WESTERN CAPE DEPARTMENT OF HOUSING

FINAL DRAFT OF A GENDER STRATEGY

Compiled by CJordan

CONTENTS

PREAMBLE

SECTION 1: GENDER FRAMEWORK

SECTION 2: IMPLEMENTING THE GENDER FRAMEWORK

REFERENCES

DEFINITIONS (Annexure A)

PROJECT PLAN MODEL (Annexure B)

PREAMBLE

1. It is stated in this framework that there are biological differences between men and women.

2. This guideline intends to set the framework for men and women, female and male employees and clients to be treated fairly and to receive equal access to opportunities (personally, socially, economically, politically and culturally).

3. The Constitution of the Republic of South Africa (Act No.108 of 1996) states, "everyone is equal before the law and has the right to equal protection and benefit of the law".

4. The state may not discriminate directly or indirectly against anyone on the grounds of race, sex, gender, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.

5. The Promotion of Equality and Prevention of Unfair Discrimination Act (Act No. 4 of 2000) states that the state and organisations should place priority on the elimination of unfair discrimination and the promotion of equality in respect of race, gender and disability, and therefore may implement special measures to achieve equality.

6. Preferential treatment of women (employees) and female clients in certain circumstances does not amount to discrimination against men (employees) and male clients, provided that these measures do not lead to unequal or separate standards.

SECTION 1:   GENDER STRATEGY

1.   Introduction

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

1.1   Context

In 1997, it was estimated that 2,2 million families in South Africa were without adequate housing. It was further estimated that this figure would increase by 204 000 every year because of population growth barring any effective intervention (National Housing Code, 2000:2). Research by the national Housing Department also indicated that, due to high levels of unemployment and relatively low average wage levels, it would be difficult for most people to proide for their own housing needs. The 1996 census revealed that 80% of all families living in South Africa had monthly incomes of R3 500 or less. More than 50% had monthly incomes of R1 500 or less (National Housing Code, 2000: 2).

Factors such as rapid urbanisation, rising levels of poverty, the HIV/AIDS epidemic, lack of experience as consumers within the current housing framework, lack of legal knowledge, limited access to the legal system as well as discriminatory practices in the private housing market have also increased the need and demand for state provision of housing. The housing crisis has particularly devastating consequences for vulnerable and disadvantaged groups, such as women living in poverty.

Women's access to adequate housing in South Africa is informed by the historical, social and economic context within which women seek to access housing. Discriminatory laws and practices have limited women's access to housing and other socio-economic rights. They have disproportionately affected black women.

The country's commitment to addressing the housing crisis is reflected within its legal framework. The Constitution protects a right of access to adequate housing in section 26 (Act No. 108 of 1996). It also endorses the right to equality. Non-racialism and non-sexism are among the foundational values of the Constitution (s 1(b)).

Historical context

Both colonial and apartheid laws and policies restricted black urbanisation, particularly African urbanisation. These laws disproportionately affected women's access to housing. In particular, influx control resulted in African men having easier access to urban areas as their labour was required on the mines and in industry. Women's labour in urban areas was meanwhile largely limited to domestic work.

Explicit laws and policies to control the mobility of African women were enacted from the 1930s. These laws made women dependent on their male partners or fathers for their right to remain in urban areas. In 1964 African women who were not employed or legally resident could only enter white urban areas with a visitor's permit. The application for a visitor's permit required the permission of male relatives.

In addition to the explicit legislation and policies, officials had vast discretionary powers, which they exercised in an arbitrary manner often with negative consequences for women. For example, the allocation of housing to families via male household heads was the norm. This historical legacy has resulted in significant numbers of women residing in informal settlements.

The overall result has been that many women have been denied housing rights. Where they have been able to find housing, they have been relegated to the outskirts of economic centres, and have been disadvantaged by the poor quality of their housing.

Economic context

Women's economic realities have implications for their rights of access to housing. The 1996 census revealed that 26% of female heads of households had incomes of less than R500 per month compared to 13% of male heads of households. In 2001, two-fifths (40%) of all employed women worked in unskilled jobs (Budlender, 2002: 44). Close on one-fifth of employed women earned R200 or less per month, compared to only 9% of employed men (Budlender, 2002: 46). The situation is particularly bad for African women, who have a higher unemployment rate, and earn less when employed.

Interrupted work patterns result from women's child care and other care-giving responsibilities. These responsibilities involve work, but the work is unpaid and generally unrecognised. South Africa's first time use study revealed that women aged 10 years and above spend an average of 216 minutes per day on unpaid housework, care work, and community work, compared to an average of only 83 minutes for men (Budlender, Chobokoane & Mpetsheni, 2001: 36). The need to undertake this work prevents many women from finding and taking up paid jobs. The interrupted work patterns also negatively impact on mobility and earnings in the workplace and ultimately on women's access to credit and ability to afford housing.

Social context

The social context within which women seek access to housing is informed by factors such as patriarchy, customary and religious laws and practices, domestic violence, and HIV/AIDS.

Patriarchy

In most societies, including South African society, patriarchal norms and values underpin gender relations. These norms can have serious consequences in the area of housing. For example, most male partners register homes in their own names. This forces women to forge and remain in relationships to meet their housing needs. Further, housing policy often favours couples. Single female-headed households are often excluded or discriminated against in housing practices, as they do not fit the traditional concept of a family.

Customary and religious laws and practices

Discriminatory customary and religious laws and practices often work to the detriment of women's housing rights. In particular, patrilineal succession under customary law has had serious implications for women's rights to land and housing. In addition, customary land tenure practices are based on communal tenure with rights vested in male traditional leaders. The allocation of land and housing by traditional authorities is to heads of households, who are almost always male. Women's right to land and housing is, as a result, dependent on their relationship to male heirs.

Historically, the minority legal status of women under customary law (regardless of age or marital status) has resulted in women not being able to own property except with the consent of a male relative.

Polygamy, whether formal or informal, also has an adverse impact on women and housing. A 1997 study by the Development Action Group revealed that male hostel dwellers were accessing subsidy schemes with women in urban areas and then bringing wives from rural areas to live with them. The consequence was that the urban women were forced out of the common home and did not qualify for a further subsidy (Community Law Centre et al: Joint Submission on Housing Bill).

Domestic violence

Domestic violence has a profound effect on women's housing rights. It can result in:
- Women staying in abusive relationships as they have nowhere else to go;
- Child care and custody of children in such cases vesting in the mother, resulting in a heightened need for secure housing;
- Loss of housing as a result of separation or divorce.

HIV/AIDS

Women are disproportionately affected by HIV and AIDS because:

- Biological factors render women more susceptible than men to infection;
- Social factors result in women often not being in a position to negotiate the terms on which they enter into sexual relationships;
- Women generally constitute the majority of carers for people living with HIV/AIDS as well as for children orphaned as a result of the virus.

Women's increased susceptibility may impact on women's housing needs in the following ways:

- Stigmatisation and rejection can often occur on disclosure of HIV status;
- Domestic violence, abuse and abandonment may also ensue;
- Once the virus moves beyond the asymptomatic stage, it may place women in increasingly dependent positions, particularly in respect of their child care responsibilities. Illnesses women are subjected to at this stage often result in restricted mobility, depleted energy levels and inadequate support structures, thereby making their roles as care-givers increasingly difficult;
- Once women have AIDS symptoms, they are often precluded from formal work. This, in turn, adversely affects their financial position and ultimately their housing needs;
- Women's caring responsibility for those living with HIV/AIDS limits their employment prospects and renders access to housing increasingly unaffordable.

The full and equal enjoyment by women of their housing rights requires that account be taken of women's historical, social and economic realities as described above.

1.2   Defining Gender

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

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[1] Gender and the Private Sector, 1996

1.3 The Western Cape Housing Department's Commitment to Gender Mainstreaming.

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

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

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

2. Purpose and Objectives

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

The objectives of the Strategy are the following:

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

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

3.   Key Strategies and Priorities for the Western Cape Housing Department

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

Shift from a gender-neutral to a gender-specific housing programme

The current housing programme proceeds from the premise that men's and women's housing needs are identical and that strategies to address them are accordingly identical. As argued, this is a highly flawed conceptual understanding of a gendered approach to housing rights.

The first recommendation accordingly lies in a thorough gendered analysis of the current housing programme and the adoption of specific measures to address women's housing needs where necessary. Whilst the suggestion is not a separate housing programme for women, it is suggested that issues pertaining to women's housing be integrated into the current housing programme. In instances where the programme does make reference to women, these provisions be implemented so as to ensure the advancement and protection of women's housing rights.

As noted, this is likely to have implications for:

- o   costs of housing, financing options and access to credit available for housing;
- o   the design and type of housing;
- o   the location where housing is situated;
- o   the different family forms within which women seek to access housing; and
- o   the provision of "emergency housing" for instances where women are forced to leave their homes as a result of domestic violence etc.

Disaggregated data

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

Monitoring women's access to housing

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

Collaboration with civil society organisations

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

Development of strategies to mobilise communities

The Western Cape Provincial Government, in its report to the SAHRC for 1999/2000 identified a lack of assistance from communities in mobilising resources and facilitating delivery as one of its problems. The Western Cape Provincial Government should, among others, therefore adopt strategies to facilitate such mobilisation from communities.

HIV/AIDS

Though the Western Cape Housing Department has a HIV/AIDS policy, it does not have a comprehensive programme that focuses on the HIV/AIDS pandemic or Employee well-being. It is important that this programme should be implemented and include the following:

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

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

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

Women In Decision-Making Positions

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

Institutional Support And Resource Allocation

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

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

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

3B   This section provides the following priorities for the Western Cape Housing Department's *Gender Strategy*.

Internal

Short Term (2003-2004)

- To implement the national gender policy framework
- To include gender issues in departmental strategic planning exercises
- To reflect gender considerations in the business plans, service delivery plan, communication strategy and MTEF budget of the Department
- To review Departmental Housing Policy and other policies for their gender considerations
- To review all policies, projects and programmes for their gender implications
- To ensure that the department provides and uses gender disaggregated data in their work
- To ensure that all Departmental committees conform to gender equality (e.g Tender Committee, Training Committee, Selection Committee, Staff Performance Management Committee, etc.)
- To design gender indicators in order to evaluate the effectiveness of gender implications
- To co-ordinate gender training and education of all staff in order to ensure that gender is integrated into all aspects of work
- To ensure that women and men are empowered equally in managerial and supervisory positions
- To monitor and evaluate departmental projects and programmes in line with the national policy framework

- The appointment of a Diversity Manager (Gender, Youth, Disability and HIV) who will participate in Executive meetings. The Diversity Manager will report to the Head of Department
- To liaise with the EE manager of the Department of Housing on a monthly basis
- Attending Provincial Gender meetings and liaise with the Office for the Status of Women: Western Cape (OSW) and other Western Cape Departments on gender issues
- To report to the Gender Commissioner on a yearly basis on the progress of gender issues within the Department
- To participate in Provincial and National Gender Conferences and workshops in order to build capacity and ensure gender specialization
- To participate in Special Gender events and exhibitions.

Medium to Long Term (2005-2010)

- To monitor gender issues in departmental strategic planning exercises
- To monitor and evaluate gender considerations in the business plan, service delivery plan, communication strategy and MTEF budget of the Department
- To monitor and evaluate Departmental Housing Policy and other policies for their gender considerations
- To monitor and evaluate all policies, projects and programmes for their gender implications
- To monitor that the department provides and uses gender disaggregated data in their work
- To monitor that all Departmental committees conform to gender equality (e.g Tender Committee, Training Committee, Selection Committee, Staff Performance Management Committee, etc.)
- To implement gender indicators in order to evaluate the effectiveness of gender implications internally and monitor women's access to Housing
- To monitor gender training and education of all staff in order to ensure that gender is integrated into all aspects of work
- To monitor and evaluate that Women and Men are empowered equally in Managerial and Supervisory positions
- To monitor and evaluate departmental projects and programmes in line with national policy framework
- The appointment of support staff for the Diversity Manager (Gender, Youth, Disability and HIV)
- Attending Provincial Gender meetings and liaise with other Western Cape Departments on gender issues
- To report to the Gender Commissioner on a yearly basis on the progress of gender issues within the Department
- To participate in Provincial and National Gender Conferences and workshops in order to build capacity and ensure gender specialization
- To participate in Special Gender events and exhibitions.

3C   External

Short Term (2003-2004)

- To establish mechanisms to link and liaise with civil society, community based organizations, municipalities and NGO's on Gender issues
- To participate in the research of gender issues in the housing environment
- To assist in the communication and promotion of women's access to housing in the communities of the Western Cape
- To engender the service delivery plan and communication strategy of the Department of Housing

Medium to Long Term (2005-2010)

- To maintain a sustainable link with civil society, community based organizations, municipalities and NGO's on gender issues
- To participate in the research of gender issues in the housing environment
- To assist in the communication and promotion of women's access to housing in the communities of the Western Cape

4.   Authorisation / Legislative Context

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

4.18 Housing Act, 1997 (Act 107 of 1997) as amended
4.19 Western Cape Housing Development Act, 1999 (Act 6 of 1999)
4.20 Rural Areas Act, 1987 (Act 9 of 1987)
4.21 Transformation of Certain Rural Areas Act, 1998 (Act 9 of 1998)
4.22 Rental Housing Act, 1999 (Act 50 of 1999) and Regulations
4.23 Less Formal Township Establishment Act, 1991 (Act 113 of 1991)
4.24 Prevention of Illegal Eviction and Unlawful Occupation of Land Act, 1998, Act 19 of 1998.

5. Guiding Principles

The following values and principles inform this strategy:

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

The gender interventions aim at:

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

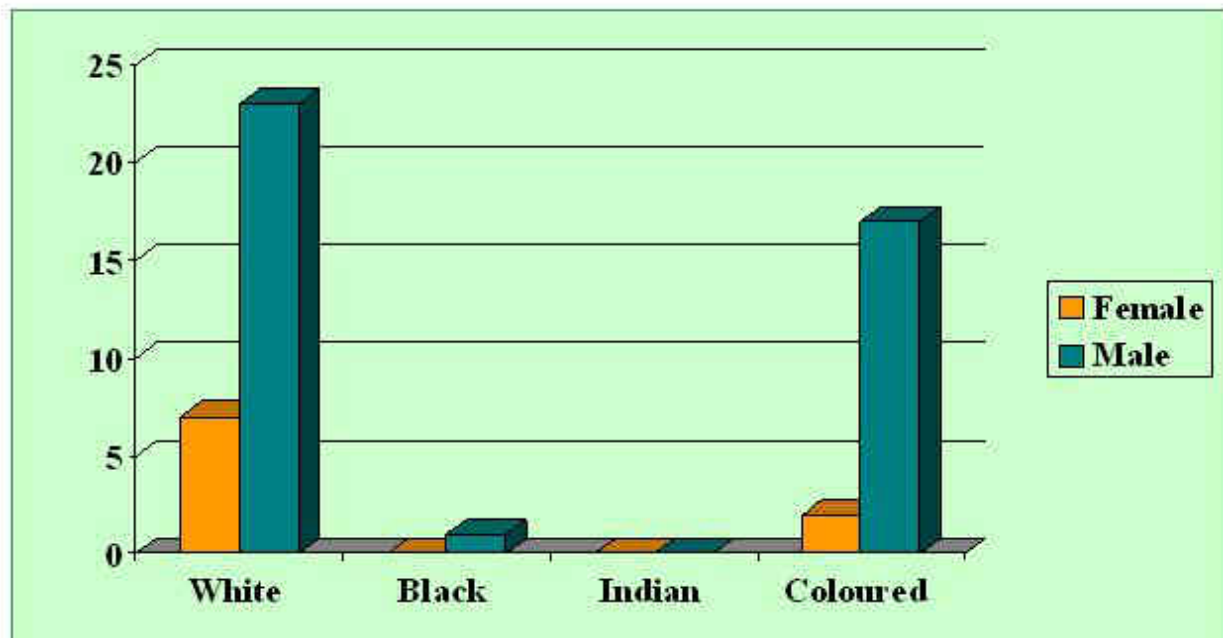**6. Departmental Race and Gender Distribution**

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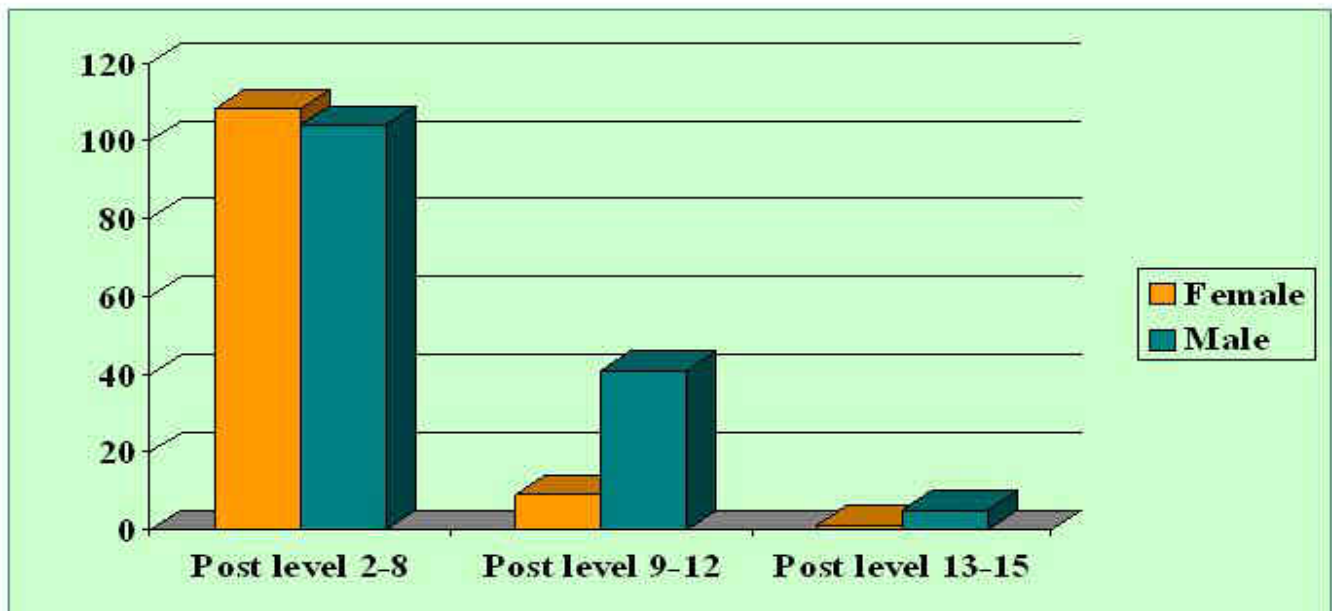
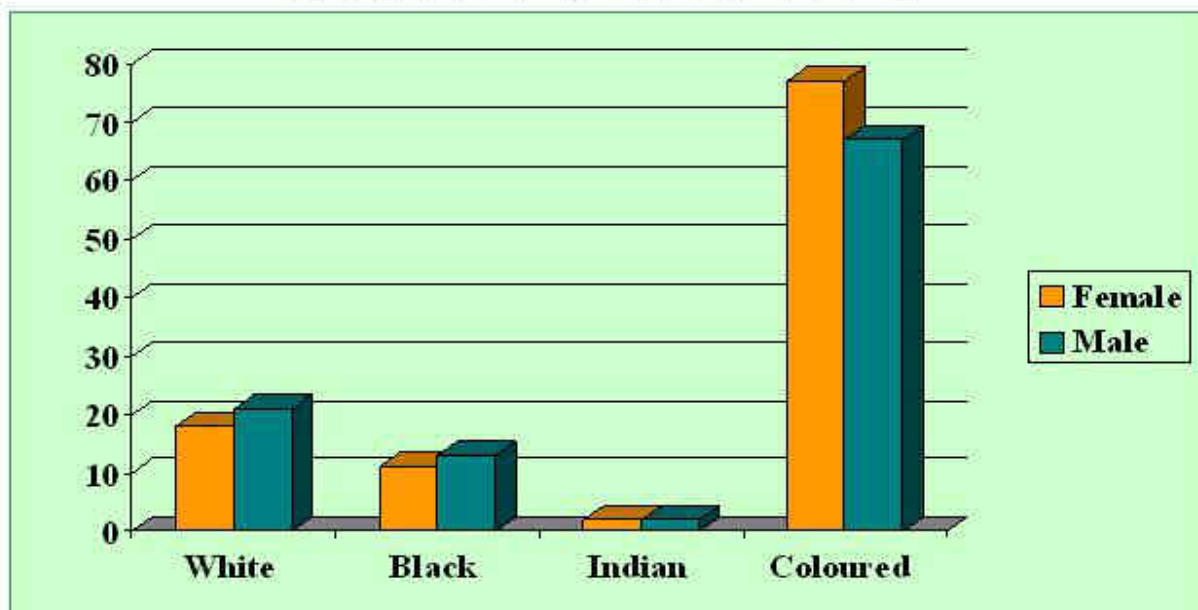# SENIOR MANAGEMENT POST LEVEL 13-15
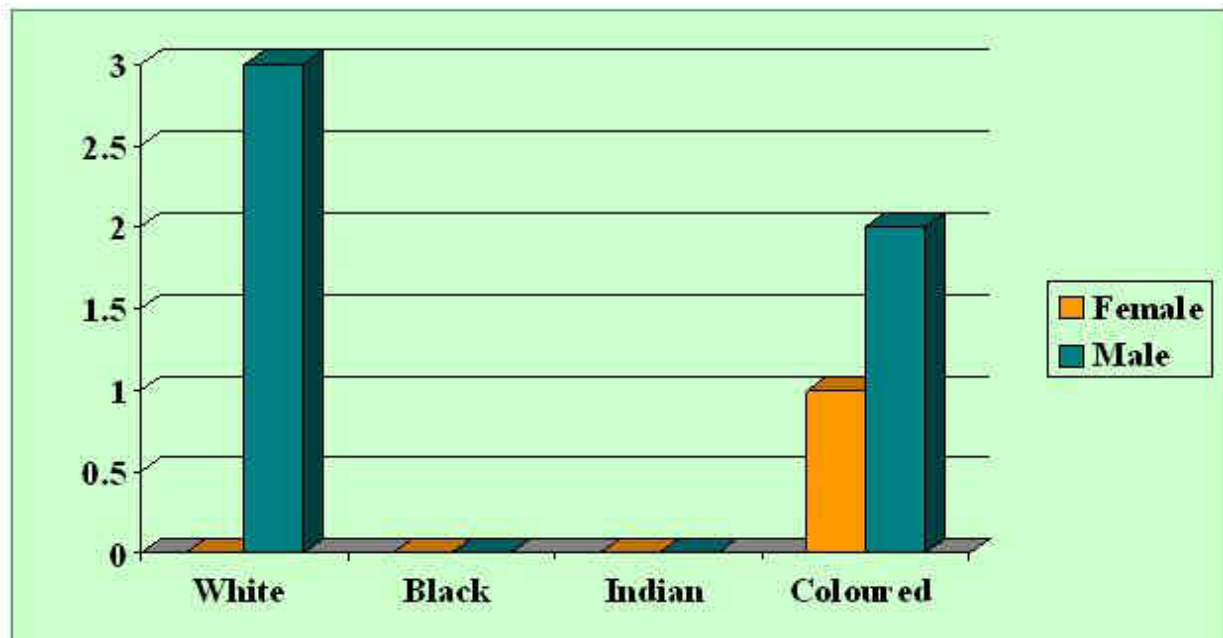
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SECTION 2: IMPLEMENTING THE GENDER STRATEGY

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7.   Scope of Application

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

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

8.   Policy Provisions and Roles and Responsibilities

1.   Each Directorate of Housing and the George office should have a gender representative who will be responsible for the mainstreaming of gender within the Department and liaise with the Diversity Manager.
2.   Persons can volunteer to participate within this area, but failing this, the head of the section may co-opt persons. These persons should at least have an interest in gender issues and their gender tasks should compose 40 % of their jobdescription.

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

Roles and responsibilities of Diversity Manager and support staff	Performance Indicators
Ensure that gender issues are considered routinely in strategic planning exercises.	The principles of non-discrimination and gender equality are included in the department vision and mission statements, as well their strategic goals and plans.
Reflect gender considerations in business plans, service delivery plan, communication strategy and MTEF budget and routinely reflect on them.	Business plans, service delivery plan, communication strategy and MTEF budget should include specific gender related targets.

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

9.   Monitoring and Evaluation Mechanisms

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

Monitoring and evaluation mechanisms should therefore ensure that:

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

10. Policy Approach

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

- The basic and practical needs and interest of women are prioritised and are seen as a necessary precondition towards the identification and attainment of strategic needs and interests.

- There is an acknowledgement that contexts and needs vary within the Housing Department and therefore gender should be issue-driven where sectors collaborate to attain a co-operative approach.

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

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

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

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

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[2] Masimanyane, 2000

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DEFINITIONS

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

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

Planning and Implementing Gender – Specific Projects and Programmes

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

Step one: Situational Analysis

- Collect information on the gender issues within your Department.
- Identify bodies/ individuals/ organisations that are involved in gender. Set up a project team.
- Analyse the socio- economic, historical, cultural and physical characteristics of your community.
- Decide which gender issues are important.
- Analyse the gender issues in your area.

Step four: Implementing your strategy

- Implement the project.
- Maintain clear communication processes.
- Maintain ways of inevitable changes.
- Update information gathering for monitoring and evaluation processes.
- Lobby, advocate, and advertise the project.

Step two: Developing strategies

- Define the Project.
- Develop gender areas of focus.
- Identify possible partners.
- Identify possible practical and strategic solutions.
- Select the programmes or projects.
- Advocate and lobby to gain support for your programme.

Step three: Pre-implementation

- Develop a project plan: clear goals and objectives, timeframes, roles, budget and monitoring and evaluation mechanisms.
- Set up systems to review risks, opportunities, issues, deviations from original plan and changes.
- Ensure that communication channels are clear.
- Ensure that you have the support and resources to implement monitoring and evaluation.
- Lobby, advocate and advertise the project.