

# **Gender Equity Through Human Rights: Local Efforts to Advance the Status of Women and Girls in the United States**

Prepared by the Columbia Law School Human Rights Institute

January 2017

## Columbia Law School Human Rights Institute

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This resource builds upon prior Institute publications detailing strategies that state and local agencies and officials can use to strengthen human rights protections through local law, policy, and practice. These publications include [Bringing Human Rights Home: How State and Local Governments Can Use Human Rights to Advance Local Policy](#) and [Using Human Rights Assessments in Local Governance: A Toolkit for State and Local Human Rights and Human Relations Commissions](#).

# Introduction

Because human rights are experienced close to home, local governments have jurisdiction over a range of human rights issues, including those related to employment, education, housing, and public safety. Indeed, local agencies and officials are essential to the promotion and protection of human rights in the United States. They work every day to create conditions under which individuals and communities can flourish, and they are well-situated to build and advance a culture of human rights, based on dignity, freedom from discrimination, and opportunity.

With a focus on women’s rights, this resource provides an overview of core human rights principles and how they can strengthen local policy-making in the United States. It describes ways in which local governments around the country are incorporating human rights into efforts to advance gender equity. This resource is also forward-looking. It offers concrete suggestions for ways that state and local agencies and officials throughout the United States can use human rights standards and strategies to improve outcomes and opportunities for women, building upon established and emerging human rights initiatives. Drawing from these initiatives, this resource highlights five key strategies for state and local governments seeking to advance gender equity through human rights:

- **Commit to Human Rights Principles**
- **Gather Information on the Status of Women and Girls**
- **Develop Goals to Advance Gender Equity**
- **Monitor Progress Related to Gender Equity**
- **Conduct Human Rights Training & Education**

By adopting these strategies, local governments can build upon the existing efforts of U.S. mayors, state and local agencies, and local legislatures that are using human rights principles to measure the impacts of government policies and to develop responses to specific concerns, including in the areas of housing and domestic violence.<sup>1</sup>

## Women’s Rights in the United States

The United States Constitution enshrines the right to equal protection of the law in the Fourteenth Amendment. While there is no Constitutional Equal Rights Amendment that guarantees equal rights for women, a robust system of federal laws prohibits discrimination on the basis of gender and sex in many arenas, including housing, employment, and education, and establishes measures to address gender-based violence. State and local laws also prohibit discrimination on the basis of sex and gender, and in some cases offer stronger protections than the U.S. Constitution and federal law.<sup>2</sup>

Yet despite robust legal protections, women – more than 50% of the U.S. population – continue to face barriers to full equality in the United States. Women and girls lack equal opportunities and outcomes in social, economic, and political life. Disparities exist not only between women and men, but also among women, based upon a range of factors that include age, racial and ethnic background, sexual orientation, income, and zip code.<sup>3</sup>

In the political arena, women have made great strides since securing the right to vote, but there are still inequities with respect to the exercise of political power. The United States stands 97<sup>th</sup> in the world in the percentage of national legislative seats held by women,<sup>4</sup> and in 2014, 71% of political offices in the U.S. were held by men.<sup>5</sup> The 2016 U.S. presidential election – historic for being the first time that a female candidate was nominated by one of the two major U.S. political parties – was also notable for gendered and sexist rhetoric that it surfaced, illustrating some of the barriers women face in achieving full equality.<sup>6</sup>

In the economic arena, women’s workforce participation has increased exponentially over the past 50 years, and women constitute almost half of the U.S. workforce.<sup>7</sup> Yet women lack the same earning potential as men and the gender-wage gap, which exists in every state, is well documented.<sup>8</sup> Overall, women earn only 79 cents for every dollar a white man earns, with a larger gap for women of color.<sup>9</sup> While women aged 25-34 are more likely than men to have college degrees, they also have lower earnings and higher poverty rates than men in the same age group,<sup>10</sup> with women of color experiencing poverty at a rate more than double that of white women.<sup>11</sup>

Women continue to face inter-personal violence at staggering rates despite a public policy focus on domestic violence and sexual assault. Nearly one in four American women will experience intimate partner violence in their lifetime. Thirty percent of African American women and 50% of Native American women experience such violence.<sup>12</sup> Indicators on health likewise reflect disparities based on women’s race, ethnicity, and background. African American women have the highest mortality rate due to heart disease. The prevalence of diseases such as diabetes is double among American Indian and Native Alaskan women compared to any other adults in the United States.<sup>13</sup> Recognizing this reality, a 2016 report on the United States issued by independent international women’s rights experts observes that “in [a] global context, women in the United States do not take their due place as citizens of the world’s leading economy, which has one of the highest rates of per capita income. In the United States, women fall behind [international standards] as regards their public and political representation, their economic and social rights and their health and safety protections.”<sup>14</sup>

In an effort to address these challenges and secure more equitable opportunities and outcomes for women and girls, U.S. city, state, and county governments increasingly look to international human rights principles for guidance. Over a dozen jurisdictions have taken steps to integrate principles from the Convention on the Elimination of All Forms of Discrimination Against Women, also known as CEDAW, into local law and policy.<sup>15</sup> While the U.S. signed CEDAW in 1980, it has not yet ratified the treaty. In the absence of federal ratification, a number of local governments are taking action to bring local law in line with CEDAW principles.

Incorporation of CEDAW principles into local governance reflects a broader trend among U.S. advocates and policymakers to adopt human rights standards and strategies in their work. Indeed, many local governments are on the forefront of efforts to enhance decision-making through human rights, explicitly using these principles to guide policy, as well as fostering participatory governance.

San Francisco led the way in using human rights to advance women’s rights in 1998, when the Board of Supervisors passed a CEDAW-based ordinance. Other cities and counties have followed suit. As of December 2016, CEDAW ordinances were in effect in five additional jurisdictions: Los Angeles, California

(2003); Berkeley, California (2012); Miami-Dade County, Florida (2015); Honolulu, Hawaii (2015); and Pittsburgh, Pennsylvania (2016). Over a dozen other jurisdictions have made formal commitments to use CEDAW principles in local law and policy through resolutions and proclamations (see Appendix A for the full list of jurisdictions). Looking to CEDAW, local governments are taking strides to document the status of women and girls, to analyze local policy and practice through a gender lens, and to more proactively foster women's participation in local governance. In 2014, the U.S. Conference of Mayors (USCM) joined with these individual jurisdictions to signal that CEDAW is a valuable tool for local governance. The USCM adopted a resolution that encourages cities to implement CEDAW principles and highlights that "city and county governments have an appropriate and legitimate role in affirming the importance of international law in communities as universal norms and to serve as guides for public policy."<sup>16</sup>

The growing momentum to implement CEDAW locally is also a direct outgrowth of the Cities for CEDAW Campaign, which aims to encourage use of this women's rights treaty as a framework to advance women's political and economic equality in the United States. The Campaign, which launched in 2014, seeks to enhance state, county, and city efforts to improve the human rights of women and girls. Comprised of local advocates in communities around the country, the Campaign is facilitated by the international NGO Commission on the Status of Women (NGO/CSW NY), the San Francisco Department on the Status of Women, the Women's Intercultural Network (WIN), and The Leadership Conference on Civil and Human Rights.<sup>17</sup> The Cities for CEDAW Campaign emphasizes "the importance of implementing gender responsive policies in cities nationwide."<sup>18</sup> The Campaign calls on localities to address barriers to full equality for women and girls by implementing CEDAW through a binding ordinance that requires: (1) a gender analysis of city departments and operations; (2) an oversight body to monitor implementation; and (3) funding.<sup>19</sup>

## Benefits of Addressing Women's Rights Through a Human Rights Lens

Human rights offer a valuable tool to tackle persistent disparities and address the factors that perpetuate discrimination and inequity. When local governments embrace a human rights-based approach to gender equity, they signal that core human rights principles, including **non-discrimination, equality, participation, accountability, and transparency** will inform local law, policy, and practice.<sup>20</sup>

Human rights are grounded on the premise that all rights are interconnected, and that to achieve equality and freedom from discrimination, governments must take proactive steps to **respect, protect, and fulfill** the full range of human rights, including **civil, political, social, economic, and cultural rights**. This means that government must not interfere with a person's enjoyment of rights, and must take steps to prevent human rights violations by third parties. Additionally, fulfilling human rights requires action to create conditions where all individuals, including women, can exercise their rights and meet their basic needs. Further, active public participation in identifying and solving problems locally is a hallmark of human rights. By empowering women to influence outcomes, government agencies and officials can ensure that policies and programs meet their needs and take their perspectives into account.

The full range of human rights is set forth in the Universal Declaration of Human Rights (UDHR).<sup>21</sup> Developed under the leadership of the United States and adopted by the United Nations in 1948, the

UDHR is the foundational human rights document, and the basis of subsequent universal human rights treaties, including CEDAW.<sup>22</sup>

As the comprehensive treaty on women's human rights, CEDAW lays out specific universal standards that affirm the fundamental rights of women and girls and offers a framework to foster gender equality and eliminate discrimination against women. It defines what constitutes discrimination against women broadly to encompass laws and policies that negatively affect women's human rights, and offers a blueprint to create more equitable opportunities and outcomes in a wide range of areas. CEDAW calls on governments to affirmatively identify the factors that perpetuate inequality, and to take steps to mitigate them. These factors may include laws, policies, and programs that have a disproportionately negative impact on women, regardless of intent.

A CEDAW-based approach requires measures to eliminate discrimination against women in political and public life, including to ensure women's right to vote and to hold public office. It also requires measures to foster equal access and non-discrimination in relation to education, employment, and health. CEDAW calls for specific policies to advance women's economic stability, including equal pay and paid maternity leave. It further provides a foundation to address violence against women through efforts to identify its root causes, focus on prevention, and prioritize redress for survivors.<sup>23</sup>

In order to ensure equal enjoyment of rights, CEDAW calls for policies that reflect the ways that a woman's multiple identities, including her race, nationality, disability, age, as well as economic and social status, impact her enjoyment of rights, and calls for targeted and culturally-appropriate solutions.<sup>24</sup> Founders of the Cities for CEDAW Campaign have emphasized the importance of an intersectional approach to policy-making, noting that women can better relate to, and benefit from policies that address all aspects of their identity.<sup>25</sup> Using CEDAW principles, cities are encouraged to disaggregate data in order to paint a clear picture of how laws and policies may affect different constituents and facilitate solutions shaped to advance equity for all women and girls.<sup>26</sup>

CEDAW seeks to foster not only equal opportunities, but also more equitable outcomes. This human rights-based understanding of substantive equality goes beyond the concept of formal equality, which is more common in U.S. domestic law. Efforts to implement CEDAW underscore how an approach based on gender equity can foster substantive equality to level the playing field. As the San Francisco Commission on the Status of Women has described: "Equity accentuates fairness in process and result, recognizing differences and accommodating them to prevent the continuation of inequitable status quo. The goal of gender equity is to . . . ensure conditions that will enable women to achieve full equality with men, recognizing that the needs of women and men may differ."<sup>27</sup>

As detailed below, U.S. cities and counties are taking steps to explicitly incorporate CEDAW's core elements into local governance, responding to, and working with, women's rights advocates. As one example, in 2015, Los Angeles Mayor Eric Garcetti issued a Gender Equity Directive to establish Los Angeles as a leader in CEDAW implementation. The Directive requires city departments to collect and analyze data on sex and gender in recruitment, employment, contracting, and city services. The goal is to integrate gender equity into all aspect of city operations to better meet the needs of all constituents, particularly those who have historically been underrepresented, such as women.<sup>28</sup> Accordingly, Los Angeles has adopted a strategy to eliminate disparities based on gender that reflects CEDAW's

recognition “that the intersections of multiple forms of discrimination have compounding negative effects on women.”<sup>29</sup>

The remainder of this resource describes efforts emerging across the United States to promote and protect human rights, with a focus on women and girls. Building on existing examples, it offers a range of concrete ways that local agencies and officials can use CEDAW to promote dignity, equality, and opportunity for women and girls within their communities.

"San Francisco has demonstrated the value of an international treaty instrument such as CEDAW to lay the foundation for important local work on such human rights issues as freedom from gender-based violence and the right to a workplace free of gender discrimination not only in terms of working conditions, but also in budgeting and providing services."

— Emily Murase, Director of the San Francisco Department on the Status of Women

# Current Efforts to Advance Gender Equity Using Human Rights

As U.S. cities, counties, and states strive to improve opportunities and outcomes for women and girls, human rights, and CEDAW (the international women’s rights treaty), offer valuable guidance. Six jurisdictions have enacted ordinances adopting the treaty’s principles into local law. More than a dozen others have taken incremental action to prioritize, monitor, and improve women’s rights through local resolutions, human rights dialogues, and reports on the status of women and girls, laying the groundwork for more comprehensive government action to promote and protect women’s human rights. Drawing from conversations with human rights advocates and local officials, this section describes the key elements of efforts to adopt CEDAW into local law, and complementary efforts to raise awareness of core human rights principles and incorporate them into local policy. The focus of this section is on local gender initiatives grounded explicitly in human rights.<sup>30</sup>

The map below identifies the U.S. cities, counties, and states that have passed ordinances, resolutions, and proclamations related to CEDAW. (Appendix A includes a full list of these jurisdictions).



## CEDAW-based Ordinances

As of December 2016, six U.S. jurisdictions have adopted CEDAW-based ordinances. The groundbreaking 1998 San Francisco Ordinance, which instituted the use of a gender analysis tool as a core component of advancing gender equity, has served as a blueprint for a number of jurisdictions. Notably, each municipality has taken a distinct approach to CEDAW implementation, reflecting unique local conditions and contexts. The following section focuses primarily on San Francisco and Los Angeles, the two jurisdictions that have taken significant steps towards implementing CEDAW, and also describes Miami-Dade County's Ordinance, passed in 2015. In addition to the jurisdictions with CEDAW initiatives detailed in this section, Honolulu, Hawaii, Berkeley, California, and Pittsburgh, Pennsylvania have each enacted CEDAW ordinances, which are in the nascent stages of implementation. A proposed Washington, D.C. CEDAW law is pending at the time of writing.<sup>31</sup> In each of these instances, including in San Francisco and Los Angeles, where ordinances have been in place for more than ten years, the approach to CEDAW implementation continues to evolve.

### *The City and County of San Francisco*

In 1998, the San Francisco City and County Board of Supervisors passed the first local law to reflect the principles of CEDAW in the United States. The Ordinance reflected a need to identify and address discrimination in the operation of city departments and recognized, as well, a need to work towards integrating the principles of CEDAW in the private sector. The law was the result of several years of collaboration between local women's groups, the San Francisco Commission on the Status of Women (COSW), and the San Francisco Human Rights Commission. Together, these entities conducted public hearings on the status of women in the City and County, which culminated in support for San Francisco to "integrate gender equity and human rights into city operations" as a means to eliminate policies with a disparate impact on women's rights.<sup>32</sup> In particular, CEDAW was adopted to "promote equal access to and equity in health care, employment, economic development, and educational opportunities for women and girls," as well as gender-based violence.<sup>33</sup> Consistent with CEDAW, the Ordinance defines discrimination broadly to include sex and race based distinctions that limit women's enjoyment of human rights, and focuses on discriminatory impacts, rather than intent. This approach also reflects principles in the Convention on the Elimination of All Forms of Racial Discrimination, which is referenced in the law.<sup>34</sup>

The San Francisco Ordinance emphasizes the importance of reviewing city policies and programs to eradicate discrimination in areas including employment and retention, budgeting, and services.<sup>35</sup> Initially, implementation focused on assessing departmental operations using a gender analysis tool. According to the Ordinance, select departments would participate in a gender analysis, which includes: (1) the collection of disaggregated data; (2) an evaluation of gender equity in operations; (3) the entity's integration of human rights principles and the local principles of CEDAW; and (4) the creation of an action plan to prioritize gender equity in departmental policies and programs.<sup>36</sup> The focus on individual departments is complemented by a commitment to integrate human rights principles city-wide through creation of a five-year strategic plan on gender equity and human rights.<sup>37</sup>

The Ordinance designates the San Francisco COSW as the key oversight agency, mandated to conduct human rights training for city departments, provide technical assistance throughout the gender analysis

process, and monitor the implementation of resulting action plans. Thus, Commission support enables city departments to conduct an analysis.<sup>38</sup> In addition, the San Francisco Ordinance established a temporary “CEDAW Task Force,” comprised of local government representatives and community members, to partner with the Commission to develop the initial gender analysis guidelines, review departmental analyses and action plans, and make recommendations to departments for improvement.<sup>39</sup> In addition to setting up oversight mechanisms, San Francisco allocated \$200,000 to support the creation of gender analysis guidelines as well as a full time employee to work with the COSW and the Taskforce.<sup>40</sup> The Taskforce expired after five years, and the San Francisco Department on the Status of Women (DOSW) has since assumed implementation and oversight authority.<sup>41</sup>

Since the law’s passage, San Francisco has conducted gender analyses for ten of the City’s fifty-four departments<sup>42</sup> to measure how policies – specifically those addressing employment, services, and budget – impact gender equity.<sup>43</sup> Each department selected for review must designate a liaison to the DOSW.<sup>44</sup> Through this sequential approach, a few city departments were analyzed each year. The DOSW is a key driver of the gender analysis and the development of recommendations for improvement,<sup>45</sup> a process that could take up to a year for each department.

San Francisco’s CEDAW has influenced local governance in a number of ways. The Ordinance has raised awareness of the impact of departmental policies and programs on women and girls, offered a framework to assess effectiveness of initiatives, and placed a focus on promoting gender equity. This has resulted in changes in how agencies approach their overall work, deliver services to constituents, and recruit and retain staff.<sup>46</sup> The San Francisco Department on the Status of Women has emphasized that data collection has been integral to the city’s ability to measure and quantify the status of women, and to the city’s ability to develop policies to effect change.<sup>47</sup> These reflections echo the comments of human rights experts, who have stated that “statistical information is absolutely necessary in order to understand the real situation of women.”<sup>48</sup>

The Department on the Status of Women credits CEDAW for improvements in the City’s response to domestic violence homicides and human trafficking, and in the provision of services for youth, among other accomplishments well-documented elsewhere.<sup>49</sup> As a result of the Ordinance, the Department on the Status of Women partnered with one of the city’s largest unions to study work-life policies and practices, which laid the groundwork for San Francisco’s paid parental leave charter amendment, as well as telecommuting and flex time policies.<sup>50</sup> CEDAW provided the basis for several reports on the status of women and girls across San Francisco: *An Update on Girls in San Francisco: A Decade of Success and Challenges*<sup>51</sup> and the publication *Gender Responsive Budgeting: A Path to Accountability & Data-Based Policy-Making*.<sup>52</sup> The CEDAW gender analysis also provided a tool to measure how budget cuts will impact women and girls across San Francisco.<sup>53</sup> In addition, CEDAW catalyzed change in the private sector. DOSW has used its experience addressing gender disparities to collaborate and create gender equality principles, standards that companies can use to assess the gender impacts of policies to guide improvements in the workplace.<sup>54</sup> Local advocates have also observed that the CEDAW Taskforce, which formally disbanded after year five of the Ordinance, offered a valuable avenue for community groups to participate in implementation, by fostering collaboration and information sharing between local government and community-based organizations.<sup>55</sup>

Despite progress, limited funding, training, and staff capacity have limited the reach of the San Francisco CEDAW Ordinance and delayed completion of additional gender analyses.<sup>56</sup> To facilitate further progress in light of resource challenges, San Francisco has developed a new approach to assessing departmental policies and programs. This includes streamlining departmental analyses,<sup>57</sup> and placing a focus on particular areas of concern within specific departments. For example, within the fire department there is a focus on the equity of recruitment and testing. Additionally, there is now a greater emphasis on empowering department staff to drive the gender analysis and monitor progress, rather than relying on the Department on the Status of Women to do so.<sup>58</sup>

### *The City of Los Angeles*

The City of Los Angeles is the largest jurisdiction in the United States to adopt CEDAW. In 2000, the City passed a CEDAW Resolution and created a Los Angeles CEDAW City Task Force.<sup>59</sup> The work of the Task Force was formalized in 2003, through passage of a CEDAW ordinance committing the City of Los Angeles to eliminate discrimination against women and girls in areas of economic development, gender-based violence, health care, and education.<sup>60</sup> Similar to the San Francisco CEDAW law, the Los Angeles Ordinance reflects the broad definition of discrimination found in CEDAW.<sup>61</sup> Further, it designates the City of Los Angeles Commission on the Status of Women (COSW) as an oversight body.<sup>62</sup>

In 2015, the City of Los Angeles catalyzed implementation of the CEDAW Ordinance when Mayor Eric Garcetti issued a first of its kind Executive Directive on Gender Equity in City Operations,<sup>63</sup> which aims to establish an individualized and comprehensive approach to implementing CEDAW across Los Angeles' forty-plus city departments, offices, and commissions.<sup>64</sup> This CEDAW Executive Directive calls on each department to develop gender equity strategies and submit a gender equity action plan to the Mayor's Office by February of 2016.<sup>65</sup> While action plans will be unique for each department, they will include goals and metrics on areas within the purview of Los Angeles City government, including work environment and recruitment, contracting opportunities for women-owned businesses, as well as evaluation of services to increase gender parity and equal opportunities for women and girls.<sup>66</sup> The equity plans will inform budgetary requests and expenditures across city agencies and departments moving forward.<sup>67</sup>

Notably, the CEDAW Executive Directive adds an accountability component to foster implementation. The Directive calls for General Managers and agency and department leadership to "ensure the cooperation of their Departments/Offices/Commissions" and be evaluated on progress under the Gender Equity Action Plans.<sup>68</sup> The CEDAW Executive Directive further establishes a new Gender Equity Coalition, comprised of a Gender Equity Liaison from each of the departments within City government to coordinate with the Commission on the Status of Women to fulfill the Cities' responsibilities under the CEDAW Ordinance, support and monitor progress under the action plans, identify additional focus areas and goals, and form working groups as necessary.<sup>69</sup> The Gender Equity Coalition, comprised largely of civil servants, aims to promote the use of a gender lens within departments and foster a sustainable gender equity infrastructure within the City of Los Angeles government.<sup>70</sup>

The CEDAW Executive Directive was accompanied by the release of a gender-based study of Los Angeles City government and the broader community.<sup>71</sup> The 2015 Report on the Status of Women and Girls, conducted by Mayor Eric Garcetti, in partnership with the Los Angeles City COSW and Mount St. Mary's

University, compiled data from City departments and publicly available information, and disaggregated data by Los Angeles zip codes, as well as by City Council Districts.<sup>72</sup> The study focuses specifically upon issues and concerns within the jurisdiction of the City of Los Angeles, and was released in a series of five reports, covering the following topics: demographics, leadership, veterans, education and workforce development, and public safety.<sup>73</sup> This city-wide study supported the development of the CEDAW goals and metrics reflected in the agency gender equity action plans.<sup>74</sup>

## *Miami-Dade County*

Miami-Dade County adopted a CEDAW ordinance in 2015. The goal of the Ordinance is to comprehensively monitor “the status of women and girls in health, education and economic development, providing an annual analysis that compares growth, advancement, and amelioration.”<sup>75</sup> As in San Francisco and Los Angeles, the Commission for Women plays an important role in implementation. What is unique in Miami-Dade is the role of the Commission Auditor, who collects gender equity data annually from across the county and provides it to the Commission. The Commission is then charged to review the data and make recommendations to the County Mayor and County Commission on ways to alleviate gender disparities and foster equity. This division of authority reflects an effort to limit the fiscal and staffing impact of implementation and leverage the fact that the Commission Auditor already collects a range of data and reports to the Commission on other issues.<sup>76</sup>

The Ordinance focuses on data collection related to three areas: (1) employment (including gender breakdowns across industries, salary comparisons for men and women in similar positions, and poverty rates); (2) health and safety (including information on insurance coverage, health conditions, trafficking, rates of domestic violence, and funding for responses); and (3) education, focused on educational attainment and related metrics.<sup>77</sup>

Data collection and reporting are key features of the recent Miami-Dade County CEDAW Ordinance.<sup>78</sup> When the law passed, one County Commissioner emphasized that the goal “is to track the status of women and girls comprehensively in Miami-Dade County so that the Commission can make sound public policy based on objective data. . . . CEDAW will help us better understand the challenges facing women and girls, and bring us one step closer to helping all of our residents thrive and prosper, free of discrimination.”<sup>79</sup>

The County is currently working on an implementation strategy for the Ordinance, and the first annual report by the Commission on Women, due to be released by the end of 2016, will offer insight into the breadth and scope of data collection and analysis, as well as recommendations to enhance gender equity.

*“This ... ordinance monitors comprehensively the status of women and girls in health, education and economic development, providing an annual analysis that compares growth, advancement, and amelioration; and [] comparing data and indicators year-by-year will enable this Board to better gauge whether current legislation relating to or having an impact on gender equity is effective and whether more needs to be done in any area.”*

*— CEDAW Ordinance, Miami-Dade County, Florida*

## Human Rights Based Resolutions and Proclamations

### *CEDAW Resolutions and Proclamations*

By enshrining CEDAW principles into law, local governments make a formal and binding commitment to human rights principles. As the examples described above illustrate, an ordinance can establish mechanisms to assess and improve gender equity and build human rights accountability into local governance through multiple strategies. Short of such an ordinance, local governments can still use a range of approaches to formally recognizing, analyzing, and advancing women’s human rights. The following section briefly describes how local governments commit to, and use, CEDAW principles to strengthen gender equity in the absence of an ordinance.

Since 2013, more than a dozen cities, including Louisville, Kentucky, Kansas City, Missouri, Minneapolis, Minnesota, Salt Lake City, Utah, and Eugene, Oregon have adopted resolutions and proclamations in support of CEDAW.<sup>80</sup> In addition, Oregon and Kentucky have adopted a state level proclamation and resolution, respectively.<sup>81</sup> (Appendix A lists existing local CEDAW ordinances, resolutions, and proclamations).

These resolutions and proclamations, while non-binding, signal that women’s human rights are a local priority and affirm that human rights provide a valuable framework to foster gender equity. Most of these resolutions highlight the challenges women face locally and include specific data on areas of inequality. Many also highlight that CEDAW offers a “comprehensive framework for governments to examine their policies and practices in relation to women and girls and to rectify discrimination based on gender.”<sup>82</sup> In some cases, local governments have also used resolutions to commit to specific steps to advance gender equity. For example, the Daly City, California resolution affirms that it is the City’s goal to “support public information and education programs to change traditional attitudes concerning the roles and status of women and men.”<sup>83</sup> In its resolution, the City of Long Beach, California included a call for the City Commission to perform a gender analysis in partnership with a local university.<sup>84</sup>

A number of resolutions further express local government intent to adopt a CEDAW ordinance in the future. The Louisville/Jefferson County Council resolution expressly emphasizes that “A resolution is the first step toward adopting a future ordinance that would call for: a gender analysis of all Louisville Metro departments and commissions; the designation of an oversight body; and resources to support these actions.”<sup>85</sup> The Cincinnati City Council resolution takes the same approach. CEDAW resolutions and proclamations can also capture and highlight work that a local jurisdiction is already doing to advance women’s human rights. In Salt Lake City, Utah and Eugene, Oregon, resolutions are one element of broader efforts to incorporate human rights standards into local decision-making (Case Studies, p. 16).

### *Human Rights Resolutions Addressing Domestic Violence*

In addition to the explicitly CEDAW-based examples discussed above, city and county governments have used resolutions to address a range of human rights issues that impact women, including domestic violence. These examples are notable because they demonstrate how resolutions offer a springboard for further action to promote and protect human rights through inclusion of specific goals, as well as mechanisms for community participation and monitoring.

As of 2016, more than twenty jurisdictions around the country have passed resolutions that declare freedom from domestic violence as a human right.<sup>86</sup> These resolutions emphasize the valuable role that local officials play in responding to domestic violence, and several call on local government to incorporate human rights principles into policy and practice in general terms. The Austin and Travis County Texas resolutions go further and lay out concrete steps towards that goal, including calling on the Austin/Travis County Family Violence Task Force to produce biannual reports that evaluate relevant practices and procedures and make recommendations for improvement.<sup>87</sup> In Miami-Dade County, the Board of Commissioners passed a resolution that emphasizes that law enforcement and city agencies constitute “the first line of defense against domestic violence,” and calls on “all local government agencies to incorporate [human rights] principles into their policies and practices.”<sup>88</sup> When Miami-Dade County updated its anti-discrimination ordinance in 2014, adding victims of domestic violence, dating violence, or stalking to the list of protected classes, the amendment included a citation to the resolution.<sup>89</sup>

Local governments have also used human rights resolutions and proclamations to address housing and children’s rights.<sup>90</sup> These examples illustrate how local human rights resolutions offer a valuable tool for local policymaking on issues impacting women. They are a platform to raise the visibility of human rights, and to encourage policy assessments, action plans, monitoring, and changes in law.

“[T]he County Declares that freedom from domestic violence is a fundamental human right, that the County will incorporate these principles into their policies and continue to secure this human right on behalf of its residents, that the County will appoint the Austin/Travis County Family Violence Task Force to identify the gaps and barriers in the County’s service delivery to survivors of domestic violence.”

— Domestic Violence Resolution, Travis County, Texas

# Local Strategies to Advance Gender Equity Through Human Rights

Examples across the United States illustrate ways that local governments use human rights to raise awareness of local concerns, enhance decision-making, and respond to local needs. State and local governments can adopt and build upon these strategies and examples to advance gender equity in ways that fit the needs of their particular communities.

There is no one-size fits all model to promote and protect human rights. As demonstrated by ongoing efforts to implement CEDAW, initiatives vary depending on available resources, community needs, and existing institutional frameworks. With the understanding that fulfilling the promise of human rights will ultimately require multiple strategies and collaboration among all levels of government, as well as participation of community members, this section distills common strategies that local governments use to foster gender equity using human rights.

The strategies below can be adopted by a range of local decisionmakers, including governors, mayors, legislators, city, county, and town executives, and boards of supervisors – each of whom have authority to implement human rights. Further, while many of the examples in this resource are focused on gender equity and CEDAW, they can inform a variety of efforts to advance human rights locally.

## Commit to Human Rights Principles

As detailed in prior sections, formal commitments to human rights, and to CEDAW specifically, offer local agencies and officials an opportunity to articulate the principles that guide their work, emphasize local priorities, and establish goals to foster gender equity. Declarations and proclamations provide platforms for local government to commit to, and raise awareness of, human rights.<sup>91</sup> Binding ordinances go further to signal support for advancing women’s human rights while institutionalizing efforts to assess and improve gender equity.<sup>92</sup>

## Gather Information on the Status of Women and Girls

Gathering data and information on women and girls is a key starting point to ensure gender equity. Data collection can help local governments better understand how policies affect women and girls in particular, and identify areas for improvement. Local CEDAW resolutions often cite data on the status of women to underscore the need for new approaches to women’s rights,<sup>93</sup> and information gathered from local communities has shaped local government efforts to advance gender equity.<sup>94</sup>

Recognizing the value of comprehensive information on women’s rights, several local CEDAW resolutions call for further research to understand gender equity in the local context. The process of gathering information on the status of women and girls can also foster partnerships to advance gender equity. In some cities and states, universities, foundations, and other civil society groups are leading the effort to gather information on women and girls.<sup>95</sup> By undertaking similar research, local governments can obtain a clearer picture of the opportunities available to women and girls, as well as outcomes in a range of policy areas. Disaggregation of data can further inform how factors like race, gender, sexual orientation, and disability impact the enjoyment of rights in particular communities.

## Develop Goals to Advance Gender Equity

By setting clear goals, local governments can articulate desired outcomes and lay the foundation to measure progress in advancing gender equity.<sup>96</sup> Gender equity goals can be city-wide, as well as department specific. Several CEDAW ordinances include city-wide goals, such as protecting “women and girls from sexual harassment in their places of employment, school, public transportation, and any other places where they may be subject to harassment.”<sup>97</sup>

Once goals are established, a jurisdiction can measure progress in meeting them through the use of indicators and metrics.<sup>98</sup>

## Monitor Progress Related to Gender Equity

Sustainable approaches to gender equity require mechanisms to assess progress on an ongoing basis. In all the jurisdictions currently implementing CEDAW, local governments have developed tools to track and analyze how changes in law and policy impact women and girls. The collection of disaggregated data, as well as inclusion of stakeholder input, can help local governments assess how programs are achieving intended results, identify areas for improvement, and provide a more complete picture of who is participating in, or being served by, government policies.

Monitoring can take place across an entire jurisdiction or agency by agency. City or county-wide monitoring can provide a macro-level view of how women across a jurisdiction are impacted by particular policies and practices, and help identify inequities that may exist in different neighborhoods, zip codes, and council districts. Jurisdiction-wide monitoring can also be informed by the departmental level gender equity audits, first established in the San Francisco Ordinance, which are an important feature of efforts to implement CEDAW locally. Departmental audits typically consists of a review of a city department’s personnel, policies, programs, and budgets, using data and qualitative information on initiatives to foster gender equity and integrate human rights principles into operations. A targeted gender analysis can help to identify the causes of discrimination and an array of ways to mitigate them. As demonstrated by the ordinances and gender analysis guidelines adopted to date, each jurisdiction can employ a unique approach.<sup>99</sup>

## Conduct Human Rights Education & Training

While some communities and local governments across the U.S. recognize benefits of integrating a human rights approach locally, public awareness about human rights and the ways in which human rights can foster more equitable and sustainable policies, including to advance gender equity, remains limited.<sup>100</sup>

Targeted training on human rights for government staff is an important component of building human rights into local governance and influencing how decisions are made.<sup>101</sup> Comprehensive trainings include not only foundational human rights principles, but also specific examples of how a human rights-based approach would impact the work of particular agencies and departments, as well as the value-added of using a gender lens in decision-making. Information on concrete ways that government actors can analyze employment, services, and budgets with a view to strengthening gender equality is also valuable.<sup>102</sup>

## Case Studies: Resolutions and Complementary Strategies in Action

### Salt Lake City, Utah

In Salt Lake City, Utah, local government has undertaken a number of activities to evaluate and respond to the needs of the City's diverse women, including adoption of a CEDAW resolution. The City's Human Rights Commission first recommended studying the feasibility of a CEDAW Ordinance in 2009. As a starting point, the Human Rights Commission and the Mayor's Office of Diversity and Human Rights spearheaded efforts to better understand the particular issues faced by women across Salt Lake. To encourage input from a range of communities, the Mayor's Office facilitated community dialogues on women's issue in a variety of locations and developed an on-line community survey. The feedback the City received was captured in the 2013 report *The Status of Women in Salt Lake City*, which highlights positive trends, identifies disparities, and makes recommendations to enhance gender equity related to education, political-social concerns, health and safety, and economics.<sup>103</sup> Among other recommendations, the report calls on Salt Lake to (1) adopt a CEDAW ordinance as "a legal framework for the achievement of gender equality" and (2) create a standing Women's Commission.<sup>104</sup> In March 2016, Salt Lake City passed a CEDAW resolution, formally committing itself to join the Cities for CEDAW Campaign.<sup>105</sup> There is an ongoing discussion within Salt Lake City on next steps toward passing a CEDAW ordinance in Salt Lake City, though there is not an explicit timeline for action.<sup>106</sup> However, in absence of an ordinance, Salt Lake has initiated a pilot gender analysis project. The Human Rights Commission is training staff in the City's Division of Youth and Family on how to use a gender equity tool and will oversee a study of the Division in 2017.<sup>107</sup>

### Eugene, Oregon

In Eugene, Oregon, both the Mayor and City Council have demonstrated support for CEDAW's principles.<sup>108</sup> Mayor Kitty Piercy declared November 16, 2015 "CEDAW Day and International Day of Tolerance" as one element of ongoing efforts to incorporate human rights into city governance in Eugene, a self-designated Human Rights City.<sup>109</sup> The broader effort to promote and protect human rights, led by the City's Human Rights Commission, in conjunction with the Mayor's Office and local community groups, has resulted in a number of changes to local governance. In 2011, the City expanded the Human Rights Commission's mandate to explicitly support and promote the full range of human rights within the Universal Declaration of Human Rights (UDHR).<sup>110</sup> Additionally, Eugene has been on the forefront of efforts to measure the human rights impacts of proposed policies and decisions across a range of areas.<sup>111</sup> As part of the Mayor's sustainability plan, departments across Eugene use a "Triple Bottom Line" tool, grounded in the UDHR, to analyze the economic, equity, and environmental impacts of city services and projects to help the city achieve its goals and limit the potential negative impacts.<sup>112</sup> In conjunction with its use of the Tool, Eugene has made decisions to improve access to services, including youth recreation and public amenities and invested more in health, particularly for low-income families.<sup>113</sup> Eugene's efforts complement growing support for CEDAW in Oregon at the state and municipal levels (see Appendix A).

# Recommended Considerations

Government actors and advocates with experience using human rights in local governance have identified a number of factors that contribute to positive outcomes in efforts to advance gender equity through human rights. The following section highlights key considerations related to operationalizing CEDAW locally.

## Legal Tools & Infrastructure

As described throughout this resource, resolutions, proclamations, ordinances, and executive directives all play a role in promoting and protecting women's human rights across the country. In the jurisdictions taking steps to enshrine CEDAW into local law, the approaches vary according to the unique legal and political context, and the local institutional landscape.

A key factor that influences efforts to advance women's human rights is the infrastructure in place for implementation. Examples of local CEDAW implementation illustrate that local Departments on the Status of Women, Commissions on the Status of Women, Human Rights Agencies, and Commission Auditors can all play key roles in advancing gender equity. Each of these entities can set gender equity goals, contribute to data collection and analysis, liaise with civil society, contribute to human rights trainings across a jurisdiction, and encourage and support the efforts of agencies and departments to conduct human rights audits of policies, procedures, and staffing.

Regardless of which entities are charged with implementing laws, policies, and procedures that advance gender equity, it is important to ensure that there is a clear individual or office with decision-making authority designated to devote consistent attention and strategic direction to integrating CEDAW into local governance, and committed to doing so over the long-term. The examples explored in this resource further underscore the importance of ensuring that there is an oversight body that has expertise with gender equity and human rights, the power to convene city agencies and departments, authority to request and collect data from across a jurisdiction, capacity to provide training and technical support, and sufficient resources. More intangible factors, such as existing partnerships and allies, as well as perceived legitimacy, should also be taken into account.

Several jurisdictions, including Eugene, Oregon, Salt Lake City, Utah, and Los Angeles, California, demonstrate how executive-level engagement, including by the city manager and mayor, can help to ensure the integration of human rights into governance. Mayoral leadership can raise the profile of gender equity and catalyze progress due to the executive's unique ability to set policy objectives and incentivize implementation.<sup>114</sup> Executive leadership, in tandem with institutional capacity for oversight, is vital for long term success.

## Transparency & Public Participation

In many of the jurisdictions mentioned above, local groups have played a key role in shaping CEDAW-based initiatives to respond to local needs. Indeed, the human rights framework calls on governments to prioritize transparency and work hand in hand with impacted communities to develop sustainable solutions to inequality. This includes fostering meaningful participation in planning, implementing, and

evaluating policies, including by ensuring access to information and engaging marginalized groups in decision-making.<sup>115</sup> By empowering impacted communities to influence outcomes, and by engaging in genuine partnership with civil society, government agencies and officials can ensure that policies and programs reach their intended beneficiaries and that community voices are taken into account. Broad participation in policy development can also increase public support and awareness of particular initiatives.<sup>116</sup>

A clear way to foster transparency and participation is to make government documents, like gender analyses, widely available. To date, the cities implementing CEDAW have made their reports and gender analyses public, or have pledged to do so.<sup>117</sup>

Many of the jurisdictions using human rights in local law and policy have also created an explicit role for residents to participate in needs assessments and to shape law and policy solutions through taskforces, formal partnerships, and outreach.<sup>118</sup> Periodic public hearings, dialogues, consultations, and community roundtables<sup>119</sup> all offer additional opportunities for community members to contribute to discussions on what policies are most effective, and to identify areas where more work needs to be done. Local government representatives have emphasized that personal testimony on the real life impacts of gender inequity is a powerful way to illustrate the problems that these laws seek to address.

It is important to reach out to diverse community stakeholders and partners, including particularly vulnerable and marginalized populations (including youth, women with disabilities, and immigrant women). To maximize inclusion, governments should take into account potential barriers to effective engagement, such as language and literacy, geography, and physical accessibility. Indeed, CEDAW calls for an inclusive, intersectional approach to fostering equality, as discussed on p. 5.

## The Role of the Private Sector

CEDAW addresses aspects of public and private life, including health, education, and employment. Accordingly, public sector engagement with the private sector is critical to ensuring gender equity at the city, county, and state level. Local governments have a variety of tools at their disposal to encourage, support, and collaborate with the private sector to strengthen gender equity.<sup>120</sup>

One area where public/private partnerships are essential to greater gender equity is employment, given that the majority of women in the United States work in the private sector. Recognizing the importance of private sector employment, the San Francisco Department on the Status of Women worked together with private entities to establish the Gender Equality Principles (GEPs), a set of standards to assist private companies in addressing gender equity and promoting effective practices.<sup>121</sup> Comprised of seven principles to promote gender equitable workplaces, the GEPs address issues such as compensation, work-life balance, and supply chain management. The GEPs have been adopted as the Women's Empowerment Principles by the United Nations.<sup>122</sup>

Local governments can work with corporations, educational institutions, and other partners to raise awareness of equity and human rights initiatives, conduct research into best practices, and advance CEDAW principles in an array of sectors to expand the reach of gender equity laws and practices. These collaborations also offer an opportunity to leverage additional resources and expertise.

## Resource Allocation

A key lesson from jurisdictions working to promote and protect human rights is that effective implementation requires governments to make a long-term commitment to institutional support, allocate adequate financial and human resources, and facilitate human rights training for departments and agency leadership and staff.

There is no single budget formula for implementing gender equity. Yet, government representatives and advocates with experience implementing local human rights laws emphasize that adequate resources are critical for success.<sup>123</sup> Allocating specific resources towards implementation does not necessarily increase governance costs.<sup>124</sup> A human rights-based, proactive approach that aims to prevent discrimination before it occurs can mitigate the need for remedial action, including lawsuits, which can be costly. Further, it can lead to wider improvements in programs and services, which can reap municipal benefits.<sup>125</sup>

To supplement existing resources to promote and protect human rights, local agencies and officials have called for federal resources and support for more comprehensive human rights implementation. Mayors and human rights agencies have been at the forefront of these efforts, advocating for federal guidance on human rights, financial resources, and human rights training in domestic and international arenas.<sup>126</sup> To bolster existing capacity and maximize the reach of gender equity initiatives, local governments can further leverage the knowledge and expertise of national and local human rights experts and local community members, as well as the resources of academic institutions and the private sector.

*“The CEDAW Ordinance was a driving force to bring the issue of employees’ needs around work-life balance to the fore. Indeed, the CEDAW Ordinance catalyzed attention to the issue city-wide and also facilitated specific policy changes.”*

— Respect, Protect, Fulfill: Raising the Bar on Women’s Rights in San Francisco

## Conclusion

Human rights offer a powerful framework for local governments to foster gender equity and improve the lives of women and girls. Through a sustained focus on advancing women’s human rights that includes data collection, gender analyses, forward-looking action plans, awareness-raising, and community partnerships, state and local governments can promote and protect human rights, and make progress toward the ultimate goal of advancing equality and opportunity for all individuals in their communities. The examples and recommendations included here provide a starting point to identify and address factors that perpetuate inequality, and to improve policy outcomes to ensure that human rights are realized close to home.

“[D]ifferent levels of government in our federal system have been described as laboratories of democracy, because they may develop and test different and creative solutions. Where their solutions work well, these best practices may be shared and emulated elsewhere.”

— Keith Harper, former U.S. Ambassador to the U.N. Human Rights Council

# Appendix A –State and Local CEDAW Initiatives in the United States

*This list is based on independent research and information from The Leadership Conference Education Fund, as of January 2017. An up-to-date version is available via the Cities for CEDAW website at <http://citiesforcedaw.org>*

## CEDAW Resolutions

Ashland, Oregon  
Cincinnati, Ohio  
Daly City, California  
Edina, Minnesota  
Eugene, Oregon  
Lafayette, Colorado  
Laguna Woods, California  
Long Beach, California  
Louisville, Kentucky  
Minneapolis, Minnesota  
New Orleans, Louisiana  
Kansas City, Missouri  
Kentucky (state)  
Salt Lake City, Utah  
Santa Monica, California  
St. Paul, Minnesota  
St. Petersburg, Florida  
Tampa, Florida  
University City, Missouri  
West Hollywood, California

## CEDAW Ordinances

Berkeley, California  
Honolulu, Hawai'i  
Los Angeles, California  
Miami-Dade County, Florida  
Pittsburgh, Pennsylvania  
San Francisco, California

## CEDAW Proclamations

Oregon (state)  
Eugene, Oregon  
Portland, Oregon

## Appendix B – Select CEDAW Implementation Tools

*The following links represent a variety of approaches that local governments have taken to commit to, and operationalize, CEDAW principles into local governance.*

### Ordinances

- Berkeley, California: <http://www.ci.berkeley.ca.us/recordsonline/export/13534662.pdf>
- Honolulu, Hawaii: <http://citiesforcedaw.org/wp-content/uploads/2016/05/DOC004-6.pdf>
- Miami-Dade County, Florida: <http://www.miamidade.gov/govaction/legistarfiles/MinMatters/Y2015/151069min.pdf>
- Pittsburgh, Pennsylvania: <https://pittsburgh.legistar.com/LegislationDetail.aspx?ID=2866138&GUID=68DCC80C-B0A1-4DB0-A020-03954A6F86B9&FullText=1>
- San Francisco, California: <http://sfgov.org/dosw/cedaw-ordinance>
- Washington, D.C. (proposed): <http://lims.dccouncil.us/Download/33497/B21-0114-Introduction.pdf>

### Executive Directive

- Los Angeles, California: [http://www.lamayor.org/sites/g/files/wph446/f/page/file/ED\\_11.pdf?1440645063](http://www.lamayor.org/sites/g/files/wph446/f/page/file/ED_11.pdf?1440645063)

### Resolutions

- Louisville, Kentucky: <http://www.nentw.com/wp-content/uploads/2014/09/LouisvilleCEDAWFinalVersion082414.pdf>
- University City, Missouri: <http://www.ngocsw.org/wp-content/uploads/2015/06/6.22.2015-U-City-CEDAW-Resolution.pdf>

### Gender Analysis Guidelines

- San Francisco, California: <http://sfgov.org/dosw/gender-analysis-guidelines>

## Appendix C – Additional Resources on Local CEDAW Initiatives

- Columbia Law School Human Rights Institute, *Using Human Rights Assessments in Local Governance: A Toolkit for State and Local Human Rights and Human Relations Commissions* (2014), [http://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/iaohra\\_toolkit\\_9.11.14\\_reduced.pdf](http://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/iaohra_toolkit_9.11.14_reduced.pdf).
- It's Time Network, *Mayors Guide: Accelerating Gender Equality* (2016), [http://www.itstimenetwork.org/mayors\\_guide?utm\\_campaign=mg\\_mrtb\\_partcpt&utm\\_medium=email&utm\\_source=itstimenetwork](http://www.itstimenetwork.org/mayors_guide?utm_campaign=mg_mrtb_partcpt&utm_medium=email&utm_source=itstimenetwork).
- San Francisco Department on the Status of Women, *Human Rights in Action: San Francisco's Local Implementation of the United Nations' Women's Treaty (CEDAW)* (2010), [http://sfgov.org/dosw/sites/sfgov.org.dosw/files/migrated/FileCenter/Documents/dosw/Reports/CEDAW\\_report\\_101810.pdf](http://sfgov.org/dosw/sites/sfgov.org.dosw/files/migrated/FileCenter/Documents/dosw/Reports/CEDAW_report_101810.pdf).
- The Leadership Conference Education Fund & Women's Intercultural Network, *Cities for CEDAW: A Campaign to Make the Global Local* (2015), [http://citiesforcedaw.org/wp-content/uploads/2015/12/CEDAW-toolkit\\_December-2015.pdf](http://citiesforcedaw.org/wp-content/uploads/2015/12/CEDAW-toolkit_December-2015.pdf).
- Women's Institute for Leadership Development (WILD) for Human Rights, *Making Rights Real: A Workbook on the Local Implementation of Human Rights* (2006), <http://sfgov.org/dosw/sites/sfgov.org.dosw/files/wild-booklet-13mar14.pdf>.
- Women's Institute for Leadership Development (WILD) for Human Rights, *Respect, Protect, Fulfill: Raising the Bar on Women's Rights in San Francisco* (2008), <https://www.drew.edu/wp-content/uploads/sites/109/Final-CEDAW-SF-Report.pdf>.

# Endnotes

<sup>1</sup> See Columbia Law School Human Rights Institute, *Bringing Human Rights Home: How State and Local Governments Can Use Human Rights to Advance Local Policy* (Dec. 2012) [hereinafter *Bringing Human Rights Home*], available at <https://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/Bringing%20Human%20Rights%20Home.pdf> and Columbia Law School Human Rights Institute, *Using Human Rights Assessments in Local Governance: A Toolkit for State and Local Human Rights and Human Relations Commissions* (Aug. 2014) [hereinafter *Human Rights Assessments*], available at [https://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/iaohra\\_toolkit\\_9.11.14\\_reduced.pdf](https://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/iaohra_toolkit_9.11.14_reduced.pdf).

<sup>2</sup> As of 2016, twenty-three states had sex equality provisions in their state constitutions. See Julie Suk, *An Equal Rights Amendment for the Twenty-First Century? Bridging Global and State Constitutionalism* (Draft, on file with Columbia Law School Human Rights Institute).

<sup>3</sup> Institute for Women's Policy Research, *The Status of Women in the States: 2015 Executive Summary*, 1 (May 2015) [hereinafter *Women in the States*], available at <http://statusofwomensdata.org/app/uploads/2015/02/SWS-Exec-Summary-final.pdf>.

<sup>4</sup> Inter-Parliamentary Union, *Women in national parliaments* (Updated Sept. 1, 2016), available at <http://www.ipu.org/wmn-e/classif.htm>.

<sup>5</sup> Emily Baxter and Jamie Keene, *The Excessive Political Power Of White Men In The United States, In One Chart*, ThinkProgress (Oct. 10, 2014), available at <http://thinkprogress.org/justice/2014/10/10/3578399/survey-finds-white-men-have-eight-times-as-much-political-power-as-women-of-color>.

<sup>6</sup> Margaret Talbot, *Comment: 2016's Manifest Misogyny*, NEW YORKER (Oct. 24, 2016), available at <http://www.newyorker.com/magazine/2016/10/24/2016s-manifest-misogyny>; Daniel Bush, *Election 2016: The hidden sexism that could sway the election* (June 2016), available at <http://www.pbs.org/newshour/features/hidden-sexism/>

<sup>7</sup> U.S. Department of Labor, *Labor Force Participation Rates: 2015 Annual Averages*, [https://www.dol.gov/wb/stats/latest\\_annual\\_data.htm#labor](https://www.dol.gov/wb/stats/latest_annual_data.htm#labor).

<sup>8</sup> *Women in the States*, supra n. 3 at 4.

<sup>9</sup> Institute for Women's Policy Research, *The Gender Wage Gap: 2015: Annual Earnings Differences by Gender, Race, and Ethnicity* (Sept. 2016), available at <http://www.iwpr.org/publications/pubs/the-gender-wage-gap-2015-annual-earnings-differences-by-gender-race-and-ethnicity>.

<sup>10</sup> *Women in the States*, supra n. 3, at 10.

<sup>11</sup> See Sophia Kerby, *The State of Women of Color in the United States: Although They've Made Incredible Strides, Many Barriers Remain for This Growing Population*, Center for American Progress, 2 (July 17, 2012), available at [https://cdn.americanprogress.org/wp-content/uploads/issues/2012/07/pdf/women\\_of\\_color\\_brief.pdf](https://cdn.americanprogress.org/wp-content/uploads/issues/2012/07/pdf/women_of_color_brief.pdf).

<sup>12</sup> Carimah Townes, *How Women of Color Are Disproportionately Impacted By Domestic Violence*, ThinkProgress (Oct. 22, 2013), available at <http://thinkprogress.org/health/2013/10/22/2818051/women-color-domestic-violence/>.

<sup>13</sup> See *Women in the States*, supra n. 3, at 10, 13; see also Opportunity Agenda et al., *Unequal Health Outcomes in the United States: Racial and Ethnic Disparities in Health Care Treatment and Access, the Role of Social and Environmental Determinants of Health, and the Responsibility of the State* (2008), available at <http://www.prrac.org/pdf/CERDhealthEnvironmentReport.pdf>; see generally Centers for Disease Control and Prevention, *CDC Health Disparities and Inequalities Report – United States, 2013*, 114 (Nov. 12, 2013), available at <http://www.cdc.gov/mmwr/pdf/other/su6203.pdf>.

<sup>14</sup> Report of the Working Group on the issue of discrimination against women in law and in practice, on its mission to the United States 3, U.N. Doc A/HRC/32/44/Add.2 (June 7, 2016), available at [http://www.ohchr.org/Documents/Issues/Women/WG/A\\_HRC\\_32\\_44\\_Add.2\\_en.pdf](http://www.ohchr.org/Documents/Issues/Women/WG/A_HRC_32_44_Add.2_en.pdf). This report, by the U.N. Working Group on the issue of discrimination against women, is based upon the working group's 2015 visit to the United States. From November 30 – December 11, 2015, the group met with civil society stakeholders and U.S. government officials in Washington, D.C., and conducted site visits to Alabama, Oregon, and the Rio Grande Valley in Texas.

<sup>15</sup> Convention on the Elimination of All Forms of Discrimination Against Women, Art. 2, G.A. res. 34/180, 34 U.N. GAOR Supp. (No. 46) 193, U.N. Doc. A/34/46 (entered into force Sept. 3, 1981) [hereinafter CEDAW], available at <http://www.un.org/womenwatch/daw/cedaw/>.

<sup>16</sup> The United States Conference of Mayors, *Resolution, In Support of Cities for CEDAW Initiative and Encouraging Cities to Implement the Principles of the U.N. Convention on the Elimination of All Forms of Discrimination Against Women* (June 2014), available at [http://www.usmayors.org/resolutions/82nd\\_Conference/cs18.asp](http://www.usmayors.org/resolutions/82nd_Conference/cs18.asp).

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<sup>17</sup> United Nations Association of the United States of America, *Cities for CEDAW: Promoting Women’s Equality in Your Community Guidelines and Toolkit*, 4 (2016), available at <http://www.intermix.org/cedaw/UNAWomenCEDAWToolkit.pdf>.

<sup>18</sup> The Leadership Conference Education Fund & Women’s Intercultural Network, *Cities for CEDAW: A Campaign to Make the Global Local*, 1 (2015) [hereinafter *Making the Global Local*], available at [http://citiesforcedaw.org/wp-content/uploads/2016/05/CEDAW-toolkit\\_May-2016.pdf](http://citiesforcedaw.org/wp-content/uploads/2016/05/CEDAW-toolkit_May-2016.pdf).

<sup>19</sup> The Leadership Conference on Civil and Human Rights & Women’s Intercultural Network, *Fact Sheet: The Convention on the Elimination of All Forms of Discrimination Against Women - CEDAW ...because Women’s Rights are Human Rights* (Oct. 22, 2015), available at [http://citiesforcedaw.org/wp-content/uploads/2017/01/CEDAW-USFact-Sheet-\\_10-22-15.pdf](http://citiesforcedaw.org/wp-content/uploads/2017/01/CEDAW-USFact-Sheet-_10-22-15.pdf).

<sup>20</sup> This section draws heavily from past research and reports published by the Columbia Law School Human Rights Institute. Specifically, these human rights principles are defined in greater detail in *Bringing Human Rights Home*, *supra* n. 1 and *Human Rights Assessments*, *supra* n. 1. Additional information and resources for state and local officials be found at <http://web.law.columbia.edu/human-rights-institute/human-rights-us/state-and-local-implementation>.

<sup>21</sup> Universal Declaration of Human Rights, G.A. Res. 217A, 71, U.N. Doc A/810 (Dec. 12, 1948), available at <http://www.un.org/en/documents/udhr/>.

<sup>22</sup> CEDAW, *supra* n. 15.

<sup>23</sup> Committee on the Elimination of All Forms of Discrimination Against Women [hereinafter CEDAW Committee], *General Recommendation No. 12, Violence Against Women*, U.N. Doc. A/44/38, 75 (Feb. 13, 1990) (noting that articles 2, 5, 11, 12, and 16 of the Convention require governments to protect women against violence, and recommending that governments report to the Committee information on violence against women); CEDAW Committee, *General Recommendation No. 19, Violence Against Women*, U.N. Doc. A/47/38, 1 (Feb. 1, 1992) (“Gender-based violence is a form of discrimination that seriously inhibits women’s ability to enjoy rights and freedoms on a basis of equality with men.”).

<sup>24</sup> CEDAW Committee, *General Recommendation No. 18, Disabled Women*, U.N. Doc. A/46/38, 3 (Feb. 1, 1991) (referring to the “double discrimination” faced by disabled women); CEDAW Committee, *General Recommendation No. 25, Temporary Special Measures*, reprinted in U.N. Doc. HRI/GEN/1/Rev.7, ¶ 12 (May 12, 2004) [hereinafter *General Recommendation No. 25*], available at [http://www.un.org/womenwatch/daw/cedaw/recommendations/General%20recommendation%2025%20\(English\).pdf](http://www.un.org/womenwatch/daw/cedaw/recommendations/General%20recommendation%2025%20(English).pdf) (“Certain groups of women, in addition to suffering from discrimination directed against them as women, may also suffer from multiple forms of discrimination based on additional grounds such as race, ethnic or religious identity, disability, age, class, caste or other factors.”).

<sup>25</sup> Telephone Interview by Erin Foley Smith with Soon-Young Yoon, Cities for CEDAW (Dec. 16, 2015).

<sup>26</sup> CEDAW Committee, *General Recommendation No. 9, Statistical Data Concerning the Situation of Women*, U.N. Doc. A/44/38, 73 (Feb. 13, 1990) [hereinafter *General Recommendation No. 9*] (noting that “statistical information is absolutely necessary in order to understand the real situation of women,” and recommending that national statistical services gather disaggregated data).

<sup>27</sup> See, e.g., San Francisco Department on the Status of Women, *Gender Analysis Guidelines*, § 2(d) [hereinafter S.F. Guidelines], available at <http://sfgov.org/dosw/gender-analysis-guidelines>; see also City and County of San Francisco, Local Implementation of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Sec. 12K.2(g) (Board of Supervisors, 1998, amended 2000) [hereinafter S.F. Ordinance], available at <http://sfgov.org/dosw/cedaw-ordinance>.

<sup>28</sup> City of Los Angeles, Executive Directive No. 11: Gender Equity in City Operations (Aug. 26, 2015) [hereinafter L.A. Executive Directive], available at [http://www.lamayor.org/sites/g/files/wph446/f/page/file/ED\\_11.pdf?1440645063](http://www.lamayor.org/sites/g/files/wph446/f/page/file/ED_11.pdf?1440645063).

<sup>29</sup> *Id.*

<sup>30</sup> This section does not discuss local initiatives that may reflect core human rights principles, but are not grounded in human rights principles. Such initiatives include Seattle’s Gender Justice Project, launched in 2014 to address gender inequity in the city, including the pay gap, and Los Angeles County’s five year initiative on women and girls. See City of Seattle, Gender Justice Project, <http://www.seattle.gov/gender-justice-project>; Los Angeles County Initiative on Women and Girls, Taylor Walker, *New Initiative to Reduce Gender-Based Disparities in LA County*, WitnessLA (Dec. 14, 2016), at <http://witnessla.com/new-initiative-to-reduce-gender-based-disparities-in-la-county/>

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<sup>31</sup> The District of Columbia City Council unanimously supported introduction of a local CEDAW law in March of 2015. The proposed amendment to the City’s Human Rights Act calls for a gender analysis of district agencies and programs, and tasks the Office of Human Rights (OHR) with monitoring and implementation. See Washington D.C. Council, Local Implementation of the Convention on the Elimination of All Forms of Discrimination Against Women Amendment Act of 2015, B21-0114 (pending, introduced Mar. 3, 2015), available at <http://lms.dccouncil.us/Download/33497/B21-0114-Introduction.pdf>; see also Stephanie Moore, *D.C. City Council Pushes Forward Local CEDAW Initiative*, Unfinished Business: Leadership Conference Education Blog (Mar. 6, 2015), available at <http://leadershipconferenceedfund.org/blog/d-c-city-council-pushes-forward-local-cedaw-initiative-2/>.

In November of 2015, Honolulu, Hawaii became the fifth jurisdiction to incorporate CEDAW into local law. The law commits Honolulu to conduct gender analyses, but the mechanics of a gender analysis are not included in the law, and have yet to be articulated publicly. See City and County of Honolulu, Hawaii, Ordinance No. 15-50 (City Council Nov. 23, 2015), available at <http://www4.honolulu.gov/docushare/dsweb/Get/Document-172779/ORD15-050.PDF>. See also City of Berkeley, Ordinance No. 7,224-N.S. – Adding Chapter 13.20 to the Berkeley Municipal Code Adopting the Operative Principles of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women, Chapter 13.20 (City Council Feb. 16, 2012) [hereinafter Berkeley Ordinance], available at <http://www.ci.berkeley.ca.us/recordsonline/export/13534662.pdf>.

<sup>32</sup> For more comprehensive information on the Ordinance and its passage, see Debra Liebowitz, *Respect, Protect, Fulfill: Raising the Bar on Women’s Rights in San Francisco*, The Women’s Institute for Leadership Development for Human Rights, 2 (2008) [hereinafter Liebowitz, *Respect, Protect, Fulfill*], available at <http://www.drew.edu/politicalscience/files/Final-CEDAW-SF-Report.pdf>; see also Columbia Law School Human Rights Institute, *State and Local Human Rights Agencies: Recommendations for Advancing Opportunity and Equality Through an International Human Rights Framework*, 8, Appendix C, Appendix D-3 (2009) [hereinafter *Advancing Opportunity and Equality*], available at [http://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/45408\\_HRI-Text%20%5Bonline%5D%20-%202nd%20printing%20%28updated%2010.1.09%29.pdf](http://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/45408_HRI-Text%20%5Bonline%5D%20-%202nd%20printing%20%28updated%2010.1.09%29.pdf).

<sup>33</sup> S.F. Ordinance, *supra* n. 27, at Sec. 12K.1(c).

<sup>34</sup> *Id.* at Sec. 12K.2(d). This reflects a 2000 amendment to the Ordinance to explicitly “consider the intersection of gender and race [and recognize] the unique experiences of women of color.” *Id.* at Sec. 12K.1(f)(3). Although the Ordinance’s original drafters felt that this kind of analysis was already required under CEDAW, they later decided that making it explicit would ensure that people took these considerations more fully into account. Telephone Interview by Erin Foley Smith with Debra Liebowitz, Professor, Department of Political Science & International Relations and Women’s and Gender Studies Program, Drew University (Jan. 26, 2016) [hereinafter Liebowitz Interview]; see also Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 2-3, 17.

<sup>35</sup> S.F. Ordinance, *supra* n. 27, at Sec. 12K.1(c).

<sup>36</sup> *Id.* at Sec. 12K.4(b).

<sup>37</sup> *Id.* at Sec. 12K.4(c).

<sup>38</sup> See Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 3.

<sup>39</sup> S.F. Ordinance, *supra* n. 27, at Sec. 12K.5.

<sup>40</sup> Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 2.

<sup>41</sup> *Id.* at 3.

<sup>42</sup> San Francisco Department on the Status of Women, *Gender Analysis Reports*, available at <http://sfgov.org/dosw/gender-analysis-reports>.

<sup>43</sup> See S.F. Guidelines, *supra* n. 27.

<sup>44</sup> S.F. Ordinance, *supra* n. 27, at Sec. 12K.4(b)(3).

<sup>45</sup> See Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 12, 15-19.

<sup>46</sup> *Id.* at 5-11; San Francisco Department on the Status of Women, *Human Rights in Action: San Francisco’s Local Implementation of the United Nations’ Women’s Treaty (CEDAW)* (2010) [hereinafter *Human Rights in Action*], available at [http://sfgov.org/dosw/sites/default/files/Documents/dosw/Reports/CEDAW\\_report\\_101810.pdf](http://sfgov.org/dosw/sites/default/files/Documents/dosw/Reports/CEDAW_report_101810.pdf).

<sup>47</sup> Remarks of Elizabeth Newman, San Francisco Department on the Status of Women, Roundtable on *Cities for CEDAW: Strategies and Lessons Learned*, New York (Mar. 16, 2016); see also San Francisco Department on the Status of Women, *Local Tools, Global Scope*, 3 (2010), available at [http://sfgov.org/dosw/sites/default/files/Local\\_Tools\\_Global\\_Scope\\_brochure.pdf](http://sfgov.org/dosw/sites/default/files/Local_Tools_Global_Scope_brochure.pdf) (“The only way to know if women are disproportionately affected by policy decisions is through the systematic collection of demographic data, disaggregated by gender, race, age, and other social characteristics.”).

<sup>48</sup> *General Recommendation No. 9*, *supra* n. 26, at 73.

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- <sup>49</sup> See e.g., *id.*; *Making the Global Local*, *supra* n. 18, at 8; *Advancing Opportunity and Equality*, *supra* n. 32, at 8; Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 9-11.
- <sup>50</sup> See Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 9-11; see also San Francisco Department on the Status of Women, *The Report on the Status of Women in San Francisco*, Executive Summary, 5 (June 2016), available at <http://sfgov.org/dosw/sites/default/files/2016%20Report%20on%20the%20Status%20of%20Women%20Executive%20Summary.pdf> (describing legislation).
- <sup>51</sup> San Francisco Commission and Department on the Status of Women, *An Update on Girls in San Francisco: A Decade of Success and Challenges* (May 2012), available at <http://www.sfgov3.org/Modules/ShowDocument.aspx?documentid=2184>.
- <sup>52</sup> This report, completed by the San Francisco Department on the Status of Women in partnership with the Mayor's Office of Public Policy and Finance, assesses data collection practices and recommendations to advance transparency, accountability, and equality. See San Francisco Department on the Status of Women, *Gender Responsive Budgeting: A Path to Accountability & Data-Based Policy-Making: A Survey of the Demographic Data Collection Practices of City and County of San Francisco Departments* (Feb. 2010), available at [http://sfgov.org/dosw/ftp/uploadedfiles/dosw/reports/GenderResponsiveBudgeting\\_DataCollectionSurvey\\_FinalReport\\_Feb2010.pdf](http://sfgov.org/dosw/ftp/uploadedfiles/dosw/reports/GenderResponsiveBudgeting_DataCollectionSurvey_FinalReport_Feb2010.pdf).
- <sup>53</sup> San Francisco Department on the Status of Women, *2003 San Francisco Gender Analysis of City Departments Budget Cuts* (updated June 3, 2003), available at <http://sfgov.org/dosw/2003-san-francisco-gender-analysis-city-departments-budget-cuts>.
- <sup>54</sup> See Gender Equity Principles Initiative, *About* (2010), available at <http://www.genderprinciples.org/about.php>; see also *infra* n. 121-23 and accompanying text.
- <sup>55</sup> See Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 19.
- <sup>56</sup> See *id.* at 12-19.
- <sup>57</sup> San Francisco Department on the Status of Women, *Strategic Plan: Fiscal Years 2016-2018 (July 1, 2015 – June 30, 2018)*, 3, available at [https://sfgov.org/dosw/sites/default/files/FY16-18%20Strategic%20Plan\\_021015.pdf](https://sfgov.org/dosw/sites/default/files/FY16-18%20Strategic%20Plan_021015.pdf).
- <sup>58</sup> Remarks of Emily Murase, ASIL 110<sup>th</sup> Annual Conference, *Human Rights Cities Panel, Washington D.C., April 1, 2016* (publication forthcoming).
- <sup>59</sup> City of Los Angeles, Council File No. 00-0398 (City Council Motion, adopted Mar. 15, 2000, approved June 23, 2000), available at [https://cityclerk.lacity.org/lacityclerkconnect/index.cfm?fa=vcfi.dsp\\_CFMS\\_Report&rptid=99&cfnumber=00-0398](https://cityclerk.lacity.org/lacityclerkconnect/index.cfm?fa=vcfi.dsp_CFMS_Report&rptid=99&cfnumber=00-0398).
- <sup>60</sup> City of Los Angeles, Ordinance No. 175735 - To provide for the local implementation of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), §§ 1(B)–(F) (City Council, 2003) [hereinafter L.A. Ordinance], available at [http://clkrep.lacity.org/online/docs/2000/00-0398-S2\\_ORD\\_175735\\_02-08-2004.pdf](http://clkrep.lacity.org/online/docs/2000/00-0398-S2_ORD_175735_02-08-2004.pdf).
- <sup>61</sup> *Id.* at § 1(B); see also *supra* n. 34, and accompanying text.
- <sup>62</sup> L.A. Ordinance, *supra* n. 60 at § 1(G).
- <sup>63</sup> L.A. Executive Directive, *supra* n. 28.
- <sup>64</sup> *Id.*
- <sup>65</sup> *Id.* See City of Los Angeles—CEDAW—Working Template for Departmental Gender Equity Plan 2016 (on file with Columbia Law School Human Rights Institute).
- <sup>66</sup> L.A. Executive Directive, *supra* n. 28.
- <sup>67</sup> See email from Araceli Campos, Commissioner, City of Los Angeles Commission on the Status of Women (CSW), to Randi Aho, Program Manager, Human Rights Institute (Jan. 6, 2017) (on file with Columbia Law School Human Rights Institute) [hereinafter Campos Email].
- <sup>68</sup> See L.A. Executive Directive, *supra* n. 28.
- <sup>69</sup> *Id.*
- <sup>70</sup> See Campos Email, *supra* n. 67; see Telephone Interview by Erin Foley Smith with Araceli Campos, Commissioner, Los Angeles Commission on the Status of Women (Dec. 9, 2015).
- <sup>71</sup> City of Los Angeles, Mayor's Office, Report on the Status of Women & Girls: Los Angeles (2015), [hereinafter L.A. Mayor's Report], available at <http://www.lamayor.org/report-status-women-girls-los-angeles>.
- <sup>72</sup> *Id.*
- <sup>73</sup> *Id.*
- <sup>74</sup> L.A. Executive Directive, *supra* n. 28; Campos Email, *supra* n. 67.
- <sup>75</sup> Miami-Dade County, Florida, Ordinance No. 15-87, Preamble (Board of County Commissioners, 2015) [hereinafter Miami-Dade Ordinance], available at <http://www.miamidade.gov/govaction/legistarfiles/MinMatters/Y2015/151069min.pdf>.

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<sup>76</sup> Telephone Interview by Erin Foley Smith with Danielle Levine Cava, Commissioner, Miami-Dade County Board of County Commissioners (Dec. 12, 2015).

<sup>77</sup> Miami-Dade Ordinance, *supra* n. 75, at § 2-271.

<sup>78</sup> *Id.* at § 2-477(11).

<sup>79</sup> OWL Blog, *Miami-Dade Commissioners Pass United Nations Convention to End Discrimination Against Women (CEDAW)* (Apr. 28, 2016), available at <http://www.owl-national.org/blog/miami-dade-commissioners-pass-united-nations-convention-to-end-discriminati>.

<sup>80</sup> See City of Cincinnati, Ohio, Resolution No. 43-2015 (City Council, May 20, 2015) [hereinafter Cincinnati Resolution], available at <http://citiesforcedaw.org/wp-content/uploads/2016/05/Cincinnati-Ohio-Resolution.pdf>; City of Daly City, Florida, Resolution No. 15-76 (City Council, May 26, 2015) [hereinafter Daly City Resolution], available at <http://citiesforcedaw.org/wp-content/uploads/2016/05/Daly-City-CEDAW-Resolution.pdf>; City of Edina, Minnesota, Resolution No. 2016-30 (City Council, Mar. 2, 2016), available at <http://edinadocs.edinamn.gov/WebLink/docview.aspx?id=152395&dbid=0&cr=1>; City of Long Beach, California, Resolution No. RES-16-0025 (City Council, Mar. 8, 2016) [hereinafter Long Beach Resolution], available at <http://citiesforcedaw.org/wp-content/uploads/2016/05/Long-Beach-Cedaw-resolution.pdf>; City of Louisville, Kentucky, A Resolution Supporting Cities for CEDAW Initiative by the Louisville Metro Council and Support of Individual Cities Passing Resolutions and Ordinances to Implement the Principles of the U.N. Convention on the Elimination of all Forms of Discrimination Against Women at the Local Level (Louisville Metro Council, 2014) [hereinafter Louisville Resolution], available at <http://www.nentw.com/wp-content/uploads/2014/09/LouisvilleCEDAWFinalVersion082414.pdf>; City of Minneapolis, Minnesota, Resolution No. 2015R-524 (City Council, Dec. 16, 2015), available at <http://www.ci.minneapolis.mn.us/www/groups/public/@clerk/documents/webcontent/wcmsp-171138.pdf>; City of Kansas City, Missouri, Resolution No. 141045 (City Council, Dec. 11, 2014) [hereinafter Kansas City Resolution], available at [http://citiesforcedaw.org/wp-content/uploads/2015/11/KCMO\\_CEDAW\\_RESOLUTION.pdf](http://citiesforcedaw.org/wp-content/uploads/2015/11/KCMO_CEDAW_RESOLUTION.pdf); Commonwealth of Kentucky, 16 RS HR 6 (House of Representatives of the General Assembly, 2016) [hereinafter Kentucky Resolution], available at <http://www.lrc.ky.gov/record/16RS/HR6.htm>; City of Santa Monica, California, A Resolution of the City Council of the City of Santa Monica Supporting the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and Receiving the 2015 Report on Women and Girls in Santa Monica from the Commission on the Status of Women (City Council, 2015), available at [http://santamoniacityca.iqm2.com/Citizens/FileOpen.aspx?Type=4&ID=1599&usg=AFQjCNEhOch1rlzjEf3TXLkOL0kqG\\_CeRA&sig2=YjPEwJ0ivyNDENVl\\_DtsHg](http://santamoniacityca.iqm2.com/Citizens/FileOpen.aspx?Type=4&ID=1599&usg=AFQjCNEhOch1rlzjEf3TXLkOL0kqG_CeRA&sig2=YjPEwJ0ivyNDENVl_DtsHg); City of Saint Paul, Minnesota, File No. RES 16-384 (City Council, Mar. 2, 2016), available at <https://stpaul.legistar.com/LegislationDetail.aspx?ID=2576982&GUID=10A14303-75E2-42EA-BA62-427263A2F537&Options=&Search=&FullText=1>; City of University City, Missouri, Resolution 2015-13 (City Council, June 22, 2016), available at <http://apps.ucitymo.org/PublicPortal/DocView.aspx?dbid=0&id=108769&page=1&cr=1>; City of West Hollywood, California, Resolution No. 14-4636 (City Council, Dec. 15, 2014), available at <http://citiesforcedaw.org/wp-content/uploads/2016/05/Weho-Resolution-Support-for-Cities-for-CEDAW-14-4636.pdf>; City of Ashland, Oregon, Resolution No. 2016-21 (City Council, Aug. 17, 2016), available at <http://records.ashland.or.us/WebLink8/0/doc/119845/Page1.aspx>; City of Laguna Woods, California, A Resolution of the City Council of the City of Laguna Woods, California, Supporting the United Nations General Assembly Convention on the Elimination of All Forms of Discrimination Against Women (City Council, Apr. 20, 2016), available at <http://www.cityoflagunawoods.org/wp-content/uploads/2016/04/0-CC-Agenda-04-20-2016.pdf>; City of Lafayette, Colorado, Resolution No. 2016-82 (City Council, Oct. 18, 2016), available at <http://www.cityoflafayette.com/DocumentCenter/View/13548>; City of New Orleans, Louisiana, Resolution No. R-16-402 (City Council, Aug. 25, 2016), available at <http://citiesforcedaw.org/wp-content/uploads/2016/10/New-Orleans-CEDAW-Resolution.pdf>; City of St. Petersburg, Florida, Resolution No. 2015-614 (City Council, Dec. 17, 2015), available at <http://citiesforcedaw.org/wp-content/uploads/2016/06/St.-Petersburg-FL-Resolution.pdf>; City of Tampa, Florida, Resolution No. 2015-962 (City Council, Dec. 3, 2015), available at <http://unatampabay.org/wp-content/uploads/2016/03/CEDAW-Resolution-Tampa-City-Council.pdf>; Salt Lake City Corporation, Utah, Resolution No. 9 of 2016 (City Council, Mar. 22, 2016), available at <ftp://frftp.slcgov.com/resolutions/Resolution%209%20of%202016.pdf>; City of Eugene, Oregon, Resolution No. 5150 (City Council, Apr. 11, 2016) [hereinafter Eugene Resolution], available at <http://citiesforcedaw.org/wp-content/uploads/2016/05/Res-No-5150-Eugene-Oregon-April-2016.pdf>.

<sup>81</sup> See, e.g., Kentucky Resolution, *supra* n. 80.

<sup>82</sup> Louisville Resolution, *supra* n. 80; see also Cincinnati Resolution, *supra* n. 80; Daly City Resolution, *supra* n. 80.

<sup>83</sup> Daly City Resolution, *supra* n. 80, at Sec. 12.

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<sup>84</sup> See Long Beach Resolution, *supra* n. 80. The Kansas City resolution includes a commitment to support “research on gender equality and promote the advancement of women in public service.” Kansas City Resolution, *supra* n. 80, at Sec. 2.

<sup>85</sup> Louisville Resolution, *supra* n. 80, at Sec. 2.

<sup>86</sup> See Cornell Law School Global Gender Justice Clinic, Columbia Law School Human Rights Institute & University of Miami School of Law Human Rights Clinic, *Freedom from Domestic Violence as a Fundamental Human Right Resolutions, Presidential Proclamations, and Other Statements of Principle* (updated Aug. 2016), available at <http://www.lawschool.cornell.edu/womenandjustice/DV-Resolutions.cfm>.

<sup>87</sup> See Travis County Commissioners Court Agenda Request, Item 4 (Apr. 8, 2014), available at <http://www.lawschool.cornell.edu/womenandjustice/upload/13b-Travis-County-TX.pdf>.

<sup>88</sup> Miami-Dade County, Resolution No. R-644-12 - Resolution Expressing the Board’s Intent to Declare that Freedom from Domestic Violence is a Fundamental Human Right, Preamble, Sec. 3 (July 17, 2012), available at <http://www.miamidade.gov/govaction/matter.asp?matter=121380&file=true&yearFolder=Y2012FL.pdf>.

<sup>89</sup> Miami-Dade County, Ordinance No. 14-113 - Ordinance Amending the Code of Miami-Dade County to Prohibit Discrimination Based on Status as a Victim of Domestic Violence, Dating Violence, or Stalking (Nov. 5, 2014), available at <http://www.miamidade.gov/govaction/matter.asp?matter=150316&file=false&yearFolder=Y2015>.

<sup>90</sup> In Wisconsin, city and county governments have declared housing as a human right, prioritizing efforts to meet the basic need for housing. In 2011, the Madison Wisconsin City Council adopted a resolution recognizing housing as a human right and committing to improve access to affordable housing. The resolution cites to human rights treaties the U.S. has ratified and calls for a long-term housing strategy, as well as a city staff position and public funds to support this work. Since the resolution passed, Madison has developed its strategy, and committed several million dollars to an Affordable Housing Fund. City of Madison, Wisconsin, *City of Madison Affordable Housing Strategy* (Aug. 28, 2014), available at <https://www.cityofmadison.com/news/city-of-madison-affordable-housing-strategy>. In 2012, Dane County, Wisconsin used a similar resolution to call for a county housing plan, followed by annual progress reports, in order to improve the availability of adequate housing, reduce the number of homeless children in local schools, and prevent the criminalization of homelessness. See Dane County, Wisconsin, *Dane County Recognizes Housing As A Human Right*, Res. 292, 11-12 (Board of Supervisors, July 12, 2012), available at <http://www.forwardlookout.com/wp-content/uploads/2013/04/res292.clean-2.pdf>.

In the arena of children’s rights, Chicago demonstrates one example. In 2009, the Chicago City Council approved a resolution based on the Convention on the Rights of the Child (CRC). Mayor Daley introduced the resolution, which pledges support for human rights principles and emphasizes that the CRC offers “a single, comprehensive framework” to evaluate and respond to the needs of children among “the diverse arms of the Chicago city government.” City of Chicago, *Resolution Adopting the U.N. Convention on the Rights of the Child* (City Council, Feb. 11, 2009), available at <http://www.law.northwestern.edu/cfjc/documents/ChicagoCityCouncil-Resolution.pdf>.

<sup>91</sup> See, e.g., Louisville Resolution, *supra* n. 80.

<sup>92</sup> See, e.g., Miami-Dade Ordinance, *supra* n. 75, at § 2-271 (stating that “It is the goal of Miami-Dade County to adopt the spirit underlying the principles of the Convention on the Elimination of All Forms of Discrimination Against Women,” and creates mechanisms to assess and improve gender equity on a periodic basis).

<sup>93</sup> See, e.g., L.A. Executive Directive, *supra* n. 28.

<sup>94</sup> In San Francisco, the Commission on the Status of Women worked in partnership with community to gather information on the status of women and girls in San Francisco. See *Bringing Human Rights Home*, *supra* n. 1, at 22. In Los Angeles, the *Status of Women Report*, developed by the Mayor’s Office and a local university, laid the groundwork for the Mayor’s 2015 gender equity directive. This report, compiles information from multiple sources, including local government databases that are not publicly available, as well as new data sets created specifically for the report. L.A. Mayor’s Report, *supra* n. 71. In Salt Lake City, the Human Rights Commission and the Mayor’s Office of Diversity and Human Rights used an array of outreach tools to gather insight into the status of women and girls and identify areas where a CEDAW ordinance would benefit constituents. See *infra* n. 103-106 and accompanying text.

<sup>95</sup> The Women’s Foundation of Oregon, for example, conducted a state-wide listening tour to collect and document qualitative data and individual stories from women in a report that will inform policy recommendations moving forward. Women’s Foundation of Oregon, *Count Her In: A Report About Women and Girls in Oregon* (Sept. 2016), available at <https://womensfoundationoforegon.org/uploads/CountHerInreport.pdf>.

<sup>96</sup> See Sonya Suter, *Background Paper 2: Goals, Targets and Indicators: Definitions and key concepts for the post-2015 development agenda*, Independent Research Forum, 1 (Feb. 2014), available at

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[http://www.irf2015.org/sites/default/files/publications/Retreat%20%232\\_Background\\_Paper\\_2\\_and\\_3\\_GTI\\_and\\_Criteria.pdf](http://www.irf2015.org/sites/default/files/publications/Retreat%20%232_Background_Paper_2_and_3_GTI_and_Criteria.pdf).

<sup>97</sup> L.A. Ordinance, *supra* n. 60, at § 1(D)(2). See also Berkeley Ordinance, *supra* n. 31, at Chap. 13.20.060(C); S.F. Ordinance, *supra* n. 27, at Sec. 12K.3(b)(2).

<sup>98</sup> See e.g., Baltimore Office of Sustainability, *Baltimore City, Annual Sustainability Report: 2009, 2-3* (2009), available at <http://www.baltimoresustainability.org/wp-content/uploads/2015/12/2009-Annual-Sustainability-Report.pdf>; City of New York, *OneNYC 2016 Progress Report*, 171-74 (2016), <http://www1.nyc.gov/html/onenyc/downloads/pdf/publications/OneNYC-2016-Progress-Report.pdf>.

<sup>99</sup> San Francisco's gender analysis guidelines are available at <http://sfgov.org/dosw/gender-analysis-guidelines>. The Los Angeles guide to completing a Gender Equity Plan is on file with the Columbia Law School Human Rights Institute.

<sup>100</sup> Columbia Law School Human Rights Institute & International Association of Official Human Rights Agencies, *Closing the Gap: The Federal Role in Respecting & Ensuring Human Rights at the State and Local Level*, 7 (Aug. 2013), available at <https://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/State%20and%20Local%20Shadow%20Report%20%28ecopy%29.pdf>.

<sup>101</sup> In Eugene, Oregon, where human rights inform several aspects of city governance, the City Manager has allocated funding to train executives, managers, and members and staff of boards and commissions. New staff trainings include a human rights component, and the Human Rights Commission collaborates in this effort. See, e.g., Kenneth J. Neubeck, *In a state of becoming a human rights city: The case of Eugene, Oregon*, in GLOBAL URBAN JUSTICE: THE RISE OF HUMAN RIGHTS CITIES 237, 242-253 (Barbara Oomen et al. eds., 2016). In San Francisco and Los Angeles, the Department on the Status of Women and Commission on the Status of Women, respectively, facilitate trainings for city departments specifically focused on gender equity and how to use a gender analysis.

<sup>102</sup> Liebowitz Interview, *supra* n. 34; Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 15-17.

In the context of fostering racial equity, a range of resources for local government underscore the importance of trainings and capacity building efforts that allow space to explore how implicit and explicit bias impact decision-making. See, e.g., Government Alliance on Race & Equity, *Advancing Racial Equity and Transforming Government: A Resource Guide to Put Ideas into Action* (2015), available at [http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource\\_Guide.pdf](http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource_Guide.pdf).

<sup>103</sup> Salt Lake City Human Rights Commission & Mayor's Office of Diversity & Human Rights, *The Status of Women in Salt Lake City* (May 2013), available at [http://www.slcdocs.com/ODHR/SLC\\_Women\\_Report.pdf](http://www.slcdocs.com/ODHR/SLC_Women_Report.pdf).

<sup>104</sup> *Id.* at 5-7; 20.

<sup>105</sup> See, e.g., City Council Transmittal from Patrick Leary, Chief of Staff, Salt Lake City Corporation Mayor's Office to the City Council (Mar. 14, 2016), available at <http://citiesforcedaw.org/wp-content/uploads/2016/05/Salt-Lake-City-Resolution.pdf>.

<sup>106</sup> See, e.g., *id.*; see also Yolanda Francisco-Nez, *Best Practices in Securing the Peace*, Annual Conference of the International Association of Official Human Rights Agencies (Aug. 10, 2016).

<sup>107</sup> Emails from Yolanda Francisco-Nez, Director, Mayor's Office of Diversity & Human Rights, Salt Lake City Corporation, to JoAnn Kamuf Ward (Nov. 7-9, 2016) (on file with Columbia Law School Human Rights Institute).

<sup>108</sup> Eugene Resolution, *supra* n. 80.

<sup>109</sup> Office of the Mayor of Eugene, Proclamation (Nov. 16, 2015).

<sup>110</sup> City of Eugene, Oregon, Ordinance No. 20481 - An Ordinance Concerning the Human Rights Commission and Amending Sections 2.013, 2.265, 2.270, 2.275 and 2.280 of the Eugene Code, 1971 (2011), available at <http://coeapps.eugene-or.gov/cmowebblink/0/doc/771258/Page1.aspx>; City of Eugene Human Rights Commission, *FY 12/13 Work Plan*, 11 (2011), available at <https://www.eugene-or.gov/DocumentCenter/View/2710> (with respect to addressing systematic and individual racism, the HRC plans to "Provide community education on the Convention on the Elimination of Racial Discrimination, ascertain how the local situation conforms to CERD, and report to Council.").

<sup>111</sup> City of Eugene, Oregon, *Triple Bottom Line*, available at <https://www.eugene-or.gov/index.aspx?NID=512>.

<sup>112</sup> For more information on the Triple Bottom Line Tool, and other examples of human rights audit and assessment tools, see *Human Rights Assessments*, *supra* n. 1, at 7.

<sup>113</sup> *Bringing Human Rights Home*, *supra* n. 1, at 23.

<sup>114</sup> See, e.g., JoAnn Kamuf Ward, *From principles to practice: the role of US mayors in advancing human rights* in GLOBAL URBAN JUSTICE: THE RISE OF HUMAN RIGHTS CITIES, 81-102 (Barbara Oomen et al. eds., 2016). In San Francisco, the mayor has no formal role in CEDAW oversight, but Mayor Lee has used public platforms to promote San Francisco as a model for other cities, and championed Cities for CEDAW Campaign at the U.S. Conference of Mayors. It's Time Network, *Mayors Guide: Accelerating Gender Equality: Strengthening Communities by Advancing Women and Girls*, 111 (May 2016), available at [http://www.itstimenetwork.org/mayors\\_guide](http://www.itstimenetwork.org/mayors_guide).

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<sup>115</sup> International Council on Human Rights Policy, *Local Government and Human Rights: Doing Good Service*, 11-14 (2005) [hereinafter *Doing Good Service*], available at [http://www.ichrp.org/files/reports/11/124\\_report.pdf](http://www.ichrp.org/files/reports/11/124_report.pdf). A human rights-based approach to participation is explored further in Jacob Kirkemann Boesen and Tomas Martin, *Applying a Rights-Based Approach: An Aspirational Guide for Civil Society*, The Danish Institute for Human Rights, 10-13, 42-43 (2007), available at <http://www.humanrights.dk/sites/humanrights.dk/files/media/dokumenter/udgivelser/applying-a-rights-based-approach-2007-an-inspirational-guide-for-civil-society.pdf>.

<sup>116</sup> *Doing Good Service*, *supra* n. 115 at 19, 24-25; Gaby Oré Aguilar, *The Local Relevance of Human Rights: A Methodological Approach* (Discussion Paper), Institute of Development Policy and Management, University of Antwerp, 13 (May 2008), available at <https://www.uantwerpen.be/images/uantwerpen/container2143/files/Publications/DP/2008/04-OreAguilar.pdf>; Victorian Local Governance Association, *Human Rights Matter Locally: Preparing your local government to understand and implement the Charter*, 2 (2010), available at <http://www.vlga.org.au/What-were-saying/Publications/From-Compliance-to-Culture-A-toolkit-for-local-governments-to-implement-the-Victorian-Charter-of-Human-Rights-and-Responsibilities>.

<sup>117</sup> San Francisco's gender analysis reports are available via the website of the Department on the Status of Women. San Francisco Department on the Status of Women, Gender Analysis Reports, available at <http://sfgov.org/dosw/gender-analysis-reports>. Los Angeles committed to share department gender equity plans publicly once they have been reviewed. The Mayor is also establishing an online Gender Equity Dashboard to publicly share metrics and indicators related to the status of women and girls. L.A. Executive Directive, *supra* n. 28.

<sup>118</sup> For example, San Francisco's CEDAW Ordinance established a taskforce of government representatives and community members to develop the initial gender analysis guidelines and review department outcomes and action plans. S.F. Ordinance, *supra* n. 27 at Sec. 12K.5.

<sup>119</sup> A community roundtable that brings together community organizations and public institutions to discuss particular issues and identify policy solutions can also foster new partnerships. This type of roundtable is a key element of a city-wide racial equity initiative in Seattle. See *Bringing Human Rights Home*, *supra* n. 1, at 18.

<sup>120</sup> See *General Recommendation No. 25*, *supra* n. 24, at ¶ 32 (noting that temporary special measures "may also be negotiated between social partners of the public or private employment sector or be applied on a voluntary basis by public or private enterprises, organizations, institutions and political parties.").

<sup>121</sup> Calvert Investments, a socially responsible investment firm, and Verité, an organization that promotes workers' rights, partnered to establish the Gender Equality Principles, a set of standards to assist private companies in addressing gender equity. *Human Rights in Action*, *supra* n. 46, at 10-11; Gender Equality Principles Initiative, <http://www.genderprinciples.org/>.

<sup>122</sup> United Nations Development Fund for Women, *Women's Empowerment Principles: Equality Means Business*, 12 (Aug. 31, 2010), available at [http://genderprinciples.org/resource\\_files/Womens\\_Empowerment\\_Principles.pdf](http://genderprinciples.org/resource_files/Womens_Empowerment_Principles.pdf).

<sup>123</sup> See, e.g., *Making the Global Local*, *supra* n. 18, at 4-5; Liebowitz, *Respect, Protect, Fulfill*, *supra* n. 32, at 12, 18.

<sup>124</sup> See Neubeck, *supra* n. 101, at 247.

<sup>125</sup> See *Bringing Human Rights Home*, *supra* n. 1, at 4.

<sup>126</sup> See, e.g. Letter from Ralph Becker, Mayor, Salt Lake City, Utah, *et. al.* to the Honorable Hillary Rodham Clinton, Secretary of State (Mar. 24, 2011) (on file with Columbia Law School Human Rights Institute) (requesting "assistance in developing an understanding of state and local governments' obligations under human rights treaties" and emphasizing that greater education and resources are "essential" to effectively engage in human rights implementation); Columbia Law School Human Rights Institute & International Association of Official Human Rights Agencies (IAOHRA), *Closing the Gap: The Federal Role in Respecting and Ensuring Human Rights at the State and Local Level: Response to the Fourth Periodic Report of the United States to the United Nations Human Rights Committee* (Aug. 2013), available at [https://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/State%20and%20Local%20Shadow%20Report%20\(ecopy\).pdf](https://web.law.columbia.edu/sites/default/files/microsites/human-rights-institute/files/State%20and%20Local%20Shadow%20Report%20(ecopy).pdf).