 employees, and comprise 45.7 % of San Francisco's civilian labor force.

⁵⁵ Women are only 15% of all engineers in the Department, and only 11.8% of all engineers in the San Francisco Bay Area. Women are only 2% of all architects in the Department, and only 19.8% of all architects in the San Francisco Bay Area. San Francisco, California PMSA availability data, City and County of San Francisco, Department of Human Resources, October 2, 1992.

⁵⁶ San Francisco, California PMSA availability data, City and County of San Francisco, Department of Human Resources, October 2, 1992.

light on why so few women have entered this trade, and why even fewer exist in the Department. Development of apprenticeship programs and women's support groups could aid the Department in recruiting, training, and retaining more tradeswomen.

Based on the above disparities, it is not surprising, but still problematic, that over 80 percent of the employees earning over \$70,000 are men. Only in the lowest salary range is there a roughly equal percentage of women and men. The percentage of women across all other salary ranges is consistently below 30 percent. The Department should evaluate whether this salary discrepancy is due to seniority, discrimination, or other factors. These data are striking, as it indicates that, whatever the reason, women are earning far less money than men.

Department of Public Works Employment Statistics⁵⁷

CATEGORY	# of Females at DPW	% of Females at DPW	1990 SF Female Labor Pool ⁵⁸	# OF MALE SAT DPW	% of Males at DPW	1990 SF Male Labor Pool ²	TOTAL
PROFESSIONALS							
A. Administrators	11	32%	42%	23	68%	58%	34
Architects	2	7%	20%	28	93%	80%	30
Engineers	17	15%	12%	97	85%	88%	114
Misc. Professionals	61	43%	48%	80	57%	52%	141
B. Subtotal	91	28%		228	72%		319
Technicians	48	26%	38%	139	74%	62%	187
Student Design Trainee ⁵⁹	26	40%		39	60%		65
Security (Protective services)	2	10%	16%	18	90%	84%	20
Skilled Craft	3	2%	9%	185	98%	91%	188
Paraprofessionals	3	38%	85%	5	63%	15%	8
Maintenance	121	19%	36%	530	81%	64%	651
Office & Clerical	87	82%	67%	19	18%	33%	106

Efforts to recruit women in almost every category, except clerical and office workers where women are over-represented, are still needed.

⁵⁷ This chart is based on DPW's employment data as of 9/30/99; it highlights the areas where women are under/over represented.

⁵⁸ The San Francisco labor pool has not been updated since 1990. Labor pools reflect the percentage of individuals in a particular category—in this case women, or man—available and qualified for this type of work in the San Francisco Bay area. Presumably, these figures have increased in the last ten years.

⁵⁹ This category is a subcategory of technicians. Even by 1990 SF Bay Area Labor availability standards, women are underrepresented as technicians; however, the Department is making efforts to increase the number of female technicians by recruiting student trainees.

b. Recruitment and Professional Development

Recruitment and professional development are both areas the Department recognizes as crucial to the advancement of both women and men. In particular, the current administration has shown leadership in these areas by initiating some innovative programs. The Department should continue to allocate resources to these areas until it achieves gender equity.

Recruitment and Hiring

Historically, the Department has been subject to outside criticism from community groups, political leaders, and female employees for the lack of quality work assignments and promotions for women and people of color. The Department has responded to this criticism by beginning to conduct additional outreach and recruitment, hiring, and promotions. Recent initiatives in this area should be evaluated for their effectiveness.

Expand the Department's creative internships and training for underrepresented persons.

The Department has developed a creative program to ensure that young people, especially female students and students of color, are given equal access to fields such as engineering and architecture. The "Project Pull" internship program allows high school students the opportunity to work at the Department of Public Works and other city departments, to encourage young people to enter architecture, engineering and other fields in which their racial and gender communities are underrepresented. The Department reports that currently, program participants are 60% female. As this is a relatively new program, it would be useful to track participants' entry into these selected fields.

Another Department initiative is the Transition to Employment Program. This is targeted at providing work opportunities for people with histories of unemployment or no employment, including single mothers and other women. Participants are trained and hired "in basic manual labor jobs such as sweeping with emphasis on work ethic, team effort, and responsibility."⁶⁰ Additional job skills will eventually be necessary for career advancement beyond manual labor jobs. Other creative programs include Summerbridge and the Environmental Service Trainee Program. Departmental staff participate in Summerbridge, a year-round academic support and enrichment program for San Francisco middle school students, encouraging students to enter engineering and other nontraditional fields. The Department has also worked with Laborers Local 261 and four community based organizations to establish and staff twenty-four Environmental Services Trainee positions in the Bureau of Street and Environmental Services. As these programs develop, the Department could conduct exit interviews with participants, asking if the program was worthwhile and soliciting ideas for improvement.

⁶⁰ DPW Response, Services, Page 42.

Enhance recruitment efforts together with unions and community groups.

Additional efforts are necessary to ensure equal opportunity in recruitment and hiring. Currently, the Department's recruitment includes:

- advertising to minority, women's, and community based organizations;
- diversity and anti-discrimination training for subject-matter experts who conduct job analysis and develop selection procedures; and
- rating panels that are diverse in terms of both gender and ethnicity.

The Department, recognizing that much more can be done, made many recommendations about recruiting women for jobs in which women have been historically underrepresented. In the next fiscal year, the Department will develop a five-year plan to hire and train women for professional and managerial positions, particularly as engineers, architects, and technical staff. Specific activities include forming a Process Improvement Team among existing employees and visiting high schools, colleges, and participating in job fairs.

Also, several bureaus recommended intensifying efforts to recruit women with the help of the Department of Human Resources. The Bureau of Engineering has committed to hiring recruiters to attract women engineers and landscape architects. Activities will include increased networking opportunities at professional conferences and mentoring middle and high school students. The Bureau of Building Repair will focus on recruiting qualified women and/or minorities in the craft shops through apprenticeship programs and other training and education opportunities. The Bureau of Street and Sewer Repair has committed to increasing efforts to recruit and retain women in the bureau, especially for field crew classifications.

While the Department of Public Works should work in collaboration with other city departments, such as the Department of Human Resources, it must be responsible for its own effective recruitment. The Department must constantly evaluate each program's effectiveness and provide its staff with additional training on how to conduct recruitment. It must go beyond mailing announcements to community groups and forming diverse rating panels, to initiating additional apprenticeship programs for areas in which women are underrepresented. Recruitment must also go beyond professional positions and expand for the skilled trades and other such positions. Also, one of the most effective means of recruitment is publicizing the fact of a diverse well-balanced workforce. As the Department continues to provide equal opportunity, its workforce will undoubtedly become even more diverse. An increasingly diverse workforce and recruiting teams will likely increase success in outreach efforts.

Finally, the Department and bureaus should work directly with unions and certain community organizations (e.g., Chinese for Affirmative Action, Equal Rights Advocates) to design new initiatives. Apprenticeship and training programs, and outreach to tradeswomen will help to ensure that women have equal access to nontraditional fields.

Professional Development and Career Advancement

The Department recognizes the importance of affording employees opportunities for professional development and career advancement.

The Department furthers career advancement by encouraging its employees to take leadership in improving departmental service. The Quality Assurance Council (QAC) is a group of management and non-management employees who meet once a month to hear presentations, receive training, and make department-wide suggestions. The Process Improvement Teams (PITs) are smaller topic-driven teams who meet biweekly to improve processes that impact customer service. Participants gain experience in meeting facilitation, quality management, and knowledge of department wide and city-wide operations.

The Department's Training and Development Unit offers extensive high-quality internal and external training. The training content is varied, and includes management and leadership skills, how to take civil service exams, career management training, and personal effectiveness skills training. Current data indicate that female staff have utilized these programs in proportion to their representation in the department's workforce. The Department itself noted that employees cannot participate in training unless it is related to their current jobs due to time conflicts, and labor and overhead costs (that arise when employees are in training and not working). While budget needs are always a constraint, fostering career growth means that employees must be allowed to participate in training that is outside of their job description. Investing in skill acquisition may also save money by decreasing turnover.

In addition to the programs described below, Training and Development Staff have served as ombudsperson, mentor and personal coach for many women throughout the Department. For example, one staff person, assigned to the Engineering Bureau, serves as ombudsperson for many women there, helping them to resolve work-related problems they have experienced as women in a predominantly male environment, and providing them with a sounding board for career planning. Staff has also served as mentors for women department-wide, and even for women from other departments. Finally, staff has individually coached both women and men on how to take civil service exams, a skill critical to career advancement within the City.

Train managers to discuss career goals during performance appraisal.

As the Department reports, female employees "have expressed a desire to have more mentoring and to have more training, development, and career discussions built into the performance appraisal process between them and their supervisors."⁶¹ The Department's immediate plans include developing and conducting mandatory training for managers and supervisors in all bureaus on how to develop their employees. For example, managers and supervisors will be asked to discuss employees training and career goals during

⁶¹ DPW Response, Employment Practices, page 37.

performance evaluation. Training will take place from September 1999 to May 2000. Results will be evaluated through an audit of the performance appraisals conducted by personnel staff in May 2000, as well as a participant feedback survey of women employees in June 2000. This is an excellent plan. However, the Department should ensure that the training includes a gender focus.

Expand women's caucus & mentoring to all divisions, especially operations.

The Department currently has a Women Engineers' Caucus. Mentoring and counseling is provided on request. Currently, the Public Works Training and Development Unit provides part-time staff support for the Caucus, with oversight from the Unit's Director.

The Training and Development Unit recommended strengthening the Women Engineers' Caucus through a series of activities designed to develop women engineers and other women employees. The Caucus will meet at least once a month to recruit women engineers for two large-scale Caucus meetings to take place in November 1999 and April 2000. The estimated budget for these activities is \$6000. This effort will be staffed by the Training Director herself. In recruiting employees, the Department should thoroughly publicize the Caucus, making its existence known to women engineers, and consider creating similar programs for other female employees, such as women architects and women in the skilled trades, who are not included in the expansion plans.

As part of this project, this fall, the Training and Development Unit will also conduct a pilot mentoring program for women employees. The Unit's Director and a Training Officer, in collaboration with the Women Engineers' Caucus and other senior women engineers from the Department of Public Works and other departments, will recruit and train women to become mentees and assign each of them a mentor. Participants will evaluate the program by March 2000. Once the Engineering group has evaluated this program, the Department will consider expanding such a program to the Operations Bureaus.

The Bureau of Street Environmental Services also intends to work with the Training and Development Unit to support women in non-traditional employment. The Training and Development Unit will develop a training program designed for all women at the Department of Public Works, on personal effectiveness, career management, problem solving, and how to receive feedback and learn from it. Professional development opportunities should be extended to all staff as this will create a more skilled and dedicated workforce.

Conduct focus groups across all bureaus.

The Department recognizes the need to conduct focus groups across all bureaus not only to gather the concerns of employees with regard to the department's recruitment practices, but also to discuss professional development opportunities, and evaluation and promotion processes. Confidentiality should be maintained to the extent possible.

c. Work Environment

Data Collection

The Department's data collection on employee work environment issues must be expanded. Policies exist for parental leave and flexible schedules requests but data about who participates in these programs was not readily accessible for review and analysis. To track the needs of its employees, the Department should maintain and analyze data in these areas. For example, data maintained on family leave should include:

- the number and demographics of employees requesting family leave;
- the type of family leave requested (e.g., leave to care for a parent, paternity leave, maternity leave);
- the duration of family leave; and,
- whether and to what degree employees received promotions after returning from family leave.

Family-friendly Work Policies

The Department provides standard unpaid family leave as required by law. It reported that both male and female employees express concerns about parental leave being unpaid. This is a city-wide issue that is currently being explored by the Board of Supervisors.

Another city-wide problem of concern to Department of Public Works employees is the lack of available childcare. There is no childcare facility particular to these employees, and the City's childcare facility at City Hall is licensed for only 46 children, not all of whom are children of city employees. Female employees, in particular, have expressed that there is a lack of affordable childcare facilities in the Civic Center area. A joint City-Union Childcare Committee was assigned to study the feasibility of establishing or locating additional facilities, but the results of this study were not available. While the city as a whole can do more for its approximately 29,000 employees, the Department can also take some action. As a result of this analysis, the Department will look into providing general information about childcare as a part of employee processing. This suggestion should be implemented and expanded to all employees. For example, the Department can establish an information and referral program for all employees.

Within each bureau, flex time and part-time work schedules are available, subject to supervisory approval. All requests must be renewed annually. Flex time is permitted in according to three different policies, one department-wide policy and two policies in effect with unions. The department-wide policy allows flextime between the hours of 6:30 a.m. and 6:30 p.m., and all employees must arrive by 9:30 a.m., and leave after 3:30 p.m. The two policies in effect with unions allow employees to work eighty hours over a nine day period, with one day off in each two week period. These two policies in effect

with unions are relatively new, while the department-wide policy has been in effect for some time. Without readily accessible data on who is utilizing flex time it is not possible to analyze its effectiveness. Data should be collected and reviewed regularly to ensure that it is meeting the needs of both the bureau and its employees.

The Department's first job share, allowing two employees to actually share one job position, was recently initiated in the Personnel division. Although not for everyone, job sharing can be useful in allowing an individual employee to work less than full time, while still maintaining full time coverage in a particular position. Job sharing can be especially useful, for example, in management or other positions that require full time coverage, and should be explored for such positions.

Employees have also expressed a desire to telecommute. The City and County of San Francisco currently has no policy that allows for telecommuting. While not an option for everyone, the viability of telecommuting should be examined, city-wide and the Department, in an annual review of employment practices. By eliminating commute time, telecommuting is both an environmental issue and one that allows employees to spend more time with their families during non working hours.

Many employees desire flex time to better accommodate family care responsibilities. For example, a lack of flex time and telecommuting, coupled with a lack of on-site childcare, poses a burden to many parents. Similarly, eldercare and other family responsibilities require flexibility in the workplace. The traditional 9 a.m. to 5 p.m. model is incongruent with the realities faced by current family structures. Within the Department, several female professional employees expressed that flexible work options must be given a greater priority. Some female employees have reported that they seek out certain bureaus or departments where flex time is more readily honored. In the private sector, flex time is expanding into the trades.⁶² A creative flex time policy should be implemented department-wide, with a process to appeal denied requests. If the Department wishes to retain its employees, especially those with family obligations, it must find ways to implement flexible work options.⁶³

⁶² See, The San Francisco Examiner, "Flex Time Expanding Into Blue Collar Ranks," Sunday, October 17, 1999, page CL31.

⁶³ The private industry has some useful models for flexible work options. Many employers have instituted aggressive job sharing and flex time provisions to retain female employees. "Corporations that make available flexible work arrangements ... report significant reductions in absenteeism, tardiness and turnover." A Solid Investment, Making Full Use of the Nation's Human Capital, Recommendations of the federal Glass Ceiling Commission, 1995. See also, A study of the availability, use and effects of family oriented workplace policies and benefits in one community, Mary Secret, University of Kentucky, Earlene Heckleberry, Lexington-Fayette Urban County Government, Institute for Women's Policy Research; Women's Progress: Perspective on the Past, Blueprint for the Future, Fifth Women's Policy Research Conference, George Washington University, Washington, D.C., June 1998. One finding of this study was that the more supportive of family-friendly policies an employee perceives his or her co-workers and supervisors to be, the less employees experience strain and stress.

Anti-Discrimination Policies

The Department trains managers and supervisors to address sex discrimination, sexual harassment, and diversity. It is the supervisor's responsibility for handling complaints of this nature. These practices are primarily implemented by the Department's Equal Employment Opportunity ("EEO") Manager and other personnel/ administration staff. The Department's EEO Manager receives and investigates complaints of discrimination. The Department should analyze discrimination complaints for patterns of problems, on a long-term basis.⁶⁴ This would allow it to raise awareness of recurring discrimination issues and ensure that discrimination training addresses these issues.

The department's "mandatory" gender and diversity training has a budget of \$35,000, and is staffed part-time by a training officer. In the last fiscal year, 357 of the Department's 1521 employees were trained and 5% of those were women. These low figures suggest that the training is either mandated only for managers or is not mandated on an annual basis. Given the Department's male-dominated workforce, it should require gender and diversity training and, especially, sexual harassment training for all its employees on a regular basis. The Department reported that some male employees felt "punished" by being required to attend training. It is important to discuss with employees that the training serves a preventive purpose: to ensure a safe, respectful environment for all. The Department should also incorporate the definition of discrimination contained in the CEDAW Ordinance into its training.

Contracting Policies

Contract Administration is responsible for managing the entire contract process, including outreach and solicitation of bids, awards, contract processing, and ensuring compliance with various regulations, including the City's Ordinance about minority, women and local business enterprises ("MBE/WBE/LBE Ordinance"). The City's MBE/WBE/LBE Ordinance requires prime contractors to make good faith efforts to award business to women owned businesses (WBEs) and minority owned businesses (MBEs). However, much of the outreach & recruitment efforts rely on Human Rights Commission resources and contacts. During the second and third quarters of the last fiscal year, the Department reported that no construction or consulting contracts was awarded to WBEs.⁶⁵ It did not report what, if any, subconsultant contracts were awarded to WBEs or MBEs. The Department should make a concerted effort to expand the pool of certified WBE's from which to select and meet the city-wide goal of providing equal opportunity for women. The Department also reported that it could not ensure that contractors receive gender and diversity training and are unaware of whether or not contractors receive such training from other sources. Generally part of any contract

⁶⁴ Six complaints were filed in the last fiscal year all by staff of color. The four men and two women were from a range of occupational categories. The cases have yet to be resolved and are too few for meaningful analysis.

⁶⁵ The Department reported that it awarded less than 3% to WBE's, except for professional services contracts.

includes numerous requirements and assurances regarding issues of licensing and insurance, for example. Like these stipulations, evidence that a firm engages proactively in gender and diversity training for its employees should make it a particularly attractive contractor. The Department could convey this as a norm for its contractor selection process.

4. Budget Allocation

The Department of Public Works is one of the larger departments in San Francisco, with a total budget for fiscal year 1998-1999 of \$115,436,075. These monies are 6.7% of the total public works, transportation, and commerce budget (\$1,705,153,036) for the City and County of San Francisco.

The Department's Finance and Administration Division includes Personnel, Contract Administration, Computer Services, the Office of Finance and Budget, and Accounting. The Office of Finance and Budget is responsible for financial planning and budget preparation.

Human rights are about constructing conditions in society for people to be fully human. The CEDAW Ordinance requires San Francisco to eliminate discrimination that impacts the human rights of its people.⁶⁶ This in turn requires all departments to conduct a conscious and regular analysis of how spending decisions impact different populations, such as women and men. Although a relatively new concept, budget allocations based on gender can have a great impact on the lives of both men and women.

Generally, and within the Department of Public Works, budget information about services that have an indirect impact upon the lives of men and women (such as street lighting or street cleaning) are viewed as services that impact the general population, but not as services that impact women and men. This made it difficult to conduct a gender analysis of the Department's budget. There is a need for all departments, including the Department of Public Works, to collect data (1) on who in San Francisco is impacted by services (tracked by gender, race, and other criteria, (2) by the expenditure of services, and (3) by the impact of services on the lives of all persons (for example, women and men). Without this information, there is no data to assess whether resources are distributed equitably. Unfortunately, in many instances today, budget allocations to provide either sex specific and/or gender specific services are unknown.

The Department actively seeks input from all communities in San Francisco through its Quality of Life meetings. This model may be modified and applied to the budget process. Currently, clients and community groups are involved in the budget process

⁶⁶ The CEDAW ordinance requires the city to "take all appropriate measures to eliminate discrimination against women and girls in the city of San Francisco in employment and other economic opportunities..." City and County of San Francisco Administrative Code, Chapter 12K ("CEDAW Ordinance"), Sections 12K.2, subdivision (a) (1). Each departments gender analysis "must include an evaluation of gender equity in the department's budget, allocation of funding, employment practices, delivery of direct and indirect services, and operations." CEDAW Ordinance, Section 12K.3, subdivision (a).

when they make requests to the Department. "If women and women's community groups request capital projects or increased services, they are involved in DPW's budget development."⁶⁷ This requires clients and community members to initiate contact with the Department. Both women and men, and especially women, may be unable to initiate this contact as individuals. In addition to soliciting input through current mechanisms, the Department may wish to expand its solicitation of information about service needs from populations who do not normally make requests to the department. The Department could conduct focus groups with women and men from specific communities, especially those communities that have not interacted with the Department before. For example, if the Department found that elder women were not providing any input through existing processes, it might conduct focus groups with elder women to assess service (and consequently budgetary) needs. This would require that the Department allocate funds for these types of proactive outreach.

Policy tradeoffs with other services competing for funds was named as an obstacle to securing funds for services targeted for women and girls. The Design and Construction Management Bureaus suggest that the provision of gender sensitive services may only require moderate increases in project costs that should be discussed with and borne by client departments. These issues must be explored. Training is also needed throughout the Department. Architects and other consultants require training on construction planning with gender considerations. The Department's Office of Finance and Budget must also be trained on how to conduct a gender analysis of the department's service budget. At the Department's request, the Commission on the Status of Women and the CEDAW Task Force will continue to work with the Department to further develop an analysis of its service delivery, and to provide training on conducting a gender analysis of budget. Once training has been completed, the Department should conduct a more complete gender analysis of its budget, focusing on the services provided to residents. All these actions will require careful planning and sufficient resources.

5. Recommendations

The COSW and the CEDAW Task Force presents the following recommendations for action. Some recommendations were proposed by departments themselves.

Conduct Human Rights Training With A Gender Perspective

- Train employees on human rights issues with a gender perspective. Incorporate the definition of discrimination contained in the CEDAW Ordinance into the department's training. This will enable employees to recognize gender differences among all, from coworkers to clients.

Collect and Analyze Disaggregated Data

- Expand data collection on workforce composition, employment practices, and client demographics. These data should be disaggregated by sex, race, ethnicity, verbal language fluency, sexual orientation, age, disability, parental status, and other criteria when possible. Collection of certain data (e.g., sexual orientation, parental status, age, etc.) must be obtained legally and voluntarily, and the confidentiality of respondents must be maintained. Collect data about the sex, ethnicity, income level, etc. of who uses services, asking, for example, who frequents a park and during what times. Workforce composition data should include data on family leave, childcare, flexible work options, and employee health and safety.
- Collect current San Francisco Bay Area Labor Market availability data for all occupational categories represented in the Department's current or anticipated workforce.
- Maintain gender and other disaggregated data to track participants' careers with the department to ensure that internship and apprenticeship programs provide equal opportunities for women and candidates from other historically underrepresented groups.

Enhance Recruitment and Professional Development

- Conduct focus groups across all bureaus to gather need and concerns of employees on employment practices such as recruitment practices, professional development opportunities, and the evaluation and promotion processes.
- Implement the Department's five-year recruitment plan. Plan to hire and train women for professional and management positions. Form a Process Improvement Team among existing employees, and visit high schools, colleges, and job fairs.

- Expand training and recruitment for underrepresented groups, with particular attention to recruiting tradeswomen, in concert with unions and community groups.
- Expand the current internship and apprenticeship programs, such as "Project Pull," with human and financial resources.
- Expand employees' professional development by creating more formalized training and mentoring opportunities, such as a training program on leadership skills for women managers and their mentees, as well as other professional and technical training programs for women and men in all occupational categories, particularly those in the operations Division.
- Implement the performance review process on career advancement, including access to work assignments that enhance the potential for promotion for all persons.
- Expand the "Women Engineers' Caucus" by publicizing it to all employees and by creating similar programs throughout the Department.

Create A More Family-friendly Work Environment

- Conduct focus groups across all bureaus to gather need and concerns of employees on employment practices such as: family leave, family care needs, flexible work options, and health and safety needs. Respond to the above needs with expanded family friendly practices, such as creating and promoting flexible work options, initiating a childcare and elder care information and referral program, and improving safety.

Ensure Equal Opportunity For All

- Continue mandatory gender and diversity training, including sexual harassment training, for all employees.

Integrate Gender Into the Customer Service Approach

- Integrate gender into the Department's customer service approach.
- Conduct focus groups with women and men to assess service needs and impact.

Train Staff In Each Bureau on How to Integrate Gender Into Daily Operations

- Train staff to institutionalize gender analysis into the project review process, integrating the needs of and impact upon both men and women as they relate to the specific services provided by each bureau.

Conduct Annual Gender Analysis of Budget

- Conduct an annual gender analysis of the Department's budget. Assess the Department's annual budget for general services, gender specific services for women, and gender specific services for men. Develop an action plan that includes the department's detailed budget for that fiscal year, and its budgetary commitment to improving equity for women for that fiscal year.

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This report will be available on the Commission on the Status of Women's website in December 1999.