

Paris Agreement: Gender mainstreaming in NDC Enhancement in South Africa

DRAFT Gender Action Plan (GAP)

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forestry, fisheries
& the environment

Department:
Forestry, Fisheries and the Environment
REPUBLIC OF SOUTH AFRICA

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Abbreviations and acronyms

CBT	Climate Budget Tagging
CGE	Commission on Gender Equality
CHIR	Canadian Institutes of Health Research
COP	Conference of Parties
CSP	City Support Programme
CSR	Corporate Social Responsibility
DAFF	Department of Agriculture, Forestry and Fisheries
DEA	Department of Environmental Affairs
DFFE	Department of Forestry, Fisheries and the Environment
DFI	Development Finance Institution
DMRE	Department of Mineral Resources and Energy
DOJCD	Department of Justice and Constitutional Development
DoT	Department of Transport
DWYPD	Department of Women, Youth and Persons with Disabilities
GAP	Gender Action Plan
GBT	Gender Budget Tagging
G-CBT	Gender-Climate Budget Tagging
GESI	Gender Equality and Social Inclusion
GFP	Gender Focal Point
GLI	Gender Lens Investing
IGCC	Intergovernmental Committee on Climate Change
IPCC	Intergovernmental Panel on Climate Change
KPI	Key Performance Indicators
LWPG	Lima Work Programme on Gender
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
NAPA	National Adaptation Programme of Action
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organisation
NMWS	National Waste Management Strategy
NSVG	Norms and Standards for the Inclusion of Vulnerable Groups
PCC	Presidential Climate Commission
PSCKM	Policy, Stakeholder Coordination and Knowledge Management
RDP	Reconstruction and Development Programme
SA	Strategic Action
SDG	Sustainable Development Goal

STEE	Social Transformation and Economic Empowerment
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNSDG	United Nations Sustainable Development Group
USAID	United States Agency for International Development
WEGE	Women Empowerment and Gender Equality
WHO	World Health Organization

UNDP Climate Promise and the Gender Action Plan

This Gender Action Plan (GAP) draws on previous work and stakeholder consultations (see Appendix 3) undertaken for the UNDP Climate Promise programme in South Africa, on behalf of the Department of Forestry, Fisheries and Environmental Affairs (DFFE) to propose a work plan for gender-climate mainstreaming that affects transformative change. Furthermore, the GAP builds on the outcomes of the National Dialogue for Gender-Climate Mainstreaming of July 2022.

The UNDP Climate Promise and the Gender Action Plan

The UNDP Climate Promise programme is focused on ensuring that marginalised and vulnerable populations do not suffer disproportionate impacts from climate change. Gender mainstreaming is critical in climate change related investment and implementation given women and men's unequal exposure to its associated risks (elaborated further below) and the role women play in generating incomes for and leading many of South Africa's highly climate-vulnerable households.

The UNDP is supporting gender mainstreaming in the Nationally Determined Contributions (NDCs) of countries to help ensure that gender equality and women's empowerment are prominent objectives of climate change-related development investments and activities in South Africa.

Structure of the GAP

This GAP begins with an Executive Summary, followed by Section 1, which introduces the GAP, establishing the context in which it was developed. The work plan for the GAP is presented in section 3, including the rationale, strategic actions and the scheduling thereof. Section 4 presents the conclusion and way forward. Appendix 1 presents a brief overview of the impacts of the COVID-19 pandemic on human rights, with a specific focus on vulnerable groups. Appendix 2 shows an overview of the Department of Women, Youth and Persons with Disabilities. Appendix 3 lists the stakeholders engaged in the process of delivering the current project under the UNDP Climate Promise, and which contributed to the development of the GAP. Appendix 4 gives an overview of the status of gender equality in South Africa.

A glossary of terms used in this document appears at the end of the GAP.

Executive Summary

Introduction

At the opening of Parliament after the first democratic elections in 1994, then-President Nelson Mandela declared:

“It is vitally important that all structures of government, including the President himself, should understand this fully: that freedom cannot be achieved unless women have been emancipated from all forms of oppression. All of us must take this on board, that the objectives of the Reconstruction and Development Program (RDP) will not have been realised unless we see in visible and practical terms that the condition of the women of our country has radically changed for the better, and that they have been empowered to intervene in all aspects of life as equals with any other member of society”

(GENDER LINKS, 2013)

Since 1994, South Africa has made substantive progress in advancing the rights of women, strengthening their representation in decision-making positions and developing gender-responsive policies and legislation. Nonetheless, **critical gaps remain** which have to be addressed through South Africa’s policy and institutional frameworks, and particularly through implementation. The urgency of this is heightened in the face of **climate change** and the disproportionately negative impacts, which women and other vulnerable groups are facing. Participants to the National Dialogue on Gender-Climate Mainstreaming, convened under this project by the Department of Forestry, Fisheries and Environmental Affairs (DFFE) in July 2022 were universal in their call for action-oriented **gender-climate mainstreaming**.

The upcoming revision of South Africa’s **Nationally Determined Contribution (NDC)** has given the country a critical opportunity to review the inclusion of gender in this guiding framework, also South Africa’s commitment to the global climate diplomacy process, as well as all related policies that frame the national climate change response. The **UNDP Climate Promise** programme is working with the DFFE to propose a work plan for **gender-climate mainstreaming that affects transformative change across all NDC sectors in South Africa**.

To do so effectively requires overcoming several challenges, **both in** (i) aligning sectoral policies with the NDC; and (ii) mainstreaming gender-climate considerations into sectoral policies. These challenges are outlined in Box 1 below. South Africa is clearly committed to gender equality and gender mainstreaming, as demonstrated in its existing policies, but **gender needs to be further integrated into sectoral policies which cut across the climate change landscape**.

Box 1. Challenges to Gender-Climate Mainstreaming

Challenges to be overcome in mainstreaming gender into the NDC and sectoral climate change policies

Challenges in aligning sectoral policies with the NDC

- Institutional arrangements needed for gender

Challenges to gender mainstreaming in sectoral climate change policies

mainstreaming are not established

- Challenges with collaboration, both inter-departmentally and with provincial units
- Lack of a common understanding of what constitutes climate change impacts for a sector across the departments and provinces
- A widespread lack of understanding of gender issues and the need for gender mainstreaming
- Sectoral policies across provinces and departments may not be aligned
- Effective coordination is needed
- Support needed from the sectoral directorates
- Funding for gender and climate mainstreaming also remains a challenge, in terms of both private and public sector
- Gender issues remain absent in umbrella policies
- There is a lack of women representation within departments
- There is a lack of substantive understanding of gender and climate change issues
- There is little inter-sectoral or inter-departmental coordination
- Gender Focal Points, where these exist, have little to no power to enforce gender mainstreaming and limited engagement with high-level management
- South Africa lacks a standardised methodology for collecting sex-disaggregated data

There are two primary institutions which spearhead the **institutional framework related to climate-gender mainstreaming** in South Africa, namely the Department of Women, Youth and Persons with Disabilities (DWYPD) and DFFE. DWYPD has a national legal mandate for coordinating and strengthening and regulating for gender mainstreaming across the country's systems and sectors. DFFE is well positioned to advise and lead on the intersection of gender and climate change impacts and facilitate gender-climate mainstreaming across the country, given its mandate for coordinating national climate change responses for adaptation and mitigation. Although climate-gender mainstreaming requires the leadership of these institutions, climate change impacts most, if not all, sectors and systems across South Africa, while women need to be at the forefront of responses and solutions. Therefore, gender-climate mainstreaming is the responsibility of all impacted sectors, and across the public and private sectors.

Gender Action Plan Overview

Goal of the Gender Action Plan

Considering the current state of gender mainstreaming in South Africa, ***the desired future state is one in which South Africa's revised NDC, and its future iterations, are increasingly gender-responsive and enabled by gender-climate mainstreaming that enables positive and tangible progress in national climate responses because women and girls are at the forefront.***

This will be achieved through the GAP which will address the existing gaps and challenges in terms of policy and institutional frameworks and related awareness raising activities. Building a coherent, well-capacitated national approach to gender-climate mainstreaming will be achieved through **six Strategic Actions:**

1. Revise and clarify institutional arrangements for gender-climate mainstreaming
2. Formalise relationships for sectoral gender mainstreaming across South Africa's National Gender Machinery
3. Strengthen sectoral gender-climate policies
4. Establish robust, participatory Monitoring and Evaluation (M&E) frameworks for gender-climate mainstreaming
5. Align funding streams for gender-climate mainstreaming
6. Implement a gender awareness raising and capacity building programme

Implementation of the GAP

These Strategic Actions are scheduled to be rolled out over five years, following the legal review period for NDCs as established under the 2015 Paris Agreement. They are envisaged as being implemented under a paradigm that includes a focus on ethics of care and on inclusive, innovative and appropriate tools to build trust and unlock the potential for transformative and emancipatory processes to interrupt entrenched

business-as-usual practices. Successful implementation will depend on productive working relationships between DFFE, DWYPD and all other units within the National Gender Machinery, as well as with all relevant sectors. Partnerships will be integral to effective roll out, including government–government and between all of South Africa’s social partners – business, civil society, government and labour.

The rollout of the Strategic Actions will be supported by a training programme undertaken by DFFE, DWYPD and all other relevant units within the National Gender Machinery, with NDC sectoral representatives. This will kick-start the implementation of the GAP, particularly the development (or revision) of sectoral gender policies and will ensure that the GAP is embedded in policies and practices.

In parallel, an outreach programme will be undertaken in some of South Africa’s most vulnerable rural communities to raise awareness of climate change, the gendered impacts of climate change, and the need to address the multifaceted challenges of gender inequality in the face of climate change.

1

Introduction to the GAP

This section provides the context for the GAP, in terms of the issues, challenges and opportunities related first to gender and **gender mainstreaming**, then to **gender-climate mainstreaming** (the key focus of the GAP), and the implications of these for the GAP.

1.1| Rationale for the GAP: Gender and climate change

Climate change is one of the greatest social, economic, ecological and environmental challenges of our time. It is also an incontrovertible challenge to human rights, not least because it severely impacts global public goods such as water and land, while placing those that have not caused the crisis at its frontline. Over the past few decades, and just before the climate challenges started to manifest, the lives of women around the world had improved dramatically. Women have made unprecedented gains in the recognition of rights, education, health and access to jobs and livelihoods. The progress made by South Africa in women's empowerment and gender equality, despite several challenges still encountered, is globally comparable, and in some instances the advances made put South Africa at the forefront of leadership in this domain. Nonetheless there are blatant gaps in achievements at the global and local levels and these place the significant gains made at risk. Girls and women who are poor, live in remote areas, are incapacitated or belong to minority groups, continue to lag behind, placing them on at a huge disadvantage in being able to respond effectively to the impacts of climate change.

The inclusion and consideration of women and their needs is a smart and strategic approach to address climate change, while also being a moral obligation.

At the national level, vulnerability assessments and the National Adaptation Programmes of Action (NAPAs) for Least Development Countries (LDCs) have lacked adequate gender analysis (Dankelman 2008; Nelson 2011) — although there are cases where this is not so. In international climate change negotiations this absence has been noted for some time and gender activists are attempting to address this, with some progress on inclusion in the United Nations Framework Convention on Climate Change (UNFCCC) texts (Dankelman 2008; Goldin *et al.* 2017).

Although all members of poorer communities are affected, women and female-headed households are likely to be most affected by increasing extreme weather events, greater climate variability and long-term shifts in climate averages. Furthermore, while all societies will be affected by climate change, the impacts will vary by location, exposure, and context specific social characteristics, identity, power relations and political economy (Goldin *et al.* 2017).

Historical inequalities in South Africa are still reflected in women's increased vulnerability to risks associated with climate change (Babugura *et al.* 2010; Bob *et al.* 2014; Babugura 2019; Zhou *et al.* 2022). Women are more likely to be unemployed or underemployed than men, they are more likely to live in poverty than men, and they are less likely to have cash or other reserves that build resilience to the impacts of climate change. Current policy processes are not designed to elicit and address the challenges faced by different women in South Africa (Hassim 2005), and social safety nets do little to help them accumulate wealth or resources to increase their resilience (Plagerson *et al.* 2019).

Positive progress in the national climate change response can be achieved by developing a gender-responsive NDC for South Africa, that is supported by gender-climate mainstreaming in the National Gender Machinery.

1.2| Gender mainstreaming: Status, issues, challenges and opportunities

1.2.1| Institutional frameworks related to gender

There are three key institutional frameworks related to gender in South Africa (a more detailed overview of these frameworks is provided in Appendix 1).

The **Department of Women, Youth and Persons with Disabilities (DWYPD)** has the mandate to regulate the socio-economic transformation and implementation of the empowerment and participation of women, youth and persons with disabilities” (DWYPD 2022a). The **Department of Forestry, Fisheries and Environment (DFFE)** whilst not specifically mandated with leading on gender, has been placing a focus on gender mainstreaming within its own sectoral policies and work programmes for many years. The third key institution is the **Commission for Gender Equality (CGE)**, which serves as a watchdog, playing a key role in monitoring and evaluation of policies and practices; education; and the promotion of gender equality, amongst others (Government of South Africa 2022).

1.2.2| Status of gender equality and mainstreaming from 1994 to 2019

The National Development Plan 2030 (NDP) (2013)

Falling under the Department of Planning, Monitoring and Evaluation (DPME), the NDP is the overarching strategic document towards achieving long term sustainable development in South Africa with the intention of eradicating poverty and reducing inequality for all by 2030. Climate change considerations are included as a key section in Chapter 5 within the Plan and are identified as significant threats toward the country’s growth potential (Petrie et al., 2021). The Plan makes reference to the inequalities experienced by women, as well as the vulnerabilities faced as a result of climate change. It fails however to explicitly include gender responsive aims/goals. The Plan does make reference to addressing climate change issues by tackling social inequalities to increase resilience and acknowledges the disproportionate impact of climate change issues on women, particularly those living in rural areas. The guiding principles towards achieving South Africa’s transition to a low carbon economy and long-term sustainability do not include gender considerations (Smout, 2020).

As the biggest component of the national gender machinery, DWYPD can coordinate with other departments (including DPME) to ensure standardization of sex-disaggregated and gender analysis standards (see Box 3), coordinate gender budgeting and tracking, and lead training and capacity building of other departments.

The Reconstruction and Development Programme & DWYPD Review of Progress, 2019

In 1994, the Reconstruction and Development Programme came into effect (Government of the Republic of South Africa 1994), providing a holistic socio-economic framework for South Africa aimed at building a non-racial and non-sexist democratic nation. The RDP highlighted that women should have an equal role in all aspects of society and the economy (Government of the Republic of South Africa 1994). Specifically, the RDP noted that there was a need to examine and address gender-based inequalities in governance and economic management.

Based on the provisions under the RDP, in 2019 DWYPD carried out a review to assess progress towards gender equality and women’s empowerment over 25 years (DWYPD 2019). A summary of the findings is shown in Table 1 below, which reflects the status of gender mainstreaming over 25 years (1994–2019) (DWYPD, 2019). As is clear from the table, whilst good or significant progress has been made in some areas (policy, representation in decision-making roles, and representation in the public sector), in others there has been poor or limited progress. Notably, the areas that are key in terms of vulnerable groups of women in South Africa are those where there has been sub-optimal progress — namely economic emancipation and poverty,

and social transformation and justice. Until gender is mainstreamed in society, this situation is likely to continue.

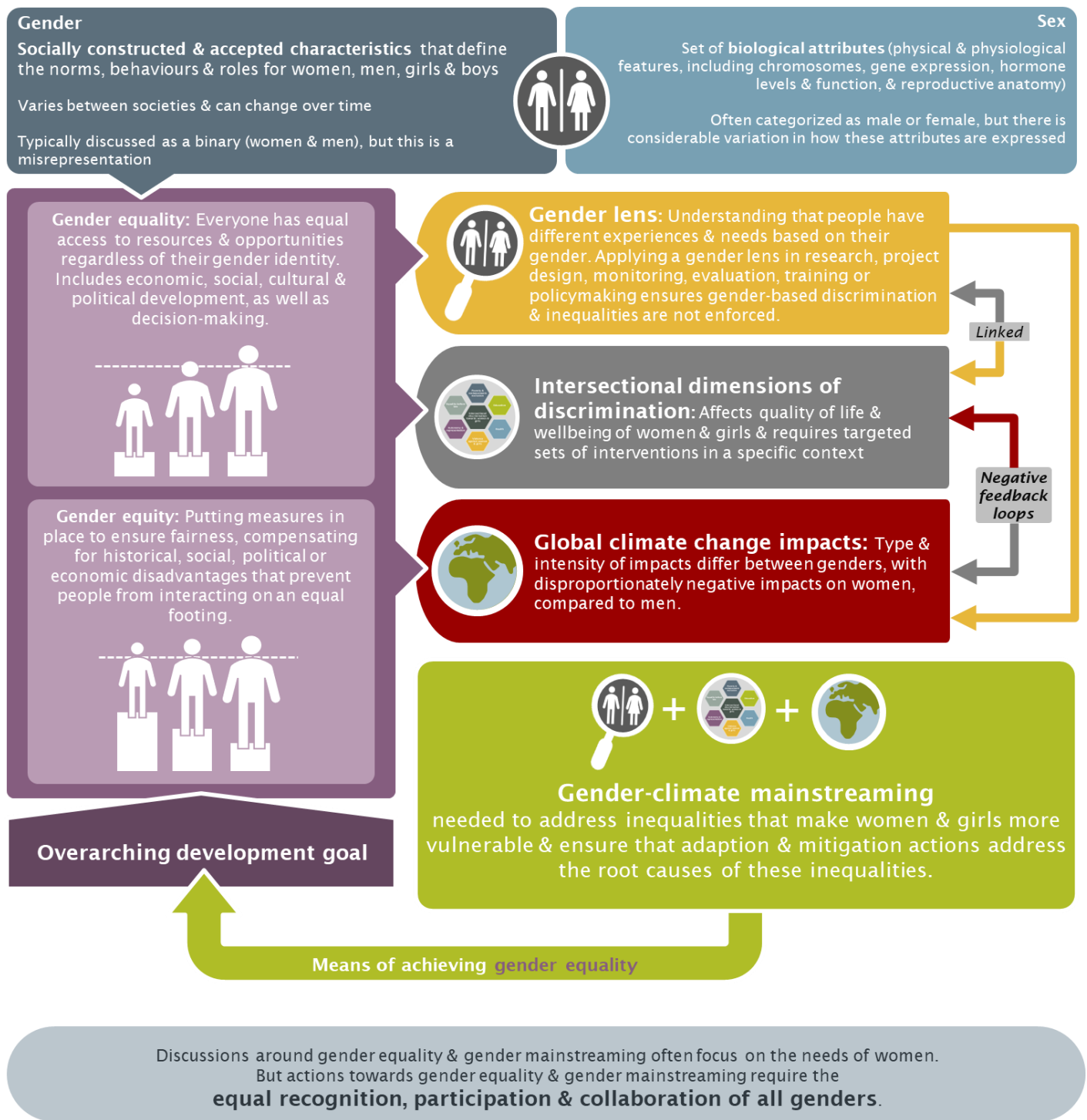
Table 1. Assessment of progress made on aspects of gender equality and women’s empowerment from 1994 to 2019 (DWYPD 2019)

Aspects of gender equality	Progress made on aspects of gender equality over 25 years				
	Significant	Good	Moderate	Limited	Poor
Gender policy and legislation	South Africa’s vision and mandate for gender equality entrenched	Formulation of gender-responsive policies and legislation	Implementation of policies and legislation for gender equality	Gender responsive policies, planning, research, budgeting, monitoring, evaluation and auditing across government	
Representation of women in decision-making roles	Improved representation of women within all levels of governance				
Economic emancipation and poverty	Increased representation of women in the public sector		Promotion of women’s role(s) in the environment / green economy	Addressing challenges related to poverty for women	
			Promotion of women’s economic emancipation	Increased representation of women in the private sector	
Social transformation and justice		Protection of women	Women’s access to services		Rights of women and girls to be free from violence
			Women’s health and wellbeing		Transformation of gendered roles, sex-based stereotypes and division of labour
			Women’s education and skills development		Addressing unequal shares of unpaid and household labour in the GDP

1.2.2| What is gender mainstreaming, and how do we achieve it?

Gender mainstreaming is a process for assessing the implications of planned action for both women and men. It ensures that the concerns and experiences of both women and men are given equal value and consideration in all aspects of the design, implementation, monitoring and evaluation of policies and programmes (ECOSOC 1997). Further, gender mainstreaming can be understood as the process we take to **embed gender perspectives and gender equality** within all structures related to policy, planning, financing, legislation and evaluation (UN Women 2020). It is based on an understanding of gender equality and the need for a **gendered lens**, given the entrenched and persistent **inequalities** between the genders that undermine sustainable development (see Figure 1). Figure 1 below further depicts how gender mainstreaming aligns with climate mainstreaming.

Figure 1. Concepts related to gender equality, climate change and gender-climate mainstreaming (authors' analysis)



Transformational change: Achieving a paradigm shift to mainstream gender

However, mainstreaming gender requires a paradigm shift — **a fundamental shift** away from business-as-usual to a new reality, as shown in Box 1.

Box 1. Achieving gender mainstreaming requires transformative change

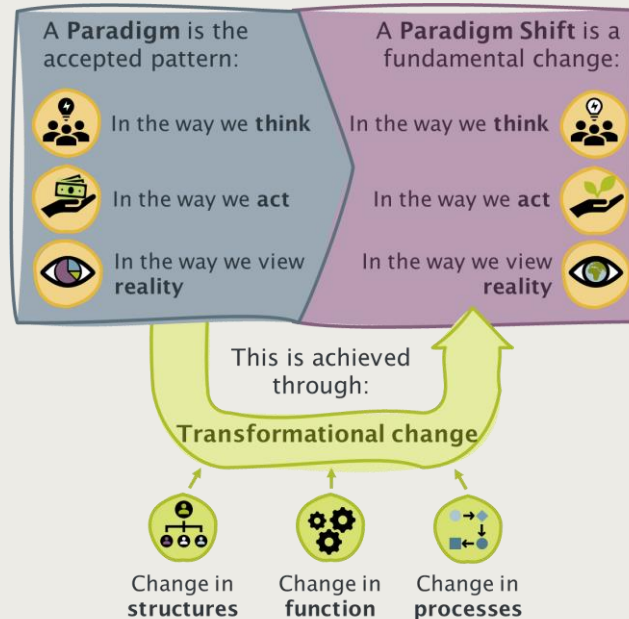
What is transformational/transformative change?

The concept of **transformational change** is similar to the concept of a paradigm shift in some ways (Puri *et al.* 2022). It is most commonly used in the world of business to describe an approach that needs to be taken when

the business environment changes suddenly and significantly (Miller 2013; Banning 2019). In business, you can have incremental change, when you make small adjustments within your existing business model to reach a particular goal, but without making any big changes to your structures or methods. **But a transformational change requires a shift in the business culture, its strategies, processes and organisational structures.** It is a complete shake-up of the *status quo* (Banning 2019). It is, in essence, a paradigm shift within an organisation.

Transformational change is also used in the context of climate finance, for climate change adaptation and mitigation. It is understood that in order to achieve a paradigm shift, you need transformational change in the way that governments, the private sector and other institutions think, prioritise, budget and operate.

HOW TRANSFORMATIONAL CHANGE ACHIEVES A SHIFT IN PARADIGM



Given the complexities outlined in this section, it is clear that gender mainstreaming can only be achieved through a shift in the mindset and structures of institutions, including, for example, by **establishing structures** which support gender mainstreaming such as gender focal points or dedicated gender units, discussed in more detail later in this document. This requires the allocation of financial and human resources and accountability mechanisms to track the impact of gender mainstreaming efforts (UN Women 2020).

1.3| Gender-climate mainstreaming: Issues, challenges and opportunities

Climate change further exacerbates the impacts of discrimination on the lives of women and girls. Gendered differences in the experience of climate change impacts have to be recognised in adaptation and mitigation planning, if these approaches are to result in long-term, positive, systemic change that drives sustainable development.

As seen in Figure 1 (section 1.2.2, above), gender-climate mainstreaming addresses the intersection between climate impacts and gender inequality specifically.

Mainstreaming gender into climate change programmes can improve both programme outcomes and impact by better reflecting and responding to the realities of a more diverse range of women, men, girls and boys. It can also help clarify institutional roles and responsibilities to close existing gaps and hold agencies accountable for recognising and addressing gender and intersectional inequalities.

Gender analysis should be an intrinsic component of climate change adaptation (and mitigation) strategies and investments to prevent unintended consequences that may increase risk for different vulnerable groups.

Global best practice

Globally, the Lima Work Programme on Gender Priority Areas (LWPG) provides a good practice example for a **framework for gender-climate mainstreaming**. The box below provides an overview of the LWPG, contextualised for South Africa.

Box 2. Lima Work Programme on Gender Priority Areas — contextualised for South Africa

Lima Work Programme on Gender (LWPG)

The Lima Work Programme on Gender (LWPG) was established at COP 2014 “...to advance gender balance and integrate gender considerations into the work of Parties and the secretariat in implementing the Convention and the Paris Agreement so as to achieve gender responsive climate policy and action” (UNFCCC 2022).

Subsequent updates to the LWPG — notably the agreement on a 5-year enhanced Lima work programme on gender and its gender action plan at COP25 (UNFCCC 2019) — led to development of a **Gender Action Plan under the UNFCCC**. This included five **Priority Areas** to better understand and address the complex gender and climate dynamics around the globe.

These priority areas help frame gender mainstreaming in NDCs and organise responses along critical pathways, as listed below.

1. Capacity building, knowledge management and communication

- Should go beyond business-as-usual training and awareness raising on gender mainstreaming
- Requires deeper understanding of importance of gender mainstreaming as a means to changing underlying and entrenched beliefs regarding roles and responsibilities of women (and men) in South Africa
- Requires long-term investment in documenting, discussing, and diffusing gender inequalities across society and sectors affected by climate change

2. Gender balance, participation and women’s leadership

- Need to ensure meaningful inclusion and representation of women in multi-stakeholder platforms, dialogues, consultations and other mechanisms of public engagement to capture gendered nature of climate change impacts
- Gender balanced engagement needed to uncover entrenched beliefs and generate insights and priorities for addressing specific gender inequalities
- Women will play critical roles in South Africa’s future with climate change and require specific preparation to do so, including how to lead populations in changing behaviours and beliefs around gender.

3. Coherence

- Gender and climate change treated as cross-cutting themes, to be included and addressed across many sectors
- This visibility is positive, but addressing these specific topics and their challenges in vastly different (sectoral) contexts poses significant challenges
- The NDC process in South Africa offers an opportunity to harmonise gender and climate policies by developing a platform for coordination mechanisms that relate to budgeting, monitoring, accountability and beyond

4. Gender-responsive implementation and means of implementation

- Gender policies and plans must be implemented in gender-responsive manners appropriate to local contexts
- Norms, beliefs and behaviours that prevent women from exercising power prevent women from reaping full benefits of investments
- These inequalities are to be addressed through gender action planning for NDCs

5. Monitoring and reporting

- What gets measured gets counted
- Lack of sex disaggregated data collection standards and consistent gender analysis weakens the evidence base for gender and climate change
- Lack of tracking and evidence contributes to misplaced priorities, gaps in accountability, and wasted investments
- NDCs present an opportunity to strengthen data collection and gender analysis protocols that will support Just Transitions to a low carbon economy

Box 3 gives a brief overview of the role of sex-disaggregated data in generating gender statistics which can be used to inform policy and planning processes to ensure the delivery of actions that promote gender equality in South Africa. This approach will be used in the development of an effective monitoring and reporting strategy for the Gender Action Plan, as described in Section 2 below.

Box 3. Gender statistics overview

Sex-disaggregated data and gender statistics

Sex and gender are often used interchangeably, particularly when discussing data collection, but these two concepts have very different meanings.

Sex usually refers to the set of biological attributes in humans and animals. It includes a variety of physical and physiological features, including chromosomes, gene expression, hormone levels and function, and reproductive anatomy. Sex is usually categorised as female or male but there is variation in the biological attributes that comprise sex and how those attributes are expressed (CHIR 2014).

Gender is a socially constructed and accepted set of characteristics that define the norms, behaviours and roles associated with being identified as women, men, girls and boys, as well as the relationships between them. Given that gender is a social construct, the understanding of gender varies from society to society and can change over time (WHO 2022).

Sex is usually captured a binary factor (male/female), but gender is a spectrum that encompasses a wide variety of identities. Gender identity influences how people interact in society, as well distributions of power and resources (Heidari *et al.* 2016).

Sex-disaggregated data only tells us about distinct differences in the distribution of resources, influence or assets between males and females. It does not capture the influence of gender roles, relations or inequalities.

The term 'gender-disaggregation' or 'data disaggregated by gender' is sometimes applied in the place of sex-disaggregation but is applied incorrectly. Gender statistics are necessarily disaggregated by sex, which is an individually applied characteristic recorded in censuses, surveys and administrative records (UN 2016).

Using sex-disaggregated data to develop gender statistics allows us to assess the differences in the lives of men and women (as well as other genders) that are a result of societal roles and expectations (UN 2016).

Gender statistics consist of:

- Data collected and presented by sex as a primary classification;
- Data reflecting gender issues;
- Data based on concepts and definitions that reflect the diversity of genders and capture all aspects of their lives;
- Data collection methods that take into account stereotypes and social/cultural factors that may influence gender bias in the data.

Gender statistics should not be seen as 'women's statistics', but rather a means to examine the differentiated needs, challenges and opportunities between the genders, including both men and women.

There are various uses for gender statistics, including, but not limited to:

- Promoting understanding of the actual situation of men and women in society
- Monitoring progress towards gender equality
- Supporting gender mainstreaming
- Developing gender indicators for monitoring progress towards gender equality goals
- Developing an evidence base for developing and monitoring policies and programmes related to human capital and equal access to services and resources
- Supporting gender mainstreaming in policy development
- Aiding understanding of gender dimensions of poverty to inform development of more effective policies and poverty reduction strategies
- Supporting development of effective policies for the reduction of gender-based violence

1.3| Implications for the GAP: A multiple-track approach to gender-climate mainstreaming

Three important steps for gender-climate mainstreaming are:

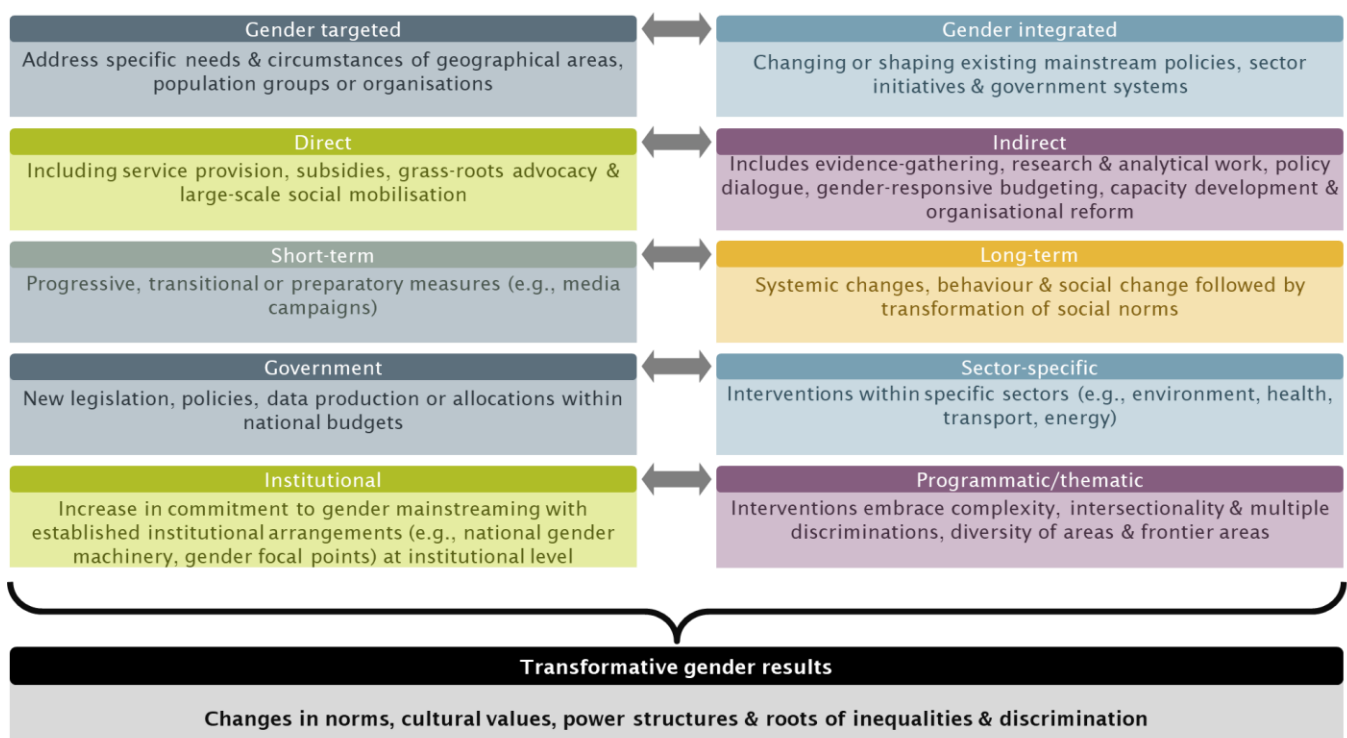
- (i) carrying out a coherent **gender analysis** as part of creating a knowledge base for climate responsive decision-making;
- (ii) anchoring women in the climate response **decision-making process**; and
- (iii) developing **sex-disaggregated indicators** and incorporating them in monitoring and evaluation systems for climate change (Singh *et al.* 2010; GWP 2019).

The UN has found that effective gender mainstreaming across global systems and societies is best achieved through a **multiple-track approach** (UN Women 2020). This approach uses a combination of **gender-targeted interventions** for specific social groups, organisations or processes, with **gender integrated strategies** that influence the work of all priority sectors (Figure 2).

The multiple-track approach can use a combination of interventions, as shown in Figure 2 below, to achieve **transformative results** – a change from ‘business as usual’ towards a new paradigm. This approach has the following characteristics or design elements that are relevant to gender-climate mainstreaming:

- It combines gender-targeted interventions with those that integrate gender into governments and sectors (UNSDG 2018).
- It requires dedicated outcomes, targets and indicators designed to address gender inequality; together with efforts to include gender in other outcomes or actions by setting targets, putting forward specific indicators and ensuring all data is disaggregated (UNSDG 2018).
- The selection of categories (e.g., short-term *versus* long-term or gender targeted *versus* gender integrated actions) for a gender mainstreaming strategy, as well as the balance between them, will be determined by the scope and focus of the strategy (e.g., national government departments *versus* a single municipality), as well the existing gaps and barriers which the strategy needs to address.

Figure 2. Categories of actions that can be combined to achieve gender and gender-climate mainstreaming (UN Women 2020)



Sector-specific interventions

As noted earlier, DFFE has been placing a focus on gender mainstreaming within its own sectoral policies and work programmes for many years. Taking the lead from South Africa's commitments to international treaties related to gender and the environment, DFFE has developed its own sectoral gender strategy (see Box 4). The strategy includes a gender mainstreaming action plan, with Key Performance Areas that would allow a gauging of the status of gender equality across the environmental sector (DEA 2016).

Box 4. Overview of DFFE's sectoral gender strategy

DFFE: Environment sector gender strategy

In 2013/14, DFFE (then the Department of Environmental Affairs (DEA)) took the decision to develop a sectoral gender strategy, which would be compliant with key legislation (the Sector Gender Framework and Strategy; the Constitution; the Women's Charter for Effective Equality of 1994; the National Framework for Women Empowerment and Gender Equality, 2000; and the Strategic Framework for Gender Equality within the Public Service, 2006).

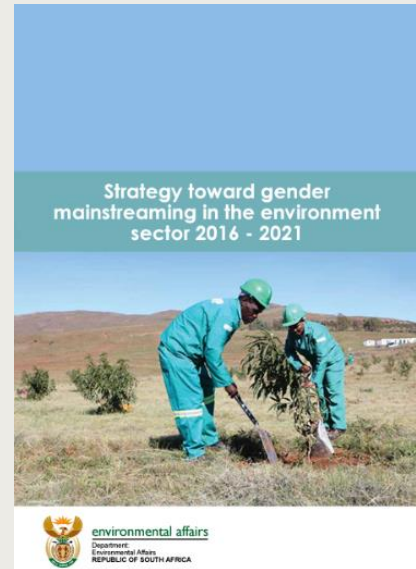
As part of this sectoral strategy, the National Women and Environment Forum was established in 2010, to provide a platform for women from all spheres of society to share their experiences in the environmental sector.

Following an extensive stakeholder engagement process, including a national workshop (28 July 2015) and a National Women in Environment Conference (17–18 August 2015), the strategy was finalised in 2016 (DEA 2016).

The vision of the strategy was to develop a structured framework for women empowerment within the environmental sector that would support, facilitate and promote gender equality.

The objectives of the strategy were:

- To mainstream gender into environmental policies and programmes to assess the effect of women on environmental policies and to integrate further gender equality and environmental consideration into their work;
- To strengthen women's, including young women, leadership and cooperation in the environment sector;
- To identify opportunities for integration of gender considerations that will ensure environmental sustainability in the respective programmes and initiatives;
- To ensure active engagement and advice on environmental sector policy development matters to ensure consideration of gender issues;
- To facilitate partnerships and/or sponsorships from high impact organisations on women programmes;
- To guide the formulation, monitoring and evaluation of the medium-term implementation strategy; and
- To ensure compliance with the gender Equality Framework for the public service.



1.4| Entry points for mainstreaming gender in South Africa's NDC

While a number of gender mainstreaming mechanisms are currently implemented within existing agreements and policies, these are not always effective. The basic building blocks to create gender action plans to pursue gender mainstreaming in the NDC are in place and the main gaps appear to be related to challenges in implementation, capacity and resourcing.

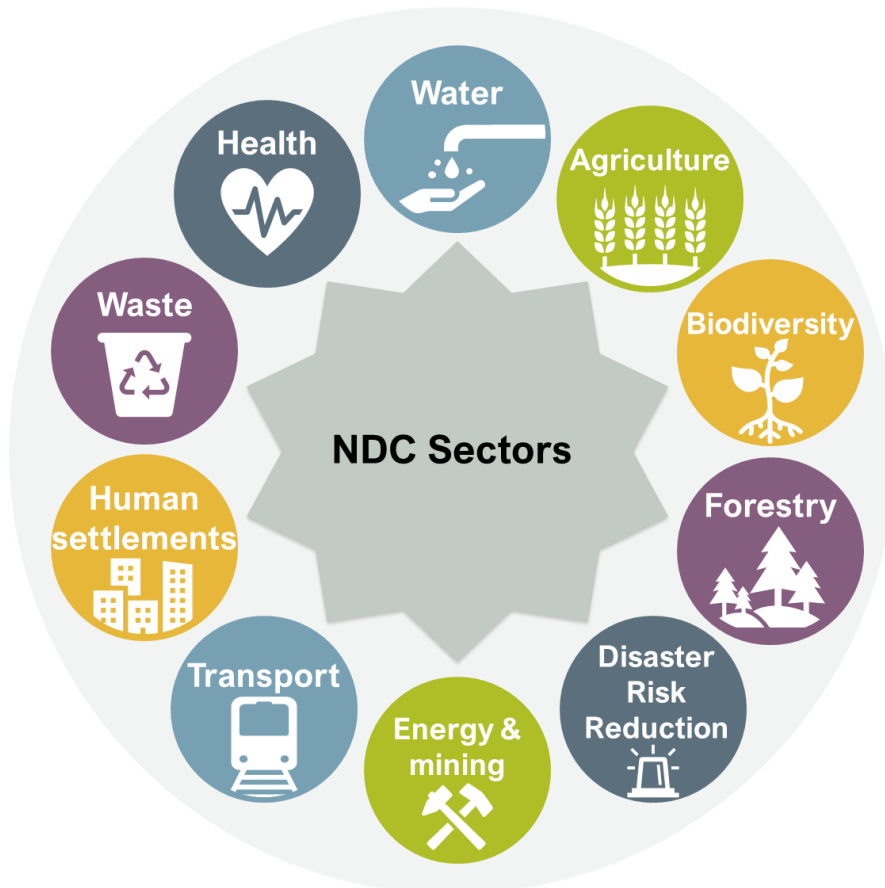
A critical gap is the absence of a systematic and grounded approach that addresses transformative change through dialogue and participatory tools. Incorporating such tools would go a long way to ensuring deep transformation that disrupts previous conservative approaches which are no longer appropriate.

The NDC provides a critical opportunity for mainstreaming climate across various sectors — and at the same time, offers a key opportunity to mainstream and align gender, within this. Existing challenges and entry

points for mainstreaming gender into the NDC (Petrie *et al.* 2022a) are elaborated below and summarised in Table 2.

South Africa’s NDC targets ten sectors (see Figure 3): (i) water; (ii) agriculture; (iii) biodiversity; (iv) forestry; (v) disaster risk reduction; (vi) energy and mining; (vii) transport; (viii) human settlements; (ix) waste; and (x) health. Where sectoral climate change policies do exist, some sectors are not fully implementing them, meaning that they lack clear alignment with the NDC.

Figure 3. South Africa’s NDC targets ten sectors



Most of these sectoral policies **lack a dedicated gender policy** and, in some cases, gender issues are **lacking in key sectoral umbrella policies**. At the same time, **implementation** of existing gender policies remains a challenge in most sectors. Finally, **institutional arrangements** are lacking.

Institutional arrangements are lacking

Importantly, the **institutional arrangements needed for mainstreaming gender** are not established across most of the NDC sectors. In addition, there are challenges with **collaboration**, both inter-departmentally and with both provincial and municipal government.

- There is a **lack of common understanding** of what constitutes climate change impacts for a sector across government.
- There is also a widespread **lack of understanding of gender issues and the need for gender mainstreaming**, at all spheres of governance in South Africa.
- Thus, **sectoral policies across the spheres may not be aligned**, which has negative impacts on NDC implementation as a result of the unevenness of implementation across sectors and spheres.
- **Effective coordination** is greatly needed from transversal ministries such as DWYPD and DFFE, with strong leadership and support from the **sectoral departments**.

- **Funding for gender and climate mainstreaming** also remains a challenge, in terms of both private and public sector funding, and this can, in part, be attributable to inadequate coordination and institutional arrangements.

A set of challenges and entry points for mainstreaming gender into the NDCs appears in Table 2 below, developed through engagements with sectoral stakeholders.

Table 2. Challenges and entry points for gender mainstreaming in NDC sectors

Challenges		Entry points
Aligning sectoral policies with NDC	Gender mainstreaming in sectoral climate change policies	
<ul style="list-style-type: none"> ● Most key sectors lack dedicated gender policies ● Some sectors not fully implementing climate change policies and not clearly aligned with NDC ● Implementation of existing gender policies remains a challenge ● Institutional arrangements for gender mainstreaming not established ● Collaboration between departments and with provincial units difficult ● Limited funding for gender and climate mainstreaming 	<ul style="list-style-type: none"> ● Gender issues absent in key umbrella policies for sectors ● Lack of women representation within departments and lack of substantive understanding of gender and climate change issues ● Siloed approach results in lack of higher-level management and ownership of gender mainstreaming ● Limited capacity of Gender Focal Points (GFPs) ● GFPs often under-resourced or undermined ● Standardised methodology for data collection lacking, impedes and impacts on data availability ● Standardise methodology for data collection, analysis and interpretation 	<ul style="list-style-type: none"> ● Implement gender-aware engagement and capacity building ● Coordinate and harmonise gender related policies across sectors ● Ensure robust M&E frameworks in place to track gender-related mandates ● Implement and oversee gender-budgeting reforms across departments and sectors ● Formalise relationships between gender units and environmental departments/units ● Establish public/private partnerships and networks for gender within sectors ● Ensure disaggregated data ● Adopt innovative methods to unlock transformative potential

A summary of the status of existing gender policies, listed alphabetically, is given in Box 5 below.

Box 5. Overview of the existing gender policies for South Africa’s NDC sectors (Petrie et al. 2022a)

Overview of the existing gender policies for South Africa’s NDC sectors

- **Agriculture:** The agricultural sector does not have a gender policy/strategy in place.
- **Biodiversity:** The biodiversity sector uses the existing DFFE gender policy (see Box 4).
- **Disaster risk reduction:** The Disaster Management Act (2002) is the main policy tool for managing, preventing and reducing the risks and consequences of disasters. Although there is no separate gender related policy, the Parliament made provision for gender through the 2016 amendment of the Disaster Management Act (The Presidency 2015), to, among other aspects, include issues that relate to gender mainstreaming. The amended Act also enforces that disaster management plans developed by organs of State across the three spheres of government must include specific measures taken to address the needs of women, children, the elderly and persons with disabilities during the disaster management process.
- **Energy and mining:** The Department of Mineral Resources and Energy (DMRE) has a Women Empowerment and Gender Equality (WEGE) Strategy, the overall objective of which is to “*facilitate the development of mechanisms and interventions by DMRE for the creation of an enabling environment, equality of opportunities and mainstreaming of gender equality*” (DMRE 2021). There is also the 2016 Department of Energy Policy Framework for Women Empowerment and Gender Equality (DoE 2016), which was to be implemented through the departmental Gender Focal Point, and under which a Gender Strategy was to be developed. In terms of mining, DMRE is implementing international, regional and national frameworks, guidelines, policies and strategies on gender mainstreaming and women empowerment. One such example appears in the form of South Africa’s Framework for Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (DWYPD 2018).
- **Forestry:** The forestry sector does not have a gender policy in place but draws on the Norms and Standards for the

Inclusion of Vulnerable Groups (NSVG) in the sector (DAFF 2017). Drafted in 2017 under the previously named Department of Agriculture, Forestry and Fisheries (DAFF), the NSVG serves as a reference tool for both national and provincial departments to ensure vulnerable groups are accounted for and recognised within the sector. It prescribes equal targets (50:50) for male and female beneficiaries in line with budget allocations as an intervention against the entrenched patriarchy in the sector.

- **Health:** A gender policy for the sector has been developed but was reported in January 2022 to have not yet gone under review. The aims of the policy will be to incorporate gender analyses into all public health policies and programmes and promote gender equity in organisational development. The policy makes no links between gender, public health and climate change. To support the implementation of the policy, guidelines have been put in place, including the roles and responsibilities of three major implementers: (i) role of senior management; (ii) role of Human Resources directorates; and (iii) role of gender focal points (GFPs).
- **Human settlements:** Three key policies guide the implementation, development and approval of housing infrastructure in South Africa, namely, the National Housing Act, Social Housing Act and Rental Housing Act. The Social Housing Act does make reference to specifically addressing the needs of vulnerable individuals in society such as women, children and people with disabilities (The Presidency 2008).
- **Transport:** The sector's Strategic Plan (DoT 2020) serves as an umbrella policy for addressing gender barriers and outlines plans for implementation of gender mainstreaming interventions. The Green Transport Strategy serves as the basis for climate-smart development and transition within the sector — but lacks any focus on gender and does not address issues of how to respond to women's needs in terms of climate change impacts (DoT 2018).
- **Waste:** There is no gender policy for the waste sector, however, the updated National Waste Management Strategy (NMWS) includes women as a priority group — which lays the foundation for gender mainstreaming in the sector (DFFE 2020). The NMWS specifically addresses women and the skills gap and includes clear targets and interventions to increase the number of women in the sector.
- **Water:** As of January 2022, it was reported that the Department of Water and Sanitation (DWS) had a sectoral gender policy, but this document is still being developed, so that it will align with the new functional structures implemented from April 2021. The outcomes of the policy will be incorporated into the sectoral planning processes, including strategic planning, annual performance plans and the operational plans of institutions.
- **Water and Sanitation:** A programme called 'Gender Mainstreaming in South Africa (GEMSA) has been developed to build up the National Community Water and Sanitation Training Institute (NCWSTI) into a resource centre for water and sanitation with a mandate to mainstream gender in the sector. NCWSTI is the national coordinator of GEMSA and is supported by the International Water and Sanitation Centre (IRC).

1.4.1| Key challenges facing gender mainstreaming in sectoral climate change policies

There are four key challenges facing gender mainstreaming in sectoral climate change policies, as outlined below.

- As indicated above and as shown in Box 5, **gender mainstreaming remains absent in key umbrella policies** for the NDC sectors. Gender-specific issues need to be identified at the start of the climate change policy development/review process, followed by both internal and external consultations to flesh out the sector-specific challenges and needs regarding gender equality and its intersection with climate change.
- **Sectors and government departments tend to work in siloes**, with little inter-sectoral or inter-departmental coordination. This contributes to limited buy-in and ownership of gender mainstreaming at the highest levels. In several sectors, responsibility for gender and gender mainstreaming is delegated to a Gender Focal Point (GFP). But the **GFPs have little to no authority and oversight and do not engage with high level management**, limiting their effectiveness. They are often junior staff with limited bargaining power or experience resulting in a lack of effective institutionalisation of gender mainstreaming. GFPs or gender units within a sector cannot enforce gender mainstreaming alone if there is a lack of capacity, little interest from departments within that sector, no commonly agreed upon gender goals and a lack of dedicated budget to drive transformative change.
- **South Africa lacks a standardised methodology for data collection on sex or gender** across all of its sectors. As a result, there is little sex-disaggregated data available to inform gender-responsive planning and decision-making, and little evidence to highlight gains made in gender mainstreaming. Data collection is undertaken by different units in each department or sector and using different methods. The resultant inconsistencies in data collection and analyses make it difficult to track change within sectors, and also to compare across sectors.

- There is a current **lack of women representation** within departments. There is an opportunity for anchoring women leadership firmly within and across sectors to embed the application of a gender perspective and gender lens with regard to climate change issues and strategies and interventions. These should be designed in close consultation with and inclusion of the women and other vulnerable groups who will be users of the systems/infrastructure to ensure that gender issues are considered.

1.5 | Legal and policy frameworks related to gender and climate

An overview of the current legal and policy frameworks (including international and regional declarations, and current national policy) covering climate change and gender considerations in South Africa is given in Appendix 2.

The analysis demonstrates there is a clear commitment by South Africa to gender equality and gender mainstreaming but highlights that the **integration of gender into sectoral climate change policies is urgently needed, with strong, supporting institutional arrangements**

2

Gender Action Plan

The GAP has the overall objective and context outlined briefly below, and as shown in Figure 4. It includes **Six Strategic Actions** (outlined in sections 3.1 to 3.6), with an **Implementation Plan** (section 3.7) and supporting activities (section 3.8).

2.1| Gender Action Plan Objective, implementation and strategy

Goal of the Gender Action Plan

Considering the current state of gender mainstreaming in South Africa, *the desired future state is one in which South Africa's revised NDC, and its future iterations, are increasingly gender-responsive and enabled by gender-climate mainstreaming that enables positive and tangible progress in national climate responses because women and girls are at the forefront.*

There has been good progress made on existing policy and institutional frameworks related to mainstreaming gender in NDCs for climate change in South Africa, although critical gaps remain in both (Petrie *et al.* 2021). The climate crisis brings a sense of urgency into mainstreaming gender into national climate change responses. Flood events around the world have accounted for >70% of natural disasters, leaving women, children and people with disabilities the most exposed. South Africa is not exempt from such occurrences, as starkly demonstrated in the disastrous flood events in April 2022 in KwaZulu-Natal.

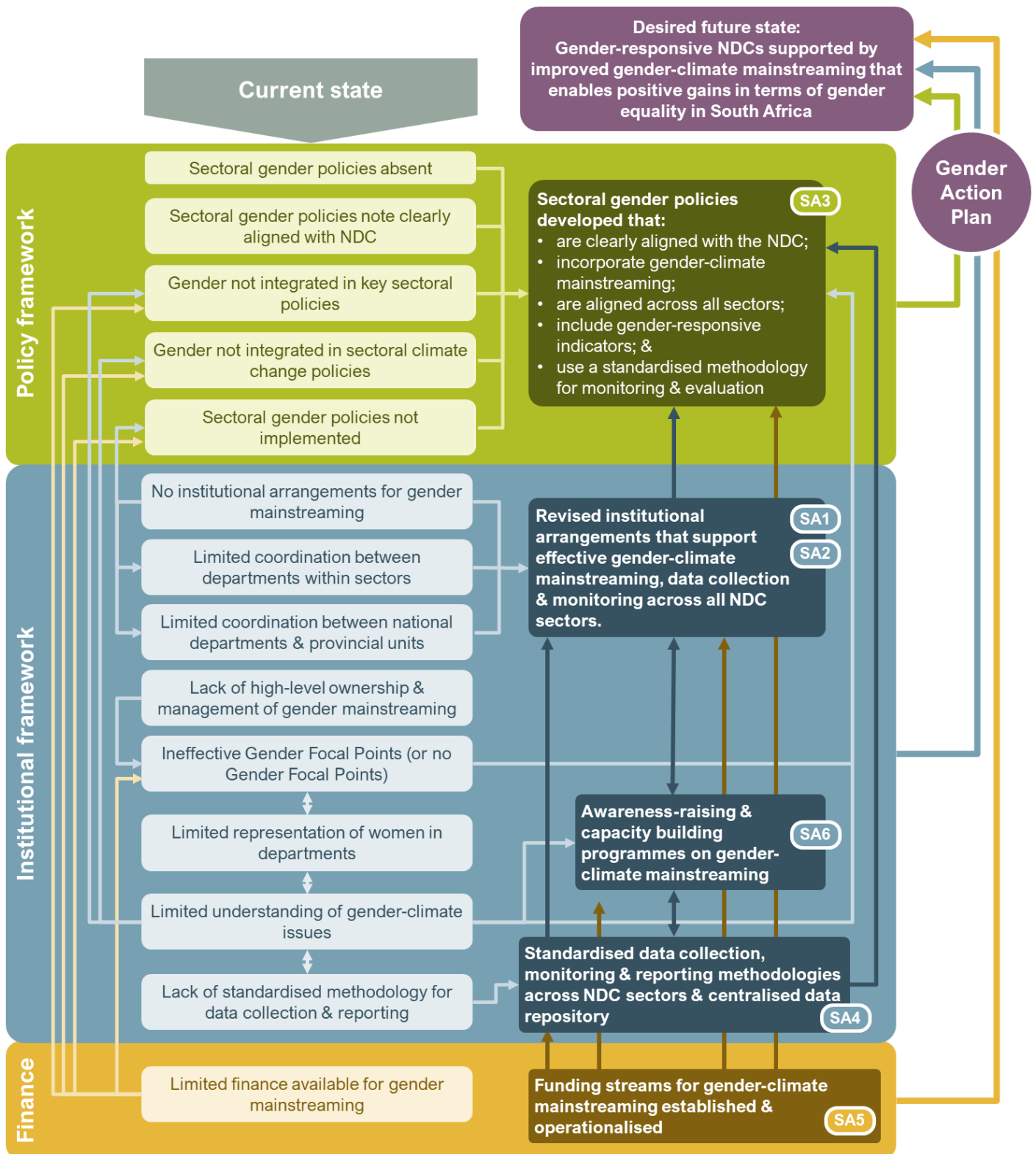
The Gender Action Plan will achieve the Goal outlined above by addressing the existing gaps and challenges in terms of the policy and institutional frameworks, building a coherent, well-capacitated national approach to gender-climate mainstreaming through six **Strategic Actions**.¹ These are to be implemented over a five-year period, and as shown in Figure 4.

Importantly, improved **gender analysis** – including data collection, monitoring and evaluation and reporting – will support national efforts towards implementing gender-climate mainstreaming, as well as allowing for more effective tracking of the progress being made towards gender equality.

Note: all proposed activities under each Strategic Action are highlighted in a beige box, like this one.

¹ The Strategic Actions have been informed by the entry points identified in the Sectoral Gender Mainstreaming Report produced under the UNDP Climate Promise in cooperation with DFFE (Petrie *et al.* 2022a), as well as by the Priority Areas under the Lima Work Programme on Gender.

Figure 4. Desired future state in terms of gender-climate mainstreaming in South Africa. Strategic Actions (SAs) are indicated.



2.2| Strategic Action 1: Revise institutional arrangements for gender-climate mainstreaming

In the engagements undertaken during the National Dialogue, the institutional arrangements for effective gender-climate mainstreaming in South Africa were a topic of key interest to many participants. DFFE has been a thought leader in gender mainstreaming for many years, and the lessons learned from its own processes of sectoral gender mainstreaming (Box 5) will be critical in demonstrating the way forward for the country as a whole.

In particular, DFFE is well positioned to advise and lead on the intersection of gender and climate change impacts and facilitate gender-climate mainstreaming across the country.

However, DWYPD has the legal mandate to oversee and regulate gender mainstreaming across sectors and departments at all levels of government.

Proposed institutional framework

A revised institutional structure for gender-climate mainstreaming in South Africa is proposed here, and as shown in Figure 5:

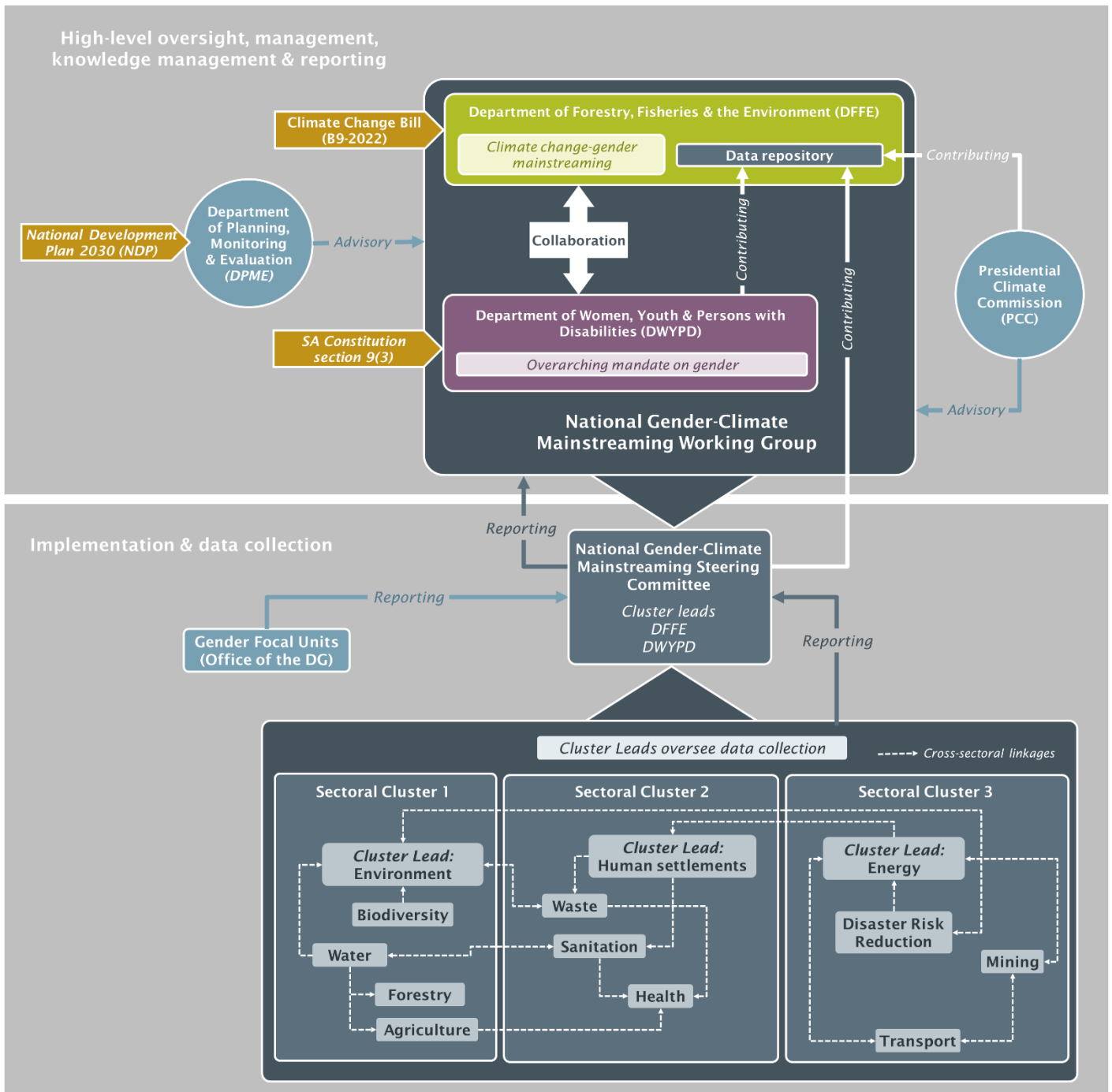
- The **National Gender-Climate Mainstreaming Working Group** will head up the national efforts towards gender-climate mainstreaming. The Working Group will consist of representatives from the relevant branches of both DWYPD and DFFE, as the former has an overarching mandate for gender-mainstreaming and the latter is in a position to advise on the gender-climate intersection and can be used as a demonstration case for its implementation for other sectors. The Presidential Climate Commission (PCC) is envisaged as taking an advisory role to the Working Group.
- The **National Gender-Climate Mainstreaming Steering Committee** will report to the Working Group and will consist of representatives from the Working Group, as well as the sectoral Cluster Leads (discussed further below). The Steering Committee will oversee the implementation of gender-climate mainstreaming at the sectoral level.
- It is envisaged that the priority NDC sectors will be grouped into three clusters, with one sector taking the lead in each **Sectoral Cluster**. The proposed composition of the Clusters, as well as the **Cluster Leads** are shown in Figure 5. The Cluster Leads will oversee data collection on sectoral climate-gender mainstreaming indicators. Climate and gender are cross-cutting issues and there are several cross-sectoral linkages in terms of impacts and indicators. Clustering the sectors will allow for easier management of data collection, while the representation of Cluster Leads on the Steering Committee will help to limit the risk of siloes developing between the Clusters.
- **Gender Focal Points (GFPs)** will also be established in the Office of the Director General (DG) in all national departments to support gender-climate mainstreaming across all branches within the departments. The role of the GFPs will be to, among others:
 - Be mandated to advise on gender-climate mainstreaming within the department;
 - Provide support on policies, strategies and action plans for gender-climate mainstreaming; and
 - Facilitate regular monitoring and reporting on gender-climate mainstreaming across departments.

Monitoring, Evaluation and Reporting

- As indicated above, the Cluster Leads will supply sex-disaggregated data for their sectors, overseen by the Steering Committee.
- This data, as well as that reported by the GFPs, will be captured in a **national data repository on gender-climate mainstreaming**, housed within DFFE.
- The data repository will be used to collate, manage, analyse and disseminate sex-disaggregated data that corresponds to gender-climate indicators in all sectors.
- The Working Group will have oversight over the repository and ensure its continued use and maintenance.
- Indicators will be tried and tested for gender sensitivity
- Emphasis will be placed not only on indicators, but process and inclusivity when identifying indicators
- **Testing of indicators** may include the following considerations:

- **Policy:** Is there an affirmative action policy? What does it say about gender?
- **Recruitment:** How are jobs advertised? What efforts are there made to encourage women to apply? Are data banks of possible women applicants kept?
- **Selection:** Are interview panels gender balanced in terms of gender representation? What kind of questions are being asked?
- **Job description/performance agreement:** Is the responsibility of promoting gender equality in all policies, programmes and projects written into pertinent documents?
- **Training and development:** What special efforts are made to provide training for women to bridge the gender gap? Is training provided and if so, in what form?
- **Promotion:** What promotion possibilities exist for women?
- **Conditions of service:** Are benefits for male and female employees equal? Are maternity and paternity leave provided for?
- **Working and physical environment:** Are employees required to work at night? What security provisions are made? Is there provision for flexitime? Does the job involve a significant amount of travel? Are there childcare facilities/provisions? Is there a policy on sexual harassment? Is the use of sexist language banned?

Figure 5. Proposed insitutional arrangements for effective gender-climate mainstreaming in South Africa



2.3| Strategic Action 2: Formalise relationships for sectoral gender mainstreaming

Strategic Action 2 seeks to formalise and raise the profile of the relationships between DFFE and the National Gender Machinery, including the Department of Women, Youth and People with Disabilities (DWYPD), the Commission on Gender Equality (CGE), GFPs in relevant departments, and civil society.

- DFFE reportedly collaborates with over 15 national departments in fulfilling its climate change mandate, including the Presidency, which hosts the DWYPD.
- DWYPD is the biggest component of the National Gender Machinery and is able to coordinate with other departments (including the Department of Planning, Monitoring and Evaluation) to ensure standardization of sex-disaggregated and gender analysis standards, coordinate gender budgeting and tracking, and lead training and capacity building of other departments.

The working relationship between DFFE and DWYPD as proposed under Action 1 (Figure 5) will require the development of a **Memorandum of Understanding (MoU)** that details the roles, responsibilities and reporting lines of all relevant branches, units and offices.

As part of this process, the role and placement of the GFPs should also be revised. It is recommended that they be placed within the Offices of Director Generals (ODGs), to ensure top-down authority when overseeing mainstreaming in their department. This will require a restructuring of the ODGs across all 27 ministries — including the Office of the President — to ensure that it becomes a core function in the DGs' portfolios.

A **dialogue with the DGs** should be undertaken to better understand their position and the challenges they face with gender mainstreaming and gathering gender disaggregated data within their respective ministries. Having the buy-in of the DGs in this process will be essential to its success.

2.4| Strategic Action 3: Develop dedicated sectoral gender policies

Sectoral gender policies — which include consideration of the intersection between gender and climate change impacts — should be developed for all sectors where these are not yet in place. For those sectors which have a gender policy in place, or under review, it will be critical to re-examine these and provide an update that: (i) captures gender-climate considerations; and (ii) is fully aligned with the updated institutional arrangements (Strategic Action 1), as well as the updated monitoring and evaluation framework (Strategic Action 4, below).

To establish a baseline for the development/revision of the sectoral gender policies, facilitated, broad and deep gender-aware engagements should be undertaken to more accurately diagnose the gendered impacts of climate change in South Africa, per sector.

Different women and men in South Africa experience different impacts from climate change and can contribute differently to adaptation. Therefore planning, budgeting, implementation, monitoring, evaluation and learning around climate investments must commit to engaging directly with those most affected by climate change in ways that respect their lived experiences, local knowledge, capacities and constraints. Women are disproportionately affected by extreme events, floods, droughts and the absence of sanitation services; with negative impacts on both their physical health (e.g., as a result of water-borne disease) and mental health (as a result of anxiety and shame).

However, recent preferences for engagement through multi-stakeholder platforms, dialogues, and listening tours do not automatically address constraints on women's participation or elicit relevant details. Women often take on the role of caretaker in the home, and so their participation in stakeholder forums is often constrained as these events take place at times when women are required to be caring for the elderly, young or ill. A gender-sensitive approach must be taken in planning and scheduling such events. Specific efforts must be made to encourage different groups of women and men to trust facilitated processes, and share personal realities, prejudices, norms, and behaviours that help cement inequalities.

Women’s organisations, civil society, non-governmental and community-based organisations can be engaged in capacity building and engagement to help these entities better document and represent the diverse realities and points of view found in South Africa. In this regard, processes of inclusion are as important as the end results.

The information collected through these engagements will be used to deliver a **multi-level, multi-sectoral, and multi-factor analysis** which will inform the development of the sectoral policies, as well as the monitoring and reporting frameworks discussed under Strategic Action 4.

2.5| Strategic Action 4: Establish robust, participatory Monitoring and Evaluation (M&E) frameworks for gender mainstreaming

The existing M&E frameworks related to gender mainstreaming at all levels need to be critically re-examined to assess to what extent they are inclusive of gender (Table 3). Most existing sectoral policies and programmes cannot be described as gender mainstreamed or transformative and are instead gender targeted – specifying numbers or percentages of women to be included. While this represents a positive step towards addressing gender-based inequalities, it does not address the root causes of these inequalities.

Table 3. Categories of gender inclusion commonly seen in policies and programmes

Rating	Description
Gender negative	Negative outcomes that aggravate or reinforce existing norms and inequalities
Gender biased	Socio-cultural beliefs that favour specifically men, women, boys or girls only
Gender blind	No attention to gender , no recognition of needs of women and marginalised populations
Gender aware	Being conscious of the fact that men, women, boys and girls have different roles, responsibilities and needs
Gender targeted	Focus on number of women or marginalised populations
Gender responsive	Addresses different needs , aims for equity in benefit-sharing, does not address root causes of inequality
Gender mainstream	Gender mainstreamed throughout policies, programmes and processes , does not address root causes of inequality
Gender transformative	Addresses root causes of inequality

Sectoral assessment: To develop a transformative framework for gender-climate mainstreaming in South Africa, some fundamental questions need to be examined. Foremost among these is to examine which women and which men are disproportionately impacted by changing climate in South Africa, where, how and for what reason?

This will require a **sector-by-sector assessment of national resources, and a gendered picture of rights, roles and responsibilities of women and men in each.**

The information collected through the stakeholder engagements under Strategic Action 3 and communicated through the multi-level, multi-sectoral, and multi-factor analysis will form the basis of this assessment, which can be supplemented with targeted engagements as necessary.

The analysis will be used to inform baseline indicators (considering the categories shown in Table 3 above) for robust monitoring, evaluation, and learning. It will also identify **critical stakeholders and beneficiaries** who can co-design programmes, lead adaptation efforts and be further engaged to detail conditions. While some of this analysis already exists and can be incorporated into climate planning (NDCs), gaps do remain.

Data collection: The gender analysis framework must be built on **standardised collection of sex-disaggregated data** so that prioritisation and investment decisions are based upon sound evidence.

Qualitative data collected through multi-stakeholder engagements should supplement the collection of sex-disaggregated **quantitative data** for comprehensive analysis and understanding of the relationships between gender-related risks and anticipated climate change risks. As shown under Strategic Action 1, it has been suggested that the DFFE house the **national database** for collection of sex-disaggregated data (Figure 5).

To address the root causes of inequality – over and above categories as listed in Table 3 above and ensure engendering – **participatory monitoring techniques** are required to ensure indicator design and selection are gender sensitive. **Engendering indicators** means that organisations that deal with gender at the grassroots should be involved in the design and selection of gender sensitive indicators. This entails a fresh approach to design, selection and interpretation of indicators. Participatory monitoring is an innovative way of selecting indicators so that processes and methods can be reframed at their core. Instead of top-down decisions around what indicators matter, participatory processes not only formulate ‘better’ indicators but ensure buy-in at all levels.

The collection of both quantitative and qualitative data will contribute to a **robust M&E framework** that in turn needs to be integral to and not separate from the national climate change M&E framework as developed by DFFE.

Align and streamline Key Performance Indicators (KPI) and reporting frameworks with the national gender framework, to ensure that climate-gender mainstreaming is implemented at departmental level.

KPIs are integral to government and private sector performance management systems and are a pivotal accountability mechanism for driving transformational change. It is evident that if change objectives, such as climate change and gender, are being articulated in relevant department and officials/employees KPIs, lip service is paid to these objectives, with little meaningful action and low/no appropriate budget allocations needed for critical and transformative action. This highlights the need for a systemic paradigm shift, where gender-climate mainstreaming is not additional, but built into systems (European Institute for Gender Equality 2016).

Develop integrated reporting frameworks that include sex-disaggregated indicators for each department at the national and sub-national level— aligned with the national framework and linked to the national database. These frameworks, while having sector-specific indicators, should have comparable monitoring and reporting structures to allow for collation and comparison of data from the national database.

Ensure that gender-climate KPIs and reporting frameworks are incorporated into the performance management systems of both relevant sectors and national Development Finance Institutions (DFIs), where appropriate (as per the provisions of the Climate Change Bill).

Relevant private sector actors and commercial banks who are acting in compliance with the Task Force on Climate Disclosure (TCFD) Environmental, Social and Governance (ESG) requirements should be engaged for the same purpose.

Collaboration with National Treasury and the City Support Programme: It is also recommended that DFFE and DWYPD collaborate with National Treasury and its City Support Programme (CSP) to work toward relevant indicators being integrated into **Circular 88**, a National Treasury reporting reform initiative (in collaboration with the Department of Cooperative Governance and Traditional Affairs, Department of Planning, Monitoring and Evaluation; and others). Circular 88 comprises over 2500 indicators to be reported on annually by municipalities. CSP has been working toward integrating climate resilience indicators into Circular 88, and DFFE should work with CSP to ensure double mainstreaming of gender and climate change. Achieving this objective would promote the streamlining of reporting requirements and alignment between reporting frameworks.

2.6| Strategic Action 5: Align funding streams for gender-climate

mainstreaming

Gender-Climate Budget Tagging (G-CBT) policy framework development

Gender-Responsive Budgeting is considered as a gender mainstreaming priority, as outlined in the DWYPD's Framework on Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing. The idea of gender-responsive budgets (GRBs) developed from the recognition that macroeconomic policies can narrow or widen gender gaps in areas such as income, health, education and nutrition, and can make the living standards of different groups of women and men better or worse (Budlender *et al.* 2003). However, effective implementation thereof has failed to be enforced in all departments across spheres of government in South Africa.

Given the cross-sectoral and cross-cutting nature of both gender and climate change there is opportunity for **double mainstreaming of climate and gender budget tagging activities** in national budget documentation as an effective M&E strategy for aligning climate and gender related interventions.

National Treasury, in partnership with DFFE and the Department of Public Enterprises, and supported by the World Bank's NDC support programme, is in the process of finalising the piloting of a CBT methodology and system for main government and SOEs in South Africa. A system and methodology have been designed and piloted across the three spheres of government and in targeted SOEs. Pilot outcome reports, a capacity needs assessment report and recommendations for adjusting the methodology and accompanying guidance materials were to be finalised in June 2022. National Treasury intends to roll the system out in an incremental manner thereafter — over a five-year period.

Support for the CBT is evident from the pilots and further support is evident from the wider capacity needs assessment process. National Treasury had previously designed and intended to implement a gender budget tagging (GBT) system, however this met with less success. Noting that the GBT was intended as a tagging system in its own right (independent of climate change), the objective now is to integrate gender into CBT for double mainstreaming purposes. It is likely that the integration of gender into CBT will be part of the incremental roll out and system design refinement in the near future.

The DFFE is an established partner institution to the CBT and is integral to the decision-making process for its roll out. DFFE-facilitated gender mainstreaming into the CBT is however required, with the following specific actions in mind:

- Review the current CBT methodology and guidance materials and propose methods for integrating gender into the CBT system for immediate and future system adaptations
- Relevant DFFE officials to participate in the CBT decision making and roll out process, for example through the CBT Advisory Committee, forthcoming governance mechanism and through relevant inputs to, presentations and discussions on the MINTECH Working Group 9 Intergovernmental Committee on Climate Change (IGCC)
- Support the capacitation of relevant sectors (government and State-owned enterprises) as they roll out CBT and the gender mainstreamed CBT

Bilateral and multilateral public finance

Mandate national development banks and national green funds to systematically include gender sustainable development co-benefits as part of their financial due diligence.

Mainstreaming gender effectively can allow investors and practitioners to leverage co-benefits for gender equality and sustainable development. To do so effectively requires a paradigm shift wherein the agency of women and girls, as well as men and boys, is at the heart of climate adaptation planning and investment (Glemarec *et al.* 2016).

Environmental, social and governance (ESG) investing

ESG investing is a form of sustainable finance that has emerged in recent years in both public and private finance spaces and incorporates long-term financial risks and opportunities into investment decision-making

(Boffo *et al.* 2020). As an approach, ESG investing incorporates more information on material ESG risks and opportunities into asset allocation and risk management decisions. In so doing, the approach is meant to generate sustainable long-term financial returns. It can also be used for impact investing, where financial return may not be the primary objective for investors, but rather on-the-ground impacts that are aligned with societal values such as addressing climate change and supporting social justice (Boffo *et al.* 2020).

Private climate finance

There are several opportunities for leveraging private climate finance for gender-climate mainstreaming in South Africa, including Green Bonds, the establishment of finance facilities, Corporate social responsibility (CSR) finance and Gender Lens Investing (GLI).

GLI is the ***deliberate integration of gender analysis***, investment analysis and decision making, where investments are made in more women-owned or led enterprises and/or investments are made in enterprises that promote gender equality at the workplace, as well as in products or services that substantially improve the lives of women and girls, building strong, resilient economies of the future.

These are discussed in detail in the Costs and Investments Opportunities report (Petrie *et al.* 2022b). **A dedicated engagement with various private sector actors will be needed to assess appetite and willingness for these kinds of investments.**

2.7| Strategic Action 6: Develop a Gender awareness and capacity building programme

Adoption and implementation of gender-climate mainstreaming will require capacity building and awareness raising to ensure that it reaches all spheres and levels of the public and private sectors in South Africa. It is important to note that there is a risk of such campaigns being met with resistance (European Institute for Gender Equality 2016). Resistance may arise for several reasons, including individual interpretation and understanding of the concepts of gender mainstreaming and gender equality, among others. There are also individual and cultural norms to consider, where discussions of gender mainstreaming may be perceived to be undermining accepted gender identities and roles. There is also resistance when there is uncertainty about the rationale or content of new information (see below under capacity building). Transformational change will not be achieved with a single training event, or awareness-raising programme, and a long-term plan is needed.

Cost-benefit analysis: A gender-climate mainstreamed cost benefit analysis should be undertaken that deepens and contextualises available research on the direct benefits of women-led and inclusive climate change responses across sectors and societal systems, and in addition, enumerates the gendered co-benefits of climate change responses.

The results of the analysis will be used to inform capacity building and awareness raising at different levels.

A programmatic gender–climate education and awareness raising campaign should be designed to be implemented across sectors, systems and society. Integrating the results of the cost benefit analysis — among other resources. This campaign will be complimented by a **parallel five-year capacity building and awareness raising programme** which will also conduct continuous and formative monitoring and evaluation, applying gender-sensitive indicators.

The campaign and programme need to communicate that gender mainstreaming is not simply about equal ratios between female and male representation, but also about women having an equal voice at the decision-making table, and equal access to resources such as finance and land. This is not about elevating women above men or assigning blame for the *status quo*, rather, the focus should be on inclusivity. Several studies have illustrated that gender equality benefits both women and men (International Monetary Fund 2018; Ostry *et al.* 2018; Audette *et al.* 2019; Darmstadt 2020; Gadoth *et al.* 2020; Ovseiko *et al.* 2020; European Institute for Gender Equality 2022). Such studies, in addition to the results of the cost benefit analysis, can be used as evidence to support the adoption of **gender mainstreaming as a mutually beneficial strategy.**

Capacity building: Capacity building programmes are needed across all NDC sectors and government, to support and **capacitate officials responsible for implementing gender-climate mainstreaming activities** – including the GFPs. This will also be key to supporting the achievement of their future Key Performance Indicators for gender and climate change, as discussed under Strategic Action 2. These officials should be encouraged to **take ownership of in-house gender-climate mainstreamed activities** – including ongoing capacity building and awareness raising in their departments.

The capacity building and awareness raising campaign programme should also address the inherent inertia of organisations to embrace change. Changing a system of reporting, for example, is not sufficient to effect a systemic change in the culture, thinking and hierarchy of an established organisation. Gender mainstreaming is also often perceived as a policy being imposed by external organisations or through international pressure and therefore, overcoming these and other organisational resistances, is difficult (European Institute for Gender Equality 2016). However, if the benefits to the organisation as a whole, as well as to individuals, can be clearly demonstrated and understood, then resistance can be effectively reduced. The institutional and personal benefits of gender-climate mainstreaming need to be clearly demonstrated and communicated (using the cost benefit analysis).

Philosophical angle: A new philosophical or theoretical lens is needed to correct ‘old’ ways of seeing and this requires a more direct engagement with theories of ethics and responsibility. A paradigm of **ethics of care** ensures all steps taken (whether developing monitoring and evaluation indicators or bringing stakeholders together), protects the rights of women, with attentiveness to diversity and difference. **This ensures democratic citizenship and counters a reality of unequal power.** An **ethic of justice** focuses on issues of fairness, equality and individual rights – seeking impartiality and universality of principles. An ethic of justice goes hand in hand with the ethic of care which focuses on trust, social bonds, cooperation, caring relations and being responsive to specific needs (Zembylas 2010). Caring is seen as a democratic practice forming the basis for an approach that rejects the discrimination of individuals. An ethics of care seeks progressive change and is relevant when redressing unequal relations between men and women (Morris 2001). An ethic of care starts from the position that everyone has the same human rights, recognising the additional requirements that some people have in order to access those human rights.

Development of applied methods: There needs to be a deliberate focus on **practical tools** for addressing unequal relations of power to promote voice and deepen democratic processes. Unless there is a **paradigm shift**, discriminatory practices remain entrenched – doing the same thing but expecting different results will not work. There is a need for **deep transformative processes through new methods that are participatory** (Goldin *et al.* 2021). Participatory approaches ensure the involvement of participants in scientific research – which has been recognised as providing unique opportunities to engage in knowledge co-production and changing the way in which science informs pathways of action and decision making (Lane *et al.* 2011). Shifting current imbalances and gender skews requires new methods that are designed to **deliberately promote equality** alongside social change. Participatory action research addresses a range of problems including the under-valuation of local knowledge, exclusion of marginalised people, preferential treatment of elite and expert perspectives and extractive and exploitative research practices (Roque *et al.* 2022).

2.8| Proposed scheduling of Strategic Actions

A proposed scheduling of actions over the next five years is shown in Table 4 below.

Table 4. Proposed scheduling of interventions under the six Strategic Actions

Intervention	Year 1	Year 2	Year 3	Year 4	Year 5
Strategic Action 1: Revised institutional arrangements for gender mainstreaming					
Planning meeting to develop ToRs and mandates of: National Gender-Climate Mainstreaming Working Group; Sectoral Clusters; Gender Focal Units; and National Gender-Climate Mainstreaming Steering Committee	X				
Dialogue with the DGs on gender mainstreaming and challenges and opportunities for obtaining gender disaggregated data through their ministries	X				
Finalise and publish ToRs for: National Gender-Climate Mainstreaming Working Group; Sectoral Clusters; Gender Focal Units; and National Gender-Climate Mainstreaming Steering Committee	X				
Kick-off meeting with all representatives of: National Gender-Climate Mainstreaming Working Group; Sectoral Clusters; Gender Focal Units; and National Gender-Climate Mainstreaming Steering Committee		X			
Quarterly meetings of: <ul style="list-style-type: none"> National Gender-Climate Mainstreaming Working Group Sectoral Clusters Gender Focal Units National Gender-Climate Mainstreaming Steering Committee 		X	X	X	X
Annual meeting with all representatives of: National Gender-Climate Mainstreaming Working Group; Sectoral Clusters; Gender Focal Units; and National Gender-Climate Mainstreaming Steering Committee			X	X	X
Annual reports from: <ul style="list-style-type: none"> National Gender-Climate Mainstreaming Working Group Sectoral Clusters Gender Focal Units National Gender-Climate Mainstreaming Steering Committee 		X	X	X	X
Action 2: Formalised relationships for gender-climate mainstreaming across and within sectors					
Meeting to develop draft Memorandum of Understanding (MoU) that details roles, responsibilities and reporting lines of all relevant branches, units and offices under the revised institutional structure — including role and placement of the GFPs.	X				
Finalisation and signing of MoU	X				
Action 3: Dedicated sectoral gender policies					
Cross-Sectoral Dialogue on gender policy development, including the introduction of the revised institutional structure and the role and placement of the GFPs		X			
Facilitated, gender-aware engagements to diagnose gendered impacts of climate change in South Africa		X			
Dissemination of multi-level, multi-sectoral, and multi-factor analysis based on gender-aware engagements		X			
Sectoral workshops to develop draft gender policies		X			
Validation and publication of sectoral gender policies			X		
Annual reports from GFPs on implementation of the sectoral gender policies			X	X	X
Action 4: Participatory Monitoring and Evaluation (M&E) frameworks for gender-climate mainstreaming					

Gender analysis , overseen by DWYPD, undertaken to lay the foundation for a standardised approach	X				
Workshop to develop baseline indicators with critical stakeholders and beneficiaries		X			
Develop standardised system for collection of sex-disaggregated data across all sectors			X		
Validation workshop for standardised data collection system			X		
Development of a national database for collection of sex-disaggregated data			X		
Training workshops on the management and use of the national database			X	X	X
Development of a national M&E framework for gender-climate mainstreaming			X		
Validation workshop for the national M&E framework for gender-climate mainstreaming			X		
Revision of Key Performance Indicators (KPI) and reporting frameworks across all departments			X		
Engagements with private sector actors and commercial banks on incorporation of gender-climate KPIs			X		
Meetings with National Treasury and CSP for integration of gender-climate indicators into Circular 88			X	X	X
Action 5: Funding streams for gender-climate mainstreaming					
Meeting with National Treasury, DFFE and DWYPD to discuss gender integration into CBT	X				
Review current CBT methodology and guidance materials and propose methods for integrating gender into the CBT system for immediate and future system adaptations		X			
Relevant DFFE officials participate in the CBT decision-making and roll out process		X	X	X	X
National Dialogue on gender-climate finance , led by National Treasury and including, but not limited to: sectoral representatives; National Gender-Climate Mainstreaming Working Group; Sectoral Clusters; Gender Focal Units; and National Gender-Climate Mainstreaming Steering Committee			X		
Consolidated guidelines on gender-climate finance published and disseminated across all sectors				X	
Meetings with national development banks and national green funds on inclusion of gender sustainable development co-benefits as part of financial due diligence				X	
Meetings with private sector partners to leverage commitments for gender-climate finance				X	
Action 6: Gender awareness and capacity building programme					
Develop ToRs for Gender-climate mainstreamed cost benefit analysis	X				
Procure service provider for Gender-climate mainstreamed cost benefit analysis	X				
Procure service provider to implement/facilitate participatory methods	X				
Develop and disseminate knowledge/communication products to target audiences of the study results and key messages	X				
Conduct NDC sector-wide capacity needs assessment for design of programmatic gender-climate education and awareness raising campaign	X				

Develop ToRs and commission a Service Provider to design and deliver programmatic gender–climate education and awareness raising campaign	X				
Roll-out programmatic gender–climate education and awareness raising campaign		X			
Develop ToRs and commission a Service Provider to design five-year capacity building and awareness raising programme	X				
Roll-out five-year capacity building and awareness raising programme	X	X	X	X	X
Develop ToRs and commission a Service Provider to undertake training of officials responsible for implementing gender-climate mainstreaming activities, including GFPs	X	X	X	X	X

2.9| GAP Implementation

Stakeholder engagement, and the implementation of training and awareness raising activities underpin the GAP implementation, as outlined below.

2.9.1| Stakeholder engagement

Different stakeholder engagement activities are recommended for the various Strategic Actions:

Direct engagements – rather than online or remote engagements – are recommended for the process of formalising the revised institutional arrangements for gender-climate mainstreaming under **Strategic Actions 1 and 2**. These will be undertaken between the DFFE and the National Gender Machinery – including the Department of Women, Youth and People with Disabilities (DWYPD), the Commission on Gender Equality (CGE), GFPs in relevant departments, and civil society. Additional direct engagements will be needed under **Strategic Action 5** for the development of various funding streams for gender-climate mainstreaming.

Under Strategic Action 3, direct facilitated, **gender-aware engagements** should be used to diagnose the gendered impacts of climate change on the women and men of South Africa in different sectoral contexts. A variety of approaches should be used to encourage different groups of men and women to trust facilitated processes, and share personal realities, prejudices, norms, and behaviours that help cement inequalities. These could include focus-group discussions facilitated through trusted women’s organisations, civil society, non-governmental and community-based organisations. Where needed, translators should be engaged to ensure that the voices of participants are heard, articulated and correctly captured. The focus-group discussions should be matched with participatory action research methodologies that ensure inclusivity and transformation through application of ethics of care (as outlined in Strategic Action 6).

2.9.2| Training

A hybrid approach – combining both online and in-person delivery – is recommended for the various training and capacity building activities envisaged under the **Strategic Action Workplan** (see section 3.8). The decision to use an online or in-person delivery should be made based on: (i) the number of participants expected to be attending a particular event; and (ii) how effective each method would be in delivering the required results. Service providers should be engaged to develop materials and deliver the training or capacity building. All materials should be validated by DFFE and DWYPD.

2.9.3| Awareness-raising

Development of communication products

Various communications products are needed for awareness raising under Strategic Action 6, including relevant narratives in appropriate formats and across various languages (both in terms of accessibility and locally spoken languages). Relevant stakeholders should be engaged through in-person or online meetings,

including carrying out a **mini-survey** to understand the level of awareness and perceptions amongst different audiences with regard to climate change, gender inequality, gender mainstreaming and related concepts. These engagements should take the form of semi-structured interviews, focus group discussions and/or participatory action research, as appropriate. The intention is for these engagements to provide input into the development of the various **communication products** to be used for awareness-raising under **Strategic Action 6**. These engagements should foster a rapport so that these stakeholders can be engaged during the design of communications products, advising on the accessibility of the messaging in particular.

Translators should be used where needed for community-based engagements based on preferred local language requirements. Translators should provide real time/simultaneous translation of presentations and discussions. They should also assist with one-on-one engagements/explanations with individuals or during facilitation of small group discussions.

The communications products should be designed to be attractive, accessible and informative, making use of illustrations, suitable infographics, storyboards, photos, photo stories, etc. These final products should be designed and typeset by a professional designer, incorporating all required institutional branding, after validation by stakeholders and incorporation of final comments from DFFE and DWYPD. The products should also be made available in all relevant local languages.

An experienced facilitator will be consulted for the application of appropriate participatory action research tools.

3

Conclusion and the way forward

This Gender Action Plan has been designed to address the existing challenges related to gender-climate mainstreaming in the NDC sectors through achievable and meaningful actions that will enable transformative change in the frameworks that underpin gender equality in South Africa. It will ensure that South Africa's revised NDCs are gender-responsive and supported by robust gender-climate mainstreaming across all levels of government. It relies on a new paradigm that includes a focus on ethics of care and on inclusive, innovative and appropriate tools to build trust and unlock the potential for transformative and emancipatory processes to interrupt entrenched business-as-usual practices. The implementation of the recommended Strategic Action Plan over the next five years will be integral to achieving this and relies on productive working relationships between DFFE, DWYPD and all other units within the National Gender Machinery.

Following the finalisation and verification of the Gender Action Plan, a training programme will be undertaken with NDC sectoral representatives, DFFE, DWYPD and all other relevant units within the National Gender Machinery, to kick-start the implementation of the Gender Action Plan, particularly the development/revision of sectoral gender policies, and to ensure that it is embedded in policies and practices.

In parallel, an outreach programme will be undertaken in some of South Africa's most vulnerable rural communities to raise awareness of climate change, the gendered impacts of climate change, and the need to address the multifaceted challenges of gender inequality in the face of climate change. This will be achieved in collaboration with key sectoral actors, community-based organisations, civil society organisations and Non-Governmental Organisations (NGOs) to maximise the reach of this information into rural communities.

Glossary

Adaptation: In human systems, adaptation is the process of adjustment to actual or expected climate and its effects, in order to moderate harm or exploit beneficial opportunities. In natural systems, adaptation is the process of adjustment to actual climate and its effects; human intervention may facilitate adjustment to expected climate (IPCC 2012).

Beijing Declaration and Platform for Action: A resolution adopted by the UN at the end of the Fourth World Conference on Women on 15 September 1995. The resolution focusses on twelve areas of concern regarding the status of women and gender equality. The Platform outlines steps that can be taken to improve the quality of life and status of women ('12 critical areas' 2022).

Bilateral financing: Finance in the form of credit, loan or grant provided by a single entity to a borrower/recipient is termed bilateral financing (Pecunica 2022). Most loans from a bank, for example, are considered to be bilateral financing.

Budget tagging: Budget Tagging is a tool for systematically tracking and monitoring objectives or benefits-based decisions toward specific mainstreaming objectives such as climate change and gender, in public budgets. A functional budget tagging system will provide credible, useful and systematic information on the climate and gender relevance of public expenditure

Climate change: Climate change is a change in climate that is a direct or indirect result of human activities, that alters the composition of the global atmosphere, and which is additional to natural climate variability (United Nations 1992). Climate change manifests through impacts such as increased temperatures, and changes in rainfall and the frequency and severity of extreme events (e.g., storms, droughts or heatwaves).

Climate finance: (1) National budgets and multi-lateral funds dedicated to financing climate change responses. (2) Finance that flows from developed countries to developing countries to support mitigation and adaptation planning and actions, as well as related policy and capacity-building processes is broadly called climate finance (United Nations Environment Programme 2011).

Climate resilience: The ability of a system and its components to anticipate, absorb, accommodate or recover from the effects of a hazardous event in a timely and efficient manner. This includes ensuring the preservation, restoration or improvement of the system's essential basic structures and functions (IPCC 2012).

Distributive justice: An approach to justice based on the concept of fair distribution of both burdens and benefits among all persons, considering their specific needs and claims. In deciding what a just distribution of social goods would be, one has to consider aspects such as claims of right, entitlement, efficiency, equality, fairness, and community (Kaufman 2012).

Engendering: To make the process or activity gender sensitive or gender-responsive by encompassing gender needs and interests and or eradicating gender discriminatory policies, strategies and practices (Chua 2017).

Ethics of care: An ethics of care is an approach to personal, social, moral and political life that starts from the reality that all human beings need and receive care and give care to others. Four ethical elements of care are: attentiveness, responsibility, competence, and responsiveness (Tronto 2012).

Gender: A socially constructed and accepted set of characteristics that define the norms, behaviours and roles associated with being identified as women, men, girls and boys, as well as the relationships between them. Given that gender is a social construct, the understanding of gender varies from society to society and can change over time (WHO 2022).

Gender action plan: A five-year gender action plan (GAP) for South Africa will be developed to address existing gaps in policies and strategies with which will contribute to a gender responsive NDC.

Gender Equality and Social Inclusion (GESI): Based in a theory that recognises the vulnerability of not only women, but other groups — such the youth, elderly and persons with disabilities — who are excluded from development opportunities. The GESI approach aims to ensure that all excluded groups have equal opportunity to contribute to, and benefit from, development efforts (USAID 2020).

Gender lens: This concept is a tool for ensuring that gender differences are recognised and suitably addressed in research, project design, monitoring, evaluation, training etc. When development activities fail to do so, they are referred to as **gender blind**. Failing to apply the gender lens can reinforce gender-based discrimination and existing inequalities, leading to negative impacts for women and girls (USAID 2020).

Gender mainstreaming: Gender equality (equality between women and men) is a key sustainable development goal (SDG 5: “Achieve gender equality and empower all women and girls”) and is enshrined in South Africa’s Constitution. Gender mainstreaming refers to the process of embedding a gender perspective and gender equality at the centre of all policy, planning, legislation, and resource allocation, as well as at the centre of project implementation, and monitoring and evaluation (UN Women 2020).

We also see gender mainstreaming as “*The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality*” (ECOSOC 1997).

There are several terms that are often used in conjunction with gender mainstreaming to describe the extent to which planned actions under a policy or programme will affect women and girls. These are listed below.

- Gender negative: Negative outcomes that aggravate or reinforce existing norms and inequalities
- Gender blind: No attention to gender, no recognition of needs of women and marginalised populations
- Gender targeted: Focus on number of women or marginalised populations
- Gender responsive: Addresses different needs, aims for equity in benefit-sharing, does not address root causes of inequality
- Gender mainstream: Gender mainstreamed throughout policies, programmes and processes, does not address root causes of inequality
- Gender transformative: Addresses root causes of inequality

Variations on these terms are also used in other contexts:

- Gender bias: When socio-cultural beliefs favour specifically men, women, boys and girls only.
- Gender blindness: Inability to perceive that there are different gender roles, need, responsibilities of men, women, boys and girls, and as a result failure to realise that policies, programmes and projects can have different impact on men, women, boys and girls.
- Gender sensitivity: Taking into account the impact of policies, projects and programmes on men, women, boys and girls and trying to mitigate the negative consequences thereof.

Lima Work Programme on Gender (LWPG): The LWPG was established at COP 2014 “...to advance gender balance and integrate gender considerations into the work of Parties and the secretariat in implementing the Convention and the Paris Agreement so as to achieve gender responsive climate policy and action” (UNFCCC, 2022). Subsequent updates to the LWPG — notably the agreement on a 5-year enhanced Lima work programme on gender and its gender action plan (Decision 3/CP.25) at COP25 (Enhanced Lima Work Programme on Gender and Its Gender Action Plan, 2019) — led to development of a Gender Action Plan under the UNFCCC, which included five Priority Areas to better understand and address the complex gender and climate dynamics around the globe. These priority areas help frame gender mainstreaming in NDCs and organise responses along critical pathways.

Multiple-track strategy for gender mainstreaming (also known as dual mandate, or twin track): An approach to gender mainstreaming that incorporates gender-targeted interventions to support gender equality and women's empowerment in specific social groups, specific organisations and/or processes; as well as gender-integrated efforts to ensure that gender equality is integrated across the work of all sectors. In some cases this is also known as using vertical as well as horizontal programming (UNSDG 2018).

Nationally Determined Contributions (NDCs): A country's Nationally Determined Contribution (NDC) is the country's plan to respond to climate change. Responses are through mitigation: reducing amounts of GHG emissions, and through adaptation: actions that will reduce the impact of climate change on people and on systems. Most countries (including South Africa) have signed and are Parties to the Paris Agreement of 2015, which commits them to formulating and submitting their NDCs, and updating them every five years. NDCs need to be aligned with national sustainable development goals and objectives, which include enhancing gender equality and strengthening women's voices in leadership, amongst other aspects.

Participatory Action Research: The systematic collection and analysis of data for the purpose of taking action and making change by generating practical knowledge. Participatory action research is variously termed as a dynamic educative process, an approach to social investigation, and an approach to take action to address a problem or to engage in socio-political action for social change (Gillis *et al.* 2002).

Procedural justice: An approach to justice that considers the fairness of processes and how people's perception of fairness is impacted by their experiences and not just the end result of these processes. There are four recognised pillars of procedural justice, namely: (i) unbiased decisions guided by transparent reasoning (neutrality); (ii) treating all persons with respect and dignity; (iii) giving all persons the chance to tell their side of a story; and (iv) that decision makers convey trustworthy motives about those persons impacted by the decisions they are making (The Justice Collaboratory 2022).

Restorative justice: An approach to justice that aims to identify the cause of harm, making restitution for the harm and taking measures to ensure that it does not recur (DOJCD 2022). By encouraging the individuals who caused harm to take responsibility for their offending and by empowering the victim to voice their thoughts about the impact of offending, restorative justice aims to restore the harm caused and rebuild the relationship between all the parties concerned.

Sex: Refers to the set of biological attributes in humans and animals. It includes a variety of physical and physiological features, including chromosomes, gene expression, hormone levels and function, and reproductive anatomy. Sex is usually categorised as female or male but there is variation in the biological attributes that comprise sex and how those attributes are expressed (CHIR 2014). Although often used interchangeably with gender, these two have very different meanings.

Stakeholder engagement: The deliberate recognition of individuals or groups who have an interest or a role to play in the project planning, design, implementation of analysis and who are impacted by it.

Sustainable Development Goals (SDGs): In 2015 the United Nations adopted 17 global Sustainable Development Goals (SDGs) as a call to action for all countries to work together on ending poverty and creating a sustainable future for all.

Appendices

Appendix 1: Institutional frameworks related to gender

Department of Women, Youth and Persons with Disabilities (DWYPD)

The recently restructured **Department of Women, Youth and Persons with Disabilities (DWYPD)** has the mandate to “...regulate the socio-economic transformation and implementation of the empowerment and participation of women, youth and persons with disabilities” (DYWPD 2022a). Within the current structure of the DWYPD, there are two branches — along with their Chief Directorates — whose functions are strongly aligned with the overall objective of the GAP, as well as its Strategic Actions (DYWPD 2022b).

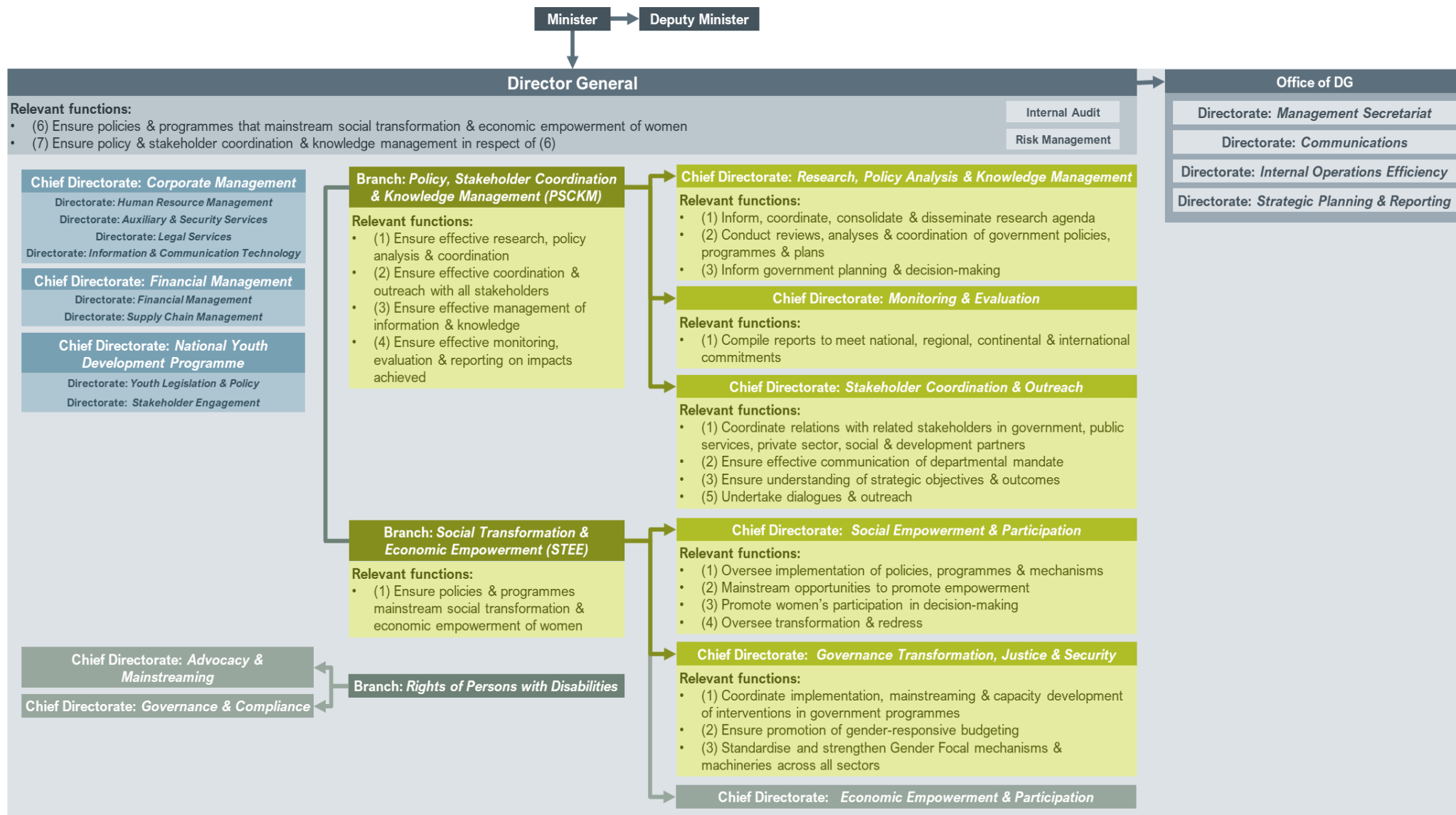
Figure 6 below shows the structure of the DWYPD.

The **Policy, Stakeholder Coordination and Knowledge Management (PSCKM) Branch** has been set up to ensure policy and stakeholder coordination and knowledge management as it relates to social transformation and the economic empowerment of women (Appendix 2, Figure 6). Under the PSCKM are three Chief Directorates, the core functions of which would strongly support the national effort towards gender-climate mainstreaming as envisioned for the GAP, namely the: (i) Chief Directorate of Research, Policy Analysis and Knowledge Management; (ii) Chief Directorate of Monitoring and Evaluation; and (iii) Chief Directorate of Stakeholder Coordination and Outreach.

The **Social Transformation and Economic Empowerment (STEE) Branch** manages policies and programmes that mainstream social transformation and economic empowerment of women in South Africa through three Chief Directors, two of which have core functions strongly supporting the national effort towards gender-climate mainstreaming as envisioned for the GAP, namely the: (i) Chief Directorate of Social Empowerment and Participation; and (ii) Chief Directorate of Governance Transformation, Justice and Security. The core functions of all these units which are particularly relevant to the GAP are listed in Appendix 2 (Figure 6).

The DWYPD also developed the **Women Empowerment and Gender Equality Bill** in 2013 in support of section 9 of the Constitution (1996) to: (i) establish a legislative framework for the women’s empowerment of women; (ii) align all aspects of laws and implementation of laws relating to women empowerment, and the appointment and representation of women in decision making positions and structures; and (iii) to provide for matters connected therewith (DWYPD 2013).

Figure 6. Institutional structure of the Department of Women, Youth and Persons with Disabilities (DWYPD) highlighting (in green) Branches and Chief Directorates whose functions are relevant to the GAP (DYWPD 2022b)



Department of Forestry, Fisheries and the Environment (DFFE)

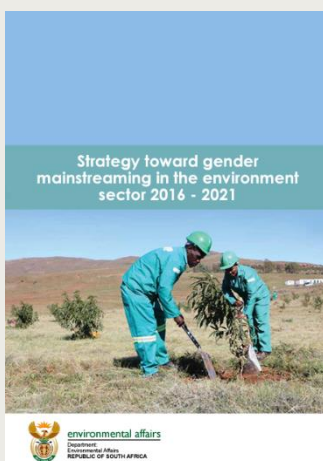
The **Department of Forestry, Fisheries and the Environment (DFFE)** has been given the mandate to manage, protect and conserve South Africa's environment and natural resources, as informed by section 24 of the 1996 Constitution of the Republic of South Africa (Government of South Africa 1996a). DFFE provides a number of services to government including the promotion of inclusion of environmental objectives into strategic planning instruments at all levels and ensuring informed and coherent policymaking. In 2021, DFFE issued the Draft ***Climate Change Bill*** (B9-2022), which is currently before Parliament (SabinetLaw 2022). The purpose of the Bill is to “...enable the development of an effective climate change response and a long term, just transition to a climate resilient and low carbon economy and society for South Africa in the context of sustainable development; and to provide for matters connected therewith” (DFFE 2021). The principles underpinning the Bill include the need for decision-making that takes into account the specific needs of those most vulnerable to the impacts of climate change, namely, women, children, the elderly, the poor and persons with disabilities (DFFE 2021).

DFFE has been placing a focus on gender mainstreaming within its own sectoral policies and work programmes for many years. Taking the lead from South Africa's commitments to international treaties related to gender and the environment, DFFE has undertaken to develop its own sectoral gender strategy (see **Error! Reference source not found.**). The sectoral strategy included a gender mainstreaming action plan, which included Key Performance Areas that would allow a gauging of the status of gender equality across the environmental sector (DEA 2016).

DFFE, in its capacity as South Africa's UNFCCC Focal Point, has been instrumental in the preparation of South Africa's revised ***Nationally Determined Contributions (NDCs)***, which were endorsed by Cabinet in 2021 (Government of South Africa 2021). Submission of NDCs is one of the requirements of Parties to the Paris Agreement and is intended to precipitate a national focus towards increasingly ambitious efforts to reduce emissions. The second iteration of South Africa's NDC is planned for 2025. A key focus of the 2025 revision is the inclusion of gender equality into all aspects of the NDC with the support of the ***UNDP's Climate Promise Programme*** – under which this GAP has been developed.

Box 6. Overview of DFFE's sectoral gender strategy

DFFE: Environment sector gender strategy



During the 2013/14 financial year DFFE (then the Department of Environmental Affairs (DEA)) took the decision to develop a sectoral gender strategy, which would be compliant with provisions of the: (i) Sector Gender Framework and Strategy; (ii) Constitution (Act No. 108 of 1996); (iii) Women's Charter for Effective Equality, 1994; (iv) National Framework for Women Empowerment and Gender Equality, 2000; and (v) Strategic Framework for Gender Equality within the Public Service, 2006. As part of its sectoral strategy, the National Women and Environment Forum was established in 2010, to provide a platform for women from all spheres of society to share their experiences in the environmental sector.

Following an extensive stakeholder engagement process, including a national workshop (28 July 2015) and a National Women in Environment Conference (17–18 August 2015), the strategy was finalised in 2016 (DEA 2016). The vision of the strategy was to develop a structured framework for women empowerment within the environmental sector that would support, facilitate and promote gender equality. The objectives of the strategy were:

- To mainstream gender into environmental policies and programmes to assess the effect of women on environmental policies and to integrate further gender equality and environmental consideration into their work;
- To strengthen women's, including young women, leadership and cooperation in the environment sector;
- To identify opportunities for integration of gender considerations that will ensure environmental sustainability in the respective programmes and initiatives;
- To ensure active engagement and advice on environmental sector policy development matters to ensure consideration

of gender issues;

- To facilitate partnerships and/or sponsorships from high impact organisations on women programmes;
- To guide the formulation, monitoring and evaluation of the medium-term implementation strategy; and
- To ensure compliance with the gender Equality Framework for the public service.

Commission for Gender Equality (CGE)

The CGE was established under Chapter 9 of the Constitution (1996) to:

- monitor and evaluate the policies and practices of government, the private sector and other organisations to ensure that they promote and protect gender equality
- promote public education and information
- review existing and upcoming legislation from a gender perspective
- investigate inequality
- commission research and making recommendations to Parliament or other authorities
- investigate complaints on any gender-related issue; and
- undertake monitoring/reporting on compliance with international conventions (Government of South Africa 2022).

Appendix 2 Legal and policy frameworks related to gender

Table 6 below, provides an assessment of the extent of alignment between gender related frameworks and climate change considerations and gives a visual representation of the extent to which gender has — or has not — been mainstreamed in the climate policy landscape in South Africa. The list of policies is not exhaustive, but it includes the most relevant and overarching frameworks to the objective of gender mainstreaming in South Africa’s current NDC. The colour scale in Table 5 shows a rating scale for the extent to which gender mainstreaming has been realised in these policies.

The analysis demonstrates a clear commitment by South Africa to gender equality and gender mainstreaming but highlights that the **integration of gender into sectoral climate change policies is urgently needed, with strong, supporting institutional arrangements**

Table 5. Scale for level of gender consideration

No reference to gender	Gender mentioned briefly but not prioritised	Gender is included as a key focus/section of the document	Gender is mainstreamed throughout the document
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Table 6. Alignment of international, regional and national policies (climate and gender) rated by gender consideration

International	Regional	National
The RIO Conventions Action on Gender	The South African Development Community (SADC) Gender Policy	The Environment Sector Framework for Women Empowerment and Gender Equality
The Basel, Rotterdam and Stockholm (BRS) Convention’s Gender Action Plan (2013)	The South African Development Community (SADC) Protocol on Gender and Development	Department of Environment, Forestry and Fisheries National Strategy towards Gender Mainstreaming in the Environmental Sector (2016-2021)
Lima Enhanced Work Programme under the UNFCCC	The AU Protocol to the African Charter on human and People’s Rights on the Rights of Women in Africa	The Framework on Gender- Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (GRPBMEA)
Beijing Declaration and Platform for Action	AU Draft African Strategy on Climate Change	The National Policy Framework for Women’s Empowerment and Gender Equality
Convention on Elimination of Discrimination Against Women (CEDAW)	African Union (AU) Agenda 2063	The National Development Plan (NDP) (2030)
United Nations Women Strategic Plan (2018–2021)	The SADC Protocol on Environmental Management for Sustainable Development	The National Climate Change Response White Paper
The Gender Plan of Action under the Convention on Biological Diversity (CBD)	African Union Green Economy Plan (2021-2027)	The National Climate Change Adaptation Strategy (NCCAS)
The Gender Action Plan under the United Nations Convention to Combat Desertification UNCCD	Climate Change Adaptation in SADC- A Strategy for the Water Sector (2011)	The Climate Change Bill
The United Nations SDGs		
United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement		

The **National Development Plan (NDP)** which was accepted by Cabinet in 2012 as the foundation document for policymaking in South Africa, does not prioritise gender considerations. A recent review undertaken by the Commission for Gender Equality (CGE) highlights several concerns from a gender perspective that need to be considered in the implementation and review of the NDP (Commission for Gender Equality 2021). These are summarised in Table 7 below.

Table 7. Areas of concern for gender equality in the National Development Plan (Commission for Gender Equality 2021)

Chapter	Concerns
Chapter One: Policy making in a complex environment	<ul style="list-style-type: none"> • South Africa's deeply racialised past and entrenched patriarchal culture that contributed to its existing racial and gender inequalities must be recognised, particularly for its impacts on rural women • Gender disaggregated data is needed to fully consider the differential needs of men and women • Growth should be presented in a developmental context that includes gender equality and women's empowerment • The role of, and impacts on, women are poorly elaborated
Chapter Two: Demographic trends	<ul style="list-style-type: none"> • The term 'inequality' is used broadly throughout the NDP, but the context in which it is being used is often unclear (gender equality, gender income inequality, income inequality or racial inequality) • There is some disaggregation by gender in terms of the data presented, but this needs to be expanded
Chapter Three: Economy and employment	<ul style="list-style-type: none"> • There is a lack of recognition of the history of women being marginalised in South Africa's economy • The text does not speak to the economic empowerment of women, particularly those in the informal economy • The unpaid labour of women remains unrecognised • There is no reference to support for working parents • It is recommended that, as each economic sector has unique opportunities vulnerabilities and challenges for women, proposals should be included that speak to, among others: (i) scarce-skills measures; (ii) enforcement and protection of rights; (iii) quota measures; and (iv) areas for new policy intervention
Chapter Four: Economic infrastructure — the foundation of social and economic development	<ul style="list-style-type: none"> • The NDP does speak to the gendered implications of access to basic services • It does not recognise that gender disaggregated data demonstrates that women and persons with disabilities struggle to access basic services • There is also a general lack of knowledge and awareness amongst state officials regarding gender mainstreaming frameworks that could guide the development of policies such as the NDP
Chapter Five: Ensuring environmental sustainability and equitable transition to a low carbon economy	<ul style="list-style-type: none"> • The NDP does not recognise that gender equality is essential in addressing the impacts of climate change • Gender perspectives are essential in developing effective climate change adaptation and mitigation policies, programmes and plans • There needs to be a greater focus on the meaningful participation of women in decision-making around climate change adaptation and mitigation • There also needs to be more consideration of how the NDP frames a gender-inclusive low carbon resilient economy to ensure gender responsive planning and budgeting
Chapter Six: An integrated and inclusive rural economy	<ul style="list-style-type: none"> • Policy priorities for women to secure land rights need to be elaborated • There needs to be gender disaggregated consideration of the issues facing the rural economy
Chapter Seven: Positioning South Africa in the world	<ul style="list-style-type: none"> • The impact of globalization on women, particularly in terms of livelihoods and their economic participation, needs to be more closely examined
Chapter Eight: Transforming human settlements	<ul style="list-style-type: none"> • Gender disaggregated data related to access to housing needs to be incorporated • A gender lens needs to be applied to understand why women lack access to housing in South Africa
Chapter Nine: Improving education, training and innovation	<ul style="list-style-type: none"> • Gender disaggregated data needs to be examined more closely to understand the challenges, opportunities and trends related to education • There is also a need to address the gendering of school curricula to counter entrenched gender discrimination

Chapter 10: Promoting health	<ul style="list-style-type: none"> • There are gaps with regards to women's health, particularly reproductive health, in the NDP • The costs of male circumcision and risk management also need to be addressed • There also needs to be greater emphasis on education for both men and women regarding reproductive rights and the solutions available
Chapter 11: Social protection	<ul style="list-style-type: none"> • Gender disaggregated data is lacking here • Policies on social protection and security need to include an analysis of women's positions, household division of labour and women's unpaid labour in terms of caregiving
Chapter 12: Building safer communities	<ul style="list-style-type: none"> • Gender disaggregated data is needed to emphasise the crisis proportions of GBV in South Africa and dealing with GBV should be prioritized for intervention • A revised NDP needs to include prioritising and planning responses to the notion of "corrective rape" of lesbian women and GBV against other members of the lesbian, gay, bisexual, transgendered and inter-sex (LGBTI) communities, the increased vulnerability of women and girls with disability to GBV and harmful traditional practices
Chapter 13: Building a capable and developmental state	<ul style="list-style-type: none"> • There is an urgent need to mainstream gender into planning, policymaking and budget processes • Gender transformation in the public sector should be recognised and reflected in the revised NDP
Chapter 14: Fighting corruption	<ul style="list-style-type: none"> • There needs to be more focus on gender transformation in the judiciary
Chapter 15: Transforming society and uniting the country	<ul style="list-style-type: none"> • There is a notable omission in the analysis in this chapter, as it limits the analysis to class and racial divides, particularly in relation to improving public spaces and public services, disregarding available data on discrimination and victimization of women • Sustained campaigns on gender equality and GBV, and these should be profiled in the NDP

Appendix 3 Stakeholders consulted.

Sector/organisation type	Organisation	Name	Title
Sectoral workshops January 2022			
	Department of Forestry, Fisheries and Environmental Affairs (DFFE)	Lindiwe Khumalo	Ms
		Sbo Sangqu	Ms
		Pemy Gasela	Ms
		Murendeni Netshaulu	Ms
		Kgauta Mokoena	Mr
Water	Department of Water and Sanitation (DWS)	Pumza Dubula	Ms
		Takalani Murulana	Mr
Biodiversity	Department of Forestry, Fisheries and Environmental Affairs (DFFE)	Tshifhiwa Munyai	Ms
		Nonhlanhla Mkhize	Ms
Agriculture	Department of Agriculture, Land Reform and Rural Development (DALRRD)	Matiga Motsepe	Mr
		Seneo Madikiza	Ms
Forestry	Department of Forestry, Fisheries and Environmental Affairs (DFFE)	Churchill Mkwalo	Mr
Disaster Risk Management	National Disaster Management Centre (NDMC)	Nokuzola Mnika	Ms
		Lizzy Morake	Ms
		Ane Bruwer	Ms
Mining and energy	Department of Mineral Resources and Energy (DMRE)	Winnie Mamatsharaga	Ms
		Thebe Mamakoko	Mr
		Takalani Rambau	Mr
		Foldrick Gumula	Mr
		Elizabeth Marabwa	Ms
		Thomas Mawelele	Mr
	Commission for Gender Equality	Masefako Segooa	Ms
Transport	Department of Transport (DoT)	Bopang Khutsoane	Ms
		Pulane Manale	Ms
		Mamotsepe Matshwane	Ms
		M. Ngwasheng	Ms
		Thuli Letsoalo	Ms
Health	Department of Health (DoH)	Tshepiso Machabaphala	Ms
		Bono Nemukula	Ms
		Murdock Ramathuba	Mr
		Florinah Kunene	Ms
		Zamokuhle Mntambo	Mr
Waste	Department of Forestry, Fisheries and Environmental Affairs (DFFE)	Homba Blou	Ms
Settlements	Department of Human Settlement (DHS)	Andiswa Toyi	Ms
		Solofelang Modimola	Ms
		Seitisho Rammutla	Ms
National dialogue 13 July 2022			
National government (organiser)	Department of Forestry, Fisheries and Environmental Affairs (DFFE)	Pemy Gasela	Ms
		Funanani Muremi	Ms
		Mkhutuzi Steleki	Mr
		Busisiwe Nkabinde	Ms
		Lindiwe Khumalo	Ms

		Lerato Tshoteli	Ms
		Mapula Tshongela	Ms
		Sandy Nyathi	Mr
		Ntsako Bila	Mr
		Canecia Thobela	Ms
		Abraham Shoba	Mr
		Tshiamo Mosuwe	Ms
		Mapato Baloyi	Ms
		Madimetja Mogotlane	Mr
National government	Ministry of Cooperative Governance and Traditional Affairs (CoGTA)	Mpumi Malupe	Ms
	Department of Women, Youth and Persons with Disabilities (DWYPD)	Thivhu Mukwevho	Mr
	Department of Mineral Resources and Energy (DMRE)	Foldrick Gumula	Mr
	Department of Health (DOH)	Bono Nemukula	Ms
Provincial government	Gauteng Department: Agriculture and Rural Development (GDARD)	Phungo Nemutamvuni	
		Happy Baloyi	Ms
		Neo Sehlapelo	Mr
		Mavis Makobe	Ms
		Ndivhudza Nengovhela	Ms
		Neggie Bakwunye	Ms
		Hlamalani Chauke	
		Mbali Shabane	
		Tiisetso Tshwane	
		Sinethemba Madondo	Ms
		Tshemo Mogale	
		Sizakele Ndzhukula	Ms
	Mathabo Phoka	Ms	
	Mpumalanga Department: Agriculture, Rural Development, Land and Environmental Affairs (DARDLEA)	Dudu Sibiya	Ms
		Sophy Dhladhla	
		Paulette Monaisa	Ms
North West Department: Economic Development, Environment, Conservation and Tourism (DEDECT)	Boitumelo Rabolele	Ms	
	Mulisa Mapfumo	Ms	
Limpopo Department: Economic Development, Environment and Tourism (LEDET)	Makibane Mphahlele		
Business	National Business Initiative (NBI)	Khanyisa Nomoyi	Ms
Labour	Johannesburg High Court, Advocate	Charles Magaiza	Mr
Civil Society Organisation (CSO)	Women in Energy and Climate Change Forum (WECCF)	Sibongile Ndlovu	Ms
Non-profit organisation (NPO)	Indalo Inclusive	Rest Kanju	Mr
		Natania Botha	Ms
	Gender Research Alliance	Carmen Mollmann	Ms
	Earthlife Africa	Makoma Lekalakala	Ms
		Nomalizo Xhoma	Ms
Non-governmental organisation (NGO)	Gender CC Southern Africa	Bertha Chiroro	Ms
		Ndivile Mokoena	Ms

Research Institute	South African National Biodiversity Institute (SANBI)	Marilyn Martin-Vermaak	Ms
Conservation organisation	WWF South Africa	Hlengiwe Hadebe	Ms
Private sector	Imbewenhle Airconditioning and Refrigeration	Mbali Zwane	Ms
	Gallo Images	Onkgopotse Koloti	Mr

Appendix 4 Status of gender equality in South Africa

At the global scale, South Africa is currently considered to be an upper middle-income country, with a ranking of the Human Development Index (0.709), and a relatively gender balanced high level political representation. Nonetheless, despite some progress since the establishment of the democratic government in 1994, gender equality has not been realised in South Africa by many measures.

Historical systems of exclusion and discrimination have not been completely replaced, with systemic barriers remaining. (Segalo 2015).

The principle of equality of all persons, non-sexism, and non-racism is enshrined in the **Constitution of the Republic of South Africa (1996)**. The Constitution gives key provisions for women that includes the equality clause which states that the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth. Provision is made for affirmative action in the clause that states that “*legislative and other measures*” may be taken to “*protect and advance*” persons who have been disadvantaged. The clause on freedom and security of the person states that everyone has the right to “*bodily and psychological integrity.*” This includes the right to make decisions concerning reproduction; and to security and control over one’s body. Chapter 2 of the Constitution is the **Bill of Rights**, section 9 of which (see Box 7) speaks directly to sex and gender equality among other aspects (Government of South Africa 1996b).

Box 7. Section 9 of the South African Bill of Rights (1996)

Chapter 2: Bill of Rights, Section 7-39

Equality

9. (1) Everyone is equal before the law and has the right to equal protection and benefit of the law.
- (2) Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons, or categories of persons, disadvantaged by unfair discrimination may be taken.
- (3) The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.
- (4) No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3). National legislation must be enacted to prevent or prohibit unfair discrimination.
- (5) Discrimination on one or more of the grounds listed in subsection (3) is unfair unless it is established that the discrimination is fair.

Progress on gender equality and women’s empowerment from 1994 to 2019

In 1994 the **Reconstruction and Development Programme (RDP)** (Government of the Republic of South Africa 1994) was passed as a holistic socio-economic framework for South Africa aimed at building a non-racial and non-sexist democratic nation. The RDP highlighted that women should have an equal role in all aspects of society and the economy (Government of the Republic of South Africa 1994). Specifically, the RDP noted that there was a need to examine and address gender-based inequalities in governance and economic management. A 2019 review used the provisions under the RDP as the basis for an assessment of progress towards gender equality and women’s empowerment over 25 years (DWYPD 2019). A summary of the findings is shown in Table 8 below.

Table 8. Assessment of progress made on aspects of gender equality and women’s empowerment from 1994 to 2019 (DWYPD 2019)

Aspects of gender equality	Progress made on aspects of gender equality over 25 years				
	Significant	Good	Moderate	Limited	Poor

Gender policy and legislation	South Africa's vision and mandate for gender equality entrenched	Formulation of gender-responsive policies and legislation	Implementation of policies and legislation for gender equality	Gender responsive policies, planning, research, budgeting, monitoring, evaluation and auditing across government	
Representation of women in decision-making roles	Improved representation of women within all levels of governance				
Economic emancipation and poverty	Increased representation of women in the public sector		Promotion of women's role(s) in the environment / green economy	Addressing challenges related to poverty for women	
			Promotion of women's economic emancipation	Increased representation of women in the private sector	
Social transformation and justice		Protection of women	Women's access to services		Rights of women and girls to be free from violence
			Women's health and wellbeing		Transformation of gendered roles, sex-based stereotypes and division of labour
			Women's education and skills development		Addressing unequal shares of unpaid and household labour in the GDP

Following on from the Beijing Platform of Action that was adopted in September 1995, in 1996, a National Gender Policy was drafted by the Office on the Status of Women. It built on the draft National Policy for Women's Empowerment drawn up by the gender unit in the then Reconstruction and Development Programme (RDP) Office. Among recommendations in this earlier document is that all planning should seek out and respond to the needs of local women and that participatory action research methodologies should be used to involve rural women in natural resource management and increase livelihood options

It is 25 years since the adoption of the 1994 **Women's Charter for Effective Equality**. Although it was a milestone for Women's rights, there was an appeal from South African women for Parliament to review the original Charter, a process which was undertaken starting in 2019. The review (Levendale *et al.* 2019) highlighted the glaring gap between policy and practice and the disconnect between public endorsement of gender equality and actual institutional practice, further emphasising the lack of effort afforded to the women's rights regime. Following the review process, the revised 2021 **Women's Charter for Accelerated Development** (Parliamentary Research Unit *et al.* 2021) was developed. It is the third manuscript on gender equality in South Africa and assesses whether, within the context of a democratic and developmental state, the ideals and provisions set out in the two preceding charters have been achieved. The 2021 Charter asserts the legitimacy and rights of women to enjoy an improved life with equal opportunity. These are both only achieved if state machinery in all its functions is functionally mainstreamed. The report further calls for a theory of change (ToC) to be developed and introduced in all facets of the state machinery's functional and operating systems as guided by the Constitution and other prescripts if equality that the South African democratic system is based on is to be realised.

The Women's Charter for Accelerated Development serves as the Demand Document for women in South Africa, emphasising the most urgent matters. The revised Charter is to serve as a roadmap for effective policy redesign going forward, providing clear strategic objectives and priority actions which should remain on governments development agenda. The Charter further needs to be responsive to the challenges that women face in today's society, taking poverty and economic impacts (such as the COVID-19 pandemic) into account. Key action areas include:

- Effecting specific gender sensitive amendments to development policy design
- Aligning budget policy
- Legislative framework design, including government's strategic development programmes
- Mainstreaming gendered perspectives and priorities into governments planning and state machinery arrangements across three sectors of government.

In the 2021 Charter priority actions for woman and gender development are set up within 15 Strategic Objectives (Figure 7). These Strategic Objectives aim to increase the role of women and emphasise the crucial role that women play in society. They also demand services and actions that all women should have access to, thus breaking down the barriers that exist across cultures and in many societies today.

Figure 7. Brief overview of the Women’s Charters and the challenges identified in the 2019 review of the Women’s Charter of Effective Equality (1994) that informed the development of the 2021 Women’s Charter for Accelerated Development (Levendale *et al.* 2019; Parliamentary Research Unit *et al.* 2021)



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