City & County of San Francisco
Department on the Status of Women
25 Van Ness, Suite 130, San Francisco, CA 94102 (415) 252-2570 FAX (415) 252-2575
http://www.sfgov.org/dosw email: dosw@sfgov.org

Testimony of Emily M. Murase, PhD, Executive Director

San Francisco Department on the Status of Women

Intro 512 - Human Rights GOAL Hearing

Governmental Operations Committee, New York City Council

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I. Introduction

Good afternoon members of the City Council and the citizens of New York. My name is Emily Murase, Executive Director of the San Francisco Department on the Status of Women (heretofore referred to as the DOSW). I was actually born in New York City, but my family "defected to the West." I hold a PhD in communication from Stanford University and have had a varied career in international business, international economic policy, and now human and civil rights policy work. I am here to talk about local implementation of CEDAW in San Francisco.

CEDAW stands for the U.N. Convention to Eliminate All Forms of Discrimination Against Women. The General Assembly of the United Nations adopted this treaty, an international bill of rights for women, in 1979. To date, 179 countries (over 90% of all members of the United Nations) are party to the Convention. Although President Jimmy Carter signed the treaty in 1980, it languishes, unratified, in the Senate Foreign Relations Committee. Meanwhile, Afghanistan, Iraq, and North Korea are among the countries that have ratified the treaty, leaving the United States, together with Iran and Libya, outside of this international consensus.

Frustrated at this situation, a pioneering group of local women leaders from the Women's Institute for Leadership Development for Human Rights (WILD), Amnesty International, and the Women's Foundation, partnered with the Commission on the Status of Women, and Board of

Supervisors President Barbara Kaufman to forge a broad coalition to enact a local ordinance (No. 128-98) based on CEDAW principles which Mayor Willie L. Brown, Jr. signed in 1998. While other locales have passed hortatory resolutions in support of CEDAW, this ordinance makes us the first city in the United States to implement the underlying principles of CEDAW as a matter of local government policy. I chaired an 11-member CEDAW Task Force, composed of city officials and community representatives and staffed by the DOSW, that was established to implement the ordinance.

Our work focused on three areas:

1) Gender Analyses of City Departments
2) A City-wide Survey of Work-Life Policies
3) A Five Year City-wide CEDAW Action Plan.

I wish to focus my comments on the gender analyses as I know that a similar exercise, the Local Human Rights Audit, is being proposed as part of the legislation.

II. Gender Analyses of City Departments

A. What is a gender analysis?

In March 1999, we hired the New-York based Strategy Analysis for Gender Equity (SAGE) to work with the Task Force to develop and implement gender analysis guidelines. Developing the guidelines was a collaborative project, reflecting input from the departments, DOSW staff, the CEDAW Task Force, organized labor, and community groups. The guidelines provided 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 CEDAW Task Force completed gender analyses of 6 City departments: The Department of Public Works, the Juvenile Probation Department, the Adult Probation Department, the Arts Commission, the Department of the Environment, and the Rent Stabilization Board. A timeline of our work is included in Appendix A.

B. Key Findings

It is impossible to do justice to 4 years of work on these analyses in the next few minutes, but I would like to give you examples of some of the findings from each of the 6 departments.

The Department of Public Works (DPW) [Annual budget of $115M; 1549 employees, 1998]: When we initially went to DPW to tell them about the gender analysis, we were met with blank faces. "There is no gender issue with public works. Sidewalks and streetlights benefit the public generally." Well, it turns out that sidewalks and streetlights do have gender impacts.

Let's take sidewalks. San Francisco has embarked on an ambitious project to make curb cuts for every busy intersection. Let's think about who uses curb cuts: primarily caregivers to the very young (in strollers) and the very old (in wheelchairs). Caregivers are predominantly women, so women are disproportionately impacted when curb cuts do not exist at our street corners.

Next let's think about streetlights. Where street lighting is poor, sexual assault is more likely, and women are again disproportionately victims of sexual assault. Gender impact of streetlights.

As a result of the gender analysis, the DPW expanded the Women Engineers Caucus and opened a career counseling resources office at the construction yard to benefit not only women seeking upwardly mobile opportunities, but men as well. The CEDAW Task Force further recommended that gender be integrated into operations such as curb cut construction and placement of streetlights.

The Juvenile Probation Department (JPD) [Annual budget of $25.9M; 332 employees, 1998]:
What the gender analysis of the JPD revealed was that although girls committed crimes for vastly different reasons than boys, mostly in support of some relationship such as a boyfriend, friend, or family member, they were handled in the same manner as boys. The JPD introduced a new system whereby designated probation officers handled only girls. It turns out that handling girls is tougher than handling boys because of the complex web of relationships they find themselves in and we were concerned that these designated probation officers not burn out. The JPD had made real and tangible progress in developing gender-specific programming to address the particular needs of girls, including mental health counseling, family planning and parenting education, as well as transition planning, including expanding funds for this purpose from $40,000 in 1997 to $800,000 in 2000.

The Adult Probation Department (APD) [Annual budget of $25.9M; 332 employees, 1998]:
The gender analysis of the APD highlighted the success of innovative gender-specific programs. The Criminal Justice Treatment for Women Network Program was customized to meet the needs of women probationers by providing counseling and support for the range of issues that women face, including absent partners, parenting challenges, coping skills, and job training. The APD also made extraordinary efforts to recruit and retain women probation officers.

The Arts Commission [Annual budget of $1.68M; 23 employees, 1998]:
One very positive outcome from the gender analysis of the Arts Commission involved the daily system to award street vendor licenses. For those of you who have visited San Francisco, you will be familiar with the street vendors who line the sidewalks of Fisherman's Wharf. Not surprisingly, demand for licenses outstrips supply. The Commission asked the artists to come up with an equitable system for allocating these licenses. The artists proposed a daily lottery. At 8 am each morning, artists are required to attend the lottery in person. In one of the focus groups convened as part of the gender analysis, a woman artist explained that due to childcare issues, she had missed the lottery numerous times. She hoped that there could be a way to accommodate those who are unable to make it to the lottery in person. Despite initial reluctance, the Commission agreed to allow proxies to participate in the lottery, thereby enabling those with childcare or other scheduling issues to participate.

The Department of the Environment: [Annual budget of $1.6M; 13 employees, 2001]:
Established in 1996, the Department of the Environment was particularly receptive to the gender analysis and the recommendations of the CEDAW Task Force. The Department agreed to apply a gender perspective to its operations, including outreach, recruitment, review panels, and implementation of grant projects.

The Rent Stabilization Board: [Annual budget of $3.1M; 26 employees, 1998]:
When we first approached the Rent Board, we asked about client demographics and were met with blank stares. It turned out that the Rent Board had no idea who walked in through the doors for arbitration. It could well have been 98% Chinese American grandmothers. So the first step was to have some system of record-keeping for a snapshot in time. The liaison returned to the Task Force very excited to report on the number of women and men who came in and the number of African Americans, Latinos, Asians, and Whites. But when Task Force members asked how many African American women came in, we were met with blank stares again. They hadn't tracked that information. One of the biggest challenges of the gender analyses proved to be collecting data disaggregated by gender and race.

C. What did it cost (including staff time)?

When the Board of Supervisors approved the 1998 ordinance, the legislation included funding for 1 FTE to coordinate the work of the CEDAW Task Force, and $50,000 to underwrite the cost of developing the initial set of gender analysis guidelines.

To give you a sense of the type of personnel we used to staff this work, I have included a green sheet that shows the 2 classifications we used to fill the position. It was initially a 2998 Representative of the Commission on the Status of Women position with a maximum salary of $71,000, later reclassified to the 1823 Senior Administrative Analyst, with a maximum salary of $77,000. We paid SAGE $50,000 to develop the gender analysis guidelines. These guidelines are available on our website as a resource to you.

We asked departments to appoint a liaison from senior management for the gender analyses. Typically, this liaison was a deputy director. A roster of participants is included in Appendix B.

III. Other Components of CEDAW Implementation in San Francisco

I am happy to entertain questions about other components of CEDAW implementation in San Francisco, namely the Work-Life Policies and Practices Survey Report and the Five-Year City-Wide CEDAW Action Plan, but I will not discuss them at this time.

IV. Assessment of New York Human Rights Ordinance

I wish to conclude with an assessment of the proposed legislation. I have four points.
First, compared to the San Francisco ordinance, the New York Human Rights Ordinance is larger in scope, including aspects of the U.N. Convention on the Elimination of All Forms of Racial Discrimination (CERD). We discussed expanding the scope of our ordinance to include CERD, but could not agree on language. I believe the proposed legislation is stronger for its explicit connection to CERD.

Second, the proposed legislation accounts for the need to train City officials. We are grappling with this issue in San Francisco today. While we have been successful in introducing CEDAW into our budget process in the form of a question "Have you conducted a CEDAW gender analysis of the budget cuts?," those departments who did not participate in the gender analysis have little clue as to what this really means.

Third, setting out a timetable for the appointment of the Human Rights Task Force, the Advisory Committee, and the completion of department Local Human Rights Audits make the legislation concrete and highly operational

Finally, the emphasis on public participation in all aspects of the project is very wise, as we have found in San Francisco. The feedback we received from clients and grantees of the departments we examined, through interviews and focus groups, were invaluable towards developing meaningful recommendations.

This concludes my testimony. Thank you very much for your valuable consideration.
I am available as a resource as you embark on this landmark project.

Appendix A: Timeline of CEDAW Implementation in San Francisco

1998 Local CEDAW Ordinance passed.

1999 Gender Analysis Guidelines developed.
Juvenile Probation Department & Department of Public Works participate in gender analyses.

2000 Adult Probation Department, Arts Commission, Department on the Environment, Rent Stabilization Board participate in gender analyses.

2001 Work-Life Policies and Practices Survey Report.

2003 Five-Year City-Wide CEDAW Action Plan adopted by Commission on the Status of Women.

*Full text of all documents is available at http://www.sfgov.org/dosw

Appendix B: Roster of Participants in Department Gender Analyses

Department	Gender Analysis Contact	Title
Adult Probation (2000)	Armando Cervantes	Chief
	Carmen Bushe	Deputy Chief
Arts Commission (2000)	Richard Newirth	Executive Director
	Nancy Gonchar	Deputy Director
Environment (2000)	Francesca Vietor	Executive Director
Juvenile Probation (1999)	Jesse Williams	Chief
	Gwendolyn Tucker	Assistant Chief
	Cheyenne Bell	Director of Community Programs
	Sandra Brown-Richardson	Director of Finance & Administration
	Mercedes Hernandez	Personnel Officer
	Janet Medina	Directory, Youth Guidance Center
	Toni Powell	Probation Officer
	Joseph Tanner	Counselor, Youth Guidance Center
	Robert Wertz	Director, Probation Services Division
	Nancy Yalon	Probation Services Division

Public Works (1999)	Ed Lee	Director
	Kathy How	Assistant Chief Engineer
	Roger Bedford	Equal Opportunity Programs Manager
	Robert Carlson	Director of Finance & Administration
	Joe Cheung	Deputy Bureau Chief
	Marsha deVaughn	Deputy Director of Operations
	Collie Ganies	Trainer
	Anne Godfrey	Training Director
	Jim Horan	Division Manager, Personnel, Payroll & Staff Development
	Harlan Kelly, Jr.	City Engineer & Deputy Director of Engineering
	Tina Olsen	Office of Financial Management & Administration
	Mark Primeau	Director of Public Works & City Architect
	George Thoppil	Manager, Administration & Facilities, Bureau of Construction Management
	Maurice Williams	Deputy Bureau Chief, Bureau of Construction Management
	Dot Yee	Manager, Administration & Facilities, Bureau of Construction Management
Rent Stabilization Board (2000)	Joe Grubb	Executive Director
	Delene Wolf	Deputy Director