

A GENDERED LENS: Mainstreaming Gender into South Africa's Climate Change Response



ACTION 24

Active Citizens for Responsive Legislatures



Embassy of Finland
Pretoria

Co-funded by the
European Union

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Citation: Smout, J (2020) A Gendered Lens: Mainstreaming Gender into South Africa's Climate Change Response, Johannesburg, The African Climate Reality Project, South African Institute of International Affairs, and South Durban Community Environmental Alliance.

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Printed in South Africa.

Action 24 is an initiative of the **African Climate Reality Project** (ACRP) hosted by **Food & Trees for Africa** (FTFA), **South African Institute of International Affairs** (SAIIA), and **South Durban Community Environmental Alliance** (SDCEA) aimed at strengthening environmental governance and civic participation, in order to advance decarbonised sustainable and inclusive development in South Africa. It is co-funded by the European Union.

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This publication was produced with the financial support of the European Union and the Climate Reality Project. Its contents are the sole responsibility of the implementing organisations and do not necessarily reflect the views of the European Union or the Climate Reality Project.



South Durban
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ACRONYMS

ACRP	African Climate Reality Project
AU	African Union
BPFA	Beijing Platform for Action
CBD	Convention on Biological Diversity
CCSF	Climate Change Strategic Framework
CEDAW	Convention on the Elimination of Discrimination Against Women
CGE	Commission for Gender Equality
COGTA	Department of Cooperative Governance and Traditional Affairs
COVID 19	Coronavirus disease (COVID-19) is an infectious disease caused by a newly discovered coronavirus.
DEA	Department of Environmental Affairs
DEFF	Department of the Environment, Forestry and Fisheries
DPME	Department of Planning, Monitoring, and Evaluation
DWYPD	Department of Women, Youth and Persons with Disabilities
EISD	Gauteng Department of Environmental and Infrastructure Services (EISD)
EPWP	Expanded Public Works Programme
FTFA	Food and Trees For Africa
GBV	Gender-based violence
GHG	Greenhouse gas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GMO	Genetically Modified Organism
GRBPMEA	Gender-responsive budgeting, planning, monitoring, evaluation and auditing
IDP	Integrated Development Plan
IKI	International Climate Initiative of the GIZ
IPCC	Intergovernmental Panel on Climate Change
IRP	Integrated Resource Plan
NASA	National Aeronautics and Space Administration (USA)
NDCs	Nationally Determined Contributions
NDP	National Development Plan
NEMA	National Environmental Management Act (Act 107 of 1998)
NGOs	Non-governmental organisations
NIDS-CRAM	National Income Dynamics Study – Coronavirus Rapid Mobile Survey
NPOs	Non-profit organisations
PEPUDA	Promotion of Equality and Prevention of Unfair Discrimination Act (Act 4 of 2000)
SADC	Southern Africa Development Community
SAIIA	South African Institute of International Affairs
SALGA	South African Local Government Association
SDCEA	South Durban Community Environmental Alliance
SDG	Sustainable Development Goals
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
WfL	Working for Land Programme
WfW	Working for Water Programme
WoF	Working on Fire



GLOSSARY OF TERMS

Cisgender: Having a gender identity that matches the sex you were given at birth (Thorpe, 2018).

Climate change: “Climate change is a long-term change in the average weather patterns that have come to define Earth’s local, regional, and global climates” (NASA, 2020). These changes have observed effects, which are synonymous with the change.

Climate change adaptation: This means anticipating the adverse effects of climate change and taking appropriate action to prevent or minimise the damage they can cause. Examples include using scarce resources more efficiently, etc. (European Commission, 2020).

Climate change mitigation: This refers to efforts to reduce or prevent emission of greenhouse gases including by using new technologies and renewable energies, making equipment more energy efficient, or changing management or consumer behaviour and practices (United Nations Environment Programme, 2020).

Gender: Gender is a social category rather than a biological trait, and is formed throughout one’s lifetime (Thorpe, 2018).

Gender binary: The gender binary is the flawed classification of sex and gender into two distinct, opposite, and disconnected forms of ‘masculine’ or ‘feminine’ (Thorpe, 2018).

Gender identity: Gender identity is what one feels oneself to be in gender terms (e.g. male, female, non-binary, non-conforming, genderqueer). Gender identity is thus internal – how you feel about yourself. A genderqueer person does not subscribe to conventional gender distinctions, and identifies with neither, both, or a combination of genders (Thorpe, 2018).


Gender presentation or expression: Gender presentation is the way in which people express their gender identity through behaviour, language, body language, clothing, and/or mannerisms. This is an external presentation of a gender identity, often categorised by the gender binary, or gender spectrum. Your gender presentation can be aligned to your gender identity, or it can be divergent from it (Thorpe, 2018).

Gender roles: Societal expectations around what persons are supposed to do based on their ascribed gender. These roles are thus not neutral, and have implications on how women, men, and trans persons are perceived in society (Thorpe, 2018).

Gender-responsive planning, budgeting, monitoring, evaluation and auditing: This aims to bring gender-mainstreaming to all elements of government spending and planning. This does not imply separate budgets and plans, but rather the integration of gender mainstreaming into existing budgets. South Africa has made commitments to end (Department of Women, 2018).

Gender-based violence (GBV): Violence that is directed at an individual based on their real or perceived gender identity or biological sex. GBV occurs as a result of normative role expectations and unequal power relationships between genders in a society (Safer Spaces, 2020).

Gender mainstreaming: Gender mainstreaming is the process of “assessing the implications for women and men of any planned action, including legislation policies or programmes, in any area and at all levels” (International Labour Organisation, 2017). This requires that the needs, concerns, and experiences of all genders as an integral part of design, implementation, monitoring and evaluation to avoid the perpetuation of inequality. The ultimate goal of gender mainstreaming is gender equality. There are seven principles which are:

- 
1. Adequate accountability mechanisms for monitoring progress need to be established.
 2. The initial identification of issues and problems across all area(s) of activity should be such that gender differences and disparities can be diagnosed.
 3. Assumptions that issues or problems are neutral from a gender-equality perspective should never be made.
 4. Gender analysis should always be carried out.
 5. Clear political will and allocation of adequate resources for mainstreaming, including additional financial and human resources if necessary, are important for translation of the concept into practice.
 6. Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making.
 7. Mainstreaming does not replace the need for targeted, women-specific policies and programmes, and positive legislation; nor does it do away with the need for gender units or focal points.

Intersectionality: The impact of the intersections of different elements of a person's identity (e.g. race, class, gender, sexual orientation, etc.). This term implies that you cannot separate different parts of a person's identity, and that the sum of these elements is greater than any single parts. When you take intersectionality into account, you consider differences both between and within groups (Crenshaw, 1993).

Sex: The biological and anatomical characterisation socially agreed upon as defining a person as male, female, or intersex. This encompasses physical indicators that include sex organs, chromosomes and hormones (Thorpe, 2018).

CHAPTER 1: INTRODUCTION

1.1. CLIMATE CHANGE AND GENDER – THE EVIDENCE AND THE URGENCY FOR ACTION

Over the last few years, the impact of the climate crisis has become increasingly visible.

Extreme weather events such as floods, droughts, and fires have become more common, with detrimental effects on communities and ecosystems across the world. In the first half of 2020, scientists had already begun predicting that 2020 had a 75 percent chance of being recorded as the hottest year ever measured with instruments since records began, breaking the record set in 2016 (Watts, 2020). Changing climatic conditions affect sea levels, agricultural production, rainfall and water availability, temperatures and will have a huge impact on every species on the planet.


Although the outbreak of the COVID-19 pandemic and the subsequent lockdown measures have temporarily reduced global emissions, the climate crisis ‘continues unabated’ and remains the greatest challenge of our time (Watts, 2020). The COVID-19 pandemic offers a “stark reminder of how ignoring biophysical risks can have catastrophic health and economic impacts at the global scale” (World Economic Forum, 2020: 7). It also reveals the interconnectedness of the world’s social, health, economic, and environmental systems. At the very least, the crisis offers governments across the world the opportunity to ‘build back better’ by transforming the systems that are not working, while building the resilience of our communities, particularly those who are most vulnerable to or affected by climate change impacts – the young, the elderly, and women (C40, 2019).

South Africa is a significant contributor to climate change and its actions to mitigate its contribution have been insufficient. South Africa is the 14th largest greenhouse gas (GHG) emitter globally, and it is the biggest on the African continent. Climate Action Tracker (2019) rates South Africa’s efforts to keep global warming below 2°C – let alone 1.5°C as “highly insufficient”. To achieve the commitments of the Paris Agreement, South Africa needs to adopt “more ambitious actions by 2050 beyond the Integrated Resources Plan 2019, such as increasing renewable energy capacity further by 2030 and beyond, fully phasing out coal-fired power generation by latest 2040, and substantially limiting natural gas use” (Climate Action Tracker, 2019). Yet, the COVID-19 crisis and the associated economic impacts put South Africa’s adjustment to a lower-carbon economy at risk (Stoddard, 2020), and the travel restrictions to curb the spread of COVID-19 have affected climate change diplomacy (Kings, 2020). It has also exacerbated inequality and socio-economic disparity in the country (NIDS-CRAM, 2020).

Several South African key sectors will be impacted by climate change (Babugura, 2010). These include water, agriculture, forestry, biodiversity and ecosystems, human health, urban environment and rural livelihoods (Ibid: 17). This will in turn affect poverty, food security, and hunger, and other social issues.

South Africa is amongst the most unequal countries in the world (Webster, 2019), meaning that certain groups will be harder hit by climate change than others. “The degree to which people are affected by climate changes impacts in partly a function of their social status, gender, poverty, power and access to and control over resources” (UNDP, 2011: 1). Research shows that the poorest, most vulnerable groups within society are most at risk and disproportionately impacted by extreme weather events and climate related disasters such as floods, droughts, and rising sea levels. In addition, climate change will exacerbate existing inequalities, including gender inequality (Deutsche Welle, 2020).

It has increasingly been acknowledged that climate change has differentiated impacts on women and men, and on local and indigenous peoples (UNFCCC, 2019). The UNFCCC (2019: 5) reports that “differentiation is widely considered to be based on pervasive historical and existing inequalities and multidimensional social factors rather than biological sex.” The extent to which gender is integrated into climate change laws, policies, frameworks and action plans varies considerably. There are three broad themes that illustrate how the impacts of climate change are differentiated (Ibid: 6). “Firstly, and most commonly, an actual or perceived increase in the vulnerability of certain individuals, groups, and communities; secondly, who is involved in decision-making and what attitudes are taken towards responses to climate change impacts; and lastly, who benefits from action on climate change impacts” (Ibid).



Women, especially poor women, are one of the groups most vulnerable to the effects of climate change, and least likely to have the resources to cope with them (UNFCCC, 2019; The Georgetown Institute for Women, Peace and Security, 2015; Deutsche Welle, 2020). For example, climate change increases the likelihood of natural disasters. Women are 14 times as likely as men to die during a disaster (UN Women, 2018a), and to be negatively affected in the aftermath by stress-related or health issues, gender-based violence, depression, and loss of livelihoods (C40, 2019). For instance, when Cyclone Idai swept across Southern African countries (Malawi, Zimbabwe, and Mozambique) in 2019, women's access to health was negatively affected, and their risk of exploitation and sexual violence was increased (UN News, 2019). This has ramifications for this generation, but also future generations. For example, when crops fail, families often pull their children out of school, and it is frequently girl children who are pulled out first (Deutsche Welle, 2020; Oxfam International, 2019). This is linked to existing social norms that allocate care work to women and undervalue their economic roles. In South Africa, these family norms are deeply entrenched, and problematic ideas of masculinity and femininity mean that women are less able to engage economically, and more likely to do the majority of the unpaid work within the home (Mokomane et al, 2020). Women in South Africa are more likely to be poor, unemployed, and to be responsible for care work at home (Ibid). As climate change increases the chances of water-borne and other illnesses, women will have an increased care burden (Brody, Demetriades and Esplen, 2008).

Gender inequality and climate change are amongst the most pervasive threats to sustainable development in South Africa and globally (Department of Planning, Monitoring, and Evaluation, 2019a, 2019b; UNDP, 2016). The systemic inequalities/disparities in access to and control over resources, land rights, political representation, and employment create differences between women and men's vulnerability to climate impacts (C40, 2019). Systemic inequalities have gender related consequences in responding to and policy development for climate change. Thus, in order for South Africa, or any country, to effectively respond, adapt to, and mitigate climate change, their policy, planning and budgeting need to be gender responsive.

“Men and women are not homogeneous categories thus it is important to understand how gender norms and power relations influence women's and men's exposure, and capacity to respond to climate change in local situations” (UNFCCC, 2019: 6). In essence, differences in vulnerabilities do not come from climatic factors, or biology, but from discriminatory laws and policies, socio-economic inequality and women's exclusion from decision-making and their lower control over resources, and gendered social norms and roles. Thus, a gender-responsive approach to addressing and responding to climate change requires “a nuanced approach to assessing vulnerability that captures the multiple and intersecting social pressures mentioned above to ensure that policies, plans, and actions are addressing the root causes of vulnerability and not simply ‘adding women’” (Ibid: 8).

Women need to be equally represented and equal participants and agents of change in climate change solution development. Recent studies reveal that not only is women's participation important, but also how they participate and how much is critical (UNDP, 2011). Because women often show more concern for the environment, support pro-environmental policies and vote for pro-environmental leaders, their greater involvement in politics and in citizen mobilisation could result in environmental gains, with multiplier effects across development goals. Yet, women continue to be “under-represented in high-level climate negotiations” (C40, 2019:18). Despite a five percent increase in the number of women represented in national delegations to the United Nations Climate Change conferences between 2008 and 2014, African women remain disproportionately represented (C40, 2019). This requires addressing the barriers to women's participation and contribution to climate change decision-making, policy formulation, and implementation action (UNFCCC, 2019).


Educating and empowering women and girls has a huge impact on the success of climate change mitigation strategies– in fact, according to Project DrawDown, it is the second most effective solution to reducing heat trapping gases and thus in responding to climate change (Project DrawDown, 2020). Education improves women's earning potential and reduces family size, and it improves women's ability to respond to and prevent some of the harmful effects of climate change (such as water borne diseases and parasites). It also empowers women to take on leadership roles, and to cope with the shocks of climate change (Ibid).

The benefits from responses to the impacts of climate change cannot be assumed to benefit women and men equally (UNFCCC, 2019). A just transition towards renewable energy thus requires that action be taken to overcome gender disparities in the industrial sector in the transition to a low-carbon economy (Ibid). The principles of a just transition, as outlined in the Climate Justice Charter (2020) are identified in the box below.

THE PRINCIPLES FOR DEEP JUST TRANSITIONS (CO-OPERATIVE AND POLICY ALTERNATIVE CENTER AND SOUTH AFRICAN FOOD SOVEREIGNTY CAMPAIGN, 2020: 3)

Every community, village, town, city and workplace has to advance the deep just transition to ensure socio-ecological transformation. The following principles shall guide the alternatives, plans, and processes towards a deep just transition in our society:

- 3.1. Climate Justice:** Those least responsible must not be harmed, or carry the cost of climate impacts. Hence the needs of workers, the poor, the landless, people with disabilities, grassroots women, children and vulnerable communities have to be at the centre of the deep just transition. The benefits of socio-ecological transformation must be shared equally.
- 3.2. Social Justice:** Climate justice is social justice. Confronting all forms of discrimination and oppression as it relates to race, class, gender, sex, and age, to secure climate and social justice.
- 3.3. Eco-centric Living:** To live simply, slowly, and consciously, in an eco-centric way, which recognises the sanctity of all life forms, our inter-connections and enables an ethics of respect and care.
- 3.4. Participatory Democracy:** All climate and deep just transition policies must be informed by the voices, consent, and needs of all people, especially those facing harm.
- 3.5. Socialised Ownership:** In workplaces and communities, people's power must express itself through democratic control and ownership, including through democratic public utilities, cooperatives, communing, communal ownership and participatory planning, including participatory budgeting, in towns and cities, to ensure collective management of the life enabling commons and systems.
- 3.6. International Solidarity:** Everyone's struggle is a shared struggle to sustain life. In the context of worsening climate shocks, international solidarity is central to the deep just transition as it serves to unite all who are struggling for emancipation and for a post carbon world.
- 3.7. Decoloniality:** Colonial, neo-colonial and imperial domination are driving us towards extinction. This is based on the workshop of extractivism, technology, finance, violence and markets. We will actively delink from this system as we affirm an emancipatory relationship between humans and with non-human nature rooted in our history, culture, knowledge, and the wider struggle of the oppressed on planet earth.
- 3.8. Intergenerational justice:** Care for our planetary commons and ecosystems is crucial for intergenerational justice; to secure a future for our children, youth, and those not yet born.



Attempts to solve the crisis without accurate data and gender-responsive planning, budgeting, and programming could entrench existing inequalities, making women even more vulnerable. Accurate data and gender indicators are vital to ensuring that policies for the environment and sustainable development address gender gaps (UN Women, 2018b). Despite knowledge of the differentiated impacts of climate change from a gender perspective, broader effects on gender equality, as well as gender-differentiated participation opportunities, these aspects are inadequately documented and reflected in climate change responses (Ibid). However, a gender-sensitive response is not simply a dataset showing that climate change has different impacts on men and women, but rather an understanding of the way that climate change can exacerbate and entrench these inequalities further (Brody, Demetriades and Esplen, 2008).

Since 2015 there have been renewed efforts to address climate change and gender inequality in an integrated way and South Africa has signed on to these efforts. The landmark Paris Agreement and the Sustainable Development Goals (SDGs) set clear targets for states to respond to the climate crisis in an integrated way, and to ensure that the response is gender equitable and inclusive. In addition, South Africa's Constitution, as well as several laws and policies, commit it to incorporating a gender lens into its response.

South Africa's submission to the UNFCCC on gender and climate change (South African Government, 2019a) noted that there has been relatively limited analysis of the gender dimensions of climate change to date, citing a "lack of downscaled data, which makes it hard to predict how the climate will change at a very local level" (Ibid: 1). The submission notes that the gendered dimensions of poverty and the social, economic, and political barriers that limit women's resilience to climate change impacts will mean that women will be most affected by climate change. It notes particular efforts to integrate gender considerations into adaptation, mitigation, capacity-building action for climate empowerment, technology, finance policies, plans, and actions. But there has not been a comprehensive review that examines the extent to which South Africa's response to climate change will meet gender equality targets and goals.

1.2. PURPOSE OF THIS STUDY

The purpose of the report is to

- (i) Evaluate the extent to which South Africa's current legislative and policy framework on climate change incorporates gender considerations through drawing on case studies of countries with similar legislative commitments to gender equality;
- (ii) Analyse the findings of primary research conducted via interviews and focus groups; and
- (iii) Identify opportunities for enhancing the gender-responsiveness of South Africa's response to climate change and propose recommendations for engagement and advocacy for gender-sensitive responses to climate change in South Africa.

1.3. METHODS

The research methodology for this report consists of a desktop review of global, national, and provincial law and policy, and an analysis of the findings of primary research conducted via interviews and focus groups.

1.3.1. Literature Review

The literature review entailed desktop research on global commitments to addressing gender equality and climate change, national law and policy, and policies for the Gauteng, KwaZulu-Natal, Western Cape and Limpopo Provinces. Climate change policies within the four project provinces were assessed for their use of gender-responsive language and the extent to which they could be considered as having taken gender into account.



This legislation and policy review aimed to:

- Assess the extent to which existing legislation and policies make provision to address or mitigate the gendered effects of climate change; and
- Assess recommendations on the gaps and opportunities identified, including in terms of participation in decision-making processes with regards to climate change mitigation and adaptation.

1.3.2. Interviews and Focus Groups

The case study interviews took place through phone calls and Zoom. A total of twelve structured interviews were conducted between 09 April 2020 and 15 July 2020 across the four project provinces. A summary of the interviewees and the questions are found in the annexures.

Focus groups took place in Gauteng and Limpopo. Unfortunately, the COVID-19 pandemic affected the ability of the team to access the Gauteng recordings. The Limpopo focus groups included 71 participants from various communities across the province. Details are included in the annexures.

1.4. REPORT STRUCTURE

This report is structured as follows:

- Chapter 2 and 3 provides the law and policy literature review.
- Chapter 4 examines the findings of the interviews and focus groups conducted during the course of this research study, exploring public perceptions of the integration of gender into climate change work.
- Chapter 5 provides a discussion of the findings of both the literature review and primary data.
- Chapter 6 provides recommendations around future opportunities for action and concludes the report.
- Annexures: contain background information on the study, and provide more detail on the provincial and local policies that were analysed.

CHAPTER 2: GLOBAL AND NATIONAL LITERATURE REVIEW

“Gender equity should not be seen narrowly as a woman’s issue..., it is an issue that requires men and women to work together in search of solutions that are both practical and based on principle. Increasingly, those solutions will be neither acceptable nor sustainable if the equal rights, dignity and worth of men and women are not respected.”

– Koïchiro Matsuura, Director-General of UNESCO
(as quoted in Babugura, 2010)

Both climate change and gender inequality have a profound impact on the ability of states to promote sustainable socio-economic development. Approaches to addressing the impacts and causes of climate change have stereotypically replicated historical power relations. Despite clear evidence of differential vulnerabilities, and evidence of the importance of gender equal representation in developing mitigation and adaptation responses to climate change, “women still have less economic, political and legal clout and are hence less able to cope with – and are more exposed to – the adverse effects of the changing climate” (UNDP, 2016).

This section of this report outlines some of the key global developments in terms of taking gender equality into account in the climate change response and highlights South Africa’s commitments to responding to climate change and to promoting gender equality. It attempts to examine the extent to which there is gender-mainstreaming within climate policies, and a climate change lens in gender-related policy.

2.1. GLOBAL POLICY ANALYSIS

CLIMATE CHANGE AND THE GENDER GAP GLOBALLY (UNDP, 2016: 5)

80%

OF PEOPLE DISPLACED BY CLIMATE CHANGE ARE WOMEN

Globally, women earn 24 percent less than men and hold only 25 percent of administrative and managerial positions in the business world – 32 percent of businesses have no women in senior management positions. Women still hold only 22 percent of seats in single or lower houses of national parliament.



9/10

NINE IN TEN COUNTRIES HAVE LAWS IMPEDING WOMEN’S ECONOMIC OPPORTUNITIES, SUCH AS THOSE WHICH BAR WOMEN FROM FACTORY JOBS, WORKING AT NIGHT, OR GETTING A JOB WITHOUT PERMISSION FROM THEIR HUSBAND.

A STUDY USING DATA FROM 219 COUNTRIES FROM 1970 TO 2009 FOUND THAT, FOR EVERY ADDITIONAL YEAR OF EDUCATION FOR WOMEN OF REPRODUCTIVE AGE, CHILD MORTALITY DECREASED BY 9.5 PERCENT.



2 000 000

WOMEN AND CHILDREN – FOUR A MINUTE – DIE PREMATURELY DUE TO ILLNESS CAUSED BY INDOOR AIR POLLUTION, PRIMARILY FROM SMOKE PRODUCED WHILE COOKING WITH SOLID FUELS.



MORE THAN 70 PERCENT OF PEOPLE WHO DIED IN THE 2004 ASIAN TSUNAMI WERE WOMEN. SIMILARLY, HURRICANE KATRINA, WHICH HIT NEW ORLEANS (USA) IN 2005, PREDOMINANTLY AFFECTED POOR AFRICAN AMERICANS, ESPECIALLY WOMEN.

WOMEN DO NOT HAVE EASY AND ADEQUATE ACCESS TO FUNDS TO COVER WEATHER-RELATED LOSSES OR ADAPTATION TECHNOLOGIES. THEY ALSO FACE DISCRIMINATION IN ACCESSING LAND, FINANCIAL SERVICES, SOCIAL CAPITAL AND TECHNOLOGY.



IF ALL COUNTRIES WERE TO MATCH THE PROGRESS TOWARD GENDER PARITY OF THE COUNTRY IN THEIR REGION WITH THE MOST RAPID IMPROVEMENT ON GENDER INEQUALITY, AS MUCH AS \$12 TRILLION COULD BE ADDED TO ANNUAL GLOBAL GDP GROWTH IN 2025.

Differences in vulnerability and exposure arise from non-climatic factors and from multidimensional inequalities often produced by uneven development processes. These differences shape differential risks from climate change (IPCC, 2014: 6 as cited in UNDP, 2016:2).

In the global context there are a number of key international agreements that characterise the response to both climate change and gender inequality – though few are integrated. The establishment of the SDGs (which followed the Millennium Development Goals), and the Paris Agreement in 2015 both set new benchmarks for an integrated approach to gender-responsive development and climate change.


South Africa is a signatory to a number of regional and international treaties that commit it to enhancing gender equality, addressing climate change, or both. Key treaties and policy documents are highlighted below:

- **The United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement** – At COP21 in Paris on 12 December 2015, Parties to the UNFCCC reached an agreement to combat climate change and to accelerate and intensify the actions and investments needed for a sustainable low-carbon future, building on the UNFCCC and bringing all nations together with the goal of undertaking ambitious efforts to combat climate change. This Agreement



entered into force in 2016. The Paris Agreement requires all States Parties to make Nationally Determined Contributions (NDCs), which represent their efforts to reduce emissions and adapt to the impact of climate change post-2020. This includes reporting regularly on emissions and their implementation efforts (UNFCCC, 2020). Together, the NDCs from States Parties will determine whether the world is able to achieve the goals of the Paris Agreement. South Africa's first NDC report indicated that it was developing a National Climate Change Adaptation Strategy and Plan, that would be integrated with all relevant sector plans, and that would be informed by, among other things, gender considerations (UNFCCC, 2016). The Draft Climate Change Adaptation Strategy was published, went through multiple rounds of comments, and was approved for implementation in a Cabinet meeting on 5 August 2020 (South African Government, 2020a).


- **The United Nations SDGs (UN, 2015a):** South Africa was party to the Millennium Development Goals and has signed on to the SDGs. SDG 5 focuses on achieving gender equality through, amongst other actions, ending discrimination and violence (including harmful cultural practices), recognizing the value of paid and unpaid work, promoting and ensuring women's sexual and reproductive rights, and ensuring women's full participation in the economy and decision making. The SDGs also include commitments to: Make cities and human settlements inclusive, safe, resilient and sustainable (SDG 11); Ensure sustainable consumption and production patterns (SDG 12); Take urgent action to combat climate change and its impacts (SDG 13); Conserve and sustainably use the oceans, seas, and marine resources for sustainable development (SDG 14), and Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss (SDG 15). The SDGs apply a 'leave no person behind approach' and require inclusive participation (as embodied in SDG 16). South Africa published their first Voluntary National Report (VNR) in 2019 (Department of Planning, Monitoring and Evaluation, 2019a). The report notes that low economic growth has impeded the country's ability to prepare for the effects of climate change and that South Africa's reliance on coal "impacts negatively on the country's greenhouse gas emissions" (Ibid: 31). South Africa highlights that it has developed 13 risk-reduction strategies to address climate change (Ibid: 195 and 249), and notes that continuing to strengthen the national climate change response environment is a priority (Ibid: 249). In terms of SDG 5, violence against women poses a significant threat to South Africa's ability to achieving this goal.
- **African Union (AU) Agenda 2063 (AU, 2015):** Agenda 2063 is the AU continental strategic framework that aims to deliver on its goals for inclusive development. It identifies seven priorities, which address both gender equality and climate change. In terms of Priority 1: A Prosperous Africa, based on Inclusive Growth and Sustainable Development, sub-goal 7 is Environmentally sustainable and climate resilient economies and communities, which includes (among other focus areas) climate resilience and natural disasters preparedness and prevention (AU, 2015). Priority Area 6 is An Africa Whose Development is people-driven, relying on the potential offered by African People, Especially its Women and Youth, and caring for Children. This includes sub-goal 17: full gender equality in all spheres of life. Agenda 2063 thus provides a commitment to a gender-responsive approach to climate change.
- **The Gender Plan of Action under the Convention on Biological Diversity (CBD) (2015 – 2020)** (United Nations, 2015b) aims to mainstream a gender perspective into the implementation of the Convention and the associated work of the Secretariat; to promote gender equality in achieving the three objectives of CBD and the 2010 Biodiversity Target; to demonstrate the benefits of gender mainstreaming in biodiversity conservation, sustainable use and benefit sharing from the use of genetic resources; and to increase the effectiveness of the work of the Secretariat of the CBD. It proposes possible actions by parties that focus on integrating gender into plans and ensuring that women are represented in decision-making.
- **AU Draft African Strategy on Climate Change (2014)** identifies actions for African countries around climate change, including developing Nationally Appropriate Mitigation Actions. It identifies gender as a key cross-cutting issue, noting that women are more affected by climate change and vulnerable to its impacts because of the intersections between gender and poverty (AU, 2014: 54). Goal 33 of the Draft Strategy is to 'reduce the impacts of climate change on gender,



youth and disadvantaged groups' and identifies four actions in line with this goal (Ibid). These are: (1) Support and enhance education, training and capacity building for women, the youth and disadvantaged groups so as to increase awareness and their participation in decision making on climate change issues; (2) Facilitate a review of existing climate change coping strategies and policies from a gender perspective; (3) Promote gender mainstreaming (and mainstreaming of youth and disadvantaged groups concerns/issues) into climate change frameworks as well as sectoral policies and programs; and (4) Promote gender sensitive adaptation measures to address the impacts of climate change on women, the youth, and other disadvantaged groups (Ibid).

- **The Southern African Development Community (SADC) Protocol on Environmental Management for Sustainable Development (2014).** Article 12 commits States Parties to take measures to address issues of climate change, including trans-boundary considerations, by adopting the necessary legislative and administrative measures to enhance adaptation to the impacts of climate change, bearing in mind the diverse and gender-differentiated levels of vulnerabilities, and to taking nationally appropriate voluntary climate change mitigation measures (UNFCCC, 2015: Slide 4). South Africa approved this document in 2017.¹
- **SADC Policy Paper on Climate Change: Assessing the Policy Options for SADC Member States (2012)** outlines the impact of climate change in SADC on health and human security, the economy, agriculture, trade, tourism, water, forestry, and the energy sector. The paper outlines the value of the development of a SADC Climate Change Strategy and establishing a permanent commission on climate change at the SADC Secretariat and a term of reference for SADC. Commissions on Climate Change (which should include a focus on gender equity). The report noted that “The gender dimensions of climate change and possible implications of climate change for indigenous people were also considered to be missing in the Draft Policy Document” (SADC, 2012: 46).
- **Climate Change Adaptation in SADC - A Strategy for the Water Sector (2011)** identifies that water is a key resource for sustaining life and society, and that climate change adds pressures to existing threats on fresh-water resources and water management systems (SADC, 2011: 4). The document notes that “the time and energy lost in hauling water from long distances, predominantly undertaken by women and girls, deprives them [from] engag[ing] in livelihood generating activities” (Ibid: 22). The Strategy suggests that it shall be affected by action plans, however it does not include a recommendation for those action plans to include gender-related indicators.
- **The SADC Protocol on Gender and Development (SADC, 2008)** – commits States Parties to ensuring the equal participation of women and men in decision making by developing and implementing policies, strategies and programmes to build women’s capacity to participate effectively through leadership and gender sensitivity training and mentoring, providing support structures for women in decision-making positions, establishing structures to enhance gender mainstreaming, and changing discriminatory attitudes and norms of decision making structures and procedures. Article 18 focuses on access to property and resources, and commits States Parties to review all policies and laws that determine access to, control of, and benefit from, productive resources by women in order to: end all discrimination against women and girls with regard to water rights and property such as land and tenure thereof. Unfortunately, the SADC Protocol does not mention climate change, or addressing this issue in a gender-equitable way.
- **The African Union (AU) Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa (Maputo Protocol) (AU, 2003)** This protocol commits States Parties to combating all forms of discrimination against women through appropriate legislative, institutional and other measures and to promoting political participation amongst other goals. The Maputo Protocol does not specifically mention ‘climate change’ but

¹ It was not possible to find this agreement online, thus a more thorough assessment was not possible.



does include commitments to respond to this issue. Article 18 includes the right to a healthy and sustainable environment, and commits state parties to “take appropriate measures to ensure greater participation of women in the planning, management and preservation of the environment and the sustainable use of natural resources at all levels” (Ibid: Article 18) including promoting research and investment into renewable energy sources and technologies and ensuring that women are able to access these and participate in their control. In addition, it commits States Parties to protecting and enabling the development of women’s indigenous knowledge systems, among other issues. Article 19 also provides the right to sustainable development, and thus commits States Parties to take all appropriate measures to include a gender perspective in national development planning procedures, ensure the participation of women at all levels of decision-making and implementation, and promote women’s access to and control over productive resources, among other commitments (Ibid: Article 19).

- **The United Nations Beijing Declaration and Platform for Action (BPFA) (1995)**
The BPFA commits States Parties, as well as civil society and the private sector, to take steps to address 12 critical areas of concern for gender equality, which includes “gender inequalities in the management of natural resources and in the safeguarding of the environment” (United Nations, 1995).² The BPFA does not specifically mention ‘climate change’ but does include commitments to respond to this issue. In terms of women and the environment, the BPFA recognizes that “women have an essential role to play in the development of sustainable and ecologically sound consumption and production patterns and approaches to natural resource management” and that “the deterioration of natural resources displaces communities, especially women, from income-generating activities while greatly adding to unremunerated work” (Ibid: 103). The BPFA also notes the importance of inclusivity at the level of policy formulation and decision-making, and the importance of women’s knowledge about the impacts and effects of climate change as they are often “the most stable members of the community” (Ibid: 104) whilst men are involved in migrant labour systems. They thus identify that governments and other actors should pursue gender-mainstreaming and gender analysis prior to making decisions. The strategic objectives for this area of concern are to involve women actively in environmental decision-making at all levels; integrate gender concerns and perspectives in policies and programmes for sustainable development; and to strengthen or establish mechanisms at the national, regional, and international levels to assess the impact of development and environmental policies on women. Actions in terms of each of these goals are spelled out by the BPFA.
- **United Nations Convention on the Elimination of Discrimination Against Women (CEDAW) (1979):** CEDAW is a set of minimum standards that governments need to meet to ensure that gender equality is promoted, and discrimination prohibited. In terms of legal requirements, it commits States Parties to eliminating discriminatory laws and promoting and protecting the rights of vulnerable women. This includes promoting women’s participation in all areas of life including education, politics, and employment. Article 14 commits States Parties to addressing the particular problems faced by rural women and the significant role that they play in the economic survival of their families. It also commits States Parties to taking all measures to eliminate discrimination against women in rural areas to ensure that they benefit from rural development, and have the right to enjoy adequate living conditions, including in relation to water supply. CEDAW does not mention the environment or climate change.

South Africa’s Constitution requires that courts, tribunals and forums are required to consider international law when interpreting the Bill of Rights (The Constitution of the Republic of South Africa, 1996: Section 39). Therefore, with regard to its international commitments, South Africa has a duty to address climate change in a manner that is gender-responsive and a duty to include women in decision-making processes in this regard.

² The 12 areas are: Women and poverty, education and training of women, women and health, violence against women, women and armed conflict, women and the economy, women in power and decision-making, institutional mechanisms, the human rights of women, women and the media, women and the environment, and the girl child.

2.2. SOUTH AFRICAN NATIONAL LAW AND POLICY ANALYSIS


GENDER EQUALITY IN SOUTH AFRICA

- Women are more likely than men to be unemployed, and women's economic participation is lower than men's in all sectors of the economy except private households (Statistics South Africa, 2020a).
- More women than men live below the poverty line (Statistics South Africa, 2017)
- Girls are more likely than boys to drop out of school and university due to family responsibility (Statistics South Africa, 2019c).
- Where women are employed their employment is lower-paid, with women earning 30 percent less than men on average (Statistics South Africa, 2020b)
- Women are less likely than men to own land and property (Department of Rural Development and Land Reform, 2018), or their own businesses (International Finance Corporation, 2018).
- There are high levels of gender-based violence in South Africa, including high levels of reported rape, and domestic violence (Interim Steering Committee on GBV, 2019).
- More men than women are represented in Cabinet, Parliament, Provincial Government Leadership, and Local Government (South African Government, 2019b).
- Children are more likely to live just with their mothers than just with their fathers (Statistics South Africa, 2019b).
- Women are likely to be responsible for the majority of household chores in South Africa regardless of whether they work or not – On average, women spent almost two hours (107 minutes) more per day on household maintenance than men (Statistics South Africa, 2013). They were also more likely than men to cite that it was 'usually / always me' who did the laundry (females 82.2 percent / males 12.1 percent); cares for sick family members (females 61.8 percent / males 16 percent); shops for groceries (females 54.2 percent / males 14.3 percent); does the household cleaning (females 78.1 percent / males 12.7 percent); and prepares the meals (females 85.8 percent / males 14.8 percent) (Mokomane, et al, 2020).
- Female-headed households are more common in rural areas and are more likely than urban households to be large (Statistics South Africa 2019b).
- Female-headed households are less likely than male-headed households to have access to piped water (Statistics South Africa, 2019d).
- Thirteen percent of households in South Africa use solid fuels for cooking and the use of solid fuels is more common in rural areas than in urban areas (Department of Health, Statistics South Africa, and South African Medical Research Council, 2019).
- Most households in South Africa access drinking water from piped water, but the source of piped water differs depending on location. Only nine percent of non-urban households have water piped to their dwelling, with 25 percent using a communal tap, and seven percent relying on surface water as their only source of drinking water (Ibid). Eight percent of households travel 30 minutes or longer to fetch water (Ibid).



At a national government level, South Africa has committed to mitigating and responding to climate change and to promoting and enhancing gender equality. These commitments are embodied in national law and policy. This section assesses some of the key law and policy related to climate change and gender equality, and, as is clear at the end of this analysis, there is still very little overlap between these two constitutional priorities.


- **The South African law and policy framework around gender equality is extensive,** founded in the Constitutional commitment to equality and non-discrimination on grounds including gender, sex, and sexual orientation (The Constitution of the Republic of South Africa, 1996: Section 9). South Africa has operationalised these constitutional commitments through legislation and policy that promotes gender equality and gender-responsiveness.
- **South Africa has two key laws that prohibit discrimination on the basis of gender.** The Promotion of Equality and the Prevention of Unfair Discrimination Act (PEPUDA) (Act 4 of 2000): Prohibits discrimination by the state or private institutions and individuals on a number of grounds including gender, sex, pregnancy, or marital status. PEPUDA also establishes Equality Courts which are courts designed expressly to deal with these issues. The Employment Equity Act (Act 55 of 1998) prohibits discrimination and promotes equal opportunity and fair treatment in employment. The Act defines harassment of an employee as unfair discrimination and prohibits it. The Act allows for the promotion of equality through affirmative action measures for certain groups. Additional legislation, such as the Basic Conditions of Employment Act (Act 75 of 1997) and the Labour Relations Act (Act 66 of 1995) aim to promote economic development and to regulate working conditions.
- **South Africa has extensive legislation and policy that prohibits violence against women** including the Criminal Law (Sexual Offences and Related Matters) Amendment Act (Act 32 of 2007), the Domestic Violence Act (Act 116 of 1998), the Prevention of Combating of Trafficking in Persons Act (Act 7 of 2013), and the Protection from Harassment Act (Act 17 of 2011). This is supplemented by significant policy, most recently the National Strategic Plan on Gender-Based Violence and Femicide (2020) which aims to create a more coordinated response to GBV by the state.
- **Three laws create legal provision for women's equal decision-making in leadership:** The South African Electoral Act (Act 73 of 1998), the Municipal Structures Act (Act 117 of 1998), and the Traditional Leadership and Governance Framework Act (Act 41 of 2003). The Electoral Act states that all parties and candidates must respect the rights of women, facilitate the full and equal participation of women in political activities, ensure the free access to political events, and take reasonable steps to ensure that women are free to engage in political activities. The Municipal Structures Act requires that parties seek to ensure that 50 percent of representatives on party lists are women. The Traditional Leadership and Governance Framework Act requires that 40 percent of traditional councils be democratically elected, and that a third of all members (elected and unelected) must be women.
- **The Strategic Framework for Gender Equality within the Public Service (2006 - 2015) aimed to spearhead the creation of an enabling environment that would facilitate the development of strategies, mechanisms, and interventions by government departments and provincial administrations, to achieve the strategic objective of women's empowerment and gender equality.** South Africa also has a large policy framework in relation to gender equality including the National Gender Policy Framework (2000) and Women's Charter for Effective Equality (1994). It also has a host of draft policies including the Framework for South Africa's National Gender Machinery (2019) and the Women's Financial Inclusion Framework (2019). These policies do not focus on gender and climate; however, they provide a broad commitment to gender-mainstreaming and an on-paper commitment to gender-mainstreaming in South African policy.
- **The Constitution also gives South Africans the right to a clean and healthy environment that is not harmful to their health or wellbeing and to have the environment protected,** for the benefit of present and future generations, through reasonable



legislative and other measures that prevent pollution and ecological degradation, promote conservation, and secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development (The Constitution of the Republic of South Africa, 1996: Section 24).

- **The National Environmental Management Act (NEMA) (107 of 1998) aims to provide for cooperative, environmental governance by establishing principles for decision-making on matters affecting the environment, institutions that will promote this governance, and procedures for coordinating environmental functions.** NEMA (Section 2 (4)(q)) notes that sustainable development requires the consideration of all relevant factors, including “the vital role of women and youth in environmental management and development must be recognised and their full participation therein must be promoted.” It also establishes the National Environmental Advisory Forum to inform the Minister of the views of stakeholders, and to advise the Minister, on any matter concerning environmental management and governance and establishing methods of compliance. It requires that the Minister appoint members and that “the Minister must take into account the desirability of appointing women, youth and persons disadvantaged by unfair discrimination and ensuring representation of vulnerable and disadvantaged persons” (Section 4 (2)).
- **This is expanded through extensive legislation related to protecting the environment.** This includes but is not limited to the National Environmental Management: Air Quality Act (Act 39 of 2004 and amendments) (no mention of gender); the National Environmental Management: Integrated Coastal Management Act (Act 24 of 2008) (only mentions women in relation to demolishing unlawful structures on coastal public property); National Environmental Management Act: Waste (Act 59 of 2008) (no mention of gender), National Environmental Management: Protected Areas Act (Act 57 of 2003) (no mention of gender), and the National Environmental Management Act: Protected Areas Act (Act 57 of 2003). Gender is not mainstreamed within these Acts. The Carbon Tax Act (Act 15 of 2019) establishes a carbon tax but makes no mention of gender.
- **Similarly, there is a large policy framework in relation to protecting the environment** including the White Papers on Marine Fisheries (1997), Conservation and Sustainable Biodiversity (1997), Environmental Management (1998), Integrated Pollution and Waste Management (2000), and National Environmental Management of the Oceans.
- **South Africa does not have a standalone gender equality law that defines its response to promoting gender equality, nor has it passed the Climate Change Bill** – thus, at the time of writing, there are no overarching laws to address the response to climate change or to gender equality. However, South Africa has an extensive law and policy framework to address various aspects of environmental protection. An analysis of law and policy, including draft policy, is discussed below. It is beyond the scope of this report to examine the extent to which these laws and policies have been effectively implemented. However, a recent report indicated that “the State is hamstrung by under-capacitated and inefficient institutional structures lacking focus and prioritisation in implementation” and although many laws and policies are in place “the transformational agenda for women in this country has lost momentum” (Department of Planning, Monitoring and Evaluation, 2019b: 14, 48).
- **The National Climate Change Adaptation Strategy was approved for implementation on 5 August 2020.** At the time of writing this report, only the May 2019 Draft Strategy was publicly available. It includes gender sensitivity as a guiding principle, and states that the development and implementation thereof, “will promote the participation of women, take gender differences in vulnerability to climate change into account, address the needs and priorities of both women and men and will not exacerbate gender inequalities” (Department of Environmental Affairs, 2019: 6). However, the strategy does not specify the mechanisms it will use to do so.
- **The Draft Climate Change Bill (2018)** was most recently published for comment on 8 June 2018. It aims to provide for a coordinated and integrated response to climate change and its impacts by all spheres of governance, provide for the management of climate change impacts and adaptation, and make a fair contribution to global effort to address climate change. The draft bill does not mention gender, women, or gendered-differential vulnerability.

- **The National Climate Change Response White Paper (2009)** presented the Government's vision for an effective climate change response and the long-term just transition to a climate-resilient and lower-carbon economy and society. It has two objectives: (1) Effectively manage inevitable climate change impacts through interventions that build and sustain South Africa's social, economic and environmental resilience and emergency response capacity; (2) Make a fair contribution to the global effort to stabilise GHG concentrations in the atmosphere at a level that avoids dangerous anthropogenic interference with the climate system within a timeframe that enables economic, social and environmental development to proceed in a sustainable manner. Amongst its principles, it includes *equity, special needs and circumstances, and uplifting the poor and vulnerable*. This includes "taking into account the special needs and circumstances of localities and people that are particularly vulnerable to the adverse effects of climate change, including vulnerable groups such as women, and especially poor and/or rural women; children, especially infants and child-headed families, the aged; the sick; and the physically challenged" (Department of Environmental Affairs, 2009: 11). It commits South Africa to empowering local communities, particularly women, who are often primary producers in the process of designing and implementing adaptation strategies (Section 5.7.2) and to collaborate with social networks such as community organisations, non-governmental organisations, women, and farmers organisations, and the Adaptation network to help raise awareness and to transfer technology and build capacity (Section 5.9.6). It also emphasises the importance of women within civil society organisations as key partners.
- **The National Development Plan 2030 (NDP) (2013)** identifies climate change as a significant threat to development, noting that it has the potential to impact food production, the availability of potable water, and will have consequences on migration. It suggests that South Africa's capacity to respond to climate change is compromised "by social vulnerability and dispersed and poorly planned development, rather than inadequate climate-specific policy" (National Planning Commission, 2013: 208). Thus, the primary approach to addressing climate change is to strengthen social and economic resilience by decreasing poverty and inequality, creating employment, increasing education and promoting skills development, improving health care, and maintaining the integrity of ecosystems and the many services that they provide (Ibid). The NDP notes that climate change is "already having an impact on South Africa, with marked temperature and rainfall variations and rising sea levels" (Ibid: 48) and that South Africa is a large contributor of greenhouse gases, which contribute to climate change, and thus there is a need to increase diversity in South Africa's energy mix (Ibid: 169). The NDP recognises that South Africa is particularly vulnerable to climate change and that it will have "a disproportionate impact on the poor, especially women and children" (Ibid: 33). It also notes that it will cause "more youthful and women migrants, and a growing number of migrants moving away from regions severely affected by climate change" (Ibid: 103). The NDP identifies that over the short term, there is a need to protect the natural environment and mitigate the effects of climate change, whereas over the long-term South Africa needs to manage the transition to the low-carbon economy without harming jobs or competitiveness (Ibid). The actions it identifies are not gender inclusive. By 2030, the NDP states, "South Africa's transition to an environmentally sustainable, climate-change resilient, low-carbon economy and just society will be well under way" (Ibid: 199), with several goals identified in that same section, and a set of guiding principles for the transition identified (Ibid: 2000). However, these guiding principles and goals do not explicitly include gender-responsive aims.
- **South Africa's Economic Strategy (2019) does not mention gender at all, ignoring the differential impacts of and access to the economy, however it does take note of the harmful impacts of climate change and the need to adapt.** It notes that South Africa's water supply will be affected by climate change, and that South Africa will not be able to support inclusive growth and economic transformation if water supply is constrained (National Treasury, 2019: 26, 27). It recommends a national water conservation programme to reduce waste water and demand in urban areas, and a comprehensive management strategy for water for investment and management purposes. It identifies agriculture as a primary focus for growth for the economy, and that agriculture plays a vital social and economic role (including for food security) and also notes that "many agricultural producers in South Africa are not insured against the negative impacts resulting from natural disasters, such as drought" (Ibid: 40). The strategy points to the need for a just transition from coal-powered energy to renewables, noting that this may include "initiatives aimed



at ensuring that those sectors that benefit from the transition contribute towards compensating the losers” (Ibid: 12) and that the technology choice in electricity planning should be influenced by the availability of skills, with an emphasis on renewable technologies (Ibid: 19). Thus, whilst the strategy alludes to the impacts of climate change, it does not identify the gendered implications of economic decisions to change South Africa’s energy supply mix, or to promote women’s economic empowerment through this strategy.

- **The Expanded Public Works Programme (EPWP) (2008) aims to provide work opportunities to young, unemployed, and marginalised South Africans.** There are a number of EPWP environmental programmes that also have a gender equality and inclusivity focus including Working For Water (WfW) which has a target of 60 percent women, 20 percent youth, 5 percent persons with disabilities; Working for Land (WfL) which has a target of 60 percent women, 20 percent youth and 2 percent disabilities; and Working on Fire (WoF) which in 2016 employed 37 percent women (Department of Environment, Forestry and Fisheries, 2016).
- **The Framework on Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (GRPBMEA) (2018) could improve gender-mainstreaming and budgeting, if it is properly implemented.** The Framework was introduced in 2018 by the Department of Women, Youth, and Persons with Disabilities (DWYPD), and aims to provide a sustainable and comprehensive multi-sectoral approach to gender mainstreaming within the country’s planning, monitoring and evaluation and public financing systems. The aim is therefore to institutionalise GRPBMEA in government, and to ensure that gender policy priorities are translated into gender-responsive programs and budgets. A central component of this framework is the development of a Country Gender Indicator Framework which has not yet been published.
- **Department of Environment, Forestry and Fisheries National Strategy towards Gender Mainstreaming in the Environment Sector (2016 – 2021) sets targets to improve the gender responsiveness of the sector.** This followed the Environment Sector Framework for Women Empowerment and Gender Equality (2013). The 2016 – 2021 Strategy aims to promote a gender-sensitive management approach in the environment sector, to ensure that initiatives in the sector are aimed to support the creation of policies that support gender mainstreaming, and to ensure gender analysis and mainstreaming during the development of new projects and including a gender perspective into the whole project cycle management (2016:1,2). The strategy notes that the absence of a gender-mainstreaming strategy limited the ability to collect gender-disaggregated data hence it includes a number of performance indicators related to gender. It notes that 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 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; and to ensure that all policies and policy measures take into consideration the gender impact of climate change (Ibid: 11). It identifies actions for gender and the green economy, gender and waste management, gender and biodiversity and conservation / oceans and coast management, and gender and air quality management. It also provides suggested questions that can be addressed within climate change programmes, as outlined in the text box below (Ibid: 12).
- **The Environment Sector Framework for Women Empowerment and Gender Equality (2013) aimed to respond to the gender impact of the work done by the sector.** It committed the then Department of Environmental Affairs (now the Department of Environment, Forestry and Fisheries) to take into account principles of gender equality in its employment practices, policies and service delivery. It also committed the Department to take initiatives that aim at addressing the imbalances of the past and gender inequality. The aim is thus to strengthen women’s participation, representation, and leadership in this sector, and to ensure active engagement and advice on environmental sector policy development matters. It also aimed to align with the Strategic Framework for Gender Equality within the Public Service (2006).

GENDER-RESPONSIVENESS OF CLIMATE CHANGE PROGRAMMES: QUESTIONS TO ASK

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?

What are the roles of men and women in mitigation and adaptation? With what results?

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?

- The **Disaster Management Amendment Act (Act 16 of 2015)** amended the original act, with the aim of providing measures to reduce the risk of disaster through adaptation to climate change and development of early warning mechanisms (among other aims) (Preamble). **In terms of climate change**, the Act requires that each national and provincial organ of state, each municipal organ of state other than a municipality, and each municipality must prepare a disaster management plan that sets out the way in which the concept and principles of disaster management are to be applied in its functional area. The plans must include expected climate change impacts and risks, identify appropriate measures and indicate how it will invest in disaster risk reduction and climate change adaptation, including ecosystem and community-based adaptation approaches (Section 10, 11, 14 and 15, 20, 21). **In terms of gender**, national, provincial, and municipal organs of state and municipalities are required to prepare disaster management plans that take note of the needs of women, children, the elderly, and persons with disabilities during the disaster management process (Section 11, 14, 20 and 21). The Amendment Act requires the inclusion of representatives of umbrella organisations for women, children, the elderly, and people with disabilities in the National Disaster Management Advisory Forum, Provincial disaster management advisory forum, and municipal disaster management advisory forums (Section 2, 19, 37). Furthermore, when a disaster has been declared, each organ of state must report quarterly to the National Disaster Management Centre on an analysis of the impact of the disaster in accordance with gender, age, disability and cultural perspectives (Section 10 (b)(c)). **The Policy Framework for Disaster Risk Management in South Africa (2005)** identifies the need for community-based disaster risk assessments, and that these should “actively include the participation of vulnerable communities and households, including physically isolated communities and female-headed and child-led households” and that “the active engagement of special needs groups, such as women, children and the elderly, improves the quality of the disaster risk assessment findings and increases the likelihood of community ownership in any disaster risk reduction interventions that may follow” (Minister for Provincial and Local Government, 2005: Section 2.1.4). It requires that all government officials and policy makers receive training on disaster risk reduction including on applied climate science (Ibid: Section 6.4.2). **Disaster Management Act (57 of 2002)** aimed to improve government planning to plan for an integrated and coordinated response to disaster management that focuses on reducing risk, mitigates the severity of disasters, and prepares for emergencies. The original act included no reference to gender and did not set gender targets for the structures it established to manage disaster. It also includes no mention of climate change.



2.3. SUMMARY OF FINDINGS: GLOBAL AND NATIONAL LITERATURE REVIEW

Globally, South Africa has made a number of important commitments to addressing climate change and gender equality and has made commitments to respond to climate change in a gender-responsive manner. The global analysis shows that South Africa has signed on to all key treaties and declarations in this regard, including the Paris Agreement on Climate Change and the SDGs. On the global stage, South Africa has thus made a commitment to taking gender into account.

In order for these global commitments to be meaningful, South Africa needs to take legislative and other steps towards their achievement and must publicise them. South Africa's Voluntary National Review Report on the SDGs acknowledges that South Africa has "good performance on policies and ratifying conventions, but improvements are needed on public awareness, especially at the provincial level, and disaggregated data and evidence to measure progress" including in relation to climate change (Department of Planning, Monitoring and Evaluation, 2019a: 18). Introducing legislation and policy that reflects international commitments remains vital, but equally vital is the public education work that entrenches these commitments at all levels of society.

The law and policy framework to respond to climate change at the national level is not gender inclusive. This is despite the fact that South Africa has made a constitutional commitment to non-discrimination and to a clean and healthy environment. There are frequent references to 'vulnerable groups' without a meaningful unpacking of who these groups are or the causes for and impacts of their vulnerability when it comes to climate change. Gender disaggregated targets and legal commitments are not the norm. **Two exceptions are the National Climate Change Response White Paper (2009) and the National Climate Change Adaptation Strategy (2019)** which commit South Africa to empowering local communities including women, and to collaborating with women-led civil society formations, and include gender sensitivity as a guiding principle.

There is also the possibility that the Framework on GRPBMEA may contribute to a more gender-inclusive approach at the national, provincial, and local level - however this is yet to be seen. The Department of Environment, Forestry and Fisheries' National Strategy towards Gender Mainstreaming in the Environment Sector also sets useful targets and identifies helpful questions for policy and law makers. But, it does not seem that this has filtered through to the legislative level. The absence of an overarching gender equality law, and gender-blindness of the most recent draft of the climate change bill indicates that these global and national commitments to gender equality have not been mainstreamed across other law and policy. The recent COVID-19 pandemic has illustrated the need for a re-examination of the Disaster Management Act from a gender-perspective to ensure that it does not entrench existing inequalities.

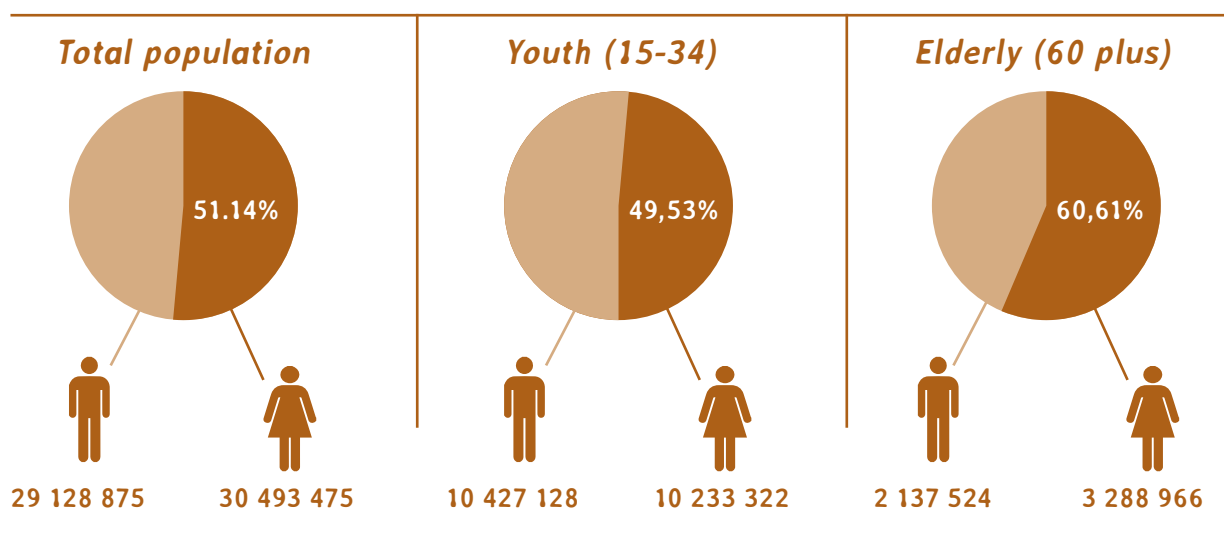
CHAPTER 3: SOUTH AFRICAN PROVINCIAL AND LOCAL POLICY ANALYSIS

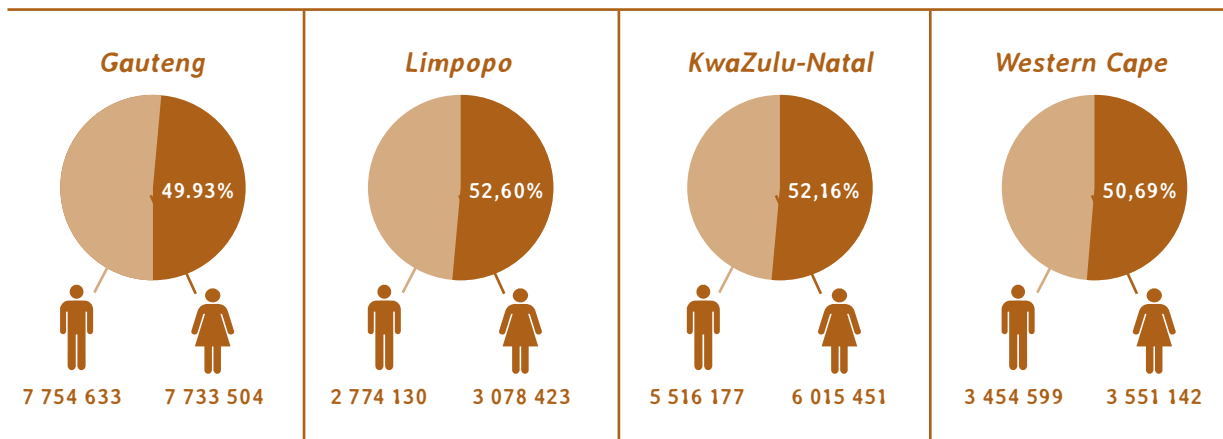
Each province has its own government and legislature. Provincial legislatures may make laws relevant to the provinces, in certain spheres, including agriculture, education, the environment, health services, human settlements, nature conservation, urban and rural development, and welfare services (among other areas) (South African Government, 2020b). In addition, provincial governments are responsible for disaster management at the provincial level. Provincial departments with a mandate to address the environment thus have a mandate to address climate change.

There are 278 municipalities in South Africa, of which 44 are district municipalities and 226 are local municipalities. Local government is responsible for basic service delivery and for disaster management at the local level. Provinces and municipalities will thus be responsible for planning to adapt to and mitigate against climate change and are important sites of power given that they are the closest spheres of government to the people. For this reason, this report reviewed policy from the four provinces where Action 24- Active Citizens for Responsive Legislatures is implemented, as well as district and metro-level climate change response plans where these exist.

Policy and reports from four provinces were assessed for the extent to which they mainstreamed gender. Analysis focused on the context of gender and climate change in the province, the extent to which climate change / environment-related policies mentioned gender, and whether the gender-differentiated impacts of climate change was mentioned or budgeted for in the respective province. This was undertaken by means of a keyword search within the document including searching for terms such as ‘female’, ‘gender’, ‘women’, ‘woman’ and ‘girl’. Where none of these terms was mentioned, a search was also done for the term ‘vulnerable groups’ to assess whether there had been any consideration of the gendered nature of vulnerability at all. A full list of policies analysed with the findings is included in the Annexures of this report, and this section provides a summary per province.

The District Municipality Climate Change Response plans were developed as part of a GIZ-funded project. The templates used for these projects seemed to have included a focus on the youth and the elderly that would be affected by climate change, but did not focus on gender. The infographic below shows that in fact, a gendered analysis of these groups remains vital. In many cases, women make up the majority population group, and their needs and differential access and resilience are essential to consider.





Sources for infographic: Population figures per age and province: SA Mid-year population estimates 2020 (Statistics South Africa, 2020d)

3.1. GAUTENG

Gauteng is South Africa’s smallest but most populated province, situated in the north of the country. There are three metro municipalities in the province- the City of Johannesburg, City of Tshwane, and the City of Ekurhuleni. In addition, Gauteng includes two district municipalities – Sedibeng and West Rand. Provincial policies and policies and reports from the district municipalities were assessed in this report (see Table 2 in the Annexures for detailed analysis).



Figure1: Map of Gauteng Province Municipalities (Municipalities.co.za, 2020a)

Gauteng is South Africa's economic hub, and is heavily dependent on carbon-intensive energy, making it a major contributor to climate change and vulnerable to climate change impacts. As of 18 August 2020, Gauteng contained five of South Africa's most polluted areas in terms of air quality – Vanderbijlpark, Temba, Soshanguve, Sebokeng, and Pretoria (Tshwane) (IQAIR, 2020). According to the South African Cities Network (2014), by 2040, Johannesburg will see an expected 2.3 degrees Celsius increase in average annual temperature, an increase in average rainfall, conditions of extreme rainfall, and a rise in humidity levels. Similarly, the City of Ekurhuleni metro municipality in Gauteng will experience an expected 3 degrees Celsius increase, an increase in annual rainfall and rainfall intensity, more prominent heat waves, an increase in rainfall intensity and flash floods, resulting in more instances of extreme weather events across the municipality (Ibid: 13).

The following policies and reports were assessed in Gauteng:

- City of Johannesburg Climate Change Adaptation Plan (2009);
- City of Johannesburg Integrated Annual Report 2018/19;
- City of Tshwane Climate Response Strategy (2018);
- Climate Change Strategic Framework (CCSF) City of Johannesburg (Final Report) (2015);
- Ekurhuleni Annual Report 2018/19;
- Ekurhuleni Metropolitan Municipality Climate Response Strategy (2015);
- Gauteng City Region Climate Change Response Strategy: Strategic Action Plan (2018);
- Gauteng City Region Overarching Climate Change Response Strategy: Status Quo Report (v1, 2017);
- Joburg 2040. Growth and Development Strategy (2011);
- Sedibeng District Municipality Annual Report 2018/19;
- Sedibeng District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2017);
- West Rand District Municipality Annual Report 2018/19; and
- West Rand District Municipality Climate Change Vulnerability Assessment and Response Plan (2016).

Gender is not mainstreamed across Gauteng Department of Agriculture documents and policies outlining the Gauteng Province's response to climate change.

For instance, the Gauteng City Region Climate Change Response Strategy Strategic Action Plan (2018) undertakes a swot analysis of internal and external threats to the region, and identifies that women are potential leaders in this regard (Gauteng Department of Agriculture, 2018: 21). However, the plan does not acknowledge any barriers to women's participation, nor does it consider gender inequality as a threat. This is despite the same document acknowledging that the gender inequality in the region will negatively affect the adaptive capacity of vulnerable groups (Ibid: 69). Yet, the Overarching Climate Change Response Strategy Status Quo Report (2017) specifically mentions that gender matters when it comes to climate change, stating that "women and men have differing abilities to respond to the threat that climate changes poses to their lives and livelihoods, and it is often women who are at a disadvantage when it comes to adaptation" (Gauteng Department of Agriculture, 2017: 84). In addition, the 2017 document engages with the concept of intersectionality identifying that not all women are equally vulnerable to climate change, and indicating the need for the Department to understand the dynamics of vulnerability. Unfortunately, this commitment has not been carried through to the 2018 strategy.

Gauteng's Metropolitan Municipalities have not integrated gender into their climate change planning, projects, or response.

- **The City of Johannesburg Metropolitan Municipality:** The 2009 City of Johannesburg Climate Change Adaptation Plan does not mention gender at all, nor does it meaningfully unpack what it means by 'vulnerable groups'. The Joburg 2040 Growth and Development Strategy (2011) frames climate change as an issue that the City must both mitigate, respond to and adapt to, however, it does not acknowledge the need to ensure a gender-responsive strategy or adaptation plan. This is despite the fact that the document identifies that one-third of households surveyed were female-headed and that these households were more likely to be affected by food-insecurity (City of Johannesburg, 2011: 42). The 2015 Climate Change Strategic Framework does not mention gender or women, nor does it define vulnerable groups. The City of Johannesburg 2018/19 Annual Report cites a few examples of activities the city has undertaken in terms of climate change adaptation and mitigation including a Green Building Policy, a focus on reducing greenhouse gas emissions, and the initiation of the process to develop a Climate Action Plan. However, it does not meaningfully engage with gender. The Climate Action Plan was still in draft at the time of writing.
- **The City of Tshwane Metropolitan Municipality:** The City of Tshwane 2018/19 Annual Report notes that the City has participated in the Cities Resilience Forum to improve its response to climate change and to pursue climate resilient development (City of Tshwane, 2019: 56) and that it has 'unpacked' the Women's Empowerment and Gender Equality policy for the City, however there is no integration of these two issues. The annual report does not mainstream gender into its assessment of climate change projects or strategies. The City of Tshwane's Climate Response Strategy (2018) does not identify the gendered impacts of climate change, nor does it identify women as stakeholders in the climate change response.
- **The City of Ekurhuleni Metropolitan Municipality:** The City's 2018/19 Annual Report makes mention of the impact that climate change will have on the ability of the city and the municipalities in Gauteng to meet their objectives, and suggests that as a result climate change has been mainstreamed into local government development plans. However, it does not mention the gender implications of these climate change effects, nor does it identify how women will be involved as stakeholders in the climate change response. This is unsurprising, given the fact that the City's 2015 Climate Response Strategy does not include a single reference to gender or women, nor does it define vulnerability except to note that people living in informal settlements are at risk.

Gauteng's District Municipalities do not fare any better, and lack evidence of gender analysis or gender mainstreaming in climate change policy and reports. The District Municipalities' Climate Change Vulnerability Assessment and Response Plans were developed as part of the International Climate Initiative (IKI) supported by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) as part of their Local Government Climate Change Support Program. More information about this program can be found via the Let's Respond website (2020). It is clear from the documents that a template for these documents was provided to municipalities, that did not include a section on gender-responsiveness or gender-mainstreaming, and that the municipalities did not pro-actively pursue a gender-analysis.

- **Sedibeng District Municipality (2017) and West Rand District Municipality (2016) Climate Change Vulnerability Assessment and Response Plans:** These plans do mention women or gender. They identify that vulnerable workers (such as informal workers), the young, and the elderly will be affected by climate change; however, they do not identify gender as an intersecting factor for the vulnerability of these groups.
- **The Sedibeng District Municipality's 2018/19 Annual Report** does not provide any indication that any action has been taken towards achieving the goals of their Climate Change Response Plan, and there is no specific mention of climate change and gender-related programmes in their annual report. However, the municipality is implementing programmes with a focus on women (and other designated groups) including a training session for 50 women on agriculture and water resource management (Sedibeng District Municipality, 2020: 71). Unfortunately, the municipality does not link this training to climate change.
- **West Rand District Municipality 2018/19 Annual Report:** The report indicates that the municipality has undertaken activities in line with its Climate Change response plan, however it does not mention women or gender, or the gendered implications of these actions.

Based on the above analysis, Gauteng’s response to climate change has not mainstreamed gender nor has it taken women’s vulnerability to climate change into account in its planning and reporting. This creates a context where women’s vulnerability will not appropriately be considered or addressed by the province, and where gender inequities and vulnerabilities will be entrenched.

3.2. LIMPOPO

Limpopo Province is located in the far northern part of South Africa and shares borders with three neighbouring countries: Botswana, Zimbabwe and Mozambique.

Limpopo is one of the largest producers of agricultural crops in the country including sunflowers, cotton, maize, and peanuts, as well as fruit, tea, and coffee (*Municipalities.co.za*, 2020b). In the past, Limpopo has already been severely affected by natural disasters such as drought, which will increase in frequency as climate change progresses (Shewmake, 2008). In addition, climate change (through increased temperature and rainfall) has contributed to the ill-health of residents including gastrointestinal disease, respiratory infection, and malaria (Thompson et al, 2012). Mining, a well-known contributor to climate change, is the primary driver of economic activity in Limpopo and the province contains enormous power stations like the Matimba Power Station in Lephalale local municipality.

Limpopo has five district municipalities: Capricorn, Mopani, Sekhukhune, Vhembe, and Waterberg. Climate-related policies from these five district municipalities were assessed in terms of their gender-responsiveness. A full analysis of these policies is included in Table 3, in the annexures.

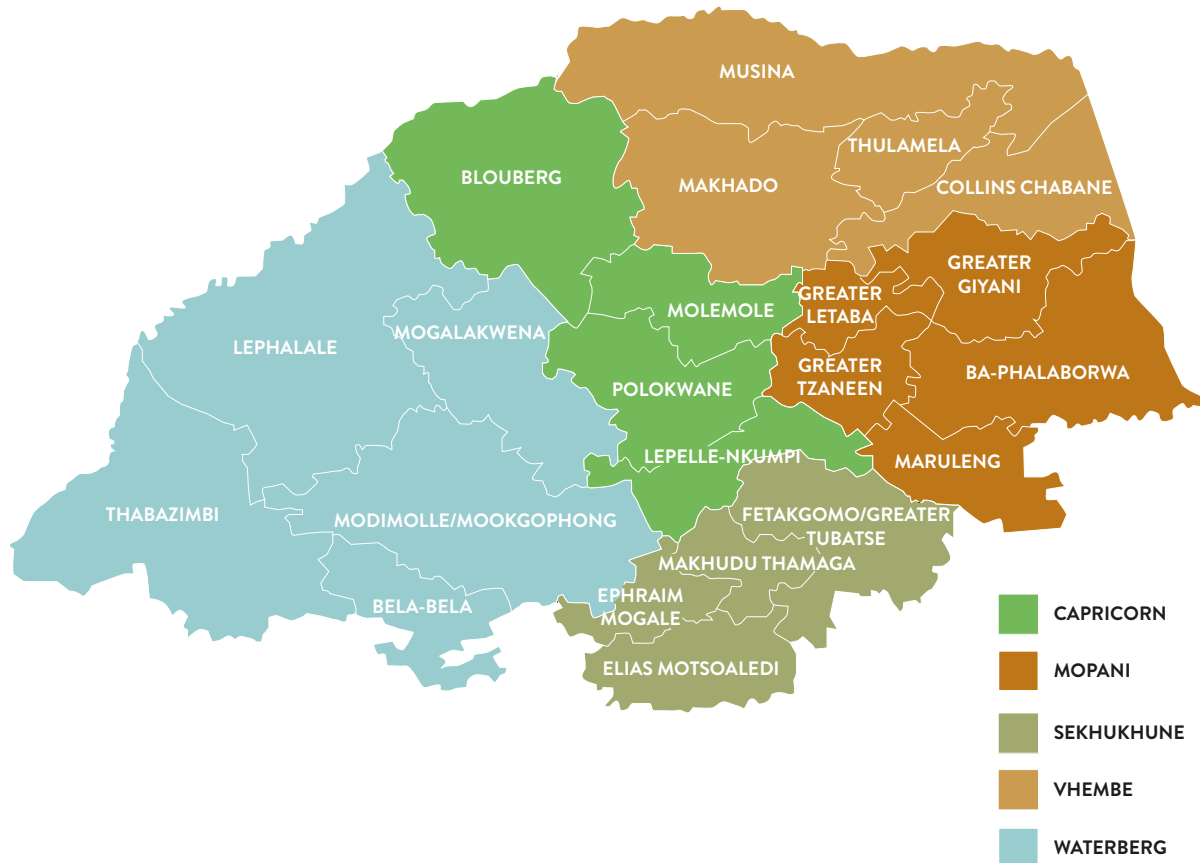


Figure 2: Map of Limpopo Province Municipalities (*Municipalities.co.za*, 2020b)



The following policies and reports were analysed in Limpopo:

- Capricorn District Municipality 2018/19 Annual Report;
- Capricorn District Municipality Climate Change Response Plan (2016) (Draft 8);
- Mopani District Municipality 2018/19 Annual Report;
- Mopani District Municipality 2018/19 Climate Change Response Plan (2016) (Draft 8);
- Sekhukhune District Municipality 2018/19 Annual Report;
- Sekhukhune District Municipality Climate Change Response Plan (2016) (Draft 8);
- Vhembe District Municipality 2018/19 Annual Report;
- Vhembe District Municipality Climate Change Response Plan (2016) (Draft 8);
- Waterberg District Municipality 2018/19 Annual Report;
- Waterberg District Municipality Climate Change Response Plan (2016) (Draft 8);
- Limpopo Province Climate Change Response Strategy (2016 – 2020); and
- Limpopo Green Economy Plan (2013).

Limpopo provincial policy does mainstream gender. Limpopo’s Climate Change Response Strategy (2016 – 2020) recommends the funding and implementation of a comprehensive public health and climate change awareness and adaptive capacity building programme, which requires empowering people, especially women and families, to monitor their own health and take adaptive measures to reduce their risk (Limpopo Department of Economic Development, Environment, and Tourism, 2016: 94). Yet, none of the other climate adaptation recommendations mention women. The Province’s Green Economy Plan (2013) does not mention gender or women at all, nor does it engage with the role of vulnerable groups.

The District Municipalities developed their climate change response plans as part of the same GIZ program noted in the Gauteng analysis. These plans (explored fully in Table 3 in the annexures), like those in the Gauteng example, were based on a template that mentioned common at risk groups – the young, elderly, people working outdoors, people in rural communities – but does not integrate a gender analysis of these vulnerabilities or identify a gender-responsive solution.

Limpopo District Municipality Climate Change Response Plans are all gender-blind. These plans noted risks including increased temperatures, diminishing water resources and water scarcity, the increase of water borne diseases, and that climate change would likely result in outward migration in the province. Yet, at no point did these documents identify the gendered implications of this increased burden of care (for the sick), the increased household labour that would be required as a result of water scarcity and increasing temperatures.

Annual reports from District Municipalities did not reflect a gender-sensitive analysis of the municipalities’ activities, nor did most of them they report on climate change related projects.


- **Capricorn District Municipality:** The 2018/19 Annual Report reflected on climate change awareness campaigns conducted in the District, but made no mention of the gender of target groups (Capricorn District Municipality, 2020: 66).
- **Mopani District Municipality, Sekhukhune District Municipality, Vhembe District Municipality, and Waterberg District Municipality** do not mention climate change at all.

The Richards Bay Coal Terminal is central in South Africa's position as the second-largest exporter of steam coal in the world (*Municipalities.co.za*, 2020c). Agriculture is also central to the KZN economy, with sugar-cane, subtropical fruit, vegetables, and dairy and stock farming taking place. In addition, plantation farming is a large source of income (Ibid).

As a coastal province, with a high density of coastal development, KZN is extremely susceptible to rising sea levels and the impact of storms. The majority of the province live in rural or peri-urban areas, and there is a high proportion of female-headed households (Davis-Reddy and Vincent, 2017). As a result of changes in rainfall and temperature, farmers in KZN will experience crop losses, estimated to contribute to a 124 percent decline in net revenue between 2020 and 2080 (Turpie and Visser, 2014). Although KZN is likely to experience a smaller change in precipitation relative to the rest of the country, there will be a substantial expansion in the length of environmental suitability for the malaria parasite (Ibid: 139, 141).

The following policies and reports were analysed in KwaZulu-Natal:

- Amajuba District Municipality 2018/19 Annual Report;
- Amajuba District Municipality Climate Change Response Plan (March 2018, Version 2);
- Draft KZN Climate Change Action Plan (2014);
- Durban Climate Protection Plan (2019);
- eThekweni Metro Municipality 2018/19 Annual Report;
- Harry Gwala District Municipality 2018/19 Annual Report;
- Harry Gwala District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018, Version 2);
- iLembe District Municipality 2018/19 Annual Report;
- iLembe District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018, Version 2);
- King Cetshwayo District Municipality 2018/19 Annual Report;
- King Cetshwayo District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018, Version 2);
- Ugu District Municipality 2018/19 Annual Report;
- Ugu District Municipality Climate Change Adaptation Summary Report (November 2017, Draft Version 1);
- uMgungundlovu District Municipality 2018/19 Annual Report;
- uMgungundlovu District Municipality Climate Change Adaptation Summary Report (November 2017, Draft 1);
- uMkhanyakude District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018, Version 2);
- uThukela District Municipality 2018/19 Annual Report;
- uThukela District Municipality Climate Change Adaptation Summary Report (March 2018, Version 2); and
- Zululand District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2019, Version 2).



KZN Province has not taken gender into account in its planning for climate change. The Draft Climate Change Action Plan does not mention women or gender at all, nor does it address the differential vulnerability to and differential effects of climate change.

The eThekweni Metropolitan Municipality refers frequently to vulnerable groups, but does not mainstream gender in its analysis. The Durban Climate Action plan recognises that climate change will have catastrophic effects on vulnerable communities within the Metro (eThekweni Metropolitan Municipality, 2019a: 4) but does not mention gender. In the section of the Plan defined ‘building resilience in the city’s vulnerable communities’, it identifies that the “poor and vulnerable are most likely to be impacted the most as they have the least ability to adapt to and protect themselves from extreme events” (Ibid: 63). Here it defines those as living in informal settlements as the most vulnerable, and notes that those living in townships and rural areas, particularly the rural poor, are vulnerable and will likely be impacted by floods, extreme temperatures, and food insecurity (Ibid). But there is no mention of gender in this analysis, nor in the response strategies outlined, however further research is recommended. The Metropolitan Municipality’s 2018/19 Annual Report does include significant reference to climate change including listing a number of projects including a focus on waste diversion, protocols that commit the city to climate change targets and to improving resilience to stresses, and focusing on climate proof urban development (eThekweni Metropolitan Municipality, 2019b: 4, 287). However, there is no mention of gender in any of these discussions. The City plans to draft a long-term plan for climate change with the C40 network, and this would be a vital opportunity to ensure that gender is mainstreamed in the climate change response in the future.

District municipalities in KZN developed climate change response plans as part of the GIZ funded program, and none of these plans took gender into account. These plans were identical in their assessment of vulnerability identifying that people working in the informal sector, those who work outdoors, subsistence farmers, the young, and the elderly are most vulnerable to the impact of climate change (See Table 4 in the annexures for detailed analysis per district). These plans also identified that a large proportion of households within each district do not source their water from piped water schemes and thus climate change would increase their vulnerability to water borne disease. Some plans (Amajuba, uThukela, and Zululand for example) mention that climate change will increase the risk of specific agricultural threats such as drought, pests, risks to livestock, and increased rainfall. However, none of these plans acknowledged that it is usually women who are subsistence farmers, or that it is women who most commonly collect the water for the household or subsistence agricultural activities.

In the most recent financial year, none of the district municipalities’ Annual Reports gave any indication that they are taking gender into account in climate change planning or activities (full analysis in Table 4 in the Annexures for details). In the majority of annual reports, the only mention of gender is in relation to employment equity targets or population demographics.

- **Three districts do not mention climate change at all** – Amajuba District Municipality, King Cetshwayo District Municipality, and uThukela District Municipality.
- **Harry Gwala District Municipality:** mentions climate change only insofar as it relates to passing a Climate Change Plan, but does not describe any activities taken towards achieving the goals of the plan.
- **iLembe District Municipality:** mentions a number of women-focussed activities but does not link them to climate change. Similarly, it mentions several climate change-related projects but does not link these to gender.
- **King Cetshwayo District Municipality:** describes farmer skills training projects that have trained women during the financial year, but does not mention any climate change knowledge components of this training.
- **uMgungundlovu District Municipality:** undertook programmes on climate change, which focussed on developing early warning systems, but does not mention the gender of its programme beneficiaries, nor does it mention gender in relation to any other programmes.

- **Ugu District Municipality:** held climate change workshops, but focussed these on the youth and school-going children. It does not mention the gender breakdown of the beneficiaries of these workshops. In addition, it mentions a gender-focussed programme related to socio-economic challenges in the district, but does not link these to climate change.

3.4. WESTERN CAPE

The Western Cape is in the south west of South Africa, at the southern tip of the African continent. It is rich in agriculture and fisheries. Agriculture includes grape cultivation, fruit and vegetables, wheat, and sheep farming (*Municipalities.co.za*, 2020d). It is divided into one metropolitan municipality (City of Cape Town) and five district municipalities – Cape Winelands, Central Karoo, Garden Route, Overberg, and West Coast. Policies and reports from the province and the metro and district municipalities are assessed for their gender responsiveness (full details in Table 5 in the Annexures).

Climate change projections for the Western Cape including drying from west to east, weakened winter rainfall, potentially slightly more summer rainfall in the east of the province, irregular rainfall, and rising temperatures. This will affect the water resources in the province including rivers, wetlands and estuaries (CSIR, 2005). It will also result in sea-level rise, increased fire danger and fire frequencies, which in turn will affect the livelihoods of the province’s residents (Ibid).

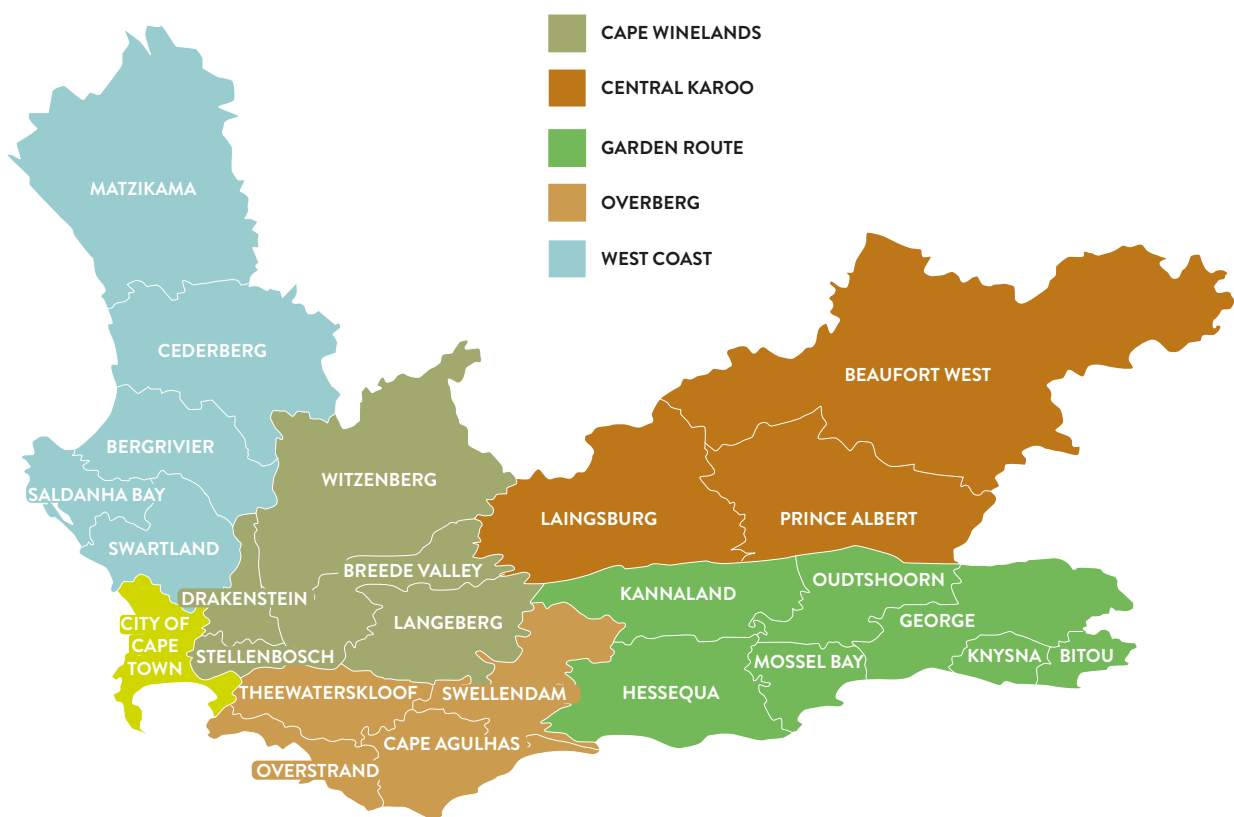


Figure 4: Map of Western Cape Municipalities (*Municipalities.co.za*, 2020d)


The following policies and reports were analysed in the Western Cape:

- Cape Winelands District Municipality 2018/19 Annual Report;
- Cape Winelands District Municipality Climate Change Adaption Summary Report (March 2018, Version 3);
- Central Karoo District Municipality 2018/19 Annual Report;
- Central Karoo District Municipality Climate Change Summary Report (March 2018, Version 2);
- City of Cape Town 2018/19 Annual Report;
- City of Cape Town Climate Change Policy (2017);
- City of Cape Town Draft Climate Change Strategy (2020);
- City of Cape Town State of the Environment Report (2018);
- Eden (Garden Route) District Municipality Climate Change Summary Report (March 2018, Version 2);
- Eden District Municipality 2018/19 Annual Report;
- Overberg District Municipality 2018/19 Annual Report;
- Overberg District Municipality Climate Change Summary Report (March 2018, Version 2);
- West Coast District Municipality Climate Change Summary Report (March 2018, Version 2);
- West Coast District Municipality 2018/19 Annual Report;
- Western Cape Department of Environmental Affairs and Development Planning- A Status Quo Vulnerability and Adaptation Assessment of the Physical and Socio-Economic Effects of Climate Change in the Western Cape (2005)
- Western Cape Department of Environmental Affairs and Development Planning- The State of the Environment Outlook Report for the Western Cape Province (2018); and
- Western Cape Department of Environmental Affairs and Development Planning- Western Cape Climate Change Response (2014).

In its planning for Climate Change over the past fifteen years, the Western Cape Province has not taken gender into account. Neither the 2005 Status Quo Report, nor the 2014 Climate Change Response Report, nor the 2018 Environmental outlook report mention gender at all. The 2005 Status Quo report identifies those living in the Cape Flats as vulnerable to climate change because they live below the high-water line, however it does not define other vulnerable groups.

The City of Cape Town has not adequately taken gender into account in its climate change planning, nor in its annual report for the 2018/19 financial year. The 2018/19 Annual report did not engage with the issue of gender except from an employment equity perspective. Its report in relation to its climate change activities did mention that “climate change poses considerable risks, particularly to vulnerable people and communities” but it did not define vulnerability and did not provide gender-disaggregated data on the beneficiaries of these programmes (City of Cape Town, 2019: 72). The City’s Climate Change Policy (2017) and Draft Climate Change Strategy (2020) do not mention the gendered impacts of climate change, nor do they identify gender-specific solutions or strategies to address them. Similarly, the 2018 State of the Environment Report does not mention gender except in relation to SDG goals.

Western Cape district municipalities developed their climate change plans as part of the GIZ funded program, and these plans did not take gender into account. Although the plans identified vulnerable groups (the youth, the elderly, those who do not access water from piped water schemes, informal traders, and those who work outdoors or in agriculture production or sale) they did not undertake a gender analysis, or identify any gender-related targets (See Table 5 in the annexures for detailed analysis on each district municipality’s plan). In fact, none of these mention gender at all.



Western Cape district municipalities' 2018/19 Annual Reports do not mainstream gender in their analysis of the achievement of climate change related targets or their undertaking of climate change related programmes or activities.

- **Cape Winelands District Municipality:** does not mention climate change.
- **Central Karoo District Municipality:** only mentions gender in relation to employment equity targets and does not meaningfully engage with its activities taken to adapt or respond to climate change.
- **Eden District Municipality:** suggests that increasing resilience and undertaking research are key targets in relation to responding to climate change (Eden District Municipality, 2019: 217) however does not mention the gender implications of this. Gender is only mentioned in relation to employment equity and job creation targets. No link is made between climate change and gender.
- **Overberg District Municipality:** focuses on gender from an employment equity perspective and does not mention gender in its discussion of its climate change strategies (waste diversion) (Overberg District Municipality, 2019: 35).
- **West Coast District Municipality:** does not mention gender in relation to its climate change activities, only in relation to gender equity targets.

3.5. SUMMARY OF FINDINGS: PROVINCIAL AND LOCAL LITERATURE REVIEW

The provincial policies that have been analysed are, almost all, gender-blind. There is no evidence of disaggregated data collection about the vulnerability to the impacts of climate change, nor of programmes or plans to address gender differentiated resilience capacity or vulnerability. As a result, provinces will be unable to effectively address climate change in a gender responsive manner, nor will they be able to adequately assist municipalities in doing so.

There is no evidence that district municipalities are considering gender in their planning for climate disasters or response, nor does it convey a sense that there has been an emphasis placed on incorporating women into climate change decision-making forums where these exist. It is clear that most district municipalities in this study undertook the development of climate change plans as part of the GIZ funded process, which does not seem to have had a gender-focus within its template. Nor did municipalities pro-actively consider gender.

It is thus unsurprising that municipalities did not report on climate change from a gender-perspective in their annual reports. Without focusing on gender sensitivity as a guiding principle of climate change planning, it is unlikely that gender will be considered in climate change related programmes, activities, projects, or reporting.

The impact of this is that South Africa's response to climate change, if based on current law and policy, would entrench existing vulnerabilities and inequalities. Without taking gender into account in these key documents, South Africa will not adequately assess or manage the impact of gender inequality in women's ability to adapt and respond to climate change, nor will it be able to plan for increasing gender inequality in the home as a result of climate change's impact on household labour and responsibilities. The COVID-19 pandemic has highlighted that if a response is not gender-sensitive from the very moment of a disaster, women face the brunt of the negative effects. This will be the case with climate change if the South African national, provincial, and local government do not review and amend their policies.

CHAPTER 4: INTERVIEWS AND FOCUS GROUPS

GROUPS

Interviews and focus groups were used to explore questions around the law and policy framework and the opportunities for a more gender-responsive approach. The methodology for these interviews is identified in Section 1.3 of this report and details of the interview questions and respondents can be found in the Annexures.

4.1. THEMATIC INTERVIEW ANALYSIS

As mentioned in 2.4, a recent UNFCCC report (2019) identifies three broad themes relating to how the impacts of climate change are gender-differentiated:

1. An actual or perceived increase in the vulnerability of certain individuals, groups and communities;
2. Who is involved in decision-making and what attitudes are taken towards responses to climate change impacts; and
3. Who benefits from action on climate change impacts?

Interview responses could broadly be clustered under themes 1 and 2, and hence are recorded under those themes below.

4.1.1. Theme 1: An actual or perceived increase in the vulnerability of certain individuals, groups, and communities.

Patriarchal gender norms make women more vulnerable to the impacts of climate change as a result of a gendered division of household labour

“Patriarchy is another factor that prevents women from making decisions about the land, about their lives, and about owning the land because their husbands make the decisions” (Marilyn Aitken).

“We are dealing with the legacy of apartheid, patriarchy, and the abuse of power. The interventions that are put in place do not deal with the broader problem and so nothing really changes at the core as people are only just trying to survive. The whole system is broken” (Mandy Moussouris).

Respondents noted that in rural areas, cultural and traditional norms continue to be patriarchal, and affect women’s access to land tenure, as well as their expected household and care responsibilities. Men continue to make the majority of household decisions, and women continue to be responsible for child care and household labour (i.e. food preparation and collecting water or wood) which can limit their ability to pursue educational and economic opportunities.

“This is a reality not only of a certain group of women, but young women and older women have been taught to fetch water early hours of the morning and bring it home to prepare for the family and then only can they see to themselves or go to school” (Khulekani Magwaza).

“We cannot separate social factors from economic factors and unfortunately it is socio-economic factors that mostly impact the issue of the environment and climate change. Impacts like urbanisation are a huge problem in the areas we work in. There is more focus on profit than on people. In a patriarchal society it is always women who suffer the consequences as the caretakers. Simple activities

like gardening are seen as tasks that should be carried by women as they try to feed the families and also sanitation issues affect women more. Those are the forces, and everything is gender focused. Women carry the burden” (Mandy Moussouris)

Many respondents cited that in rural areas, it was predominantly women who have to collect water, care for the sick, and take responsibility for preparing food. When combined with inequitable or poor local government service delivery (e.g. waste management services), patriarchal norms that limit discussions around household labour and women’s sexual and reproductive health can also have harmful impacts on the environment, as was noted by one respondent.

“Most of the area in which we work impacts on the ocean and one of the gender problems associated with rivers and streams; women use the streams as dumping sites for disposable nappies and sanitary pads. This is a big gender problem in relation to water” (Marilyn Aitken).

“One of the biggest challenges in areas we work in is access to water and sanitation. People do not have toilets and end up going to massively dangerous issues like the bushes” [to use the toilet] (Mandy Moussouris).

Aitken also noted that where NDCs are developed without a gender-sensitive lens, this could mean that the national government could miss industries that contribute to climate change, and women could be oblivious to areas where they are contributing.

“One of the areas that we are working with our girls [on] is the women’s hair industry. This is a billion-dollar industry [in] which a majority of women are made inferior because they don’t have long straight hair for example. We have started educating our girls on how this hair industry is made in relation to the plastic pollution and how this directly links to the fossil fuel industry. Women could play a big role by maintaining natural hair and putting an end to carbon emissions from entering the atmosphere” (Marilyn Aitken).

WOMEN AND AGRICULTURE IN SOUTH AFRICA

A large proportion of South Africa’s population is involved in farming – either on a large or small scale. In 2018, more than 31 million men owned a farm full-time or part-time (Statistics South Africa, 2020c: 28). In contrast, just 8.1 million women had the same ownership. In 2018, more than eight million South Africans were unpaid family members involved in agricultural activities (Ibid). Of these, 3 525 000 were women (Ibid). In total, 11.6 million South African women are involved in farming either as owners or as unpaid household members (Ibid). In addition, almost half a million more women are employed full-time (Ibid: 29), and a further 153 057 are employed part-time or seasonally (Ibid:31) on farms around the country.

Climate change will have a significant impact on farming and agriculture in South Africa, and perhaps the most significant impact on small scale subsistence farmers, and smallholders. These impacts include food insecurity due to crop losses, shortages of water, outbreaks of pests and diseases, and loss of livestock due to food and water shortages (Giliam, 2018: 50).

WOMEN AND AGRICULTURE IN SOUTH AFRICA (CONTINUED)

When smallholders have appropriate extension support they are more able to adapt to climate change. Extension support can include a number of activities such as providing knowledge and skills to farmers about their environment and the farming system, providing technical advice and information to assist farmers in making decisions, improving farmers' organisation capacity or assisting them to set up farmers' organisations, and improving farmers' motivation and self-confidence (Food and Agricultural Organisation, n.d.). A central component, or principle of extension, is working with farmers not for them, in a two-way process (Ibid.)

South Africa undertakes agricultural extension programmes; however, these tend to promote industrial agricultural practices, and the use of Genetically Modified Organism (GMO) seeds and pesticides to smallholder or subsistence farmers, locking them into unsustainable methods of farming. This has not met the needs of farmers, particularly in times of climate crisis as the emphasis on conventional agriculture forms a barrier to learning (Giliam, 2018). In particular, in a study of smallholders in the Limpopo Province, female smallholders were unable to adapt to the effects of climate change because many of them did not have the necessary knowledge to do so (Ibid: 110). These conventional practices don't align well with an agro-ecological approach, which an increasing number of South African civil society groups are promoting. This latter approach focuses on regenerative agricultural practices.

It is therefore very important that policies include a more nuanced understanding of the needs of subsistence farmers, and does not assume that their needs are similar or identical to those of conventional or commercial farmers. Similarly, there is a need to shift away from the focus on industrial agricultural practices which contribute to climate change.

How can South Africa improve women's adaptive capacity through supporting agriculture?

As identified in many of the district municipality climate change plans, climate change will impact on food security by affecting agriculture. What was unacknowledged was the reality that women in South Africa play a central role in achieving and maintaining household food security by undertaking subsistence agriculture. This is the case in many countries in the world (UNDP, n.d).

Climate change thus poses a threat to women's livelihoods and to their families' food security. Enhancing local adaptive capacity is possible, if a number of strategies are pursued (Ibid). These could include:

- Acquisition of land and other productive assets (e.g. equipment and technical inputs) can be facilitated through collective arrangements, especially when individual land tenure for women is constrained by social norms and customary practices.
- Investing in more education can lead to enhanced adaptive capacities, given that women and girls with higher levels of education are more likely to access markets and earn better incomes.
- Removing the barriers for access to and the management of finance and markets for rural women to improve their productive capacity in the agriculture sector is vital.
- Climate change adaptation projects need to invest in time-saving technology so that women of all age groups have more time to devote to productive activities.

As the UNDP (Ibid) suggests:

"By ensuring gender-responsive design and implementation, projects are able to deliver tangible benefits to both women and men. **Benefits are multi-layered** by providing food and nutritional security benefits, socio-economic benefits, climate-resilience benefits, livelihood benefits, and gender-role diversification benefits."

Climate change affects agriculture systems and employment increasing women's risk of poverty and hunger

It is well-known that climate change affects the productivity potential of agricultural land and water security and supply – increasing temperatures, natural disasters including droughts and floods, water scarcity, pollution, and affected rainfall patterns all have a negative impact on the viability of farming (Arora, 2019), as was reflected by one respondent.

"If there is no water in the river, women then have to dig channels to get water, or stand in long lines for water provided by a water tanker...our livestock farmers are adjusting slowly to the climate change impacts: spread of diseases are at an all-time high and dealing with water scarcity has led to me losing eleven cows since the beginning of the year ... Even in the winter the grass is there but the grass is not healthy for the cows to eat. We note that due to climate change, nature is not in sync anymore" (Phila Ndimande).

Climate change thus affects agricultural work by increasing the effort required to pursue it, and this in turn affects women's labour by increasing the amount of time women spend on gendered household chores – distances to water increase for example (Muponde and Mia, 2020), and land requires more maintenance – making it even more difficult for women to seek educational and economic opportunities, and reducing the viability of small-scale subsistence farms. Comments from interview respondents noted how the climate crisis and water scarcity will have health, food security, and mental health impacts on women farmers in particular.

"A woman must walk long distances for water, a woman must prioritise her family first before her own needs. This is a form of behaviour governing all women from rural areas ... It is true that certain powers still lay with men. Men want the best for themselves and a woman cannot eat if the man hasn't eaten. Government is trying to address this but not enough has been done to create gender equality and there is still much improvement required" (Phila Ndimande).

"Women are directly impacted by a lack of rain to ensure the crops are well watered. As a result, crops die before they can be harvested and therefore a loss [of] income. And, for those women who plant for their family's consumption, they would have to seek other means to sustain their families ... Being dependent on farming for a livelihood and understanding the impacts of climate change and the severity and reality that women cannot fully prepare and shoulder the burden that it brings. Yes, most women now have to look for other forms of employment to make ends meet. Women however, become [demotivated] by climate change impacts where other avenues have to be explored to ensure that one can survive" (Busisiwe Shengiwe Ntombela).

Where women have developed small farms for subsistence and to generate produce for sale, these were perceived by respondents as opportunities to empower whole communities, improving the chances of educating girls by increasing household income and reducing food insecurity.

"To date Ma Ntombela has developed farming into her livelihood where she not only plants for her family's consumption but also to sell and earn an income. Earning an income has enabled her to support [her] family financially and put her children through school. Ma Ntombela encourages girls, women, and her nephews to join in on planting vegetables and weeding the garden, therefore this culture will be passed on to the next generation. This is also a way in which family learned by young girls ensures that one will not go hungry as they have a skill to provide food for themselves" (Busisiwe Shengiwe Ntombela).



However, women's limited access to land, limited access to finance, and insecurity of tenure, make it more difficult for women to access land for agriculture. This is made worse by corruption.

"When applying for funding there are challenges and the issue of corruption, so people end up bribing in order to get this funding. Most of these women use community taps for water, and these are usually far from their gardens, so it is a bit strenuous and sometimes they are forced to hire people to provide them with water. This can be better if men also start being involved but due to our upbringing most men are not interested in agricultural activities" (Sandile Nombeni).

In addition, climate change may affect the availability of open-pollinated, non-GMO seeds and organic fertilisers, making farming more expensive for women to pursue as they must purchase seeds that can only be used once.

"This also affects the seed banks that are kept or only available in certain seasons due to crops dying before their time. Ultimately making the dependence on chemical-infused seeds increase and increasing the dependence on that particular one type of crop" (Busisiwe Shengiwe Ntombela).

"Climate change affects seeds and crops. The government relies on GMOs, but we rely on indigenous seeds. No chemicals required. We can reserve seeds and use them again when we want to farm. GMO seeds are expensive and contain chemicals. Furthermore, when men use the pesticides, they get sick. When the men get sick, women have to look after them and the children too" (Francina Nkosi).


Rural households are more likely to be female-headed and to be large, meaning that rural women have many mouths to feed (Statistics South Africa, 2018). The negative impact of climate change on women's ability to pursue economic activities and their land's ability to produce food will affect household poverty and food security in rural areas, which will affect women and children's experience of hunger.

"These women we work with are mostly affected by climate change because when there is no rain and the soil is hard, it makes it more difficult for them to prepare the soil for gardening and sometimes their vegetables are destroyed by floods and droughts" (Sandile Nombeni).

Recent data from the National Income Dynamics Study Coronavirus Rapid Mobile Study (NIDS-CRAM) COVID-19 survey already showed that when economic conditions take a downturn, many South African mothers go hungry so that their children can eat (NIDS-CRAM, 2020).

Gendered household norms and women's lack of access to finance also make it less likely that women will be able to start their own businesses to keep their families afloat (International Finance Corporation, 2018), and the burden of gender norms that require women to do the household labour make it more difficult to seek employment or be able to remain in employment because of their care responsibilities. With reference to the recent drought in the Western Cape, one respondent noted:

"If Day-Zero were to come, would it be the females' job to stand in queues with their kids to fetch water? Would it be the females who would have to take time out of their jobs to fetch water?" (Sarah Birch).



Evidence from Statistics South Africa (2020b) shows that women are more likely to be unemployed, and to be employed in industries such as tourism and hospitality that will be hard hit by climate change. Thus, as climate change affects these industries by increasing natural disasters or affecting habitats, women will be at risk of job losses – something that has already been shown in the Western Cape during COVID-19.

“When you look at the tourism and services sector in the Western Cape, the job losses are mainly females” (Sarah Birch).

Climate change increases women’s vulnerability to gender-based violence

South Africa has high levels and tolerance of gender-based violence, and climate change puts women at increased risk. Research from Statistics South Africa (2019c) shows that men and women share harmful views and attitudes about the acceptability of a husband beating his wife for various reasons. When male partners or husbands have contributed financially to food garden projects and the land is unproductive due to climate change, this can increase women’s vulnerability to violence.

“For instance, if a woman spends long hours in the garden, men, specifically their husbands, expect that there will be good results and that the garden will help and be like a second income for the household but if there [are] no expected results men then act violently against women and blame them, not knowing that it is not their fault” (Sandile Nombeni).

Travelling longer distances for water and firewood also puts girls and women at risk of violence.

“When girls go and fetch that water they are harassed by boys, they could be raped or abducted for marriage and the further they have to walk for water the more at risk they are” (Marilyn Aitken).

“In the past couple of years things like Human Trafficking were not an issue but that, and other things like missing people and kidnapping, has gone up and its mostly women and children. The more climate change related issues we have, the more vulnerable women become ... Nowadays in rural areas women are no longer worried about whether they will get the firewood or not, but they are more concerned about whether they will make it back home from collecting firewood or water” (Sebolaishe Mabeba).

In addition, respondents noted that in urban settings, where men are still considered primary decision makers and household heads, the areas that women live in and seek work in will likely be linked to men’s employment opportunities. In some industries, this may be linked to increased health risks for women, for example in the mining industry where tuberculosis is common.

“Social power relations and differential social relations between men and women put women at a disadvantage” (Vainola Makan).

Changing gender norms is therefore vital to responding to climate change and reducing women’s vulnerability to its impacts

Respondents identified the need to change patriarchal gender norms that increased women’s vulnerability to climate change, or that make them responsible for more of the domestic labour. This requires a whole-community approach, targeting all of the sites where gender norms are developed and entrenched including families, schools, traditional councils, and workplaces.



"One needs to start from scratch the way boys and girls are socialised, when boys are brought up and treated to think that they are more superior and that is a big problem. Mothers especially but also fathers need to be conscientized to understand that boys and girls should be brought up equally and that they have equal rights. This means that we also have to work with the men and women involved to help them understand that women have equal rights with men. After doing this, we have to work with the school teachers who also have gender biases. Also working with other people in the community, for instance, older women who give girls messages that they are born to be married and mothers. So, we're trying to give girls messages that they are to be more educated so that they can make their own decisions about what they want to do with their lives. When people understand that the land is very important for a sustainable future, and that both men and women, boys and girls need to work that land and care for the natural areas, ecosystems that supply the other areas with food. When that work is shared then there will be a sustainable future for all. People will then understand that natural resources are not there for exploitation, that they need [as] much care as the children in the household" (Marilyn Aitken).

"We need to understand better as a society that there are gender nuances and societal understandings need to grow ... We need to create a world where women are not trying to become/fit into a man's world" (Sarah Birch).

There was awareness that this requires the involvement of men as partners and allies and encouraging the participation of boys and girls on climate-related projects was seen as important to addressing gender-inequitable norms.

"I think women can only do so much because mostly they are the victims but there is a lot that still needs to be changed by men. They first need to acknowledge the way that they have been doing things does not work, so they need to step up and change the situation around. There is a mental shift that is needed in men, especially men in rural areas who believe that women are the ones who need to collect water, wood, and do all these other chores" (Sebolaishe Mabeba).

"Our other intervention is to help women, girls, and older women become more self-confident. To believe in themselves, that they have power, to lead in organizations, schools and their communities. We also work with young men to help them understand that women have equal rights to theirs ... Boys are actually not allowed to fetch water, and this is one of the things that we are changing in our project, we are also encouraging parents to make boys fetch water to share the burden" (Marilyn Aitken).

"The women of KwaMakhutha have formed a women's initiative that works with young girls aged 7 to 15 years. This initiative teaches them how to farm even though the focus is on girls, boys are encouraged to do some of the harder tasks like widening the dam for watering the vegetables, weeding the garden and general assistance if needed" (Busisiwe Shengiwe Ntombela).

"Share the responsibilities such as men to help women collect water near the river" (Zethu Mose).

It is positive to note that one respondent indicated that boys and men are more open to supporting women after engaging with their programs, and thus would be more likely to become equal agents of change.

“...we have seen that men have shared in the responsibility and some of the burdens that women carry ... In our community we have taught the boys from young to farm, these boys have been influenced by their mothers and grandmothers. This directly links to what is taught in the home which changes the mind sets of young boys leading to a positive outcome ... Men and women who understand that equality is important become the change agents in climate action.” (Busisiwe Shengiwe Ntombela).

4.1.2. Theme 2: Who is involved in decision-making and what attitudes are taken towards responses to climate change impacts.

The current law and policy framework around climate change are not sufficiently gender-responsive

Most respondents indicated that the law and policy framework (at local, provincial, and national level) was not sufficiently inclusive or gender responsive, specifically mentioning Integrated Development Plans (IDPs).

“The IDPs don’t mention the effects of climate change on women” (Francina Nkosi)

“There is the NDP. There was broad consultation with broad society, but there is still a lack of a gender lens” (Vainola Makan).

“Some documents may look as if [they] include gender, with a few mentions, but it is very generic. Very few have taken a concerted effort to mainstream gender. National is not looking at all, provincially the Western Cape has started embarking on this, not that it has never been on our radar” (Sarah Birch).

“Gender should be prioritised in any legislation as this has direct impacts on women and men and this is where the dots need to be connected. At this point the dots are disconnected” (Khulekani Magwaza).


In addition, respondents perceived a disconnect between South Africa’s international commitments and its national and provincial law and policy framework.

“We need to domesticate the international and national laws ... even though we have good action plans assessing their implementation to date, [this just] marks five years of having not achieved anything” (Khulekani Magwaza).

The effectiveness of commitments to addressing both climate change and gender were also perceived as negatively impacted by a lack of intergovernmental relations and poor community engagement by elected officials.

“There is a disconnection between the legislature and other sectors such as agriculture, natural resources, and climate change. For example, when discussing natural resources there needs to be a direct correlation between how gender-sensitive elements are to be included” (Khulekani Magwaza).

“At our last attempt to meet with the legislature ... they were eating different food from the people who were listening to the hearings. It’s these kinds of barriers need to be demolished. The legislatures are the people that represent us, and they are cut off from us, let alone our kinds of barriers” (Marilyn Aitken).



“There is no political will even with the great constitution that we have. The system is trying to protect a few. There is a huge gap in the entire system” (Mandy Moussouris).

In addition, respondents noted that poor public availability and awareness of legislation and policy would hamper its achievement, because the majority of citizens were not informed or engaged with these processes.

“People on the ground in communities that we work with don’t have access to these policies, even the local municipal by-laws are not made available to the community, even the councillors do not know their own municipal by-laws” (Sandile Nombeni).

“We have never understood how legislation works for us or what it is meant to achieve. The legislature is far from us and we continue to experience issues related to climate change that never get resolved” (Busisiwe Shengiwe Ntombela).

Three respondents noted that their efforts to engage local government on IDP processes and on issues they were facing related to climate change had not been successful.

Thus, respondents identified that because policy and legislation is not sufficiently gender-inclusive, the differential impacts of climate change will reproduce existing gender and social-economic inequality in South Africa, making women’s experience of a range of social issues worse, including issues such as food insecurity; increasingly precarious employment and rising unemployment; poverty and the use of transactional sex to earn a living (i.e. sugar daddies); hunger, malnutrition, starvation, and other health-related impacts; failing municipalities and poor service delivery (waste management in particular was mentioned); water scarcity and pollution; economic migration; gender-based violence; and unequal access to education (as building new schools and tertiary facilities is hampered by climate impacts such as water supply, floods, etc.).


Respondents noted the need for better public engagement that included the voices of women affected by climate change and created a stronger sense that public representatives were taking women’s concerns on board.

Gender mainstreaming remains vital in ensuring that the response and adaptation to climate change considers women’s needs and situate them as agents of change

“... Many people have not come to the realization to correlate climate change and gender and they have not come to that understanding. They are aware that something has changed but it will take time for them to understand fully” (Sebolaishe Mabeba).

“Climate change policies should include gender equality and gender-sensitive approaches to dealing with the issues faced largely by women. But more so that those affected should be the ones who will inform [how] the legislation should be implemented, for example, giving practical examples of issues and possible solutions on how to mitigate and adapt while maintaining a sensitive approach to gender equality” (Busisiwe Shengiwe Ntombela).

When asked about the extent to which their organisations were involved with working with gender groups, the responses were varied. One respondent indicated that despite the majority of the work they do involving the participation of women, they have not undertaken any work that directly links climate change and gender (Sandile Nombeni), and another included gender work as part of broader



public education and human rights work (Francina Nkosi), while another (Zethu Mose) indicated that they participated in women's parliament. One participant reflected a reluctance on the part of their stakeholders to engage with these issues, linking to the challenge of patriarchal gender norms raised in the previous section.

"We try to support people to be more conscious of it, but men tend to be very reluctant to discuss such issues even though gender issues are everybody's issues both men and women" (Mandy Moussouris).

Those who did have dedicated gender and climate change work pursued multiple avenues for incorporating this work into their programming. For instance, Phila Ndimande of the Mfolozi Community Environmental Justice Organisation indicated that ensuring a gender-quota for both participation and decision-making had improved the gender responsiveness of their work and had been welcomed by community leadership.

"One of the ways we address working with gender groups is to ensure the quota system promotes more women participation than men. Women in my area are involved in forming two cooperatives which are dominated by women. In our meetings there are more female participants than men" (Phila Ndimande)

In addition, Phila Ndimande, Marilyn Aitken (Women's Leadership and Training Programme), and Vainola Makan pursued a public education approach either starting at school level or working with women's groups both to empower them to understand climate science, or policy-making processes around the climate, and how these affect their lives.

"We have also started visiting local schools in the area, and [making them] aware [of] the issues of climate change. We've involved women leaders in our community, traditional council, geography teachers, NPO's such as groundwork to influence the school's curriculum ... We are targeting our high school education system to focus on exposing learners to climate change. Understanding the links between what's being taught and the real-life impacts in their own communities." (Phila Ndimande).

"We make women and girls aware of climate change through education work" (Marilyn Aitken).


"The people on the ground have more impact than the state. That is why it is better to focus on individual actions but also people need to be educated and given space to act" (Mandy Moussouris).

Reframing responses for a better future: the need for gender-responsive policy development, decision-making, monitoring and evaluation on climate change

Respondents noted how the COVID-19 pandemic has illustrated that South Africa needs more inclusive budgeting, planning, and policy-development in order to ensure that disasters do not exacerbate inequality. A focus on economic growth at the expense of all else – gender justice or climate justice – will not adequately meet the needs of our population, as clarified by Francina Nkosi:

"We need a system that places human life ahead of the economy, [not] profits first over human life. Climate change doesn't only affect humans, it also affects land, biodiversity, [etc.] Both men and women will suffer" (Francina Nkosi).

Similarly, Sandile Nombeni, suggested that policy reform was needed to limit corporate influence on food prices, divest in fossil fuels, and to improve support for women small scale farmers.



Interviews made clear that as the climate crisis continues, and new strategies of adaptation, disaster management, and mitigation are developed, it is vital that these take women's needs – including their sexual and reproductive health needs – into account. One respondent provided a powerful example of this:

“An example of this was last year – a story of a woman stuck in a tree top during Cyclone Adai. She had been on her monthly cycle [menstruating] and was stuck in a tree. The male search and rescue team had come to rescue her, but she felt so unclean because she had her period. She expressed that this was the most painful experience she had to deal with. She felt embarrassed, ashamed and she felt her dignity being stripped from her” (Khulekani Magwaza).

The importance of using women's knowledge of the on-the-ground impact of climate change and gender-inequitable policy, and improving women's ability to participate in policy discussions and monitoring of implementation, was raised clearly by respondents, including Vainola Makan who noted:

“Women need to have influence, especially in the writing of policies... We need to translate [women's knowledge and] awareness into understanding and practical guidelines. We need to place some budget on climate change and women. These issues need to be integrated into planning systems, departments, social development, health, and mainstreaming and instructional level ... so that [women] are not just subjects and objects that we throw policies at. It is better to consult them as women. Women as partners, not objects ... Women's voices need to be brought in as monitors. They can give feedback on seasons, crops, where the impacts are felt, so that government can build a monitoring plan using the information given by women as women have a relationship to the soil and land and have valuable information” (Vainola Makan).


One respondent suggested specific legal and policy responses that should be developed to change gender inequitable norms.

“A policy should be drawn up that forces traditional leaders to include female participation ... Traditional practices need to change with the times where women are respected for their roles and also involved much more than they are” (Phila Ndimande).

The idea that women needed to be included at policy development level, and represented in government and civil society leadership, was echoed by Francina Nkosi, Khulekani Magwaza, and Zethu Mose.

“To be equal [agents of] change, women need to be included in drafting policies and programmes and included in legislatures ... As women are affected by climate change, we need climate justice now. Change how policies are being written (inclusiveness of women) ... we need to change when they have meetings and they need to start involving women and [asking] ‘how are women affected?’ (Francina Nkosi).

“Addressing structural changes in leadership and in organizations in particular sectors of labour, governance, and a balance of women and men in leadership roles. Making a deliberate choice to select a woman in order for them to influence those around them. Women also need to be prioritised and placed into positions where they can manage funds of organisations. This would certainly balance out gender inequality in structures. This also opens up for fresh new perspectives...” (Khulekani Magwaza).



“If the finance minister could be a woman for a change [it would create an opportunity for South Africa’s legislative and policy framework to reflect a gender-sensitive response to climate change]” (Zethu Mose).

Similarly, Sebolaishe Mabeba, Vainola Makan, and Phila Ndimande both pointed to the need for continued public education, particularly of the poor, to promote women as agents of change and to facilitate their participation and representation in policy-making processes.

“I think we should take this thing of educating and developing our people very seriously ... when people see there is a problem of climate change they should educate and develop the poorest because the ripple effects affects them more than [those living in] the developed places. Those in privileged areas already have ways to deal with such issues most of the time. Implementation should start in the bottom and not always come from the top ... For instance, teaching women in the rural areas that instead of travelling every day to work as a domestic worker in town they can start their own vegetable gardens and sell their produce, teaching them different farming methods that will help them even in these times of climate change” (Sebolaishe Mabeba).

“Undergoing training helps me firstly be equipped to deal with climate change. I’m then in a better position to build capacity and share the knowledge that I have learned with my community” (Phila Ndimande).

“We see how the decisions made affect women on the ground and how women are not seen as agents, government just dump decisions on these women. With regards to educational programmes, we work with women, educate them, and train women with various organisations. An example of the initiatives that we are involved in is the women’s budget tracker ... We also try to make complex information accessible to communities and understandable. Because you won’t be able to act if you don’t understand the policies and legislation available. Transparency in budgets is important. There is a lot of work put into these policies, but if it’s not accessible to people, then it’s pointless having these ...” (Vainola Makan).

Local government and political parties were identified as an important site of activism and partnership for these efforts.

“[It is important to work] with political parties that are saying ‘we are your future government, what can we do for you’ but when approached with these issues and questions, they scramble for the right person to answer. If we can look at political parties, they will be able to push this forward” (Vainola Makan).

Positively, Sarah Birch from the Western Cape government noted that her department is making spaces for people to focus on, collaborate on, and integrate these two issues into their planning and budgeting, and that,

“Both nationally and provincially, there is a lot of scope to include gender sensitive responses to climate change ... In general, there is a lot that can be done ... From a climate change perspective, it is our job to connect the dots, there is a lot of work to be done” (Sarah Birch).

The need for meaningful engagement was also highlighted:

“There are also opportunities. Programmes can be developed to take the opportunities and develop communities ... In general, as the crisis continues, if we follow the patterns of the past, women are going to be stuck with the short end of the stick ... the aspect that has not been tapped into is women as agents of change” (Sarah Birch).

In addition, the media was flagged as an important partner in publicising issues related to gender and climate change, and to empowering women as knowledge creators.

4.2. THEMATIC FOCUS GROUP ANALYSIS

Three focus groups were held in Limpopo where respondents were asked a set of four questions related to gender and climate change. The focus groups were held in Makhado, Lephalale, and Polokwane and 71 participants attended. The responses to these questions from each group is detailed below.

Are current provisions and opportunities gender differentiated or sensitive to climate change responses in South Africa?

Focus Group 1 was clear that “the lack of meaningful consultation and participation” of youth and women in consultation and policy development processes had a negative effect on the ability of planning documents and policy to be gender responsive and to address climate change in a gender responsive way.

Focus Group 3, however, felt that they required public education on what climate change was before they could make an assessment of the sensitivity of current provisions and opportunities. This pointed to a need for increased public education on climate change and on gender inclusive practices.

“We do not even understand what climate change is. ... We do not even know about these programmes. We do not even know if it exists, there is somewhere where there is a climate change programme where women can be part of it, so we said no to that.” (Focus Group 3)

Is it a valid argument to advance for gender sensitive climate change response and what are the risks?

Focus group 1 emphasised that it was not sufficient to advance a gender sensitive approach, without also advancing an approach that took local knowledge and context-specific challenges and solutions into account. They provided a specific example of case studies related to the impacts of mining, development, and infrastructure projects that have environmental and climate change impacts.

“I think as communities if we are the ones who are doing those case studies, it will be meaningful rather than somebody coming from any university because we are here living that life. We know what is happening and not somebody who has gone to university to come and dictate on the issues that affect us” (Focus Group 1).

In addition, Focus Group 1 also felt that it was important to encourage a youth-driven approach, founded in community public awareness campaigns, to ensure that the activism in support of an inclusive climate change response was sustained.

“I the youth will be the one challenging the legislature, it will be meaningful because they are the future generation. We are not saying the men and women are not important but with the youth they are the ones who are going to take this

thing forth. By equipping them it will have value and they can raise those issues that affects them more than us as born after born before technology at least for those who were born after that it's fine ... Even if we can go to the Minister of Environmental Affairs in South Africa, it's some old chap who is not going to be here when all of this, so maybe instead of just educating us, educating them, guys they are not relevant to the solution" (Focus Group 1).

Focus Group 3 reported that they felt that a gender-sensitive approach was necessary and valid, because of the specific challenges and gender responsibilities that women face, particularly in rural areas.

"We said the availability of water in rural areas provides safety for women and children as they do not travel long distances and are also not exposed to thugs and criminals" (Focus Group 3).

Are there differentiated public participation opportunities and influences in law-making and oversight, in particular for women and young people in climate change, environment and service delivery?

Focus Group 1 argued that there was not sufficient emphasis on creating opportunities for women to participate in law-making and oversight. They specified that "youth and women structures are not directly invited" to policy-making processes and that only if government was more inclusive in their invitation processes this would increase women's engagement on these *issues*. As a result of this lack of direct invitation, the group suggested that Integrated Development Plans (IDPs) were not gender-responsive or gender-sensitive, citing the examples of the differentiated impacts of pollution, mining, and poverty on women.

In addition, Focus Group 1 emphasised the importance of public education and awareness raising amongst women and the youth to ensure that when communities participated in these processes it was from an informed perspective, and not simply a rubber-stamping exercise.

They expressed the sentiment that consultation processes were sometimes not meaningful – i.e. in situations when a decision that has already been taken is presented to the community for their input, but their input does not change the outcome. They provided an example of expanding a dam for coal washing:

"Number one, they will tell you they want to expand the dam on their side, for washing coal, just giving you an example. Usually they don't consult the community. They will just say we want to expand, in passing we want that thing to come to us as communities. They've expanded that thing, and also did they inform their workers, do the workers know because usually they don't inform their workers and also on their safety. They don't do training with their workers. They will just do it that time and then they pass. We want community and the workers to know here is the safety measures for mining or for what you call, planting. Then we are going to be involved because usually they don't involve the communities" (Focus Group 1).

Their response suggested a lack of trust in public representatives and processes, and a perception that private companies are also not undertaking environmental or social impact assessments before going ahead with development.

Focus Group 3 also felt that when there were public participation opportunities and women attended, they were not able to participate equally because of traditional gender norms.

If there are meetings or workshops for women, a lot of women [don't] speak or they speak less because men are still overpowering. Women are still attached to tradition" (Focus Group 3).

They felt that this even applied to their participation in the focus group discussion, where the presenter indicated her own experience:

"You see even in this session, because we are still attached to our culture and tradition, we know that in our culture a man is the head of the family, so even if I have a point, I want to raise it but Vusi has a point, even if it differs, I will hold it back, I will not participate because I'm taught that a man knows everything ... in most cases in meetings women do not speak, and sometimes they want to speak but they keep quiet because of our culture that women usually don't speak when men speak. And then another point, women are still afraid to fend for ourselves. We are afraid, even if we have to say something, advise my man or even my family, we are afraid. Most of the NPOs, if women wanted people to come and say tell us more about your NPO, I would be afraid because we are afraid to stand for ourselves. Women are afraid to stand for themselves, everywhere in everything, we have that problem that they want to be [unclear] so that they can speak for themselves, right now women don't speak, what hurts them, they don't speak" (Focus Group 3).

Focus Group 3 also pointed to the fact that public participation opportunities are often held at the regional or provincial level, limiting the participation of women at the local level.

"If we allow for the women to come and attend, for instance this meeting, these meetings are not available at the villages we only attend the meeting at the provincial level and the national level, and we forget that most of the things that are local *areas*. So, if we can have a chance, then those meetings should be attended by most of the women at the local villages we would know ourselves" (Focus Group 3).

Are current legislations and policies able to address climate change impacts on women and youth?

Focus Group 1 felt that current legislation and policy was not able to address the impact of climate change on women and youth.


"The government is not considerate of women's needs when passing laws, especially climate change laws ... nowhere in a water scarce area is water for women prioritized" (Focus Group 1).

Focus Group 1 also felt that elected female officials were not driving a gender responsive approach:

"Most of women who are in Parliament who are elected to look at youth and women, they are not doing their job, they are only there for their own personal interests" (Focus Group 1).

In contrast, Focus Group 2 felt that the legislation was in place, but that implementation was problematic, and government was not conducting sufficient oversight to ensure that the law was adhered to.

"We do have good legislations and policies to address the issues (the impact of gender on climate change [resilience and adaptive capacity]) but the bigger



problem is the implementation part of those policies and legislations. Government doesn't monitor or enforce developers to respect or to implement conditions imposed to them when they were granted permits or licenses. For example, when a developer applies for a mining right, an environmental impact assessment is required, which would include the measures to address those environmental impacts. After they have approved the environmental impact assessment, the environmental authorization would be given to the developer with conditions they should adhere to. In this regard we expect the department of energy to monitor the developer, [to check] if they are doing [things correctly], or to ensure that they are doing the correct thing. So, we even said the government is failing to hold the developers or industries accountable"

There was thus a sense that there was room for improvement in the extent to which government took gender into account with regards to climate change law and policy.

4.3. SUMMARY OF QUALITATIVE RESEARCH FINDINGS

The interviews revealed a shared understanding that gender inequality and patriarchal social norms when combined with climate change increases the vulnerability of women to poverty, hunger, unemployment, and gender-based violence. The focus group findings showed how these same norms can limit the ability of women to participate in policy-making discussions and decision-making around climate change adaptation and mitigation. Thus, challenging patriarchal gender norms and family household roles is vital to ensuring that women are more able to participate in climate change discussions, and to improving community resilience to the impacts of climate change.

Respondents also noted that the current law and policy framework around climate change is not sufficiently gender-responsive, nor have discussions and decision-making processes been sufficiently gender-inclusive. The disconnect between South Africa's law and policy framework and the experience of corruption, maladministration, and poor service delivery in many communities has contributed to a lack of trust in institutions. The state's failure to publicise policies and make them accessible for women and affected groups has reinforced distrust and reduced participation. In the responses around ensuring that women are more able to become agents of change, respondents highlighted that multiple avenues of action needed to be taken: there was a need to ensure quotas for gender-participation in law and policy-making processes, a need to increase public education around climate change for women, a need to develop content for the education system around climate change that can be incorporated into the curriculum, and a need to work with community and traditional leaders to address harmful gender norms that might discourage them from instituting inclusive decision-making processes.

Public awareness and climate change education is necessary to ensure that public participation on these issues is meaningful. The focus group discussions pointed to this most clearly – if women are not clear on what climate change means or the impacts it is having and will have in their community, then their participation in consultation processes will not be meaningful. Similarly, the focus group discussions pointed to the importance of taking into account local, context specific knowledge systems and information, and not assuming that the challenges faced by women are the same in all contexts.

At the same time, there was also a sense that at times public participation processes are designed not to be effective, for example when there is a clear failure to invite a broad range of groups, or when a decision has already been made and public participation will not change the outcome. This was raised in the focus groups specifically in relation to community engagement around environmental impact assessments. This lack of trust in public processes could limit the participation of affected groups.

It is clear that climate change policies lacking gender-responsive approaches will exacerbate existing inequalities and will lose out on the benefits of evidence, knowledge and data from communities who are experiencing the impacts of climate change first hand.

CHAPTER 5: DISCUSSION

The analysis of the law and policy framework and the interviews and focus group revealed several shared findings. These are discussed below.

The law and policy framework around climate change are not gender-responsive, and South Africa is not meeting its global commitments to a gender-sensitive climate change response.

As the law and policy review section of this report shows, gender-mainstreaming is not the norm in national, provincial, or local policy development. Gender is subsumed under the label of ‘vulnerable groups’, and it is often the case that this vulnerability is not defined – i.e. there is no effort on the part of policy makers to unpack the causes and impacts of this vulnerability, or the impact of climate change on existing vulnerabilities. For the most part, policy is gender-blind. This could be a result of the absence of women from policy-making processes and discussions, though assessing this was not within the scope of this research project.

It must be clear that there is no such thing as gender-neutral law and policy when it comes to climate change, only policy that is gender-blind and will exacerbate existing inequalities.

The South African law and policy framework thus has a significant gap in terms of its ability to plan, budget, and respond to climate change in a gender-responsive way.

Gendered household norms affect women’s vulnerability to climate change impacts and reduce their resilience. Changing these norms will be vital to ensuring that South Africa is able to respond to climate change in a gender equitable way.

Gender norms will impact the resilience and vulnerability of women to climate change impacts. Gender norms and the structure of families in South Africa make it more likely that female-headed households in rural areas are large, and that women are more likely than men to have childhood care responsibilities. Children are far more likely to live with just their mothers (43.1 percent) than just their fathers (3.3 percent) (Statistics South Africa, 2018). Almost half (45 percent of females and 48 percent of males) of people interviewed agreed that ‘a man’s job is to earn money; a woman’s job is to look after the home and family’ (Mokomane et al, 2020).

For most South African families, women are expected to perform the majority of the household and childcare labour, regardless of whether they are employed or not.

Research indicates that women were far more likely than men to cite that it was ‘usually/always me’ who did the laundry (females 82.2 percent / males 12.1 percent); cares for sick family members (females 61.8 percent / males 16 percent); shops for groceries (females 54.2 percent / males 14.3 percent); does the household cleaning (females 78.1 percent / males 12.7 percent); and prepares the meals (females 85.8 percent/ males 14.8 percent) (Mokomane et al, 2020). Climate change and natural disasters, as has been illustrated by the COVID-19 pandemic, make it more likely that children will be required to stay at home, and that women will have increased responsibility for family care. Similarly, the roles that women are expected to play will be affected by climate change through the increasing difficulty in accessing water and firewood, meaning that they have less time to undertake any economic endeavours outside of the home. This will limit women’s ability to pursue economic and educational opportunities, entrenching gender inequitable poverty. Changing gendered household norms is thus vital to improving the resilience of all South Africans to the impacts of climate change.

Improving civil society’s relationships with and public trust in elected officials and participation processes will be important to ensuring a gender-responsive climate change response.

Creating a more gender-sensitive and effective climate change response will require addressing public trust in government. In the 2018 Afrobarometer survey, more than half of respondents said they had ‘just a little’ or no trust at all in the President (57 percent), Parliament (65 percent), the ruling ANC party (60 percent), and the opposition parties (70 percent), which reflected a decrease from preceding survey years. Interview responses in this report reflect the Afrobarometer study’s finding – a lack of faith in government was reflected in our study respondents’ answers to the question on the opportunities for a more gender-sensitive climate change response. The interviews revealed a lack of trust in elected officials, as well as poor responses for those who have been able to engage them.



There is thus a need to engage climate change action groups broadly to assess the opportunities for and barriers to their public participation, and in particular, the participation of women within these organisations. If women are not aware of the opportunities to participate, and the government is not actively seeking women's opinions and leadership on issues of climate change, South Africa's response will continue to be gender-blind. This will also require a deepening and strengthening of relationships between civil society groups working on this issue, to ensure that participation is democratized, and public information is shared.

South Africa has been a leader in the world for gender equality. Its laws and policies are used as best case examples by countries all over the world. South Africa could lead on ensuring that our response to climate change is gender-responsive, and enhances gender equality. The time is now to seize this opportunity to lead again.

CHAPTER 6: RECOMMENDATIONS AND CONCLUSIONS

The report makes clear that as it stands now, South Africa’s response to climate change is at risk of exacerbating existing inequalities by not taking gender into account. The impacts on agriculture, rainfall, and livelihoods will have gendered implications, and yet this well-known reality is not emphasised in South Africa’s response. The use of the term ‘vulnerable’ is common, but rarely defined. This will not be sufficient to adapt to and mitigate climate change in a gender sensitive and just way.

All is not yet lost. Many international development organisations have produced helpful research that identifies the ways that governments can respond to climate change and take gender into account. For instance, the UNDP (n.d.) has produced a useful guide to improve women’s adaptive capacity by undertaking gender-responsive adaptation strategies in six areas. Key learnings in these areas are detailed in Table 1, below. In addition to these lessons learned, the UNDP Gender Impact website (UNDP, n.d.) includes strategies to achieve some of these goals, and successful examples of countries that have implemented them. South Africa can learn from these examples, and could pilot them at the local level where context appropriate.

Table 1: UNDP: Lessons learned to improve women's adaptive capacity to climate change

CATEGORY	LESSONS LEARNED	DETAILS ON LESSONS LEARNED
Food and nutritional security	Interventions should build on gendered strategies for ensuring food and nutritional security, including context-specific gender patterns underlying resource rights and responsibilities, diversification of livelihood options (especially for landless women headed households) and women’s social networks which tend to be informal but provide support for those in vulnerable situations.	<ul style="list-style-type: none"> Acquisition of land and other productive assets (e.g. equipment and technical inputs) can be facilitated through collective arrangements, especially when individual land tenure for women is constrained by social norms and customary practices. Investing in more education can lead to enhanced adaptive capacities, given that women and girls with higher levels of education are more likely to access markets and earn better incomes. Removing the barriers for access to and the management of finance and markets for rural women to improve their productive capacity in the agriculture sector is vital. Climate change adaptation projects need to invest in time-saving technology so that women of all age groups have more time to devote to productive activities.
Water and governance of water	Enhancing water access does not, in and of itself, build gender equity or advance gender equality. Even if it reduces women’s workload, the provision of water needs to go hand in hand with careful consideration of gender power dynamics around access to water and other resources.	<ul style="list-style-type: none"> Solutions for improving access to water must be designed with the objective of creating conditions for equitable access. This includes taking into account affordability, particularly for the most vulnerable. Adaptation projects should seek to address gender bias in access to irrigated land, where it exists, through affirmative action (e.g. quotas or special measures). Strengthening access to water also involves gender-equitable sharing of household responsibilities and community decisions around water. This includes investing in social mechanisms for equitable management of and rights over water.
Time poverty	Reducing unpaid care work can lead to increased earning capacity and financial autonomy for women.	<ul style="list-style-type: none"> Reducing time poverty has a direct impact on women’s empowerment through reducing domestic violence and more time for self-care activities, thus leading to increased self-esteem.

		<ul style="list-style-type: none"> • Freeing up considerable amounts of women’s time and energy enables them to contribute to social and human capital, develop new skills, and invest in their children’s education and well-being. • Creating conditions for women to get more involved in the public sphere (i.e. creating more time to attend meetings, take part in local committees, develop leadership skills) increases their civic participation.
Access to resources	To ensure gender-responsive adaptation, it is imperative to understand and recognize how existing gender relations reproduce gender inequalities and keep women from controlling resources that are essential for their family’s survival. This could include examining mechanisms, social norms, and institutional arrangements that affect gender biases.	<ul style="list-style-type: none"> • Getting endorsement from local authorities and working with them to find solutions, especially for women’s access to land, secures their right to ownership in the community sphere. • Being creative about arrangements for women’s land ownership can lead to positive outcomes. This is especially critical when traditional arrangements are fraught with gender inequity. It could include supporting women’s collectives or associations, as these appear to be very effective at overcoming barriers faced by women individually. • Investing in women’s literacy and girls’ education is a precondition for increasing women’s control over household finances, as well as project or community budgets.
Leadership	It is important to recognise the existence of barriers to women’s participation and leadership, and understand and access the nature of these barriers (e.g. time poverty, illiteracy, restrictions on mobility, social norms against women taking up responsibility in the public sphere). The identified barriers should be taken into consideration when designing projects.	<ul style="list-style-type: none"> • Gender specialists and sociologists can help identify the barriers preventing participation across different categories of women (e.g. women in male-headed households, women in female-headed households, women of different age groups). • There is the need to support women collective groups.
Gender Groups at risk	A precondition for well-designed gender-responsive targeting is rigorous gender analysis conducted by gender specialists in the targeted regions.	<ul style="list-style-type: none"> • For effective targeting, sound knowledge of the local situation is required including forces at play, people at risk, and factors that make particular groups vulnerable to particular risks and agents of change. • Involvement of multidisciplinary teams can be targeted to exploring various dimensions of women’s lives, including abusive practices in the context of poverty and seasonal vulnerabilities. • Adaptation projects can invest in non-traditional roles for women and look beyond material needs or a strict sectoral focus (e.g. agriculture or water), in order to strengthen women’s self-esteem and dignity.

There are, therefore, opportunities to improve the response, and these are opportunities that can be seized upon in the short-term and long-term. Recommendations are made to different sets of stakeholders, below.

6.1. SALGA AND THE DEPARTMENT OF COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS

- The SALGA women's commission and the Department of Cooperative Governance and Traditional Affairs should hold a training for municipalities on how to integrate gender-responsiveness into their IDPs and Climate Change Response Plans.
- SALGA should continue to drive the development of multi-party women's caucuses within municipalities and should ensure that all elected representatives have an understanding of the gendered implications of climate change and how to encourage gender-mainstreaming in all local government programmes and policies.
- SALGA should commit to developing a strategy for gender-inclusivity that goes beyond women to include sexual orientation, gender identity and expression.

6.2. PROVINCIAL GOVERNMENT AND PROVINCIAL LEGISLATURES

Provincial Governments should

- (i) review their climate change plans through a process of public consultation that targets the involvement of gender-focused organisations and networks, and that includes input from the local level.
- (ii) engage the Commission for Gender Equality and other suitable gender specialists to assist in policy review, training, and analysis related to gender disaggregated data collection and programme development.

Provincial Legislatures should

- (i) establish a committee on climate change, focused on the environmental, agricultural, economic, social, gender, and health impacts and should ensure that the representation of this committee is diverse.
- (ii) hold public hearings on climate change and encourage and facilitate the participation of women and women's organisations. The findings from these public hearings should be documented in a report and shared with the NCOP.
- (iii) commit to developing a strategy for gender-inclusivity that goes beyond women to include sexual orientation, gender identity, and expression.

6.3. THE COMMISSION FOR GENDER EQUALITY

- The Commission for Gender Equality (CGE) should undertake a legal investigation into municipalities' inclusion of GRPBMEA principles and gender-disaggregated data collection into their documents, and non-compliant municipalities should be instructed to do so.
- The CGE should engage provincial departments with a mandate to address climate change and should build partnerships to incorporate a gender-sensitive and gender-mainstreamed approach into provincial plans, policies, and programmes.
- The CGE should continue with and expand its public education programme for gender-inclusivity that goes beyond women to include sexual orientation, gender identity, and expression.

6.4. NATIONAL GOVERNMENT

- [National Department of Environment, Forestry and Fisheries](#)
 - (i) The draft Climate Change Bill should urgently be reviewed for its gender-responsiveness and amended.
 - (ii) The Department's plans should be reviewed for their gender-responsiveness as a matter of urgency.

- **The Department of Planning, Monitoring, and Evaluation (DPME)**
The DPME should assist other departments in ensuring that gender disaggregated data indicators are mainstreamed across all departmental annual performance plans and strategic plans, including the Department of Environment, Forestry and Fisheries.
- **The Department of Women, Youth and Persons with Disabilities (DWYPD)**
The DWYPD should play an active role in Cabinet and in cabinet working groups to ensure that policies, laws, and strategies are gender-responsive prior to being published for public comment, and prior to being submitted to Parliament.

6.5. NATIONAL PARLIAMENT

- The National Parliament should establish a joint committee on climate change focused on the environmental, agricultural, economic, social, gender, and health impacts and should ensure that the representation of this committee is diverse.
- When the Climate Change Bill is referred to Parliament, Parliament should promote gender-analysis by referring the Bill to all relevant committees including the Portfolio Committee on Women, Youth and Persons with Disabilities.

6.6. CIVIL SOCIETY GROUPS

- At the local level, climate-focused civil society groups should ensure that when they hold public meetings, they do so at a time that is convenient for women to attend, and where possible childcare should be provided.
- Public education programmes on climate change should incorporate a gender lens, and should engage women and men as equal partners, noting the gendered implications of climate change.

6.7. AFRICAN CLIMATE REALITY PROJECT (ACRP)

- In further research, the ACRP should explore the opportunities and barriers for public participation amongst its stakeholders, particularly women-led climate organisations.
- The ACRP and its partners should consider the option of hosting multi-sectoral information sharing sessions on the topic of climate change to ensure that information is not limited to those already informed about climate change (e.g. agriculture groups, women's organisations and networks, business forums etc.) and to ensure that meaningful stakeholder networks are built.

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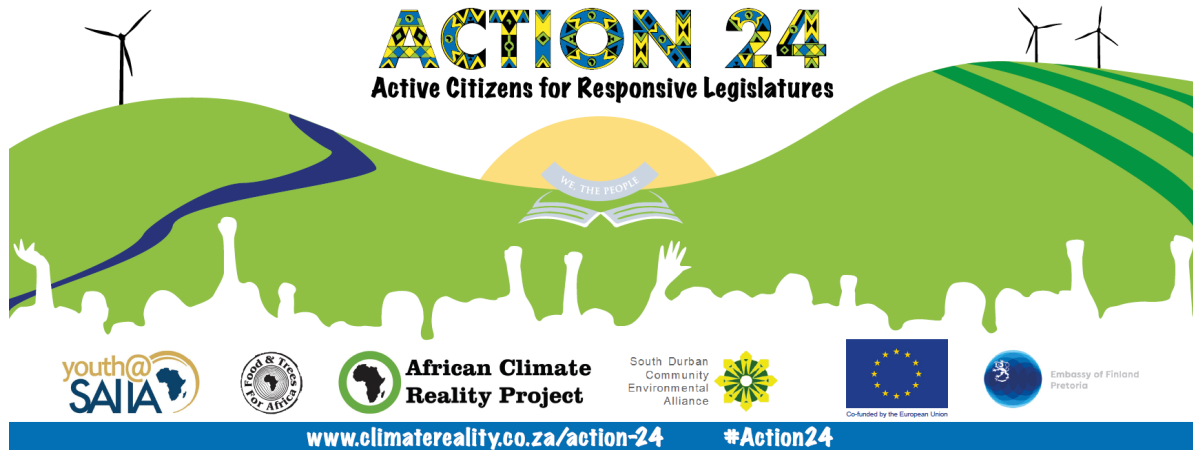
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ANNEXURES

ANNEXURE A: CONSENT FORM

Action 24 and CGE



CONSENT TO PARTICIPATE IN RESEARCH

Focus group discussion

Exploring a gender-sensitive approach to South Africa's climate change response

Action 24 in collaboration with Commission for Gender Equality invite you to participate in a pilot research study exploring a gender-sensitive approach to South Africa's climate change response. The findings and recommendations of this pilot study will be disseminated, as means of engagement and advocacy for gender-sensitive responses to climate change, both towards the South African Legislative Sector and across the most affected communities.

1. PURPOSE OF THE STUDY

The purpose of this pilot study is to support engagement and advocacy for gender-sensitive responses to climate change, both towards the South African Legislative Sector and across the most affected communities. Furthermore, the findings of the study are expected to help enhance the capacity of women to engage meaningfully with legislatures through a formal submission on issues affecting them supported by the CGE based on the outcomes of the study in particular highlighting the wider causes, impacts and opportunities related to environmental governance. Doing so, it will offer a platform to elevate the voices of women's public participation on environmental governance, climate change and sustainability.

2. PROCEDURES

If you volunteer to participate in this study, I will ask you to partake in a 120-minute focus group discussion session. The aim of this session is to understand your thoughts and feelings on the issue of climate change and its impact on your livelihood.

- I understand and give permission to participate in a focus group session
 Other: _____

3. POTENTIAL RISKS AND DISCOMFORTS

There are no known dangers or risks associated with you participating in this study. Should you feel uncomfortable answering these questions, you may indicate this to me, and we can move to questions you are more comfortable answering.

4. PAYMENT FOR PARTICIPATION

There will be no payment for participating in this research study.

5. CONFIDENTIALITY

Any information that is obtained in this study and that can be identified with you will remain confidential and will be disclosed only with your permission or as required by law. Please indicate your level of anonymity below. Should you change your preferred level of anonymity before or after the focus group session, please inform me and I will adhere to your preference.

- Anonymity not required
- Anonymity of participant's name required
- Anonymity of participant's title required
- Anonymity of the participant's current profession
- Other: _____

Recording the focus group session will assist in ensuring the data analysis is accurate. Should you be uncomfortable with the focus group session being recorded, please indicate this below. You may change your decision during or after the focus group session or request that certain parts of the discussion are not recorded. Confidentiality will be maintained by ensuring that the recording is kept safely. Only the project management team will have access to the audio recording. Once the research has been completed, the transcripts will be deleted. Should the research be published at any point after the study is completed, you will remain confidential and will be disclosed only if you have given your permission or as required by law.

- Permission to record granted
- Permission to record NOT granted
- Other: _____

6. PARTICIPATION AND WITHDRAWAL

If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you do not want to answer and remain in the study. The facilitator may withdraw you from this research if circumstances arise which warrant doing so.

7. IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact: africa@climateresearch.com

8. RIGHTS OF RESEARCH SUBJECTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies due to your participation in this research study.

SIGNATURE OF PARTICIPANT

The information above was described to [me/the subject/the participant] by _____ in [Afrikaans/English/Xhosa/other] and [I am/the subject is/the participant is] in command of this language or it was satisfactorily translated to [me/him/her]. [I/the participant/the subject] was given the opportunity to ask questions and these questions were answered to [my/his/her] satisfaction. [I hereby consent voluntarily to participate in this study/I hereby consent that the subject/participant may participate in this study].

Name of Subject/Participant

Date

SIGNATURE OF INTERVIEWER

I declare that I explained the information given in this document to _____ [name of the subject/participant] and/or [his/her] representative _____ [name of the representative]. [He/she] was encouraged and given ample time to ask me any questions. This conversation was conducted in [Afrikaans/*English/*Xhosa/*Other] and [no translator was used/this conversation was translated into _____ by _____].

Signature of Investigator

Date

ANNEXURE B: INTERVIEW QUESTIONNAIRE AND RESPONDENTS

NAME AND SURNAME	PROVINCE	ORGANISATION
Francina Nkosi	Limpopo	WWAO
Sebolaishe Mabeba	Limpopo	WEJF
Zethu Mose	Gauteng	LANDROSA
Vainola Makan	Western Cape	
Khulekani Magwaza	KwaZulu Natal	SAYCCC
Sandile Nombeni	Gauteng	360 DEO
Marilyn Aitken	KwaZulu Natal	WLTP
Phila Ndimande	KwaZulu Natal	MCEJO
Mandy Moussouris	Western Cape	EMG
Busisiwe Ntombela	KwaZulu Natal	KwaMakhutha Women's Group
Sarah Birch	Western Cape	Western Cape Government Environmental Affairs And Development Planning

The personal interview questions are listed below:

- 1) What are the social factors resulting in changes in the environment and are they gender focused?
- 2) What sort of interventions is your organisation/department currently involved in? How do you play a role in working with gender groups?
- 3) What do you think, are significant impacts of ongoing environmental changes for social systems and human security, are they gender differentiated?
- 4) What do you think is likely to happen if the current climate crisis continues, will there be different outcomes for men and women? Are there any cases related to the question, which you would like to share?
- 5) What actions could be taken for a more sustainable future that would position women and men equally as agents of change? Your current position puts you at an advantage to act, how will you or are contributing to the climate change action for gender equality?
- 6) Is gender sensitivity mainstreamed in the existing legislation, policy framework at national or provincial level in relation to climate change?
- 7) Based on your knowledge, what are the opportunities for South Africa's national legislative and policy framework to reflect a gender-sensitive response to climate change?



ANNEXURE C: FOCUS GROUP QUESTIONS

Question 1

Are current provisions and opportunities gender differentiated or sensitive to climate change responses in South Africa?

Question 2

Is it a valid argument to advance for gender sensitive climate change response and what are the risks?

Question 3

Are there differentiated public participation opportunities and influences in law-making and oversight, in particular for women and young people in climate change, environment and service delivery?

Question 4

Are current legislations and policies able to address climate change impacts on women and youth?

ANNEXURE D: PROVINCIAL AND LOCAL GOVERNMENT POLICY ANALYSIS

Gauteng Policy Analysis

Table 2: Gauteng Policy Analysis

Document	Analysis
City of Ekurhuleni Metropolitan Municipality Annual Report 2018/19	The annual report includes a section on natural resources (City of Ekurhuleni Municipality 2020: 22) and indicates that “climate change is already having a direct impact on the ability of municipalities to meet their objectives due to extended dry seasons, increasing temperatures, and other extreme weather events that result in drought, crop failure, livestock death, wildfires, and damage to infrastructure” (Ibid). It acknowledges that this has the potential to increase poverty, damage household assets and increase the burden of diseases. It suggests that climate change agendas have been mainstreamed into local government development plans, and identifies that local government plays a crucial role in building climate resilience, but makes no mention of the gender implications thereof (Ibid). It reports that awareness campaigns were undertaken to raise awareness around climate change and environmental management (Ibid: 284) but does not provide a gender breakdown of beneficiaries or participants. The report employment statistics for the municipality show that women are more likely to be unemployed (Ibid: 19), and all other mention of women / females are related to employment equity targets and the construction of an ablution block.
City of Ekurhuleni Metropolitan Municipality Climate Response Strategy (2015)	The strategy does not include reference to gender or women. In the section of the report related to vulnerability, it identifies that vulnerable communities are at risk of the impact of climate change, and identifies that there is a need to improve early warning systems to these communities. However, it does not identify which communities it believes to be vulnerable, other than indicating that people living in informal settlements are at risk.
City of Johannesburg Climate Change Adaptation Plan (2009)	Though the document acknowledges that climate change will increase the vulnerability of already vulnerable residents by affecting food security and hence food prices, it does not provide an intersectional analysis of vulnerable groups. The document does not mention gender or women at all and is thus not gender responsive.
City of Johannesburg, Integrated Annual Report 2018/19	The document does not meaningfully engage with climate change from a gender perspective. It notes that in the transport sector it aims to improve storm water systems to respond to climate change and water scarcity, and has introduced a Green Building Policy for the city and undertaken a programme aimed at reducing the city’s carbon footprint. Climate change falls under the responsibility of the Department of Environmental and Infrastructure Services (EISD) within the city, with a policy and regulation development and compliance monitoring mandate. The climate change focus is limited to a focus on ensuring that the City’s greenhouse gas emissions are reduced (mitigation) and to ensure resilience through adaptation (City of Johannesburg, 2019: 261). However, there is no mention of the differing contexts of men and women within the city. The Department initiated a process to develop a Climate Action Plan for the city, through which a project is to be completed in the 2019/2020 financial year. Though the report highlights that civil society is an important stakeholder, it does



	<p>not expressly mention women’s groups (Ibid: 264). The Climate Change Action Plan is still in draft at the time of writing this report.</p>
<p>City of Tshwane Climate Response Strategy (2018)</p>	<p>The Strategy includes a section on building climate resilient communities (City of Tshwane, 2018: 22) and recognises that “the poor of the city will bear the brunt of climate exposure, having to deal with rising temperatures, water scarcity, and extreme weather events...” but this is a more general statement relating to socio-economic status, rather than gendered differences in terms of the effects of climate change. The strategy also outlines the programmes the city has in place in terms of support (Food Bank, agri-parks to support agriculture and formalisation of informal settlements) but does not specifically refer to the gendered access to these.</p>
<p>City of Tshwane Integrated Annual Report 2018/19</p>	<p>The 2018/19 Annual Report of the City of Tshwane notes that it has participated in the Cities Resilience Forum to improve its response to climate change and pursue climate resilient development (City of Tshwane, 2019: 56). Over the financial year it has focused on building and maintaining storm-water infrastructure and preparing roads for the impact of climate change (Ibid: 100). In relation to gender, it mentions that the city unpacked the Women’s Empowerment and Gender Equality policy but does not give details on this policy or whether it is linked to climate change (Ibid: 131). Thus, the annual report does not mainstream gender into its assessment of climate change.</p>
<p>Climate Change Strategic Framework. (CCSF) City of Johannesburg (Final Report) (2015)</p>	<p>The document does not mention gender or women. It only notes that the city is mapping flood-prone areas and developing early warning systems, and is raising awareness of this in vulnerable communities (City of Johannesburg, 2015: 25). Gauteng City Region.</p>
<p>Climate Change Response Strategy: Strategic Action Plan (2018)</p>	<p>The Strategy mentions women in terms of the Sustainable Development Goals (2018: 18). The Strategy has four broad goals (Ecosystem Goods and Services, Quality of Life, Disaster Risk, and a Decarbonised Economy). Goal 2 – Quality of Life- focuses on improving the quality of life, especially of the least advantaged members of society, which it defines as women, children, the elderly and the disabled.</p> <p>The Strategy’s (2018: 21) SWOT analysis of internal and external factors that may limit/enhance climate change response identifies women as potential leaders as an opportunity. Pervasive poverty and inequality and entrenched patterns of discrimination are listed as a weakness and as “obstacles to generalised progress as they concentrate resources in the hands of the elites” (Ibid: 21). Yet, the specific challenges faced by women (access to resources, barriers to participation, limited mobility etc.) and gendered inequality are not cited as “threats”.</p> <p>Five cross-cutting issues are identified for the strategy, namely: research and innovation, public awareness, capacity building, education and training, governance and finance. Women are only mentioned in relation to public awareness and support for climate change responsive actions and holding government accountable. Women are included in the targeting of vulnerable groups who can make a difference (2018: 39). Under Response Programme 6: Human Settlements, it notes that exposure to harmful living conditions when combined with low adaptive capacity could result in increased mortality and morbidity , especially among vulnerable groups including</p>



	<p>women- and child-headed households (Ibid: 69). However, it does not identify women-focused or gender-responsive strategies, nor does it identify the broader contributing factors to women’s lack of resilience and vulnerability.</p>
<p>Gauteng City Region. Over-arching Climate Change Response Strategy: Status Quo Report, v. 1 (2017)</p>	<p>In the section of the report titled ‘Considerations of Adaptation Strategies’ the report noted that gender matters when it comes to climate change, based on the different roles that women and men play in households. It notes, “women and men have differing abilities to respond to the threat that climate change poses to their lives and livelihoods, and it is often women who are at a disadvantage when it comes to adaptation” (2017: 84). It also recognises the importance of intersectionality – that not all women are equally vulnerable, and that there are many examples “where women are using their knowledge and capacities to protect their families and communities from the adverse impacts of climate change” (Ibid). The report emphasises an understanding of the dynamics of vulnerability, and that gender influences these dynamics (Ibid).</p>
<p>Joburg 2040. Growth and Development Strategy (2011)</p>	<p>The Strategy notes that in relation to climate change the City of Johannesburg must “build its adaptive capacity, ensuring that its adaptive capacity is more resilient to change” (City of Johannesburg: 2011, 8) and cites research that indicates that a bottom up approach where local level strategies filter up to the national level may be “the most effective means of formulating a culture of ‘eco-awareness’” (Ibid: 15). The Strategy also notes that “environmental sustainability is often viewed as an afterthought, but should, in essence, drive the City’s developmental and growth agenda” (Ibid: 64). The Strategy outlines areas where the city can optimally manage its natural resources, however none of these note the gendered dimensions of resource use / the gendered implications of a just transition. (Ibid). The Strategy identifies strategies to mitigate and reduce climate change (Ibid: 67) however it does not include a gender analysis of the vulnerability to climate change or note the importance of including gender-representative groups in its consultations (Ibid). In terms of its developmental outcomes. Thus, while it is positive that climate change is centred in the city’s strategy, if it is implemented without a gender-responsive lens it will reinforce existing inequalities. In terms of gender, the strategy acknowledges that one-third of households surveyed were female-headed and were more likely to be affected by food-insecurity (Ibid: 42), however it does not link this fact to climate change planning.</p>
<p>Sedibeng District Municipality Annual Report 2018/19</p>	<p>In terms of climate change, the report notes that the Climate Change Plan was developed in 2016 but does not indicate any action taken on that plan (Sedibeng District Municipality, 2020: 20). The report mentions that a Gender Committee has been established by the municipal council with a view to overseeing and reviewing the alignment, efficiency and effectiveness of gender policy, mainstreaming, strategy to implementation. It also oversees and ensures that civic education and awareness programmes, gender analysis, and impact assessments are activated within the municipality and across the district (Ibid: 40). It notes that various programmes have been implemented focusing on designated groups, including women and gender groups (Ibid: 71). Six women and gender programmes were implemented, one which was linked to agriculture and water resource management, where 50 women were trained. There was no specific mention of climate change and gender related programmes in the report (Ibid: 71). The municipality is also focusing on improving social crime prevention measures including an emphasis on GBV.</p>



<p>Sedibeng District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2017)</p>	<p>The document does not mention women or gender but notes that the young and elderly are especially vulnerable to health impacts relating to changes in climate (Sedibeng District Municipality, 2017: 37). It also notes that people who work outdoors, and people living in informal settlements will be vulnerable, but does not acknowledge the gender dimensions.</p>
<p>West Rand District Municipality Annual Report 2018/19</p>	<p>Women and children were only mentioned in the report in relation to gender-based violence reduction and awareness campaigns. In terms of climate change and resilience programs (West Rand District Municipality, 2019: 106) the municipality had prioritised the development of a Climate Change Response Plan Actions and the report lists a number of these including an emission inventory, environmental education programmes, waste management by-laws, and air quality monitoring. However, none of these initiatives mention the gendered dimensions, nor is there any gender analysis of their impact. The Municipality undertook several clean up initiatives and the photographs show the involvement of women in these, but there is no mention of the gender breakdown of participants (Ibid: 111, 112).</p>
<p>West Rand District Municipality Climate Change Vulnerability Assessment and Response Plan (2016)</p>	<p>The document does not mention women or gender but notes that the young and elderly are especially vulnerable to health impacts relating to changes in climate (West Rand District Municipality 2017, 38). It also notes that people who work outdoors, and people living in informal settlements will be vulnerable, but does not acknowledge the gender dimensions.</p>

Limpopo Policy Analysis

Table 3: Limpopo Policy Analysis

Document	Analysis
Capricorn District Municipality 2018/19	Annual Report In terms of climate change the annual report notes that the District Municipality has continued with awareness campaigns on the findings, predictions, and recommendations contained in the District Climate Change Adaptation Strategy “to allow authorities and residents to adapt to the expected impacts of climate change in the district” (Capricorn District Municipality, 2020: 66). However, there is no mention of the gender breakdown of these groups. This is despite the report acknowledging that the district’s population is 53 percent female (Ibid: 12), and women leading five out of six council portfolio committees (Ibid: 31), two out of six mayoral committees (Ibid: 34), and the district’s women’s parliament finding that women and people with disabilities are increasingly becoming victims of GBV in the district (Ibid: 42).
Capricorn District Municipality Climate Change Response Plan (2016) (Draft 8)	The document makes no mention of women or gender. In terms of sub-project 1.3.3. it identifies that there is a need to manage potential increased impacts on informal dwellings (Page 7) including conducting climate change risk assessments and developing mechanisms to enable vulnerable communities (undefined) in informal dwellings to respond to climate change risks. Furthermore, there is a commitment to developing early warning systems and community emergency plans. The document identifies that rural communities are more vulnerable to the impact of climate change (Page 14) and that because of a high rate of outward migration in the province those who remain often have the least adaptive capacity and are most vulnerable (Ibid). This includes the elderly and the young children, but there is no mention of the women who are likely caring for these groups. It also notes that urban areas will be affected by increased migration.
Limpopo Green Economy Plan (2013)	The Plan identifies Limpopo as having the potential to be the national pioneer in the Green Economy, and identifies the province as a climate change hot spot. The document does not mention gender or women at all.
Limpopo Province Climate Change Response Strategy (2016-2020)	“This strategy sets out Limpopo’s ambitions to embrace the challenges that climate change will bring in a positive and proactive way. It acknowledges the magnitude of this issue on the planet and the impacts this will have across the world. However, the main aim of this strategy is to address global issues at a local level in a way which will benefit people, the economy and environment locally” (Limpopo Department of Economic Development, Environment, and Tourism, 2016: 1). The document makes reference to the NDP and the National Climate Change Response Strategy White Paper and their commitments to integrating a gender-lens. It also references best practice lessons from elsewhere that focused on promoting equity and empowering rural women, and taking into account the needs of women in technology development. In terms of concrete goals, the document recommends the funding and implementation of a comprehensive public health and climate change awareness and adaptive capacity building programme, which requires empowering people, especially women and families, to monitor their own health and take adaptive measures to reduce their risk (Ibid: 94). The other climate adaptation recommendations do not mention women.



<p>Mopani District Municipality 2018/19 Annual Report</p>	<p>The Annual Report does not mention the term 'climate change' nor does it identify the details of any gender programs that took place during the 2018/19 financial year. Where gender was mentioned it was in relation to gender forums (no details provided) and women's month events (no details provided) (Mopani District Municipality, 2019: 38, 39, 112).</p>
<p>Mopani District Municipality Climate Change Response Plan (2016) (Draft 8)</p>	<p>The document makes no mention of women or gender. The plan notes that the young, elderly, and people working outdoors will be vulnerable to increased temperatures (Page 5 and 6), and thus identifies a sub-project (1.3.1) of managing increased occupational health problems to identify the groups that are most vulnerable, and conduct awareness campaigns on this issue (Page 6). The document identifies that rural communities are more vulnerable to the impact of climate change (Page 14) and that because of a high rate of outward migration in the province, those who remain often have the least adaptive capacity and are most vulnerable (Page 14). This includes the elderly and the young children, but there is no mention of the women who are likely caring for these groups. The report notes that the District Municipality is vulnerable to the effects of diminishing water resources among other concerns, and that a high number of households still rely on wood for cooking. Again, there is no mention of the gendered implications. It notes that 18.39 percent of the population works in the informal sector and will thus be affected by increased temperatures (Page 30).</p>
<p>Sekhukhune District Municipality 2018/19 Annual Report</p>	<p>The Annual Report does not mention climate change. The report only mentions gender in relation to employment equity and work opportunity targets.</p>
<p>Sekhukhune District Municipality Climate Change Response Plan (2016) (Draft 8)</p>	<p>The document makes no mention of women or gender. The plan notes that the young, elderly, and people working outdoors and in the informal sector will be vulnerable to increased temperatures (Page 4 and 7). In terms of impacts, sub-project 1.3.2. focuses on the management of the increase of vector borne diseases from the spread of flies (Page 7). It includes strengthening information on vector borne diseases, identifying communities that are vulnerable to their spread, and implementing plans for immunisation. It also notes the importance of developing mechanisms that will enable vulnerable communities to respond to the spread of vector borne diseases (Ibid). In terms of sub-project 1.3.3. the district municipality manages the increasing water borne and communicable diseases with similar interventions planned as in sub-project 1.3.2. In terms of air pollution, sub-project 1.3.4. focuses on managing the health impacts, including as a first step, identifying communities that are most vulnerable to increased exposure (Page 8), and equipping communities through workshops. The document identifies that rural communities are more vulnerable to the impact of climate change (Page 15) and that because of a high rate of outward migration in the province, those who remain often have the least adaptive capacity and are most vulnerable (Ibid). This includes the elderly and the young children, but there is no mention of the women who are likely caring for these groups. It notes that 20.16 percent of residents in the District Municipality are experiencing water scarcity, and that there is insufficient shelter for residents when collecting social grants (Page 35). However, there is no mention of the gender dimensions.</p>



Vhembe District Municipality Annual Report 2018/19 (Draft 19/08/2019)	The Annual Report does not mention climate change or gender-related programmes. The only mention of gender is in relation to employment equity targets, and representation on particular portfolio committees.
Vhembe District Municipality Climate Change Response Plan (2016) (Draft 8)	The document makes no mention of women or gender. The plan notes that the young, elderly, and people working outdoors and in the informal sector will be vulnerable to increased temperatures (Page 5 and 32). In terms of sub-project 1.2.1. the District Municipality identifies the need to manage the health impacts from increased storm events, including identifying communities that are vulnerable to impacts of increased storm events, to raise awareness within these communities on how to reduce risk, and to commission an early warning system (Page 5). Similar interventions are recommended for managing the impacts of heat stress (sub-project 1.2.2; Page 5), managing the increase of water borne and communicable diseases (Subj-project 1.2.3; Page 6) and managing the increasing occupational stresses (sub-project 1.2.4; Page 6). The document identifies that rural communities are more vulnerable to the impact of climate change, (Page 14) and that because of a high rate of outward migration in the province, those who remain often have the least adaptive capacity and are most vulnerable (Ibid). This includes the elderly and the young children, but there is no mention of the women who are likely caring for these groups.
Waterberg District Municipality Annual Report 2018/19 (Draft)	The report does not mention climate change or gender-related programmes. The only mention of women is in relation to employment equity targets and the demographics of the province.
Waterberg District Municipality Climate Change Response Plan (2016) (Draft 8)	The document makes no mention of women or gender. The plan notes that the young, elderly, and people working outdoors and in the informal sector will be vulnerable to increased temperatures (Page 4 and 31). In terms of sub-projects, the municipality has one on managing the health impacts from increased storm events (1.1.1; Page 5) and managing increasing water-borne and communicable diseases (1.1.2; Page 5), both of which focus on identifying vulnerable communities and establishing mechanisms to assist them in responding and improving their awareness. The document identifies that rural communities are more vulnerable to the impact of climate change, (Page 13) and that because of a high rate of outward migration in the province, those who remain often have the least adaptive capacity and are most vulnerable (Ibid). This includes the elderly and the young children, but there is no mention of the women who are likely caring for these groups.

KwaZulu-Natal Policy Analysis

Table 4: KwaZulu-Natal Policy Analysis

Document	Analysis
Amajuba District Municipality 2018/19 Annual Report	The District Municipality's Annual Report does not disaggregate data on households or service access by gender. The report states that the Waste Management Plan (2004) requires review, that an Air Quality Plan is currently being developed with funding from the Department of Environmental Affairs (DEA) (now the Department of Environment, Fisheries, and Forestry (DEFF)), the Environmental Management Plan (2006) requires review, the Water Service Development Plan (2017) is not up to standard, and the Water and Sanitation Master Plan (n.d.) is under review (Amajuba District Municipality, 2019: 9), however it does not link this to climate change. The Annual Report identifies that poor air quality is a risk for the District Municipality, caused by lack of resources, and with the potential effects of health hazards, environmental degradation, and agricultural degradation (Ibid: 21). However, it does not mention climate change. In addition, the report does not mention gender with the exception of employment equity targets.
Amajuba District Municipality Climate Change Response Plan (March 2018, Version 2)	The plan makes no mention of gender or women. The plan specifies that the young, the elderly, people working in the informal sector who work outdoors are vulnerable to temperature increase, severe weather events, and reduced agriculture yields which in turn would affect their produce supply and make them vulnerable to food insecurity (Amajuba District Municipality, 2018: 9, 38, 36). It identifies the need to establish a project to construct gabions (i.e. cage or box filled with rocks, sand or concrete) to redirect storm-water away from vulnerable areas, and into rivers and streams (Ibid: 11). Almost one in five (18.76 percent) households in the district do not access water from piped water schemes therefore are vulnerable to water-borne diseases (Ibid: 37). The document also that subsistence farmers will be more vulnerable to pests (Ibid: 55).
Draft KZN Climate Change Action Plan (2014)	The document does not mention women or gender, nor does it sufficiently focus on groups vulnerable to climate change or the gendered implications thereof.
Durban Climate Action Plan (2019)	The Plan identifies nine actions – securing carbon neutral energy for all; moving towards clean, efficient, and affordable transport; striving towards zero waste; providing sustainable water services and protection from flooding; prioritising the health of communities in the face of a changing climate; protecting Durban's biodiversity to build climate resilience; providing a robust and resilient food system for Durban, protecting the city from sea-level rise; and building resilience in the city's vulnerable communities. The document recognised the catastrophic impacts of climate change that will face vulnerable communities (eThekwinini Metropolitan Municipality, 2019: 4) but who this term refers to is never defined. The Plan emphasises an approach that includes active citizen participation, noting the differing forms of knowledge and belief systems, and the differing access to resources by gender (Ibid: 75). In terms of its planned action to establish a green training centre, the city identifies the need to develop new skills at the local level through lifelong learning programmes. The City identifies that when the training centre is established, it will "prioritise women and the youth, as they often face higher risks and impacts of climate change" (Ibid: 76).



	<p>In terms of research, the plan identifies that the municipality needs to develop an integrated climate and health research agenda, focusing on identifying and profiling the risks and needs of the most vulnerable population groups, and determining and quantifying the types, nature, magnitude, and distribution of current and potential health impacts (Ibid: 53). Again, vulnerable groups are not defined.</p> <p>In the section of the Plan defined 'building resilience in the city's vulnerable communities', it identifies that the "poor and vulnerable are most likely to be impacted the most as they have the least ability to adapt to and protect themselves from extreme events" (Ibid: 63). Here it defines those as living in informal settlements as the most vulnerable, and notes that those living in townships and rural areas, particularly the rural poor, are vulnerable and will likely be impacted by floods, extreme temperatures, and food insecurity (Ibid: 63). There is no mention of gender in this analysis, nor in the response strategies outlined, however further research is recommended.</p>
<p>eThekweni Metro Municipality Annual Report 2018/19</p>	<p>Climate change is a key priority project of the Municipality (eThekweni Metropolitan Municipality, 2019b: 96) with an increased focus on waste diversion and minimisation, motivated in part by the climate change focus (Ibid: 99). The Human Settlement Unit also plans to focus on resilience to climate change and other vulnerabilities (Ibid: 116). The City also notes that it is committed to protocols that commit the city to climate change targets, and to improving resilience to stresses (Ibid: 163), but that climate change, inadequate storm water drainage, and a lack of city resilience is resulting in increased flooding. As a result, the city is drafting a long-term plan for climate change with C40 and compiling a strategic environmental assessment to address these issues (Ibid: 176). The report notes that during the 2018/19 financial year, quarterly meetings of the climate change committee were held. However, there was no mention of a gender analysis or focus (Ibid: 275). It does indicate the series of consultation and engagement sessions were held with stakeholders, but these are not defined (Ibid). The City also indicates a focus on climate-proof urban development, and a number of activities in this regard. The photographs included in the document suggest that women were part of these discussions, but details are not provided in the report (Ibid: 285). The same applies to the climate proofing workshops held in partnership with C40 (Ibid: 287, 288). The City has a Climate Change Committee, which held three meetings during this financial year. The city does not have a gender policy, and this is identified as a future focus for 2019/20 (Ibid: 54). There is no integration of a gender focus into the climate change programmes. Efforts to support women have focused on economic development and gender-based violence. However, the report notes that the Working For Ecosystems programme does have a target for women, youth and persons with disabilities (Page 265) but specific data is not provided. Most of the women-focused initiatives were events rather than ongoing programmes (Ibid: 344).</p>
<p>Harry Gwala District Municipality 2018/19 Annual Report</p>	<p>The report notes that the Municipality's climate change response plan has been approved and marked for review in three years (Harry Gwala District Municipality, 2019: 86).</p> <p>It notes that the Social Services and Development Planning Committee is tasked with developing senior citizens, youth, women and gender issues, children and people with disabilities (Ibid: 202), however it does not mention any programmes or activities taken to address women or gender issues in this financial year. It notes that the uMzimkhulu local municipality has a majority of female-headed households and that programmes that target women and youth are essential, however it does not describe any of these programmes (Ibid: 15). The council has a women's caucus, which was established during 2018 (Ibid: 61). However, there is no analysis of the gender implications of any programmes, or of the implementation of the Climate Action Plan.</p>



<p>Harry Gwala District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018 , Version 2)</p>	<p>The plan makes no mention of gender or women.</p> <p>The document notes that people working in the informal sector who work outdoors are vulnerable to temperature increase (Harry Gwala District Municipality, 2018: 8) and that many of these informal workers do not have access to shade or protection from extreme weather conditions (Ibid: 39). It also notes that subsistence farmers and their dependants, and informal workers who sell their produce, will be vulnerable to the predicted impacts of climate change (Ibid: 28, 39). The document identifies that the young and elderly are most vulnerable to climate change (Ibid: 37). The plan notes that 65.44 percent of households in the district do not source water from piped water schemes therefore are vulnerable to water-borne diseases (Ibid: 38).</p>
<p>iLembe District Municipality Annual Report 2018/19</p>	<p>The report identifies that iLembe District Municipality focuses its economic development on, among other things, agriculture and tourism (iLembe District Municipality, 2019: 7). One of the District Municipality's five-year strategic goals is to improve the quality of life within the district (Ibid: 17). It notes that in relation to SDG 5, it is implementing various gender equality plans including a Municipal Equity Plan, the Take A Girl Child to Work Day initiative, teenage pregnancy awareness campaigns, and women's parliament. There is no link to climate change programmes (Ibid: 17). In terms of SDG 13, it indicates that it will be developing a climate change response strategy, which is strange because they had already done this in March 2018 (Ibid: 19).</p> <p>The report states that the district is implementing a number of projects in response to the impacts of climate change – none of which include a focus on gender (Ibid: 23-24). In three of the five municipalities in the district, the majority of households are female headed (Page 27) and the district is 52 percent female (Ibid: 29).</p> <p>The report identifies that the disaster management unit ensures a rapid and effective response to assisting vulnerable communities but does not define what constitutes a vulnerable community. It notes that the gender plan was reviewed by council but not yet adopted (Ibid: 91). The report did not provide gender-disaggregated information on beneficiaries of programmes or activities.</p>
<p>iLembe District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018, Version 2)</p>	<p>The plan makes no mention of gender or women.</p> <p>The document notes that people working in the informal sector who work outdoors are vulnerable to temperature increase (iLembe District Municipality, 2018: 9). It also notes that subsistence farmers and their dependants will be vulnerable to the predicted impacts of climate change (Ibid: 29). It notes that 39.98 percent of households in the district do not source water from piped water schemes and thus are vulnerable to water-borne diseases (Ibid: 43). It also notes that the impact of agricultural crises caused by climate change will affect those who are involved in agricultural production and informal traders who sell this produce (Page 44). In addition, as a result of increased rainfall, two areas within the municipality (KwaDukuza and Mandeni) will be more vulnerable to imported cases of malaria from migrant labour (Ibid: 70). The document identifies that the young and elderly are most vulnerable to climate change (Ibid: 42).</p>
<p>King Cetshwayo District Municipality Annual Report 2018/19</p>	<p>The document makes no mention of climate change. The Mayor commits to advancing rural women, youth and people living with disabilities in the introduction to the report. (King Cetshwayo District Municipality, 2019: 6).</p> <p>In this municipality, women make up 53 percent of the population (Ibid: 13). The report states that the small-, medium-, and micro-enterprise support and</p>



	<p>development component of the municipality’s plan aims to identify opportunities on behalf of women and the youth, and to assist them to start cooperatives (Ibid: 26). However, it does not give a gender-disaggregated breakdown of any programmes or activities to this end. The report states that four women’s forum meetings were held during the financial year by the community services department (Ibid: 104-105).</p> <p>In terms of farmer skills training, eight of the 22 trainees selected were women (Ibid: 130) but the District Municipality did not meet its target of supporting 8 women-operated farming enterprises, only supporting five (Ibid: 149).</p>
<p>King Cetshwayo District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018, Version 2)</p>	<p>The plan makes no mention of gender or women.</p> <p>The report notes that people working in the informal sector who work outdoors are vulnerable to temperature increases (King Cetshwayo District Municipality, 2018:10) and have limited access to sanitation (Ibid: 41) – as many of these informal workers sell agricultural produce. This may result in food insecurity for these groups (Ibid). The report notes that subsistence farmers and their dependants are vulnerable to the predicted impacts of climate change (increased rainfall and food production variability) (Ibid: 30). It also notes that the elderly and the young are most vulnerable to climate change (Ibid: 39). It identifies that 38.2 percent of households in the District Municipality do not have access to piped water and thus are vulnerable to water-borne diseases (Ibid: 41).</p>
<p>Ugu District Municipality Annual Report 2018/19</p>	<p>The Annual Report notes that it has a special programme for gender which aims to promote respect for the rule of law, human rights, and economic and social development for women and men to ensure equal opportunities are achieved (Ugu District Municipality, 2019: Ibid 82). This programme is overseen by the Portfolio Committee on Special Programmes. The programme is responsible for coordination and implementation of strategies that would ensure women play an active role in the economy of the District and country, by raising awareness on issues pertaining to women’s health, men’s health, skills development, sexual health, fighting domestic abuse and access to justice (Ibid). It lists several programmes that it achieved, many of which seem events-focused (summits, sessions, and workshops) (Ibid). It notes challenges including unequal opportunities due to nepotism, gender bias, and stereotyping; high unemployment and poverty rates; cultural beliefs and social norms perpetuate gender-based violence; limited knowledge of human rights; high teen pregnancy; and school drop-outs (Ibid). The report does not give any data on the attendees of their events, nor does it link any of this to climate change.</p> <p>In terms of climate change, the report notes that this was the second year of implementing their Climate Change Vulnerability Assessment and Response Strategy. It does not identify any gender-related programmes, but indicates that it held climate change workshops, but that these focused on the youth, and environmental education and awareness programmes in schools (Ibid: 93-94). However, it does indicate that many of its events are attended by women and youth (Ibid: 66). It does note that its adaptation project is partnering with the EPWP Working For Water Programme, but it does not provide details on beneficiaries of this initiative (Ibid: 94).</p>
<p>Ugu District Municipality Climate Change Adaptation Summary Report (November 2017, Draft version 1)</p>	<p>The plan makes no mention of gender or women.</p> <p>The report notes that people working in the informal sector who work outdoors are vulnerable to temperature increases (Ugu District Municipality, 2017: 8). The plan includes a sub-project that requires the District Municipality to identify communities that are vulnerable to the spread of water-borne and communicable diseases, and</p>



	<p>to implement appropriate plans for immunisation against these diseases (Ibid: 8). It identifies that 32.34 percent of households do not access piped water and thus are vulnerable to water-borne diseases (Ibid: 37). The plan notes that the increase in rainfall and temperatures may threaten water security, which would impact on the most vulnerable rural households (Ibid: 42). The elderly and the young are also considered most vulnerable to climate change (Ibid: 36).</p>
<p>uMgungundlovu District Municipality Annual Report 2018/19</p>	<p>The report notes that in terms of climate change, it undertook programmes focused on developing an early warning system for climate change related events, piloting a ward-based disaster management response system for floods and storms, and profiling of human settlements (uMgungundlovu District Municipality, 2019: 63). It does not mention the gender breakdown of beneficiaries for this programme nor does it mention gender in terms of social programmes (Page 59).</p>
<p>uMgungundlovu District Municipality Climate Change Adaptation Summary Report (November 2017, Draft 1)</p>	<p>The report makes no mention of gender or women.</p> <p>The report notes that uMgungundlovu District Municipality is characterised by many vulnerable communities who are heavily dependent on natural resources (uMgungundlovu District Municipality, 2017: 7). The report states that people working in the informal sector who work outdoors are vulnerable to temperature increases (Ibid: 9). Furthermore, the elderly and the young are also identified as most vulnerable to climate change (Page 38). 23.51 percent of the uMgungundlovu District Municipality households do not source water from piped water and are therefore vulnerable to water-borne diseases (Ibid: 39, 40). The report also recommends that future resilience projects should include a focus on communities that are vulnerable to flooding, and that a lack of updated information could limit the municipality's adaptive capacity (Ibid: 61). Further recognition of communities' vulnerability to flooding is due to their close proximity to rivers, which increases their exposure to climate change impacts (Ibid: 67). Despite many communities being vulnerable to water quality challenges posed by climate change, the report states that "there appears to be little or no interventional support, finance, capacity, and community to address challenges" (Ibid: 71).</p>
<p>uMkhanyakude District Municipality Annual Report 2018/19</p>	<p>Not available via the municipality's website.</p>
<p>uMkhanyakude District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2018, Version 2)</p>	<p>The plan makes no mention of gender or women.</p> <p>The report notes that people working in the informal sector who work outdoors are vulnerable to temperature increases (uMkhanyakude District Municipality, 2018:8). It also notes that the elderly and the young are most vulnerable to climate change (Ibid: 35). The report also notes that 59.25 percent of the uMgungundlovu District Municipality households do not source water from piped water and are therefore vulnerable to water-borne diseases (Ibid: 37).</p>
<p>uThukela District Municipality Annual Report 2018/19</p>	<p>The report does not mention climate change programs or activities at all. The report does mention gender focussed programs (uThukela District Municipality, 2019: 51-52) but none of these related to climate change. The only other mention of gender is in relation to population numbers and employment equity targets.</p>



<p>uThukela District Municipality Climate Change Adaptation Summary Report (March 2018, Version 2)</p>	<p>The plan makes no mention of gender or women.</p> <p>The report notes that people working in the informal sector who work outdoors are vulnerable to temperature increases (uThukela District Municipality, 2018: 9). In order to manage increased impacts on traditional and informal dwellings, the plan identifies the need to have disaster management plans in place that are specific to informal settlements and vulnerable areas, as well as a range of measures to provide early warning to those communities (Ibid: 10). In terms of managing the potential decreased income from tourism, the plan identifies the need to conduct ongoing research and monitoring of climate change impacts on vulnerable livelihoods such as agriculture, fisheries, and tourism (Ibid: 11). For instance, the livelihoods of subsistence farmers are vulnerable to the predicted effects of climate change such as increased rainfall variability, which will affect food production and ultimately food security.</p> <p>The report indicates there are high levels of subsistence agriculture in the District Municipal Area, but that these subsistence farmers will struggle to adapt to the impacts of climate change due to a lack of information and resources (Ibid: 31 and 32). Furthermore, this report notes that these impacts were already being experienced during the drought in 2015, which continues to impact the surrounding communities (Ibid: 32). It notes that the youth and the elderly are most vulnerable to climate change (Ibid: 40). In addition, 47.83 percent of the uThukela District Municipal households do not source water from piped water schemes and are thus vulnerable to water-borne diseases (Ibid: 41). It notes that the District Municipality's informal workers work in poor conditions outside, and thus have limited access to infrastructure and services such as shade, water, and sanitation (Ibid: 42). In addition, the report states that those working in agriculture will be affected by climate change, and that communal livestock farmers will be affected by climate change (Ibid: 42, 59), and that the population may suffer health impacts from floods and hail (Ibid: 65).</p>
<p>Zululand District Municipality Annual Report 2018/19</p>	<p>Not available via the municipality's website.</p>
<p>Zululand District Municipality Climate Change Vulnerability Assessment and Response Plan (March 2019, Version 2)</p>	<p>The plan does not mention women or gender.</p> <p>The plan identifies the young, the elderly, and people working in the informal sector who work outdoors are vulnerable climate change including to temperature increases (Zululand District Municipality, 2019b: 8, 39). It notes that subsistence farmers and their dependants are vulnerable to the predicted effects of climate change (increased rainfall variability on food production and food security), that there are high levels of subsistence agriculture in the District Municipal Area, and that subsistence farmers struggle to adapt to the predicted impacts of climate change because they lack information and resources (Ibid: 29 and 30). In addition, almost half of the municipality's households are involved in agriculture, and that wildfires, severe storms, and droughts will affect the population more as climate change impacts become more severe and frequent (Ibid: 41).</p> <p>Of households in the municipality, more than half (56.43 percent) do not access water from piped water schemes and are thus vulnerable to water-borne diseases (Ibid: 41)</p>

Western Cape Policy Analysis

Table 5: Western Cape Policy Analysis

Document	Analysis
Cape Winelands District Municipality Annual Report 2018/19	The Cape Winelands District Municipality's strategic objectives include environmental management-related targets (for example pollution control, environmental health management, building fire-fighting capacity) and commitments to improving the livelihood of citizens in the District (for example by supporting ECD centres and youth development programmes, creating work opportunities, improving community safety, and improving the livelihoods of rural dwellers) however it does not mention climate change specifically, nor does it include a gender-analysis (Cape Winelands District Municipality, 2019: 45 – 58).
Cape Winelands District Municipality Climate Change Adaption Summary Report (March 2018, Version 3)	The document does not mention women or gender. However, it recognises that increased flood impacts along and adjacent to the river course will occur due to a change in rainfall patterns, (Cape Winelands District Municipality, 2018: 33) that the District has a disaster management plan (Ibid: 33), and that many of the informal settlements are at risk of flooding (Ibid: 41). It suggests that the youth and the elderly are most vulnerable to climate change impacts (Ibid: 90) and that informal traders, those who work outdoors, and those who work in agriculture will be at risk due to extreme weather events (Ibid: 92). In addition, 21.55 percent of the households do not access water from piped water schemes, and are therefore vulnerable to water-borne diseases (Ibid: 92). There is no gender analysis of these impacts.
Central Karoo District Municipality Annual Report 2018/19	The report only mentions gender in relation to employment equity targets and the functioning of the Economic and Social Development Committee, which is tasked with, among other things, youth and gender equality (Central Karoo District Municipality, 2019: 114). The only mention of women is a photograph of the Women's Day event (Ibid: 84). In terms of climate change, the report lists the development of the climate change management plan as a highlight (Ibid: 57). The report does not include meaningful engagement with climate change or gender.
Central Karoo District Municipality Climate Change Summary Report (March 2018, Version 2)	The document does not mention women or gender. The report clarifies that those who work outdoors and in the informal sector are vulnerable to temperature increases (Central Karoo District Municipality, 2018: 8). In the District Municipality, 23.11 percent of households do not access water through piped water sources (Ibid: 95), resulting in an increased risk of water-borne diseases (Ibid: 39) and that this requires a response from the Department of Health (Ibid: 42). The report identifies that residents of informal settlements, the youth, and the elderly as the most vulnerable to climate change (Ibid: 45;94). The impacts of climate change on agriculture and human health are recognised (Ibid: 96). No mention of gender is made in assessing these vulnerabilities.
City of Cape Town Annual Report 2018/19	The report only engages with gender from an employment equity perspective within the city's bureaucracy. The report identifies addressing climate change and improving resource efficiency and urban resilience as a key material issue (City of



	<p>Cape Town, 2019: 6). The report notes that the City's Disaster Risk Management strategy has included a focus on empowering women and girls to build resilient communities, and as such hosted a nine-day resilience training for 16 teenagers in June 2019 (Ibid: 89). In reporting on its climate change programme, it focused on energy efficiency, green buildings, and greenhouse gases. No mention was made of gender-responsive programmes, however the report did recognise that “climate change poses considerable risks, particularly to vulnerable people and communities” (Ibid: 72), however these are not defined. Although the city reports on a number of development projects, it does not gender-disaggregate the beneficiaries.</p>
<p>City of Cape Town Climate Change Policy (2017)</p>	<p>The City of Cape Town is one of the cities in South Africa that will be most affected by climate change. This policy document aimed to guide the city’s response to climate change (City of Cape Town, 2017: 6). The term ‘gender’ is only mentioned once in this document with regard to the socio-economic problems that exist in the city and which will be exacerbated by climate change (Ibid: 9). There is no mention of women or gender-differential vulnerabilities.</p>
<p>City of Cape Town Draft Climate Change Strategy (2020)</p>	<p>This document does not mention gender or women. In terms of vulnerable groups – it mentions protecting vulnerable workers in a just transition (City of Cape Town, 2020: 16), ensuring equitable service delivery that recognises the needs of the most vulnerable (Ibid: 17), that heat waves create significant health risks for people including the elderly and vulnerable populations (Ibid: 18), and that “vulnerable communities are also disproportionately impacted by climate change” (Ibid: 23). However, the document does not define who constitute vulnerable communities, nor does it engage with the gendered impact of climate change.</p>
<p>City of Cape Town State of the Environment Report (2018)</p>	<p>The only mention of the term ‘gender’ is in the list of the SDGs. The document does not include the terms ‘women’ or ‘female’.</p> <p>The foreword of the report states that “Cape Town must also deal with the emerging reality of climate change, which exposes the city and its residents to increased risk from extreme weather events and long-term climatic shifts” (City of Cape Town, 2018: 1). The report includes an entire section on climate change including key management responses, trends and targets, and policy linkages. In addition, throughout the document mention is made of the impact of climate change on rainfall, drought, health, food systems, livelihoods, biodiversity, coastal management, and the economy (Ibid: 71). No gender analysis of these impacts is made in the report.</p>
<p>Eden (Garden Route) District Municipality Climate Change Summary Report (March 2018, Version 2)</p>	<p>The document does not mention women or gender.</p> <p>Instead, the young and elderly receive recognition for being vulnerable to heat stress (Eden District Municipality, 2018: 44). The district is also identified as vulnerable to water-borne diseases because 12.31 percent of households do not access water from piped water schemes (Ibid: 46). The increased risk of fires, droughts, storms, and floods occurring at a higher frequency will also pose threats to the district (Ibid: 109).</p>



<p>Eden District Municipality Annual Report 2018/19</p>	<p>The report only mentions gender in relation to gender equity and employment targets. In terms of women, the report notes that they have created jobs for 23 young women in the driving school programme (Eden District Municipality, 2019: 13) and aim to target women in their EPWP programmes in alignment with the EPWP targets (Ibid: 182). Under the highlights of the EPWP programme, the report notes that work opportunities for women was a highlight, but that it only achieved a 51 percent representation of women in its programmes (not the 55 percent EPWP target) (Ibid: 186).</p> <p>In terms of climate change, the report described several events held to focus on climate change but did not mention a gender focus (Ibid: 56-58). The municipality identified climate change as one of the top ten risks to the municipality (Ibid: 125). In its objectives related to climate change, research and increasing resilience are considered key targets, but there is no mention of gender-responsive programmes (Ibid: 217). There is a climate change adaptation forum that meets bi-annually and is active (Ibid: 223). The report does not include a meaningful engagement with climate change or gender.</p>
<p>Overberg District Municipality Annual Report 2018/19</p>	<p>The report only mentions gender in relation to employment equity targets (Overberg District Municipality, 2019: Ibid 68). The District Municipality has one councillor on the South African Local Government Association (SALGA) women’s commission (Ibid: 94). It only mentions females in relation to employment equity targets.</p> <p>In terms of climate change, the report states that strategies are in place, and identifies a focus on waste management and diversion (Ibid: 35). Furthermore, one councillor is on the SALGA Environmental Planning and Climate Change Committee (Ibid: 94). The report does not include a meaningful engagement with climate change or gender.</p>
<p>Overberg District Municipality Climate Change Summary Report (March 2018, Version 2)</p>	<p>The document does not mention women or gender.</p> <p>It acknowledges that people who work in the informal sector and those who work outdoors are at risk of temperature increases (Overberg District Municipality, 2018: 9). It notes that 6.4 percent of households do not access water via piped water schemes and are thus vulnerable to water-borne diseases (Ibid: 96). It also acknowledges that the impacts on agriculture, and the higher frequency and severity of extreme weather events, will affect human health (Ibid: 96).</p>
<p>West Coast District Municipality – Climate Change Adaptation Summary Report, 2018 (March 2018, Version 2)</p>	<p>The document does not mention gender or women.</p> <p>The Report identifies that 9.6 percent of the economically active population work in the informal sector with limited access to basic services and are thus vulnerable to climate change (West Coast District Municipality, 2018: 39). The young and elderly (Ibid: 94), and the 22.76 percent of the population who don’t access water from piped water schemes, and those working outdoors (Ibid: 96), are identified as at risk of climate change.</p>
<p>West Coast District Municipality 2018/19 Annual Report</p>	<p>Gender is mentioned with respect to gender-based violence programmes and employment equity targets only.</p>



	<p>The Annual Report states that the Climate Change Mitigation and Adaptation Plan was internally reviewed and updated in the 2018/19 financial year (West Coast District Municipality, 2019: 116) and that a workshop was hosted with local government representatives on climate change adaptation as part of the GIZ-funded project (Ibid). The report also suggests that in its environmental education and awareness raising programmes, EPWP workers, the youth and members of the public planted trees and this was linked to climate change (Ibid: 199). The report acknowledges climate change as a disaster risk (Ibid: 141) and identifies that the District plans to advocate for a stakeholder consultative process in its development of a new risk assessment in the 2019/20 financial year (Ibid). No mention of gender is made in relation to these objectives.</p>
<p>Western Cape Department of Environmental Affairs and Development Planning- A Status Quo: Vulnerability and Adaptation Assessment of the Physical and Socio-Economic Effects of Climate Change in the Western Cape (2005)</p>	<p>There is no mention of women or gender in this report.</p> <p>The report mentions vulnerable groups. In terms of flooding, vulnerable groups living in the Cape Flats are identified as being at risk of floods and associated water borne disease risk because they live below the high-water table (Western Cape Department of Environmental Affairs and Development Planning, 2005: 88). The report also identifies the need to build up resilience of vulnerable groups (Ibid: 154). However, there is no clear definition of vulnerability.</p>
<p>Western Cape Department of Environmental Affairs and Development Planning – Western Cape Climate Change Response Strategy (2014)</p>	<p>The document does not mention gender. The only mention of women is in relation to the commitments made in the National Development Plan.</p> <p>There are 9 focus areas that this strategy identifies, including one on healthy communities. The focus on healthy communities was mostly from a health point of view with no mention or acknowledgement of the social, economic, and environmental impacts of climate change on communities. The report mentions that informal settlements are particularly vulnerable to floods and fires (Western Cape Department of Environmental Affairs and Development Planning, 2014: 33).</p>
<p>Western Cape Department of Environmental Affairs and Development Planning – Western Cape Climate Change: Environmental Outlook Report (2018)</p>	<p>The report does not mention gender or women.</p> <p>This report was prepared by consultants to highlight the expected changes in the climate and evaluate both the causes of the changes and the impacts that the changes will have for both the biophysical and human environments. Three indicators were used to profile the climate:1) the projected changes to the climate system, 2) emissions profile of the province, and 3) extreme weather events. These indicators highlight the situation in terms of the natural and human dimensions of climate change. There are no considerations of gender disparity in dealing with the effects of climate change throughout the entire report.</p>