

Strategy toward gender mainstreaming in the environment sector 2016 - 2021



environmental affairs

Department:
Environmental Affairs
REPUBLIC OF SOUTH AFRICA

**Strategy toward gender mainstreaming in the environment sector
2016 - 2021**

2016

Published by
The Department of Environmental Affairs

Design and Layout by
Chief Directorate: Communications
Private Bag X447
Pretoria
0001

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ACKNOWLEDGEMENTS

The Department of Environmental Affairs (DEA) would like to acknowledge the following officials for their outstanding work on the development of this Strategy toward Gender Mainstreaming in the Environment Sector 2016 - 2021:

- The Project Facilitator, Ms Keleabetswe Tlouane, Chief Director for Environment Sector Coordination;
- The Chapter Coordinating Author, Ms Samukelisiwe Mncube, Director for Intergovernmental Planning and Cooperation;
- The Project Manager: Ms Mbalenhle Mkhize, Deputy Director for Intergovernmental Planning and Coordination;
- The Project Coordinator; Ms Lindiwe Khumalo, Assistant Director for Intergovernmental Planning and Coordination;
- The Project Liaison Officer; Ms Reneilwe Mampuru,
- The Policy Advisor; Ms Tiny Mdalose, Deputy Director for Transformation and Special Projects;
- The Project Advisor; Ms Mapula Tshangela, Senior Policy Advisor for National Sustainable Development;

With the support from the following officials from the Chief Directorate: Environment Sector Coordination:

- Mr Arthur Leshaba, Assistant Director: Intergovernmental Planning and Coordination, Department of Environmental Affairs
- Mr Sabelo Mkhize, Intern: Intergovernmental Planning and Coordination, Department of Environmental Affairs
- Ms Lerato Mabotja, Intern: Intergovernmental Planning and Coordination, Department of Environmental Affairs

The Department gratefully acknowledges the unconditional support from the following stakeholders who provided their support, contributions, and inputs and advises during the stakeholder engagements, surveys and drafting of the strategy:

- Dr Zanele Ndaba, Wits School of Business
- Prof. Thenjiwe Meyiwa, Durban University of Technology
- Prof. Goodwell Nhamo, University of South Africa
- Mr Bheki Nowele, Senior Manager: Monitoring and Evaluation, KwaZulu-Natal Department of Economic Development, Environment and Tourism
- Dr Benita Moolman, Human Research Council

The Department would like to end by thanking all the stakeholders who provided support by participating on the stakeholder engagements, those were:

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EXECUTIVE SUMMARY

The Department of Environmental Affairs (DEA) took a decision during 2013/ 2014 Financial Year to develop a Strategy Toward Gender Mainstreaming in the Environment Sector, the first such sector strategy in the country, in order to comply to national gender priorities as outlined in the provisions of the MINTECH approved Sector Gender Framework for the Environment Sector, the Constitution (Act No. 108 of 1996), Women's Charter for Effective Equality, 1994, the National Framework for Women Empowerment and Gender Equality, 2000 and the Strategic Framework for Gender Equality within the Public Service, 2006. The country has also made commitments to international gender priorities set out in, to name a few, the Beijing Declaration and Platform for Action of 1995, the Millennium Development Goals, the Convention on the Elimination of Discrimination Against Women (CEDAW), 1993, the Convention on the Elimination of Discrimination Against Women, 1995, etc. Further to this commitment, the DEA commits itself to take into account principles of gender equality in its employment practices, policies and service delivery. The Department has further committed to take initiatives that aim at addressing the imbalances of the past and gender inequality regardless of race, religion, disability, etc.

The purpose of this strategy is to:

- Ensure that initiatives in the sector are aimed to support the creation of policies that support gender mainstreaming.
- Ensure gender analyses and mainstreaming during the development of new projects and including gender perspective into the whole project cycle management.

The objectives of the strategy are to:

- Provide strategic guidance for gender mainstreaming in the environment sector.
- Provide direction on how gender mainstreaming for the environment sector can be put into practice.
- Provide a framework for gender mainstreaming and outlining funding opportunities.

The current status with respect to gender mainstreaming in the country as a whole is reflected in a number of country reports responding to the commitments to the above mentioned conventions, policies and platforms including amongst others the South Africa Beijing +20 Report (2015); The Status of Women in the South African Economy (2015); Towards An Enabling Environment For Women Economic Empowerment in South Africa – A Status Quo Report (2011); Department of Public Service and Administration (DPSA) reports; Expanded Public Works Programme (EPWP) reports; and Millennium Development Goals Country Report (2013).

The country's achievements toward gender equality as reflected in the above documents are summarised as below:

- Women's access to political power and decision-making has improved since the 1994 elections and there is a strong representation of women in the national, provincial and local legislative branches of government and in government departments.
- The representation of women vs. men in the Senior Management Services of the public service was 41% and 59% respectively; which implicates that the decision making roles of women have increased exponentially since 1994.
- In 2013 there were 35 (25%) of the 142 directors-general and 179 (35%) of the 515 deputy directors-general that were women.
- The 2008 Expanded Public Works Programme (EPWP) work opportunities data showed that women were important beneficiaries within the different sectors and accounted for 53% of opportunities in the environment and culture sector in 2014/ 2015.
- The EPWP environmental programmes contributed toward gender equality through the implementation of the following; which seek to draw unemployed, marginalised people into the productive sector of the economy:
 - Working for Water (WfW) - has a target of women recruitment of 60%, youth (20%) and disabled (5%). The programme has provided jobs and training to approximately 20 000 people 52% of which are women.
 - Working for Land (WfL) project - has targets of 60% women, 20% youth and 2% disability.
 - Working on Fire (WoF) - employs more than 5000 young men and women 85% of whom are youth, 37% are women (the highest level in any comparable fire service in the world).

Despite the progress being made in ensuring that gender equality becomes a reality within the environment public sector, the absence of a gender mainstreaming strategy has meant that the collection of gender aggregated data has been an add on function and unstructured in the manner of implementation of gender mainstreaming programmes. The sector has therefore has been unable to assess the level of gender mainstreaming at all tiers of government, in the private sector as well as within civil society.

The Millennium Development Goals (MDG) 2013 report also highlighted that although South Africa performs well when compared with most other countries, except in respect of the National Council of Provinces, the country is unlikely to achieve the 50% target adopted by the African Union (AU) due to the fact that the MDG indicators tend to focus on participation, whether in education, the labour force, and decision-making. What the indicators do not capture is the outcomes and rewards of that participation. According to the South Africa Beijing +20 Report, 2015 although change is slow in pace, there have been demonstrated major shifts in the status and conditions of women and reported some degree of a decrease of the gender gap. There has been progress made in the country in the promotion of women's empowerment and gender equality through the promulgation of several pieces of legislation. There has been progress in terms of implementing Goal 7 of the MDG's (Ensure Environmental Stability) but many of the most vulnerable people are being left behind. Further, requiring the country to ensure that plans towards gender mainstreaming are implemented as a matter of urgency as women still continue to face discrimination in access to work, economic assets and participation in private and public decision-making.

The Strategy aims to achieve this by outlining mechanisms that should be put in place in order to steer the sector toward this goal. The Strategy outlines, in the form of a Toolkit and an Action Plan, how the sector can, and should entrench values of gender mainstreaming and gender equality within the running of its environmental programmes i.e. Climate Change, Biodiversity Management, Waste Management, Air Quality Management, Oceans and Coasts Management, and the Green Economy to ensure equal access and participation in the sector by both men and women. Priorities toward gender mainstreaming within the environment sector were identified by and are to be implemented by the Strategy and the Gender Action Plan through the different strategies that have been outlined by the Strategy during to 2016 – 2020 are as follows:

- Ensure policies accommodate gender mainstreaming and women issues;
- Education and awareness i.e. knowledge and skills transfer, mentorship programmes, forging of partnerships and networking platforms, integrate and environment element within school curricula, etc.;
- Create empowerment programmes that start with capacity development and then eventually result in tangible projects at grassroots. It is very important that provincial and local government are the key drivers of this.
- Create opportunities for women to show case what they have achieved;
- Creating and ensuring access to financial assistance and technological advances;
- Focus on women in rural areas;
- Raise literacy levels of women involved in projects and ensure participation of women with disability and women with children with disabilities;
- Identify already existing projects and identify gaps while ensuring project sustainability for continuity;
- Gender Focal Points (GFP) established at all departments which serve as nodal points for gender mainstreaming into the core of each department's core functions and who's location should ideally be in the Director-Generals' offices at Director level and upward to ensure uniformity.
- Identify sector funding partners for the implementation of the Strategy i.e. Banks, DBSA, IDC, etc.

The Strategy outlines the following key strategies that will assist the sector implementing the Gender Action Plan: Policy Formulation; Institutional Support; Programme Management; Resource Mobilisation; Communication Management; Internal Transformation; Economic Transformation; Monitoring, Evaluation and Reporting; Capacity Building; Advocacy and Awareness Raising; and Research and Evidence.

The gender mainstreaming Action Plan for the Environment Sector includes the following Key Performance Areas and Performance Indicators that must be measured by the sector to be able to gauge the sector's state of gender equality over the next decade:

KEY PERFORMANCE AREAS	PERFORMANCE INDICATORS
RESEARCH, DEVELOPMENT AND EVIDENCE	<ul style="list-style-type: none"> • Number of research projects finalised • Number of skills development initiatives conducted • Number of gender implementation instruments developed • Number of mentoring programmes created • Number of finance opportunities offered to up and coming female students

PARTNERSHIPS	<ul style="list-style-type: none"> • Number of partnerships forged • Number of sector initiatives expanded to other sectors • Number of women beneficiaries in environmental programmes
EVENTS	<ul style="list-style-type: none"> • Number of gender mainstreaming events held • Percentage of the budget spent on events
FUNDING MODELS	<ul style="list-style-type: none"> • Number of funding models identified • Women owned organisations prioritised as part of Enterprise Development on the BBBEE scorecard • Number of funding opportunities secured • Percentage allocation of funds to women led projects
ADVOCACY / GOVERNANCE & PLANNING	<ul style="list-style-type: none"> • Number of gender mainstreaming plans finalised • Ratio of gender equality in management structures • Number of policies reviewed for gender considerations • Number of coordination initiatives convened

ABBREVIATIONS AND ACRONYMS

National Environmental Management Act, Act 107 of 1998 (NEMA)

The Millennium Development Goals (MDGs)

Sustainable Development Goals (SDGs)

The United Nations (UN)

Economic and Social Council (ECOSOC)

The United Nations Development Programme (UNDP)

Non-governmental Organizations (NGO)

The Convention on the Elimination of Discrimination Against Women (CEDAW)

The South African Development Community (SADC)

Human Resources (HR)

Gender Management System (GMS)

Regional Economic Communities (RECs)

The Convention on Biological Diversity (CBD)

The United Nations Convention to Combat Desertification (UNCCD);

The United Nations Framework Convention on Climate Change (UNFCCC)

Department of Public Service and Administration (DPSA)

The African Union (AU)

Expanded Public Works Programme (EPWP)

Working for Water (WfW)

Working for Land (WfL)

South African National Biodiversity Institute (SANBI)

Department of Environmental Affairs (DEA)

Department of Agriculture, Forestry and Fisheries (DAFF)

Department of Water Affairs (DWA)

Department of Public Service and Administration (DPSA)

Working on Fire (WoF)

Integrated Fire Management (IFM)

Organization for Security and Co-operation in Europe (OSCE)

National Development Plan (NDP)

United Nations Conference on Environment and Development (UNCED)

South African Local Government Association (SALGA)

Gender Focal Points (GFP)

Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)

The World Health Organization (WHO)

DEFINITIONS OF TERMS

Source: UNESCO's Gender Mainstreaming Implementation Framework, 2003

Gender refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. The World Health Organization (WHO), (2001), definition refers to Gender as the "economic, social and cultural attributes and opportunities associated with being male or female at a particular point in time". The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviours of both women and men (femininity and masculinity). Gender roles and expectations are learned. They can change over time and they vary within and between cultures. Systems of social differentiation such as political status, class, ethnicity, physical and mental disability, age and more, modify gender roles (UNESCO, 2003). The concept of gender is vital because, applied to social analysis; it reveals how women's subordination (or men's domination) is socially constructed. As such, the subordination can be changed or ended. It is not biologically predetermined nor is it fixed forever.

Gender Equality means that women and men have equal conditions for realising their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development. Gender equality is therefore the equal valuing by society of the similarities and the differences of men and women, and the roles they play. It is based on women and men being full partners in their home, their community and their society (UNESCO, 2003). Gender Equity is the process of being fair to men and women. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. Equity is a means. Equality is the result.

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Gender relations are those established between women and men, based on the manner in which a certain culture and society understands the meaning of being a woman or a man. These relations affect all scopes of daily life.

The **empowerment of women** is a related concept to gender equality. While gender explores the socio-economic position of women and men in relation to each other, empowerment of women is necessary where women are in a disadvantaged position in comparison to men in terms of their socio-economic status. Indeed, the aim of empowering women is to close or narrow the existing gap between women and men through supporting women in various forms.

Gender-sensitive indicators: An indicator is a pointer, a measurement, number, fact, opinion and or a perception that directs attention to a specific condition or situation. It measures changes in that condition over time by providing a close look at the results of initiatives and actions. Using an indicator involves comparison with the norm.

Taking the aforementioned indicator definition into account, gender sensitive indicators measure gender related changes in society over time. Gender sensitive indicators have a special function of pointing out how far and in what ways the development programmes and projects have met their gender objectives and achieved results related to gender equity. The indicators uncover gender related inequalities and are therefore needed in order to measure the progress towards targets which themselves need to be gender sensitive.

Sex-Disaggregated Data is data that is collected and presented separately on men and women.

Gender-mainstreaming is a process rather than a goal. Efforts to integrate gender into existing institutions of the mainstream have little value for their own sake. Gender concerns are mainstreamed to achieve gender equality and improve the relevance of development agendas (UNESCO, 2003). Such an approach shows that the costs of women's marginalisation and gender inequalities are born by all men and women equally and not just exclusively by women.

The collection of gender sensitive indicators has to take the following principles into account:

- Address the gender gaps and inequalities which the sector is seeking to redress;
- Requires the collection of data, disaggregated, by sex, as well as by age and socio-economic and ethnic groups;
- Must take into account a long-term perspective (i.e., social change takes time); and
- Must use participatory approaches i.e. approaches where women and men actively take part in the planning of performance measurement frameworks, in their implementation, and in the discussion of their findings.

1 INTRODUCTION

The Beijing Declaration and Platform for Action of 1995 is a visionary agenda for the empowerment of women. It still remains today the most comprehensive global policy framework and blueprint for action. It is a current source of guidance and inspiration to realise gender equality and the human rights of women and girls, globally. Twenty years after the Beijing Declaration and Platform for Action was adopted by 189 Member States meeting in China, its stature and significance as a roadmap for the achievement of gender equality remains undiminished.

Twenty years after the adoption of the Platform for Action, no country has achieved equality for women and girls and significant levels of inequality between women and men persist. Critical areas of insufficient progress include access to decent work and closing the gender pay gap; rebalancing of the care workload; ending violence against women; reducing maternal mortality and realising sexual and reproductive health and rights; and participation in power and decision-making at all levels.

South Africa has since the adoption of the Beijing Declaration and its Platform for Action, been making consistent effort at fulfilling its obligations as contained in the Agreed Conclusions and Political Declarations through enacting legislation, policies and strategies

1.1 Defining the Role of the Environment Sector in South Africa

The environment sector is mandated to ensure environmental sustainability in terms of the Constitution of the Republic of South Africa, (No. 108 of 1996), the National Environmental Management Act, Act 107 of 1998 (NEMA), as amended, the Millennium Development Goals (MDGs) and other relevant international agreements. In the context of this strategy; the environment sector refers to the Department of Environmental Affairs (DEA) and its provincial counterparts (9 provincial departments responsible for environmental management functions) and sector departments (10 national department who have impact on environment and/ or have an environmental management function) and national; and provincial public entities.

The right to a safe and healthy environment which is not dangerous to human life, which is enshrined in the Constitution, makes it imperative that there should be a balance between addressing the current development needs of the country and protecting the natural environment. In addition NEMA's (Section 2(q)) sustainable development principle recognises the significant role of women in environmental management and development and further advocates for the promotion of their participation thereof. In this way the goal of gender equality as required by the New Sustainable Development Goals (SDGs) (Goal 5) becomes one of the priorities for the environment sector. Subsequently, other relevant legislations, policies and strategies have been developed to ensure that environmental sustainability is considered and incorporated into development planning at national, provincial and local spheres of government.

1.2 Gender Mainstreaming

The United Nations (UN) Economic and Social Council (ECOSOC) describes 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 Agreed Conclusions 1997/2)

The United Nations Development Programme (UNDP) defines gender mainstreaming as "taking account of gender equity concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to a profound organisational transformation."

Gender mainstreaming thus is about making every single bit of work that Parliament and Government does sensitive to the different needs and interests of women and men, girls and boys. It is not just about formally treating everybody the same. The outcomes for women and men, girls and boys must be equal. The challenge of gender mainstreaming is to make sure that this happens as part of the natural part of policy development, implementation and monitoring and evaluation in all sectors.

Where issues of gender equality and equity are concerned, there is the general tendency to inaccurately assume that gender is exclusively about women's issues.

1.3 Aim of the Strategy

The aim of the Strategy is:

- **Aim** of the Strategy is to promote a gender sensitive management approach in the environment sector.

- Ensure that initiatives in the sector are aimed to support the creation of policies that support gender mainstreaming.
- Ensure gender analysis and mainstreaming during the development of new projects and including gender perspective into the whole project cycle management.

1.4 Objectives of the Strategy

The objectives of the Strategy are to:

- Provide strategic guidance for gender mainstreaming in the environment sector.
- Provide direction on how gender mainstreaming for the environment sector can be put into practice.
- Provide a framework for gender mainstreaming and outlining funding opportunities.

2. BACKGROUND

The term "mainstreaming" emerged in the early 1980's when in the midst of the United Nations Decade for Women; the international women's movement was concerned that women specific programme strategies had not achieved significant results. Women units and national machineries established during this period had too often been understaffed and marginalised from real decision-making and policy formulation within UN entities and governments. Furthermore, the little resources that were earmarked for "women targeted" projects resulted in small, side-lined activities that reinforced the marginalisation of women in development processes. The women who witnessed these trends began to look for alternative strategies to move women's issues out of the periphery and into the "mainstream" of development decision making.

At this time "mainstreaming" had a number of different meanings and use. For some, it meant including women in development planning. For others, it implied ensuring that institutional budgets included significant resources for "women activities". Around such various understandings of "mainstreaming" there were intense debates about the advantages and disadvantages of "women targeted activities" versus integrated programming for and with women.

Seven years after the Beijing Fourth World Conference on Women, the international development community has come to a common use of the term. "Mainstreaming" now most generally refers to a comprehensive strategy that involves both women-oriented programming and the integration of women/gender issues into overall existing programmes, throughout the programme cycle.

Since 1975, International Women's Year and adoption of the first world plan of action for the advancement of women, which inaugurated the Decade for Women: Equality, Development and Peace.

Since the advent of democracy the new democratic South Africa became part of the international community and it had to align itself with the international obligations. The 1995 Beijing Declaration and Platform of Action charged governments and people around the world with achieving gender equality and women's empowerment. It remains a landmark commitment, and UN Women seized its 20th anniversary to step up action to make all parts of its far reaching vision real in women's lives.

South Africa as part of the developing countries and as a progressive society needs to develop its citizens through socio-economic programmes.

The Constitution of South Africa is founded on and articulates of human dignity, the advancement of human rights and freedom, non-racialism and non-sexism. In the Founding Provisions in Chapter 1 of the Constitution it is stated that, "the Republic of South Africa is one sovereign, democratic state founded on the following values:

- (a) Human dignity, the achievement of equality and the advancement of human right and freedom.
- (b) Non-racialism and non-sexism" (Emphasis added)

South Africa as a developmental state like other countries should embrace and implement this constitutional mandate and consider these values in its programmes to alleviate poverty and inequality.

The state together with businesses and non-governmental organisations (NGO) are the ones to create a conducive environment to make sure that the socio-economic development of the society is realised through their interventions through the policies of developmental agenda. The citizens that will benefit from those programmes are men and women in the country who reside in the urban and rural areas with different dynamics where poverty and inequalities are rife.

In order to address the challenges of poverty and inequalities there is a need to correct some of the social ills, there is a need to consider and to incorporate gender into the programmes that the state is responsible for. The DEA through its programmes will lead by example where gender mainstreaming will be considered and implemented. DEA together with its sector departments that have concurrent functions on environmental management will also incorporate gender mainstreaming in its policies and programmes on the social responsibility projects they coordinate and initiate.

There are projects that are initiated outside of the government sector, by private sector and NGO's which have an environmental element and that are coordinated by other private and public organisations through business and DEA and the environment sector partners as a whole need to tap into those projects and ensure that the policies that are implemented have a gender element.

3. APPROACH AND METHODOLOGY

The DEA is the custodian of coordinating initiatives for Women Empowerment and Gender Equality within the Sector and has in 2014 produced the following documents in preparation for the development and implementation of the Strategy Toward Gender Mainstreaming in the Environment Sector to assist the sector in complying with the various prescripts to move the country toward gender equality:

- **Sector Gender Framework** outlines critical areas that are required in ensuring the facilitation and achievement of the objectives of the Framework document in accordance with key government legislation and international best practice. The sector gender framework development enabled us to highlight the gender empowerment and equality progress made thus far in response to the policy imperatives. The framework further outlines key issues for consideration towards the development of the sector gender strategy that will have an action plan that includes a component of monitoring and evaluation.
- **Sector Gender Literature Review** reflects the Literature Review conducted Nationally, Regionally and Internationally from the various South African Public Service documents, and international documents reflecting interventions and challenges identified in order to address, improve and promote gender mainstreaming within the Environment sector.
- **Sector Gender Diagnostic Report** seeks to highlight the progress made thus far in the sector to respond to the constitutional mandate and the National Gender Policy imperatives. Furthermore to outline key issues for consideration towards the development of the sector gender Strategy that will implement the sector gender imperatives outlined in the Framework document thereby giving effect to the constitutional mandate.

3.1 Stakeholder Engagements

The purpose of the stakeholder engagements was to ensure input from all relevant and affected stakeholders so to put a Strategy in a place that is inclusive of all gender mainstreaming issues within the sector. Stakeholders ranged from private to public sector including all spheres of government, especially since the implementation of sector gender priorities identified in the Strategy and Implementation Plan will require cooperation of all these spheres. The details of the stakeholder consultations toward the development of the Strategy are outlined as follows:

- National Workshop toward the development of the National Environment Sector Gender Strategy was held on 28 July 2015. The objectives of this workshop were to discuss and update the following documents: Gender Framework, Literature Review, and Diagnostic Report; to agree on the concept/structure of the proposed Environment Sector Gender Strategy 2014 – 2020; and to propose themes/issues to inform the content of the Strategy. The wide range of stakeholders that were consulted on the proposed structure of the Strategy varied from provinces, national Department of Women, and academia. The Stakeholder List is attached as part of Annexure B.
- Women in Environment Dialogue was held on 17 – 18 August 2015 and was hosted by the Deputy Minister of the Department of Environmental Affairs. The objectives of the conference were reflect and take stock on the environment sector's gender mainstreaming progress, successes and challenges thus far and agree on the next decade priorities and opportunities beyond. This was set to be achieved through engaging on the following objectives and themes:
 - Commitments renewal, debates revitalisation and advocacy : Governance and coordination; Skills development and technology
 - Policy interventions & gaps: Gender mainstreaming in the environmental policies; Role of private sector and civil society
 - Good practise programmes and projects implementation: Projects financing models and opportunities; Projects show casing
 - Strengthen evidence base through sharing of research, information and practices: Outputs on successes, challenges and opportunities; Strengthening partnerships for gender science-policy interface

4. LEGISLATIVE / POLICY CONTEXT

South Africa's commitment to advance women empowerment and gender equality is informed by the commitment to transformation of the country from an unequal apartheid state to one that is free, just and based on democratic values. Upon the advent of Democracy in 1994, South Africa promulgated a number of pieces of legislation in an attempt to reverse the Apartheid history of inequality and marginalisation in the country. The relevant national, regional and international legislation are discussed below.

4.1 Constitution

The Constitution of South Africa was promulgated in 1996, and has been hailed in the world as a beacon for emerging democracies. The preamble of the Constitution is testament to this fact as it clearly commits the country to establishing a foundation for a democratic and free society based on basic human rights (Constitution, 1996:1). South Africa's Constitution has been hailed as one of the most progressive Constitutions in the emerging democracies of the world. South Africa's Constitution is therefore the supreme law for the country upon which all legislation and policy is based.

The Bill of Rights within the Constitution is the cornerstone of democracy in the country as it promotes the values of human dignity, human rights, equality and condemns discrimination against anyone on any grounds including sex and gender. The Bill of Rights further mandates the State to respect and protect these values (Constitution, 1996:6). The right to a protected environment that is free from harm is enshrined within the Constitution, and government is further mandated by the Constitution to promulgate legislation and policy to promote ecological sustainability of natural resources. (Constitution, 1996).

South Africa has adopted significant legislative reforms and has promulgated a number of pieces of legislation and policies based on its Constitutional mandate. Most of the legislation, policies and programmes seek to reverse the legacy of apartheid of inequality and marginalisation, especially of women.

Following on the Constitution, there are key national legislations that reinforce gender equality:

These include:

- the Promotion of Equality and Prevention of Unfair Discrimination Act, (No. 52 of 2002);
- the Employment Equity Act (No. 55 of 1998);

Whose objectives are:

- To advocate a gender-responsive environment and practices, and to enforce commitments to human rights, gender equality and women's empowerment made by AU member states at international, continental and regional levels;
- To initiate and accelerate gender mainstreaming in institutions, legal frameworks, policies, programmes, strategic frameworks and plans, Human Resources (HR) and performance management systems, resource allocation and decision-making processes at all levels;
- To develop guidelines and enforce standards against sexual and gender-based violence and gender-insensitive language and actions in the workplace (this includes the AU Commission and other organs, the RECs and member states);
- To develop a Gender Management System (GMS) within the AU and promote its adoption by other AU organs, the Regional Economic Communities (RECs) and member states;
- To address gender-based barriers to the free movement of persons and goods across borders throughout the continent;
- To promote equitable access for both women and men to, and control over, resources, knowledge, information, land and business ownership, and services such as education and training, healthcare, credit, and legal rights; and
- To facilitate the implementation of remedial measures to address existing inequalities in access to and control over factors of production including land.

4.2 Convention on the Elimination of Discrimination Against Women (CEDAW)

In its commitment to regional and international frameworks on women empowerment and gender equality, South Africa signed the Convention on the Elimination of Discrimination Against Women (CEDAW) in January 1993, and ratified it without reservations in December 1995, and its Optional Protocol in March 2005. The empowerment of women in South Africa is a national transformation agenda which is driven by largely seeking to reverse the inequalities of apartheid particularly on marginalisation of women in playing a central role in the economy. Gender transformation also addresses power relations to equalise opportunities, as South Africa had evidently displayed increasing numbers of a gendered nature of poverty (CEDAW, 1995).

Article two of the CEDAW strongly condemns discrimination against women in all forms, and embodies the principle of equality for men and women. The Convention mandates Member States to adopt appropriate measures through legislation, policies or programmes to prohibit and address all forms of discrimination against women. Article 14 further mandates State Parties to take into account the challenges faced by rural women and their significant role in the local informal economy for their families, and put relevant measures in place to ensure that women equitably participate in and benefit from rural development, and ensure their right to access agricultural credit, loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land settlement schemes. These provisions made in the CEDAW strongly advocate for the equal participation of women in the economy generated through the environment sector, and empowerment is key to develop their capacity to contribute meaningfully.

4.3 National Policy Framework for Women's Empowerment and Gender Equality (2000)

The Government's commitment to the promotion of gender equality is further affirmed by the establishment of South Africa's National Policy Framework for Women's Empowerment and Gender Equality in 2000 as a tool to mainstream gender in every sphere and sector of government. The Policy framework emphasizes women empowerment as a means to achieving gender equality, and is aimed at creating an enabling environment for the development of policy and strategy to ensure equality of opportunities and treatment for men and women in terms of access to and share of employment opportunities, services and resources. The Policy Framework therefore provides a structure for the development of integrated and coordination of women empowerment and gender equality interventions in South Africa. The need to move the country toward a gender equal society is also clearly expressed in the country's main government priority document the National Development Plan 2030, which proposes the establishment of The Commission on Gender Equality and tasks the Ministry of Women to set targets for the advancement of women's rights and report on progress annually (NDP, 2012).

South Africa's Policy Framework on Women Empowerment and Gender Equality is of the view that women are the most affected by the effects of the environment and also that very few women are involved in decision making for the creation of programmes that will create sustainable and safe environments for economic development, especially in rural areas. The Policy also recognises that women are also the most dependent on a clean and healthy environment for daily sustenance and survival especially in poverty pockets and tried to cater to such needs.

4.4 Beijing Declaration and Platform for Action

In 1995, soon after the advent of democracy, South Africa participated in the 4th World Conference of Women, where the State was one of the State Parties that signed the Beijing Declaration and Platform for Action in the same year. The Platform for Action reaffirms that as the human rights of women and children were an integral, inalienable and indivisible part of the Platform, State Parties shall seek to develop measures to protect and promote the full enjoyment of all human rights and freedom for women. As a signatory to the Beijing Platform, South Africa also affirmed its declaration to eliminate all form of discrimination against women, and to remove all obstacles to gender equality and the advancement and empowerment of women. As part of the agreement, South Africa also affirmed its commitment to ensure equal access for women to economic resources including land, credit, science and technology and training (Beijing Platform, 1995).

Furthermore, South Africa committed to the Global Framework outlined in the Beijing Platform that recognises that the continuing environmental degradation had more direct impact on women, particularly women in rural areas. Poverty and environmental degradation were identified as closely related, and the Platform agreed that unsustainable patterns of consumption and production in the environment will further cause environmental deterioration (Beijing Platform, 1995). It was agreed at the Beijing Conference that it was critical to drive the advancement of women and achievement of gender equality as a requirement for the achievement of political, socio-economic, cultural and environmental security for all. These provisions in the Beijing platform for action reveal the crucial and integral role that women can play in the management of the environment, and in driving economic sustainability, especially for women in rural areas, and the advocacy for equitable access to resource for both women and men (Beijing Platform, 1995).

4.5 Convention on the elimination of Discrimination Against Women

South Africa also ratified the Convention on the elimination of Discrimination Against Women in December 1995 as a commitment to observe a determined human rights approach for development. South Africa has also committed to contributing towards the implementation of the Millennium Development Goals targets specifically Goal 3 (Promote gender equality and empower women) and Goal 7 (Ensure environmental sustainability) as it relates to the sector. Moving forward the country is also committed to the Sustainable Development Goals 2030 Agenda i.e. Goal 5 (Gender Equality); 10 (Reduced Inequality); 11 (Sustainable Cities and Communities); 12 (Responsible Consumption and production; and 13 (Climate Change) as they relate to gender equality and sustainable environmental management objectives of the country.

4.6 National Environmental Management Act

As the Strategy seeks to mainstream a gender perspective into the environment sector, the National Environmental Management Act (107, 1998) was promulgated to effect the Constitutional right for every citizen and future generations to a healthy environment through outlining the principles, environmental forum, monitoring and compliance and other legislative issues that would enable the sustainable management of the environment. Chapter one of the Act outlines a number of principles that guide environmental management, and they emphasize the centrality of people in every environmental management programme, and to ensure equitable service to people's physical, psychological, developmental, cultural and social interests. The Act further outlines that the development of the environment must be socially, economically and environmentally sustainable, by taking into consideration factors that affect the environment such as waste avoidance, disturbance of the ecosystem, pollution, degradation and negative impact on the environment. Such impacts should at all times be anticipated and prevented; where prevention is not possible these impacts should be minimised and remedied (NEMA, 1998).

The environmental legislation clearly advocates for an integrated approach to environmental management, and promotes equitable access to all natural resources. The consideration of impacts of environmental management to human life does have a consideration of women and children, especially those in rural areas who are greatly impacted by environmental degradation. The extensive evidence of the latter is therefore a main driver for the need and development of an environment sector specific strategy to assist the sector in moving toward a gender sensitive way of doing its core business of environmental management. The National Environmental Management Act does place emphasis on the critical role of women in environmental management and development and it advocates for recognition of women's full participation. This provision does place women's development and empowerment at the centre of environmental management, and it is essential to take that approach for the environment sector to ensure that women, as the most impacted by environmental degradation, play a role in environmental management, and this will promote equity in access and benefits.

4.7 Gender Plan of Action under the Convention on Biological Diversity

The Gender Plan of Action under the Convention on Biological Diversity is another piece of regional legislative Framework that seeks to emphasize the significance of gender mainstreaming in environmental programmes to eradicate poverty. The Gender Plan of Action acknowledged that despite the many efforts to mainstream gender in all United Nations' programmes, to date many efforts to mainstream gender were limited to minimalist and short term technical interventions, and that there was a need to mainstream gender into a bigger scale to ensure sustainability (Gender Plan of Action under the Convention on Biological Diversity, 2008). The Gender Plan of Action outlines interventions that could be adopted to mainstream gender into the policy sphere, organisational sphere, delivery sphere, constituency sphere, and it outlined the actual activities and targets to be met for each sphere to ensure that progress is measurable. This Plan of Action is a useful tool that could be adopted to address gender inequalities in areas within the environment sector where progress has been very slow.

4.8 The South African Development Community (SADC) Protocol on Gender and Development

The South African Development Community (SADC) Protocol on Gender and Development was developed to provide for women empowerment and to eliminate discrimination against women. Article four of the Protocol therefore advocates for State Parties to enshrine gender equality within its Constitutions, and to develop Measures to eliminate discrimination against women. Article five of the Protocol further mandates States parties to put in place affirmative action measures with particular focus on women in order to remove all barriers which prevent them from participating meaningfully in all spheres of life and to create a conducive environment for such participation.

With the tone carried by the national, regional and international legislative frameworks reviewed, it is clear women have a meaningful role to play in contributing to the environment economy and such are empowered to gain equal access to resources such as land, finances, contracts and programmes.

5. CURRENT STATUS OF GENDER MAINSTREAMING IN THE PUBLIC SERVICE

As mentioned above the country is party to numerous international conventions and platforms that have strong prioritisation and advocacy of the improvement and promotion gender equality and women empowerment contributions to decision making processes. The DEA conducted a Literature Review nationally, regionally and internationally from the various South African Public Service documents, and international documents reflecting interventions and challenges identified in order to address, improve and promote gender mainstreaming within the environment sector. It was established that the country's commitment to the promotion of gender equality is evident in it being party to the following international treaties:

- Beijing Declaration And Platform For Action (1995);
- United Nations Women Strategic Plan (2014 – 2017);
- The Convention for Biological Diversity Gender Action Plan (2008);
- The Convention on Biological Diversity (CBD);
- The United Nations Convention to Combat Desertification (UNCCD);
- The United Nations Framework Convention on Climate Change (UNFCCC)

The current status with respect to gender mainstreaming in the country as a whole is reflected in a number of country reports responding to the commitments to the above mentioned conventions and platforms including amongst others the South Africa Beijing +20 Report (2015); The Status of Women in the South African Economy (2015); Towards An Enabling Environment For Women Economic Empowerment in South Africa – A Status Quo Report (2011) and Millennium Development Goals Country Report (2013); which have specific commitments and indicators on improving gender equality in the country in one form or another. The contribution of the environment sector to these goals and indicators is also reflected in these reports in some ways as these international commitments that South Africa is party to also include goals and indicators on the inclusion and participation of women within this particular sector.

The Equality Strategy for the Public Sector of South Africa (2007) reflected that women's access to political power and decision-making has improved since the 1994 elections and there is a strong representation of women in the national, provincial and local legislative branches of government and in government departments. According to September 2015 Department of Public Service and Administration (DPSA) statistics the representation of women vs. men in the Senior Management Services of the public service was 41% and 59% respectively. The MDG Country Report (2013) stated that with respect to decision-making within national government departments, there were 35 (25%) of the 142 directors-general and 179 (35%) of the 515 deputy directors-general that were women. The report also highlighted that although South Africa performs well when compared with most other countries, except in respect of the National Council of Provinces, the country is unlikely to achieve the 50% target adopted by the African Union (AU). This is due to the fact that the MDG indicators tend to focus on participation, whether in education, the labour force, and decision-making. What the indicators do not capture is the outcomes and rewards of that participation. Further, high levels of participation of women in decision-making within government and elected bodies does not necessarily translate into better outcomes for poorer women and those who are disadvantaged in other ways, such as population group and location.

The 2008 Expanded Public Works Programme (EPWP) work opportunities data showed that women were important beneficiaries within the different sectors and accounted for 53% of opportunities in the environment and culture sector in 2014/ 2015 (Department of Public Works 2009a – 2014). According to the South Africa Beijing +20 Report, 2015 although change is slow in pace, there have been demonstrated major shifts in the status and conditions of women and reported some degree of a decrease of the gender gap. There has been progress made in the country in the promotion of women's empowerment and gender equality through the promulgation of several pieces of legislation one of which is The Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000 which provides the framework for implementing Section 9 of the Constitution and seeks to promote achievement of equality and prevent and prohibit unfair discrimination on the grounds of, inter alia, gender, sex, and pregnancy. It has also been demonstrated that there is currently 41% representation of women in Senior Management Service in the Public Service, which implicates that the decision making roles of women have increased exponentially since 1994. Despite various pleasing data illustrating the country's strides toward gender equality, the Millennium Development Goals Country Report 2013 acknowledged the overall score indices on the country's performance mask differences, such as those related to population groups and location and the indicators that are based on legislation generally do not take into account how well the legislation is implemented and enforced. There has been progress in terms of implementing Goal 7 of the MDG's (Ensure Environmental Stability) but many of the most vulnerable people are being left behind, further requiring the country to ensure that plans towards gender mainstreaming are implemented as a matter of urgency as women still continue to face discrimination in access to work, economic assets and participation in private and public decision-making.

The overall country's progress on promoting gender equality in the environment sector is demonstrated below with data from the Beijing +20 South Africa Report 2015:

The Programmes of Government that were assessed for the purposes of the Beijing +20 South Africa Report are:

- Environmental Quality and Protection: Protect and improve the quality and safety of the environment to give effect to the right of all South Africans to an environment that is not harmful to health and wellbeing.
- Oceans and Coasts: Ensure that government, industry and the public are informed, supported and regulated to act responsibly to conserve the ocean and coastal environment as well as to honour South Africa's local and global obligations. There is still however a need to the extent to which women benefit from oceans and coastal resources in terms of harvesting needs, which in essence need to be improved and prioritised e.g. gender sensitive fishing quota distributions.
- Climate Change: Promote, coordinate and manage an effective national mitigation and adaptation response to climate change.
- Biodiversity and Conservation: Promote the conservation and sustainable use of natural resources to contribute to economic growth and poverty alleviation.
- Environmental Sector Programmes and Projects: Implement environmental sector projects and assist in job creation.

The above mentioned environmental programmes contributed toward gender equality through the implementation of the following EPWP; which seeks to draw unemployed, marginalised people into the productive sector of the economy:

- Working for Water (WfW) - It considers the development of people as an essential element of environmental conservation and has a target of women recruitment of 60%, youth (20%) and disabled (5%). The programme has provided jobs and training to approximately 20 000 people 52% of which are women.
- Working for Land (WfL) - The special Public Works Programme includes the targets of 60% women, 20% youth and 2% disability.
- Working for Wetlands - The programme is implemented by the South African National Biodiversity Institute (SANBI) on behalf of the Departments of Environmental Affairs (DEA); Agriculture, Forestry and Fisheries (DAFF) and Water Affairs (DWA).
- Working on Fire (WoF) - Today WoF employs more than 5000 young men and women who have been fully trained as veld and forest fire fighters and are stationed in more than 200 teams throughout South Africa. WoF addresses the prevention and control of wild land fires to enhance the sustainability and protection of life, poverty and the environment through the implementation of Integrated Fire Management (IFM) practices 85% of whom are youth, 37% are women (the highest level in any comparable fire service in the world).

Other programmes that involve women and the environment to name a few are; Rhino Dialogues South Africa, Green Cars, Green Fund, Climate Action Now, as well as donor funded projects.

Despite the progress being made in ensuring that gender equality becomes a reality within the environment public sector, the absence of a gender mainstreaming strategy has meant that the collection of gender aggregated data has been an add on function and unstructured in the manner of implementation of gender mainstreaming programmes. The sector has therefore been unable to assess the level of gender mainstreaming at all tiers of government.

6. GENDER MAINSTREAMING IN ENVIRONMENTAL PROGRAMME

Source: Gender and Environment – A guide to the integration of gender aspects in the OSCE's environmental projects; Organisation for Security and Co-operation in Europe (2009).

The purpose of this strategy is to present a comprehensive understanding of what gender mainstreaming means from an environment and sustainable development perspective and to provide guidance on how gender mainstreaming can be put into practice. It is primarily designed for project managers in the sector's operations who are not experts in gender issues. It aims to enable the user to see how a gender perspective can be integrated into the development, management and monitoring of a standard environmental programme.

6.1 Gender and Environmental Sciences

Understanding that women remain an integral part of government's environment programmes and their participation thereof is critical in ensuring inclusiveness in environmental planning and decision-making. Notwithstanding, women are often at the receiving end of abject poverty due to our historical past that entrenched patriarchal attitudes which excluded women from active participation in the broader economy and it is through this forum that women could emerge as primary beneficiaries of opportunities created in the environment sector. DEA has been championing the advancement of women's economic empowerment and participation in the sector, as well as ensuring that women owned enterprises are integrated into the mainstream economic activity in South Africa. It has become evident that sustainable development and economic growth are possible only through improving the economic, social, political, legal and cultural status of women. However it is not merely about the number of women in environment sector organisations and decision making, but the role 'empowered' women have in shaping the outcome of the decisions themselves, collaborating with grassroots women who eek and sustain their livelihoods directly from natural resources.

For academies of science to successfully fulfil their mandate, the inclusion of both male and female members in their operations is of utmost importance. However, there continues to be low representation of women in all areas in the sciences, particularly in rural areas and strategies needs to be put in place to increase women's participation. The collection, analysis and reporting of gender-disaggregated data for evidence based knowledge allows for introspection on the role of women and advocates for the increased participation of girls and women in particular, not only within themselves but also in a nation's science system which needs to include and appreciate the contribution of indigenous knowledge. The evidence based monitoring also allows increased discussions on the importance of applying the gender lens in the conceptualisation and implementation of sector programmes, with a specific focus on advocacy, skills development and forging strong partnerships to sustain programmes.

6.2 Gender and Climate Change

It is common knowledge that vulnerability to biodiversity loss, desertification and climate change impacts are deeply connected to gender, and that, conversely, sustainability interventions, responses and solutions need to consider gender issues if they are to fully meet the objectives for which they were established. Because of gender differences in social and economic roles and responsibilities, the effects of climate change affect women and men in different ways. Emerging policy efforts are recognised on prioritising the needs of women. This is noted in the South African National Climate Change Response White Paper that enshrines as one of its principles the realisation of special needs and circumstances and under this, (rural) women are singled out as being particularly vulnerable to the negative impacts of climate change given their traditional caregiving roles (DEA, 2011; Nhamo, 2014).

The goals of gender mainstreaming in climate change are:

- To ensure that women and men participate equally in decision-making with regards to policy and policy instruments aiming to improve the adaptation capacities of communities.
- To ensure that women and men participate equally in decision-making with regards to policy and policy instruments aiming to mitigate the risk of drastic climate change and destruction of ecosystems at all levels.
- To ensure that all policies and policy measures take into consideration the gender impact of climate change.

Issues and key questions that could be addressed during the gender mainstreaming process within climate change programmes are the following:

- Are there any different patterns in the use of resources among men and women?
- In which way does climate change affect men and women? What are the different levels of vulnerability of men and women to climate change?
- Women are more vulnerable to climate change than their male counterparts and have little to fall back on, and they are also more vulnerable to climate induced disasters. Moreover, in post disaster temporary settlements women are more vulnerable to sexual violence. They are excluded from disaster recovery decision making policies and programmes.
- What are the roles of men and women in mitigation and adaptation? With what results?
- Men are more likely to have access to resources and are therefore better equipped to adapt to climate change.
- Do men and women participate equally in decision-making related to climate change? Are NGOs working on gender, health and environmental issues participating?
- What is the capacity of women to cope with climate change?

6.3 Gender and the Green Economy

Many of our people continue to feel the effects of the policies of the past, especially with regards to land use, resource allocation, and the effects of industrial development. The government has therefore prioritised the green economy as a key area for growth (promotion of ecologically viable social, economic and cultural development) and with it, the upliftment of millions of people, among them poor, rural women, from poverty. The national Green Fund has injected much needed funding into women-headed green economy projects, however more still needs to be done.

Main issues and entry points for gender mainstreaming within Green Economy are:

- Economic transformation is about broadening opportunities for all South Africans, but particularly for the historically disadvantaged. It is also about equity in life chances and encompasses an ethos of inclusiveness that is presently missing. Such opportunities and inclusiveness should also benefit women.
- The national strategy for sustainable development does require us to strengthen financial support and extend services to such women organisations.

Issues and key questions that could be addressed during the gender mainstreaming process within climate change programmes are the following:

- How are policies affecting women and men participation in the green economy?
- What is the status of women vs. men participation, benefits and impacts in the green economy? Which sectors, technologies and settings are the women and men participation strong or lacking and why?
- What challenges are women and men facing in the green economy?
- What are the support needs for both women and men owned sustainable development small, medium and micro enterprises in areas such as secured funding, investment and business management and is the support sufficient and effective?

6.4 Gender and Waste Management

Gender issues become important as there is a direct correlation between waste management and other social aspects. Two key dimensions are usually highlighted to this end:

1. There are differences in the way women and men look at waste. Thus taking gender issues into consideration means that generation of waste, and hence the definition and designation of what will become 'waste', becomes important.
2. Recycling and reusing of wastes have critical gender dimensions, particularly those that could be used in setting up or be used in an informal sector enterprise.

A gender-sensitive approach in waste management can therefore assist in ensuring equitable access to livelihoods, resources or benefits that such projects make available.

Main issues and entry points for gender mainstreaming within waste management are:

- Integrating a gender perspective in assessment studies, planning, implementation and monitoring of waste management projects. This should include a gender-specific analysis of how available waste and resources are valued and used.

- Consultations prior to the introduction of new policies, procedures and technologies and equal representation of women and men in these consultations.
- Creation of equal opportunities for men and women to benefit from the awareness-raising and training initiatives for waste management.
- Empowering women to move up the hierarchy of waste management, not just mere collectors, but the management of waste business opportunities etc.

Issues and key questions that could be addressed during the gender mainstreaming process within waste management programmes are the following:

- What are the roles of men and women in the management of waste? Who is in charge of waste management at home? Are both men and women involved in commercial waste management? Are they benefiting equally economically?
- What is the level of awareness of men and women of the risks and possible benefits of waste management?
- What is the impact of chemical or biological waste on men and women?
- Do men and women participate equally in decision-making on waste management and public health related issues?

6.5 Gender and Biodiversity & Conservation/ Oceans & Coasts Management

The conservation of biological diversity is as much a social issue as an environmental issue and the success of sustainable conservation mainly depends on the use of different groups of people make of biological resources. Numerous factors that influence the conservation or loss of biological resources, e.g. climate change, conflicts, poverty, affluence, HIV/AIDS, gender inequalities, and indigenous peoples' rights. Inequality occurs when the differences between men and women correspond to inequalities in terms of rights and obligations. The reality is that gender inequality is expressed in the unequal access to and control over biological resources and the sharing of benefits arising out of their use.

Source: Taking as the starting point, Hagen, R.T., 1999.

Main issues and entry points for gender mainstreaming within biodiversity and conservation/ oceans and coast management programmes are:

- Integrating a gender perspective in the decisive socio-political, economic and cultural aspects of conservation and coastal management.
- Ensuring that a gender perspective is explored for the incorporation of important knowledge, skills and experiences into all conservation programmes.
- Taking into account gender mainstreaming principles toward enhancing sustainability of environmental resource use on land and in the oceans and coastal environments.
- Ensuring equal participation of both women and men as beneficiaries of oceans and coasts in terms of harvesting needs which currently need to be improved and prioritised e.g. fishing quotas.

Issues and key questions that could be addressed during the gender mainstreaming process within biodiversity and conservation/ oceans and coastal management programmes are the following:

Data Considerations:

- Data on the use of biological resources, disaggregated by sex – what is used by whom, by women or men?
- Data on threats to biodiversity, disaggregated by sex – what kind of threats are the activities carried out by women and men?
- Data on the anthropogenic causes behind such threats, disaggregated by sex – what are the socio-economic, cultural and other factors influencing women and men?
- Data on trends of sustainability disaggregated by sex – changes in the sustainability of activities carried out by women and men?
- Data on access to biological resources and resource-use regimes disaggregated by sex – to which resources and to what extent do women and men have access?
- Data on control over biological resources and resource-use regimes, disaggregated by sex?
- Data on the sharing of benefits arising out of the use of biological resources and traditional knowledge, disaggregated by sex – do women and men share benefits to the same extent? Are such benefits designed to meet to the needs of women?

Policy Considerations:

- Legal and policy frameworks: Does it assess the legal and policy frameworks in order to verify whether gender equality is explicitly included as a goal and whether their differentiated impact on women and men is taken into account?
- Institutional impact: Does it analyse the impact of service delivery of relevant institutions on women and men?
- Institutional capacity: Does it assess the institutional capacities and the adequacy of the human resource base, including the necessary gender expertise, financial resources allocated and gender balance within human resources?
- Organisation of institutions: Does it gather information with respect to the principle of gender equality in the functioning of such institutions?
- Level of gender mainstreaming at programme and project level: Does it assess the adequacy of gender mainstreaming in past and on-going projects and programmes for all sectorial and cross-cutting conservation strategies?
- International instruments: Does it assess compliance of all policy elements with human rights frameworks?
- International and national commitments such as Agenda 21, CBD, CEDAW

6.6 Gender and Air Quality Management

There is growing evidence of differing associations between air pollution and respiratory health for men and women. More international and local studies report stronger effects among women and girls than among men and boys, although the literature is far from consistent. Importantly, it is unclear whether these observed modifications are attributable to biological differences between men and women, to exposure differences (e.g. work-related, co-exposures), or to some combination of the two. Gender analysis, which aims to disaggregate social and biological differences between men and women (e.g., hormonal status), may help to elucidate this modification, identify key mechanisms, and design more effective interventions (Clougherty, JE; 2010).

Main issues and entry points for gender mainstreaming within air quality management are:

- To raise awareness of linkages between exposure to harmful air pollution and the effects on human health and the environment and gender differences in risks and impact.
- To promote a participatory approach to ensure the participation of women and vulnerable populations in policy-development and decision-making processes.

Issues and key questions on disaggregated data and information on gender mainstreaming within air quality management programmes are as following:

- Do current development plans and priorities for air pollution management address social, health, and environmental implications for the most vulnerable population?
- With regard to assessment of hazards and risks associated with air pollution, are the different health implications for women, men and children taken into consideration?
- Are national/local social factors that influence human exposure to air pollution identified?
- Have the health effects of air pollution exposure been linked to biological differences between women, men and children?
- Are the different social and economic implications of air pollution for women and men recognised?
- Do awareness-raising activities target all stakeholders, their requirements, and their challenges? Is the timing of activities conducive to participation by all stakeholders?
- Are NGOs working on gender, health and environmental issues participating?

7. CONSIDERATIONS TOWARD THE IMPLEMENTATION OF GENDER MAINSTREAMING WITHIN THE ENVIRONMENT SECTOR (ENABLING CONDITIONS)

7.1 Advocacy

In the run-up to the United Nations Conference on Environment and Development (UNCED), held in 1992 in Rio de Janeiro, South Africa took part and made commitments to a number of advocacy activities that were undertaken to reflect that women not only bear the highest costs of environmental problems, but as managers of primary resources, also have the greatest potential for contributing to the solution of the crisis (OSCE, 2009). This vision was reflected in the MDGs, including MDG 1 - eradicate extreme poverty, MDG 3 - promote gender equality and empower women, and MDG 7 - ensure environmental sustainability. Principle 20 of the Johannesburg Declaration that was endorsed by the Heads of States and Governments at the outset of the World Summit on Sustainable Development (2002) reads: "We are committed to ensure that women's empowerment and emancipation, and gender equality are integrated in all activities encompassed within Agenda 21, the Millennium Development Goals, and the Johannesburg Plan of Implementation." Among the 153 paragraphs of the Johannesburg Plan of Implementation 30 refer to gender aspects.

South Africa is also signatory to a number of other international advocacy platforms for gender equality but there is still a gap in terms of local advocacy that needs to be increased to ensure that all stakeholders at all levels of participation (civil society and private sector included) in the sector are aware of the gender mainstreaming opportunities that are on offer within the sector. Linkages and strategies between the DEA, all the environment sector partners and local government entities i.e. South African Local Government Association (SALGA) and local municipalities as the implementing agents of any environment strategies and plans, regarding gender mainstreaming processes is lacking and should be strengthened to ensure that all the priorities identified by this strategy will be implemented. Any actions to be taken need to take into account the requirement for unique and different culturally sensitive advocacy and joint awareness raising programmes and projects.

In addition the DEA had established the National Women and Environment Forum in 2010, which has provided a platform for women to share experiences in the environment sector representing Government spheres, private sector and organised business, civil society representatives in rural and urban environments, organised labour, and academia and research institutions. The Forum is one of the flagship programmes which have positioned the department as a champion of advancing women's economic empowerment and participation, as well as ensuring that women owned enterprises are integrated into the mainstream economic activity in South Africa.

Despite the above mentioned initiatives that are already in place, advocacy on gender equality and gender mainstreaming in the environment sector will be arguably the most important vehicle toward reaching goals set out by this Strategy.

7.2 Governance

There is a need for clarification of the concept of gender mainstreaming in the environment sector to ensure implementation thereof. The lack of a Gender Strategy for the sector has hindered and slowed progress in implementing the concept across the sector's operations and programmes across all three tiers of government. This has resulted in the lack of clear guidelines on how to entrench gender mainstreaming principles within environmental project cycles. This Strategy Toward Gender Mainstreaming in the Environment Sector and Action Plan should be well disseminated and communicated to all sector partners to ensure that senior management, in particular are fully aware of its existence and principles, as they are responsible for implementing the priorities of the strategy.

7.3 Local Government

The environment sector is unique in its functions being concurrent, meaning that the priorities of the sector are implemented in conjunction and collaboration with various partners that have different roles within the sector. Local government role players are often at the end of the implementation cycle and are the tier that is responsible for the hands on operations of any plans, policies and strategies that are formulated for and by the sector. For successful implementation of the gender strategy therefore requires that local government is adequately trained and capacitated on their role in ensuring gender mainstreaming in the sector.

The goals of gender-sensitive local environmental governance are:

- To increase women's participation in environmental politics, not only in formal political structures but also in other forms of civic engagement in environmental politics.
- To strengthen environmental and gender-awareness and capacities among both women and men politicians and civil servants, which is currently a priority challenge not only in the sector but in the country and public service as a whole.

- To strengthen services that address the specific needs and interests of women and men in the community, which require gender sensitive environmental planning and allocation of resources.
- To create awareness of women's right to a clean and healthy environment.

7.4 Skills Development

Although gender training and awareness training does take place within the sector, it is important to move away from administering specific training for "women empowerment" in order to avoid creating the impression that gender mainstreaming is about women and for women. Tailor made capacity building and skills development programmes should unite both men and women stakeholders toward transformation and gender equality. The sector should also strive to link stakeholders with other training opportunities even outside the sector. It is also vital that such programmes are made available to all levels of the employment hierarchy in order to influence decision making and budgeting functions within the sector to take into account gender mainstreaming principles and guidelines.

7.5 Environmental Policies, Programmes and Projects

Due to the lack of any guiding policy on mainstreaming gender into environmental programmes, policies and projects, these principles are not regarded strongly within the core functions of the sector. This result in these issues being marginalised and are pushed off the environment agenda. Weak institutional support and arrangements mean that gender mainstreaming into projects and programmes is fragmented and have limited impact. There is also unequal attention to gender mainstreaming processes at provincial and local level of government. There is a need for gender mainstreaming to be elevated to being an integral part of environmental sector functions rather than an add on and integrating gender into all parts of the project/ programme/ policy formulation processes.

7.6 Funding Opportunities

Due to the lack of a gender policy for the environment sector it is difficult to identify and engage and implement viable funding for the implementation of gender mainstreaming processes.

8. KEY PRIORITY AREAS AND STRATEGIES

8.1 Key Priorities

These priorities toward gender mainstreaming within the environment sector were identified through various stakeholder engagement platforms and are to be implemented during to 2016 – 2021 are as follows:

- Ensure policies accommodate gender mainstreaming and women issues;
- Education and awareness i.e. Knowledge and skills transfer, mentorship programmes, Forging of partnerships and networking platforms, Integrate and environment element within school curricula, etc.;
- Create empowerment programmes that start with capacity development and then eventually result in tangible projects at grassroots. It is very important that provincial and local government are the key drivers of this;
- Create opportunities for women to show case what they have achieved;
- Creating and ensuring access to financial assistance and technological advances;
- Focus on women in rural areas;
- Raise literacy levels of women involved in projects and ensure participation of women with disability and women with children with disabilities;
- Identify already existing projects and identify gaps while ensuring project sustainability for continuity;
- Gender Focal Points (GFP) established at all departments which serve as nodal points for gender mainstreaming into the core of each department's core functions and who's location should ideally be in the Director-General's office at Director level and upward to ensure uniformity.
- **Funding Priorities:**
 - Identify sector funding partners for the implementation of the Strategy i.e. Banks, DBSA, IDC, etc.
 - There must be involvement of research institutes to investigate viable funding mechanisms at project level i.e. DST, NRF, CSIR, HSRC.
 - There are processes at some institutions that need to be studied and made accessible as many women do not have the capacity to access this. Programmes should be implemented to address this capacity constraint.
 - There is a need to make a business case and to drive projects to a point of generating their own funds.

- Reduce risk for private sector financing and investments in smallholder farmers and women.
- Make specific budget allocations that are directed towards the needs of women and smallholder farmers, based on consultation during policy and budget processes.
- Government must incentivise local sourcing from smallholder farmers and women by the private sector.

8.2 Key Strategies

The action plan for the implementation of the Environment Sector Gender Strategy have been identified through stakeholder engagement to address the above mentioned identified priorities for the next ten years as in the attached Annexure C below.

The Strategy has been designed to provide guidance, create an enabling environment and be non-prescriptive. The roll-out of the strategy is a key component and will provide relevant support for other sector partners in further development and alignment of the strategy.

Strategy 1: Policy Formulation

To support policy formulation in order to strengthen the policy positions on gender in the Environment Services Sector.

Strategy 2: Institutional Support

To ensure that institutional arrangements support human resource development and mainstreaming of gender at all levels of government.

Strategy 3: Programme Management

To develop a programme management approach that mainstreams gender into all parts of the project cycle.

Strategy 4: Resource Mobilisation

To ensure that adequate financial resources are allocated to gender mainstreaming through strategic resource mobilisation.

Strategy 5: Communication Management

To develop an effective communication management system through sharing of information and promoting gender equality.

Strategy 6: Internal Transformation

To ensure that the internal transformation processes of institutions and structures support equal representation and participation of women.

Strategy 7: Economic Transformation

To support women's empowerment and gender equality through economic transformation and control of resources.

Strategy 8: Partnerships and Networking

To strengthen partnerships and networking between the stakeholder community to support an integrated gender mainstreaming approach.

Strategy 9: Monitoring, Evaluation and Reporting

To develop a monitoring and evaluation system with the associated instruments and indicators that support gender equality.

Strategy 10: Capacity Building

To develop capacity building programmes that are aligned with skills development and support women's empowerment and gender equality interventions.

Strategy 11: Advocacy and Awareness Raising

To support advocacy and awareness raising programmes that will encourage gender transformation at every level of society. This strategy should be developed from grassroots up as opposed to a top down approach and provinces will be pivotal in running and ensuring the success of such programmes.

Strategy 12: Research and Evidence

To develop a research and evidence approach that is reflective, uses appropriate instruments, shares good practice and leads to future gender planning.

9. ROLES AND RESPONSIBILITIES

The roles and responsibilities of the implementation of the Strategy Toward Gender Mainstreaming in the Environment Sector are outlined below:

National:

- Develop relevant policies / strategies to address gender mainstreaming in the sector;
- Capacity building provinces and municipalities regarding their role in mainstreaming gender in the sector;
- Coordinating implementation of the strategy (forums / committees);
- Monitoring and Reporting;
- Research and evidence;
- Advocacy and institutionalisation; and
- Establish strategic partnerships to advance the goals of the strategy;
- As far as possible explore funding opportunities and models for the implementation of the Strategy.

Provinces:

- Responsible to create a conducive environment for policy and strategy implementation;
- Responsible to establish mechanisms for implementation e.g. enablers;
- Identify beneficiaries, and coordinate the establishment and running of provincial forums. It is very important that provinces also be involved in coordinating implementation in their provinces to avoid duplication and confused target audiences;
- Responsible to co-ordinate all interventions to address gender mainstreaming; and
- Consolidation data to highlight successes gaps and lessons learnt.

Local Government and Municipalities:

- Establish implementation and reporting mechanisms for the strategy;
- Drive implementation of the strategy (forums / committees / councils);
- Facilitate buy-in of strategy with political leadership within municipalities;
- Establish partnerships for implementation (e.g. funding opportunities); and
- Develop reports on implementation (aligned to the financial year).

10. CONCLUSION

The Environment Sector Gender Framework (DEA, 2014) identified several objectives and themes for the sector's response. The key observation in all stakeholder engagement processes has been the widening policy and implementation gap (DEA, 2015). While there is general agreement that advocacy and means of implementation need to be strengthened to achieve all the legislative and policy commitments, there is an equal concern that there is no way of knowing the role and contribution of other role players in gender mainstreaming as there is no M&E currently in place to provide the data and evidence base for planning as well as informed, sound and meaningful decision making. Nationally there is realisation that "what gets measured, gets done", the Government Wide Monitoring and Evaluation System (National Treasury, 2007) recognises the logical model in the allocation, expenditure and reporting on resources outlining the required inputs and intended outputs, impacts and expected outcomes.

In the response to the need to strengthen the means of implementation and account on the sector gender priorities a monitoring programme must be in place to continually track progress made, review and refine measures put in place to achieve the intended outcomes of the strategy i.e. mainstreaming gender into environmental programmes so as to protect natural resources and enhance environmental assets.

The monitoring programme will entail:

Overall objective: gender mainstreaming, planning and reporting, information sessions	
Year of implementation	Task/deliverable
2015 – 2016	Stakeholder engagement, strategy publication
2016 - 2017	Situational analysis, gender modelling
2017 - 2018	Pilot testing (gender modelling results and recommendations)
2018 - 2019	Mid-term review of implementation progress
2019 - 2020	Impact evaluation
2020 - 2021	Sector gender strategy 2021 - 2026

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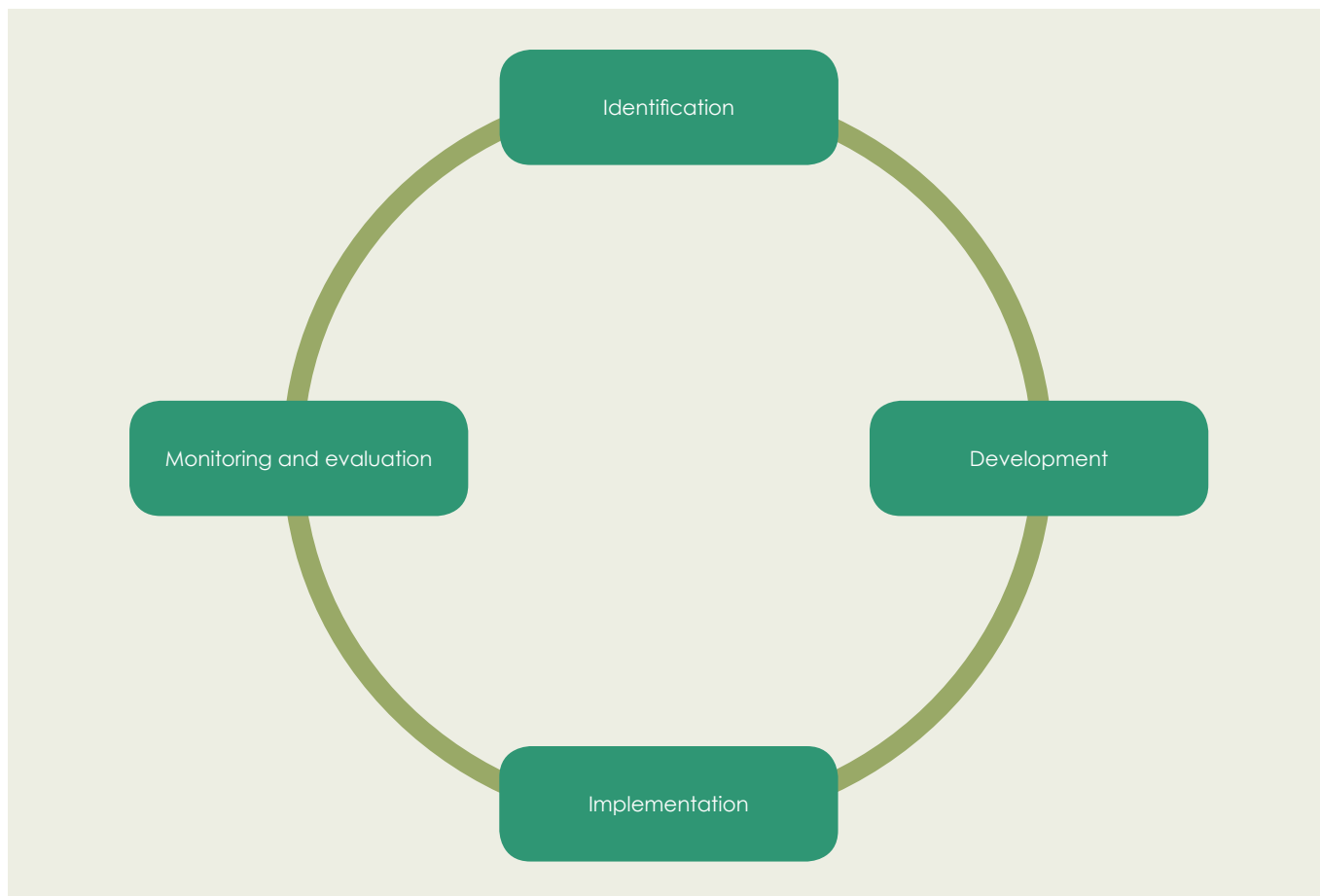
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12. ANNEXURE A: GENDER MAINSTREAMING TOOLKIT - GENDER MAINSTREAMING IN THE ENVIRONMENTAL PROJECT CYCLE

Source: Gender and Environment: A guide to the integration of gender aspects in the OSCE's environmental projects (Organization for Security and Co-operation in Europe, 2009)

The project cycle is structured in four main parts. It assists the environmental project managers in identifying, developing, implementing and monitoring and evaluating projects.



This section aims to provide the user with a sample of issues that should be considered in each stage of the project cycle in order to facilitate gender mainstreaming.

When mainstreaming a gender perspective, four main questions which could be asked at any stage of the project cycle should be kept in mind:

- Who is doing what?
- Who has access to which resources?
- Who has control over which resources?
- Who needs what?

Furthermore, on the stakeholder level who is gaining what and who is losing what through the project intervention should be analysed.

12.1 Project Identification

This includes:

- A project plan;
- A situation analysis and needs assessment; and
- A participation analysis

Developing a project vision:

Projects need a purpose. The term project vision is used to mean the preliminary ideas about what a project could resolve or change. In deciding what you intend to do, it is necessary to gain understanding of the specific culture and value system of the host country, and in particular the different roles of women and men. Projects may fail simply because cultural differences and gender roles were wrongly assessed or ignored. To give you a better understanding of the gender context in which your project will be carried out, it is necessary to conduct an analysis of the situation.

Conducting a situational analysis and needs assessment:

A situation analysis allows you to understand how women and men are affected by different political, social, cultural, historical and legal factors in relation to environmental issues and what their (different) needs might be. Meeting these specific needs in project interventions avoids discrimination of the sexes.

A situation analysis can be conducted in various ways such as through desk research, opinion polls, meetings with stakeholders, focus group interviews, and participatory workshops. Ideally, views and ideas developed based on desk research and stakeholder meetings are to be validated through various workshops with stakeholders and beneficiaries ensuring equal participation of men and women and using techniques that allow both sexes to speak freely.

Possible areas to analyse and questions to be asked to identify gender related issues relevant to environmental projects:

- **Analysis of the policy framework:** National obligations and commitments to gender equality such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Beijing Platform of Action and the national institutional structures for women's issues; national commitments to sustainable development and how these overlap with gender commitments.
- **Analysis of the institutional structure:** What is the proportion of men and women in environment-related decision-making positions in central and local government? (e.g. Ministers, Directors of Institutes, Heads of Department, Academia)?
- **Sectorial analysis:** What are the roles of women and men in the different sectors such as forestry, water, agriculture, and fishery?
- **Analysis of the existing national policies, programmes, investments and donor initiatives in the environmental sector:** Do they extend benefits and opportunities equitably to women and men?
- **Analysis of the legal and regulatory framework:** laws regarding ownership, access to and use of natural resources. What is the legal situation and how are the laws implemented? (E.g. If women inherit land can they keep it or are they expected to give it to male family members?)
- **Analysis of budgetary allocations in the environment field:** Have there been any attempts to analyse these budgets from a gender perspective? How does the budget allocation impact on men and women?
- **Analysis of environment and health indicators:** What environment and health indicators are gendered? (E.g. Do rates for child mortality, still birth and fertility vary?) How women and men are differentially impacted by pollution or environmental degradation?
- **Analysis of gender stereotypes and cultural norms:** What are the ways in which gender roles (such as not being seen to speak up in public) are enforced? How might this affect the ability of different groups to participate in project interventions?
- **What are the roles of women and men regarding energy and natural resources** (who collects, who transports, who manages, who sells the products?)? How much time is spent on these activities and what is the relative income of women and men?
- **Analysis of media and public perception:** What is the level of coverage of environment and gender topics in the media? How are these topics covered? Do women and men have equal access to information? If not, why?
- **Analysis of non-governmental sector:** Are there any organisations working on gender and environmental issues? What is their expertise?
- **Analysis of participation levels:** Do men and women have equal access to public participation? What might hinder/contribute to their participation?
- **What other forms of discrimination intersect with gender:** on the basis of race/ ethnicity, religion, age or class?

Participation Analysis:

To help ensure that both women's and men's experiences and knowledge are taken into consideration among stakeholders, gender issues should be identified in consultations when involving stakeholders/actors who are likely to have an interest in, be involved in, or be affected by the project.

Asking the following questions would assist in the identification:

- Have sufficient time and resources been allocated to consultations on gender issues with stakeholders?
- Have government institutions responsible for gender equality been involved and consulted?
- Have efforts been made to ensure women's participation at all levels (governmental, professional and grass-roots)?
- Was the consultation process organised so as to maximize input from women and gender equality advocates?
- Are consultation processes addressing all relevant elements of the intervention? What are the women's and men's preferences for the location of the intervention, if relevant?

12.2 Project Development

To be defined:

- Project objectives
- Project results
- Project activities
- Management arrangements
- Capacity assessments for potential partners

The project proposal is to be developed based on the outcome of the gender-sensitive situation analysis, thus ensuring:

- gender-sensitive project objectives, results and activities;
- gender-sensitive project partner assessment;
- gender-sensitive management arrangements;
- gender-sensitive indicators for monitoring; and
- gender-sensitive resource allocation.

Project Objectives

Asking some of the following questions would help you to ensure gender-sensitive project objectives, results and activities:

- Is it necessary and/or appropriate to have specific project objectives relating to gender?
- Are gender issues clearly set out in the logical framework analysis?
- Is it possible to have disaggregated indicators for women and men?
- What specific activities are required to ensure attention to gender issues?
- What type of expertise is required to ensure full implementation of the gender elements in the project design?
- Does the risk analysis take into consideration factors that may influence the women's or men's ability to participate in the project activities (such as lack of time, missing transport, discriminatory approaches, etc.) and propose measures to overcome these risks?
- Has any other alternative project strategy been considered? Is assessing different project strategies, has there been consideration of the possible benefits of strategies that better promote women's participation and involvement? Is specific care taken to ensure that women benefit from the project as much as men?

Management Arrangements & Project Activities

Asking some of the following questions would help you to ensure gender-sensitive management arrangements:

- Are the project personnel familiar with gender issues in general and more specifically as they are related to the project activities?
- Is gender equality a defined priority of the project team?
- Is training needed for project personnel on gender issues?
- What is the composition of the project personnel (male/female)?
- Have women been given a chance to participate in technical field and decision making positions?

Capacity Assessments for Potential Partners

Asking some of the following questions would help you to ensure gender-sensitive potential partners:

- How is the capacity of partner institutions developed to work with a gender perspective and to promote women's participation at all levels?
- Is specific training on gender and environment issues required among potential partners?
- Does the implementing partner have a commitment to gender equality and to achieving positive outcomes for women through the project?
- Is there sufficient capacity within the implementing partner in terms of skills and access to information on gender?
- Has an awareness of the gender dimensions of the intervention and their importance been communicated?
- Are the responsibilities and expectations concerning the gender aspects in the project clearly spelled out in project documents, agreements or contracts?
- Is it necessary to research specific issues or bring in particular stakeholders ensuring a gender-sensitive project proposal?

Project Results

To ensure gender-sensitive indicators for monitoring and evaluation it would help to ask the following questions:

- Are there specific indicators identified to monitor results relating to gender equality?
- In projects involving community-based initiatives, have both women and men participated in the development of indicators?
- Are there indicators to track progress towards meeting specific objectives relating to women's participation?
- To ensure gender sensitive resource allocation, Is there a budget for gender-related analysis and activities?

12.3 Project Implementation

It includes:

- Mobilising inputs (personnel, goods and services) to initiate activities;
- Monitoring and reporting on project activities and progress; and
- Ensuring meaningful participation of relevant stakeholders.

Resources

While keeping an eye on the way your project develops and on the way resources allocated are used in a gender sensitive manner, it would be helpful to ask some of the following questions:

- Is gender balance ensured in all project activities? (unless the project is focusing for specific reasons on only men or women)
- Are the linkages between gender and the different environmental issues a topic on the agenda of meetings, workshops, conferences, seminars etc.?
- Are reports, briefs and speeches written in gender sensitive language?
- Do reports, briefs and speeches touch upon the gender implications of the project?
- Does the project have implications for women's and men's unpaid workload and are strategies developed on how to deal with them?
- Have appropriate communication strategies also been put in place to ensure that all groups have adequate information about the project? Do communication strategies address the linkages between gender and environment?
- Have potential problems in addressing gender issues been identified?
- Are there enough resources for gender-specific monitoring and assessment during the project?
- Are beneficiaries regularly asked to provide feedback on any cultural and gender implications the project might have?
- Have new women's networks or organisations been established or have they changed their profile?
- Are the monitored and collected data disaggregated by sex?

Stakeholders

To ensure meaningful participation of relevant stakeholders with regard to gender issues, some of the following questions could be asked:

- Are the government institutions responsible for gender equality involved in project's implementation?
- Are stakeholders with gender expertise involved in the project activities?
- Do stakeholders have an interest in integrating a gender perspective into the project? What is their motivation for promoting or opposing gender equality?
- Is there a hidden agenda in relation to gender equality, for example due to political interests?
- Is specialised training on gender mainstreaming needed?

12.4 Project Evaluation

It includes:

- Assessment of development, implementation and results in the light of future perspectives;
- Comparison of the design of the project, actual developments and experienced pitfalls;
- Impact assessment; and
- Identification of lessons learnt.

During a project evaluation you should assess carefully the degree to which the project has produced the intended results with regard to gender issues.

Assessment of Results and Identification of Pitfalls

Asking some of the following questions would help you to assess actual results and experienced pitfalls in development and implementation:

- Has the project had a positive influence on the environment and community including both women and men?
- Has the project been able to produce the intended impact on gender issues? If not, why?
- Has the project been able to establish partnership and co-operation with women's groups involved in environmental issues?
- Was gender balance ensured among project staff and in project activities?
- Has there been any change in legislation, government policies or commitments on gender equality as they relate to the project's area of focus?

Evaluation Report

If the evaluation successfully incorporates a gender perspective, some of the following criteria should be present in the evaluation report:

- Clear identification of gender issues;
- Project results with respect to differences in needs and priorities of women and men;
- Input of both women and men and analysis of differences and similarities;
- Evaluation of the projects monitoring and survival at grassroots level and evaluate whether the change is meaningful.
- Findings/recommendations disaggregated by sex;
- Identification of lessons learned relating to working with a gender perspective in the technical field so that they could be disseminated throughout the organisation.

17. ANNEXURE B: MONITORING AND EVALUATION OF THE STRATEGY AND ACTION PLAN

KEY PERFORMANCE AREAS	PERFORMANCE INDICATORS
RESEARCH, DEVELOPMENT AND EVIDENCE	<ul style="list-style-type: none">• Number of research projects finalised• Number of skills development initiatives conducted• Number of gender implementation instruments developed• Number of mentoring programmes created• Number of finance opportunities offered to up and coming female students

KEY PERFORMANCE AREAS	PERFORMANCE INDICATORS
PARTNERSHIPS	<ul style="list-style-type: none"> • Number of partnerships forged • Number of sector initiatives expanded to other sectors • Number of women beneficiaries in environmental programmes
EVENTS	<ul style="list-style-type: none"> • Number of gender mainstreaming events held • Percentage budget spent on events
FUNDING MODELS	<ul style="list-style-type: none"> • Number of funding models identified • Women owned organisations prioritised as part of Enterprise Development on the BBBEE scorecard • Number of funding opportunities secured • Percentage allocation of funds to women led projects
ADVOCACY / GOVERNANCE & PLANNING	<ul style="list-style-type: none"> • Number of gender mainstreaming plans finalised • Ratio of gender equality in management structures • Number of policies reviewed for gender considerations • Number of coordination initiatives convened
IMPACT INDICATORS (ANNUAL)	
<ul style="list-style-type: none"> • Percentage budget spent on events from fiscus • Rand value of budget secured from corporations • Percentage of women appointed in middle management • Percentage of programmes and policies with gender focus • Percentage implementation of action plan 	
INTENDED OUTCOMES (5 YEARS)	
<ul style="list-style-type: none"> • Reduction of gender inequality in senior management positions • Improvement in the awareness of organisational gender mainstreaming requirements and commitments • Incorporation of gender consideration in legislative programmes • Reduction of gender discrimination cases reported • Increase of access to resources by women 	

The afore-mentioned performance measures/indicators will be carried over the lifespan of the Sector Gender Strategy. Role players in the implementation of the Strategy as identified in Section 14 of this document will in each year submit commitments to inform the sectoral targets through a negotiated process to be facilitated by DEA. Furthermore DEA will coordinate the planning, monitoring and reporting on these performance measures at the sectoral level. The critical initial step will be establishing baselines to enable the sector to measure progress in accordance with the objectives and phases of implementation as set out in Section 15 of this document.

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