



# Gender Analysis of the Green Transition in South Africa

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Dedicated to Dr. Rose Gawaya

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## Abbreviations and Acronyms

AEE	Association of Energy Engineers
ARC	Agricultural Research Council
ASGISA	Accelerated Strategy and Shared Growth Initiative South Africa
AU	African Union
BBBEE	Broad Based Black Economic Empowered
BiRD GmbH	Bureau for Institutional Reform and Democracy
CBO	Community Based Organizations
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CEO	Chief Executive Officer
CGE	Commission for Gender Equality
CLIP	Country Level Implementation Plan
CoGTA	Cooperative Governance and Traditional Affairs
COP26	The 26th United Nations Climate Change Conference, Glasgow 31 oct.-13 Nov. 2021
COSATU	Congress of South African Trade Unions
CRDP	Comprehensive Rural Development Programme
CSA	Climate-Smart Agriculture
CSO	Civil Society Organization
DALRRD	Department of Agriculture, Land Reform and Rural Development
DBE	Department of Basic Education
DBSA	Development Bank of Southern Africa
DCOG	Department Cooperative Governance
DCoGTA	Department of Cooperative Governance and Traditional Affairs
DDM	District Development Model
DFFE	Department of Environment, Forestry and Fisheries
DG	Director General
DHET	Department of Higher Education and Training
DMRE	Department of Mineral Resources and Energy
DoE	Department of Energy
DOH	Department of Health
DRR	Disaster Risk Reduction
DSBD	Department of Small Business Development
DSD	Department of Social Development
DTI	Department of Trade and Industry
DWS	Department of Water and Sanitation
DWYPD	Department of Women, Youth and People with Disabilities

EAP	Economic Active Population
ED	Enterprise Development programme
EDF	European Development Fund
EDM	Electricidade de Mozambique
EEDSM	Energy Efficiency Demand Side Management
EEWiGI	Economic Empowerment of Women in Green Industry
EIA	Environmental Impact Assessment
EME	Exempted Micro Enterprise
ENERGIA	Global Network on Gender and Sustainable Energy
ESKOM	Electricity Supply Commission
EU	European Union
EUD	European Union Delegation
EWS	Early warning systems
FPL	Food Poverty Line
GAP-III	EU Gender Action Plan III (2021-2025); An ambitious agenda for gender equality and women's empowerment in EU external action
GBV	Gender Based Violence
GBVF	Gender-Based Violence and Femicide
GCF	Green Climate Fund
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution
GESI	Gender Equality and Social Inclusion
GEWE	Gender Equality and Women's Empowerment
GHG	Green House Gas
GHS	General Household Surveys
GIA	Gender Impact assessment
GRPBMEA	Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework
GSA	Government of South Africa
ICE	International Consulting Expertise
ICT	Information and Communication Technologies
IDP	Integrated Development Planning
IDZ	Industrial Development Zones
IEE	Industrial Energy Efficiency
IFC	International Financial Corporation
IKS	Indigenous Knowledge Systems
ILO	International Labour Organization
IOE	International Organisation of Employers
IPP	Independent Power Producer

IPPPP	Independent Power Producers Procurement Programme
IRENA	International Renewable Energy Agency
IRP	Integrated Resource Plan (for electricity)
ITC	International Trade Centre
ITUC	International Trade Union Confederation
IUDF	Integrated Urban Development Framework
IWF	Isivande Women's Fund
IWRM	integrated water resources management
JSWD	Joint Staff Working Document
KPAs	key performance areas
KPI	key performance indicators
LCS	Living Conditions Survey
LEC	Lesotho Electricity Company
LEWA	Lesotho Electricity and Water Authority
LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
LGBTQIA+	Lesbians, Gays, Transgender, Queer, Intersex, Asexual and others
LHDA	Lesotho Highlands Development Authority
LREEAP	Lesotho Renewable Energy and Energy Access Project
LUMS	Land-use management systems
MEC	Member of Executive Council
MIDP	Municipal Integrated Development Plan
MISA	Municipal Infrastructure Support Agent
MS	Member States
MTSF 2019-2024	Mid-Term Strategic Framework 2019-2024
MUS	Multiple Use water Services
MW	Megawatt
NDC	Nationally Determined Contribution (under Paris Climate Agreement-2015)
NDMC	National Disaster Management Centre
NDP	National Development Plan
NEA	Not Economically Active
NEDLAC	National Economic Development and Labour Council
NGO	Non-Governmental Organisation
NGP	New Growth Path
NPC	National Planning Commission
NPOs	Non-profit Organisations
NSDP	National Strategic Development Plan
NSP	National Strategic Plan
NT	National Treasury
NWA	National Water Act

PCC	Presidential Climate Commission
PICC	Presidential Infrastructure Coordination Commission
PLAS	Proactive Land Acquisition Strategy
PP	Preferential procurement
PR	Proportional Representation
PV	Photo Voltaic
RDP	Reconstruction and Development Programme
REDZ	Renewable Energy Development Zones
REIPPPP	Renewable Energy Independent Power Producer Procurement Programme
SA	South Africa
SA WISE	South African Women in Science and Engineering
SADC	Southern Africa Development Community
SAEEC	Southern African Association for Energy Efficiency
SAFEF	Southern African Females in Energy Efficiency
SAGEN	Southern African Gender and Sustainable Energy Network
SALGA	South African Local Government Association
SAN	Social Audit Network
SANParks	South African National Parks
SASSA	South African Social Security Agency
SAWPA	South African Waste Pickers Association
SDFs	Spatial development frameworks
SDG	Sustainable Development Goals
SE4All	Sustainable Energy for All
SED	Socio-Economic Development
SEDA	Small Enterprise Development Agency
SEFA	Small Enterprise Finance Agency
SEs	Supportive Enablers
SEZs	Special Economic Zones
SIA	Social Impact Assessment
SMEs	Small and Medium Enterprises
SMMEs	Small Medium and Micro Enterprises
SOE	State Owned Enterprises
SPLUMA	Spatial Planning and Land Use Management Act
SSEG	Small Scale Embedded Generation
StatsSa	Statistics South Africa
STEM	Science, Technology, Engineering and Mathematics
TIPS	Trade & Industrial Policy Strategies
TVET	Technical and Vocational Education and Training
UN	United Nations

UN Women	United Nations organisation for gender equality and women's empowerment
UNDRR	United Nations Disaster Risk Reduction
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational and Scientific Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNSG	United Nations Secretary General
WASH	Water, Sanitation and Hygiene
WEC	Women in Energy Centre
WEEE	Waste Electrical and Electronic Equipment
WEF	World Economic Forum
WEGE	Women Empowerment and Gender Equality
WHO	World Health Organization
WIRE	Women in Rwanda Energy
WOESA	Women in Oil and Energy South Africa
WOV	Women Owned Vendor
WRC	Water Research Commission
W-REA	Women in Renewable Energy in Africa Network
WSA	Water Services Act
WSAs	Water Services Authorities

Provinces of South Africa	
WC	Western Cape
EC	Eastern Cape
NC	Northern Cape
FS	Free State
KZN	KwaZulu-Natal
NW	North West
GAU	Gauteng
MPU	Mpumalanga
LIM	Limpopo



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## Executive Summary

This gender analysis of the green transition in South Africa has been commissioned by the EU Delegation (EUD) to South Africa with the aim to enhance gender mainstreaming in EU Development cooperation interventions in the country and to identify actors, priorities and entry points to promote gender equality in the green transition sectors through dialogues and cooperation across the different instruments and investment frameworks. The analysis explores common ground for action for Development Partners to South Africa, including the EUD, in partnership with the Government of South Africa, Civil Society Organisations (CSOs), Private Sector and relevant international actors to promote gender equality and social inclusion in the green transition sectors. It provides recommendations to the EUD to support an inclusive and just green transition in South Africa, and strengthen implementation of shared international commitments (SDGs, Paris Agreement, CEDAW, etc.) as reflected in South Africa's solid legal and policy framework to promote gender equality and a just green transition, and in the European Green Deal and the EU Gender Action Plan-III 2021-2025 (GAP-III).<sup>1</sup> The analysis is focused on 5 gender relevant thematic areas as summarised in the following paragraphs.

Section 1 explores opportunities to promote **gender perspectives in the green and circular economy**. It identifies the recently established (November 2021) long-term partnership for a Just Energy Transition between development partners, including the European Union, and South Africa as an entry point and opportunity to boost women's contributions to the acceleration of South Africa's transition to a low emission, climate resilient economy. Recommendations are focused on support for actions that increase women's share in new decent green jobs, in decision making, in preferential procurement, and in Science, Technology, Engineering and Mathematics (STEM) careers.

Section 2 is focused in more detail on new **jobs and green Small and Medium and Micro Enterprises (SMMEs)** in the green transition. It analyses the switches taking place in the labour market and in entrepreneurial opportunities due to the process of green transition, focusing on the sectors of agriculture, fisheries, forestry and environment, and energy. Many opportunities for green jobs and entrepreneurship for women were identified in these sectors, including jobs and smallholders in organic vegan food supply, in aquaculture, horticulture, honeybush, natural resource management, restoration of damaged waterbodies and ecosystems, protection of wildlife, vendors of goods and services to Independent Power Producers (IPPs) of renewable energy, local energy production and maintenance. One of the huge opportunities identified in the agricultural sector with the greatest benefit in terms of promoting gender equality in the green transition of the agricultural sector is the upgrading of the food production of the 97,000 women-led households in South Africa, almost all (98.97% or 96 000) headed by black African women. Support for actions that enhance climate smart food production by this target group fulfils in principle all conditions for the European Farm2Fork strategy that is at the heart of the European Green Deal. These women have been "farming to fork" for generations on tiny plots, using nature-based solutions to address plagues and applying centuries-old knowledge about sustainable farming and growing food. The challenge is to overcome the structural obstacles that hamper equal opportunities for women and other marginalised groups, including gender stereotypes, gender-based violence, unequal distribution of paid and unpaid work, unequal access to jobs on the labour market, undervaluation of women's work and

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<sup>1</sup> GAP III Joint Communication ([https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final\\_en.pdf](https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf)) ; Staff Working Document of GAP III ([https://ec.europa.eu/international-partnerships/system/files/swd\\_2020\\_284\\_en\\_final.pdf](https://ec.europa.eu/international-partnerships/system/files/swd_2020_284_en_final.pdf))

unequal pay for work of equal value, under-representation of women in STEM studies and careers, unequal access to land and other properties for women, and lack of access to finance. These structural inequalities are leading to undesired gender segregation, as is the case in the effects of the Land Reform that excludes the poorest black women farmers, and the process of energy transition (REIPPPP) at local level that consolidates the deeply rooted remnants of apartheid structures.

Section 3 is focused on **gender issues in climate change, early warning systems and disaster risk management**. It shows that women are disproportionately affected by disasters and by post-disaster situations, particularly women and children who live in marginalised conditions and in areas that are often already environmentally degraded. The recent floods in KwaZulu Natal (April 2022) show how geospatial racial structures created under the apartheid system increase risks for underserved communities. UN organisations that operate at the core of Climate Change and Disaster Risk Management are calling for a gender transformative approach. South Africa's solid legal and policy framework to promote gender equality and women's empowerment is poorly reflected in the legal and policy frameworks for Climate Change and Disaster Risk Management, including the recent Climate Change Bill (Nov. 2021) and National Disaster Management Framework (NDMF). The Presidential Climate Commission (PCC) however, is an important platform for broad engagement in policy processes to address climate change and just transition and could be an entry point to enhance gender transformative processes in climate action and disaster risk management. Several suggestions are given on how to integrate a gender equality perspective in the Climate Change Bill and in the NDMF. The EU Delegation and other development partners to South Africa could support actions to increase the participation, the empowerment and leadership of marginalised women and girls (or their representatives) in the PCC, and in the implementation of a disaster management framework at all levels (national, provincial, municipality). There might be a need to support gender capacity building in key ministries and statutory bodies for climate change and disaster risk management. Additionally, it is important to support actions that raise awareness, enhance research, and lobby and advocate to address gender issues in the agenda for climate change, and in the management of early warning systems and disaster risk reduction. Further actions are needed to enhance the resilience of poor communities and to support actions that give black women smallholders access to finance, land, training and to new supply chains in the green economy, allowing them to expand their contributions to food security and climate smart agriculture.

Section 4 covers the gender issues at stake in the sector of **Water, Sanitation and Hygiene (WASH)** in South Africa. It reviews the different dimensions of water scarcity in South Africa and the water infrastructure delivery. The structural backlogs that characterise WASH services still reflect the unequal distribution of water and sanitation services along geospatial racial structures created under the apartheid system. The backlogs in WASH services are concentrated in rural areas along the Eastern seaboard in Eastern Cape and KwaZulu-Natal, and to a lesser extent in Limpopo, and among an estimated 10 million residents of urban informal settlements in and around the major cities of South Africa. In rural areas, cases have been reported of women farmers who have to face unequal distribution of scarce water resources for irrigation. In urban informal settlements, the poorly designed community facilities are causing many risks for the residents, particularly women and girls who run the highest risks to become victims of gender-based violence when using the facilities after dark. The lack of maintenance, cleaning and repairs of broken toilets and boreholes affects women's health and safety and that of their children, increases their

unpaid work burdens, and reduces their opportunities to study, to find a job, or to produce food. Investments plans for WASH infrastructure are mostly gender blind and the opinions of women residents are not reflected in the community infrastructure. Several civil society organisations in South Africa have initiated strategies to empower grassroots women, to make their voices heard, and to restore trust between government and citizens by strengthening bottom-up participative democracy and to increase transparency and accountability. The section closes with recommendations based on two good practices in the WASH sector: the Social Audit Network (SAN) and the community-led Multiple Use water Services (MUS).

Section 5 explores the challenges and opportunities of **Sustainable Urban Development**. South Africa is urbanising rapidly, with two thirds of the population currently living in cities (mostly in urban hubs), and projections of 74% by 2035. The legacy of apartheid spatial design is engrained in South African urban society and has created the most polarised cities in the world. Cities have been planned and designed for men and by men, reflecting traditional gender roles and divisions of labour. As a result, the built urban environment, its dynamics and structures in all aspects, including transport, health, education, energy, water and sanitation, waste management, safety and freedom from violence impose disproportionate burdens on women, thereby further exacerbating and reinforcing existing gender inequities. Local governance in South Africa is structurally well-established, although there are still many challenges facing a more gender-responsive approach in urban planning and investments. From 2014 to 2018, there was an increase in South Africa's urban population living in informal housing settlements or "shacks", from 23% to 25.6%. These informal settlements are characterised by profound inequalities in access to basic services, environmental degradation, poor housing built on land exposed to the threat of flooding, desertification, contaminants from industry or acid mine drainage, deficient infrastructure and services and scarce job opportunities. Poor service delivery from government impacts women more severely, burdening them with a growing share of unpaid work and daily responsibilities, social exclusion, poverty, victims of escalating violence and marginalization due to the gendered division of labour and women's family responsibilities. Many initiatives have been taken by the Government of South Africa to create jobs and stimulate innovation in the green transition, such as the establishment of Renewable Energy Development Zones (REDZ), Industrial Development Zones (IDZ) and Special Economic Zones (SEZs), which are linked to specific cities. Currently, an alternative approach to local economic development through a District Development Model (DDM) is in place that aims to address service delivery challenges, localised procurement and job creation and support local businesses and communities' involvement. The section further explores the opportunities to boost women's roles in the green transition of urban spaces in different policy areas, including transport, solid waste management, urban farming and food security, safe spaces and free from gender-based violence, and provides a list of recommendations for more inclusive and gender-responsive sustainable urban development in South Africa.

Section 6 concludes with key **recommendations to Development Partners to South Africa, including the EU Delegation (EUD)** to support and strengthen South Africa's efforts towards a gender-responsive green and just transition. All recommendations are based on shared legal and policy commitments between South Africa and the European Union, and relevant for the implementation of the EU Gender Action Plan-III 2021-2025, and the European Green Deal.

## Acknowledgements

This *Gender Analysis of the Green Transition in South Africa* (2022) is the second in a series of three. The first is a *Gender Country Analysis of South Africa* (2021), and the third a *Gender Analysis of the Digital Transformation in South Africa* (2022).

The second and third gender analysis are dedicated to Dr. Rose Gawayá, who has been working on these three gender analyses together with the undersigned since June 2021, but could not witness the final result. Unfortunately, in December 2021, Rose got serious health problems. In the hospital in Johannesburg, she lost the fight for her life, and died on the 7th of March 2022. We were shocked and sad about her passing away too early in life. Our deepest condolences go to Rose's family and in particular to her 12-year-old son. This publication is a tribute to Dr Rose Gawayá's life and the important causes for which she has worked during her lifetime, both as a grassroots leader for women's rights and as a researcher and international consultant. She accomplished many significant assignments for bilateral and multilateral agencies in different countries worldwide. Her contributions to the above mentioned three gender analyses was the last accomplishment in her life. We are grateful for her highly valued contributions to this study.

This Gender Analysis of the Green Transition in South Africa is the result of many consultations and peer reviews of important stakeholders, including the Government of South Africa, National Authorities, Civil Society Organisations (CSOs), private sector, scientists and artists, as well as international agencies and staff members of UN agencies, European Embassies, the European Delegation to South Africa and representatives of other international cooperation agencies in South Africa.

We are grateful for all those who have generously shared their knowledge, experience, views, expertise and recommendations with us, particularly the participants of the online consultation meetings and the experts who were consulted and interviewed by us. Special thanks to the Presidential Climate Commission for inviting us to the online policy dialogue on just transition (14 September 2021), and to Valerie Geen, programme officer at UNIDO for providing information and inviting us to the webinar on the 'Economic Empowerment of Women in the Green Industry in South Africa'. These and many other people who have contributed to this gender analysis are listed in Annex 2 of this report, and I apologise in advance in case anyone who has provided a contribution to this Gender Analysis of the Green Transition in South Africa has not been mentioned.

Many thanks to Jennifer Smout, independent gender expert and researcher, who significantly contributed to gathering statistical data, and to Carmen Möllmann and Grania Mackie, both gender researchers at the South African 'Gender Research Alliance', who have written Section 5 and did the peer review of this gender analysis.

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assignment, and for her patience. Our gratitude also extends to her colleagues at the EU Delegation, Ms. Ariane Labat and Ms. Lidia Afonso Gallegos, both in charge of programmes related to the green transition, for all the information, orientations and feedback they have shared with us.

The process of green transition in South Africa has many stakeholders and aspects of which only a part could be explored by this gender analysis. All mistakes and omissions remain the sole responsibility of me as the team leader, and cannot be assigned to the EU, the co-writes, or to any of the persons or institutions consulted for this gender analysis.

On behalf of the Contractors ICE and BiRD GmbH, and sub-contractors OQ Consulting BV and Gender Research Alliance,

Thera van Osch, team leader  
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## Introduction

South Africa chaired the 66th Session of the Commission on the Status of Women in March 2022, which was convened under the theme “**Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes**”. Minister Maite Nkoana-Mashabane of the Department of Women Youth and Persons with Disability (DWYPD) stressed the need for a gender transformative approach to achieve a low carbon economy that goes further than equal participation in decision-making. “The full and effective implementation of key policy and legislative frameworks requires women and girls at the helm of leadership. Integrating gender equality principles into climate action in South Africa requires profound systemic change involving gender mainstreaming and the transformation of unequal gender relations and societal structures. We must trust in the ability of women to drive a low carbon economy that is built on the principles of inclusion, equity and accountability”.<sup>2</sup>

South Africa is faced with tremendous challenges in terms of environmental justice and transformation from an economy that relies heavily on coal and fossil fuel industries to a low carbon green economy. Worldwide, South Africa is the **13th largest producer of fossil fuel CO2 emissions** (2019) by share of emissions.<sup>3</sup> South Africa’s updated **Nationally Determined Contribution (NDC)** under the Paris Agreement<sup>4</sup> sets out clear goals and targets to strengthen the global response to climate change and calls for a just transition. “In South Africa, a just transition is core to shifting our development pathway to increased sustainability, fostering climate resilient and low greenhouse gas emissions development, while providing a better life for all”.<sup>5</sup>

The NDC requires **deep transformations** to decarbonise the economy, to promote sustainable development and to address the triple challenge of **eliminating poverty, inequality and unemployment** as enshrined in South Africa’s **National Development Plan 2030 (NDP-2030)**. In this context the Government of South Africa is committed to a **gender-responsive implementation** of mitigation and adaptation measures to reach both **climate goals and a just transition** that leaves no one behind, as expressed in the updated NDC of September 2021: “In such transformations, we will seek to raise further awareness of the financial and technical support available for promoting the strengthening of **gender integration into climate policies**, including good practices to facilitate access to climate finance for grassroots **women’s organizations and indigenous peoples and local communities**”.<sup>6</sup>

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<sup>2</sup> Nkoana-Mashabane, M., 2022, From New York City to Ladysmith: Fostering global solidarity in responding to the local effects of climate change. CSW, United Nations, New York, Wednesday, 13 April 2022 <https://africa.unwomen.org/en/stories/op-ed/2022/04/by-maite-nkoana-mashabane-minister-in-the-presidency-for-women-youth-and-persons-with-disabilities-0>

<sup>3</sup> Union of Concerned Scientists, 2021, *Each Country’s Share of CO2 Emissions*, Published Jul 16, 2008, Updated Aug 12, 2020 <https://www.ucsusa.org/resources/each-countrys-share-co2-emissions>

<sup>4</sup> Republic of South Africa, NDP-2030, 2021, *South Africa: First Nationally Determined Contribution under the Paris Agreement - Updated September 2021* (Shortly: South Africa’s First NDC, 2020/21 Update) <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/South%20Africa%20First/South%20Africa%20updated%20first%20NDC%20September%202021.pdf>

<sup>5</sup> South Africa’s First NDC, 2020/21 Update, Ibid. p.2.

<sup>6</sup> South Africa’s First NDC, 2020/21 Update, Ibid. p.29.

On 12 September 2021 South Africa's Cabinet adopted the **Climate Change Bill**<sup>7</sup>, which represents a coordinated and integrated response to climate change and contains a comprehensive and inclusive strategy of South Africa's transition to a green economy. The bill is based on 12 principles that reflect a **just transition to a green economy**. Section 3 on Climate Change provides more information about the Bill.

On 2 November 2021 the governments of South Africa, France, Germany, the United Kingdom (UK) and the United States of America (USA), along with the European Union (EU), announced a new ambitious and long-term **Just Energy Transition Partnership** to support South Africa's decarbonisation efforts and to accelerate its transition to a low emission, climate resilient economy, by mobilising an initial commitment of \$8.5 billion (R135.2 at the exchange rate of 06-12-2021) for the first phase of financing.<sup>8</sup> The Partnership recognises the importance of supporting South Africa's efforts to lead a '**Just Transition**' that supports affected workers and vulnerable communities, especially coal miners, women and youth, as the South African economy restructures to meet climate change goals.

European Commission President Ursula von der Leyen welcomed the South African emphasis on the **just transition**, which sets a model for the world: "This partnership is a global first and could become a **template on how to support just transition around the world**. By joining forces, we can speed up the phasing out of coal in partner countries, while supporting vulnerable communities that depend on it. **Ensuring a just transition is a priority for the EU**, both at home and abroad".<sup>9</sup> The European Union (EU) is facing similar challenges to South Africa to deliver the **European Green Deal** that requires it "to rethink policies for clean energy supply across the economy, industry, production and consumption, large-scale infrastructure, transport, food and agriculture, construction, taxation and social benefits".<sup>10</sup> The Green Deal is an integral part of the Commission's strategy to implement the United Nation's 2030 Agenda and the Sustainable Development Goals (SDGs), and this green transition must be **just and inclusive**. "It must put **people first**, and pay attention to the regions, industries and workers who will face the greatest challenges. Since it will bring substantial change, active public participation and confidence in the transition is paramount if policies are to work and be accepted. A new pact is needed to **bring together citizens in all their diversity**".<sup>11</sup>

This gender analysis of the green transition in South Africa has been commissioned by the European Delegation (EUD) to South Africa in line with both the **European Green Deal** and the **GAP-III (EU Gender Action Plan-III 2021-2025)**.<sup>12</sup> GAP-III is an ambitious agenda for gender equality and women's

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<sup>7</sup> Government of South Africa, 2021, *Climate Change Bill, 2021*:

[https://www.dffe.gov.za/sites/default/files/legislations/2021\\_draft\\_climatechangebill.pdf](https://www.dffe.gov.za/sites/default/files/legislations/2021_draft_climatechangebill.pdf)

The Bill is the draft version of the Law, which is approved by the Cabinet, and still has to be approved by the Parliament to become a Law.

<sup>8</sup> European Commission, Press release 2 November 2021, *France, Germany, UK, US and EU launch ground-breaking International Just Energy Transition Partnership with South Africa* (retrieved 3 dec. 2021) [https://ec.europa.eu/commission/presscorner/detail/en/IP\\_21\\_5768](https://ec.europa.eu/commission/presscorner/detail/en/IP_21_5768)

<sup>9</sup> European Commission, Press release 2 November 2021, *France, Germany, UK, US and EU launch ground-breaking International Just Energy Transition Partnership with South Africa* (retrieved 3 dec. 2021) [https://ec.europa.eu/commission/presscorner/detail/en/IP\\_21\\_5768](https://ec.europa.eu/commission/presscorner/detail/en/IP_21_5768)

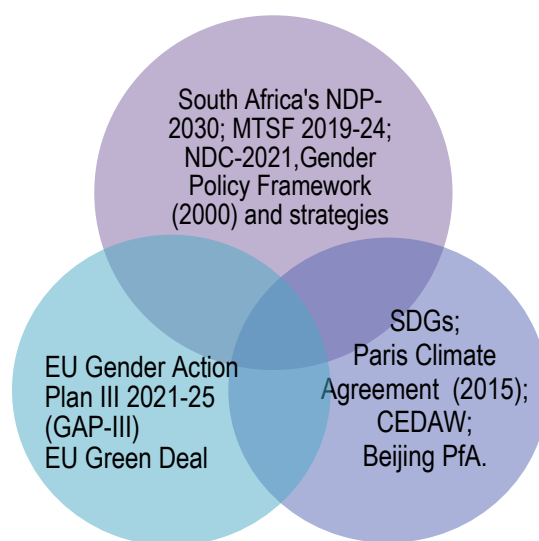
<sup>10</sup> European Commission (EC), 2019, *The European Green Deal*, Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions. Brussels, 11.12.2019, COM (2019) 640 final. Page 3, EUR-Lex - 52019DC0640 - EN - EUR-Lex (europa.eu)

<sup>11</sup> EC, 2019, *The European Green Deal*, *Ibid*, p2.

<sup>12</sup> GAP III Joint Communication ([https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final\\_en.pdf](https://ec.europa.eu/international-partnerships/system/files/join-2020-17-final_en.pdf)) ; Staff Working Document of GAP III ([https://ec.europa.eu/international-partnerships/system/files/swd\\_2020\\_284\\_en\\_final.pdf](https://ec.europa.eu/international-partnerships/system/files/swd_2020_284_en_final.pdf))

empowerment in EU external action. This gender analysis aims to identify actors, priorities and entry points for promoting gender equality in the green transition sectors in South Africa through dialogue and international cooperation across the different instruments and investment frameworks.<sup>13</sup> The study will explore the **common ground for action** of the EUD in partnership with the Government of South Africa, Civil Society Organisations (CSOs), Private Sector and relevant international actors to promote gender equality and social inclusion in the green transition sectors (see fig. 1).

Figure 1. Finding common ground for action



South Africa's National Development Plan 2030 (NDP-2030), the Mid-Term Strategic Framework 2019-2024 (MTSF 2019-2024), the updated Nationally Determined Contribution (NDC-2021) and the National Policy Framework for Women Empowerment and Gender Equality (2000) include **key policy commitments to promote an inclusive green economy**. These national commitments are embedded in **South Africa's international commitments to promoting gender equality and inclusive green growth**, particularly the Sustainable Development Goals (SDGs 2015-2030), the Paris Climate Agreement (2015), the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW-1979) and the Beijing Declaration and Platform of Action (Beijing PfA - 1995). These international commitments are also reflected in the European Green Deal and in the EU Gender Action Plan 2021-2025 (GAP-III) and constitute a **shared policy framework for international partnership** between the EU and South Africa.

This gender analysis is framed according to **five gender relevant thematic areas**. Under each thematic area we will present relevant policies, strategies and good practices from different sectors. The following thematic areas are presented:

Section 1: Gender perspectives in the Green and Circular economy

Section 2: Jobs and green Small, Medium & Micro Enterprises,

Section 3: Climate change, early warning systems and disaster risk reduction,

Section 4: Water Sanitation and Hygiene management (WASH)

Section 5: Sustainable urban development

Section 6 summarises the findings and provides recommendations for gender-responsive and gender-transformative programming of EU support to South Africa's green transition.

<sup>13</sup> Terms of Reference, for drafting of the Gender Action Plan, Country Level Implementation Plan and of a Gender Analysis of the Green and Digital Sectors in South Africa. Source document of the Request for Services No: SIEA 2018 – 3672 Lot 3 – Human Rights, Democracy and Peace, May 2021.

This gender sector analysis is complementary to the Gender Country Profile (GCP-2021)<sup>14</sup> that offers a more comprehensive picture of South Africa's overall legal and policy commitments, achievements, and challenges regarding gender equality and social inclusion. It shows the hindrances and opportunities to respond to both practical and strategic gender needs and interests of women and men in all their diversity, and how human-rights-based interventions can be achieved in green transition with implementation strategies that leave no one behind.

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<sup>14</sup> Gawaya, R. and Van Osch, T., 2021, *South Africa: Gender Country Profile*. European Union, FWC on Human rights, democracy and peace, Ref. Nr.: 2018-3672, International Consulting Expertise (ICE) and Bureau for Institutional Reform and Democracy (BiRD GmbH).

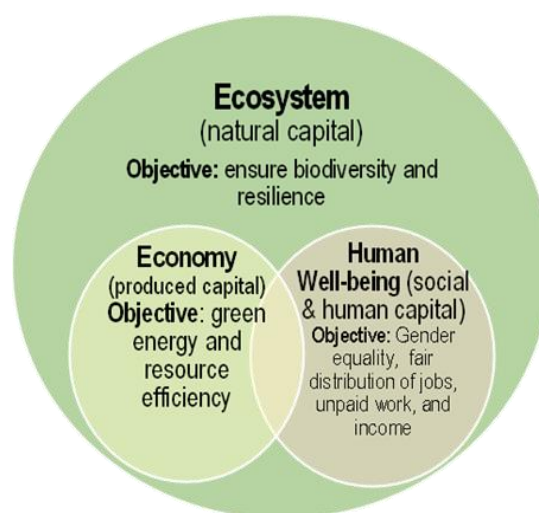
## Section 1 Gender Perspectives in the Green and Circular Economy

South Africa's transition towards an inclusive green and circular economy offers many opportunities to create alliances and partnerships to accelerate the process of transformation in all sectors and policy areas with a gender equality perspective. The switch from fossil fuels to clean energy should create new jobs, offering new opportunities to those who have been historically excluded, in particular black women. Access to energy is key to reducing women's unpaid burdens in the survival economy and liberates women's time to participate in the green and circular economy. The green transition creates a broad range of new jobs in different sectors, as shown by a study based on tracking jobs at LinkedIn. This study identified over 600 **green skills** and over 400 different **green job titles** that are working on greening the economy and that typically require green skills. Some of the fastest-growing green jobs are in fields like ecosystem management, environmental policy, and sustainable procurement.<sup>15</sup> The International Renewable Energy Agency (IRENA) forecasts that worldwide the renewable energy sector alone could employ 43 million by 2050.<sup>16</sup>

### 1.1. Gender perspectives in the green economy

There are many definitions of the green economy. The Rio+20 Conference gives an explicit and comprehensive description of the green economy in the context of sustainable development and poverty eradication. It covers 19 paragraphs in the Rio+20 outcome document "The future we want", which was endorsed by the General Assembly of the United Nations in 2012.<sup>17</sup> Essentially, it comes down to a definition of the **Green Economy as an economic approach with principles embedded in the economic, social and environmental domains**. The promotion of **gender equality and social inclusion is an undisputed part of the green economy**, explicitly formulated in several paragraphs of "The future we want".<sup>18</sup> The United Nations Division for Sustainable Development compared several sets of green economy principles used by different organisations, and those agreed by governments in the Rio+20 outcome document. The analysis shows that there is a high degree of consensus among stakeholders and governments about the economic, social and environmental

Figure 2. Inclusive green economy



<sup>15</sup> Kimbrough, K., 2021, *These are the sectors where green jobs are growing in demand*. WEF, 23 September 2021.

<https://www.weforum.org/agenda/2021/09/sectors-where-green-jobs-are-growing-in-demand/>

<sup>16</sup> International Labour Organisation, 2021, *Renewable energy jobs have reached 12 million globally*. ILO, News, 21 October 2021,

[https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS\\_823759/lang-en/index.htm](https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_823759/lang-en/index.htm)

<sup>17</sup> United Nations, General Assembly, 2012, *The future we want*; Resolution adopted by the General Assembly on 27 July 2012. (Green Economy description: Paragraphs 56 – 74 Pages 10-14). [https://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/66/288&Lang=E](https://www.un.org/ga/search/view_doc.asp?symbol=A/RES/66/288&Lang=E)

<sup>18</sup> United Nations, General Assembly, 2012, *Ibid*, under Chapter III about Green Economy, paragraphs 58 k, l, and 62, and many other paragraphs in the document, particularly the paragraphs from 236 to 244.

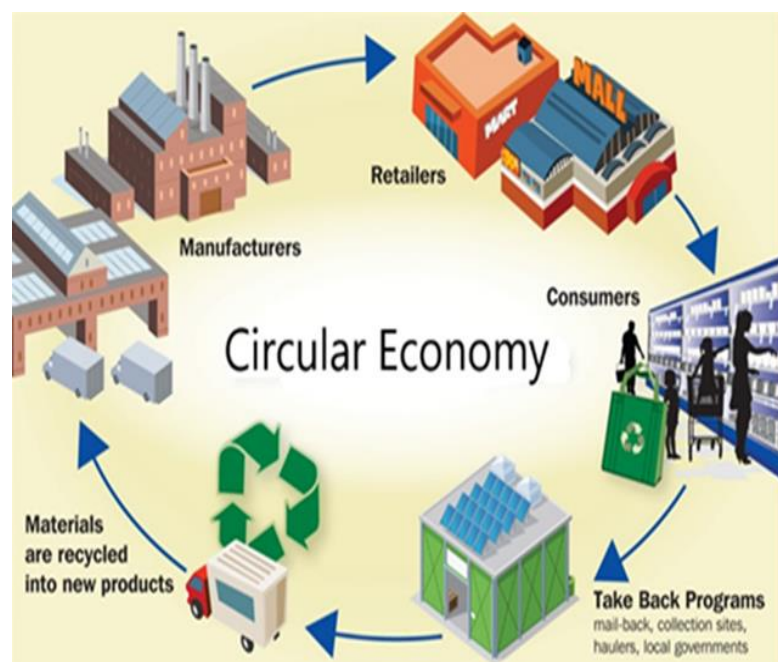
dimension of the concept of the green economy.<sup>19</sup> The World Bank confirms these three dimensions of the green economy, defining them as **natural capital, human capital and produced capital**, which together provide a more realistic view of the wealth of a country than the narrow focus of the Gross Domestic Product (GDP).<sup>20</sup>

The main **goal of the transition to a green economy** is to foster changes from the current one-dimensional economic growth paradigm to an economy which generates economic profits while ensuring environmental sustainability and **social inclusion**. **Gender equality perspectives** are part of the green economy, and key for the dimension of social inclusion or human capital. The United Nations Environment Programme (UNEP) describes the **green economy** as “low carbon, resource efficient and **socially inclusive**. In a green economy, growth in employment and income are driven by public and private investments into such economic activities, infrastructure and assets that allow reduced carbon emissions and pollution, enhanced energy and resource efficiency, and prevention of the loss of biodiversity and ecosystem services. (...) UN Environment promotes a development path that understands **natural capital** as a critical economic asset and a source of public benefits, especially for poor people whose livelihoods depend on natural resources”.<sup>21</sup>

## 1.2. The circular economy: a paradigm shift beyond GDP

The **circular economy** is part of the transition towards a green economy and breaks with the unsustainable linear pattern of the ‘disposable economy’ in which every product finally becomes waste, replacing it by a circular pattern.

“The circular economy is a **model of production and consumption** which involves sharing, leasing, reusing, repairing, refurbishing, and recycling existing materials and products as long as possible. In this way, the life cycle of products is extended”.<sup>22</sup> In practice, it implies resource efficiency, reduced exploitation of natural resources and reduced waste. The development of the circular economy requires innovation and multidisciplinary research, creating new jobs in science and a broad range of new



<sup>19</sup> Allen, Cameron, 2012, *A Guidebook to the Green Economy; Issue 2: exploring green economy principles*. United Nations Division for Sustainable Development, UNDESA. <https://sustainabledevelopment.un.org/content/documents/743GE%20Issue%20nr%202.pdf>

<sup>20</sup> World Bank, 2021, *The Changing Wealth of Nations 2021: Managing Assets for the Future*. Washington, DC: World Bank. © World Bank. <https://openknowledge.worldbank.org/handle/10986/36400> License: CC BY 3.0 IGO. Video (retrieved 02-12-2021): <https://www.worldbank.org/en/news/feature/2021/10/27/taking-a-comprehensive-view-of-wealth-to-meet-today-s-development-challenges>

<sup>21</sup> United Nations Environment Programme, *Green Economy*. [www.unep.org](http://www.unep.org)

<sup>22</sup> European Parliament News, 2015 updated 2021, *Circular economy: definition, importance and benefits*.

<https://www.europarl.europa.eu/news/en/headlines/economy/20151201STO05603/circular-economy-definition-importance-and-benefits>

science, technology, engineering, and maths (STEM) careers. The absence of women in climate-related STEM careers also contributes to a lack of diversity in green economy actions. For example, women are underrepresented in technical and engineering positions in the water and energy sectors.<sup>23</sup> This gender bias may also have an impact on the involvement of women in participatory community-led solutions to water management, clean energy production, urban development and climate disaster response, as we will see in the following sections.

In 2015, the EU adopted its first circular economy action plan, which was replaced by a new **Circular Economy Action Plan in March 2020**<sup>24</sup> to accelerate the transition from a linear to a circular economy. This action plan is one of the main building blocks of the European Green Deal.

The circular economy requires a **switch in economic behaviour by consumers and producers in both the paid and unpaid economy in all sectors of the economy**. Women play a key role in this transition process as will be shown in this gender analysis. **Gender equality is central to the desired outcomes of the green and circular economy** and is recognised globally as a fundamental requirement for achieving sustainable development. There can be no meaningful sustainable development without the advancement and inclusion of half of the population, indicating that the realisation of the vision and strategy of a green and circular economy is inconceivable without the advancement of gender equality.<sup>25</sup> **A successful transition to a green economy would therefore depend on how gender is assimilated** into the transition processes, into the circular economy, and on the interventions that are in place to ensure that gender inequalities are not perpetuated, in particular, to ensure that the gender inequalities of the traditional economy are not transferred to the new green and circular economy.<sup>26</sup>

The promotion of gender equality and social inclusion is both a requisite for a successful transition to a green and circular economy, and a **question of social justice and fairness**. “Those who have a greater responsibility for cumulative emissions that have driven up GHG concentrations in the atmosphere should, as a matter of fairness, assist those less responsible. Furthermore, investments in adaptation represent a significant opportunity cost with respect to investments required to reduce poverty and inequality, create employment, improve education and address other development challenges”.<sup>27</sup>

“The GAP III addresses important green transition opportunities. Likewise, when a gender lens is used, support for areas of the green transition can advance other aspects of gender equality. For instance, increasing opportunities for women’s employment and entrepreneurship in the green and circular economies can give women the means and the confidence to claim their rights to participate in decision-making processes”.<sup>28</sup>

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<sup>23</sup> Section 2 will further detail this aspect.

<sup>24</sup> European Commission, 2020, *A new Circular Economy Action Plan for a cleaner and more competitive Europe*. Communication from the Commission. Brussels, 11.3.2020, COM (2020)98 final.

<sup>25</sup> Babugura, A., 26/8/2021, *Gender Equality: A Cornerstone for a Green Economy Occasional Papers (Poverty Alleviation, Sustainable Development Goals)* <https://saiaa.org.za/research/gender-equality-a-cornerstone-for-a-green-economy/>

<sup>26</sup> Babugura, A., 26/8/21, *Ibid*

<sup>27</sup> UNFCCC, 2019, *South Africa’s Intended Nationally Determined Contribution (INDC) 2020-2030* <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/South%20Africa%20First/South%20Africa.pdf>

<sup>28</sup> European commission, 2021, GAP-III Briefing Note nr. 3; Gender Action Plan III and the Green Deal, Brussels 21 September 2021



### 1.3. Gender perspectives in the green transition in South Africa

**Gender Equality is one of the core values enshrined in the Constitution of South Africa.** Human dignity, the achievement of equality, the advancement of human rights and freedoms, non-racialism and non-sexism are at the heart of the Constitution of South Africa.<sup>29</sup> Gender equality is integrated in a broad range of South Africa's national legal and policy frameworks, as shown in the **Gender Country Profile**.<sup>30</sup> South Africa has ratified a number of **international and regional commitments to gender equality**, including the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW - 1979), the United Nations Beijing Declaration and Platform for Action (Beijing PfA-1995), the Sustainable Development Goals 2015-2030 (SDGs-2015), the African Charter on Human and People's Rights on the Rights of Women in Africa (2003 -Maputo Protocol), the SADC Gender and Development Declaration (2008), and the African Union Agenda 2063 (2015 - with sub-goal 17 on full gender equality in all spheres of life).

The South African Constitution contains a **mandate for a green economy** enshrined in Chapter 2 on the Bill of Rights, establishing everyone's right, quote:

“(a) to an environment that is not harmful to their health or wellbeing; and

(b) to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that:

- i. prevent pollution and ecological degradation;
- ii. promote conservation; and
- iii. secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development”.<sup>31</sup>

South Africa's National Environmental Management Act (Act No. 107 of 1998) recognises the **important role of women and youth in environmental management and development**, and significant strides have been made by the country in **gender mainstreaming**.<sup>32</sup> Broadly, the National Development Plan 2030 (NDP 2030) highlights the need to remove inequalities<sup>33</sup>, whereas the Medium-Term Strategic Framework 2019-2024 (MTSF 2019-2024) of the NDP 2030 is more explicitly gender sensitive.<sup>34</sup>

South Africa has a comprehensive set of legal instruments that protect men and women from discrimination based on sex. Many initiatives have been taken to implement the constitutional mandate on sustainable development, with dialogues, white papers, integration of green and gender perspectives

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<sup>29</sup> Republic of South Africa, 1996, The Constitution <https://justice.gov.za/legislation/constitution/SACConstitution-web-eng.pdf>

<sup>30</sup> Gawaya, R. and Van Osch, T., 2021, *South Africa: Gender Country Profile*. European Union, FWC on Human rights, democracy and peace, Ref. Nr.: 2018-3672, International Consulting Expertise (ICE) and Bureau for Institutional Reform and Democracy (BiRD GmbH).

<sup>31</sup> The Constitution, *ibid*, art. 24.

<sup>32</sup> Godwell Nhamo and Chipso Mukonza, 2020, *Opportunities for women in the green economy and environmental sectors (Sustainable Development)*

<sup>33</sup> National Planning Commission 2012, *National Development Plan 2030*, Pretoria, South Africa <https://www.gov.za/issues/national-development-plan-2030> on 15 July 2021

<sup>34</sup> Republic of South Africa, Department Planning Monitoring and Evaluation (DPME), 2019, *Medium Term Strategic Framework 2019-2014 (MTSF 2019-2024)* of the National Development Plan 2030 (NDP-2030) [https://www.dpme.gov.za/keyfocusareas/outcomesSite/MTSF\\_2019\\_2024/2019-2024%20MTSF%20Comprehensive%20Document.pdf](https://www.dpme.gov.za/keyfocusareas/outcomesSite/MTSF_2019_2024/2019-2024%20MTSF%20Comprehensive%20Document.pdf)

in many laws and policy documents of different line ministries, showing the **broad social support for the transition to a green and circular economy**.<sup>35</sup>

The first concrete policies and strategies in the green economy were initiated around 2008, following the publication of the Green Jobs Report by the ILO, UNEP, ITUC, IOE<sup>36</sup> and leading to green industry policy innovation in the region. Nonetheless, this report would benefit from the inclusion of sex-disaggregated data, to support equality of opportunity for women and men for green jobs. The concept– along with the associated idea of “green jobs”– increased interest in green industry following the global financial crisis. A dialogue in South Africa on a **new green growth path** among stakeholders in government, business, trade unions, and other civil society organisations, resulted in 2011 in the signing of the **Green Economy Accord**.<sup>37</sup> This Accord confirmed the broad support among employer and worker organisations, the government and civil society for a green transition and endorsed a shift to a greener economy as a means for both improving the resilience of the economy against external shocks and as a driver for **more job-intensive green growth**. The accord does not contain any reference or target set to promote equal access and benefits for women, although it includes investment plans that respond to women’s **practical gender needs**, such as electrification of poor communities and reduction of fossil-fuel open-fire cooking and heating, solar water-heating systems, roof-top solar PV power generation units, rolling out renewable energy, bringing small enterprises into the green economy, and TVET in new jobs created in the green economy. However, women’s **strategic gender needs are not addressed in the Green Economic Accord**, such as access to land, to decision-making power, and to be free from gender-based violence. In addition, it could be suggested that South Africa’s gender policy frameworks have not yet been consistently applied to just green transition policies, strategies, and investments.<sup>38</sup> Building upon the many legal and policy commitments related to the green and circular economy over the past years, the government of South Africa approved the **Climate Change Bill** (21 September 2021), which provides a comprehensive framework for coordinated action.<sup>39</sup>

#### 1.4. Gender just green transition

In a policy brief of June 2021, the South African Research Organisation TIPS (Trade & Industrial Policy Strategies) makes the case for a gender just green transition. Worldwide, women hold only 32% of the 11.5 million jobs (year 2019) in the global renewable energy sector.<sup>40</sup> In South Africa, targets for women’s inclusion have been set for the Renewable Energy Programme (REIPPPP), **notwithstanding women benefitted from only 10% of the total jobs created to date in the renewable energy**.<sup>41</sup>

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<sup>35</sup> See for example: Smout, J., 2020, *A Gendered Lens: Mainstreaming Gender into South Africa’s Climate Change Response*.

<sup>36</sup> UNEP/ILO/IOE/ITUC, 2008, *Green Jobs: Towards Decent Work in a Sustainable, Low-Carbon World*, September 2008.

[https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/---emp\\_ent/documents/publication/wcms\\_158727.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---emp_ent/documents/publication/wcms_158727.pdf)

<sup>37</sup> Republic of South Africa, Economic Development Department, 2011, *Green Economy Accord. New Growth Path, Accord 4*.

<https://www.sagreenfund.org.za/wordpress/wp-content/uploads/2015/04/Green-Economy-Accord.pdf>

<sup>38</sup> 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.

<sup>39</sup> More information about the Climate Change Bill (2021) in Section 3 on Climate Change.

<sup>40</sup> Nokwanda, M., 2021, *Just transition in South Africa; the case for a gender just approach*. TIPS, Policy Brief 4/21

<sup>41</sup> Department Mineral Resources and Energy, Department National Treasury, Development Bank of South Africa (DBSA), IPP Office, 2020, *Ibid*. Page 30.

TIPS stresses that **active steps are required to ensure the inclusion of women in a just transition to a green economy**. The shift to a green economy must **address structural failures of the past economic model**, where women perform the bulk of the work, both paid and unpaid, and remain underrepresented in the mainstream formal economy, often relegated to administrative and other low-skilled, low-paid and under-paid work. A **just transition should expand beyond employer and employee relationships to include those excluded and disadvantaged in the economy** as it currently exists and also **address the non-economic impacts of climate crisis** and associated policy responses. Any just transition discussion must carefully consider the **value and necessity of care work**, and how to account for it in a green economy. The TIPS policy brief recommends **investments in basic services to reduce women’s unpaid care work**, access to affordable and qualitative **childcare**, private **breast-feeding facilities at the workplace**<sup>42</sup>, **training in non-traditional technical jobs, equal opportunities, equal pay**, and addressing social norms and **stereotypes** to break gender segregation in the academic careers and in the labour market.<sup>43</sup>

The recent UNIDO study on “Economic Empowerment of Women in Green Industry”<sup>44</sup> (EEWiGI - 2021) analysed the industrial sectors in South Africa<sup>45</sup> and identified a series of obstacles for women’s empowerment as summarised in the table below.

**Table 1. Summary table of reported barriers to women’s economic empowerment in green industry (UNIDO, EEWiGI-2021)**

Barriers to advancement	Barriers to transformation
Lack of awareness about policies and programmes designed to benefit women and/or encourage participation in green industry: only 27% are aware of any policies or programmes encouraging women to start businesses in green industry	Discriminatory social norms that discourage women from starting their own business: 77% of respondents reported that growing up, they did not feel girls were encouraged to pursue their own businesses
Green industry is perceived to require strong STEM skills: with the lack of girls taking up STEM subjects, women face increased barriers to entering green industry or are perceived to be unsuitably qualified.	Institutionalised and internalised sexism: women entrepreneurs either lack self-confidence or are pressured into adopting an attitude of “hyper self-confidence”.
Lack of access to technology necessary to start green businesses or upscale existing businesses: the technology required in the new green industry is difficult for women to access, especially those without internet, electricity or located in rural areas	Caretaking responsibilities: 63% of entrepreneurs surveyed worry often or always about work-life balance: 61% of green entrepreneurs worry often or always about childcare arrangements.

<sup>42</sup> Companies with a male-dominated in-company culture often have problems with creating a special room for breast-feeding facilities, although they don’t have problems with creating special smoking facilities in buildings.

<sup>43</sup> Source: Nokwanda, M., 2021, *Just transition in South Africa; the case for a gender just approach*. TIPS, Policy Brief 4/21

<sup>44</sup> United Nations Industrial Development Organization, 2021, *Policy Assessment for the Economic Empowerment of Women in Green Industry*; Executive summary: South Africa. (the DTIC, DWYPD, German Cooperation, UNIDO, UN-Women).

<https://www.unido.org/resources-publications-safeguarding-environment/green-industry-publications-and-documents>

<sup>45</sup> The study was focused on 3 sectors of particular relevance for the South African context: the renewable energy sector (sub-sector: wind and solar); waste management (sub-sector: plastics); and land transport (sub-sector: public transport).

Barriers to advancement	Barriers to transformation
Women entrepreneurs have difficulty in finding and hiring skilled women: 55% reported it is (very) difficult to find women workers with relevant skills	Intersectional inequalities: systems of discrimination built on limiting women's opportunities because of gender, race, rurality, poverty, and ability.
Women entrepreneurs do not have the informal networks of influence that male counterparts have	Violence and harassment: only 13% of green businesses in the online survey had policies on the prevention of sexual harassment in place.
Women's lack of access to mentoring, which impacts formal networks, potential investment sources and job opportunities: the prevalence of male dominated informal networks in green industry, "Boys Clubs" that exclude women and give men preferential access to investment funding, decision makers and power	Discriminatory hiring practices and ineffective quota systems: not being hired because of the perceived risk of potential maternity leave entitlements.
Women lack access to necessary capital, collateral and credit resources: 65% of entrepreneurs surveyed think that it is easier for men to secure financing for their business ventures	
Women lack access to markets to sell their products: 63% of entrepreneurs reported lack of access to markets to sell their products as being a key barrier; 50% of female green entrepreneurs reported it would be difficult to identify new markets	
Women face other value chain challenges and "hidden costs" of doing business (lack of social capital): accessing basic supplies (32%), paying kickbacks (27%), obtaining a license (23%), and dealing with law enforcement (14%) were also listed by women entrepreneurs.	

Source: United Nations Industrial Development Organization, 2021, *Policy Assessment for the Economic Empowerment of Women in Green Industry; Executive Summary: South Africa*. Page 13.

The UNIDO EEWiGI-report identified a list of key gaps between policy and implementation on the ground, and recommends closing these gaps by focusing on the following actions:

- Providing **free training for women**;
- **Information campaign** about the need for skills diversity (e.g., **STEM-studies for girls**);
- Increasing M&E and **accountability on gender performance**;
- Ensuring that **women are integrated in decision making** processes across the value chain;
- Closing **loopholes** in policy that favour men and exclude women;
- **Zero tolerance** policy towards **gender-based violence**;
- **Quotas combined with training and capacity building** to prepare women for the job;
- Transform work culture to include **flexible working hours**, **fair travel expectations** and practices;
- Create **funding calls, especially for women start-ups**;
- **Gender mainstreaming** implementation planning by using the gender-responsive green industry policy framework introduced.<sup>46</sup>

<sup>46</sup> United Nations Industrial Development Organization, 2021, Ibid.

The National Treasury is currently in the process of introducing **two separate reforms in support of the economic empowerment of women and in creating an enabling environment for the green economy**. The Director General (DG) of the National Treasury of South Africa, Mr. Dondo Mogajane, recently explained that “while these two reform agendas are at different stages of implementation, it is the intention to **build interlinkages** so that women owned business secure economic opportunities in the development of the green economy and as the green economy grows so too will the development of women owned enterprises”.<sup>47</sup>

The two budgetary mechanisms to support women’s economic empowerment are:

- **Preferential Procurement** to support the economic development of women owned businesses, by setting aside procurement targets for both women and youth owned enterprises.
- **Gender Responsive Budgeting** to mainstream a gender equality perspective in the budget cycle for all government departments. The National Treasury contributes to the implementation of the Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework (GRPBMEA) that was approved by Cabinet in March 2019.

In section 2, paragraph 2.4, we will assess the impact of preferential procurement procedures on the opportunities and constraints for women in the energy sector.

#### **BOX 1: A small requirement can make a big difference for women’s job opportunities**

In the energy sector, South Africa’s inclusive preferential procurement system has a positive effect on job creation. The construction of renewable energy generation plants has created 46,637 job years<sup>48</sup> for South African citizens (March 2021). Black South African citizens, youths and local/rural communities represented respectively 81%, 44% and 48% of the beneficiaries of this job creation. So far there was **no mandatory reporting requirement for women’s share in the new job opportunities**. Women were only 10% of the beneficiaries, and IPPs could not be held accountable for women’s low participation.<sup>49</sup> This is far below the **global average of 32%** women’s participation in the renewable energy sector<sup>50</sup>, and a missed opportunity to implement the national policy to combat gender discrimination<sup>51</sup> with procurement procedures geared towards gender equality. The IPPPP-review of 31 March 2021<sup>52</sup> announced that future Bid Windows (BWs) for renewable energy plants will also **include mandatory reporting on women’s participation**. This small additional requirement, together with **more ambitious targets for gender equality** can make a big difference for women’s job opportunities in the renewable energy sector.

**Sources: IPPP-overview, 31 March 2021. IRENA and ILO, 2021**

<sup>47</sup> Dondo Mogajane, 2021, Speech during the Online Webinar for the Launch of the *Report on the Economic Empowerment of Women in the Green Industry in South Africa*, UNIDO, 30 August 2021.

<sup>48</sup> Job year: the equivalent of a full-time employment opportunity for one person for one year.

<sup>49</sup> Department of Mineral Resources and Energy (DMRE), 2021, *Independent Power Producers Procurement Programme (IPPPP), An Overview* on 31 March 2021. Page 30. [file:///C:/Users/thera/Downloads/20210630\\_IPP%20Office%20Q4%20Overview%202020-21%20WEB%20VERSION.PDF](file:///C:/Users/thera/Downloads/20210630_IPP%20Office%20Q4%20Overview%202020-21%20WEB%20VERSION.PDF)

<sup>50</sup> IRENA and ILO, 2021, *Renewable Energy and Jobs – Annual Review 2021*, International Renewable Energy Agency, International Labour Organization, Abu Dhabi, Geneva. [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms\\_823807.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_823807.pdf)

<sup>51</sup> More information on South Africa’s overall legal and policy frameworks on gender equality are reflected in the Gender Country analysis: Gawaya, R. and Van Osch, T., 2021, *South Africa: Gender Country Profile*. European Union, FWC on Human Rights, Democracy and Peace, Ref. Nr.: 2018-3672, International Consulting Expertise (ICE) and Bureau for Institutional Reform and Democracy (BiRD GmbH).

<sup>52</sup> Department of Mineral Resources and Energy (DMRE), 2021, *Independent Power Producers Procurement Programme (IPPPP), An Overview* on March 2021. Page 30. [file:///C:/Users/thera/Downloads/20210630\\_IPP%20Office%20Q4%20Overview%202020-21%20WEB%20VERSION.PDF](file:///C:/Users/thera/Downloads/20210630_IPP%20Office%20Q4%20Overview%202020-21%20WEB%20VERSION.PDF)

## 1.5. Conclusions and recommendations

The transition towards a green economy opens new perspectives for green jobs, and requires a paradigm shift in socio-economic approaches, policies and business. On one hand, it requires a **gender just transition**, a human rights-based gender equality and social inclusion strategy that leaves no one behind, and on the other, it needs an economic and fiscal environment that allows for a **reorientation of economic decision making towards a sustainable green economy**. The National Treasury is playing a pioneering role in this field, by linking policy instruments for **women's economic empowerment and green economy** and supporting all departments in **gender responsive budgeting and preferential procurement**.

South Africa has the legal and policy frameworks in place to promote this double paradigm shift. In practice, there are lots of obstacles to overcome to achieve women's equal participation in the green transition. Many of these obstacles have been detailed in the recent policy brief (June 2021) of the South African Research Organisation TIPS, and in the UNIDO-report (August 2021) on "Women's Economic Empowerment in Green Industry, in South Africa"<sup>53</sup>, and include measures to reconcile jobs with family responsibilities, breaking gender stereotypes, vocational training and capacity building of women and young people, equal opportunities, equal treatment and equal pay, and more ambition with higher gender performance in preferential procurement.

**At macro-level** the enabling environment for an inclusive and green economy can be strengthened by the upcoming long-term **Just Energy Transition Partnership** to support South Africa's decarbonisation efforts and to accelerate its transition to a low emission, climate resilient economy.<sup>54</sup> This can be done by measures such as:

- **increasing targets for woman-owned vendors in preferential procurement;**
- promoting the inclusion of **proven professional competences in gender and social inclusion in the threshold criteria** of international procurement procedures of the REIPPP;
- setting rules for **gender-responsive corporate accountability and due diligence** to avoid the consolidation or increase of deeply rooted gender and race inequalities;
- a follow-up of the UNIDO-EEWiGI-project, building upon the solid base of expertise developed by this project in this area, and strengthening the innovative processes to create decent jobs for women in the green transition.

**At meso level**, it is important to support actions of **social partners** (trade unions, employer's organisations) and **civil society organisations** in the process of raising awareness, change of mind and economic behaviour in the world of international finance and business of the green transition. Capacity building and training on gender and social inclusion is recommended for companies that operate in the green energy sector, to **transform harmful gender stereotyping in male-dominated in-company**

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<sup>53</sup> United Nations Industrial Development Organization, 2021, Ibid.

<sup>54</sup> European Commission, Press release 2 November 2021, France, Germany, UK, US and EU launch ground-breaking International Just Energy Transition Partnership with South Africa (retrieved 3 Dec. 2021) [https://ec.europa.eu/commission/presscorner/detail/en/IP\\_21\\_5768](https://ec.europa.eu/commission/presscorner/detail/en/IP_21_5768)

**cultures**, and to make diversity and gender equality policies an integral part of due diligence and company branding.

**At micro level** the promotion of women's economic empowerment should be enhanced following the recommendations of the above-mentioned policy brief (June 2021) of the South African Research Organisation TIPS, and those of the UNIDO-report (August 2021). In the short-term, companies can be encouraged to create jobs for women in the green economy by applying **gender-proof recruitment and selection procedures**, offering **in-company vocational training to women** and effectuating fair equal opportunities measures in human resource management aligned with ILO Conventions 100, 111, 156, 183, and 190.<sup>55</sup> In the medium-term and long run, girls should be motivated to select academic **STEM-careers linked to the green economy**. For **women start-ups and entrepreneurs**, it is important to keep them **well informed about procurement opportunities**, and to support actions that provide them with **technical and vocational training** to fulfil the professional requirements for procurement awarding, and to ensure their **access to finance**.

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<sup>55</sup> The conventions are the Equal Remuneration Convention (No. 100), Discrimination in Employment and Occupation (No. 111), Workers with Family Responsibilities (No. 156), Maternity Protection Convention (No. 183), and Violence and Harassment Convention (No. 190).

## Section 2: Jobs, and Green Small, Medium & Micro Enterprises.

The green economy is not a sector or an industry. It is a process that leads towards a sustainable growth path that expands to all sectors, changes consumer patterns, switches capital investments to low-carbon industries, transforms the value chains of existing industries, creates new value chains and new jobs, and requires increasingly new green skills that did not exist before.

In the past, green jobs were created in specific sectors such as renewable energy, green buildings, water management, waste management and land management. Now the entire South African economy is switching towards a sustainable growth path, following a similar pattern to other countries, which is characterised by an expansion of green jobs and start-ups of green small, medium, and micro enterprises (SMMEs) across all sectors of the economy and in a broad range of economic activities. “We are seeing green jobs span across a wide range of industries, from the obvious ones like renewable energy, to more unexpected ones like finance, fashion technologies and transportation industries. All industries need to be moving in this direction together for us to achieve a green economy”.<sup>56</sup>

A just green transition requires a diverse workforce with equal opportunities and fair treatment for women and men in all their diversity. Equal access to the new career paths, and the new skills that have to be learned for the green transition must be created for young people, for women and men of the black majority, for people with a disability, and for all other groups in South Africa that have been marginalised under apartheid in recent history.

This section will review women’s access to jobs in the labour market and the share of women-owned SMMEs. The first paragraph will summarise the national legal and policy context to address obstacles to equal access to green jobs and entrepreneurship. The following paragraphs will explore current and future job opportunities with a gender lens. This section will focus on job opportunities in the green transition of a few key sectors (agriculture, forestry, fisheries, environment and energy) and not cover the green transition of the entire economy, given the limited scope of this gender analysis. Table 2 shows that women are underrepresented in the workforce of several sectors in transition towards a green economy.

The central question we search to answer in this section is: How to enhance women’s equal access to jobs and equal opportunities for women led SMMEs in the process of green transition in some of these sectors? What are the opportunities and constraints?

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<sup>56</sup> Kimbrough, K., 2021, *These are the sectors where green jobs are growing in demand*. WEF, 23 September 2021. <https://www.weforum.org/agenda/2021/09/sectors-where-green-jobs-are-growing-in-demand/>



**Table 2. Female representation in some sectors**

Sector	Women represented
Agriculture	29.23% <sup>57</sup>
Sub-sector Aquaculture	39.00% <sup>58</sup>
Conservation	41.27% <sup>59</sup>
Electricity, gas & water	33.50% <sup>60</sup>
Fisheries	26.20% <sup>61</sup>
Forestry, logging & related services	32.60% <sup>62</sup>
Mining	16.57% <sup>63</sup>

Sources: StatsSA, 2020-21; AgriSeta 2021 and SANParks 2019.

## 2.1. Governmental efforts to promote gender equality

South African legislation is strongly **promoting gender equality in employment and in the workplace**. Several comprehensive government programmes and organisations provide resources and services to women, both adult and adolescent. Such initiatives include the Employment Equity Act, No. 55 of 1988 (aimed at promoting women's participation in mainly private sector jobs), the Promotion of Equality and Prevention of Unfair Discrimination Act, No. 4 of 2000 (aimed at addressing discrimination and equality in the workplace and broader society), and the promotion of adequate education and job training for women who are disenfranchised or otherwise at a disadvantage when attempting to enter the workforce. The South African Constitution established the **Commission for Gender Equality** that includes a focus on securing gender equality at the labour market among other gender objectives.

The Department of Small Business Development (DSBD) is mandated to lead and coordinate an integrated approach to the **promotion and development of entrepreneurship, small businesses, and co-operatives**, and to create an enabling legislative and policy environment to support their growth and sustainability.<sup>64</sup> The DSBD has set special targets for **women and youth**, and provides non-financial support to small enterprises and cooperatives in South Africa through the **Small Enterprise Development Agency (Seda)**<sup>65</sup> that has over 50 branch offices throughout the country and about 100 well-equipped Technology Incubation Centres created for start-ups and innovators to develop and grow during the first three years of their entrepreneurship.

<sup>57</sup> Statistics South Africa, 2021, Quarterly Labour Force Survey, Q2: 2021.

<http://www.statssa.gov.za/publications/P02111/P02112ndQuarter2021.pdf>

<sup>58</sup> AgriSeta, 2021, *Aquaculture Sub-Sector Skills Plan 2020 - 2021*. [https://www.agriseta.co.za/wp-content/uploads/2021/02/AgriSeta\\_Aquaculture\\_SSSP\\_DIGITAL.pdf](https://www.agriseta.co.za/wp-content/uploads/2021/02/AgriSeta_Aquaculture_SSSP_DIGITAL.pdf)

<sup>59</sup> SANParks, 2019, *Annual Report 2019/20*. <https://www.sanparks.org/assets/docs/general/annual-report-2020.pdf>

<sup>60</sup> Statistics South Africa, 2021, *Electricity, gas and water supply industry, 2019*. Pretoria, Statistics South Africa. <http://www.statssa.gov.za/publications/Report-41-01-02/Report-41-01-022019.pdf>

<sup>61</sup> Statistics South Africa, 2020, *Census of ocean (marine) fisheries and related services industry, 2018*. Pretoria, Statistics South Africa <http://www.statssa.gov.za/publications/13-00-01/13-00-012017.pdf>

<sup>62</sup> Statistics South Africa, 2021, *Forestry, logging, and related services industry, 2019*. Pretoria, Statistics South Africa <http://www.statssa.gov.za/publications/12-00-00/12-00-002019.pdf>

<sup>63</sup> Statistics South Africa, 2021, *Mining Industry, 2019*. Pretoria, Statistics South Africa. <http://www.statssa.gov.za/publications/Report-20-01-02/Report-20-01-022019.pdf>

<sup>64</sup> Department of Small Business Development (DSBD): [www.dsbdb.gov.za](http://www.dsbdb.gov.za)

<sup>65</sup> Small Enterprise Development Agency (Seda): [www.seda.org.za](http://www.seda.org.za)

Regarding specific targeting of women owned enterprises, the DSBD and Seda joined the global initiative of the International Trade Centre (ITC)<sup>66</sup> by setting up a Hub of the **ITC She Trades programme** that enables South African women entrepreneurs to have better access to global markets. Through the SheTradesZA Hub **South African women entrepreneurs are trained and upskilled to increase their competitiveness and connect to national, regional and global markets**. The goal set by DSDB is that the Hub is to connect at least 10,000 South African women-owned businesses to markets by 2024/25.

In a pre-analysis, we applied a quick scan to 51 documents (laws, policies, strategic plans, and guidelines) of three departments (DALRRD, DFFE, DMRE) to assess their gender-sensitivity (see annex 1). Our conclusion was that **59% of the legal and policy frameworks reviewed** in the selected sectors over the period 1994-2021 **are gender sensitive**.<sup>67</sup> The results are presented in Annex 1, showing that among the selected Departments, the Department of Forestry, Fisheries and the Environment (DFFE) had the highest score for gender-sensitive legal and policy documents (80%).

Additionally, we reviewed the **representation of gender and diversity among civil servants of several departments of both the national and the provincial government**. We concluded that there is a rather exemplary representation of gender and diversity at all levels of the Departments of the South African national Government, whereas there is space for improvement at the level of provincial Government. The results of this pre-analysis are shown in the tables in Annex 1.

South Africa also has a **vital and vivid Civil Society** with many organisations engaged in gender issues and green transition. Since 1994 there has also been a **culture of dialogue** between government and civil society. Two recent examples are the **Presidential Dialogue with Civil Society on Gender-Based Violence and Femicide** (GBVF) and the **Presidential Climate Commission** with the engagement of representatives from CSOs, business, labour, the science community, and government.

Despite the readiness of the government to promote gender equality, South Africa is still one of the most unequal societies in the world and appears among the countries with the highest incidence of GBV, where gender segregation of the labour market and among owners of land, capital and enterprises is still common. Given this situation, the question is, **what barriers must be addressed to ensure that the green transition will be a gender just process with equal opportunities for women to access new jobs and SMMEs in the future green and circular economy?**

## 2.2. Opportunities and constraints for women in green transition of agriculture

This section explores gender segregation in the current labour market situation in the agricultural sector of South Africa, and women's opportunities for jobs and entrepreneurship that may be brought about by the shift towards a green economy. "South Africa relies on agriculture to stimulate economic activity especially by creating employment opportunities for women and girls. Women contribute 60% to 80% of

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<sup>66</sup> The International Trade Centre is the joint agency of the World Trade Organization and the United Nations.

<sup>67</sup> The documents that are gender-sensitive consider the impact of laws, policies, projects and programmes on men, women, boys and girls and try to avoid or to mitigate the negative consequences thereof.

the agricultural labour force in South Africa. Despite their role in the sector, women remain excluded from key economic opportunities and processes in agriculture which leaves them vulnerable to the impacts of climate change. The lack of access to land ownership, financial capital, technical inputs and agricultural technologies hinders their ability to make even more meaningful contributions, implement and lead in environmental and disaster risk reduction policies and programmes that are gender responsive”.<sup>68</sup>

**Gendered division of work in Agriculture**

Recent labour force data (April - June 2021) indicate that some 862,000 South Africans are employed in Agriculture. Horticulture is labour-intensive and accounts for more than a third of employment in agriculture. Of those employed in agriculture, 29.23% (252,000) were women, and the vast majority were men (610,000, 70.77%). Of those employed in the agricultural sector, 45,000 were classified as skilled agriculture, with women making up 35.56% (16,000) and men making up 64.44% (29,000).<sup>69</sup>

Most women and men who work full time in the agricultural sector are employed as ordinary farm workers. Table 3 shows **vertical gender segregation in the agriculture sector**, with a vast majority of men in the position of farm managers and supervisors. Women in the agricultural sector are significantly more likely than men to be employed full-time as office and site staff (68.72% women, 31.28% men).<sup>70</sup>

**Table 3. Vertical Gender Segregation in Agriculture<sup>71</sup>**

Role	Women	Men
Ordinary farm workers	34.36%	65.74
Farm managers	15.64%	84.36%
Farm supervisors/foremen	26.39%	73.61%

Source: Own Compilation based on Statistics South Africa (2020) Census of Commercial Agriculture, 2020

Slightly more women than men are employed as part-time and seasonal employees in the agricultural sector (51.72% women vs 48.28% men). The Eastern Cape and North West provinces are the only provinces where more men than women are employed in this way.<sup>72</sup> This is reflected in Table 4 below. A recent exploratory Study on Women and Gender Equality in South African Agriculture<sup>73</sup> reveals the following reasons for women’s barriers in agriculture:

1. **Perception about traditional gender roles**, and expectations that women assume household chores and are not encouraged to take up leadership roles. Women enjoy less respect than men from their male colleagues; they view themselves as less than men and do not necessarily apply for higher

<sup>68</sup> Nkoana-Mashabane, Maite, 2022, From New York City to Ladysmith: Fostering global solidarity in responding to the local effects of climate change. CSW, United Nations, New York, Wednesday, 13 April 2022 <https://africa.unwomen.org/en/stories/op-ed/2022/04/by-maite-nkoana-mashabane-minister-in-the-presidency-for-women-youth-and-persons-with-disabilities-0>

<sup>69</sup> Statistics South Africa, 2021, Quarterly Labour Force Survey, Q2: 2021. <http://www.statssa.gov.za/publications/P0211/P02112ndQuarter2021.pdf>

<sup>70</sup> Statistics South Africa, 2020, Census of Commercial Agriculture, 2020. <http://www.statssa.gov.za/publications/Report-11-02-01/Report-11-02-012017.pdf>

<sup>71</sup> Statistics South Africa, 2020, Census of Commercial Agriculture, 2020. Ibid.

<sup>72</sup> Statistics South Africa, 2020, Census of Commercial Agriculture, 2020. Ibid

<sup>73</sup> Loubser, G.M., 2020, *Women in Agriculture - An Exploratory Study on Women and Gender Equality in South African Agriculture*. The Sustainability Initiative of South Africa (SIZA) and the Western Cape Government, Department of Agriculture. April 2020. <https://siza.co.za/wp-content/uploads/2020/07/Women-in-Agriculture-Research-Report-2020-Print-version.pdf>

positions. Prejudice, sexism and discrimination, from both men and women, are generated by the idea that agriculture is a "man's job".

2. **Motherhood & Childcare** bring additional tasks, responsibilities and (unpaid) care work for women, which reduces the number of hours available for a job, and increases women's need for flexible working hours, travel and training arrangements to combine a job with family responsibilities.
3. **Lack of self-confidence** means that woman in agriculture do not apply for higher positions, which they perceive as a "man's job". The few women who do break through the barriers find that they have to constantly prove themselves worthy of the position.
4. **The physical strength of women** is one of the biggest barriers for women in agriculture, particularly the operation of heavy machinery and the hard labour of low skilled work. However, new technologies render physical strength less of a barrier, and higher-level positions do not require physical strength.
5. **Barriers in access to education and training**, as women work at low levels where training and skills are not diversified and opportunities for promotion are limited due to reasons mentioned above. Due to oversupply of workers, agricultural businesses are not interested in developing talents.
6. **Sexual harassment** of women in the most precarious labour relation (temporary informal workers) and **bullying of women in higher positions** for their performance.

**Table 4. Employees in the agricultural sector by province, occupation, sex and employment status, June 2018**

Province	Ordinary farm workers (full time)		Farm managers (full time)		Farm foremen / supervisors (full time)		Administration (office/site staff) (full time)		Seasonal and part-time employees	
	F	M	F	M	F	M	F	M	F	M
WC	34,512	61,646	589	3,291	1,640	4,373	2,803	1,301	38,638	38,199
EC	10,240	25,383	232	1,432	347	1,313	916	369	9,104	15,808
NC	5,171	17,785	85	896	203	821	643	153	22,121	21,186
FS	6,855	30,183	184	1,493	184	1,166	957	348	18,751	15,004
KZN	24,343	33,598	409	1,822	980	2,349	1,428	852	16,145	14,275
NW	8,991	24,963	201	899	309	1,161	585	274	8,960	11,410
GAU	7,126	13,607	150	798	708	1,517	719	333	7,421	4,134
MPU	18,179	28,492	257	1,428	837	2,123	974	461	11,947	8,616
LIM	24,170	32,148	386	1,402	905	2,230	1,381	645	19,966	14,241
SA	139,590	267,809	2,497	13,466	6,116	17,058	10,410	4,739	153,057	142,876
	407,399		15,963		23,174		15,149		295,934	

Source: Statistics South Africa (2020) Census of Commercial Agriculture, 2020.  
<http://www.statssa.gov.za/publications/Report-11-02-01/Report-11-02-012017.pdf>

To increase decent jobs for women in the agricultural sector and to promote gender balance at decision making levels in the sector, a gender responsive transformation process of the agricultural sector is required. Such a process should address existing obstacles for women in agriculture and take advantage of new opportunities offered by the green transition. The strategy should include:

- **Awareness raising** to address harmful gender stereotyping in the media and in recruitment advertisements and selection procedures for workers in the agricultural sector
- Investments in **social infrastructure** in the agricultural sector for the reconciliation of paid jobs with family responsibilities.
- The promotion of **equal opportunities action plans in the companies** of the agricultural sector, including gender-proof recruitment, selection and promotion procedures; equal pay; gender-sensitive health and safety measures; flexible working hours for parents (mothers and fathers) with family responsibilities; gender-balance at decision making level; grievance procedures to combat sexual harassment and bullying in the workplace; establishment of gender equality targets and accountability mechanisms.
- Education and training of both women and men in **new skills required for the green transition** in agriculture.

### **Access to landownership**

One of the key unresolved problems in the agricultural sector is the **question of equal access to and control over land by women farmers**. South Africa is committed to the Maputo Protocol on Human and Peoples' Rights on the Rights of Women in Africa<sup>74</sup>, which guarantees **women's right to land and productive resources** in Articles 7, 15, 19 and 21. Rural Women from all over Africa formulated the "**2016 Kilimanjaro charter of Demands; actualizing women's land rights in Africa**"<sup>75</sup>, which consists of 15 points to promote the right of women and girls to access, to use, to have control over, to own, inherit and dispose of their land and natural resources.

Women's **access to land and property is central to their economic empowerment**, as land can serve as a basis for food and income generation, collateral for credit, and as a means of holding savings for the future. There is a significant gender gap in land ownership because of women having limited participation in local and traditional land administration structures and the lack of land being allocated to single women. In South Africa, only 13% of women compared to 71% of men are owners of farms and agricultural holdings.<sup>76</sup> Gender gaps in farm ownership are likely linked to gender gaps in land ownership, which remains influenced by race and gender. An estimated 72% of South Africa's arable land remains owned by White South Africans, and the pace of land reform has been slow.<sup>77</sup> Just 9% of land restitution beneficiaries to date have been women.<sup>78</sup>

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<sup>74</sup>Maputo Protocol on Human and Peoples' Rights on the Rights of Women in Africa, 2003. <https://www.ohchr.org/Documents/Issues/Women/WG/ProtocolontheRightsofWomen.pdf>

<sup>75</sup> Women to Kilimanjaro stand up for women's land rights: Charter of Demands, Actualising women's land rights in Africa. Arusha, October 2016. [http://us-cdn.creamermedia.co.za/assets/articles/attachments/68327\\_english\\_charter\\_to\\_print\\_final.pdf](http://us-cdn.creamermedia.co.za/assets/articles/attachments/68327_english_charter_to_print_final.pdf)

<sup>76</sup> Department of Women, 2015, *The Status of Women in the South African Economy*. Pretoria, Department of Women. [https://www.gov.za/sites/default/files/gcis\\_document/201508/statusofwomeninsaeconomy.pdf](https://www.gov.za/sites/default/files/gcis_document/201508/statusofwomeninsaeconomy.pdf)

<sup>77</sup> Department of Rural Development and Land Reform, 2018, *Land Audit Report: November 2017. Version 2*. Pretoria, DRDLR. [https://www.gov.za/sites/default/files/gcis\\_document/201802/landauditreport13feb2018.pdf](https://www.gov.za/sites/default/files/gcis_document/201802/landauditreport13feb2018.pdf)

<sup>78</sup> Department of Women, 2015, *The Status of Women in the South African Economy*. Pretoria, Department of Women. Ibid.

Although land laws are less racialised than before the transition to democratic government in 1994, in practice the hierarchy of rights has endured and continues their sexist form, excluding the poorest farmers. Women's constitutional right to equal access to land is a question that in practice can only be achieved in court. An example from June 2021 is the decision in the Pietermaritzburg High Court on the case of the Ingonyama Trust, which controls 2.8 million hectares of tribal land in KwaZulu-Natal. The Trust forced people to sign lease-contracts to live on their ancestral land. The Court ruled that this was unlawful and ordered the trust to pay back the money. Additionally, the trust violated women's constitutional right to rent land, as only men could rent land.<sup>79</sup>

The existing systems of land tenure and land administration in South Africa are **ineffective for the promotion of jobs and farming businesses for women in green transition and food production**. "Currently there are no state institutions to record, administer, regulate, value and enforce rights, nor solve disputes and conflicts that arise across the landscape. These have an impact on smallholder producers who lack systemic support to clarify rights and facilitate transactions enabling secure access to land and resolve disputes. Currently the only way to settle land disputes and clarify rights is to approach the courts on the basis of Roman Dutch law. There are traditional courts ostensibly employing customary law, but these are rejected by many as authoritarian and gender unresponsive. The Expert Advisory Panel on Land Reform and Agriculture (2019) identifies tenure insecurity as a key factor exacerbating overall inequalities in land and contributing to the economic exclusion of the majority of South Africans with a particular focus on women and youth".<sup>80</sup>

The land report review shows that women constitute less than a quarter of the beneficiaries of the land redistribution programme.<sup>81</sup> The same report notes that the land redistribution programme is being **geared to commercial agriculture, whereas the majority of women are small holders** within the agricultural sector, which is an additional factor for being excluded. Although the Customary Marriage Act 120 of 1998 guarantees equality to a wife in customary marriage to acquire and dispose of assets, no law provides for women's independent access to land.<sup>82</sup> **Rural black women are even more disadvantaged**, considering that their access to land is largely through men, and the traditional customary systems impact on the administration of land. **Patriarchy is said to exist in the customary systems of land administration, which are male dominated**.<sup>83</sup>

Women form most rural residents, who depend on customary land for their livelihood in Southern Africa, making them the dominant gender that derives a livelihood from such land. However, the precariousness of their land rights and access regimes, coupled with productivity on the farms and the insecure markets that they depend on to sell any excess produce worked together to negatively impact their livelihoods and

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<sup>79</sup> O'Regan, V. and Sandisiwe Shoba, S., 2021, Ibid.

<sup>80</sup> Satgé, Rick de, and Phuhlisani NPC, 2020, *Thematic study: The strengths and weaknesses of systems of land tenure and land administration in South Africa and the implications for employment intensive land reform*. GTAC/CBPEP/EU project on employment-intensive rural land reform in South Africa policies, programmes and capacities, 31 March 2020.

[http://repository.uwc.ac.za/xmlui/bitstream/handle/10566/5236/20200331%20FINAL%20GTAC%20Thematic%20Study\\_Tenure%20and%20Land%20Admin%20branded.pdf?sequence=1&isAllowed=y](http://repository.uwc.ac.za/xmlui/bitstream/handle/10566/5236/20200331%20FINAL%20GTAC%20Thematic%20Study_Tenure%20and%20Land%20Admin%20branded.pdf?sequence=1&isAllowed=y)

<sup>81</sup> Advisory Panel on Land Reform and Agriculture, 2019, *Final report of the Presidential Advisory Panel on Land Reform and Agriculture*. [https://www.gov.za/sites/default/files/gcis\\_document/201907/panelreportlandreform\\_0.pdf](https://www.gov.za/sites/default/files/gcis_document/201907/panelreportlandreform_0.pdf)

<sup>82</sup> Advisory Panel on Land Reform and Agriculture, 2019, idem.

<sup>83</sup> Advisory Panel on Land Reform and Agriculture, 2019, ibid

those of their families.<sup>84</sup> The disproportionate impact of COVID-19 on women compared to men in this sub-group is simply because they form the majority of rural residents who depend on customary land for their livelihood in South Africa.

The **COVID-19 pandemic has had negative implications on women's customary land-based livelihoods**. Available research shows that “while most commercial farming and corporate supply chains [remained] intact [in countries such as South Africa], **production and distribution chains in the informal food system were severely disrupted or closed down completely** (...) small-scale farmers and fishers [were] either unable to continue with production or unable to access their normal markets”.<sup>85</sup>

Land-related gender inequalities are culturally created. According to Eniola and Akinola (2019), “the **social legitimacy of these traditions is a stumbling block in realizing women's property rights** as these traditions regard women as being incapable of exercising control over land property”. Based on this principle, devolution of property is patrilineal. Land ownership “follows the blood line and is based on the belief that men as permanent members of the family will perpetuate the father's dynasty while women are expected to marry and cease to be members of their father's family”. **While statutory law may be gender neutral, customary law prevails and is based on a patriarchal system.**<sup>86</sup>

In South Africa, both men and women have been ‘historically oppressed’; that is dispossessed of their land and habitation and restrained to the former homelands. However, **the reform agenda of the government reinforced the patriarchal nature of the communal land system to the detriment of the women** who have shown evidence of ‘land-related injustices’, and a need for land resource.<sup>87</sup>

On a positive note, a study has shown that **land redistribution can create new jobs in agriculture** in South Africa.<sup>88</sup> The COVID-19 crisis has clearly demonstrated the vulnerability of the livelihoods of many South Africans and highlighted food insecurity as one key aspect.<sup>89</sup> Many now argue that **reducing the vulnerability of the livelihoods of the poor and associated food insecurity must become a key focus of policy**. Some assert that structural reform, which tackles these problems at their root, is required more urgently than before. Land reform has this potential. It is, in any case, a political necessity. If successful, it could play a significant role in reducing the vulnerability and food insecurity of the rural

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<sup>84</sup> Advancing Rights in Southern Africa (ARISA), 2020: *Impact of COVID-19 on Women's Customary Land Rights and Livelihoods in Southern Africa* [https://www.usaid.gov/sites/default/files/documents/ABA-ARISA\\_Impact\\_of\\_COVID\\_19\\_on\\_Womens\\_Customary\\_Land\\_Rights\\_and\\_Livelihoods\\_Dec\\_2020.pdf](https://www.usaid.gov/sites/default/files/documents/ABA-ARISA_Impact_of_COVID_19_on_Womens_Customary_Land_Rights_and_Livelihoods_Dec_2020.pdf)

<sup>85</sup> *Advancing Rights in Southern Africa* (ARISA), 2020, Ibid. page 12

<sup>86</sup> Daramola M.A., 2021, “Land Reform and the Quest for Women's Land Rights in South Africa: A Case of KwaZulu-Natal Province” in Akinola A.O., Kaseeram I., Jili N.N. (eds) *The New Political Economy of Land Reform in South Africa*. Palgrave Macmillan, Cham. Eniola, B., and Akinola, A. O. , 2019. “Women rights and land reform in Africa: Nigeria and South Africa in comparison” in *The Trajectory of Land Reform in Post-Colonial African States: The Quest for Sustainable Development and Utilization*, eds A. O. Akinola and H. Wissink (Cham: Springer International Publishing).

<sup>87</sup> Akinola, A. O. (2018). *South African land reform: An appraisal*. *Africa Review*, 10(1), 1–16.

<sup>88</sup> Cousins, B., 2020: *Land redistribution can create new jobs in agriculture in South Africa*. The Conversation, South Africa.

<sup>89</sup> As a response to the COVID-19 outbreak, the Department of Agriculture, Land Reform and Rural Development (DALRRD) made ZAR 1.2 billion in assistance available to address the effects of COVID-19 and ensure sustainable food production post pandemic, mainly targeting financially distressed small-scale farmers. ZAR 400 million of this has been allocated to farmers within the Proactive Land Acquisition Strategy (PLAS) programme. A number of qualifying criteria apply, and women, youth and people with disabilities are prioritised. See: Department of Agriculture, Land Reform and Rural Development (DALRRD), 2020: *Agricultural Policy Monitoring and Evaluation 2020: Support to Agriculture*. South Africa

population, who represent one-third of the population, as well as some urban residents. **Enhancing employment and thus incomes is one key thrust of pro-poor land reform.**<sup>90</sup>

Land ownership is a complicated political issue that includes many stakeholders with conflicting interests and a 100-year-old agrarian bank that seems to work with the paradigms of the old economy that excludes marginalised small farmers, women and men in all their diversity. In the context of this study, no further research on this point has been undertaken.

Although the gender gap in land ownership has been acknowledged and documented, **there is no explicit tangible gender responsive Land Reform policy that ensures equal access to and control over land by women.** One of the many recommendations of the Advisory Panel on Land Reform and Agriculture is that “**Land reform must contribute towards the achievement of a ‘just transition’ to a low-carbon and climate-resilient economy, by promoting sustainable land-use practices in ways that create jobs and livelihoods as well as responding to climate variability.** The consideration of climate risks and vulnerability assessments should be central to land reform process”.<sup>91</sup> **This recommendation creates opportunities for small-scale female farmers to become beneficiaries of land reform** and the potential to increase jobs when they adopt climate-smart agricultural practices.

Women farmers must be prepared and trained to adopt conservation agriculture and agroecology methods so that they can obtain access to land, to finance, and to extension services for climate change. **Women farmers must be targeted explicitly by specialised extension services, get access to climate information services, and learn how to adopt smart agriculture practices that are low-input, low-emission and more resilient to climate change and water scarcity.** “Transitions towards climate-smart agriculture will require **new financing mechanisms** to assist farmers to cope with the adjustment, and it is proposed that the Land Reform Fund advance financing options to incentivize agroecological and conservation agriculture”.<sup>92</sup> By putting this recommendation into practice, a **gender responsive approach may increase women’s access to land and finance in the context of green transition.**

### **Women smallholders**

Research from 2012 showed that 82% of black **women-led households who were engaged in crop production did so from a backyard garden.**<sup>93</sup> Small scale horticulture may contribute to increased resilience and food security. As of 2019, 286,000 households in South Africa listed income from sales of farm products and services as one of their sources of income, just over a third of which (33.92%; 97,000) were women-led households. Of **women-led households that earned income from sales of farm**

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<sup>90</sup> Cousins, B., 2020, *ibid.*

<sup>91</sup> Advisory Panel on Land Reform and Agriculture, 2019, Final report of the Presidential Advisory Panel on Land Reform and Agriculture. [https://www.gov.za/sites/default/files/gcis\\_document/201907/panelreportlandreform\\_0.pdf](https://www.gov.za/sites/default/files/gcis_document/201907/panelreportlandreform_0.pdf)

<sup>92</sup> Advisory Panel on Land Reform and Agriculture, 2019, Final report of the Presidential Advisory Panel on Land Reform and Agriculture. [https://www.gov.za/sites/default/files/gcis\\_document/201907/panelreportlandreform\\_0.pdf](https://www.gov.za/sites/default/files/gcis_document/201907/panelreportlandreform_0.pdf)

<sup>93</sup> Hart, T and Aliber, M, 2012, *Inequalities in agricultural support for women in South Africa*. Cape Town, Human Sciences Research Council. <https://repository.hsrc.ac.za/bitstream/handle/20.500.11910/3235/7445.pdf?sequence=1&isAllowed=y>



**products and services, almost all (98.97%; 96,000) were headed by Black African women.**<sup>94</sup> Of households involved in agriculture in South Africa's last General Household Survey, agriculture was the main source of income for 2.5% of households, and an extra source of income for a further 6.8%.<sup>95</sup> Data on the activities of **households involved in agriculture** indicate that the most common forms of agriculture were growing fruit and vegetables (53.4%), grains and food crops (51.8%), raising livestock (47.1%) and poultry (35.3%).<sup>96</sup>

These micro-enterprises run by women smallholders could be **upgraded to small or medium sized enterprises for organic food** that will become increasingly important in the transition towards the green economy. Worldwide there is a trend towards **new sustainable lifestyles, with organic food and meatless meals**, particularly among young generations with access to internet. This trend is also confirmed in 2021 by an online survey in South Africa that found a high degree of openness to consumer adoption of plant-based and cultivated meat among South Africans across age (18–61), gender, race, and income. **“For plant-based meat, 67% were highly likely to try and 59% were highly likely to purchase. (...) The highest acceptance was among the younger generations: 60% of born-frees, 62% of millennials, and 53% of Gen X were highly likely to purchase plant-based meat”.**<sup>97</sup>

Therefore, it is to be expected that future demand for organic vegetables, herbs, fruits, and nuts will increase, whereas the demand for red meat will reduce. In the agricultural sector this means that a switch will take place from red meat to horticulture, grains, and cereals.

This creates an **opportunity for the poorest women in South Africa to benefit from the green transition.** The economic empowerment and successful integration of women smallholders in the new value chains for green transition will bring **advantages for the country's food security.** This process requires a comprehensive programmatic approach that includes:

- linking the agricultural micro-enterprises of the women-led households to the **new value chains that respond to the demand for organic food** among a growing number of vegan/vegetarian consumers;
- providing **technical training to increase the quality and productivity** of organic food, such that it can be **eco-labelled**;
- ensuring **access to finance**, and to **online banking**;
- **opening new markets** that pay good prices for organic food and the use of drones for efficient delivery services to urban areas;
- **access to land in order to expand** their agricultural production;
- investing in **social infrastructure to reduce women's unpaid work burdens**, including access to decent housing, clean drinking water, sanitation, renewable energy and childcare facilities.

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<sup>94</sup> Statistics South Africa, 2020, *General Household Survey, 2019*. Pretoria, Statistics South Africa. <http://www.statssa.gov.za/publications/P0318/P03182019.pdf>

<sup>95</sup> Statistics South Africa, 2020, *General Household Survey, 2019*. Pretoria, Statistics South Africa. Ibid.

<sup>96</sup> Statistics South Africa, 2019, *Towards measuring the extent of food security in South Africa: An examination of hunger and food adequacy*. Pretoria, Statistics South Africa. <http://www.statssa.gov.za/publications/03-00-14/03-00-142017.pdf>

<sup>97</sup> Szejda K, Stumpe M, Raal L and Tapscott CE, 2021, *South African Consumer Adoption of Plant-Based and Cultivated Meat: A Segmentation Study*. *Front. Sustain. Food Syst.* 5:744199. doi: 10.3389/fsufs.2021.744199 <https://www.frontiersin.org/articles/10.3389/fsufs.2021.744199/full>

## Women in agricultural cooperatives

**Cooperatives** play an important role in supporting **women's economic empowerment in agriculture**. Agricultural cooperatives facilitate the organisation of the economic participation of women in production and marketing. Women's cooperatives fit in the South African culture where women form groups called "ilima" or "letsema" to assist each other in planting, harvesting, and storing food.<sup>98</sup> Through cooperatives, women can increase their productivity and income by collectively negotiating better prices for inputs like fertilizer, seeds, transport and storage and improve their access to markets. "Cooperatives create safe spaces for women to build their own social solidarity and problem-solving capacity as they feel accepted and understood by their own unlike if they were in mixed cooperatives with men who do not necessarily have to deal with reproductive work".<sup>99</sup> Access to land, to finance, and extension services becomes easier for women who are organised in a cooperative. This contributes to women's status, improves family's nutrition and education of children, decreases fertility rates, increases women's bargaining power at home and reduces the incidence of violence against women, as confirmed by several studies.<sup>100</sup>

Some **challenges facing women's agricultural cooperatives** include

- Low literacy rates, **particularly low digital literacy**, which limits their access to information and marketing. One of the reasons is that women in agriculture are on average older than the rest of the labour force.<sup>101</sup>
- The switch from subsistence farming to commercial farming and the lack of access to agricultural inputs makes it **difficult for women to compete** with other farms and produce high quality products fit for markets.<sup>102</sup>
- Women are often excluded from the markets where the rules are framed by men. They mostly sell their products on the **local market with high competition and low prices for perishable food**.<sup>103</sup>
- Additional **domestic burdens and unpaid care** and community work, which reduces their time available for production.

The challenges faced by women's cooperatives are similar to those of smallholders (see paragraph above) and require a similar comprehensive strategy.

## Employment opportunities in Aquaculture sub-sector

The aquaculture sub-sector of the agricultural sector is still a relatively small and new sector in South Africa. Aquaculture enterprises are mainly found in the Western Cape (56%) and Eastern Cape (17%),

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<sup>98</sup> Ngomana, T.S., and Sebola, M.P., 2019, *Women in Agricultural Co-Operatives for Poverty Alleviation in Mpumalanga Province: Challenges, Strategies and Opportunities*. University of Limpopo, South Africa.

[http://ulspace.ul.ac.za/bitstream/handle/10386/2713/ngomane\\_women\\_2019.pdf?sequence=1&isAllowed=y](http://ulspace.ul.ac.za/bitstream/handle/10386/2713/ngomane_women_2019.pdf?sequence=1&isAllowed=y)

<sup>99</sup> Ngomana, T.S., and Sebola, M.P., 2019, Ibid.

<sup>100</sup> Ngomana, T.S., and Sebola, M.P., 2019, Ibid.

<sup>101</sup> The respondents of an online survey on women in agriculture of April 2020 showed that only 4% was between 18-25 years; 53% was between 26 and 35 years old, and 43% was between 36 and 60 years old. Source: Loubser, G.M., 2020, *Women in Agriculture - An Exploratory Study on Women and Gender Equality in South African Agriculture*, Ibid.

<sup>102</sup> Ngomana, T.S., and Sebola, M.P., 2019, Ibid.

<sup>103</sup> To address this problem the DALRRD launched the agri-parks model a couple of years ago, in order to revitalize rural economies and assist farmers to access markets.

Mpumalanga (10%), Gauteng (7%) and KwaZulu-Natal (5%). All the other provinces have less representation.<sup>104</sup>

In the **aquaculture sector**, women make up 39% of the workers according to AgriSeta (2021).<sup>105</sup> Men were the majority of those who benefited from training (65.96%) in the aquaculture sector in 2019/20.

It is estimated that about one-third of all aquaculture farmers ( $\pm 100$  farmers) can be regarded as under-resourced and contributing about 15% of the output of the sector.<sup>106</sup> Unfortunately, data are not disaggregated by sex. Subsistence farmers are viable but seem to be underperforming at commercial level. The pond farming activities are often conducted on a village/co-operative basis and a large number of people assist on a part-time basis.

The aquaculture sub-sector has been identified as a sector with a **huge potential** for satisfying fish demand in South Africa, as well as for future export. Besides its contribution to **food security and nutritional improvement**, the sub-sector creates **new sustainable job opportunities and Small Micro Medium Enterprises (SMMEs)**. The shift from uncontrolled ocean fishing to aquaculture also contributes to **ocean conservation**. Several challenges have been identified by a study by AGRISETA<sup>107</sup> (Agricultural Sector Education and Training Authority), including the need for **technical support, skills training, access to finance, insertion into the new value chain of certified aquaculture produce and supporting regulations from the government** to upgrade under-resourced and subsistence farmers. It could also be suggested that the gender barriers that women face in agriculture also apply to aquaculture, such as access to land, skills development and time poverty due to household and caring burdens. Therefore, support to the further development of the aquaculture sector must be **gender responsive**, to ensure that women and men benefit equally from skills training, access to new jobs, and access to finance as start-ups in the sector.

### **Non-market gendered production in agriculture**

According to available statistics, more men than women were involved in agricultural production as unpaid family members as of 2018, with 3,525 women (42.06%) and 4,852 men (57.94%). It is not possible to determine from Statistics SA data on whose farms these unpaid workers worked. However, men are also significantly more likely to be owners who farmed full or part-time (79.54% men; 20.46% women), so it is likely that many of these **unpaid family members would be working on farms owned by men**.<sup>108</sup> According to the United Nations Food and Agriculture Organisation (FAO), “the employment of women farm workers is often tied to their husbands’ employment” and this affects women farmers’ security of tenure.<sup>109</sup>

<sup>104</sup> AgriSeta, 2021, *Aquaculture Sub-Sector Skills Plan 2020 - 2021*. Page. 8

[https://www.agriseta.co.za/wp-content/uploads/2021/02/AgriSeta\\_Aquaculture\\_SSSP\\_DIGITAL.pdf](https://www.agriseta.co.za/wp-content/uploads/2021/02/AgriSeta_Aquaculture_SSSP_DIGITAL.pdf)

<sup>105</sup> AgriSeta, 2021, *Aquaculture Sub-Sector Skills Plan 2020 - 2021*. [https://www.agriseta.co.za/wp-content/uploads/2021/02/AgriSeta\\_Aquaculture\\_SSSP\\_DIGITAL.pdf](https://www.agriseta.co.za/wp-content/uploads/2021/02/AgriSeta_Aquaculture_SSSP_DIGITAL.pdf)

<sup>106</sup> AgriSeta, 2021, *Aquaculture Sub-Sector Skills Plan 2020 – 2021*, Ibid.

<sup>107</sup> AgriSeta, 2021, *Aquaculture Sub-Sector Skills Plan 2020 – 2021*, Ibid.

<sup>108</sup> Statistics South Africa, 2020, *Census of Commercial Agriculture, 2020*. <http://www.statssa.gov.za/publications/Report-11-02-01/Report-11-02-012017.pdf>

<sup>109</sup> FAO, 2021, *Country Gender Profile: South Africa*. [https://www.fao.org/gender-landrights-database/country-profiles/countries-list/general-introduction/en/?country\\_iso3=ZAF](https://www.fao.org/gender-landrights-database/country-profiles/countries-list/general-introduction/en/?country_iso3=ZAF)

Table 5 shows available data on non-market productive activities, such as subsistence farming, fetching water, collecting firewood, etc. and are not disaggregated by sex. **Subsistence farming has similar potential as the smallholders producing for street vendors or local marketplaces and could also be upgraded and connected to new supply chains for organic food supply.**

In the past year, the non-market activities have seen a significant decrease, as is shown in Table 5. Some interviewees suggested that the distribution of social grants and vouchers to buy food (only valid in supermarkets and not in the informal sector) during the lockdown may have contributed to the decline in subsistence farming. **More research is needed to analyse the strong decline in most of the non-market activities in rural areas.**

**Table 5. South Africa: non-market activities 2020-2021.**

Non-Market activities	Apr-Jun 2020	Apr-Jun 2021	Annual change	
	Thousand	Thousand	Thousand	%
Subsistence farming	2,969	2,350	-619	-20,8
Fetching water or collecting wood/dung	4,998	4,611	-387	-7,7
Producing other goods for household use	261	287	26	9,7
Construction or major repairs to own or household	612	392	-220	-36,1
Hunting or fishing for household use	57	24	-33	-57,7
Involvement in at least one activity	6,891	5,937	-954	-13,8

Source: <http://www.statssa.gov.za/publications/P0211/P02112ndQuarter2021.pdf> . Page 86.

### **Stakeholders in agriculture**

The main stakeholder in the green transition of the agricultural sector is the government of South Africa, in particular the Department of Agriculture, Land Reform and Rural Development (DALRRD). As is shown in par. 2.1 and in the pre-analysis of Annex 1, the South African government is highly committed to promoting a just green transition with a gender equality perspective.<sup>110</sup> The **agri-parks** initiative that was launched some years ago to **support smallholder farmers** by providing capacity-building, mentorship, farm infrastructure, extension services and production and mechanisation inputs aimed to create **one million new jobs in rural economies by 2030**.<sup>111</sup> **Extension officers and extension practitioners are crucial to bringing the national policies to the ground and to supporting agriculture, rural**

<sup>110</sup> South Africa's legal and policy frameworks and the National Gender Machinery have been covered in the Gender Country Analyses of October 2021 and will not be repeated here. See: Gawaya, R. and Van Osch, T., 2021, *South Africa: Gender Country Profile*. European Union, FWC on Human Rights, Democracy and Peace, Ref. Nr.: 2018-3672, International Consulting Expertise (ICE) and Bureau for Institutional Reform and Democracy (BiRD GmbH).

<sup>111</sup> South African Yearbook 2018/2019, South African Government, Agri-Parks programme, <https://www.gov.za/about-government/government-programmes/agri-parks-programme>

**communal and land reform projects.** In 2020/21 the DALRRD deployed 2,732 extension officers, of which 2,600 supported agriculture, communal and land reform projects. In addition, the Department has developed a strategy for the employment of 10,000 extension practitioners and consulted with provincial departments on this (annual report). The National Extension Services and Sector Capacity Development programme of the department provides extension support services to promote equitable participation in the sector among other objectives. The 2020/21 annual report does not provide sex-disaggregated data on the extension support officers and the beneficiaries they assisted.<sup>112</sup> **Gender responsiveness in extension services in agriculture is crucial in the process of promoting jobs and economic opportunities for women in the green transition.**

The **African Farmers' Association of South Africa (AFASA)** is a membership-based organisation with nine provincial branches. All three directors of AFASA are men, and of the 22-member executive team, just three are women (13.64%).<sup>113</sup> Agri-SA (the largest federation of agricultural organisations in South Africa) is led by a 16-member board of directors, of which just two are women (12.5%), of the four-member executive team, two (50%) are women. Agri-SA is made up of three chambers - commodities, corporate and general affairs. In the commodity chamber, one of four (25%) team members is a woman. In the corporate chamber, one of four members (25%) is also a woman. In the general affairs chamber, there are no women team members.<sup>114</sup> **AFASA has a 'Women Empowerment in Agriculture' programme in place**<sup>115</sup> that includes the promotion of women's key roles in food security and encourages the use and promotion of Indigenous Knowledge Systems (IKS) in Agriculture.

The **Agricultural Research Council (ARC)** is South Africa's principal agricultural research institution. As of 2020, one third (4 out of 12) of ARC's council members are women, and the council is chaired by a woman.<sup>116</sup> At executive management level, 3 of 7 (42.86%) posts are filled by women.<sup>117</sup> At senior management level, 59.09% of positions are filled by men, with 40.91% filled by women (13 men, 9 women).<sup>118</sup> ARC is engaged in promoting awareness about women in science through the Association of **South African Women in Science and Engineering**, also known as **SA WISE** and in research that benefits women working in the horticultural production and small-scale businesses in the honeybush sector as part of the community development portfolio.

**Civil Society Organisations (CSOs)** in South Africa play an important role in information sharing, awareness raising and capacity development for women involved in agriculture and for the government officials who must develop laws and policies to meet their needs. There are several key organisations working in this regard that have an explicit gender focus, including the following:

- The **South African Rural Women's Movement** is a network of 500 grassroots women's organisations with an estimated 45,000 members. It was established in the early 1990s to advocate

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<sup>112</sup> Department of Agriculture, Land Reform and Rural Development, 2021. *Annual Report 2020/21*. Pretoria, DALRRD. <https://www.dalrrd.gov.za/Portals/0/Annual%20Report/DALRRD%20Annual%20Report%20%202020%20-%202021.pdf>

<sup>113</sup> AFASA, 2021, Who We Are. <https://afasa.org.za/about/>

<sup>114</sup> AGRI SA, 2021, About. <https://agrisa.co.za/directors>

<sup>115</sup> AFASA, *Women backbone of food security in Africa*. <https://afasa.org.za/women/>

<sup>116</sup> Agricultural Research Council, 2020, *ARC Council Members*. <https://www.arc.agric.za/Pages/About%20Us/ARC-Board-Members.aspx>

<sup>117</sup> Agricultural Research Council, 2020, *ARC Executive Management*. <https://www.arc.agric.za/Pages/About%20Us/ARC-Executive-Management.aspx>

<sup>118</sup> Agricultural Research Council, 2020, *Annual Report 2019/20*. Pretoria, ARC > [https://www.arc.agric.za/Documents/Annual%20Reports/Final%20AR2019\\_20.pdf](https://www.arc.agric.za/Documents/Annual%20Reports/Final%20AR2019_20.pdf)

for women's independent land rights and use of natural resources. Since then, it has played a vital role in women's empowerment in agriculture and rural areas by, for example, commenting on laws and policies that are relevant to this area, engaging in workshops with rural women farmers, and conducting training for farmers.<sup>119</sup> It also worked to address issues in access to land and property.

- The **Women on Farms Project** is based in the Western Cape of South Africa and works to provide information and training, and to undertake lobbying and advocacy on behalf of women farmers.<sup>120</sup>

There is a diverse range of stakeholders at national, provincial and local levels in South Africa that play a role in promoting gender equality in the green transition in agriculture. Given the complexity of the agricultural sector in South Africa, a full stakeholder analysis requires more extensive research.

### **Conclusion and recommendations**

These recommendations are formulated for the EU Delegation and other development partners to South Africa. They are meant to align the EU GAP-III<sup>121</sup> actions to the shared commitments in promoting gender equality and women's empowerment in the agricultural sector in South Africa. Any programme supported by the EU Delegation must be developed **in consultation with women, whether it is led by the government of South Africa, by NGOs or by the private sector.**

Policies and programmes that address women's unequal access to land, to credit and finance as well as those that seek to provide information on the green transition and its impact, would assist women farmers significantly by enabling them to become decision makers in the new value chains of the green economy. A green transition can contribute to reducing gender gaps in agriculture only if it considers women's specific needs and interests. This includes addressing the barriers to women's involvement and leadership in agriculture - whether they are linked to a lack of skills, a challenge in access to finance or land, unpaid care work, or lack of access to markets.

The greatest benefit in terms of promoting gender equality in the green transition of the agricultural sector can be obtained from investments in the upgrading of the production of the 97,000 women-led households in South Africa that obtain their income from sales of farm products and services, **almost all (98.97%; 96,000) headed by black African women. This target group fulfils in principle all conditions for a Farm2Fork strategy.**<sup>122</sup> In fact, they have been farming to fork for generations, using nature-based solutions to address plagues and applying centuries old knowledge about sustainable farming and growing food without the use of chemicals. A comprehensive programme to create jobs and SMMEs for this target group may include:

- Support for actions of organisations that lobby and advocate for equal access to and control over land ownership by women farmers

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<sup>119</sup> Rural Women's Movement, 2019, *What We Do*. <https://ruralwomensmovement.wixsite.com/rwmza>

<sup>120</sup> Women on Farms Project, 2021, facebook page <https://www.facebook.com/Women-on-Farms-Project-118004724902439/about/>

<sup>121</sup> The Joint Staff Working document of the EU Gender Action Plan 2021-2025 (GAP-III): [https://ec.europa.eu/international-partnerships/system/files/swd\\_2020\\_284\\_en\\_final.pdf](https://ec.europa.eu/international-partnerships/system/files/swd_2020_284_en_final.pdf)

<sup>122</sup> European Commission, 2020, *A Farm to Fork Strategy for a fair, healthy and environmentally friendly food system*. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. COM/2020/381 final.

<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52020DC0381>

- Support for actions that promote and strengthen women’s cooperatives in organic agriculture, horticulture, and aquaculture
- Actions focused on capacity building to increase the digital literacy of women farmers and their access to climate resilient innovations in food production
- Actions to promote extension services that increase productivity and the quality of organic food production by women smallholders
- Actions to support capacity building of women-led SMMEs and cooperatives in online marketing, eco-labelling, and insertion into new value chains of the green economy to connect them to new markets
- Actions to increase investments in social infrastructure in communities to reduce women’s unpaid work burdens (access to clean water and sanitation, to renewable energy, to childcare facilities, health care, improved housing, transport, etc.).
- Actions to economically empower women by ensuring access to finance, and to e-banking.

A lot of this work has already been done in South Africa and targeted actions could be further supported by the EU Delegation to South Africa from the perspective of a **Farm2Fork strategy**, which is a strategy at the heart of the EU Green Deal<sup>123</sup>, that promotes a fair, healthy and environmentally friendly food system. One example is presented in the box 2 below. There is, however, no one-size-fits-all. It is important to get and keep women-led food producers in the driver’s seat of a Farm2Fork strategy. Each project or intervention requires a **gender-responsive feasibility study** on the ground based on women’s active participation, to explore the practical and strategic gender needs, and to identify the specific opportunities and constraints in the local situation for the promotion of women’s empowerment, ownership and leadership in the green transition.

### **BOX 2: Women’s Farmers Programme in South Africa**

The Vodacom Foundation, UN Women, and South African Women in Farming (SAWIF) collectively launched the Women Farmers Programme in South Africa, to enhance agriculture as accessible and profitable for women in 2018<sup>124</sup>. The initiative benefits over 600 female smallholder farmers in rural areas of Limpopo and KwaZulu-Natal provinces trained in digital literacy, including teaching them how to use apps to connect to potential customers<sup>125</sup>. In addition, UN Women partnered with Standard Bank in 2019 to empower over 50,000 women farmers in Malawi, Uganda, Nigeria and South Africa through modern and environmentally friendly farming technologies that increase productivity and incomes<sup>126</sup>. UN Women and Standard bank are piloting with 100 women who have entered into agro-processing, although on a small scale<sup>127</sup>.

**Sources: UN Women, 2019; and Standard Bank, 2020.**

<sup>123</sup> A European Green Deal: [https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal\\_en](https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal_en)

<sup>124</sup> “Global Citizen, Program is Fighting to Empower South African Female Farmers. Vodacom, UN Women, and South African Women in Farming are joining forces for equality” published on 29 Aug 2019 <https://www.globalcitizen.org/en/content/south-africa-female-farmers-vodacom-un-women/> on 6 Sept 2021

<sup>125</sup> “Global Citizen, Program is Fighting to Empower South African Female Farmers”. Ibid.

<sup>126</sup> Standard Bank, ‘UN Women and Standard Bank equip women farmers for long-term success’ published on 15 October 2020 <https://www.standardbank.com/sbg/standard-bank-group/whats-happening/newsroom/un-women-and-standard-bank-equip-women-farmers-for-long-term-success> on 6 Sept 2021

<sup>127</sup> Standard Bank, “UN Women and Standard Bank equip women farmers for long-term success”. Ibid.

## 2.3. Opportunities and constraints for women in Forestry, Fisheries, and the Environment

The South African Department of Forestry, Fisheries and the Environment describes the green economy as a **“sustainable development path based on addressing the interdependence between economic growth, social protection and natural ecosystem”**.<sup>128</sup> One of the conclusions of our pre-analysis is that the major part of the laws, policies and strategic plans of the sectors of forestry, fisheries and environment are gender-sensitive (see annex 1). Addressing inequalities is systematically integrated in the policy frameworks of the national Department of Forestry, Fisheries and Environment. **Environmental policies have a clear gender perspective** from the very beginning of the historical transformation from the apartheid regime into democracy. South Africa's National Environmental Management Act (Act 107 of 1998) recognises the important role of women and youth in environmental management and development, and recently significant progress has been made in gender mainstreaming.<sup>129</sup> The **“Framework and Strategy Toward Gender Mainstreaming in the Environment Sector 2016–2021”** is a key policy framework to integrate women's needs and perspectives in the green economy.<sup>130</sup> More information on the policies and strategies that have been formulated since 1994 is summarised in the pre-analysis of Annex 1.

**Women are the majority at the highest decision-making level (87.5%)** of the national Department of Forestry, Fisheries and the Environment (DFFE). Gender and diversity are well reflected in the composition of employees at all levels of the DFFE (for more data see Annex 1).

### **Employment and green job opportunities in the Forestry sector**

In the **forest, logging, and related services industry**, as of 2019, the majority of employees are men (68.7%). In the logging and related services sector, women make up just 24.1% of all employees, and in the forestry and related services sector, women make up 32.6%.<sup>131</sup> The proportion of women employed in this sector has declined since 2017, but the sector has also shrunk by 2.7% overall.

Of women employed in the sector, the vast majority (92.25%) were employed as permanent and working proprietors (reflecting both paid and unpaid employees), whereas the remainder were employed as temporary/casual/seasonal workers (7.75%).

In forestry, **women's ‘invisible’ roles are often related to the survival economy**, such as gathering wood, herbs, fruit, nuts and medicinal plants, which are activities that are **highly dependent on the biodiversity of the forests**. These activities are not registered in the employment statistics. Nevertheless, the generations-old empirical knowledge of women about the forests is highly relevant and a good starting point for **including women in projects and programmes to promote nature-based**

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<sup>128</sup> <https://www.environment.gov.za/projectsprogrammes/greeneconomy/about>

<sup>129</sup> Godwell Nhamo and Chipso Mukonza, 2020, *Opportunities for women in the green economy and environmental sectors* (Sustainable Development)

<sup>130</sup> Government of South Africa, Department of Forestry, Fisheries and the environment, 2016, “Deputy Minister Barbara Thomson launches Strategy Toward Gender Mainstreaming in Environment Sector 2016 – 2021”, published online 25 August 2016. [https://www.dffe.gov.za/mediarelease/thomson\\_launcheSector\\_genderstrategy2016](https://www.dffe.gov.za/mediarelease/thomson_launcheSector_genderstrategy2016)

<sup>131</sup> Statistics South Africa, 2021, *Forestry, logging, and related services industry, 2019*. Pretoria, Statistics South Africa <http://www.statssa.gov.za/publications/12-00-00/12-00-002019.pdf>



**solutions<sup>132</sup> to protect the biodiversity of the forests.** This requires a switch of mind in the way the forests have been exploited so far. In the green transition, the emphasis will **switch from logging to the protection of forests**, including rivers, lakes, streams, ditches, fauna and flora in all their biodiversity.

**Nature-based solutions to protect and restore the natural environment** may improve the livelihoods of poor communities which are highly dependent on their natural surroundings for their survival and will increase their resilience to climate change. **Scaling up nature-based solutions** to protect the biodiversity of forests, restoring damaged waterbodies and ecosystems and natural resource management may **create new jobs for women** in a broad range of activities that benefit both the economies of the local communities, and the global targets set for the green transition. These projects could be financed with **debt-swaps** that reduce the country's financial debts in exchange for protection of natural capital that restores the lungs of planet Earth.

### **Employment in Ocean (marine) fisheries**

In **ocean (marine) fisheries and related services industries**, men make up the majority of those employed as of 2018, although the proportion of women involved in these industries has grown from 26.2 per cent in 2014 to 32.5 per cent in 2018.<sup>133</sup> Of those employed in this sector, most were employed as full-time employees (82.31%). There were just 74 owners and family members of owners, of which 30 were women (40.54%). However, women made up just 9.36% of fishery operators/managers as of 2018. Women were more likely than men to be part-time and seasonal employees (55.30%), and more men than women were full-time employees (27.65% female / 72.35 % male).<sup>134</sup>

In terms of occupations, men were more likely to be sea-based officers or crew (85% men, 15% women). Of land-based employees, women were more likely than men to be office staff (54.18% women, 45.82% men), but men were more likely to be all other kinds of employees (55.6% men, 44.4% women). Figure 3 shows that there is a tendency towards closing gender gaps in the ocean fisheries sector. Data on the involvement of women in specific sectors of the fisheries economy are limited. However, available data show that women workers are responsible for 75 per cent of fish processing in the hake deep-sea trawl sector (2014).<sup>135</sup>

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<sup>132</sup> More information on nature-based solutions: IUCN, 2020, *Building a community of practices on Nature-based Solutions in North Africa - PPI-OSCAN*

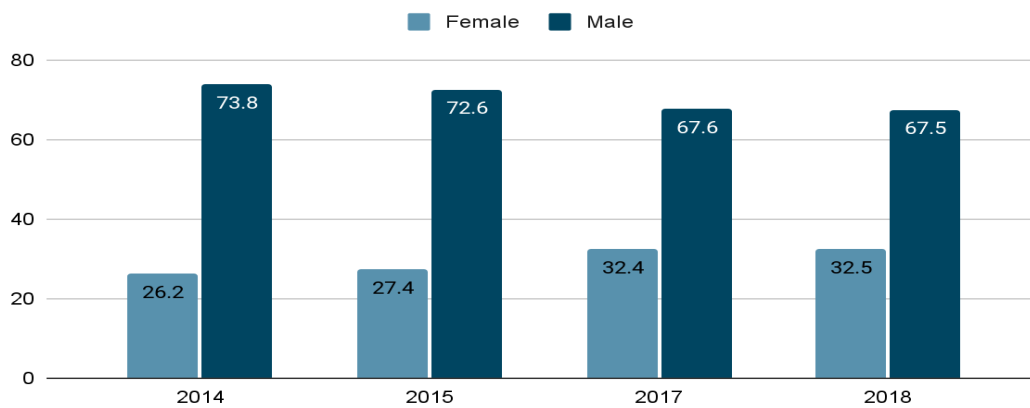
<https://www.iucn.org/news/mediterranean/202005/building-a-community-practices-nature-based-solutions-north-africa-ppi-oscan>

<sup>133</sup> Statistics South Africa, 2020, *Census of ocean (marine) fisheries and related services industry, 2018*. Pretoria, Statistics South Africa <http://www.statssa.gov.za/publications/13-00-01/13-00-012017.pdf>

<sup>134</sup> Statistics South Africa, 2020, *Census of ocean (marine) fisheries and related services industry, 2018*. Ibid.

<sup>135</sup> Brick, K, and Hasson, R, 2016, *Valuing the Socio-Economic Contribution of Fisheries and Other Marine Uses in South Africa: A socio-economic assessment in the context of marine phosphate mining*. Cape Town, University of Cape Town. [https://cer.org.za/wp-content/uploads/2016/08/Socio-economic-Report\\_Web.pdf](https://cer.org.za/wp-content/uploads/2016/08/Socio-economic-Report_Web.pdf)

**Figure 3. Proportion of women and men in ocean fisheries 2014-2018**



### **National Parks**

Although data on employment in **private conservation** are not readily available, data from South African National Parks (SANParks) indicate that women make up 41.27% of the 5,435 permanent staff. In addition, women make up 33.33% of top management, and 32.79% of those in senior management at SANParks.<sup>136</sup> In addition, Conservation South Africa is led by a nine-person board, four of whom are female (44.44%).<sup>137</sup> Box 3 shows an example of good practice in women's involvement in the protection of wildlife.

#### **BOX 3: The Black Mamba Anti-Poaching Unit**

The Black Mamba Anti-Poaching Unit was formed in 2018 to protect the Olifants West Region of the Balule Nature Reserve. This all-woman anti-poaching unit is comprised of 23 rangers and 7 environmental monitors that aim to address poaching through a range of social strategies and protecting the boundaries of wildlife preserves.<sup>138</sup> They have also created a community-based project to develop conservation philosophy within communities surrounding protected areas. They have won several conservation awards for their work.<sup>139</sup>

Source: <https://www.blackmambas.org/conservation-awards.html>

<sup>136</sup> SANParks, 2019 *Annual Report 2019/20*. <https://www.sanparks.org/assets/docs/general/annual-report-2020.pdf>

<sup>137</sup> Conservation South Africa, 2019, *Annual Report 2018/19*. Cape Town, Conservation South Africa <https://www.conservation.org/docs/default-source/south-africa-documents/csa-report-2018-2019.pdf>

<sup>138</sup> The Black Mamba Anti Poaching Unit, 2021 *About* <https://www.blackmambas.org/>

<sup>139</sup> The Black Mamba Anti-Poaching Unit, 2021, *Conservation Awards*. <https://www.blackmambas.org/conservation-awards.html>

## The environmental movement in South Africa

The environmental movement in South Africa is diverse and pluralistic.<sup>140</sup> There are a number of important civil society actors in the environmental space. The involvement of women in decision-making positions in this space is high. For example:

- The African Climate Alliance - a youth-led Non-Profit Company - is led by a leadership team of six dedicated volunteers, five of whom identify as women.<sup>141</sup>
- GroundWork - an environmental justice organisation based in Pietermaritzburg in KwaZulu-Natal - is led by a male director and female deputy director, with a team of 20 staff, 11 of whom are women (55%).<sup>142</sup>
- The South Durban Community Environmental Alliance (SDCEA) - an environmental justice organisation in KwaZulu-Natal - is staffed by seven people, four of whom are women (57.14%).<sup>143</sup>
- The African Climate Reality Project - a collective that works with leaders, governments, NGOs and scientists to create environmental mobilisation and solutions, particularly around climate change - is staffed by an all women team in South Africa.<sup>144</sup>
- Gender CC is a non-governmental organisation working with grassroots women and small-scale farmers to roll out climate change mitigation and adaptation strategies and climate solutions by focusing on alternative energy sources.<sup>145</sup>
- WoMin - an environmental organisation focusing on protecting the environment from large-scale extraction - is specifically focused on supporting women's organising and is made up of a network of organisations around Africa.<sup>146</sup>
- The Centre for Environmental Rights (CER) is a critical non-governmental organisation that provides legal support and advice to assist communities in realising their constitutional right to a healthy environment. It is governed by a Board that is 83.33% female, and its staff is 89.29% female.<sup>147</sup>

It is important to note, that **female environmental rights defenders continue to face a risk of violence when standing up to companies and institutions**, with several

### **BOX 4:**

#### **The murder of Fikile Ntshangase**

Fikile Ntshangase (65) was a South African environmental activist. She was a leading member of the Mfolozi Community Environmental Justice Organisation (MCEJO), which advocates and is taking legal action against the proposed expansion of an open-cast coal mine operated by Tendele Coal Mining (Pty) Ltd, near Somkhele, situated near Hluhluwe–iMfolozi park, the oldest nature reserve in Africa. On 22 October 2020, Fikile was at her home in Ophondweni in South Africa when three gunmen burst in and repeatedly shot her. The murder was witnessed by her 13-year-old grandson.

**Source: several (online) news papers**

<sup>140</sup> Death, C., 2014, "Environmental Movements, Climate Change, and Consumption in South Africa" *Journal of Southern African Studies*, 40 (6).

[https://www.researchgate.net/publication/273403329\\_Environmental\\_Movements\\_Climate\\_Change\\_and\\_Consumption\\_in\\_South\\_Africa](https://www.researchgate.net/publication/273403329_Environmental_Movements_Climate_Change_and_Consumption_in_South_Africa)

<sup>141</sup> The African Climate Alliance, 2021, About Us. <https://africanclimatealliance.org/about-us/>

<sup>142</sup> Groundwork, 2021, Team. <https://www.groundwork.org.za/team.php>

<sup>143</sup> The South Durban Community Environmental Alliance, 2017, Staff <https://sdcea.co.za/staff/>

<sup>144</sup> The African Climate Reality Project, 2021, Meet the Team. <https://climateresearch.co.za/meet-the-team/>

<sup>145</sup> Gender CC (2021) <https://gendercc.org.za/>

<sup>146</sup> WoMin, 2021, Our network. <https://womin.africa/our-network/>

<sup>147</sup> Centre for Environmental Rights, 2021, Meet the Team. <https://cer.org.za/meet-the-team/staff>

female environmental activists murdered over the past five years<sup>148</sup>, as happened to Fikile Nishangase (see her story in box 4).

### **Conclusion and recommendations**

The DFFE has gender equality policies in place, and women are well represented at all levels of national decision making in this sector. In terms of jobs and SMMEs, women are still underrepresented in Forestry, Fisheries and the Environmental sector. Recommendations for the EUD:

- Support actions to create new job opportunities for women in protecting the biodiversity of the forests, restoring damaged waterbodies and ecosystems and natural resource management. Advocate for using **debt-swaps to restore natural capital and finance such projects**.
- Support actions to strengthening the work and visibility of organisations that promote gender equality in the **Ocean Fisheries sector** and aim at **closing gender gaps** in this sector.
- Support actions to develop and promote women **role models** and **women led conservation** projects, considering the security and safety of those women and men involved in environmental advocacy.
- Support actions to promote **environmental justice** with a gender equality perspective.
- Condemnation from the **highest level of the EUD** and other development partners to South Africa of every murder of environmental rights defenders and demand in-depth investigations to prosecute the perpetrators and the companies involved.

### **2.4. Opportunities and constraints for women in the transition of the energy sector**

South Africa's economy is overly reliant on fossil fuel-based energy, transport systems and carbon intensive industries. Despite South Africa having robust foundations on which to build a green and fair economy, and despite the National Development Plan 2030 setting out an ambitious strategy for reforming the economic system through the transition to a low-carbon, climate resilient and just society, the opportunities to enhance a greener economic system are not fully utilised.<sup>149</sup> The adaptation and mitigation strategies for climate change will require tremendous investments, and South Africa expects more developed countries to keep their promises regarding financial contributions.

In April 2021, the International Financial Corporation (IFC) launched the **Women in Renewable Energy in Africa Network (W-REA)** to address the gender gap in the renewable energy sector. W-REA enhances women's participation in leadership and employment in the renewable energy sector through networking, mentoring, advocacy and leadership training sessions.<sup>150</sup>

### **Women Empowerment and Gender Equality (WEGE) Strategy for the Energy Sector**

In April 2021, the Department of Mineral Resources and Energy (DMRE) launched the "**Women Empowerment and Gender Equality Strategy for the Energy Sector (2021-2025)**." (WEGE-

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<sup>148</sup> Rall, K, 2020, "Environmentalists under threat in South Africa." *Human Rights Watch*, 4 November 2020. <https://www.hrw.org/news/2020/11/04/environmentalists-under-threat-south-africa>

<sup>149</sup> AM. Amis, G. Montmasson-Clair, S. Lugogo, E. Benson, *South Africa Green Economy Barometer 2018*

<sup>150</sup> International Finance Corporation, 2021, *Women in Renewable Energy in Africa (W-REA)*

<https://www.ifc.org/wps/wcm/connect/9e57c306-a0f8-4e06-ba82-17550425bf91/IFC+W-REA+Membership+Eligibility+and+Benefits.pdf?M>

**Policy).**<sup>151</sup> The strategy builds upon South Africa’s strong legal frameworks to promote gender equality in a human rights-based inclusive democratic society. It pursues the full participation and economic empowerment of women in the energy sector as employees, leaders, investors, business owners and researchers. It consists of a clearly formulated policy with four strategic pillars, and a result-oriented time-bound implementation plan for the creation of:

1. An enabling environment for WEGE
2. Equal opportunities and treatment within the DMRE, State Owned Enterprises (SOEs), the energy sector and broader society
3. Gender mainstreaming at the DMRE, and in energy sector policies, programmes and projects
4. Barrier Free Workplaces, creating a culture of respect for all human beings in the sector
5. More information about the GEWE policy can be found in Annex 1.

### **Access to energy is a key condition to unleashing marginalised women’s talents**

Most households in South Africa have access to electricity. However, for the most underserved black women-led households, access to affordable, sustainable and clean energy is key to liberating them from harsh unpaid survival strategies. It creates the conditions to improve cooking facilities, reduces exposure to indoor air pollution, brings lighting and access to internet into the house, and provides the power needed for heating systems, or pumps to access clean water and sanitation, which will improve the health conditions of all family members and make time available for study, or taking up a paid job, or starting a small business.

### **Integrated Resource Plan for electricity**

The **Integrated Resource Plan** for electricity of October 2019 (IRP-2019) formulates South Africa’s vision for the energy sector and the country’s electricity infrastructure plan to 2030. The IRP is aligned with the NDP-2030 and pursues **a just transition to a more environmentally sustainable and low-carbon economy**, while contributing to the broader national development objectives of job creation, social upliftment and broadening of economic ownership. The share of **coal-fired generation of electricity is set to decline from 72% in 2018 to less than 43% in 2030**, whilst that of renewable energy and complementary technologies continues to grow. “By 2030, the **electricity generation mix** is set to comprise of 33,364 MW (42.6%) coal, 17,742 MW (22.7%) wind, 8,288 MW (10.6%) solar photovoltaic (PV), 6,830 MW (8.7%) gas or diesel, 5,000 MW (6.4%) energy storage, 4,600 MW (5.9%) hydro, 1,860 MW (2.4%) nuclear and 600 MW (0.8%) concentrating solar power (CSP).”<sup>152</sup>

To accelerate the implementation of the energy plans, a procurement system was set up in 2010 by the Department of Mineral Resources and Energy (DMRE) under the flag of the **Independent Power Producers Procurement Programme (IPPPP)**. The DMRE, together with the National Treasury (NT) and the Development Bank of Southern Africa (DBSA) created the IPP-Office to implement the IPPPP. In the past few years, the IPP-Office has focused on the **Renewable Energy Independent Power**

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<sup>151</sup> Government of South Africa, Department of Mineral Resources and Energy, 2021, *Women Empowerment and Gender Equality Strategy for the Energy Sector (2021-2025)*. <http://www.energy.gov.za/files/PPMO/2021-2025-WEGE-Strategy-for-the-Energy-Sector.pdf>

<sup>152</sup> Department Mineral Resources and Energy, Department National Treasury, Development Bank of South Africa (DBSA), IPP Office, 2020, *Independent Power Producers Procurement Programme (IPPPP); An Overview on 30 September 2020*. Page 1.

**Producers Procurement Programme (REIPPPP).** Targets have been set for the share of **procurement that is sourced from Broad Based Black Economic Empowered (BBBEE) suppliers, Qualifying Small Enterprises (QSE), Exempted Micro Enterprises (EME) and Women Owned Vendors.** Private companies are obliged to assign part of their revenue to ensuring that surrounding communities benefit from the investment and are accountable to the DMRE. Initially this approach was received with scepticism among the traditional procurement establishment<sup>153</sup>, but since then it has become a **cornerstone of the success of South Africa’s preferential procurement in renewable energy.**

The IPP-Office tracks the targets and commitments of independent power producers (IPPs).<sup>154</sup> “During the construction phases, black South African citizens, youths and rural or local communities have been the major beneficiaries as they respectively represent 81%, 44% and 49% of total job opportunities created by IPPs to date. However, **woman and people with a disability could still be significantly empowered as they represent a mere 10% and 0.4% of total jobs created to date, respectively**”.<sup>155</sup> The procurement procedure also requires that a **percentage of the revenues of the IPPs** is invested in the **local Socio-Economic Development (SED)** of the communities surrounding the powerplant, such as investment in education and skills development, social welfare, healthcare, general administration, and enterprise development. So far data for beneficiaries of SED have not been disaggregated by sex.

The REIPPPP has attracted significant **investment of R209.7 billion**, of which **R41.8 billion comes from foreign investors and financiers.**<sup>156</sup>

#### **BOX 5: Good practice: Promoting opportunities for Eastern Cape Business Women**

Several women-owned businesses benefited from contracts related to the development and operation of two wind farms by the company Cennergi Ltd<sup>157</sup>, such as contracts for maintenance, catering, fencing and construction. Cennergi shared the business opportunities with the **Eastern Cape Business Women** in order to improve their participation in the Renewable Energy sector.<sup>158</sup>

The wind farms are located in the Eastern Cape; namely a 134 MW Amakhala Emoyeni Wind Farm (AE01) located near the town of Bedford and a 95 MW Tsitsikamma Community Wind Farm (TCWF) located in Wittekleibosch. Both wind farms were awarded the contracts under the Renewable Energy Programme REIPPPP and reached commercial operation in July and August 2016, respectively.<sup>159</sup>

<sup>153</sup> Ibid, page 29.

<sup>154</sup> Department Mineral Resources and Energy, Department National Treasury, Development Bank of South Africa (DBSA), IPP Office, 2020, *Independent Power Producers Procurement Programme (IPPPP); An Overview* on 30 September 2020. Page 25

<sup>155</sup> Department Mineral Resources and Energy, Department National Treasury, Development Bank of South Africa (DBSA), IPP Office, 2020, Ibid. Page 30.

<sup>156</sup> Department Mineral Resources and Energy, Department National Treasury, Development Bank of South Africa (DBSA), IPP Office, 2020, Ibid. Page 19.

<sup>157</sup> Cennergi Ltd is a South African based private company established in 2012 as a Joint Venture between Exxaro (South Africa) and Tata Power (India).

<sup>158</sup> Speelman, S., 2018, *Business Opportunities for Women in the Wind Energy Sector* (PPT)

<http://www.energy.gov.za/files/PPMO/2018/Business-Opportunities-for-Women-in-the-Wind-Energy-Sector.pdf>

<sup>159</sup> Speelman, S., 2018, Ibid.

## Unintended effects of REIPPPP

The Renewable Energy Independent Power Producers Procurement Programme (**REIPPPP**) was conceptualised as an intervention with a high spin-off effect at community level, including community ownership of the new green energy projects, economic diversification of the host municipalities, and the creation of new green jobs for the local populations in a circle of 50 km around the solar or wind park. “Renewable energy was positioned as a national policy decision that would serve to resolve the energy crisis while addressing unemployment by creating jobs in the green economy”.<sup>160</sup>

A just transition towards a green economy that aims to transform marginalised communities into innovative green industrial growth areas is a dialectic process that releases opposing forces and may cause unexpected contractions that were not intended, nor foreseen by the policy makers. This happened to REIPPPP, as becomes clear in a recent research report ‘**Whose power is it anyway?**’ by **Dr. Thina Nzo**.<sup>161</sup> The central question of this investigation is: “*Ten years since the start of the REIPPPP programme, what do the presence of solar and wind farms mean for the rural host municipality and communities who continue to face threats of energy insecurity?*”.

The report reveals some shocking findings, showing that **the centralised policymaking approach and the economic impact of the REIPPPP at community level have contributed to reproduction of structural disempowerment and marginalisation of the rural municipalities** investigated.<sup>162</sup> Here we summarise some of the findings of this report:

- Small rural municipalities with few infrastructure-related economic activities **often lack the experience and expertise of dealing with mega-infrastructure projects**. They lack the financial resources for recruiting qualified town planners who can enforce legislative compliance according to the Spatial Planning and Land Use Management Act (2013) for property owners and developers.
- Instead of transforming the apartheid legacy of spatial inequality, lease agreements between farm owners and renewable energy companies often benefits a white minority of landowners in the REIPPPP. Solar and wind parks require land. Black farmers and municipalities have little ownership of land. IPPs prefer to lease land from private owners, which leads to a **continuation of the racialised**

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<sup>160</sup> Nzo, Thina, 2021, *Whose Power is it Anyway? Local Government and the Renewable Energy Independent Power Producers Procurement Programme (REIPPPP)*. Public Affairs Research Institute, A PARI Local Government report, September 2021. P. 27 <https://pari.org.za/whose-power-is-it-anyway-emthanjeni-local-municipality-and-renewable-energy/>

<sup>161</sup> Nzo, Thina, 2021, *Whose Power is it Anyway? Local Government and the Renewable Energy Independent Power Producers Procurement Programme (REIPPPP)*. Public Affairs Research Institute, A PARI Local Government report, September 2021. <https://pari.org.za/whose-power-is-it-anyway-emthanjeni-local-municipality-and-renewable-energy/>

<sup>162</sup> The municipalities investigated were: eMthanjeni Municipality, and The Aar.

**distribution of wealth and income in the green economy.** The landowners with profitable lease contracts on their land resist paying commercial business taxes for their agricultural properties to the municipalities.

- Job creation and purchases of goods and services from SMMEs by IPPs took place mainly in the construction phase, leading to a temporary influx of migrant workers, high demand for local accommodation and spiralling rental prices. **White property owners benefitted largely from well-paid rental contracts for accommodation** with onsite engineers and project managers, who received daily subsistence allowances in addition to their salaries. Marginalised people who never had access to finance to compete with the white hospitality services, provided **informal and unregistered board and lodging to the large group of unskilled, semi-skilled and skilled migrant workers on the construction sites** who had to pay for accommodation out of their own wages.
- The migrant workers pursued relationships with local women and underage girls, particularly vulnerable young women who were less educated and unemployed. The influx of mainly male migrant workers led to an increase in **gender-based sexual violence, sexually transmitted diseases, teenage pregnancy, alcohol abuse, rape and prostitution among underage girls** in the host municipalities.
- Once the construction phase has finished, the municipality has to wait for 6 to 10 years to tap into the SED and ED resources because the IPPs must first repay their loans. Meanwhile, “the **municipality is left with deteriorated infrastructure and insufficient revenue collected from the solar companies to repair** and maintain the roads destroyed by the heavy traffic movements of trucks and labour force”.<sup>163</sup>
- **Until recently, municipalities that are hosting a renewable energy project were excluded from procuring renewable energy directly from the Independent Power Producer (IPP).** They could only get electricity from the national grid, because the REIPPP procurement is centralised at national level and the energy distribution is monopolised by Eskom through its national grid. They are cut from the grid if they are not able to pay their bills to Eskom. According to one of the resource persons interviewed for this gender analysis, municipalities are now allowed to directly procure small scale embedded energy generation up to 100 MW.

Although Environmental Impact Assessments (EIAs) are always carried out during the inception phase, they are often not accompanied by **Social Impact Assessments (SIAs)**. IPPs base the socio-economic development opportunities often on short-term employment projection assumptions, without attention to

**BOX 6: Interview with  
CFO of eMthanjeni Municipality**

“The irony is that while we have a number of IPPs in our back yard that are supplying cost effective renewable energy to Eskom’s grid, we are sitting with a R56 million Eskom debt and we are not benefitting from anything in relation to the electricity tariffs from Eskom. We can’t even draw up a direct beneficial agreement with the IPPs because the IPPs are not legislated to operate at local government level. Our communities are asking us why they are not seeing a reduction their electricity bills when we have IPPs in our municipality?”

Source: Thina Nzo, 2021,  
Whose Power is it Anyway?

<sup>163</sup> Nzo, Thina, 2021, Ibid.



adverse effects such as those mentioned above. **There is no information available about any Gender Impact Assessment (GIA) in the REIPPP procedures.**

In a press statement of 2 November 2021, President Cyril Ramaphosa stressed the importance of combatting climate change at local governmental level. He referred to the use of renewable energy sources such as landfill gas, biogas, small-scale hydro power and solar power **that can now be bought and generated by the municipalities themselves thanks to recent amendments to electricity regulations.**<sup>164</sup>

### **Benefits and constraints for women in preferential procurement for renewable energy**

So far, in renewable energy procurement (REIPPP), preferential procurement by IPPs from **women-owned vendors is targeted at 5%**, and this target has been achieved according to the Independent Power Producers Procurement Programme (IPPPP) of March 2021. “To date, 5% of total construction procurement spent has been from woman-owned vendors (against a targeted 5%), and 6% of operational procurement spent has been realised from woman-owned vendors to date, thereby exceeding the targeted 5%”.<sup>165</sup> Despite this low target for women-owned vendors, the independent power producers (IPPs) seem to have struggled to achieve this target, as expressed in a diplomatic way in the IPPPP-report when describing results achieved for 20 IPPs that are still in, or entering, construction. “For these 20 projects and those which have completed construction, **procurement purchases from women owned suppliers have evidently presented a major challenge.** The development of women owned businesses in the energy and construction industry is considered an opportunity for national (dti<sup>166</sup> or similar) capacity building initiatives”.<sup>167</sup>

Attributing the causes of exclusion to problems faced with those who have historically been discriminated and excluded is a kind of unfair circular reasoning. One should not forget that **IPPs in the green industry are still male-dominated working organisations** that are not used to working with women on an equal level. These companies also need a **transformational change to address gender stereotypes**, and their related harmful norms and practices, which may **unconsciously be embedded in the in-company culture and its communication with suppliers**, and may lead to women’s exclusion, to intolerant or even violent patterns of behaviour, as we have seen so often in history.

The Government of South Africa could become a **game-changer in the world**, as desired so much by EC President Ursula von der Leyen when she welcomed the South African emphasis on the **Just** transition which sets a model for the world.<sup>168</sup> A gender just transition would require:

- A **Gender Impact Assessment (GIA)**, additional to or integrated into a SIA and/or EIA, should be a minimum requirement for IPPs at the start of any project.

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<sup>164</sup> Kwinika. S., 2021, “COP26: SA ups climate change targets” in *CajNews Africa*, November 2, 2021 | 3:05 pm. [COP26: SA ups climate change targets – CAJ News Africa](#)

<sup>165</sup> Department of Mineral Resources and Energy’s (DMRE), 2021, *Independent Power Producers Procurement Programme (IPPPP), An Overview* on 31 March 2021. Page 26. [file:///C:/Users/thera/Downloads/20210630\\_IPP%20Office%20Q4%20Overview%202020-21%20WEB%20VERSION.PDF](#)

<sup>166</sup> The dti = DTI = the Department of Trade, Industry and Competition

<sup>167</sup> Department of Mineral Resources and Energy’s (DMRE), 2021, *IPPPP Overview* 31 March 2021. Ibid.

<sup>168</sup> EU Press Release of 2 November 2021. Ibid.

- **Higher targets for woman-owned vendors** in preferential procurement,
- Programmes for **women’s economic empowerment, training and capacity building**,
- Introduction of **gender into the threshold criteria**: companies must prove their **professional capacity in the social dimension of green transition, including proven competences and experiences to enhance gender equality and social inclusion** during implementation, monitoring and evaluation.
- **Clear rules for gender-responsive corporate accountability and due diligence** to avoid the consolidation or increase of deeply rooted gender and race inequalities. International **investors and financiers in the green transition should be held accountable for the social dimension** and contribute to the implementation of shared commitments among the states, including CEDAW, SDGs, and the ILO Conventions 100, 111, 156, 183, and 190.<sup>169</sup>
- **European investors and financiers** in South Africa’s green transition should **additionally** be held **accountable for the implementation of the GAP-III**. This may require **internal capacity building for the IPPs** to increase their gender competences.

### **Shift in the demand for jobs**

In the **electricity, gas and water supply** industry, women make up 32.7% of those employed in the generation, transmission and distribution of electricity as of 2019 and 23.3% of those employed in the manufacturing and distribution of gaseous fuels through mains.<sup>170</sup> In the mining of coal and lignite, 52,113 employees are men and 10,425 women, which means that women represent 16.67% of the workforce.<sup>171</sup>

The switch from coal-fired generation of electricity to renewable energy will **reduce jobs in the mining industry and increase jobs in the green economy**. There is currently a worldwide trend towards rapidly shifting away from jobs in high-carbon industries to jobs in the green economy, as is shown by an analysis of the jobs posted at LinkedIn: “One of the most notable industry changes we’ve tracked in LinkedIn jobs data is the shift away from oil and gas jobs and the surge in renewables and environment roles. In 2015, the ratio of US oil and gas jobs to renewables and environment jobs was 5:1, but by 2020 this ratio had inched closer to 2:1. At this rate, we expect that renewables and environment could actually outnumber oil and gas in total jobs on our platform by 2023, **a major pendulum shift towards green jobs in a relatively short period**”.<sup>172</sup>

Given the ever-rising cost of traditional fossil fuel-based energy, renewable energy is becoming a viable option. South Africa is presently rated as **the 12th most attractive investment for renewable energy**.<sup>173</sup> There has been a rapid increase in SMEs focusing on renewable energy in the country, and an influx of

<sup>169</sup> The conventions are the Equal Remuneration Convention (No. 100), Discrimination in Employment and Occupation Convention (No. 111), Workers with Family Responsibilities Convention (No. 156), Maternity Protection Convention (No. 183), and Violence and Harassment Convention (No. 190).

<sup>170</sup> Statistics South Africa, 2021, *Electricity, gas and water supply industry, 2019*. Pretoria, Statistics South Africa. <http://www.statssa.gov.za/publications/Report-41-01-02/Report-41-01-022019.pdf>

<sup>171</sup> Statistics South Africa, 2021, *Mining Industry, 2019*. Pretoria, Statistics South Africa. <http://www.statssa.gov.za/publications/Report-20-01-02/Report-20-01-022019.pdf>

<sup>172</sup> Kimbrough, K., 2021, “Renewables & Environment jobs could overtake Oil and Gas in U.S. by 2023”. LinkedIn, August 16, 2021.

<https://www.linkedin.com/pulse/renewables-environment-jobs-could-overtake-oil-gas-2023-kimbrough/>

<sup>173</sup> Kimbrough, K., 2021. Ibid

large-scale energy project developers from many parts of the world, and many local and overseas investors are keen to shape a new investment frontier.<sup>174</sup> It is amazing that the world's 7th largest coal producer and 5th largest exporter of coal<sup>175</sup> is currently the country that is hosting large-scale commercially driven renewable energy projects. Moving away from coal that in 2017 still produced 88% of the national electricity and counted for around 12% of South Africa's exports, jeopardises economic growth.<sup>176</sup> Within this context and from the economic point of view "clearly inclusion of women in business is no-longer a luxury, but an economic imperative", as stated by Minister Mantashe of Mineral Resources and Energy of South Africa, in the foreword of the WEGE Strategy<sup>177</sup>, while quoting a study by the McKinsey Global Institute that found that **advancing women's equality could at least add \$12 trillion to the global economy by 2025.**<sup>178</sup>

To promote women's employment in the renewable energy sector, **more women should be prepared to obtain the knowledge and skills** required by the green economy. Additionally, the old male-dominated patterns in the energy sector must change to create **equal opportunities for women in the sector**. Earlier studies show that most women working in the renewable energy, energy efficiency and fossils sub-sectors had attained primary education. Women who had attained tertiary education were least represented in these 3 sub-sectors.<sup>179</sup> This means that **increasing women's skills for the green energy sector is very important, but not enough** to enhance women's employment. An **equal opportunities strategy** at all levels of the companies and **commitment at the top** are also required, which will be difficult if the top levels of the renewable energy sector remain male dominated. More **women in leadership positions** will accelerate the transition. Therefore, **UNIDO** launched the Industrial Energy Efficiency (IEE) project in South Africa to **accelerate women's participation in the energy transition**. "As elsewhere in the world, women in South Africa are still a minority within the industry's workforce, especially in engineering and technical fields. Despite the urgency of the energy transition to curb climate change, women account for less than one-third of the labour force in the sustainable energy sector globally. From a women's rights perspective, this is problematic. It also makes no business sense. Women excel at managing energy in households, communities, and businesses and, once they make it to the boardrooms of companies, research shows that profits and efficiency rise. Studies have also highlighted that woman are more likely to care about the environment and have stronger pro-climate opinions. More rapid change is needed".<sup>180</sup>

There is, however, a **gender transformation going on in skills development for the energy sector** in South Africa. Preliminary research (PCC, 2021) shows that **new women entering the energy sectors have higher levels of education than their male counterparts** and that women currently employed in

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<sup>174</sup> Kimbrough, K., 2021. Ibid

<sup>175</sup> Country Profiles: The Carbon Brief Profile: South Africa, 2018.

<sup>176</sup> Country Profiles, opcit

<sup>177</sup> Government of South Africa, Department of Mineral Resources and Energy, 2021, *Women Empowerment and Gender Equality Strategy for the Energy Sector (2021-2025)*, Page 4.

<http://www.energy.gov.za/files/PPMO/2021-2025-WEGE-Strategy-for-the-Energy-Sector.pdf>

<sup>178</sup> Woetzel, J. et al, 2015, *The power of parity: How advancing women's equality can add \$ 12 trillion to global growth*. McKinsey Global Institute. *MGI Power of parity. Full report. September 2015.pdf (mckinsey.com)*

<sup>179</sup> UNIDO and Green Growth Institute, 2015, *Global Green Growth: Clean Energy Industrial Investments and Expanding Job Opportunities*

<sup>180</sup> United Nations Industrial Development Organisation (UNIDO), 2020, *Can women fast-track South Africa's energy transition?* Published 13 August 2020. <https://www.unido.org/stories/can-women-fast-track-south-africas-energy-transition>

the sector have the skills and capacity to transition into the renewable sector. In addition, 54% of ESKOM's employees enrolled at various academic institutions to obtain qualifications related to their line of work are women.<sup>181</sup>

### **Out-phasing coal mining with a gender perspective**

Although women are a minority among the workers in coal mining, they are largely indirectly engaged with the coal mines if their husbands, sons, daughters, or other family members are working in the coal mines, or if they are living in the area around the coal mine and are faced with pollution of the water, the air and the ground as a result of the mining process. **The decline of the coal mining sector will have a social impact that goes far beyond the dismissal of mine workers.** It will affect entire communities, increase unemployment and mental health problems among redundant mineworkers, increase domestic violence, and add new burdens to women in charge of crisis-management at household level. The closure of mines in other parts of the world has shown that **women are disproportionately affected by the human repercussions and social costs of lay-offs** (see example in Box 7).

The transition from high-carbon energy to green energy needs a gender-responsive approach. For example, plans for the phasing out of coal mines must at least include:

- **Equal treatment and equal benefits for women workers in the scheme of lay-offs**, including equal compensation for women and men workers in case of lay-offs, in reskilling and coaching to increase their employability for new jobs, etc.
- Participative research into **the consequences of the mine closures for the surrounding communities** and plans to revitalize the communities with new forms of livelihoods and employment.
- **Compensation for communities affected** by water, ground, and air pollution around the mines.
- **Investment in social infrastructure to support women with increased unpaid care burdens** due to lung disease of family members who worked in the mines, or who are disabled due to an accident in the mines, or who suffer from mental illness because of being dismissed.
- **Addressing domestic and sexual violence in the families** (in)directly hit by the lay-offs in the mines.

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<sup>181</sup> Presidential Climate Commission (PCC), 4 October 2021, Webinar: *Just Transition Dialogue on Employment & Livelihoods*. Presentation CSIR Xolile Msimaga. <https://www.facebook.com/climatecommission/videos/399815805092074/>

### **BOX 7: Learning from the past: The gender impact of the decline of the coal sector in the UK**

In the UK, from the 1950s to the 1980s, women from mining families had limited economic opportunities. Despite their economic disempowerment, women nonetheless showed solidarity with men, and perceived the social structures and sense of community from coal mining as important for family welfare and financial stability. In fact, **women were considered as vital in forming the social networks, connecting with other members of the mining community in the early days of forming a pit village**. The prevailing gender norms in mining communities made it difficult for women to break out of their expected roles and responsibilities to leave and pursue education, develop external social networks, or find employment opportunities outside of their communities. **Gender norms were entrenched and reinforced in extractive industry communities, such that women were strictly limited to domestic, reproductive work.**

In the UK, **after the 1984–85 pit closures, gender roles were gradually redefined** as the economy shifted from an industrial to a service-oriented economy. As **men’s economic activity declined** in former coalfields, **women had to step up and act as breadwinners**; they became waged workers, and **cheap labour** for employers.

This shift created new challenges and a **double burden for women**. While the social structure changed, the **patriarchal structure within mining communities and households remained** the same, and women became increasingly responsible for both productive and reproductive work. Within former coalfield areas around North Nottinghamshire, UK, **women became caregivers** to husbands and fathers who suffered from **mining-related respiratory diseases** and from **mental illness** because of unemployment and debt. The cases of **domestic violence and abuse against women rose**.

In the UK, after mine closures, women were often employed in **low-wage, part-time work at the bottom of the job hierarchy**, where they experienced gender-discrimination in the workplace.

**Gender-related distributional impacts have a lasting impact after mine closure.** Ten years after pit closures in Nottinghamshire, for instance, a women’s centre found that women still suffered from **closure-linked stress**, high **unemployment rates**, **marital breakdowns**, **domestic violence**, and **sexual abuse**. For men, the **masculine culture in mining** – which was once a source of pride – prevented them from seeking assistance from family and community”

*Quoted from: May Thazin Aung and Claudia Strambo, **Distributional Impacts of Mining Transitions: Learning from the Past** (Stockholm: Stockholm Environment Institute, April 2020), <https://www.sei.org/publications/distributional-impacts-of-mining-transitions/>*

### **Community based green transition: looking at energy supply chains through a gender lens**

The energy sector is composed of many sub-sectors, each with their own supply chain dynamics, including oil, coal, hydropower, natural gas, biogas, hydrogen gas, atomic energy, wind energy, solar power, etc. Energy companies are permanently exploring energy options and rethinking their supply chains to maximize opportunities and profits, reduce costs and achieve competitive advantages.

So far, the business models for the energy supply chains are mostly based on a **centralised organisation aiming at providing energy from the grid** and generating cash-flow from the users connected to the grid. The permanent cash flows generate profit, and cover both the pay-off of high investments in

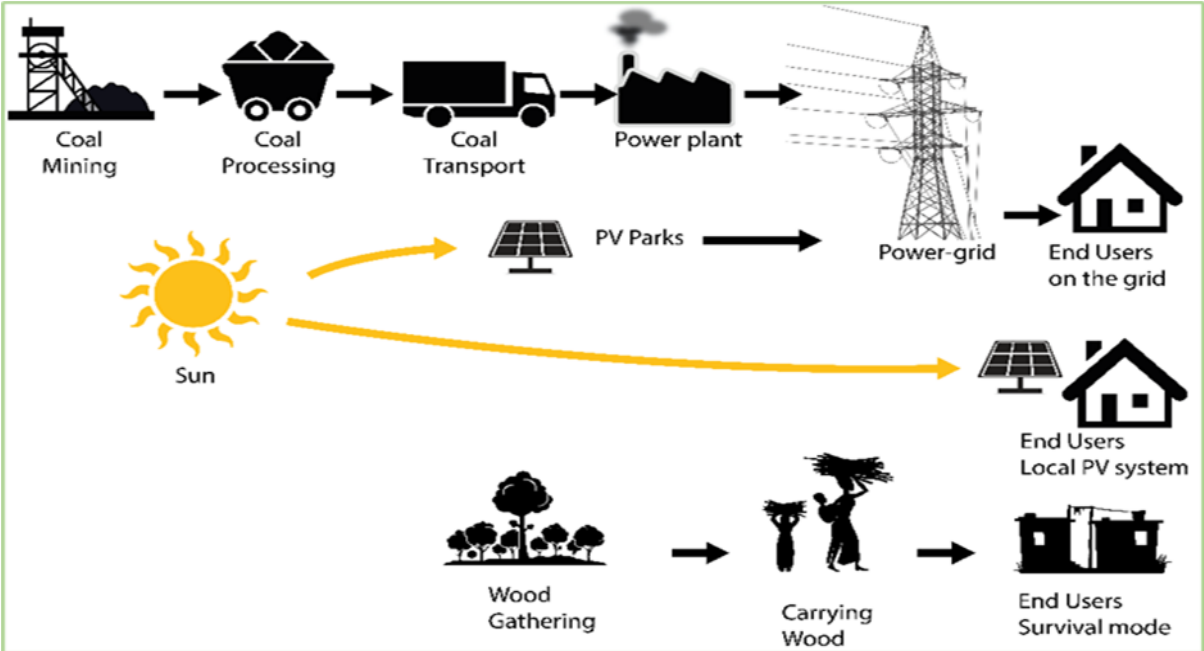
infrastructure during the initial stage, as well as the ongoing exploitation and operational costs. Remote areas with few and/or poor populations are underserved, or not at all connected to the grid, as this was economically not feasible in terms of profitability in the traditional centralised business model.

As a result of exclusion of the remote areas from the centralised energy provision model, these areas continued to use centuries-old, **decentralised energy provision**, which consisted mainly of gathering and using firewood. Strikingly, there is an opposite gendered division of labour between the centralised and the decentralised provision of energy:

- **The profitable centralised big business energy supply chains to deliver energy from the grid are male dominated.**
- **The unpaid decentralised energy supply chains for the survival economy are female dominated.**

Renewable energy technologies allow for **community-based green transition by introducing energy innovation directly in the female dominated decentralised energy supply chains (see fig. 4)**. For example, current green technology enables the replacing of women’s unpaid work (firewood and water gathering) by a Photo-Voltaic (PV) package with a battery and a solar energy water pump to get water from a borehole. An electric stove and solar freezer would additionally create conditions to improve health and food security. A decentralised energy supply chain allows for a **human-sized transformation at family and community level**, that responds to women’s practical and strategic gender needs.

Figure 4. Energy value chains: Coal via grid, Photo Voltaic via grid, Photovoltaic direct, Firewood direct



Design: Jos Carpio van Osch, 2021

**The advantages of a decentralised energy supply chain are:**

- End users in remote areas can be reached **without huge infrastructural investments**.
- As energy and water provision at household level is a women's job in the survival economy, **women can become the owners of the PV-package** in line with the traditional gender division of labour. Women's access to and control over energy in the household organisation gets a technical upgrade.
- **Skills training for women** to install, clean, maintain, and repair PV-packages increases ownership and conditions for **starting up companies to create new jobs for women in this area**.
- Tailored PV-packages (to be composed by women according to their needs) could be **financed with cheap loans** to be paid off in 6-10 years.
- The PV-packages will **liberate women's time, which can be used for training and creation of new jobs** in food production, service delivery, administration, digital economy, construction, etc.

Renewable energy brings new opportunities for decentralised supply chains. Many examples, stories of change and good practices of bottom-up women-driven transformative sustainable energy projects are available at: <https://www.energia.org/>

According to the African Development Bank (AfDB), two critical elements are necessary to support female led SMEs: first, **good governance and infrastructure**, which are essential for economic growth, but also have positive effects on women's entrepreneurship; and second, energizing and establishing **communication and coordination among various governmental, non-governmental and international organisations** in order to create a synergy between the three and to ensure coherence in their policies and programs<sup>182</sup>.

## 2.5. Conclusions and recommendations

This section explored the opportunities for green jobs and entrepreneurship for women in South Africa in three sectors, identifying several entry points to expand women's economic opportunities in the green transition, such as:

- jobs and smallholders in organic vegan food supply, in aquaculture, horticulture and honeybush
- jobs and SMMEs in natural resource management to protect forest biodiversity, restore damaged waterbodies and ecosystems, and to protect wildlife
- women-owned vendors of goods and services to IPPs in the context of REIPPP preferential procurement
- Women's economic empowerment through local energy production, including women-owned companies to install, maintain, and repair PV-packages at community level in a decentralized energy supply chain

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<sup>182</sup> Africa Development Bank, 2015, *Promoting North African Women's Employment through SMEs*  
[https://www.afdb.org/fileadmin/uploads/afdb/Documents/Generic-Documents/ENG\\_Note\\_%C3%A9co\\_Promoting\\_North\\_Afcan\\_Womens\\_EMPloyment\\_via\\_SMEs\\_31-08-2015.pdf](https://www.afdb.org/fileadmin/uploads/afdb/Documents/Generic-Documents/ENG_Note_%C3%A9co_Promoting_North_Afcan_Womens_EMPloyment_via_SMEs_31-08-2015.pdf) on 7 Dec 2021.

Additionally, every sector in the economy will create new green jobs in the coming years. To ensure that women will have equal access to these jobs, there are many hurdles to overcome. At government level, there is a clear policy commitment to gender equality in the national departments covered in this section. Moreover, the composition of staff and officials at each department reflects gender and diversity at all levels, as is shown in Annex 1. The situation is different in society as a whole, where geospatial racial structures inherited from the apartheid system are still reflected in the urban infrastructures and spaces, and gender/racial discrimination still determines opportunities in the labour market, at decision-making levels of private companies, in universities, etc.

The challenge is to overcome the structural obstacles that hamper the achievement of the policy goals set to achieve gender equality. Like other countries, South Africa faces the legacy of a patriarchal colonialist system, including gender stereotypes, gender-based violence, unequal distribution of paid and unpaid work, unequal access to jobs on the labour market, under-valuing of women's work and unequal pay for work of equal value, low representation of women in STEM studies and careers, unequal access to land and other properties for women, and lack of access to finance. These structural inequalities are unintentionally consolidated or exacerbated by some of the strategies and procedures applied, leading to undesired gender segregation, as is the case in the effects of the Land Reform that excludes the poorest black women farmers, and the process of energy transition (REIPPPP) at local level that consolidate the deeply rooted remnants of apartheid structures.

There is no one-size-fits-all remedial strategy, except for the one that is called "*never give up*". For the rest, each situation requires its own sound gender analysis and tailored strategy to address gender issues. Overall, there are multiple opportunities to create green jobs and SMMEs for women in the green transition that could unleash women's talents and capacities to contribute to a sustainable growth path. The question is "*What can the EU Delegation and other development partners do to support the process of increased employment and entrepreneurship for women in the green transition in South Africa?*"

Additional to the specific recommendations in the paragraphs above, which are not repeated here, some general recommendations for the development partners, including the EUD are to support the following processes and actions:

- Actions from CSOs, particularly **women's networks and organisations that promote gender equality and women's economic empowerment in the green transition** by raising awareness, initiating advocacy, participating in dialogue with the government, enhancing decent jobs for women, promoting access of women start-ups to finance, and by empowering grassroots women in general.
- Actions to increase women's participation in non-traditional careers, particularly in **STEM-careers**, and in innovative research for the green and circular transition.
- Actions to strengthen the network of **women leaders in renewable energy** in Africa (W-REA)<sup>183</sup>, such as making **women role models** more visible in external communication of the EU Delegation.

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<sup>183</sup> Women in Renewable Energy in Africa (W-REA) is a project launched by the IFC in April 2021.



- Strategies by Trade Unions to keep gender relevant ILO Conventions<sup>184</sup> on the agenda of collective bargaining, and to promote the creation of **decent jobs and equal opportunities** for women in all sectors of the green and circular economy.
- Actions to ensure that **Business Networks of Women** in the green transition are consulted and included in the public policy dialogues on green transition.
- Actions that defend women's legitimate right to equal **access to land**, particularly the rights of black women-led smallholder families, and single black women smallholders. Equal access to land is a first requisite for the upgrading of women smallholders and for including them in the new value chains for organic vegan food production, and other employment opportunities.
- Actions that may play an important role in creating an enabling environment for a **gender-inclusive Land Reform strategy**.
- Actions to encourage **capacity building for gender mainstreaming at local level**, particularly initiatives at the Department of Cooperative Governance and Traditional Affairs (DCGTA), together with the South African Local Government Association (SALGA).
- Give more visibility to **new role models of women and success stories** of women's initiatives in the green transition in the communication strategy of the EU Delegation.

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<sup>184</sup> ILO Conventions nr. 100 (equal pay), 111 (equal treatment), 156 (workers with family responsibilities), 183 (maternity protection), 190 (sexual harassment)

## Section 3: Gender Issues in Climate Change, Early Warning Systems and Disaster Risk Reduction

South Africa's updated report of September 2021 on the Nationally Determined Contribution (NDC) under the Paris Agreement highlights the significant impacts of climate change, particularly because of increased temperatures and rainfall variability, and mentions studies showing that **South Africa is warming at more than twice the global rate of temperature increase**, particularly in the western parts and the northeast of the country. "South African settlements are susceptible to the effects of climate variability, and since **1980 have recorded 86 noticeable weather-related disasters** that have affected more than 22 million South Africans and have cost the economy in excess of R113 billion (US\$6.81 billion) in economic losses. It is anticipated that **a growing number of South African cities and towns will be exposed to the impacts of weather-induced hazards such as flooding, heatwaves, droughts, wildfires and storms (2021)**. This is partly due to the projected increase in the frequency and intensity of weather-related hazards, but also due to the **high socio-economic vulnerability inherent within communities, as well as poor land use practices, growing informality, and a failure to rapidly deploy resilient infrastructure** associated with accommodating a growing urbanising population. It is undeniably **the poor and vulnerable communities that will experience the most severe setbacks from the impacts of climate change**, eroding their livelihoods, and thus threatening their resilience".<sup>185</sup>

**In April 2022 KwaZulu-Natal was hit by the deadliest natural disasters in the country in the 21st century** and a national state of disaster was declared. At least 435 people died, and an unknown number of people is missing.<sup>186</sup> 630 schools were affected by the floods, 124 of them with extensive damage. 57 scholars alone lost their lives; 6 are missing. 4,000 homes were destroyed and over 8,000 damaged, most in the coastal city of Durban and surroundings. Infrastructure, including major roads, transportation, communication, and electrical systems, were damaged, hampering recovery and humanitarian relief services. The overall infrastructure damage caused by the April 2022 floods is estimated at more than 10 billion rand (US\$ 684.6 million) as of 18 April 2022.<sup>187</sup>

### 3.1. Gender impact of disasters

Poor women are among those at highest risk of the negative effects of climate change and the least likely to have the resources to cope with them. In South Africa, black women and their children are the majority among poor and socio-economically vulnerable populations. "The systemic inequalities/disparities in access to and control over resources, land, rights, political representations, and employment creates differences between women and men's vulnerability to climate impact".<sup>188</sup> For example, as part of the

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<sup>185</sup> Republic of South Africa, NDP-2030, 2021, *South Africa: First Nationally Determined Contribution under the Paris Agreement*, - Updated September 2021 (Shortly: South Africa's First NDC, 2020/21 Update) <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/South%20Africa%20First/South%20Africa%20updated%20first%20NDC%20September%202021.pdf>

<sup>186</sup> Reuters, April 21, 2022. <https://www.reuters.com/world/africa/death-toll-south-african-floods-revised-down-435-2022-04-21/>

<sup>187</sup> Sishi, S., Ward, R., 2022, Dozens still missing as South Africa floods death toll rises to 443. Reuters, April 18, 2022.

<https://www.reuters.com/world/africa/rescuers-hunt-missing-after-south-african-floods-kill-more-than-400-2022-04-17/>

<sup>188</sup> 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.

destruction caused by Cyclone Idai across southern Africa (Malawi, Mozambique, Zimbabwe) in March 2019, **poor women and their children whose households and livelihoods were swept away bore the brunt of the storm.**<sup>189</sup> Women and girls were dislocated from their communities and at **greater risk of exploitation and sexual violence**, when they had no safe places to sleep or go to the latrine. Moreover, their lack of food and basic needs increased their risk of being abused by predators and members of relief troops. **Pregnant women were particularly in great danger of life-threatening complications** due to the flooding and destruction, particularly when they had to give birth amid the devastated environment.<sup>190</sup>

When finalising this gender analysis (May 2022), there were no studies available yet about the gender impact of the floods in KwaZulu-Natal of April 2022. However, gender-sensitive **research from 2019** about a less extreme flood in KwaZulu-Natal in a similar area shows that **gender interacts with other social factors, exposing black women in particular to high-risk situations in case of floods.** Women and girls living in poverty face many forms of discrimination and pressure during flood disasters. Severe flood wipes away people's sources of livelihood, plunging them into more extreme poverty conditions, exacerbating living conditions for poor women, which was shaped by **intersectional gendered power relations.** This, in turn, entrenched abusive behaviour from some of the men in the community. The study also showed that some interventions exposed women and girls to possible abuse. For example, one response to flooding from the eThekweni municipality has been to open up community halls for victims. This forces men, women and girls to cohabit in the refuge halls, exposing women to potential abuse while in these supposedly "safe" spaces. Women had the burden of providing food and other essentials to the families. However, this also gave them agency, which increased adaptability. Local **women showed high levels of adaptive capacity.**<sup>191</sup>

Currently a **gender impact analysis of the disaster of April 2022 in KwaZulu-Natal is carried out by the Commission for Gender Equality (CGE).** From 3 – 5 May 2022 the CGE visited the areas hard hit by the floods. "The Commission is doing this as part of its Constitutional mandate and being empowered by the CGE Act 39 of 1996, to look at the impact of the floods on women, girls and persons with disabilities. The CGE wherein possible will ensure coordinated response and interventions with relevant implementing agencies from the provinces and municipalities. The Commission will also collect gender disaggregated data that will be used to analyse the impact of the disaster on vulnerable groups. The overall data will

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<sup>189</sup> Similar patterns have been observed in other disasters. For example: In Bangladesh Cyclone Gorky (1991) caused around 140,000 deaths, killing 14 times more women than men, i.e. 14 women died for every man. Among the 250,000 fatalities of the 2004 Indian Ocean tsunami, 70 percent were women. Many empirical studies and evaluations about post-disaster situations, provide evidence that women and girls remain in unsafe and unprotected circumstances. An extreme example is the 2010 Haiti earthquake when armed gangs targeted women and girls in displacement camps. Also, after hurricane Katrina (2005) in the USA the rate of gender-based violence toward displaced women in Mississippi rose more than threefold during the year after the disaster. Source: Howe, N., 2019, More Women Die in Natural Disasters—Why? And What Can Be Done? In: Brink News. <https://www.brinknews.com/gender-and-disasters/>

<sup>190</sup> United Nations, 2019, "Race against time" to help women who bore brunt of Cyclone Idai: UN reproductive health agency. *UN News, Global Perspective Human Stories*, 27 March 2019, Humanitarian Aid. <https://news.un.org/en/story/2019/03/1035581>

<sup>191</sup> Udo, F. Naidu, M., 2022, Examining the Interplay between Economic Development and Local Women Vulnerability to Flood Impacts in Selected Local Areas in Durban, South Africa. Published in: *Journal of Asian and African Studies*, January 18, 2022. <https://journals.sagepub.com/doi/abs/10.1177/00219096211069646>

form part of a report to be produced by the Commission to help in similar future incidents”.<sup>192</sup> The report of the CGE was not yet available at the time of finalization of this publication.

Minister Maite Nkoana-Mashabane of the Department of Women Youth and Persons with Disability (DWYPD) stressed the importance of a gender-transformative approach to disaster risk reduction during her speech at the United Nations in March 2022. While referring to the ongoing floods in KwaZulu-Natal, she stated that “Response strategies in these communities must mitigate the effects of limited access to sexual, reproductive and health services, and an increased prevalence of gender-based violence incidents during natural disasters and pandemics. Our support for climate change mitigation and adaptation efforts should include assisting millions of women in building resilience to the floods and other natural disasters that occur more frequently each year. **Women must assume a transformative outlook to disaster risk reduction**”.<sup>193</sup>

Relief supplies are not always tailored to the needs of women and girls. Poor women have **relatively higher social economic losses** and often remain with nothing when their houses have been swept away. The incidence of **stress symptoms is higher among women**. Gender discrimination leads to situations in which women have **unequal access to the benefits of reconstruction programmes** for housing, vocational training, access to land, or support to start a business. Post-disaster situations mostly lead to an **increase in unpaid care work**, for children, elderly, wounded, persons with an illness or a disability, and **loss of family supporting networks**.

Developing policies to adapt to and mitigate climate change requires a gender lens to ensure that they do not perpetuate existing inequalities and increase women’s vulnerability to hunger and food insecurity. This means that resilience programmes must be developed **in consultation with women**, whether these are State-led, NGO-led or private sector-led development programmes. In addition, policies and programmes that address women’s unequal access to land, to credit and finance, as well as those that seek to provide information on climate change and its impact, would assist women farmers significantly by **enabling them to engage in adaptive practices**.<sup>194</sup>

### 3.2. UN policy frameworks on gender, climate change and disaster risk reduction

Parties to the **United Nations Framework Convention on Climate Change (UNFCCC)** have recognised the importance of involving women and men equally in UNFCCC processes and in the development and implementation of national climate policies that are gender-responsive by establishing a dedicated agenda

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<sup>192</sup> South African Government, 2022, *Commission for Gender Equality visits areas hard hit by recent floods in KwaZulu-Natal and Eastern Cape, 3 to 5 May*. <https://www.gov.za/speeches/commission-gender-equality%C2%AOvisits-areas-hard-hit-recent-floods-kwazulu-natal-and-eastern>

<sup>193</sup> Nkoana-Mashabane, Maite, 2022, From New York City to Ladysmith: Fostering global solidarity in responding to the local effects of climate change. CSW, United Nations, New York, Wednesday, 13 April 2022 <https://africa.unwomen.org/en/stories/op-ed/2022/04/by-maite-nkoana-mashabane-minister-in-the-presidency-for-women-youth-and-persons-with-disabilities-0>

<sup>194</sup> Mokeoena, N and Dolan, M, 2019, “Climate Change’s Disproportional Impact on Women: Agricultural Workers in South Africa”, *Georgetown Journal of International Affairs Forum*, 19 July 2020. <https://gjia.georgetown.edu/2020/07/19/climate-change-disproportionate-impact-on-southafrican-women/>

item under the Convention, addressing issues of gender and climate change and by including an overarching text in the Paris Agreement.<sup>195</sup>

The **Green Climate Fund (GCF)** was created in 2010 within the framework of the UNFCCC as the Financial Mechanism to assist developing countries in adaptation and mitigation practices to counter climate change. The GCF has a clear **Gender Policy**<sup>196</sup> and a **Gender Action Plan of the GCF 2020–2023**.<sup>197</sup> The GCF policy recognises that gender relations, roles and responsibilities exercise important influences on women’s and men’s access to and control over decisions, assets and resources, information, and knowledge, and that the impacts of climate change can exacerbate existing gender inequalities. It acknowledges that climate change initiatives are more sustainable, equitable and more likely to achieve their objectives when gender equality and women’s empowerment considerations are integrated into the design and implementation of projects, because **women and vulnerable communities are also part of the solution to climate change** and should, therefore, be effectively engaged in discussions and decisions that affect them.

Therefore, the GCF requires **gender responsiveness** from its partners, including the accredited entities (AEs), the national designed authorities (NDAs) and focal points and delivery partners for activities under the GCF Readiness and Preparatory. The GCF promotes climate investments that:

- **Advance gender equality** through climate change mitigation and adaptation actions
- Minimize social, **gender-related and climate-related risks** in all climate change actions
- Contribute to **reducing the gender gap** of climate change-exacerbated social, economic and environmental vulnerabilities and exclusions through **GCF climate investments that mainstream gender equality issues**.<sup>198</sup>

The **Sendai Framework for Disaster Risk Reduction 2015–2030**<sup>199</sup> (Sendai Framework) provides UN Member States with concrete actions to reduce disaster risks, to protect lives, livelihoods and health, and reduce losses in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries. The Sendai Framework is aligned with the 2030-Agenda Agreements<sup>200</sup> and emphasized that “**women and their participation are critical to effectively managing disaster risk** and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to **empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations**”.<sup>201</sup>

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<sup>195</sup>United Nations Climate Change, UNFCCC Topics, *Gender, The big picture*. <https://unfccc.int/gender>

<sup>196</sup> Green Climate Fund, *Gender Policy of the GCF*, Board Document GCF/B.24/17, Annex XXXIII, pages 249 – 255 <https://www.greenclimate.fund/sites/default/files/document/gcf-b24-17.pdf>

<sup>197</sup> Green Climate Fund, *Gender Action Plan of the GCF 2020–2023*, Board Document GCF/B.24/17, Annex XXXIV, pages 256-259 and *Gender Action Plan Indicators*, Annex XXV, pages 260-264. <https://www.greenclimate.fund/sites/default/files/document/gcf-b24-17.pdf>

<sup>198</sup> Green Climate Fund, *Gender Policy of the GCF*, Ibid.

<sup>199</sup> United Nations General Assembly, 2015, *Sendai Framework for Disaster Risk Reduction 2015–2030*. Resolution adopted by the General Assembly on 3 June 2015 <https://www.preventionweb.net/files/resolutions/N1516716.pdf>

<sup>200</sup> These agreements include the Paris Agreement on Climate Change, the SDGs, the Addis Ababa Action Agenda on Financing for Development, the New Urban Agenda, and other.

<sup>201</sup> United Nations General Assembly, 2015, *Sendai Framework for DRR*. Ibid. Paragraph 36 (a) (i).

The **United Nations Disaster Risk Reduction (UNDRR)** recently approved the **DRR Strategic Framework 2022-2025**<sup>202</sup>, which is a **gender-transformative framework** that states: “Understanding how people’s lives are impacted by **gender norms, roles and relations** within a given culture and society is **critical** to understanding and reducing disaster risk. Women, girls, boys, men and people of diverse gender identities have distinct vulnerabilities in each context that shape the way they experience and recover from disaster impacts. UNDRR supports **gender-transformative disaster risk reduction** that not only identifies and meets the different needs of women and girls, men and boys, and people of diverse gender identities, but **seeks to redress the underlying causes of vulnerability** by putting **women’s resilience at the centre** of disaster risk reduction strategies, policies and programming in order to **promote women’s leadership and achieve gender equality**”.<sup>203</sup>

### 3.3. South Africa’s Climate Change Bill

South Africa chaired the 66th Session of the Commission on the Status of Women in March 2022, which was convened under the theme “**Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes**”. Minister Maite Nkoana-Mashabane of the Department of Women Youth and Persons with Disability (DWYPD) stressed the need for a gender responsive approach to climate change, that goes further than equal participation in decision-making. “The full and effective implementation of key policy and legislative frameworks requires **women and girls at the helm of leadership**. Integrating gender equality principles into climate action in South Africa requires **profound systemic change** involving gender mainstreaming and the **transformation of unequal gender relations and societal structures**. We must trust in the ability of women to drive a low carbon economy that is built on the principles of inclusion, equity and accountability.”<sup>204</sup>

“South Africa has put in place one of the most elaborate and consultative climate governance systems observable among

#### BOX 8: Good Practice of the DFFE

In the context of the Nationally Determined Contribution (NDC) under the Paris Agreement, the Department of Forestry, Fisheries & the Environment (DFFE) recently conducted COVID-proof stakeholder consultations in all nine provinces, accessible to local government and undertaken in a **gender-responsive** manner to gather information for the update of the South African NDC. Additionally, in 2021, technical analysis, consultation within government, consultation with broader stakeholders, provincial public stakeholder workshops and finalisation in government and Cabinet has been undertaken, which led to the launch of the updated South African NDC, which was presented to the Presidential Climate Commission and to stakeholders across business, labour and civil society, **including women and youth constituencies**.

Source: Republic of South Africa, 2021, *South Africa: First Nationally Determined Contribution under the Paris Agreement - Updated September 2021*. Page 20.

<sup>202</sup> United Nations Disaster Risk Reduction (UNDRR), 2021, *STRATEGIC FRAMEWORK 2022 -2025*.

<https://www.undrr.org/publication/undrr-strategic-framework-2022-2025>

<sup>203</sup> United Nations Disaster Risk Reduction (UNDRR), 2021, *Ibid*, p. 16

<sup>204</sup> Nkoana-Mashabane, M., 2022, From New York City to Ladysmith: Fostering global solidarity in responding to the local effects of climate change. CSW, United Nations, New York, Wednesday, 13 April 2022 <https://africa.unwomen.org/en/stories/op-ed/2022/04/by-maite-nkoana-mashabane-minister-in-the-presidency-for-women-youth-and-persons-with-disabilities-0>

developing and emerging economies”<sup>205</sup>, according to a team of researchers linked to the London School of Economics and Political Science.

In September 2021 South Africa’s Cabinet adopted the **Climate Change Bill**<sup>206</sup>, which aims to “provide for a coordinated and integrated response by the economy and society to climate change and its impacts in accordance with the **principles of cooperative governance**”.<sup>207</sup> It contains a comprehensive inclusive strategy for South Africa’s transition to a green economy. The bill provides for the effective management of inevitable climate change impacts by enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change. It stipulates that all adaptation and mitigation efforts to building social, economic, and environmental resilience and an adequate national adaptation response should be based on the best available science, evidence, and information.<sup>208</sup>

The bill is based on 12 principles that reflect a **just transition to a green economy**, including the following **gender relevant principles**:

*“3.d. A contribution to a just transition towards low carbon, climate resilient and ecologically sustainable economies and societies which contribute to the creation of **decent work for all, social inclusion, and the eradication of poverty.***

*3.f. the need for decision-making to **consider the special needs and circumstance of localities and people that are particularly vulnerable to the adverse effects of climate change, including vulnerable workers and groups such as women, especially poor and rural women, children, especially infants and child-headed families, the aged, the poor, the sick and the physically challenged**”.*<sup>209</sup>

The Bill recognises the vulnerability of women to the impact of climate change, but it is **not gender-transformative**, and it does not conceive a gender-responsive approach and women’s empowerment and leadership as a part of the solution, which is a missed opportunity.

It will depend on the CSOs, particularly women’s organisations, if the implementation of the policy is to be gender responsive. The Bill foresees the engagement of civil society, labour organisations, and private sector to find together the pathways of change to move to a lower carbon economy and to open new perspectives for inclusive green growth paths, sustainable job creation and reskilling, leaving no one behind.<sup>210</sup> Under the coordination of the **Presidential Climate Commission (PCC)**<sup>211</sup> (created in February 2021),

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<sup>205</sup> Averchenkova A, Gannon KE, Patrick C., 2019, *Governance of climate change policy: A case study of South Africa*. London: Grantham Research Institute on Climate Change and the Environment and Centre for Climate Change Economics and Policy, London School of Economics and Political Science. [https://www.lse.ac.uk/granthaminstitute/wp-content/uploads/2019/06/GRI\\_Governance-of-climate-change-policy\\_SA-case-study\\_policy-report\\_40pp.pdf](https://www.lse.ac.uk/granthaminstitute/wp-content/uploads/2019/06/GRI_Governance-of-climate-change-policy_SA-case-study_policy-report_40pp.pdf)

<sup>206</sup> Government of South Africa, 2021, *Climate Change Bill, 2021*:

[https://www.dffe.gov.za/sites/default/files/legislations/2021\\_draft\\_climatechangebill.pdf](https://www.dffe.gov.za/sites/default/files/legislations/2021_draft_climatechangebill.pdf)

The Bill is the draft version of the Law, which is approved by the Cabinet, and still has to be approved by the Parliament to become a Law.

<sup>207</sup> Government of South Africa, 2021, *Climate Change Bill, 2021*: Objectives, Ibid.

<sup>208</sup> Republic of South Africa, Department of Forestry, Fisheries and the Environment, 2021, *Important climate change measures for South Africa adopted by Cabinet, 22 September 2021*. [https://www.dffe.gov.za/mediarelease/cabinetapproves\\_cop26sandc\\_climatechangebill](https://www.dffe.gov.za/mediarelease/cabinetapproves_cop26sandc_climatechangebill)

<sup>209</sup> Government of South Africa, 2021, *Climate Change Bill*:

[https://www.dffe.gov.za/sites/default/files/legislations/2021\\_draft\\_climatechangebill.pdf](https://www.dffe.gov.za/sites/default/files/legislations/2021_draft_climatechangebill.pdf)

<sup>210</sup> Republic of South Africa, Department of Forestry, Fisheries and the Environment, 2021, *Important climate change measures for South Africa adopted by Cabinet, 22 September 2021*. [https://www.dffe.gov.za/mediarelease/cabinetapproves\\_cop26sandc\\_climatechangebill](https://www.dffe.gov.za/mediarelease/cabinetapproves_cop26sandc_climatechangebill)

<sup>211</sup> <https://www.climatecommission.org.za/commissioners>

the transformation policy and strategy will be **aligned horizontally** (between the national departments) and **vertically** (from national, to provincial, and to municipality levels), and foresees a broad participative and inclusive approach. The PCC is an important and influential structure for the direction of climate change strategies and recognises the need to “protect those most vulnerable to climate change, including women, children, people with disabilities, the poor and the unemployed, and protect workers' jobs and livelihoods”.<sup>212</sup> Although dialogue around the issue is ongoing, by January 2022 the PCC has not yet developed detailed pathways for how to empower and protect those who run disproportionate risks of being affected by climate change due to their historically determined unequal position in society.



### **Recommendation:**

To avoid the evaporation of gender issues in the future implementation and enhance a gender responsive accountability of the Climate Change Act, **it is recommended that the Parliament mainstreams gender equality more explicitly in the current Bill** by amending the Climate Change Act to ensure that:

- Qualitative and quantitative information gathering takes place in a gender-responsive way using sex-disaggregated data where possible;
- Gender balance is pursued in consultation and decision-making processes;
- Action for climate change should tackle the root causes for inequality and promote women's and girl's leadership in a gender transformative approach;
- Gender equality targets are included in the performance assessment frameworks at all levels of implementation, monitoring and evaluation reporting on climate change.

It is recommended that the EU and other development partners support the Government and statutory bodies to develop the skills, tools and research frameworks to ensure that climate change policies/plans/strategies include a **gender impact assessment**, and **gender transformative measures** to enhance gender equality and the empowerment of all women and girls.

### **3.4. Food security**

South Africa is a country faced with significant food insecurity and hunger. The harmful economic structures created under apartheid still have an impact on poor families, in majority black Africans, who face overwhelming institutionalised challenges to get equal access to land ownership, housing, financial resources, employment and political representation. Black African women, who represent the majority among the poor, remain largely unrecognised by and excluded from equal access to the formal economy

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<sup>212</sup> Presidential Climate Commission (PCC), 2021, *Towards a just transition*. <https://www.climatecommission.org.za>



and are more affected by climate change and food insecurity. Despite their vulnerability to climate change, they can become a leading force in food security through **gender-transformative climate action**.

The Stats SA report from 2019 registered that 11.1% of women-led households reported hunger, compared to 9.7% of men-led households.<sup>213</sup> The Marginal Groups Indicator Report of 2019 indicates that on average 40.6% of the women-led households do not have any employed household member, compared to 22% of male-led households.<sup>214</sup> During the **COVID-19 pandemic, gender disparities were exacerbated**, particularly in two major areas: women-led households and greater unpaid care demands at home. Women-led households, by their very nature, are more likely to exist as lower-income households and are more vulnerable to extreme poverty.<sup>215</sup> A report on the Socio-Economic Impact Assessment of COVID-19 in South Africa, compiled by the United Nations Development Programme, found that **“households headed by casually employed, black African women, who had not completed secondary education, had a 73.5% chance of falling into poverty due to the coronavirus lockdown”**.<sup>216</sup>

COVID-19 has worsened food insecurity in South Africa and as of March 2021, an estimated 11.8 million South Africans were facing high levels of acute food insecurity.<sup>217</sup> Surveys conducted during COVID-19 showed that **during April and May 2021, about 2.3 million households reported child hunger**, and approximately **half of South Africans cannot afford a healthy diet**.<sup>218</sup> This is a gendered challenge, as the evidence showed that the majority of households involved in food production are women-led, and where possible, women try to shield children from hunger by going hungry themselves.<sup>219</sup>

**Climate change will have a profound impact on food security in South Africa**, because of its impacts on agriculture and water supply. Data from the general household survey of 2019 show that agriculture was the main source of food for 10.1% of households involved in agriculture in South Africa and an extra source of food in a further 75.4% of households. Provincially, more than 92% of households in Limpopo and 81.9% of households in Mpumalanga were engaged in agriculture to augment their existing sources of food. Unfortunately, these data were not sex-disaggregated.<sup>220</sup> This, in turn, is **likely to affect black women, children and older people most significantly**. According to Statistics South Africa (2019) 52.8% of households involved in agricultural activity are women-led. Yet more than half (50,9%) of households vulnerable to hunger in South Africa are women-led (2019). **Black African households**

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<sup>213</sup> Statistics South Africa, 2019, *Marginalised Groups Indicator Report*, report no. 03-19-05, Pretoria,

<sup>214</sup> Ibid.

<sup>215</sup> Parry, B.R., and Gordon, R., 2020, *The shadow pandemic: Inequitable gendered impacts of COVID-19 in South Africa*. Feminist Frontiers. <https://onlinelibrary.wiley.com/doi/epdf/10.1111/gwao.12565>

<sup>216</sup> Parry, B.R., and Gordon, R., 2020, Ibid.

<sup>217</sup> Integrated Food Security Phase Classification, 2021, *South Africa: Impact of COVID-19 on Food Security*. February 2021. [https://reliefweb.int/sites/reliefweb.int/files/resources/IPC\\_South\\_Africa\\_AcuteFoodInsec\\_2020Nov2021Mar\\_Report.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/IPC_South_Africa_AcuteFoodInsec_2020Nov2021Mar_Report.pdf)

<sup>218</sup> van der Berg, S, Patel, L, and Bridgman, G, 2021, *Food insecurity in South Africa: Evidence from NIDS-CRAM Wave 5*. NIDS-CRAM. <https://cramsury.org/wp-content/uploads/2021/07/13.-Van-der-Berg-S.-Patel-L-and-Bridgeman-G.-2021-Food-insecurity-in-South-Africa-%E2%80%93Evidence-from-NIDS-CRAM-Wave-5.pdf>

<sup>219</sup> van der Berg, S, Patel, L, and Bridgman, G (2021) , Ibid.

<sup>220</sup> Statistics South Africa, 2020, *General Household Survey, 2019*. Pretoria, Statistics South Africa.

<http://www.statssa.gov.za/publications/P0318/P03182019.pdf>

**made up the vast majority of households vulnerable to hunger (91.1%)** compared to 0.4% of Indian/Asian, 1.3% of White, and 7.3% of Coloured households.<sup>221</sup>

The Global Nutrition Report of 2021 reports that **stunting affects 21.4% of children under 5 years old**, and that South Africa has made no progress towards achieving the target for stunting. The prevalence of overweight children under 5 years of age is 11.6% and South Africa is 'on course' to prevent the figure from increasing.<sup>222</sup> Obesity is another problem related to **unhealthy food patterns** and corresponding diet-related non-communicable diseases. South Africa has shown no progress towards achieving the target for obesity, with an estimated **42.9% of adult (aged 18 years and over) women and 18.2% of adult men living with obesity**.<sup>223</sup>

Given the high level of acceptance of plant-based meat<sup>224</sup> and increasing demand expected for organic fruit and vegetables among the younger generations, this increases the viability of **new opportunities to improve food security and health by investing in organic food production, horticulture and food gardens by women farmers**. It will require a comprehensive policy with a participative approach, considerable investment to improve living conditions and reduce women's unpaid work burdens, and to ensure women farmers' access to land, to water, to finance, to technical training, and to new markets, as explained in the paragraph about agriculture in section 2 of this report.

Recently the Food and Agricultural Organisation (FAO) and UN Women rolled out a market support programme for women smallholder farmers on **Climate Smart Agriculture and Inclusive Value Chains**<sup>225</sup>, which is an approach that has been implemented successfully worldwide. The programme trains and equips women farmers with tools that will facilitate their active participation within agricultural value chains. Climate-Smart Agriculture (CSA)<sup>226</sup> is an innovative approach based on three pillars:

- sustainably increase agricultural productivity and incomes
- adapt and build resilience of people and agri-food systems to climate change
- reduce or, where possible, avoid green-house gas (GHG) emissions.

This success is underpinned by the five action points of CSA implementation, as formulated by the FAO.<sup>227</sup>

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<sup>221</sup> Statistics South Africa, 2019, *Marginalised Groups Indicator Report*. Pretoria, Statistics South Africa. <http://www.statssa.gov.za/publications/03-19-05/03-19-052019.pdf>

<sup>222</sup> Nutrition Accountability Framework (NAF), 2021, *Global Nutrition Report, Country Nutrition Profiles: South Africa*. <https://globalnutritionreport.org/resources/nutrition-profiles/africa/southern-africa/south-africa/>

<sup>223</sup> Nutrition Accountability Framework (NAF), 2021, *Ibid*.

<sup>224</sup> Szejda K, Stumpe M, Raal L and Tapscott CE, 2021, *South African Consumer Adoption of Plant-Based and Cultivated Meat: A Segmentation Study*. *Front. Sustain. Food Syst.* 5:744199. doi: 10.3389/fsufs.2021.744199 <https://www.frontiersin.org/articles/10.3389/fsufs.2021.744199/full>

<sup>225</sup> United Nations, South Africa, 2021, *FAO and UN Women supporting women on Climate Smart Agriculture and Inclusive Value Chains in South Africa*. Online Published 16 November 2021. <https://southafrica.un.org/en/158781-fao-and-un-women-supporting-women-climate-smart-agriculture-and-inclusive-value-chains-south>

<sup>226</sup> For more information on CSA, see *What is climate-smart agriculture?* <https://csa.guide/csa/what-is-climate-smart-agriculture>

<sup>227</sup> *Ibid*.

### 3.5. Early Warning Systems (EWS) and Disaster Risk Reduction (DRR)

Since the second half of the 1990s, South Africa's early warning systems and disaster risk reduction strategies have been reformed by the government, together with a range of stakeholders. This resulted in the promulgation of the **Disaster Management Act, 2002 (Act No. 57 of 2002)** that provided for:

- an integrated and coordinated disaster risk management policy that focuses on preventing or reducing the risk of disasters, mitigating the severity of disasters, preparedness, rapid and effective response to disasters and post-disaster recovery
- the establishment of national, provincial and municipal disaster management centres
- disaster risk management volunteers
- matters relating to these issues.<sup>228</sup>

The **National Disaster Management Centre**<sup>229</sup> (NDMC) is established in terms of Section 8 of the Disaster Management Act, 2002 (Act No 57 of 2002) to **coordinate disaster management** in South Africa<sup>230</sup>, with special emphasis on prevention and mitigation, by national, provincial and municipal organs of state, statutory functionaries, and other players involved in disaster management and communities. The **NDMC is part of the Department Cooperative Governance (DCOG)** and falls under the responsibility of the Minister of this Department.

The **National Disaster Management Framework** (NDMF)<sup>231</sup> is the legal instrument specified by the Act to establish a uniform and consistent disaster management approach across multiple interest groups. This management framework is structured along 4 key performance areas (KPA) and 3 supportive enablers (SEs) focused on achieving the goals set in the Disaster Management Act, each with their key performance indicators (KPI) to guide and monitor progress.

Unfortunately, **the complete disaster management framework is gender-blind**, which means that plenty of opportunities are overlooked that could increase the effectiveness and inclusiveness of disaster management. Below we summarise the KPAs and SEs and suggest some remedial adjustments to increase the gender-responsiveness of this disaster management framework.

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<sup>228</sup> Department Cooperative Governance: *Introduction: A policy framework for disaster risk management in South Africa*. <http://www.ndmc.gov.za/Documents/Legislation/framework.pdf>

<sup>229</sup> National Disaster Management Centre homepage: <http://www.ndmc.gov.za/Pages/Home-Page.aspx>

<sup>230</sup> National Disaster Management Centre is also responsible for the administration of the Fire Brigade Services Act, 1987 (Act No 99 of 1987).

<sup>231</sup> Department Cooperative Governance: *Introduction: A policy framework for disaster risk management in South Africa*. <http://www.ndmc.gov.za/Documents/Legislation/framework.pdf>

**Table 6. Suggestions for gender mainstreaming in South Africa’s disaster management framework**

Key Performance Areas (KPA) <sup>232</sup> Supportive Enablers (SEs)	Suggestions for gender mainstreaming to boost effectiveness of EWS and DRR
KPA 1: <b>Institutional arrangements</b> to implement disaster risk management at national, provincial, and municipal level, applying the principle of <b>cooperative governance</b> , and the involvement of all stakeholders. Description of processes and mechanisms for regional and international co-operative arrangements.	<ul style="list-style-type: none"> <li>• <b>Capacity building for gender-responsive implementation</b> at national, provincial, and municipal level</li> <li>• Alignment of the institutional arrangements with the <b>gender-transformative approach</b> of the UNFCCC, the GCF and UNDRR</li> <li>• A network of <b>Gender Focal Persons</b> in the disaster management institutional framework</li> </ul>
KPA 2: Disaster <b>risk assessment</b> and monitoring to set priorities, guide risk reduction action and <b>monitor</b> the effectiveness of our efforts. KPA 2 outlines the requirements for implementing disaster risk assessment and monitoring by organs of state within all spheres of government.	<ul style="list-style-type: none"> <li>• <b>Assess disaster risks with a gender lens</b>; commission gender analysis to inform priorities, to guide risk reduction in a gender-responsive way and to monitor effectiveness and inclusiveness.</li> <li>• Set <b>gender equality targets</b> for monitoring</li> <li>• Ensure the use of <b>sex-disaggregated data</b> by all state actors involved</li> </ul>
KPA 3: Introduces disaster risk management planning and implementation to inform developmentally oriented approaches, plans, programmes and projects that reduce disaster risks. KPA 3 addresses requirements for the alignment of disaster management frameworks and planning within all spheres of government. It also gives particular attention to the planning for and integration of the core risk reduction principles of prevention and mitigation into ongoing programmes and initiatives.	<ul style="list-style-type: none"> <li>• Include <b>gender transformative goals</b> in the requirements for disaster management and planning within all spheres of government</li> <li>• Establish <b>gender sensitive key performance indicators</b> to be applied in all spheres of government to measure and monitor disaster risks for both women and men in all their diversity.</li> <li>• Ensure <b>EWSs address unique barriers in disasters</b> faced by women and other marginalised gender groups</li> </ul>
KPA 4: Implementing priorities on disaster response and recovery and rehabilitation, through an integrated and co-ordinated policy that focuses on <b>rapid and effective response to disasters and post disaster recovery</b> .	<ul style="list-style-type: none"> <li>• Ensure that <b>women victims of disaster are equally favoured and benefit equally</b> from post-disaster response, recovery and rehabilitation.</li> <li>• Ensure <b>fair treatment</b> aimed at promoting gender equality outcomes from disaster recovery.</li> </ul>
SE 1: focuses on priorities related to the establishment of an integrated and comprehensive <b>information management and communication</b> system for disaster risk management. More specifically, it addresses the information and communication requirements of each KPA and Enablers 2 and 3 and emphasises the need to establish integrated communication links with all disaster risk management	<ul style="list-style-type: none"> <li>• Ensure <b>gender balance</b> in the information and communication team</li> <li>• <b>Pay systematic attention to gender issues</b> in each of the communications</li> <li>• Disseminate good practices of <b>gender transformative examples of DRR or gender aware EWS</b>.</li> </ul>

<sup>232</sup> The KPAs and SEs are retrieved from the policy framework for disaster risk management in South Africa. <http://www.ndmc.gov.za/Documents/Legislation/framework.pdf>

Key Performance Areas (KPA) <sup>232</sup> Supportive Enablers (SEs)	Suggestions for gender mainstreaming to boost effectiveness of EWS and DRR
role players in national, provincial and municipal spheres of government.	
SE 2: Disaster risk management priorities in <b>education, training, public awareness and research</b> . This enabler describes mechanisms for the development of education and training programmes for disaster risk management and associated professions and the incorporation of relevant aspects of disaster risk management in primary and secondary school curricula. It addresses requirements to promote and support a broad-based culture of risk avoidance through strengthened public awareness and responsibility. It also discusses priorities and mechanisms for supporting and developing a coherent and collaborative disaster risk research agenda.	<ul style="list-style-type: none"> <li>• <b>Avoid negative gender-stereotyping</b> in education materials and promote the roles and responsibilities of women and men, boys and girls to act as <b>aware, responsible and equal citizens</b>.</li> <li>• Develop <b>gender-mainstreamed toolkits</b> to train stakeholders in gender-responsive disaster risk management</li> <li>• Promote <b>public awareness</b> with a gender equality perspective</li> <li>• Give priority to research built upon <b>gender analyses at municipal, provincial and national level</b> to obtain a clear picture of the gendered disaster risks, and how to address them in a gender-responsive way.</li> </ul>
SE 3: Sets out the mechanisms for the funding of disaster risk management in South Africa	<ul style="list-style-type: none"> <li>• Ensure <b>Gender-Responsive Budgeting (GRB)</b></li> <li>• <b>Require a gender sensitive approach</b> as a condition for any funding proposal to be approved.</li> </ul>

### 3.6. Conclusions and recommendations

Worldwide empirical evidence has shown that women are disproportionately affected by disasters and by post-disaster situations. UN organisations that operate at the core of Climate Change and Disaster Risk Management are all committed to a clear gender equality policy.

South Africa's solid legal and policy framework to promote gender equality and women's empowerment is poorly reflected in the legal and policy frameworks for Climate Change and Disaster Risk Management. Nevertheless, there are opportunities for CSOs and other stakeholders to engage in the Presidential Climate Commission, and in the implementation of disaster management under the coordination of the National Disaster Management Centre.

#### **Recommendations:**

It is important that the voices are heard of those who run the highest risks in case of disasters, while they contributed the least to the causes of climate change, including marginalised women-led and child-led families, smallholders in the survival economy, men and women with disabilities, the poor and unemployed citizens in all their diversity.

We therefore recommend that the development partners, including the EUD to South Africa promote a gender equality perspective in South African's policies and practice to address climate change and disaster risks, by providing support to:

- Targeted actions that **increase the participation, empowerment and leadership of marginalised women and girls** (or their representatives) in the Presidential Climate Commission, and in the implementation of a disaster management framework at all levels (national, provincial, municipal).
- Actions by women's rights, youth, feminist, and gender aware environmental civil society organisations that **raise awareness, enhance research, lobby and advocate, and campaign to address gender issues** in the agenda for climate change, and in the management of early warning systems and disaster risk reduction.
- Actions to enhance **black women smallholder's access to financing mechanisms** to invest in access to land, technical training and access to new supply chains in the green economy, and to increase the community's resilience and social infrastructure (renewable energy, water, sanitation, childcare facilities, etc.).
- Actions to raise awareness about **gender-responsive, sustainable and healthy production and consumption of organic food** produced by women smallholders, such as Climate Smart Agriculture.
- Actions to support the implementation of **gender analysis at local level**, particularly on the ground with grassroot women's participation in areas where most of the poor population is concentrated, and support pilot actions informed by the gender analysis.
- Actions to support **gender capacity building in key ministries and statutory bodies** for climate change and disaster risk management.

These recommendations are aligned with the EU Gender Action Plan III (2021-2025), which recognises that women and girls who live in marginalised conditions are particularly affected by the impact of climate change and environmental degradation, and therefore supports actions to promote gender equality and women's empowerment in measures to mitigate impacts of climate change, to create resilience and a green and circular economy.

## Box 9: The Mogale Declaration: Living the Future Now

15 July 2018

We, women gathered here in Mogale, agree on the following principles that embody an African ecofeminist just transition for people and the planet. We will test, refine and build on these principles through a regional process that puts the voices, experiences and knowledge of poor and working-class African women at the centre. Together, we will define what just development and a fair transition from capitalist patriarchy to a different social and economic order would look like.

### Principles/practices which characterise an African Ecofeminist Just transition

1. Ecological balance – a harmonious co-existence with nature
2. Social and economic justice for all
3. Food sovereignty
4. Socialised renewable energy, which benefits women
5. Clean air and water
6. Valuing and reclaiming African traditional knowledge
7. Living simply and sharing
8. Living Ubuntu in our relations with each other and nature – ‘I am because you are’
9. Land, held as commons, to support human reproduction
10. Living well not better
11. Collective democratic horizontal leadership in our movements, organisations and collectives
12. Collective right to commons
13. No women should be left unorganised
14. Unifying struggles across rural & urban - walk together
15. Respect different forms of people’s resistance
16. Acknowledging, valuing, and redistributing care work
17. Participatory democracy
18. Individual and collective self-determination: ‘I am because we are’
19. Respect for community territories and customary rules of decision making/use
20. Right to basic services
21. Right to resources necessary for life (commons)
22. Respect for diversity
23. Solidarity with and between people in struggle
24. Right to say NO
25. Safe transport
26. Right to lives free of systematic violence

Source: <https://womin.africa/download/womin-just-transition-pamphlet/>

## Section 4: Water Sanitation and Hygiene (WASH)

South Africa is recognised as a **water-scarce country**. Research by Nhlanhla Mnisi<sup>233</sup> shows the different dimensions of water scarcity in South Africa, which are summarised in this paragraph. The annual precipitation of 450 mm is far below the world average of 860 mm per year. In some areas, there is severe **physical water scarcity** in the sense that there is not enough fresh water available for the needs of the population, as is the case in densely populated areas such as Gauteng and Western Cape. South Africa's water scarcity is exacerbated by climate change. **Climate-driven water scarcity** occurs when insufficient precipitation and high evaporation create low available stream run-off, or due to climate variability, recurrent droughts, and climate unpredictability. Additionally, there is **pollution-driven water scarcity**, which is the case when the quality of the available water has become unusable due to environmental degradation. This is caused by toxic substances trickling down in the groundwater or dumped into river systems, deforestation, or destruction of wetlands because of urbanisation, industrialisation, mining, agriculture, and accidental water pollution. Moreover, South Africa is facing **economic water scarcity**, caused by a lack of investment in infrastructure or technology to draw water from rivers, aquifers, or other water sources. Despite numerous projects and programmes initiated since 1994 to undo the **geospatial inequalities created by the apartheid system**, rural communities, small towns, rural provinces and townships with informal settlements remain inadequately serviced. **Water infrastructure delivery is still characterised by backlogs** for the black majority living in the largely rural areas along the Eastern seaboard in Eastern Cape and KwaZulu-Natal, and to a lesser extent in Limpopo. "The highest backlogs are observed in Ngquza Hill (81.7%), Port St Johns (81.3%) and Mbizana (77.8%). By contrast, municipalities such as Cape Town (0.2%), Drakenstein and Saldanha Bay (both 0.5%), and Witzenberg, and Sol Plaatjie (both 0.7%) barely registered any backlog".<sup>234</sup>

In addition to the backlog in the above-mentioned rural areas, there are about **10 million informal settlement residents in and around the major cities that have little or no access to water, sanitation, or electricity**. Data from the NGO Asivikelane<sup>235</sup> show the critical situation that residents of these settlements are facing, particularly women who are primarily responsible for collecting water. They must often wait in long queues several times a day to ensure that their households have enough water for drinking, cleaning, and cooking.<sup>236</sup> The figure below reflects how the apartheid system has created unequal distribution of water and sanitation services along geospatial racial structures. Under the apartheid system, the white minority benefited from investments in water and sanitation that provided a full level of service. The black majority was largely excluded and still represents the majority of unserved and underserved users, using a minimum amount of water per head, as reflected in the figure below.

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<sup>233</sup> Mnisi, N., 2020, *Water scarcity in South Africa: A result of physical or Economic Factors?* Published at Helen Suzman Foundation, January 15, 2020

<https://hsf.org.za/publications/hsf-briefs/water-scarcity-in-south-africa-a-result-of-physical-or-economic-factors>

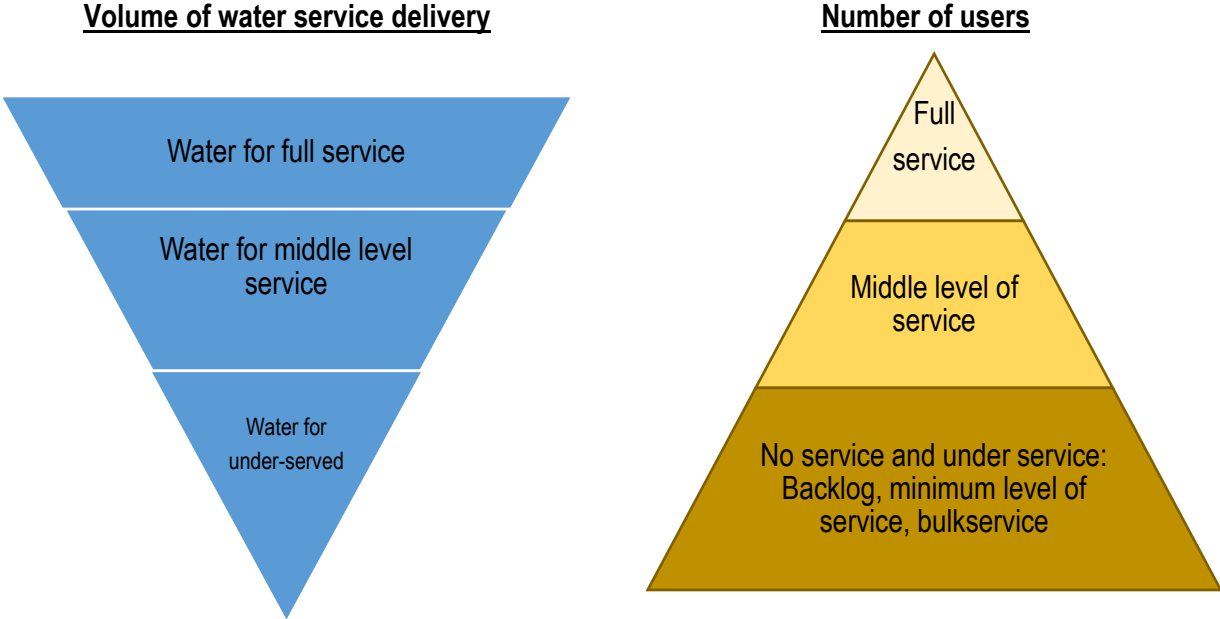
<sup>234</sup> Mnisi, N., 2020, *Water scarcity in South Africa: A result of physical or Economic Factors?* Ibid.

<sup>235</sup> Asivikelane (meaning in Zulu: 'Let's protect one another') is a national community-based initiative that monitors municipal service provision, and engages with more than 2 450 residents in 373 shack settlements. <https://asivikelane.org/about/>

<sup>236</sup> Oyeyemi, T., 2021, *Shack settlements need to be designed around women*. New Frame, News 2 Nov 2021. <https://www.newframe.com/shack-settlements-need-to-be-designed-around-women/>



**Figure 5. Availability and unequal distribution of water**



Source: Based on a figure from: Barbara van Koppen, 2020, *Water, Climate and the State*, Online presentation 30-11-2020, University of Texas at Austing, Strauss Centre for International Security and Law.

Access to safe and clean drinking water and sanitation is a fundamental human right that is essential for the full enjoyment of life and all human rights.<sup>237</sup> Access to clean water and sanitation is enshrined in Sustainable Development Goal 6, and it is also a critical gender issue. “It improves health, hygiene, sanitation, and security. It expands opportunities for women and girls to engage in education, training, and employment, as well as to improve farming, food production and other enterprises”.<sup>238</sup>

This section explores the gender perspectives in policies and practices of access to safe water, sanitation, and hygiene (WASH) in South Africa, and **how a gender sensitive approach to a green circular economy in the WASH sector can contribute to the looming water scarcity.**

**4.1. WASH policy and regulations**

South Africa has regulated water and sanitation in the Water Services Act (WSA, Act No. 108 of 1997) and the National Water Act (NWA, Act No. 36 of 1998) (South Africa, 1997; 1998b).

<sup>237</sup> United Nations, General Assembly, 2010, *The human right to water and sanitation*. Resolution adopted by the General Assembly on 28 July 2010. [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/64/292](https://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/64/292)

<sup>238</sup> European Commission, 2021, Gender Action Plan III and the Green Deal. GAO Briefing Note No. 3.

The **National Norms and Standards for Domestic Water and Sanitation Services (2017)**<sup>239</sup> sets out norms and standards for water and sanitation services based on international standards, covering institutional regulations, social, environmental and technical factors. The norms for water services cover water quality, water pressure, water metering and water tariffing. It distinguishes 5 levels of service delivery as shown in Table 7. Only a minority of the population in South Africa has achieved the top level of the water ladder and enjoys full provision of water services.

**Table 7. The water ladder of South Africa**

<p><b>Full level of service:</b> People access and pay for more than 90 L /c /d at high pressure</p>	<p><b>Full provision:</b> People access a minimum of 50 L /c /d of SANS241 quality water on demand at the boundary of the yard, metered and L. tariffed</p>
<p><b>Middle level of service:</b> People access and pay for 51 - 90 L /c /d at medium pressure</p>	<p><b>Upper provision:</b> People access a maximum of 90 L /c /d of SANS241 quality water from an improved source at the boundary of the yard, metered and tariffed.</p>
	<p><b>Intermediate provision:</b> People access more than 50 L/c /d but less than 90 L /c /d of SAN5241 quality water from an improved source at the boundary of the yard, metered and tariffed</p>
<p><b>Minimum level of service:</b> People access 25 -50 L /c /d at low to medium pressure, use of more than 25 L /c /d is paid for</p>	<p><b>Basic Plus provision:</b> People access more than 25 L /c /d but less than 50 L/c /d of SAN5241 quality water from an improved source at the boundary of the yard, metered and tariffed.</p>
	<p><b>Basic provision:</b> People access a minimum of 25L /c /d of SANS241 quality water from an improved source at the boundary of the yard, metered and tariffed.</p>
	<p><b>Free basic provision:</b> People access a minimum of 25L /c /d of SAN5241 quality water from an improved source at the boundary of the yard, metered.</p>
	<p><b>Intermittent provision:</b> People access a minimum of 1500L/household /week of acceptable quality water on a weekly basis within 100m, which is metered.</p>
<p><b>Bulk service:</b> Source of potable water to be provided to people, which is metered in all circumstances.</p>	
<p><b>No service/provision = backlog:</b> People access water from insecure or unimproved sources, or sources that are too distant, too time consuming or are of poor quality.</p>	

Source: South Africa, 2017, National Norms and Standards for Domestic Water and Sanitation Services.

In view of increasing water scarcity, the ‘National Norms and Standards for Domestic Water and Sanitation’ foresaw in 2017 the need for an ‘integrated water approach’, that entails a sustainable and holistic value chain of water supply from source to tap and from tap back to source. The document

<sup>239</sup> Department of Water and Sanitation, 2017, *National Norms and Standards for Domestic Water and Sanitation Services*. Government Gazette, 8 September 2017. <https://cer.org.za/wp-content/uploads/1997/12/National-norms-and-standards-for-domenstic-water-and-sanitation-services.pdf>

mentions several possibilities to be explored for the near future, including re-use and recycling of grey water, rainwater harvesting, innovative manufacturing processes with lower water needs than conventional methods and biological water purification. It also “highlights the need for a participatory approach to the development of greywater re-use norms and standards, as well as technologies, so that the water needs and concerns of the consumers are addressed”.<sup>240</sup> This situation has now become reality and an integrated water resources management (IWRM) system is required that promotes equitable access to at least middle level WASH service, while respecting eco-systems and the environment.

## 4.2. Decision-making and implementation in the WASH sector

**The national government Department of Water and Sanitation (DWS)** is responsible for the guidelines and monitoring of national water and sanitation policy implementation, the setting of criteria to guide subsidies, to provide minimum standards for water and sanitation services, and to monitor and regulate service provision. The minister, one of the two deputy ministers and the director general are men, whereas only one woman figures at the top as deputy minister.

At a parliamentary level, the **Portfolio Committee on Water and Sanitation** is chaired by a man, and membership of the committee is 60% female.<sup>241</sup>

**The Water Services Authority (WSA)** is responsible for adequate investments to ensure the progressive realisation of the right of all people to receive at least a basic level of water and sanitation services.

**The local government** is responsible for the local delivery of water and sanitation services as established in the Constitution. Responsibility for water supply and sanitation lies with 144 municipalities that are Water Services Authorities (WSAs). In 2018 the DWS suggested that least a third of WSAs are regarded as dysfunctional and more than 50% have no, or limited, technical staff.<sup>242</sup> This has implications on the capacity and resources of those responsible for water and sanitation to promote gender equitable approaches in their services.

**The National Council of Provinces Committee on Cooperative Governance and Traditional Affairs, Water and Sanitation and Human Settlements** is chaired by a man, and membership of the committee is 52.17% female.<sup>243</sup>

The Department of Water and Sanitation has **ten state-owned entities** that report to it. Of these, four have Boards that are majority female, and two further entities are governed by Boards with equal gender representation (Table 8).

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<sup>240</sup> Ibid.

<sup>241</sup> Parliamentary Monitoring Group, 2021, *Portfolio Committee on Water and Sanitation*. <https://pmg.org.za/committee/111/>

<sup>242</sup> Department of Water and Sanitation, 2018, National Water & Sanitation Master Plan: Water Security and Water Governance. Department of Water and Sanitation of South Africa.

<sup>243</sup> Parliamentary Monitoring Group, 2021, *Select Committee on Cooperative Governance and Traditional Affairs, Water and Sanitation and Human Settlements*. <https://pmg.org.za/committee/83/>

**Table 8. Gender Representation on State Owned Entity Boards reporting to the DWS**

Water Board	Male Board Members	Female Board Members	% Female
Rand Water (Gauteng) <sup>244</sup>	5	8	62
Umgeni Water (KZN) <sup>245</sup>	7	4	36.36
Overberg Water (Western Cape) <sup>246</sup>	6	4	40
Amatola (Eastern Cape) <sup>247</sup>	6	3	33.33
Bloem Water (Free State) <sup>248</sup>	5	5	50
Lepelle Northern Water (Limpopo) <sup>249</sup>	5	6	54.55
Magalies Water (North West) <sup>250</sup>	4	5	55.56
Mhlathuze Water (KwaZulu Natal) <sup>251</sup>	5	6	54.55
Sedibeng Water (Free State) <sup>252</sup>	7	3	30
Water Research Commission <sup>253</sup>	6	6	50

The Department of Water and Sanitation monitors the impacts of employment and development on the water sector as well as the impact of the Preferential Procurement Policy Framework. The Department is informed monthly about the extent to which companies owned by women are responding to invitations to tender.<sup>254</sup> The Department of Water and Sanitation offers bursaries to universities and technical schools to study in water and sanitation fields.<sup>255</sup>

<sup>244</sup> Rand Water, 2020, *2020 Integrated Annual Report*. Johannesburg, Rand Water.

[https://www.randwater.co.za/Annual%20Reports/Annual%20Reports/2019-2020%20Annual%20Reports/RANDWATER-%20ANNUAL%20REPORT%202019\\_20.pdf](https://www.randwater.co.za/Annual%20Reports/Annual%20Reports/2019-2020%20Annual%20Reports/RANDWATER-%20ANNUAL%20REPORT%202019_20.pdf)

<sup>245</sup> Umgeni Water, 2021, *Board of Directors*. <https://www.umgeni.co.za/board-of-directors/>

<sup>246</sup> Overberg Water, 2020, *2019/20 Annual Report*. <https://www.overbergwater.co.za/documents/OWB%20Annual%20Report.pdf>

<sup>247</sup> Amatola Water Board, 2019, *2018/19 Integrated Annual Report*

[http://www.amatolawater.co.za/files/documents/000/000/032/1596105760\\_eJfk9\\_Amatola-Water-AR--2018-19--20--April-2020.pdf](http://www.amatolawater.co.za/files/documents/000/000/032/1596105760_eJfk9_Amatola-Water-AR--2018-19--20--April-2020.pdf)

<sup>248</sup> Bloem Water, 2021, *The Board*. <https://www.bloemwater.co.za/the-board/>

<sup>249</sup> Lepelle Northern Water, 2021, *Board Members* <https://lepellewater.com/board-members/>

<sup>250</sup> Magalies Water, 2021, *Meet the Board*. <http://www.magalieswater.co.za/governance/meet-the-board/>

<sup>251</sup> Mhlathuze Water, 2019, *Board Members*. <https://www.mhlathuze.co.za/about/>

<sup>252</sup> Sedibeng Water, 2019, *Annual Report 2018/19*. Free State, Sedibeng Water. <http://new.sedibengwater.co.za/wp-content/uploads/2019/12/Final-Draft-SW-Annual-Report-2018-2019.pdf>

<sup>253</sup> Water Research Commission, 2020, *Annual Report 2019/20*. Pretoria, Water Resarch Commission.

<http://wrcwebsite.azurewebsites.net/mdocs-posts/annual-report-2020-final/>

<sup>254</sup> Global Water Partnership, 2021, *Advancing towards gender mainstreaming in water resources management*.

<https://www.gwp.org/globalassets/global/activities/act-on-sdg6/advancing-towards-gender-maintreaming-in-wrm---report.pdf> on Dec 2021

<sup>255</sup> World Bank, 2019, *Women in Water Utilities. Breaking Barriers*

<https://openknowledge.worldbank.org/bitstream/handle/10986/32319/140993.pdf?sequence=9&isAllowed=y> on 5 Dec 2021

At the level of implementation, one of the problems in South Africa is **structural underperformance** in terms of achieving the goals set for WASH. Despite investments of large amounts for infrastructure and for operational and maintenance costs, the majority of the population is still at the lowest levels of the water ladder and has few perspectives to move upwards. There are multiple reasons for this, including bureaucratic inefficiency, high costs of consultants and engineers for outsourced pre-feasibility and feasibility studies of large-scale centralised water and sanitation infrastructure, lack of funds to implement or finish these projects, underperformance of the contractors for operationalisation and maintenance of WASH installations, lack of control of the work of contractors, lack of accountability, and above all, lack of direct consultation and involvement of the users/beneficiaries. All these reasons are interrelated as is shown in the participative research coordinated by Prof. Barbara van Koppen<sup>256</sup>.

“Traditional bureaucratic financing mechanism for water management projects can cause municipalities to design poorly and spend quickly”.<sup>257</sup> In 2016, there was a large finance gap with respect to accomplishing WASH initiatives and only 56% of capital needs funded.<sup>258</sup> Moreover, there was a lack of investment in the operations and maintenance (O&M) of WASH initiatives, which led to increased projects not operating appropriately. “At the same time, as tendering is increasingly competitive, even competent tenderers tend to under-budget to win a bid. However, this backfires in the end when budgets are depleted but works are yet to be finished. This compounds a common tendency to use lower quality materials than promised. The logic of public spending as performance indicator, without checks and balances, also fuels allegations of corruption, if not real corruption, defined as the ‘allocation of public funds for personal gain’. Personal gains may include power in a political party. On the other hand: corrupt people have an interest in mal-functioning government structures”.<sup>259</sup>

Within this context, new approaches and very promising non-state initiatives are arising, such as the social audit network (SAN), and community-led Multiple Use Water Services (MUS), which will be presented further on.

### 4.3. Water, Sanitation and Hygiene: a gender issue

Availability of safe and adequate water supply and good sanitation facilities affect gender in several ways. Women and girls have major responsibility for collecting water, and it is often a repetitive process. Women and girls face risks in some cases when visiting the toilet or using open defecation sites. And women’s needs for water are greater during menstruation, pregnancy and childbearing. **Safe drinking water, adequate sanitation and hygiene facilities at home and in places of work and education are necessary for women and girls to lead safe, productive and healthy lives.** The norms and standards

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<sup>256</sup> The functioning of this traditional financing mechanism is explained in detail in: Van Koppen, B., et al, 2021, *Operationalizing Community-led water services for multiple uses in South Africa*. Report to the Water Research Commission. International Water Management Institute and Tsogang Water & Sanitation. WRC Report No. TT 840/20

<sup>257</sup> Van Koppen, B., et al, 2021, *Operationalizing Community-led water services for multiple uses in South Africa*. Report to the Water Research Commission. International Water Management Institute and Tsogang Water & Sanitation. WRC Report No. TT 840/20

<sup>258</sup> Fleifel, E., Martin, J., & Khalid, A, 2019, *Gender Specific Vulnerabilities to Water Insecurity* <https://ic-sd.org/wp-content/uploads/2019/11/eliana-fleifel.pdf> on 2 Dec 2021

<sup>259</sup> Van Koppen, B., et al, 2021. *Ibid.*

of the government for the WASH sector prohibit gender discrimination in the use and management of water.<sup>260</sup>

Gender values and roles shape the use, collection, and management of water. Women and girls have primary responsibility for **management of household water supply, sanitation, and health**. Rural women are **key food producers** in agriculture and possess knowledge of crop production, local biodiversity, soils, and water resources. Yet women continue to be excluded from decision-making processes about WASH in their communities. For example, in terms of irrigation, **a study in Kwa Zulu-Natal province showed inequitable access to water between women and men.**<sup>261</sup> Men accessed irrigation water more frequently than women, although the study does not explain the causal factors. For the women who access water, there was improved household welfare. The study suggests that equitable access to water could contribute to poverty reduction. It recommends the empowerment of women to assume leadership of water schemes.

In South Africa, the United Nations estimates that in poor rural households, women who fetch water and wood spend 25% less time in paid employment.<sup>262</sup> As of 2019, an estimated 3.3% of households in South Africa had to fetch water from rivers, streams, stagnant water pools, dams, wells and springs.<sup>263</sup> The poor rural areas that are not connected to the network of safe water distribution and are used to fetching their water from the rivers are struggling with **polluted and dry-falling rivers in periods of extreme drought**. In Africa, rural women spend 26% of their time collecting water.<sup>264</sup>

Poor access to appropriate water, sanitation, and hygiene (WASH) services can increase individuals' risks of violence. Cooking or doing laundry or using WASH facilities after dark puts women and girls (and some men and boys) at risk of harassment, sexual assault and rape. Lack of access to water may also contribute to tensions between husbands and wives, particularly in water-scarce or drought-affected areas.<sup>265</sup>

In informal urban settlements, water can be obtained from water points, where women often spend time waiting for their turn, which **limits the time available for finding a job**. "For those who are employed, collecting water is particularly burdensome. *'Sometimes it's not safe to fetch water late at night when I knock off from work, or early in the morning before going to work,'* said one resident. *'The time of the day matters as it affects our safety. Working moms need to find a way to collect enough water during the day.'*"<sup>266</sup> Therefore, having a job means running a higher risk of gender-based violence because of being forced to gather water in the darkness of the early hours in the morning or late at night.

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<sup>260</sup> Department of Water and Sanitation, 2017, *National Norms and Standard for Domestic Water and Sanitation Services* <https://cer.org.za/wp-content/uploads/1997/12/National-norms-and-standards-for-domestic-water-and-sanitation-services.pdf>

<sup>261</sup> Sinyolo, S. A.; Sikhulumile; Mudhara, M., & Ndinda, C, 2018, "Gender Differences in Water Access and Household Welfare among Smallholder Irrigators in Msinga Local Municipality, South Africa", *Journal of International Women's Studies*, 19(5), 129-146.

<sup>262</sup> UN Water, 2018, *Water and Gender*. [https://www.unwater.org/app/uploads/2018/10/WaterFacts\\_water\\_and\\_gender\\_sep2018.pdf](https://www.unwater.org/app/uploads/2018/10/WaterFacts_water_and_gender_sep2018.pdf)

<sup>263</sup> Statistics South Africa, 2020, *General Household Survey 2019*. Pretoria, Statistics South Africa.

<http://www.statssa.gov.za/publications/P0318/P03182019.pdf>

<sup>264</sup> *Water Aid (2021). Water is a woman's issue; Wateraid Factsheet.* <https://www.wateraid.org/search/wasearch>

<sup>265</sup> Humanitarian Practice Network, 2014, *Violence, Gender and WASH: a Practitioners Toolkit. Making Water, Sanitation and Hygiene Safer through Improved Programming.* <https://odihpn.org/magazine/violence-gender-and-wash-a-practitioners%C2%92-toolkit-making-water-sanitation-and-hygiene-safer-through-improved-programming/>

<sup>266</sup> Oyeyemi, T., 2021, *Shack settlements need to be designed around women*. New Frame, News 2 Nov 2021.

<https://www.newframe.com/shack-settlements-need-to-be-designed-around-women/>

Similarly, **women are mainly responsible for the provision of hygiene and sanitation.** Women are promoters, educators and leaders of home and community-based sanitation practices. However, **women's concerns are rarely addressed, as societal barriers** often restrict women's involvement in decisions regarding toilets, sanitation programmes and projects. Some studies show that access to water affected menstrual hygiene and recommend that access to water is important for menstrual hygiene.<sup>267</sup>

Lack of access to sanitary towels has an effect on **school attendance.** Within schools, a UNICEF survey showed that 78% of schools in South Africa have WASH facilities and there is monitoring of norms and standards for school infrastructure.<sup>268</sup> Kwazulu Natal and Gauteng provinces provide sanitary facilities in schools.<sup>269</sup> Taboos and myths associated with menstruation, especially in rural areas, could exclude women and girls from participating in cooking, ceremonies or social activities. Menstruation is associated with being unclean by some communities.<sup>270</sup>

In Kwazulu Natal, 14% of the students involved in a survey indicated that they were **uncomfortable attending school during menstruation because of the lack of water in the toilets.**<sup>271</sup> COVID-19 has had a devastating impact on women and girls because they bear the disproportionate burden of water collection, sanitation, hygiene, and family welfare.<sup>272</sup>

During water shortages and drought, women are most affected. In the city of Cape Town, the **townships are most hit by water shortages**, as some areas have not had water for a long time.<sup>273</sup> The exposure to violence, opportunity cost, disease, and female disempowerment contribute to water insecurity among

#### BOX 10: WASH in shack settlements

A young woman from a Cape Town shack settlement described the daily risk she faces: *"We become a target to get robbed. Robbers hide in toilets and it's worse at night. Crime takes place at the toilets because they're in isolated locations and far from homes, so there's no real surveillance."*

Walking to the toilet at night is dangerous and 84% of residents say there is not enough public lighting in their settlement. The toilet stalls are often poorly lit and many do not have locks on the doors. Women also face health hazards because the toilets are dirty and cleaned with harsh chemicals. *"These toilets are poorly serviced. There is the overspilling of sewage, which makes us more susceptible to infections,"* said one resident. Because young children need their mothers to accompany them to the toilet, these women use the communal toilets more frequently, increasing their exposure to risk.

Source: Oyeyemi, T., 2021, **Shack settlements need to be designed around women**

<sup>267</sup> Rossouw L, Ross H, 2021, "Understanding Period Poverty: Socio-Economic Inequalities in Menstrual Hygiene Management in Eight Low- and Middle-Income Countries", *International Journal of Environmental Research and Public Health*. 2021; 18(5):2571. <https://doi.org/10.3390/ijerph18052571>

<sup>268</sup> UNICEF (2018). *Scoping study of WASH in schools* <https://www.unicef.org/esa/media/4356/file/UNICEF-Wash-in-Schools-Scoping-Report.pdf> on 3 Dec 2021.

<sup>269</sup> Parliamentary Monitoring Group, 2021, *Sanitary Dignity Programme implementation* <https://pmg.org.za/committee-meeting/31883/> on 3 Dec 2021.

<sup>270</sup> Department of Women, Youth and People with Disabilities, 2019, *Sanitary Dignity Framework* <http://www.women.gov.za/images/Sanitary-Dignity-Framework---June-2019-9-07-2019-without-highlights.pdf> on 3 Dec 2021

<sup>271</sup> Oxfam, 2016, *Menstruation and Menstrual Hygiene Management in Selected Kwazulu-Natal Schools* <https://oxfamilibrary.openrepository.com/bitstream/handle/10546/611723/rr-menstrual-hygiene-south-africa-010516-en.pdf;jsessionid=4D8DAA41C688BCA4FB23AA117F6A9DCC?sequence=1> on 2 Dec 2021

<sup>272</sup> Saha, R., Kajal, F., Jahan, N., & Mushi, V., 2021, "Now or never: will COVID-19 bring about water and sanitation reform in Dharavi, Mumbai?". *Local Environment* 26:8, pages 923-929.

<sup>273</sup> Daily Maverick, 2021, *#CapeWaterGate: Women suffer the most in a time of drought* <https://www.dailymaverick.co.za/article/2018-03-09-capewatergate-women-suffer-the-most-in-a-time-of-drought/> on 2 Dec 2021

women and girls.<sup>274</sup> Cases of women being forced to flirt with workers from the water officials to avoid water disconnections have been reported in some areas.<sup>275</sup>

The communal **toilets provided by the municipalities to informal settlements are often badly placed, and safety for women and children, especially at night, becomes an issue.**<sup>276</sup> Women and girls are running the risk of being raped when visiting a communal toilet during the night. Some informal settlements still lack toilet facilities. In some township areas, the bucket system is still used. According to data from the NGO Asivikelane, 82% of residents share a toilet among five or more households, and 75% of the women feel unsafe using communal toilets at night, while 25% feel unsafe doing so during the day.<sup>277</sup> Given the political priority to reduce violence against women and girls, safe water and sanitary living conditions could make a great difference and **should be at the top of the political agenda.**

The lack of sufficient water and communal toilet access places residents at significant risk of infection during COVID-19, considering that toilets and water sources are shared by many residents.<sup>278</sup>

“Despite the vital roles women play in their communities and the dangers that they face, they are not consulted when it comes to making decisions related to municipal services. The policy framework for shack settlements in South Africa makes no mention of women’s needs and municipalities have not done enough to include women in the planning processes. This **gap in policy and practice has major repercussions for women’s welfare.** It is a missed opportunity for the government to achieve gender inclusion”.<sup>279</sup>

According to WaterAid, “**Lack of clean water and toilets costs sub-Saharan Africa around 5% of its Gross Domestic Product (GDP) every year.** The hours spent collecting water reduce the time women can spend earning money, growing food or caring for their families”.<sup>280</sup> The World Bank collected best practices in promoting gender in the water and sanitation sectors, which include creating recruitment pools to identify potential candidates, identifying opportunities for cross learning, supporting informal and formal mentorships, providing training in soft skills management and creating awareness to reduce stereotypes.<sup>281</sup> The following paragraph shows some of the good practices developed in South Africa.

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<sup>274</sup> Fleifel, E., Martin, J., & Khalid, A., 2019, *Gender Specific Vulnerabilities to Water Insecurity* <https://ic-sd.org/wp-content/uploads/2019/11/eliana-fleifel.pdf> on 2 Dec 2021

<sup>275</sup> Devex, 2021, *WASH facilities can prevent gender-based violence, experts say.* <https://www.devex.com/news/wash-facilities-can-prevent-gender-based-violence-experts-say-100228> on 3 Dec 2021.

<sup>276</sup> Plaas 2020, *Water and sanitation in the face of Covid-19 in Cape Town’s townships and informal settlements.* <https://www.plaas.org.za/water-and-sanitation-in-the-face-of-covid-19-in-cape-towns-townships-and-informal-settlements/> on 3 Dec 2021.

<sup>277</sup> Quoted from Oyeyemi, T., 2021, *Shack settlements need to be designed around women.* New Frame, News 2 Nov 2021. <https://www.newframe.com/shack-settlements-need-to-be-designed-around-women/>

<sup>278</sup> Plaas, 2020, *Water and sanitation in the face of Covid-19 in Cape Town’s townships and informal settlements.* <https://www.plaas.org.za/water-and-sanitation-in-the-face-of-covid-19-in-cape-towns-townships-and-informal-settlements/> on 3 Dec 2021.

Plaas (2020). *Water and sanitation in the face of Covid-19 in Cape Town’s townships and informal settlements.* <https://www.plaas.org.za/water-and-sanitation-in-the-face-of-covid-19-in-cape-towns-townships-and-informal-settlements/> on 3 Dec 2021.

<sup>279</sup> Oyeyemi, T., 2021, *Shack settlements need to be designed around women.* New Frame, News 2 Nov 2021. <https://www.newframe.com/shack-settlements-need-to-be-designed-around-women/>

<sup>280</sup> Water Aid, 2021, *Water is a woman’s issue;* Wateraid Factsheet. <https://www.wateraid.org/search/wasearch>

<sup>281</sup> World Bank 2019, *Women in Water Utilities. Breaking Barriers* <https://openknowledge.worldbank.org/bitstream/handle/10986/32319/140993.pdf?sequence=9&isAllowed=y> on 5 Dec 2021



#### 4.4. Good practices of an inclusive approach

Despite excellent legal and policy WASH frameworks and tremendous investments over the years in WASH service deliveries by the government of South Africa, the service levels are not increasing. In several municipalities WASH facilities are even crumbling due to dysfunctional municipal boreholes, lack of maintenance, indifference among community members, lack of trust in local authorities, illegal connection and vandalism. This calls for new approaches to overcome the many hindrances to effective implementation.

New strategies are being developed to overcome these obstacles and to restore trust between government and citizens by strengthening participative democracy at grassroot level and to increase transparency and accountability. In this paragraph we give two examples of good practice in WASH strategies that are replicable in different situations, one in urban areas and one in rural areas.

- a. **The Social Audit Network (SAN)** applied in the WASH-sector in informal urban settlements of the townships in South Africa
- b. **The community-led Multiple Use water Services (MUS)**, a participative strategy in the WASH-sector in poor rural communities in South Africa.

##### **Social Audit Network (SAN)**

The Social Audit Network (SAN) consists of a network of civil society organisations that cooperate to increase accountability. The social audit is a strong accountability tool for legitimate and effective forms of **community-based monitoring and participation** in South Africa. Since 2013, the SAN has been working with communities to hold the government and service providers accountable and to encourage community empowerment through skills transfer.<sup>282</sup> They bring members of the community together and train them in understanding governmental procedures, such as knowing how to read procurement documents that specify the obligations and tasks of the providers. They analyse the terms of reference (which seldom reflect an explicit gender equality perspective) to assess if they respond to the needs of the settlement on one hand, and if the provider has accomplished the required deliverables on the other. They undertake surveys to gather the opinions of the residents and bring all the information together in a social audit report that will be discussed with the local authorities, with the aim to improve future public service delivery and to hold the authorities and the providers accountable.

The SAN works around several public services, including WASH issues, among informal settlement residents in South Africa's major cities who face severe basic service shortages. "An estimated 40% of municipal services in shack settlements are provided through contractors, which the municipalities appoint through a procurement process. The tender specifications for these contracts determine the type and location of services delivered, and residents are rarely included in this process".<sup>283</sup>

This process leads to outcomes that do not respond to women's and girls' needs. "The benefits of consulting these women would be far-reaching, because **shack settlements designed for women are**

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<sup>282</sup> Video showing the impact of social audits are available here: <https://socialaudits.org.za/videos-2/>

<sup>283</sup> Oyeyemi, T., 2021, *Shack settlements need to be designed around women*. Ibid.

**safer and healthier for all residents**".<sup>284</sup> Women know where to place taps, toilets and public lighting to increase safety, how to create awareness among boys and men to respect women and girls and do their part of leaving the facilities clean after using them, and how to organise maintenance and hygiene for healthy access to municipal services without interruptions. "This process also strengthens women's agency and could address some of the gender inequalities linked to urban poverty".<sup>285</sup> Data from the NGO Asivikelane show that **women want to engage with the government on these decisions**, and about 70% of residents engaged in WASH social audit activities are women.<sup>286</sup>

### **The community-led Multiple Use water Services (MUS)**

The community-led Multiple Use water Services (MUS) project was initiated in 2016 and completed successfully in 2020 with water provision to 6 rural communities located in two of South Africa's poorest districts, Sekhukhune District Municipality (SDM) and Vhembe District Municipality (VDM) in Limpopo Province.<sup>287</sup> The local government advised on the selection of six communities that represent wide diversity in population sizes, geo-hydrology of both surface and groundwater sources, socio-economic conditions, types of water infrastructure and service levels.<sup>288</sup> The project's aim was to plan and provide water services through a participative strategy of self-supply for multiple uses as identified by the community (consumption, domestic, schools, irrigation, livestock) and coordinated across government departments. The objectives were achieved in all communities. A replicable model is described in the final report of the Water Research Commission (WRC).<sup>289</sup>

The MUS project built on the knowledge and wisdom of the community's self-supply systems and was aimed at mobilising and supporting communities' innovative water wisdom in managing multiple water sources and public and private infrastructure for self-supply to meet domestic and productive needs, through community-led water services planning, design and construction. The community remains in the driver's seat during planning and implementation. During the process they receive external technical support, capacity building and funds for materials and labour according to their needs established during the process. **Materials were bought locally**, which stimulated the local economy, and mostly saved money in comparison to procurement procedures that often overbudget materials. "Community decision-making and external support remain two sides of the coin in forms of '**co-management**', in which **government and communities each have well defined roles and responsibilities**. As duty bearer to ensure Free Basic Water for all, South Africa's government remains key. Communities see their own initiatives, in particular self-supply, as being done 'on behalf of government'. After all, 'we as the people ARE the government'. 'We are together'. '**We first did our own thing and now invite government for further support**'. 'We are ready'".<sup>290</sup>

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<sup>284</sup> Oyeyemi, T., 2021, *Shack settlements need to be designed around women*. Ibid.

<sup>285</sup> Oyeyemi, T., 2021, *Shack settlements need to be designed around women*. Ibid.

<sup>286</sup> Van Koppen, B., et al, 2021, Ibid.

<sup>287</sup> The project was implemented in the following 6 communities: In SDM: Ga-Mokgotho, Ga Moela and Phiring in SDM. In VDM: Tshakhuma, Khalavha and Ha Gumbu.

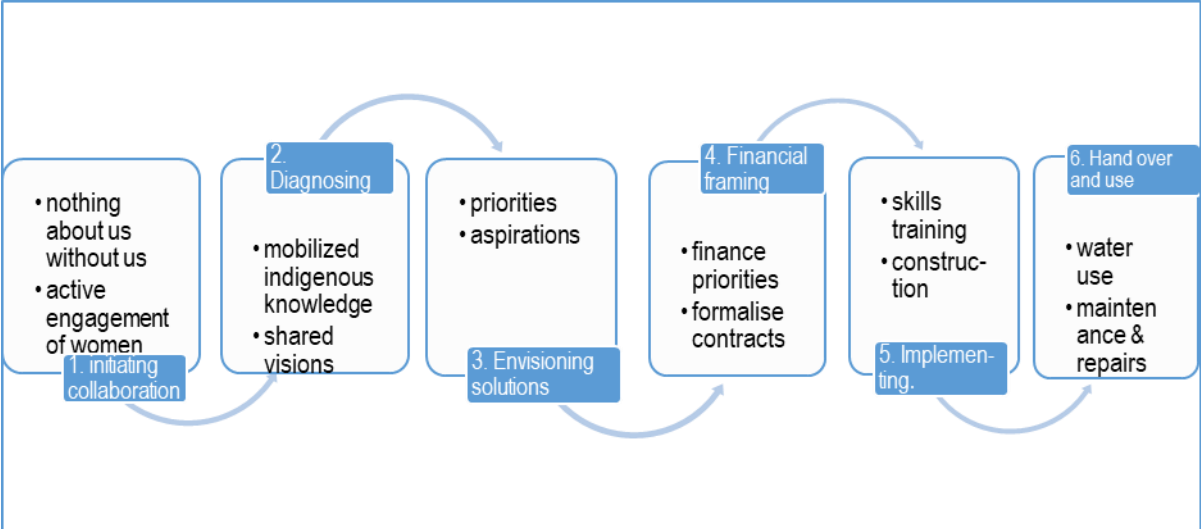
<sup>288</sup> Van Koppen, B., et al, 2021, *Operationalizing Community-led water services for multiple uses in South Africa*. Report to the Water Research Commission. International Water Management Institute and Tsogang Water & Sanitation. WRC Report No. TT 840/20

<sup>289</sup> Ibid.

<sup>290</sup> Van Koppen, B., et al, 2021, Ibid, page v.

The community-led MUS-model that resulted from this project in different communities consists of 6 steps, as shown in the figure below.

**Figure 6. Six-Steps Model of Community-led Multiple Water Use Services (MUS)**



Source: Based on: Van Koppen, B., et al, 2021, Operationalizing Community-led water services for multiple uses in South Africa. Report to the Water Research Commission. International Water Management Institute and Tsogang Water & Sanitation. WRC Report No. TT 840/20.

4.5. Conclusion and recommendations

South Africa’s water scarcity has been exacerbated by climate change and environmental degradation, creating new challenges to ensure safe drinking water, sanitation and health for the entire population. Despite comprehensive and human rights-based legal and policy frameworks for the WASH sector, and despite the huge amounts invested in the WASH infrastructure since 1994, the majority of the population is still at the lowest levels of the water ladder, particularly rural communities, small towns, rural provinces and townships with informal settlements. Overcoming the geospatial inequalities created in the past history of apartheid is a tremendous challenge.

At the core of this problem is the gap between duty bearers and right holders in South Africa, where grassroots women are excluded from being heard due to a patriarchal culture. Although women are represented in most decision-making governmental structures in the WASH sector, and women-owned businesses are included among selected providers for WASH infrastructure, women’s voices from the grassroots level are insufficiently heard or taken into consideration. As a result, women’s points of view are not considered in WASH investments and these investments do not respond to women’s specific needs. The available WASH infrastructures are insufficient and cause many risks for poor women, affecting their health and safety and that of their children, increasing their unpaid work burdens, and reducing their opportunities to study, to find a job, or to produce food.

In the past decade, the civil society in South Africa developed new strategies to overcome these obstacles, to empower grassroots women and make their voices heard, and to restore trust between government and citizens by strengthening bottom-up participative democracy and increasing transparency and accountability. Two good practices in the WASH sector are: the Social Audit Network (SAN) and the community-led Multiple Use water Services (MUS).

### **Recommendations:**

The gaps in the WASH sector where the European and other development partners in South Africa could contribute, and which are aligned with both South Africa's gender policy and the GAP-III, are the following:

- Support actions to **ensure the rights of girls and women to safe water and sanitation**, such as initiatives that:
  - visualise and recognise women's contributions to water and sanitation;
  - raise awareness about women's and girls' specific needs and interests in the WASH sector;
  - address gender stereotyping that undermines women's empowerment;
  - address taboos and negative stigmas associated with menstruation;
  - advocacy for universal provision of sanitary pads in schools, vocational training centres, universities, governmental institutions, health centres and in companies.
- Support actions of CSOs or local governments to **reduce women's unpaid burdens in the WASH sector**, such as activities that ensure grassroots women's participation in
  - water policy development, planning, implementation, and monitoring, including in discussions on investments in WASH infrastructure;
  - safety and risk reduction;
  - water tariffing;
  - cleaning and maintenance of WASH infrastructure;
  - multiple use of water, recycling and re-use of wastewater; and
  - water-related data collection.
- Actions to support **women's leadership** on water boards and committees and in local governance.
- Actions to strengthen the use of **Social Auditing in the WASH sector**.
- Actions to enhance a gender-aware replication of the model of **community-led Multiple Use water Services**, ensuring equitable access of women to water for consume, household, small scale farming, livestock and horticulture farming through rainwater harvesting, wastewater recycling, maintenance of related infrastructure and sustainable and water-efficient irrigation systems.

## Section 5: Sustainable Urban Development

South Africa is urbanising rapidly, with **two thirds of the population currently living in cities** (mostly in urban hubs) and it is projected that this will reach 74% by 2035, primarily in cities with more than 1 million people.<sup>291</sup> This will put significant pressure on the land, basic infrastructure and services that these cities provide. While South African cities have been the drivers of growth (generating almost two-thirds of the country's economic activity and just over half of national employment),<sup>292</sup> the legacy of apartheid continues to entrench urban inequality as apartheid spatial design is ingrained in South African urban society, with South African cities among the most polarised places in the world.<sup>293</sup> **The spatial configuration of South African cities perpetuates poverty**, as cities are characterised by areas of extreme wealth, spatial isolation and high levels of poverty, which combine with ongoing discrimination based on race, nationality, religion, gender, sexual orientation and ethnicity.<sup>294</sup> The transformation of South African urban spaces into cities that allow equal access to urban resources, irrespective of race, gender or class is a persistent struggle.<sup>295</sup>

### 5.1. The gender impact of cities designed and planned by men under patriarchy

Women continue to experience increasing, deepening poverty due to socio-economic factors such as the gendered division of labour in the household, the low value accorded to women's work, and the associated clustering of women in low-paid jobs. As a result, women have less economic power than men, which impacts their ability to access city services and to grow productive resources (social and financial). South Africa's low levels of economic growth (occurring mostly in cities) and subsequent lack of employment opportunities disproportionately impacts on women as unemployment rates amongst men are substantially lower than those of women (the rate of unemployment among women was at 48.7%, compared to 40.6% for men (expanded definition) in the 2nd quarter of 2021.<sup>296</sup> In addition, the largest contributor to overall income inequality comes from the labour market, where women workers earn approximately 30% less, on average, than male workers.<sup>297</sup> In 2019, over 40% of South African households were headed by women, and although this is slightly lower in urbanised provinces (Gauteng 34%, Western Cape 38%) it has a significant impact on the welfare of children and further entrenches poverty.<sup>298</sup>

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<sup>291</sup> Coalitions for urban transitions, 2021, *Seizing South Africa's Urban Opportunity*. [https://urbantransitions.global/wp-content/uploads/2021/08/Seizing\\_South\\_Africas\\_Urban\\_Opportunity\\_v3.pdf](https://urbantransitions.global/wp-content/uploads/2021/08/Seizing_South_Africas_Urban_Opportunity_v3.pdf) on 25.01.2022

<sup>292</sup> SACN, 2016, *State of South African Cities Report 2016*. <https://www.sacities.net/wp-content/uploads/2020/09/SoCR16-Main-Report-online.pdf> on 25.01.2022

<sup>293</sup> Solène Baffi, Ivan Turok, Céline Vacchiani-Marcuzzo, 2018, *The South African Urban System* <https://halshs.archives-ouvertes.fr/halshs-01774707/document> on 27.01.2022

<sup>294</sup> Coalitions for urban transitions, 2021, *Seizing South Africa's Urban Opportunity*. [https://urbantransitions.global/wp-content/uploads/2021/08/Seizing\\_South\\_Africas\\_Urban\\_Opportunity\\_v3.pdf](https://urbantransitions.global/wp-content/uploads/2021/08/Seizing_South_Africas_Urban_Opportunity_v3.pdf) on 25.01.2022

<sup>295</sup> Coalitions for urban transitions, 2021, *Seizing South Africa's Urban Opportunity*. [https://urbantransitions.global/wp-content/uploads/2021/08/Seizing\\_South\\_Africas\\_Urban\\_Opportunity\\_v3.pdf](https://urbantransitions.global/wp-content/uploads/2021/08/Seizing_South_Africas_Urban_Opportunity_v3.pdf) on 25.01.2022

<sup>296</sup> StatsSA, 2021, *South African labour market is more favourable to men*. <http://www.statssa.gov.za/?p=14606#:~:text=Women%20accounted%20for%2043%2C4,Elementary%20and%20Domestic%20work%20occupations,on> 28.01.2022.

<sup>297</sup> Stats SA, 2020, *How unequal is South Africa?* <http://www.statssa.gov.za/?p=12930> on 26.1.2022

<sup>298</sup> Statista, 2021, *Distribution of female-headed households in South Africa 2019, by province*. <https://www.statista.com/statistics/1114301/distribution-of-female-headed-households-in-south-africa-by-province/> on 26.01.2022

Cities have historically been planned and designed for men and by men, and as a result reflect traditional gender roles and divisions of labour.<sup>299</sup> Key factors of the built urban environment that are related to access, mobility, safety and freedom from violence, health and hygiene, climate resilience, and security of tenure results in disproportionate burdens for women, thereby further exacerbating and reinforcing existing gender inequities. Women are faced with challenges ranging from transportation services that prioritise commuting over caregiving, to the lack of lighting and toilets in public spaces, and many feel unsafe in the urban environment. These issues stem largely from the absence of women, girls, and sexual and gender minorities in modern planning and design decisions, leading to assumptions around their needs and the encoding of traditional gender roles within the built environment.<sup>300</sup> Gender biases in the built environment contribute to gendered social and economic inequities, feeding into the systemic oppression of women, girls, sexual and gender minorities, and those with disabilities. Faced with this kind of built environment, women often<sup>301</sup>:

- Struggle to access employment, education and other basic human rights;
- Struggle to accumulate financial resources and wealth and achieve economic independence;
- Spend more on basic services (transport, electricity, water, sanitation, housing etc.);
- Have fewer social freedoms — constraining them from building social networks to cope with risk, stress and shock;
- Struggle to exercise agency in public decision-making (including decisions that shape the built environment).

If national and local planning and design processes become more gender-inclusive, and the built environment more accessible, connected, safe, healthy, climate resilient and secure, then women, girls, and sexual and gender minorities of all ages and abilities will make significant economic and social gains, contribute to sustainable development and benefit socially and economically from the green transition.

## 5.2. The urban development legal and policy landscape

South Africa has a three-tiered system of government (national, provincial, and local) that functions both in an interdependent and interrelated way. Local municipalities, as the lowest tier, have the right to govern the affairs of local communities, subject to provincial and national legislation.

**Spatial Planning and Land Use Management Act 16 of 2013 (SPLUMA)** is national legislation that aims to provide a uniform framework relating to the establishment of policies and systems for planning and land use management across South Africa. The Act creates a normative framework comprising five development principles that aims to interpret planning concepts within a developmental context and applies to the spatial development frameworks (SDFs) of cities, land-use management systems (LUMS) and development practices. SPLUMA has an emphasis on redress for previously disadvantaged groups, forces cities to confront past patterns of development and mandates public consultation.

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<sup>299</sup> World Bank, 2020, *Handbook for gender-inclusive urban planning and design*.  
<https://openknowledge.worldbank.org/bitstream/handle/10986/33197/145305.pdf> on the 27.01.2022

<sup>300</sup> World Bank, 2020, *Ibid*.

<sup>301</sup> World Bank, 2020, *Ibid*.

Urban planning and development in South Africa is guided by the **Integrated Urban Development Framework (IUDF)** that provides the government's policy position to guide the future growth and management of urban areas. It aims to develop inclusive, resilient and liveable urban settlements, while addressing the unique conditions and challenges facing South Africa's cities and towns to become more inclusive, resource efficient and good places in which to live, work, shop and play, as per the vision outlined in the National Development Plan (NDP).<sup>302</sup> The IUDF responds to **SDG 11**: Making cities and human settlements inclusive, safe, resilient and sustainable and has four overall strategic goals focused on spatial integration, inclusion and access, growth and governance.

**Municipalities acquire their power from the Constitution** of the Republic of South Africa, 1996<sup>303</sup> to provide a broad range of services in a sustainable manner to:

- a) Provide democratic and accountable government for local communities;
- b) Ensure the provision of services to communities in a sustainable manner;
- c) Promote social and economic development;
- d) Promote a safe and healthy environment; and
- e) Encourage the involvement of community organisations in the matters of local government.

There are **three distinct categories of municipalities in South Africa**; namely:

- metropolitan municipalities that have exclusive authority to administer and make rules in their area (8 in South Africa);
- local municipalities that share the authority in their area with the district municipality of the district in which they fall (226 in South Africa);
- district municipalities that have authority to administer and make rules in an area that includes more than one local municipality (44 in South Africa).

The infrastructure planning function for urban development occurs at a local level (municipal level). Municipalities are tasked with providing basic services and development within their areas of control as set out in the **Municipal Indigent Policy (2005)** which ensures the provision of free monthly basic services to households (particularly indigent) with reticulated water (six kilolitres of water); electricity (50kWh); sanitation, sewerage, and refuse removal (R50 worth).

In a recent municipal census, it was found that the number of consumer units receiving services from municipalities increased between 2018 and 2019 in provision of sewerage and sanitation (7.6%), followed by solid waste management (5.8%), water (5.2%) and electricity (4.2%).<sup>304</sup>

South Africa has a progressive legal and policy framework that governs **the right to housing** (South African Constitution Section 26 defines the right of all people to have "access to adequate housing") and established **state-subsidised housing programmes to redress the legacy of apartheid** and grant

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<sup>302</sup> CoGTA, 2016, *Integrated Urban Development Framework: A new deal for South African cities and towns* [https://www.africancentreforcities.net/wp-content/uploads/2017/05/IUDF-2016\\_WEB-min.pdf](https://www.africancentreforcities.net/wp-content/uploads/2017/05/IUDF-2016_WEB-min.pdf) on the 27.01.2022

<sup>303</sup> Republic of South Africa, 1996, Constitution of the Republic of South Africa (1996). <https://www.justice.gov.za/legislation/constitution/saconstitution-web-eng.pdf>

<sup>304</sup> StatsSA, 2021, *Municipalities service delivery, bucket toilets and gender representation*. <http://www.statssa.gov.za/?p=14178>

eligible beneficiaries a variety of state-subsidised housing options (one of the largest state housing programmes in the world). Since 1994, 3.3 million state-subsidised low-cost homes have been built (56% have gone to women, rising to 70% in some areas),<sup>305</sup> yet shanty towns have mushroomed around cities as the state programme failed to keep pace with soaring population growth.<sup>306</sup>

The UN Habitat III Pretoria Declaration on Informal Settlement Upgrading (2016) recognises that the challenge of informal settlements must be tackled through an integrated approach to sustainable urban development – integrating national policy frameworks, legal, financial resources and spatial issues.<sup>307</sup> There are increasing opportunities for women-owned construction companies in the delivery of the human settlement value chain. The **Department of Human Settlements** has a gender mainstreaming approach to sector transformation and the empowerment of women and youth; this includes a 40% budget allocated to women owned businesses, partnerships with women’s empowerment programmes and stakeholders, training for women in Plumbing Skills; Innovative Building Technologies; Housing Development Value Chain; Material Estimation; Storm Water; Technical Homebuilding Skills; and Occupational Health and Safety.<sup>308</sup>

By 2018, 25.6%<sup>309</sup> of South Africa’s urban population was living in informal housing settlements or “shacks”, which are generally built poorly out of tin and other materials (increase from 23% in 2014). Informal settlements in South Africa are characterised by profound inequalities in access to basic services (water, sanitation, and electricity), environmental degradation (air, water soil and traffic pollution), housing built on unsuitable land (low lying areas exposed to the threat of flooding, desertification, contaminants from nearby industrial plants, acid mine drainage etc.), deficient basic infrastructure and services (poorly maintained roads, little or no public transport, public lighting, recreational areas, parks and gardens, etc.) and scarce job opportunities. The gendered division of labour and the gendered roles and responsibilities that women play in the family and in the upbringing of children are being burdened with an ever-greater share of daily responsibilities, poverty, marginalization and increasing social exclusion and escalating violence. Poor services from government also impact women more severely and the impact of the lack of services is felt strongly in urban human informal settlements.<sup>310</sup>

Urban spaces represent the nexus and implementation of the SDGs, and Local Governments in South Africa are increasingly aligning local development plans with the SDGs.<sup>311</sup> This is being promoted and supported by the South African Local Government Association (SALGA) and the South African Cities Network. An example of this is in eThekweni, South Africa, where the alignment of the 2030 Agenda with

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<sup>305</sup> The Conversation, 2019, *Affordable housing proves life-changing for the urban poor-but poses unexpected risks for women*. <https://theconversation.com/affordable-housing-proves-life-changing-for-the-urban-poor-but-poses-unexpected-risks-for-women-125351> on 28.01.2022

<sup>306</sup> Marutlulle, NK, 2021, *A critical analysis of housing inadequacy in South Africa and its ramifications*

<sup>307</sup> UN, 2016, Pretoria Declaration for Habitat II “Informal Settlements”. <http://uploads.habitat3.org/hb3/The-Pretoria-Declaration.pdf> on 28.01.2022

<sup>308</sup> DHS, 2021, 2020 – 2021 Human Settlements Annual Report.

<sup>309</sup> World Bank, 2018, Population living in slums (% of urban population) South Africa.

<https://data.worldbank.org/indicator/EN.POP.SLUM.UR.ZS?locations=ZA> on the 27.01.2022

<sup>310</sup> Department of Women Youth and Persons with Disabilities, 2019, *South Africa’s report on the progress made on the implementation of the Beijing Platform for Action*.

<sup>311</sup> [https://unhabitat.org/sites/default/files/2020/10/wcr\\_2020\\_report.pdf](https://unhabitat.org/sites/default/files/2020/10/wcr_2020_report.pdf)



the metropolitan plan was carried out using a bottom-up approach as part of the city's strategic approach to sustainability and has focused on four main pillars: human rights, people, the planet and prosperity.

**Integrated Development Planning (IDP)** is a government-initiated process that municipalities follow in the preparation of strategic plans for development. It is a participatory approach to planning that involves the entire municipality and its citizens and thereby aims to achieve good long-term development.

**BOX 11: Gender Mainstreaming in IDP processes (GM-IDP) Checklist.**

A checklist for effective implementation of gender mainstreaming in Integrated Development Plan processes was developed for players involved in the development and implementation of IDP's in South Africa.

Source: Vyas-Doorgapersad (2016) *Gender Mainstreaming in Integrated Development Plans: The South African Context.*

The Government of South Africa has established **Renewable Energy Development Zones (REDZ)**, **Industrial Development Zones (IDZ)** and **Special Economic Zones (SEZs)**, which are linked to cities and are geographically designated areas that are set aside for specifically targeted economic activities, supported through special arrangements (that may include laws) and systems that are often different from those that apply in the rest of the country.<sup>312</sup> These Zones have differentiated focuses, with the majority focused on elements of **stimulating innovation and economic activity for the green transition**. Many South African municipalities have development strategies linked to these Zones that focus on transitioning to low-carbon and resource efficient cities (e.g. Durban, City of Tshwane, City of Joburg, City of Cape Town) and spatial development frameworks (SDFs) and Integrated Development Plans (IDPs) are also used to support the transition to sustainable cities<sup>313</sup>; however **gender is not adequately mainstreamed in these local development strategies and often ignores crucial issues** such as women's empowerment, gender-based violence, employment, climate change and security. Additionally, the practical aspects of **gender participation in policymaking processes are weak**.<sup>314</sup>

The Government of South Africa is currently implementing an alternative approach to local economic development through a **District Development Model (DDM)** that aims to address current service delivery challenges, localised procurement and job creation and support local businesses that involves communities. The District Development Model (DDM) is an operational model for improving **cooperative governance** aimed at building a capable, ethical developmental state and embodies an approach by which the three spheres of government work in unison in an impact-oriented way, and where there is higher performance and accountability for coherent

**BOX 12: Cooperative Governance**

An example of collaboration between provincial and local government to support women's economic empowerment and municipal IDPs. These initiatives include the creation of employment opportunities through the Expanded Public Works Programme where 62% of the beneficiaries are women, Broad Based Black Economic Empowerment Procurement targets and integration.

<sup>312</sup> Website: <http://www.thedtic.gov.za/sectors-and-services-2/industrial-development/special-economic-zones/>

<sup>313</sup> South African Cities Network, 2015, *Sustainable Cities Report. A summary of cities' vulnerability as they transition towards sustainability.*

<sup>314</sup> Vyas-Doorgapersad, 2016, *Gender Mainstreaming in Integrated Development Plans: The South African Context.* <https://ujcontent.uj.ac.za/vital/access/services/Download/uj:24966/SOURCE1> on 27.01.2022

service delivery and development outcomes.<sup>315</sup> DDM is a method of government operating in unison, focusing on the municipal district and metropolitan spaces as the impact areas of joint planning, budgeting, and implementation.<sup>316</sup>

### 5.3. Gender responsive capacities of local government for sustainable urban development

The Commission for Gender Equality (CGE) identified ongoing **challenges to gender mainstreaming in municipalities**, including: skills gap (understanding of gender mainstreaming approaches), representation of women is still minimal in decision making positions, a lack of gender transformation policies and plans, an uncoordinated provincial gender machinery, the lack of an enabling environment that promotes women, youth and people with disabilities and non-gender conforming individuals.<sup>317</sup> Corresponding **recommendations are also articulated by the CGE**, for example: gender equality and women's empowerment should be clear in public policy documents, clear targets, time frames and clearly defined indicators of success (such as public procurement targets), effective public information dissemination programmes and initiatives targeting specific intended beneficiaries (such as supplier development).

Institutional capacity and oversight in gender at a local level is present both in SALGA and CoGTA. Both organisations in the main support equal representation in municipal workplace and in civic representation bodies (often with support from other organisations such as the Commission for Gender Equality). This includes **SALGA Women's Commission** with a primary mandate for women's representation in government structures. SALGA has a skills unit linked to the different SETAs with a 'women in local government' programme with the Nelson Mandela school of leadership targeting councillors and officials (introduced in 2020). However, SALGA Women's Commission also works in supporting inclusivity in the cluster of planning, climate change and environmental management (though the Multiparty Women's Caucus). **CoGTA also has a strong role to play in promoting gender equality in its support for municipal governance**, for example, in the implementation of Municipal Integrated Development Plans (MIDPs). In a brief review of MIDPs, the focus for promoting gender equality is on preventing GBV and women's economic development (including young women). Infrastructure grants offer an opportunity for CoGTA to support municipalities to better gender mainstream initiatives and ensure GBV efforts are supported and integrated. Regarding technical support for gender in municipal infrastructure projects, it is not clear what gender capacity the CoGTA-directed Municipal Infrastructure Support Agent (MISA) has regarding its work in providing technical support, municipal capacity building and sector and grant support. But as capacity development agents they should play a significant role in supporting gender mainstreaming in infrastructure development on a municipal level.

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<sup>315</sup> Quoted directly from <https://www.cogta.gov.za/ddm/index.php/about-us/>

<sup>316</sup> Quoted directly from <https://www.cogta.gov.za/ddm/index.php/about-us/>

<sup>317</sup> Commission for Gender Equality, 2021, *Gender mainstreaming in municipalities: women's charter sector review*. [https://www.parliament.gov.za/storage/app/media/1\\_Stock/Events\\_Institutional/2020/womens\\_charter\\_2020/docs/05-03-2021/CGE\\_presentation.pdf](https://www.parliament.gov.za/storage/app/media/1_Stock/Events_Institutional/2020/womens_charter_2020/docs/05-03-2021/CGE_presentation.pdf) on 26.01.2022

Programmes that aim to improve economic opportunities for women, youth and people with disabilities through procurement and supplier development programmes exist (for example, by the Gender and Disability Mainstreaming Office of the DWS). In addition, within the Municipal Finance Management Act and supply chain management regulations, municipalities have the space to set aside finances for contracting enterprises owned by women, youth, and people with disabilities (government commitment of 40%). There are, however, both supply side and demand side **challenges in the effective use of preferential procurement (PP)** to even the playing field. Current public procurement accounts for R500 billion annually. Of this amount, **only 12% went to women-owned enterprises** in the first and second quarter of 2021 (Government of South Africa, 2021). On the demand side, lack of awareness and capacity in gender responsive budgeting and procurement in some municipalities tends to maintain the male dominated status quo in procurement.

#### 5.4. Green transition issues and opportunities in sustainable urban development

Gender inequality increases the climate change risks in urban spaces, whereas equal opportunities and gender equality will expand the potential of sustainable urban development. This paragraph explores gender issues and opportunities in seven different areas of urban green transition. The areas of energy, WASH and climate change may have some overlap with previous sections. Nevertheless, for the sake of completeness of this section, we have left these themes in, as they will be highlighted here from the perspective of sustainable urban development.

##### Energy

Sustainable energy infrastructure at a municipal level has the potential to be transformative by providing much needed energy access, reducing Co2 emissions, and increasing opportunities for women's empowerment, employment and gender equality.

The Department of Mineral Resources and Energy and the National Energy Regulator of South Africa have recently approved regulations for **Small Scale Embedded Generation (SSEG), which will allow municipalities to develop their own SSEG up to 100MW**. Both local and national government are encouraging women to take advantage of these new opportunities to boost job creation and contribute to the resilience of the sector. "Women in the energy sector must play a key role in the just energy transition" with opportunities for women across the value chain of SSEG projects.<sup>318</sup> For example, municipalities are increasingly adopting women's empowerment practices in energy projects. The City of Cape Town offered training (installation and PV Green Card) for electricians, and female electricians were subsidised 100%. eThekweni Municipality is also offering training and has established a renewable energy department, DBSA has included gender mainstreaming as a specific criterion within their selection processes, and many municipalities offer various incentives for women, including preferential procurement.

Other opportunities to boost women's roles in greening urban energy are:

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<sup>318</sup> DMRE, 2020, *Empowering South African women to take part in the energy sector during the COVID-19 Pandemic*  
<http://www.energy.gov.za/files/PPMO/2020/women-in-energy-webinar/Opinion-Piece-DMRE-WiE-Webinar2020.pdf>

- The **Energy Efficiency Demand Side Management (EEDSM) programme**, which is managed by the Department of Mineral Resources and Energy (DMRE). The EEDSM programme supports municipalities to reduce electricity consumption by optimising their energy use. Grants are available for municipalities for the planning and implementation of a wide range of energy efficient technologies, for example traffic and street lighting, energy efficiency in buildings and water service infrastructure.<sup>319</sup>
- The **South African Industrial Energy Efficiency Project (IEE Project)**, working with industrial companies around the country to improve their energy efficiency to reduce national energy demand. The Industrial Energy Efficiency project in South Africa was very intentional about **gender inclusiveness in design and implementation** (with a diverse project team of 65% women), more than 4 000 people (48% women) have been trained in Energy Management Systems and Energy Systems Optimisation and they have purposefully matched women energy consultants with companies in need of their services.
- The **International Energy Project of the Year**, awarded by the global Association of Energy Engineers (AEE).<sup>320</sup> The Southern African Association for Energy Efficiency (SAEEEC) has established the **Southern African Females in Energy Efficiency (SAFEE)** who are dedicated to mentoring women and helping them navigate their way into the sector.

The increase in electricity prices, load shedding and green building consciousness has led to an increasing demand for domestic energy management solutions for municipalities, commercial and residential customers, e.g. energy efficiency interventions and rooftop PV systems. Their regulation is conducted on a city level and there are increasing opportunities for women entrepreneurs to be more actively involved (in the current male dominated sector) in the energy efficiency and renewable energy value chains.

## **Transport**

The SDGs recognise the importance of having access to safe, accessible and sustainable transportation systems that benefit everyone, and they also emphasise the need to improve road safety and expand public transportation, with special attention being given to the needs of marginalised groups, including women. Therefore, understanding gendered travel patterns and needs is critical to responding to people's mobility needs, which influences quality of life, access to learning, employment, and culture/leisure.

In South Africa there are disparities between men and women in their general travel patterns, use of public transport (particularly taxis) and ownership of a driver's licence (21.8% of women compared to 40.1% of men in 2020).<sup>321</sup> Public transport plays a critical role in addressing the spatial configuration of South African cities left behind by the Apartheid government. City planning pre-1994 purposefully created cities where black lower income men and women lived on the periphery of the cities, resulting in expensive, time consuming travel to places of work. Developing an integrated, efficient, affordable, and sustainable public transport system is key to reversing the impacts of this discriminatory design.

<sup>319</sup> DMRE, 2019, *Energy Efficiency and Demand Side Management programme*, <https://www.savingenergy.org.za/municipal-eedsm/index.html> on the 29.01.2022

<sup>320</sup> <https://www.aeecenter.org/awards/2021-energy-project-of-the-year-international-international/>

<sup>321</sup> StatsSA, 2021, *Women are unequal on the road and in life*. <http://www.statssa.gov.za/?p=15047> on the 28.01.2022.

In South Africa, the development of transport infrastructure and services typically does not take gender roles and needs into account, and thereby creates negative impacts on women's time, income and safety.<sup>322</sup> Women are at greater risk of violence, sexual harassment and sexual assault on public transport, thus making safety a major concern for women when choosing public transportation options.<sup>323</sup> This often influences women's willingness to travel, resulting in economic impacts. The lack of sex-disaggregated data for transport planning makes it difficult to create gender-responsive transport systems that take the differing uses and needs of men and women into account.<sup>324</sup>

Municipalities are at the coalface of service delivery of transport planning and are increasingly being given additional responsibilities, particularly the delivery of transport services. However, municipalities often lack the capacity and capability to undertake this function.<sup>325</sup>

There have been some innovative green ideas implemented by municipalities and private sector to overcome some of these challenges, for example Isabelo Smart Bench, allowing users to sit down, charge their phone in the provided USB points and connect to Wi-Fi for free. It is also solar-powered (including night lighting, thereby alleviating concerns of not having data when in distress and providing lighting to increase security for women at night).

### **Water and Sanitation**

Water and sanitation contribute to human dignity and quality of life and are an essential prerequisite in the fight against poverty, hunger, child mortality, gender inequality and empowerment. In 2019, municipalities consumed 27% of water use in South Africa (which covers residential, commercial and industrial water users supplied by municipalities).<sup>326</sup> These municipalities in turn supplied water to just over 9 million consumers in 2006, expanding to 13.8 million in 2019. This represents an average annual growth rate of 3.2%, outstripping the national population growth rate of 1.5% measured over the same period.<sup>327</sup>

The water sanitation and hygiene community in South Africa is cognisant of the gender dimensions in the sector, where providing accessible clean water is essential for enabling women and girls to dedicate more time to the pursuit of education, income generation and even the construction and management of water and sanitation facilities. However, women still face systemic challenges to accessing safe and reliable water and sanitation services. Women's responsibility for household health is inextricably linked to contaminated water sources. For those without mains supply, untreated wastewater is a direct hazard to those that collect and use water for washing and drinking. Contaminated water also impacts on household nutrition where water cannot be used for agricultural small holdings (often tended and controlled by

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<sup>322</sup> Sonke Gender Justice, 2017, *Public transport and the safety of women in South Africa – lessons from around the world*. <https://genderjustice.org.za/publication/public-transport-and-the-safety-of-women-in-south-africa/?wpdmdl=26132&refresh=61f3d90314f2c1643370755> on the 28.01.2022

<sup>323</sup> Sonke Gender Justice, 2017, *Ibid*.

<sup>324</sup> Sonke Gender Justice, 2017, *Ibid*.

<sup>325</sup> WITS school of Governance, 2017, *Transport planning in municipalities in South Africa*

<sup>326</sup> GreenCape, 2021, *Water Market Intelligence Report*.

<sup>327</sup> StatsSA, 2021, *Municipalities service delivery, bucket toilets and gender representation*. <http://www.statssa.gov.za/?p=14178>

women), which has an impact on food security and livelihoods. Both of these facts increase women's existing caring responsibilities for children and/or partners, adding to their time load and economic poverty.

Because of their dependence on water resources, women have accumulated considerable knowledge about water resources, including location, quality and storage methods.<sup>328</sup> However, efforts geared towards improving the management of water resources and extending access to safe drinking water often overlook the central role of women in water management.<sup>329</sup> In addition, research shows that water and sanitation services are more effective if women take an active role throughout the various project stages, from design and planning, through to ongoing operations and maintenance procedures.<sup>330</sup>

In a household survey conducted in 2020 in informal settlements, 63% of residents across seven metro municipalities indicated that there is sufficient water for everyone in their settlement. Even more concerning is the fact that only 60% of residents said that the municipality had cleaned their toilets in the last seven days.<sup>331</sup>

## **Solid Waste**

Waste management in South Africa is increasingly an environmental concern as population growth and urbanization have resulted in increased waste generation, thereby increasing pressure on municipalities in terms of service delivery and the required waste management infrastructure. South African municipalities are facing increasing pressures and challenges to provide waste management services as domestic users account for an estimated 12.7 million tons of waste per annum, of which approximately 3.67 million tons of this waste is not collected and treated through formal waste collection systems, resulting in large amounts being dumped illegally or left uncollected.<sup>332</sup> Most of the solid waste (75%) is disposed in landfills, which are running out of space with no alternative waste management and poor measures to use waste as a resource through re-use, recycling and recovery, to protect the environment while enhancing economic and social development.<sup>333</sup>

South Africa has more than 90,000 waste pickers, according to the data of the South African Waste Pickers Association

### **BOX 13: Good Practice Waste Recycling**

Preferential procurement efforts in key catalytic projects such as the Nkomazi Special Economic Zone are targeting women owned and managed enterprises and the Zonda Insila programme, where women currently constitute 80% of enrolments, are being trained to recycle. The ultimate goal is to capacitate women to establish waste recycling facilities and play a significant role in the waste economy of the province.

<sup>328</sup> UN Water (n.d). *Gender, water and Sanitation: A policy brief*  
[https://www.un.org/waterforlifedecade/pdf/un\\_water\\_policy\\_brief\\_2\\_gender.pdf](https://www.un.org/waterforlifedecade/pdf/un_water_policy_brief_2_gender.pdf) on 29.01.2022

<sup>329</sup> UN Water, 2015, *Gender, water and sanitation: A policy brief*

<sup>330</sup> AfDB. Retrieved from *Missing gender issues in urban water and sanitation*: <https://blogs.afdb.org/investing-in-gender-equality-for-africas-transformation/post/addressing-gender-issues-in-urban-water-and-sanitation-17741>

<sup>331</sup> Asivikelane, 2020, *Improving the lives of women in informal settlements starts with fixing basic services*  
<https://www.internationalbudget.org/wp-content/uploads/asivikelane-brief-5.pdf> on the 27.01.2022.

<sup>332</sup> CSIR, 2020, *South African Municipal Waste Management Systems: Challenges and Solution*  
<https://wedocs.unep.org/bitstream/handle/20.500.11822/33287/SAM.pdf?sequence=1&isAllowed=y> on 28.01.2022

<sup>333</sup> CSIR, 2020, *South African Municipal Waste Management Systems: Challenges and Solution*  
<https://wedocs.unep.org/bitstream/handle/20.500.11822/33287/SAM.pdf?sequence=1&isAllowed=y> on 28.01.2022

(SAWPA), an organisation of more than 1000 registered waste pickers from all nine provinces of South Africa. In most waste dumps, women make up the majority of waste pickers.<sup>334</sup> Waste pickers are mostly self-employed in the informal sector. Many of them are homeless or living in informal settlements close to the landfills of waste. The recyclables are mostly purchased by formal businesses.<sup>335</sup> The important role of waste pickers in the value chain from landfill to recycling and industrial use is recognised by the government, industry and civil society, and highlighted in the Waste Picker Integration Guidelines developed by the DEFF and the Department of Science and Innovation.<sup>336</sup> Waste management interventions can contribute to opportunities for women and have a significant contribution to reducing energy usage and pollution. They are more labour intensive, can add more value and can provide more jobs than landfilling or burning waste, though some projects have been controversial and decent work needs to be ensured.

An example of a project that has demonstrated the potential to create an enabling environment for the economic empowerment of women in green industries is the development of a **business model for the integration of waste pickers in the waste value chain** within the **City of Tshwane**.<sup>337</sup> This project aims at the socio-economic upliftment of waste pickers and the improvement of the natural environment by encouraging the diversion of waste from landfills, enterprise development and reuse of diverted waste resources for the manufacturing of new or recycled products. It was implemented by the City of Tshwane in collaboration with the **South African Waste Pickers Association (SAWPA)**, Groundwork, the Department of Forestry, Fisheries and Environment, the Government Technical Advisory Centre and the European Union (EU) through the Capacity Building Programme for Employment Promotion (CBPEP), supported by the National Treasury.

### **Urban farming and food security**

Worldwide there are many urban farming initiatives, and some of them are part of a broader movement towards the green transition and a circular economy in cities, such as 'Transition Towns'.<sup>338</sup> It is one of the answers to address food security, to engage citizens in healthy nutrition lifestyles, and to boost local economies. Research has shown that urban farming is used as a 'coping strategy' to deal with food insecurity, and cities that are in economic decline and have increasing unemployment tend to have higher rates of urban farming than cities that are economically flourishing.<sup>339</sup> It is estimated that 40% of Africa's urban residents practice some kind of agricultural activity.<sup>340</sup>

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<sup>334</sup> South Africa Waste Pickers Association, information retrieved 27 October 2021 from <https://wastepickers.org.za/>

<sup>335</sup> Government of South Africa, Department Environment, Forestry and Fisheries, 2020, *National Waste Management Strategy 2020*, Ibid. Page 27

<sup>336</sup> Government of South Africa, Department of Environment, Forestry and Fisheries and Department of Science and Innovation, 2020, *Waste picker integration guideline for South Africa: Building the Recycling Economy and Improving Livelihoods through Integration of the Informal Sector*. DEFF and DST: Pretoria., <https://wasteroadmap.co.za/wp-content/uploads/2021/02/Waste-Picker-Integration-Guidelines.pdf>

<sup>337</sup> United Nations Industrial Development Organization (UNIDO), 2021, Ibid.

<sup>338</sup> More information on transition towns at: <https://transitionnetwork.org/>

<sup>339</sup> Frayne, B., Pendleton, W., and Crush, J, 2010, "The State of Urban Food Insecurity in Southern Africa", *Urban Food Security Series* No.2. Cape Town: AFSUN.

<sup>340</sup> The Conversation (216), *Uprooting patriarchy: gender and urban agriculture on South Africa's cape flats*.

<https://theconversation.com/uprooting-patriarchy-gender-and-urban-agriculture-on-south-africas-cape-flats-55882>

In cities, there is **constant tension between land uses, conservation, and development pressures** that have an impact on the value of green spaces, as urban areas and associated land uses (residential, commercial, industrial, etc.) are often prioritised because of the financial value reflected in property prices, municipal revenue, higher taxes and increased property prices.<sup>341</sup>

#### Urban farmers in Cape Town

The City of Cape Town has a long history of supporting urban farming and was the first South African city to develop an urban agriculture policy (2007) focused on addressing economic and social challenges in the city.

It is estimated there are over 6,000 urban farmers (mostly women) who are supported by NGOs and private companies, as well as provincial and local government departments.

The urban farming movement has at its core “the growing of food in the city or on its periphery, on a relatively small scale; and sometimes extends to rearing goats, rabbits, chickens and ducks, and keeping bees”.<sup>342</sup> Urban farming can be applied to roofs, in the back yards of homes, on small plots in the corner of a street, playing field or park. It may consist of non-market production of herbs, crops, fruit and vegetables for own consumption or for consumption by a more extended group of people in the family or community, or for market production to be sold in markets, to restaurants or catering companies, or other places. Urban farming has been on the rise in South Africa over the last decade, and women are usually highly engaged in these initiatives. Urban farming practices are increasingly considered an opportunity to grow food where it was previously not possible, mainly due to technological advances (vertical farms and aquaponics) and optimised food production systems (e.g. food gardens) are becoming part of the urban environment.<sup>343</sup> Urban farming could be part of a **transition to a sustainable food system as foreseen in the Farm2Fork Strategy**.<sup>344</sup> It brings new economic opportunities for women in the food value chain close to urban areas and may contribute to awareness raising about sustainable food and accelerate the transition to a sustainable food system that contributes to food security, nutrition and public health for the growing urban population.

One of the interviewees for this gender analysis, the producer of the award-winning film “Normal is Over”, Renee Scheltema recommended the following solution to promote food security and employment in the Townships. **“Create green circles around the townships, where organic fruit, vegetables and indigenous plants and trees are cultivated.** This creates food security and work for the people in the townships and other poor areas who like to engage in organic gardening, provided no pesticides or herbicides are used. It will **make use of the century-old knowledge and skills which are still available among the older generations in the townships**, and it will contribute to the regeneration of the earth, which needs to urgently take place”.<sup>345</sup> While this is correct, there are several hurdles to overcome, including access to land, organic seeds, inputs and tools for cultivation, as well as marketing and efficient delivering systems, particularly for fast perishable food. Some initiatives have been undertaken by schools, universities or companies to provide free healthy food for their pupils, students, teachers and

<sup>341</sup> Cilliers EJ, Lategan I, Cilliers SS, Standa K, 2020, *Reflecting on the potential and limitations of urban agriculture as an urban greening tool in South Africa*. <https://www.frontiersin.org/articles/10.3389/frsc.2020.00043/full> on the 29.02.2022

<sup>342</sup> Quoted directly from <https://www.sabiepoles.co.za/farming-business-in-your-backyard-south-africa/>

<sup>343</sup> Cilliers EJ, Lategan I, Cilliers SS, Standa K, 2020, *Reflecting on the potential and limitations of urban agriculture as an urban greening tool in South Africa*.

<sup>344</sup> European commission, 2020, *Food Security: Farm to Fork Strategy*. [https://ec.europa.eu/food/horizontal-topics/farm-fork-strategy\\_en](https://ec.europa.eu/food/horizontal-topics/farm-fork-strategy_en)

<sup>345</sup> Interview 19 August 2021 with Ms Renee Scheltema, producer of the award winning film “Normal is Over” (<https://normalisover.org>)



employees. The University of Witwatersrand in Johannesburg initiated in 2015 the “Wits Food Garden”, located on Braamfontein Campus West, as an initiative to address hunger on the campus. The project promotes a sustainable pathway to enhance urban and small-scale farming and indigenous methods of growing.

Urban farming is important to women from low-income households as it is used in processes of empowerment, to establish social networks, to symbolise a sense of security and to encourage community development<sup>346</sup> (in addition to benefits relating to food security/income). This social capital has long term sustainability impacts as it develops strong community networks and relationships.

Internationally, environmental considerations are increasingly an integral part of spatial planning approaches and decision-making; however South African spatial planners show limited knowledge of urban agriculture and green infrastructure in general<sup>347</sup> and appropriating urban spatial planning approaches that go beyond narrow economic factors is generally not applied.<sup>348</sup> An opportunity exists to support capacity building for policy makers at all levels of government to better integrate gender and urban farming to sustainable urban development policy and implementation.

### **Climate change**

The nexus of climate change and gender inequality is important because as climate change risks increase, they affect the lives and livelihoods of millions of people. Women and men often have different roles, responsibilities and opportunities concerning access, use, management and conservation of resources.<sup>349</sup> Climate change and its uncertainty put further pressure on the already fragile, under-valued and precarious gendered roles and responsibilities at community level.<sup>350</sup> Women’s unequal participation in decision-making processes can compound inequalities by preventing women’s perspectives, resulting in gender blind climate-related planning, policy-making and implementation.<sup>351</sup> Conversely, addressing gender inequality as an integral part of sustainable development can contribute to both achieving gender equality at the same time as promoting effective climate change mitigation and adaptation measures. Urban spaces are key for the implementation of climate adaptation and mitigation policies. The **National Climate Change Response Policy (2009)** provides the framework for local governments and

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<sup>346</sup> Slater RJ, 2010, *Urban agriculture, gender and empowerment: An alternative view*

<https://www.tandfonline.com/doi/abs/10.1080/03768350120097478?src=recsys> on the 29.01.2022

<sup>347</sup> Cilliers EJ, Lategan I, Cilliers SS, Standa K, 2020, *Reflecting on the potential and limitations of urban agriculture as an urban greening tool in South Africa* <https://www.frontiersin.org/articles/10.3389/frsc.2020.00043/full> on the 29.02.2022

<sup>348</sup> Slater RJ, 2010, *Urban agriculture, gender and empowerment: An alternative view*

<https://www.tandfonline.com/doi/abs/10.1080/03768350120097478?src=recsys> on the 29.01.2022

<sup>349</sup> Additional socio-economic dimensions alongside gender, such as age, education, sexual orientation, class and race also influence the different status of men and women in society.

<sup>350</sup> UNEP, 2016, *Global Gender and Environment Outlook: The Critical Issues*. Nairobi: UNEP.

<sup>351</sup> UNCCD, 2012, *A gender policy framework for UNCCD*, UNCCD.

municipalities to develop their climate change strategies. At provincial and local level, there are political and technical structures and committees with the mandate to foster cooperation and coordination on cross-cutting issues. Municipalities are represented in the National Council of Provinces by the SALGA, which represents and advises local government on climate change adaptation and mitigation into the municipal level Integrated Development Plan (IDP). The National Treasury is currently undertaking game changing initiatives such as the **City Support Programme** to integrate climate change considerations to city planning and decision-making to strengthen the resilience of cities and the wellbeing of citizens. The programme drives reforms and strengthens resilience in the metropolitan management of water scarcity and electricity businesses as well as solid waste management. The DG of National Treasury communicated that “harnessing opportunities in the just transition to strengthen service delivery particularly in underserved areas and communities and to address inequality has to be foremost in our agenda”.<sup>352</sup>

#### **BOX 14: Practices of integrating climate change and gender in city planning**

The City of Tshwane has developed policies and strategies to mitigate and adapt to the impacts of climate change that would simultaneously help to alleviate poverty. An important aspect of the policies that have been developed is the attention and focus given to the key risks and vulnerabilities due to climate change that include informal settlements, child-headed and female-headed households, education rates, unemployment, households living below the poverty line, age dependency ratio and number of people per household. Tshwane has adopted a number of mitigation and adaptation policies. This includes the key long term sustainability vision, called Vision 2055, which forms an important aspect of the city’s transition towards a low carbon, resource efficient and climate resilient city. To bring this vision into reality, the Green Economy Strategic Framework, which identifies a number of mitigation and adaptation actions, was developed in 2013. Other policy instruments for the City of Tshwane include the Sustainable Energy and Climate Change Action Plan; Spatial Planning Land Use Management Act and Food Security Policy.

**Quoted from: Gender CC (2018).  
Gender and Climate Change Assessment on Urban Cities.**

Gender issues are rarely considered in urban climate policy, although there is considerable evidence that it is both necessary and strategic for local policy makers to do so.<sup>353</sup> The lack of systems and holistic approaches to the integration of gender into climate change policy, as government sees climate change as an environmental issue and not a cross cutting issue of poverty, gender and development. Policies at times mention vulnerable communities; however, there is limited understanding on how women are impacted by climate change in urban settings<sup>354</sup>, let alone developing gender responsive strategies for adaption and mitigation.

#### **Safe spaces and gender-based violence and femicide**

Findings from literature show that violence can negatively affect women’s (and men’s) physical, mental, sexual and reproductive health, and may increase the risk of acquiring HIV in some settings. It also poses

<sup>352</sup> Dondo Mogajan, 2021, Ibid.

<sup>353</sup> Gender C, 2018, *Gender and Climate Change Assessment on Urban Cities*.  
[https://www.gendercc.net/fileadmin/inhalte/bilder/4\\_Our\\_Work/GUCCI/GUCCI\\_SA\\_report\\_final\\_27-03-18.pdf](https://www.gendercc.net/fileadmin/inhalte/bilder/4_Our_Work/GUCCI/GUCCI_SA_report_final_27-03-18.pdf). On the 29.01.2022.

<sup>354</sup> Gender CC, 2018, *Gender and Climate Change Assessment on Urban Cities*.  
[https://www.gendercc.net/fileadmin/inhalte/bilder/4\\_Our\\_Work/GUCCI/GUCCI\\_SA\\_report\\_final\\_27-03-18.pdf](https://www.gendercc.net/fileadmin/inhalte/bilder/4_Our_Work/GUCCI/GUCCI_SA_report_final_27-03-18.pdf). On the 29.01.2022.

significant costs for economies, including low productivity and earnings.<sup>355</sup> The negative impact of gender roles and norms is particularly true for demographics of women that tolerate intersecting discriminations. **The intersection between gender, race, rural/urban divide, disability, HIV status, sexual orientation and age increase the risk and deepen the risk of experiencing violence.**

South Africa has among the **highest levels of gender-based violence and femicide (GBVF) in the world** which have recently been compounded by COVID-19 lockdowns.<sup>356</sup> The gendered roles and responsibilities that society assigns to women and men mean that women's access to, and influence over established power structures (whether in their households, immediate communities, the labour force, or political and state structures and services) are often more limited than men's.

In 2020, the South African government approved **the National Strategic Plan on Gender-Based Violence and Femicide** which aims to provide a multi-sectoral, coherent strategic policy and programming framework to strengthen a **coordinated national response to the GBV crisis**.<sup>357</sup> Local government plays a key role in the implementation of this plan and SALGA and CoGTA play a key role in supporting local government to integrate the plan into existing planning and implementation frameworks on a city level. The Spatial Planning and Land Use Management Act has an emphasis on redress for previously disadvantaged groups to force cities to confront past patterns of development. Women suffering from GBVF qualify as a disadvantaged group.<sup>358</sup> These planning instruments must positively promote women's participation in planning and decision making. To achieve this, cities need to collect local data from women, to better understand their circumstances and unique needs.

The spatial layout of South Africa's informal settlements and the design of informal housing endanger women's safety. Insufficient public street lighting leaves women vulnerable in dark areas where they are at risk of physical and sexual assault. When toilets are located far from their homes, women face even greater chances of being attacked. Women living in townships lament how walking past shebeens threatens their safety. Cities need to employ a gender-sensitive planning and urban design approach to overcome these barriers, namely through the development of improved spatial layouts. Gender-sensitive planning and urban design promotes public places as a means to empower and capacitate women. International practice demonstrates examples of how public spaces can be used to stimulate social interaction, and connection, improved physical and mental health, environmental benefits, and in some cases economic value.<sup>359</sup> One of the hallmarks of GBVF is a sense of isolation and being disconnected from opportunities for help. The stated measures will stimulate social cohesion, making women feel

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<sup>355</sup> Enaifoghe, A., Dlelana, M., Durokifa, A., & Dlamini, N., 2021, "The Prevalence of Gender-Based Violence against women in South Africa: A call to Action", *African Journal of Gender, Society and Development*, 10, 121-150.

<sup>356</sup> Human Rights Watch, July 2020, *South Africa Events of 2020*, retrieved from Human Rights Watch: <https://www.hrw.org/world-report/2021/country-chapters/south-africa>

<sup>357</sup> GBV Focus, 2020, *Women's Parliament GBV Bulletin*. <https://www.parliament.gov.za/storage/app/media/Publications/InSession/2020-10/final.pdf> on the 29.01.2022

<sup>358</sup> Johnstone, S., 2021, "Gender sensitive planning and urban design for cities to respond to GBVF", University of the Western Cape, *Local Government Bulletin* accessed January 2022 from <https://dullahomarinstitute.org.za/multilevel-govt/local-government-bulletin/archives/volume-16-issue-1-march-2021/gender-sensitive-planning-and-urban-design-for-cities-to-respond-to-gbv/>

<sup>359</sup> Johnstone, S., *Local Government Bulletin 2021*, Ibid.

connected and enabling GBVF survivors to actively develop agency. This is especially true when women's self-belief and value is enhanced so they feel a sense of belonging and security.<sup>360</sup>

## 5.5. Conclusion and recommendations:

Although structurally well established, challenges identified for the local government gender machinery are, firstly, that it is considered the responsibility of dedicated sections or government departments and secondly, that gender mainstreaming is not applied consistently across urban planning.

The following is recommended:

- Strengthen capacity at all levels of government to ensure that **gender mainstreaming practices** are integrated into urban planning development and implementation.
- Actions that support local government measures to increase the **participation of women's organisations and networks**, including professional associations, in decision-making on developing sustainable cities and the sustainable use of resources.
- Support an integrated gender mainstreaming approach to the **District Development Model (DDM)** and build the capacity and gender mainstreaming tools to support sustainable urban development planning and implementation.
- Promote long-run solutions such as making **gender training compulsory for urban planners at universities**.
- Promote the development of **infrastructural plans that directly respond to women's needs**, which include gender mobility, emergency responses on transport and improved pathways taken by women with brighter lighting and pedestrian crossings.
- Support **training and capacity-building initiatives** by local government and civil society organisations which enable women – as both producers and consumers – to take effective environmental action, alongside men, in their homes, communities and workplaces.
- Support the engagement of women in sustainable cities programmes as professionals, scientists, technicians, administrators, and clerical workers, through training, by expanding **opportunities for hiring and promoting women**, and with measures to advance women's expertise and participation.
- Support interventions that explicitly promote opportunities and strategies for **women's economic empowerment in the green economy**, underpinned by local gender analyses to ensure that interventions are designed and implemented based on women's needs and resources. These same approaches should be encouraged to stakeholders.

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<sup>360</sup> Johnstone, S., *Local Government Bulletin 2021*, Ibid.

- Actions to **improve the ability of local government and key stakeholders** to be able to understand and respond appropriately to the different variables that make men and women vulnerable in the green transition, including supporting all partner programming and coordinating functions to be able to better respond to the gender dimensions of sustainable urban development.
- Actions to support national, provincial and local government programming and coordinating functions to be able to **better take advantage of the gender dimensions of the green transition in the context of sustainable urban planning**.
- Support the establishment and systematic **collection of sex-disaggregated data** and production of knowledge products and inter and intra organisational knowledge transfer to develop institutional capacity in gender and sustainable urban planning.
- Promote the incorporation of clear **gender equality and women's empowerment targets and indicators** in public policy documents, including gender indicators, time frames and clearly defined indicators of success (such as public procurement targets), effective public information dissemination programmes and initiatives targeting specific intended beneficiaries (such as supplier development).
- Local government can support **women in STEM**, through energy efficiency, small scale embedded energy generation (SSEG) through adopting gender mainstreaming approaches to procurement and operational functions.
- Establish and **collaborate with women's organisations** to ensure participation, consultation and voice at a local level, e.g., Women in Oil and Energy South Africa (WOESA), South African Network for Women in Transport, Shack Dwellers associations.

## Section 6: Conclusions and recommendations

South Africa's updated Nationally Determined Contribution (NDC-September 2021) under the Paris Agreement sets out clear goals and targets to strengthen the global response to climate change and calls for a just transition. The NDC requires deep transformations to decarbonise the economy, to promote sustainable development and to address the triple challenge of eliminating poverty, inequality and unemployment as enshrined in South Africa's National Development Plan 2030 (NDP-2030). In this context the Government of South Africa is committed to a gender-responsive implementation of mitigation and adaptation measures to reach both climate goals and a just transition that leaves no one behind.

This gender analysis of the green transition in South Africa explored the challenges and opportunities for a gender transformative transition. It identified actors, priorities, and entry points to promote gender equality in the green transition sectors to inform the programming of the EU Delegation and other development partners to South Africa with the aim to enhance gender-responsive cooperation interventions in the country through dialogue and cooperation across the different instruments and investment frameworks.

### 6.1. Key findings

Some of the key findings of the analysis are:

- a. There is solid **common ground for action** for the EUD in partnership with the Government of South Africa, Civil Society Organisations (CSOs), Private Sector and relevant international actors to promote gender equality and social inclusion in South Africa's green transition.
- b. The long-term partnership for a **Just Energy Transition** between the European Union and South Africa is an excellent entry point and opportunity to boost women's contributions to the acceleration of South Africa's transition to a low emission, climate resilient economy.
- c. South Africa has huge **potential to create innovative green jobs and SMMEs for women smallholders in the agriculture sector**, creating a fair, healthy and environmentally friendly food system linked to new organic food supply chains. Such a strategy would be aligned with the European Green Deal strategy of Farm2Fork. It does, however require increased efforts to bridge the gender gaps, such as equal access to land, training, water, energy, extension services, finance and markets, to link women farmers to the innovation and new value chains.
- d. The number of women working in the **sector of fisheries** is increasing, slowly closing the gender gap.
- e. In the green transition, the **sector of forestry and environment entails a growing number of jobs** to protect the biodiversity of forests, to restore damaged waterbodies and ecosystems, and to protect of wildlife. The gender policy of the DFFE creates an enabling environment to increase women's opportunities.
- f. **Women-owned and women-managed companies are underrepresented in preferential procurement**, particularly as vendors of goods and services to Independent Power Producers (IPPs) of renewable energy. Evidence of gender-responsiveness as a threshold criterion in procurement procedures for IPPs, increased target-setting for women's share of preferential procurement and

accountability about gender targets in the reporting of IPPs are needed to increase the gender performance of the REIPPPP.

- g. **Decentralised local energy production and maintenance** respond to the needs of rural women in backlog areas of energy supply and are a condition to increase women's time available for productive work in the green transition.
- h. South Africa's solid legal and policy framework to promote gender equality and women's empowerment is poorly reflected in the legal and policy frameworks for Climate Change and Disaster Risk Management, including the recent **Climate Change Bill** (Nov. 2021) and **National Disaster Management Framework** (NDMF). The **Presidential Climate Commission** (PCC), however, is an important platform for broad engagement in policy processes to address climate change and just transition and is a good entry point for CSOs to enhance gender responsiveness in climate action and disaster risk management.
- i. **Water scarcity** is increasing in South Africa and there are **structural backlogs in water infrastructure delivery and maintenance**, particularly in rural areas along the Eastern seaboard in Eastern Cape and KwaZulu-Natal, and to a lesser extent in Limpopo and in the informal settlements in and around the mayor cities of South Africa. The lack of maintenance, cleaning and repairs of broken toilets and boreholes affects women's health and safety and that of their children disproportionately, increasing their unpaid work burdens, reducing their opportunities to study, to find a job, or to produce food.
- j. Investments **plans for WASH infrastructure are mostly gender blind** and the opinions of women residents are not reflected in the community infrastructure.
- k. South Africa is urbanising rapidly, with two thirds of the population currently living in cities (mostly in urban hubs), and projections of 74% by 2035. The legacy of apartheid spatial design is engrained in South African urban society, creating the **most polarised cities in the world**. In 2018 25.6% of the mainly black urban population was still living in informal settlements on the periphery of the cities.
- l. Cities have been planned and designed for men and by men, reflecting traditional gender roles and divisions of labour, creating **structures that further exacerbate and reinforce existing gender inequities**.
- m. Local governance in South Africa is structurally well established, although there are still many challenges facing a more **gender-responsive approach to urban planning and investments**.
- n. Many initiatives have been taken by the Government of South Africa to create jobs and stimulate innovation in the green transition, such as the establishment of **Renewable Energy Development Zones (REDZ), Industrial Development Zones (IDZ) and Special Economic Zones (SEZs)**, which are linked to specific cities.
- o. Currently an alternative approach to local economic development through a **District Development Model (DDM)** is in place that aims to address current service delivery challenges, localised procurement and job creation and support local businesses and community involvement.
- p. Green transition of urban spaces can only become inclusive and effective if **women's experiences and visions are taken into account in all policy areas**, including, energy, transport, water and sanitation, solid waste management, urban farming and food security, climate change, safe spaces and are free from gender-based violence.

## 6.2. Recommendations for future programmes and targeted actions

The following recommendations are intended for the EU Delegation and other development partners to South Africa and meant to work in partnership with South Africa on promoting gender equality and women's empowerment in the green transition. The recommendations are informed by this gender analysis and built upon the shared commitments between South Africa and the EU, particularly those aligned with the EU Green Deal and the EU GAP-III. Any programme or project supported by the EU Delegation should be developed in consultation with civil society organisations (CSOs) as formulated in the 'CSO Thematic Programme 2021-2027' of the EU.<sup>361</sup>

South Africa has a solid legal and policy framework in place to promote gender equality. There is also a rather well-balanced gender and diversity representation at all levels of the national government. For a more effective implementation of a gender-responsive green transition, targeted programmes and actions are needed to address gaps between policy and implementation on the ground. The following recommendations are based on the findings of this gender analysis of the green transition in South Africa.

### **General recommendations for all future programmes and targeted actions:**

- Support the efforts of the Department of Women, Youth and People with a Disability (DWYPD), to enhance a gender transformative process and to set a national agenda on **“Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes”**, as communicated by Minister Maite Nkoana-Mashabane of the DWYPD at the 66<sup>th</sup> Session of the CSW in March 2022 in New York.
- The EUD should require at least a gender sensitive approach, and preferably a gender transformative approach, as a **condition ‘sine qua non’ for any funding proposal** to be approved (e.g., as one of the threshold criteria for calls for proposals).
- Ensure that each project or intervention is informed by a **gender-impact assessment (GIA), or a gender-sensitive social audit, or a gender-responsive feasibility study on the ground with women’s active participation**, to explore the practical and strategic gender needs, and to identify the specific opportunities and constraints in the local situation for the promotion of women's empowerment, ownership, and leadership in the green transition.
- Support **CSO actions, particularly women’s networks and organisations that promote gender equality and women’s economic empowerment in the green transition** by raising awareness, initiating advocacy, participating in dialogues with the government, enhancing decent jobs for women, promoting access of women start-ups to finance, promoting equal access of women farmers to land, media communication on good practices and new role models of women in the green transition, and by empowering grassroots women in general.

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<sup>361</sup> European Commission, 2020, *Thematic Programme for Civil Society Organisations Multiannual Indicative Programme 2021-2027* [https://ec.europa.eu/international-partnerships/system/files/mip-2021-c2021-9158-civil-society-organisations-annex\\_en.pdf](https://ec.europa.eu/international-partnerships/system/files/mip-2021-c2021-9158-civil-society-organisations-annex_en.pdf)



- Support actions that raise awareness on **sustainable consumption**, as well as on **reduction and recycling of waste**, targeting particularly women as consumers and heads of household. Enhance sound and healthy consumption patterns for their family and for the environment.
- Give more visibility in the communication strategy of the EU Delegation to **new women role models**, success stories about women's initiatives in the green transition and innovative women's organisations, such as the network of women leaders in renewable energy in Africa (W-REA).<sup>362</sup>
- Condemn from the highest level of the EU every murder of **environmental rights defenders**, demand and support in-depth investigations to prosecute and sentence the perpetrators and the companies involved, and broadly disseminate the message through communication in the media.

**Decent jobs for women in the green transition:**

- Support actions that explicitly promote opportunities and strategies for women's economic empowerment in the green economy, including **accessible and affordable training**, information **campaigns to motivate women and girls to select academic STEM-careers linked to the green economy**, and campaigns to increase women's participation in non-traditional careers, particularly in STEM-careers, and in innovative research for the green and circular transition.
- Support actions of NGO's and Trade Unions that **encourage companies to create decent jobs for women in the green economy** by applying gender-proof recruitment and selection procedures, positive action with quotas to increase jobs for women, offering in-company vocational training to women and transformation of the in-company culture to create conditions for combining work with care responsibilities for both women and men, such as flexible working hours, home-based work, fair travel expectations and practices to accomplish with gender relevant ILO standards (ILO Conventions 100, 111, 156, 183, and 190).
- Enhance training and capacity building for **Trade Unions to keep gender relevant ILO Conventions on the agenda of collective bargaining** and to promote creating decent jobs and equal opportunities for women in all sectors of the green and circular economy.
- Support participative **research into the consequences of the mine closures for the surrounding communities** and plans to revitalise the communities with new forms of livelihoods and employment, including calculations for **fair compensation for communities** affected by water, ground and air pollution around the mines, as well as **investments in social infrastructure to address the impacts of lay-offs at household level**, such as increased domestic and inter-partner violence, increased unpaid care burdens due to lung disease of family members who worked in the mines, or who are disabled due to an accident in the mines, or who suffer from mental illness because of being dismissed.
- Strengthen innovative processes that create **decent jobs for women in the green transition**, building upon expertise developed by previous projects and programmes, including the model of **public-private partnership to create decent jobs** for waste pickers in professional waste management (see UNIDO-EEWiGI-project), the creation of new **job opportunities for women in environmental upgrading and natural capital development**, such as protecting the biodiversity of forests, restoring damaged waterbodies and ecosystems, protecting wildlife and natural resource management.

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<sup>362</sup> Women in Renewable Energy in Africa (W-REA) is a project launched by the IFC in April 2021.

### **Women entrepreneurs and start-ups:**

- Support actions that keep **women start-ups and networks of entrepreneurs well informed about preferential procurement**, its opportunities, procedures, and that equip them properly to participate by providing technical training on how to fulfil the requirements for procurement awarding.
- Actions to ensure that **Business Networks of Women in the green transition are consulted** and included in the public policy dialogues on green transition, and in decision making processes across the value chains in the green transition.
- Create **funding calls, especially for women start-ups in transformative green transition value chains** (e.g., new value chains for plant-based meat, organic food, products from recycled and upcycled inputs, etc.).
- Enhance **women's economic empowerment through decentralised sustainable energy production**, including women-owned companies to install, maintain and repair PV-packages at community level in a decentralised energy supply chain.
- Support actions to increase **women's access to finance**, and to raise awareness and change minds in the financial world to increase investments in the process of a gender-responsive, just green transition, and increase social and natural capital.

### **Women farmers:**

- Support **climate smart comprehensive programmes targeted to women farmers**, which include: Actions and advocacy for political priority and sufficient budget for comprehensive programmes to accelerate the empowerment of women farmers - particularly **women smallholders, women self-sufficient farmers, women aquaculture farmers and women urban farmers** - by enhancing their equal access to land, to finance, to innovative extension services, to training for smart sustainable agriculture, to digital access, to new value chains in the green economy and to social infrastructure (WASH, renewable energy, child care facilities, etc.) that reduces their unpaid burdens and increases their time for production.
- Support organisations that assist **women farmers** significantly by enabling them to become part of the **decision makers in the new value chains of the green economy**. A green transition can contribute to reducing gender gaps in agriculture only if it considers women's specific needs and interests. This includes addressing the barriers to women's involvement and leadership in agriculture, whether they are linked to a lack of skills, a challenge in access to finance or land, unpaid care work, or lack of access to markets.
- Create funding calls, particularly for the **economic empowerment of black women smallholders and self-sufficient farmers**, and for **start-up women urban farmers** in or around the townships, through efforts as specified in the next points, with the aim to include these women farmers in the **new value chains for food production based on climate smart agriculture**.
- Support actions of **organisations that lobby and advocate for equal access to and control over land ownership by women farmers**. Actions that defend women's legitimate right to equal access to land, particularly the rights of black women-led smallholder families and single black women

smallholders. Equal access to land is a first requisite for the upgrading of women smallholders and for including them in new value chains for climate smart agriculture and other economic opportunities.

- Support actions that may play an important role in creating an **enabling environment for a gender-inclusive Land Reform strategy**.
- Actions to encourage **capacity building for gender mainstreaming at local level**, particularly initiatives by the Department of Cooperative Governance and Traditional Affairs (DCGTA), together with the South African Local Government Association (SALGA).
- Support actions that promote and strengthen **women's cooperatives in organic agriculture, horticulture, aquaculture and honeybush**.
- Actions focused on capacity building and technical training to increase the **digital literacy of women farmers and their access to climate resilient innovations in food production**.
- Actions to promote **extension services** that increase productivity and the quality of organic food production by women smallholders.
- Actions to support capacity building of women-led agriculture related SMMEs and Cooperatives in **online marketing, eco-labelling and insertion into new value chains of the green economy** to connect them to new markets.
- Actions to increase **investments in social infrastructure in communities to reduce women's unpaid work burdens** (access to clean water and sanitation, to renewable energy, to childcare facilities, health care, improved housing, transport, etc.).
- Actions to economically empower women farmers by ensuring **access to finance and to e-banking**.

**Strengthening local government's efforts to promote gender equality:**

- Actions to support the **gender machinery of local government** and to promote gender equality consistently across sustainable urban planning, development, investments, and implementation.
- Strengthen **capacity building for mainstreaming gender equality perspectives in urban planning**, development and implementation at all levels of local government and in the **District Development Model (DDM)**, including the incorporation of smart result-oriented gender equality and women's empowerment targets and indicators in public policy design, implementation, monitoring, evaluation and learning practices in sustainable urban development. Promote structural solutions such as compulsory gender training for urban planning studies at universities.
- Strengthen actions that promote **gender balance at decision-making levels of local governance**, particularly women's leadership on water boards and committees.
- Actions to **increase participatory democracy** (additional to electoral democracy) **through the participation of women's organisations and networks**, including professional associations, in decision-making about developing sustainable cities, particularly regarding social auditing and investments in infrastructure plans to ensure they include women's needs regarding transport, pathways, public lighting, safety, emergency responses, basic services, local investments, early warning systems, decarbonisation transition at local level, etc. Establish and collaborate with organisations involved in the Social Audit Network (SAN), organisations involved in recycling such as the South African Waste Pickers Association (SAWPA) and women's organisations like the Women

in Oil and Energy South Africa (WOESA), South African Network for Women in Transport, Shack Dwellers associations and others to ensure **participation, consultation and voice at a local level**.

- Promote **the rights of girls and women to safe water and sanitation** by supporting actions of local government and CSOs that visualise and recognise women's contributions to water and sanitation; raise awareness about women's and girls' specific needs and interests in the WASH sector; address gender stereotyping that undermines women's empowerment; and address taboos and negative stigmas associated with menstruation, including advocacy for universal provision of sanitary pads in schools, vocational training centres, universities, governmental institutions, health centres and in companies.
- Support actions of local governments to **reduce women's unpaid burdens in the WASH and Energy sector**, and to ensure participation of grassroots women's organisations in energy and water policy development, planning, implementation and monitoring, including in discussions on investments in energy and WASH infrastructure, safety and risk reduction, energy and water tariffing, cleaning and maintenance of energy, water and sanitation infrastructure, multiple use of energy and water, recycling and re-use of wastewater and gender-sensitive energy and water-related data collection.
- Support the efforts of **rural municipalities to ensure equitable access of women to water** for consumption, household, small scale farming, livestock and horticulture farming through rainwater harvesting, wastewater recycling, maintenance of related infrastructure and sustainable and water-efficient irrigation systems. Enhance good practices, such as a gender-aware replication of the **Model of community-led Multiple Use water Services (MUS)**.
- Support actions at provincial and local level to **accelerate the increase of women's equal access to land**.
- Support initiatives of local government and civil society organisations that lead to **effective environmental action by citizens**, women and men – as both producers and consumers - in their homes, communities and workplaces, including awareness-raising, training and capacity building.
- Support strategies in local government for the **promotion of highly qualified women in sustainable cities programmes** as professionals and scientists, and as technical and financial staff, including positive action, enhancing women's careers in STEM and gender targets in local procurement.
- Encourage actions of local government to **boost job creation for women in local energy projects** through the Small-Scale Embedded Generation (SSEG) that allows municipalities to develop their own sustainable energy up to 100MW, ensuring women play a key role in the just energy transition at local level and across the value chain of green energy projects.
- Support initiatives that **take better advantage of the gender dimensions of the green transition** in the context of sustainable urban planning, such as information sharing; systematic collection of sex-disaggregated data; production of knowledge products and good practices on gender; a comprehensive approach to end gender-based violence in all its forms, coordinated programming with a gender perspective between national, provincial and local governments; and inter- and intra-organisational knowledge transfer on gender and sustainable urban planning and development.

### Disaster risk management

- Support actions that **ensure that the voices are heard of those who run the highest risks in case of disasters while contributing least to the causes of climate change**, including marginalised women-led and child-led families, smallholders in the survival economy, men and women with disabilities, the poor and unemployed citizens in all their diversity.
- Support efforts to **include a gender equality perspective** in South African's policies and practices to address climate change and disaster risks, including the Climate Change Act, and the Framework for Disaster Risk Management.
- Support targeted actions that increase the **participation, the empowerment and leadership of marginalised women and girls** (or their representatives) in the Presidential Climate Commission, and in the implementation of a disaster management framework at all levels (national, provincial, municipality).
- Support actions by **women's rights, youth, feminist and gender aware environmental civil society organisations** that raise awareness, enhance research, lobby and advocate, and campaigns that **address gender issues in the agenda for climate change** and in the management of **early warning systems and disaster risk reduction**.
- Support grassroot level **gender-sensitive disaster risk assessments** in areas where most of the poor population is concentrated, ensuring women's participation and including the elaboration of strategies for community response in different disaster scenarios with pilot actions informed by the risk assessment.
- Support government efforts to **increase gender training and capacity building for climate change and disaster risk management** at national, provincial and municipal level in key ministries and statutory bodies for early warning and disaster risk reduction.

### 6.3. Recommendations for Policy Dialogue on Gender Equality Topics

The following points are some recommendations for policy dialogue on gender equality topics between the EU Delegation, the Government of South Africa, CSOs, international partners in development, and relevant private sector actors:

#### Just Energy Transition:

Initiate a dialogue on **mainstreaming a gender equality perspective in the upcoming long-term 'Just Energy Transition Partnership'** to support South Africa's decarbonisation efforts and to accelerate its transition to a low emission, climate resilient economy. Agreements within the framework of the 'Just Energy Transition Partnership' between the EUD and the government of South Africa should include:

- Highlight **gender accountability mechanisms in the policy dialogue**, such as 85% of initiatives must include a gender equality perspective as a significant or main objective.
- Promote the implementation of the **Preferential procurement** arrangements that accomplish the target of 40% for woman-owned vendors, eventually by specifying the strategy to achieve this target.
- Advocate for a threshold criterion to provide evidence of **gender competences of tenderers for sustainable energy projects**, such as Independent Power Producers (IPPs) participating in the

procurement procedures of the Renewable Energy Independent Power Producer Procurement Programme (REIPPP).

- Advocate for **increasing the gender competences of IPPs and other companies** that have been awarded with assignments in the green transition, by including internal gender training and capacity building of the companies at the inception phase of the project implementation.
- Advocate for **Gender Impact Assessment (GIA)**, additional to or integrated in a Social Impact Assessment and/or Environmental Impact Assessment must be a **minimum requirement for IPPs** at the start of any project.
- Establish minimum rules for **gender-responsive corporate accountability and due diligence** to avoid the consolidation or increase of deeply rooted gender and race inequalities. Investors and financiers in the green transition should be held accountable for the social dimension and contribute to the implementation of shared commitments among the states, including CEDAW, SDGs, and the ILO Conventions 100, 111, 156, 183, and 190.

### **Gender and Farm2Fork**

Farm2Fork is a strategy at the heart of the **EU Green Deal** that promotes a fair, healthy and environmentally friendly food system that contributes to food security. Dialogue may include:

- Explanation of the **EU Farm2Fork strategy and its relevance for women smallholders, self-sufficient farmers and urban farmers** who have been farming for local food security for centuries.
- The recognition of unpaid productive and reproductive work, producing annual statistics of sex-disaggregated data on unpaid work, and putting in place **an economic policy to equalise the distribution of paid and unpaid work between women and men**, including investments in social infrastructure to reduce unpaid work burdens in line with **SDG target 5.4**.
- Advocate for comprehensive investment programmes to enhance **climate smart agriculture** targeted at women smallholders, women self-sufficient farmers, women aquaculture farmers and women urban farmers.

### **Climate Change:**

The **dialogue about Climate Change**, including adaption, mitigation, early warning systems and disaster risk reduction has many entry points to discuss a **more gender-responsive approach**, as suggested in the following:

- a) Suggest that the Commission for Gender Equality apply a **Gender Impact Assessment to the Climate Change Bill**
- b) Suggest a **review of South Africa's Disaster Management Framework with a gender lens**, to align its institutional arrangements with the gender-transformative approach of the UNFCCC, the GCF and UNDRR. Suggest to undertake actions to **make the Disaster Management Framework more gender-responsive** such as:
  - Building **institutional capacity for gender-transformative disaster risk management**, e.g., ensuring commitment to gender equality at the top; developing gender-mainstreamed toolkits and training stakeholders in gender-responsive disaster risk management; and appointing a strong network of Gender Focal Persons in the disaster management institutional framework.

- Commission a **gender analysis** to inform priorities, to guide risk reduction in a gender-responsive way and to monitor effectiveness and inclusiveness. Give priority to research built upon gender analyses at municipal, provincial and national level to **obtain a clear picture of gendered disaster risks, and how to address them in a gender-responsive way**.
- Formulate **gender transformative goals, and gender equality targets** for disaster management and planning at all levels of the government
- Set up a **gender-sensitive monitoring, evaluation and learning system** and gather sex-disaggregated data relevant for disaster risk management by all state actors involved. Ensure early warning systems address specific barriers in disasters faced by women and other marginalised groups.
- Ensure that **women victims of disaster are equally favoured and benefit equally** from post-disaster response, recovery and rehabilitation, by applying fair treatment aimed at promoting **gender equality outcomes from disaster recovery**.
- Pay systematic **attention to gender issues in all communications on climate change**, early warning and disaster risk management; promote public awareness with a gender equality perspective; disseminate good practices of gender transformative actions to address climate change and disaster risk management; establish gender balance in the information and communication team; avoid negative gender-stereotyping in education materials on disaster risk reduction and promote the roles and responsibilities of women and men, boys and girls to act as aware, responsible and equal citizens.

### **Gender Impact Assessments (GIAs):**

A Gender Impact Assessment is an **ex-ante evaluation or analysis of a law, policy or programme** to assess the likelihood that it consolidates and maintains existing gender inequalities, increases gender inequalities or promotes gender equality. The central question of the gender impact assessment is: ***Does a law, policy or programme increase, maintain or reduce the gender inequalities between women and men?***

Most governments are committed to assessing the gender impact of their policymaking since they have signed the Beijing Platform for Action (1995, Area H, Institutional mechanisms). The EUD should recommend the South African Government to implement a GIA to all new laws and policies related to green transition, because:

- GIAs are **needed to ensure a just green transition that leaves no one behind** and should be applied to key laws, policies and programmes to promote an **inclusive green and circular economy**, including Climate Change Bills, Land Reform Acts, Preferential Procurement policies, and Labour Market policies to create new green jobs in the coming years, to ensure that women and men in all their diversity benefit equally and are equally favoured.
- GIAs are the perfect **tool for dialogue on the gender impact of new laws and policies** as they show the expected impact of the proposed laws, policies and programmes on existing gender inequalities, which may include gender stereotyping, gender-based violence, unequal distribution of paid and unpaid work, unequal access to jobs on the labour market, undervaluation of women's work and unequal pay for work of equal value, low representation of women in STEM studies and careers, unequal access to finance, to land and other properties for women, etc..

#### 6.4. Recommendations for further research on gender issues

Further research is recommended on the following issues:

- The **unpaid work of women and men** of different ages and in all their diversity in the economy to create a **baseline for policy development in the green transition** that reduces unpaid burdens and **converts unpaid work into decent jobs** (e.g., converting time for firewood gathering in time for a job in green energy; time for water carrying in time to grow organic food on plots irrigated with wastewater).
- A **review of the effectiveness of the extension officers and practitioners of the DALRRD**, particularly about addressing practical and strategic gender needs and the technical and economic empowerment of women farmers and rural women.
- Research into the impact of the **system of social grants** on women and men in all their diversity who are playing an active role in life-sustaining non-market work, unpaid care work and rural and urban organic food production for local consumption.
- Participatory action research about the **human repercussions and gender impact of planned mine closures and lay-offs in dirty industries**, including an evaluation of the options that ensure fair treatment and compensations of workers, including equal treatment and equal benefits for women workers in the scheme of lay-offs, equal access to reskilling and coaching to increase their employability for new jobs, support for the communities affected by mine of dirty industries (water, air and soil pollution due to contaminants from dirty industries, acid mine drainage, etc.)



## Annex 1: Methodological Approach and Pre-Analysis

Green transition is about reforming the entire economy, and contains a broad range of strategies, including the decarbonisation of electricity systems and industries; the expansion of renewable green energy solutions; the efficient use of resources; the promotion of a circular economy that recycles and upcycles used materials, residual products and waste; the development of nature-based solutions to address and prevent drought, flooding and air pollution; sustainable and safe water management and sanitation; and the sustainable management of forests, wetlands, rivers, lakes and oceans. These strategies require policies, investments and strategies to create new jobs, to build capacity for new technical and vocational training programmes, and to build an enabling environment for equal participation of women and men of all ages and in all their diversity, at all levels of the green economy.

For this gender analysis we did a pre-analysis focused on three departments that play a key economic role in the green transition of South Africa: Agriculture, Forestry-Fisheries and Environment (FFE), and Minerals and Energy. For each of these sectors we reviewed at macro-level the legal and policy frameworks, and women's participation at all levels of the national departments, and where relevant also provincial level.

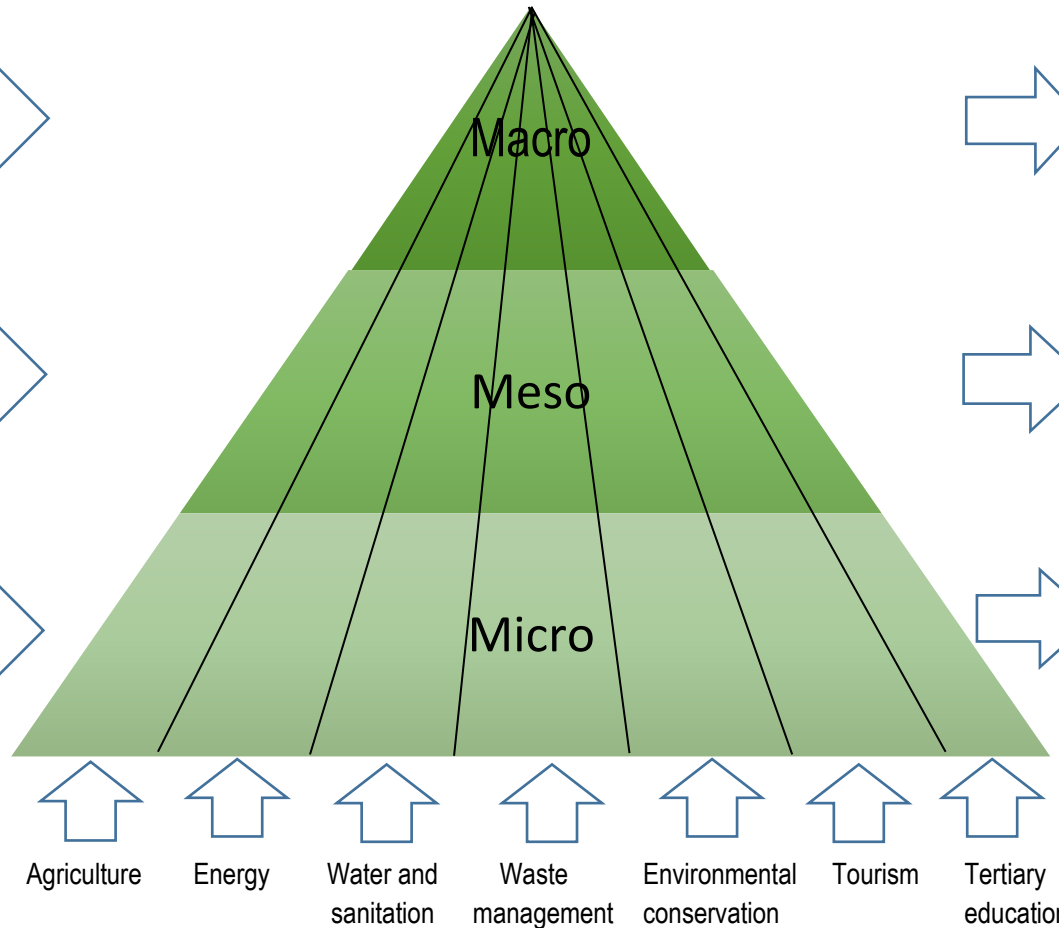
We used the analytical framework with 3 levels as shown in figure 1 of this annex.

- **Micro-level:** Grass roots level, the situation of people on the ground, in the households, in the companies, in the communities, in the schools.
- **Meso-level:** The structures and institutions that regulate the implementation of policies, including the labour market, and the intermediate institutions and organisations.
- **Macro-level:** The overall enabling environment created to make society work, including national legal and policy frameworks, the national government, the parliament, the justice system, national security.

Fig. 1: Analytical framework for gender analysis of green transition

**Diagnosis of the situation**

- Laws & Policies on gender in the green economy; Gender-responsiveness of government; National stakeholders; Gender balance in decision-making
- Gender/race/age vertical & horizontal segregation of the labour market; Gender policy at province level; Service delivering structures and institution; intermediate CSOs.
- Distribution of paid & unpaid work; access to & control over resources (land, capital, technology); practical & strategic gender needs; voice in local governance.



**Findings and recommendations**

- Issues for policy dialogue; Need for capacity building for gender mainstreaming; Gender-budgeting; Required sex-disaggregated statistics for policy making, monitoring and evaluation, etc.
- Options for new green jobs; Need for TVET-programmes for green transition; Media; Equal opportunities strategies; Equal pay and decent jobs; Social security for all, etc.
- Options of green technology to reduce unpaid work burdens; Specific action for target groups of poor rural women; Economic empowerment of women; Local leadership training, etc.

SMART gender indicators

## **International and regional commitments to gender equality**

South Africa has committed to key international and regional agreements and commitments to gender equality. They include, among others: the Universal Declaration of Human Rights, the Committee on the Elimination of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, the Sustainable Development Goals (SDGs) – Agenda 2030, the African Unions Heads of States’ Solemn Declaration of Gender Equality in Africa and the Southern African Development Community (SADC) Protocol on Gender and Development (Southern African Development Community , 2008).

## **National legal and policy frameworks on gender**

At a national level, South Africa’s drive for gender equality is characterised by an enabling legislative and policy environment that is aligned with international gender conventions. Gender equality is embedded in the Constitution of South Africa that offers protection against discrimination based on sex, gender and sexual orientation. The South African National Policy Framework for Women's Empowerment and Gender Equality (2002) reflects South Africa’s vision for gender equality and how it intends to realise this ideal. The SA gender policy framework stipulates the overarching principles, practices and programmes which should be integrated by all sectors of the South African government into their policies (including those associated with the green economy). All government departments and public entities at national, provincial and local level also have a responsibility to ensure gender equality and women’s empowerment.

The South African Framework on Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing (2018) highlights the impact of gender responsive budgeting in achieving South Africa’s gender goals.<sup>363</sup> Gender budgeting is an important fiscal tool for a gender responsive green economy. This framework implies mainstreaming of a gender equality perspective through the budget cycle.

The South African Government’s Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide acknowledges that the efforts in responding to the national gender-based violence (GBV) crisis have been inadequate.<sup>364</sup> With limited success, the Commission for Gender Equality suggests the reasons for the failure of the ERAP to achieve its targets include poor coordination between the 22 government departments required in the intervention (Commission for Gender Equality, 2020).

South Africa has a comprehensive set of legal instruments that protect men and women from discrimination based on sex. It could be suggested that South Africa’s policy and legislative frameworks are supportive to gender equality, including diversity of gender identity. However, despite the national gender machinery being acknowledged to be comprehensive, according to the Commission for Gender Equality a “lack of change [in gender equality and women’s empowerment] is a result of the misalignment

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<sup>363</sup> Government of South Africa, 2018, *Framework on Gender-Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing*, Pretoria: Department of Women, Youth and Persons with Disabilities.

<sup>364</sup> The Government of South Africa, 2020 *Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide*, Pretoria, The Government of South Africa.

between legislative priorities and implementation. South Africa needs to do more work to make these policies a reality”.<sup>365</sup>

### **Gender Machinery**

The two main government organisations that are mandated to support gender equality in South Africa are the Department of Women, Youth and Persons with Disabilities (DWYPD), whose mission is to “accelerate socio-economic transformation and implementation of the empowerment and participation of women, youth and persons with disabilities through oversight, monitoring, evaluation and influencing policy” (as empowered by the Women Empowerment and Gender Equality Bill (2013)); and the Commission for Gender Equality (as established under the Commission for Gender Equality, Act 39 of 1996) established to “promote gender equality and to advise and to make recommendations to Parliament or any other legislature with regard to any laws or proposed legislation which affects gender equality and the status of women”. Although structurally well established, challenges identified for the South African gender machinery are that firstly, it is considered the responsibility of dedicated sections or Government Departments and secondly, that gender mainstreaming is not applied consistently across departments and thematic areas. Despite commitments to gender-responsive planning, budgeting, monitoring, evaluation and auditing, only 7% of South Africa’s medium term strategic framework indicators include gender targets.<sup>366</sup>

Although organisations such as the Commission for Gender Equality and South African Local Government Association (SALGA) have been making efforts to improve gender mainstreaming, there is still inconsistent application of a gender perspective at provincial and municipal level. Amongst others the key issues are: A lack of gender transformation policies and plans, non-compliance with the (draft) gender policy frameworks and non-compliance with the National Gender Policy Framework.<sup>367</sup>

### **Legal and policy frameworks in selected sectors**

A quick check has been applied to assess the gender sensitivity of the legal, policy and strategic documents of the line departments in the three sectors covered by section 1 of this gender analysis:

- Department of Agriculture, Land Reform and Rural Development (DALRRD): 22 documents screened.
- Department of Mineral Resources and Energy (DMRE): 19 documents screened
- Department of Forestry, Fisheries, and the Environment (DFFE): 10 documents screened.

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<sup>365</sup> Commission for Gender Equality, 2018, *Challenges that remain a hindrance in attaining gender equality in South Africa*. Commission for Gender Equality

<sup>366</sup> Government of South Africa, 2018, *Gender-responsive Planning, Budgeting, Monitoring, Evaluation and Auditing*, Pretoria: Department of Women, Youth and Persons with Disabilities

<sup>367</sup> Commission for Gender Equality, 2021, *Gender mainstreaming in municipalities: women’s charter sector review*, Pretoria: The Commission for Gender Equality.

[https://www.parliament.gov.za/storage/app/media/1\\_Stock/Events\\_Institutional/2020/womens\\_charter\\_2020/docs/05-03\\_2021/CGE\\_presentation.pdf](https://www.parliament.gov.za/storage/app/media/1_Stock/Events_Institutional/2020/womens_charter_2020/docs/05-03_2021/CGE_presentation.pdf)

The documents were obtained randomly from the internet. The screening consisted of scanning the documents for women and gender issues with the aim to get an impression of their gender sensitivity. Gender sensitivity was identified in 15 documents of DALRRD, 7 documents of DMRE and 8 documents of DFFE. In total 30 out of 51 documents (almost 59%) of the screened documents were gender sensitive<sup>368</sup>, which is a relatively good score.

### **Civil Society Organisations (CSOs)**

There is a sound and vital civil society (CS) sector that influences the promotion of women's rights and gender equality. The government has created an enabling environment for civil society to participate in the dialogue. The CSOs use a variety of approaches to promote gender equality and the empowerment of women, including research, advocacy, legal representation, lobbying, finance and technical support. It is well populated with both national and international non-governmental organisations (NGOs) that support gender equality, with approximately 2,900 organisations registered to support gender equality and women's empowerment <sup>369</sup> (Department of Social Development, 2021). These organisations are active in all aspects of gender equality, for example, enforcing and improving rights, combatting gender-based violence, improving access to justice, economic empowerment and improving advocacy and voice.

In addition, there are approximately 1,000 NGOs that support ecosystem management and/or climate change (Department of Social Development, 2021). These organisations are active in climate change justice, agricultural development, advocacy, education, water management, environmental services and wildlife conservation. In addition, South Africa has several well-resourced organisations that represent, advocate and support women in sectors that suffer from occupational gender segregation.<sup>370</sup> Many of these CSOs operate at different levels i.e.: from community level up to provincial, national and some that are involved in international lobbying.

### **International cooperation**

Most UN, Bretton Woods and bilateral development organisations are active in SA. All have gender equality agendas with most actively supporting gender in programming within their organisational remit. UN Women is the most relevant organisation; however organisations such as the Global Environment Fund (GEF), International Labour Organisation (ILO), UNICEF, United Nations Industrial Development Organisation (UNIDO), United Nations Development Programme (UNDP), United Nations Education, Science and Cultural Organisation (UNESCO), U.S. Agency for International Development (USAID), the EU Member States, the European Commission and others have all a relatively strong gender equality focus on the labour market, economic empowerment, climate change, GBV, health and education.

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<sup>368</sup> These data just give an impression. To obtain hard evidence a more extensive and scientifically underpinned evaluation of all documents, or of a representative sample of the documents would be required.

<sup>369</sup> South Africa, Department of Social Development, 2021, *NPO Register of March, 2021*. <http://www.npo.gov.za/PublicNpo/Npo>

<sup>370</sup> For example, South African Women in Science and Engineering; Women in Energy; Women in Mining, Women in Engineering; South African network for Women in Transport; Women in Oil and Energy South Africa; Women in Finance.

Organisations that provide financial support for advancing gender equality in SA: There are over 90 different organisations operating in support of impact investment in SA<sup>371</sup> (Aspen Network of Development Entrepreneurs, 2017). Impact investing through private development finance organisations and the government (including the initiatives in BBBEE and Preferential Procurement) has previously disadvantaged individuals and organisations as target groups. There are over 15 women's enterprise targeted funds (SME South Africa, 2020).<sup>372</sup> However, compared to the total, the number and value amounts of impact investments, financing for women and gender equality initiatives is much smaller. This is a global trend where only 0.01 per cent of all worldwide funding supports projects that address both climate change and women's rights (UNDP, 2016) In addition, there are youth enterprise funds that target both men and women for example: Tholoana Enterprise funds, IDC Young Entrepreneurs Fund, NYDA Grant Programme and Youth Technology Innovation Fund.

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<sup>371</sup> Aspen Network of Development Entrepreneurs, 2017, *South Africa's Entrepreneurial Ecosystem Map*, [https://cdn.ymaws.com/www.andeglobal.org/resource/resmgr/sa\\_images/sa\\_images\\_2019/sa\\_entrepreneurial\\_ecosystem.pdf](https://cdn.ymaws.com/www.andeglobal.org/resource/resmgr/sa_images/sa_images_2019/sa_entrepreneurial_ecosystem.pdf)

<sup>372</sup> For example, Isivande Women's Fund (Old Mutual Masisivane Fund); Khula Lula; National Empowerment Fund (NEF); Savannah Fund; and SHEquity.

## PRE-ANALYSIS of SOME KEY SECTORS FOR GREEN TRANSITION

### 1. AGRICULTURE

1.1. Sector Policies

1.2. Women's participation at decision making levels

### 2. FORESTRY, FISHERIES, AND ENVIRONMENT

2.1. Sector Policies

2.2. Women's participation at decision making levels

### 3. MINERAL RESOURCES AND ENERGY

3.1. Sector Policies

3.2. Women's participation at decision making levels

3.3. State-owned enterprises

3.4. Social partners in the mining and energy sector

## AGRICULTURE

### 1.1. Gender Policies in the agricultural sector.

South Africa's legal and policy frameworks for the sector of Agriculture, Land Reform and Rural Development are very gender sensitive. The major part of the laws and policy documents that are screened in this gender analysis address specific gender issues, some of which are summarised in this paragraph.

The strategic plan of the Commission on Restitution of Land Rights for 2021/22<sup>373</sup> defines under Priority Area 4 the promotion of rapid land agrarian reform in order to reduce asset inequality and promote equitable distribution of land and food. In addition, this strategic plan aims at employment equity of 60% female and 40% male staff. Uniquely, the Department of Agriculture, Land Reform and Rural Development Strategic Plan 2020<sup>374</sup> prioritises land rights for youth, women and persons with disabilities along with those who have been farming on communal land. In addition, the Department of Agriculture, Land Reform and Rural Development (DALRRD) commits to training potential beneficiaries of land allocation and inclusion in economic activities, as expressed in the Rural Development Framework Policy.<sup>375</sup> DALRRD also commits to equity and non-discrimination, recognising the multiple historical vulnerabilities rooted in the apartheid system; dispossession and denial of economic, social and human development opportunities for the majority of the population in the past system, as expressed in the "Rural Economy Transformation Model: One District, One Agri-park/Every Municipality a CRDP Site" (2015).<sup>376</sup> Commitment to gender equality and social inclusion has been expressed in a broad range of policies and strategies of the DALRRD, including the "Policy on the Application of the Rural Economy Transformation Model in the Settlement of Land Claims"(2016a)<sup>377</sup>; the "Financial Compensation Policy"<sup>378</sup>; the "State

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<sup>373</sup> Department of Agriculture, Land Reform and Rural Development, 2021a, *Commission on Restitution of Land Rights Strategic Plan for 2021/2022*, Publications Office of the South African Government, South Africa.

<https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/Commission%20on%20Restitution%20of%20Land%20Rights%20Strategic%20Plan%202021%20to%202022.pdf> on 30 Aug 2021

<sup>374</sup> Department of Agriculture, Land Reform and Rural Development, 2021b, *Department of Agriculture, Land Reform and Rural Development Strategic Plan 2020*, Publications Office of the South African Government, South Africa.

<https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/Department%20of%20Agriculture.%20Land%20Reform%20and%20Rural%20Development%20Strategic%20Plan%202020%20-%202025.pdf> on 30 Aug 2021

<sup>375</sup> Department of Agriculture, Land Reform and Rural Development, 2013e, *Rural Development Framework Policy*, Publications Office of the South African Government, South Africa

<https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/Rural%20Development%20Framework%20Policy%2024july2013.pdf> on 30 Aug 2021

<sup>376</sup> Department of Agriculture, Land Reform and Rural Development, 2015, *The Rural Economy Transformation Model: One District, One Agri-park/Every Municipality a CRDP Site*, Publications Office of the South African Government, South Africa

<https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/The%20Rural%20Economy%20Transformation%20Model%20-%202014%20Nov%202015.pdf> on 30 Aug 2021

<sup>377</sup> Department of Agriculture, Land Reform and Rural Development; 2016a, *Policy on the Application of the Rural Economy Transformation Model in the Settlement of Land Claims*, Publications Office of the South African Government, South Africa

[https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/RETM\\_in\\_Restitution\\_Approved\\_Policy\\_April2016.pdf](https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/RETM_in_Restitution_Approved_Policy_April2016.pdf) on 30 Aug 2021

<sup>378</sup> Department of Agriculture, Land Reform and Rural Development, 2016b, *Financial Compensation Policy*, Publications Office of the South African Government, South Africa

[https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/2016\\_Financial\\_Compensation\\_Policy\\_April2016.pdf](https://www.drdir.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/2016_Financial_Compensation_Policy_April2016.pdf) on 30 Aug 2021



Land Lease and Disposal Policy: 25 July 2013<sup>379</sup>; the “Agricultural Landholding Policy Framework: Setting Upper and Lower Bands for the Ownership and Use of Agricultural Landholdings”<sup>380</sup>; the “Policy for the Recapitalisation and Development Programme of the Department of Rural Development and Land Reform”<sup>381</sup>; and the “Land Tenure Security Policy for Commercial Farming Areas”<sup>382</sup>. Furthermore, the “Municipal Commonage: Policy and Procedures”<sup>383</sup>, uniquely seeks to increase the numbers of women who benefit from agricultural interventions.

In terms of laws and policies, the agricultural sector has many entry points to address strategic gender needs, including equal access to land, to technical training and extension services for women farmers. One key aspect that is not addressed refers to women’s unpaid and uncounted work in the poorest remote areas of South Africa.

## 1.2. Women’s participation at decision making levels

There is good gender representation at the top levels of the DALRRD, as reflected in Table 1 below. The Minister, Ms Thokozile Didiza, is a woman. Of two deputy ministers, one is a woman.

**Table 1: South Africa: Gender representation in decision-making at the DALRRD<sup>384</sup>**

2020/21	Men	Women	% Women
Minister	0	1	100
Deputy Minister	1	1	50
Director General	1	0	0
Deputy Director General Level (9 branches)	6	3	33%

Overall, the department shows rather good gender balance and reflection of the population, although women are concentrated at the lower decision-making levels. For example, at top management level,

<sup>379</sup> Department of Agriculture, Land Reform and Rural Development, 2013a, *State Land Lease and Disposal Policy: 25 July 2013*, Publications Office of the South African Government, South Africa  
[https://www.drld.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/state land lease and disposal policy 25july2013.pdf](https://www.drld.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/state%20land%20lease%20and%20disposal%20policy%2025july2013.pdf) on 30 Aug 2021

<sup>380</sup> Department of Agriculture, Land Reform and Rural Development, 2013b, *Agricultural Landholding Policy Framework: Setting Upper and Lower Bands for the Ownership and Use of Agricultural Landholdings*, Publications Office of the South African Government, South Africa  
<https://www.drld.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/Agricultural%20Landholding%20Policy%20Framework%20july2013.pdf> on 30 Aug 2021

<sup>381</sup> Department of Agriculture, Land Reform and Rural Development, 2013c, *Policy for the Recapitalisation and Development Programme of the Department of Rural Development and Land Reform*, Publications Office of the South African Government, South Africa  
<https://www.drld.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/Policy%20for%20the%20DRDP%2023july2013.pdf> on 30 Aug 2021

<sup>382</sup> Department of Agriculture, Land Reform and Rural Development, 2013d, *Land Tenure Security Policy for Commercial Farming Areas*, Publications Office of the South African Government, South Africa  
<https://www.drld.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/Land%20Tenure%20Security%20Policy%20for%20Commercial%20Farming%20Areas%2022July2013.pdf> on 30 Aug 2021

<sup>383</sup> Department of Agriculture, Land Reform and Rural Development, 1997a, *Municipal Commonage: Policy and Procedures*, Publications Office of the South African Government, South Africa  
<https://www.drld.gov.za/sites/Internet/ResourceCenter/DRDLR%20Document%20Centre/Municipal%20Commonage%20Policy%20and%20Procedures%20June1997.pdf> on 30 Aug 2021

<sup>384</sup> Department of Agriculture, Land Reform and Rural Development, 2021, *Annual Report 2020/21*. Pretoria, DALRRD.  
<https://www.dalrrd.gov.za/Portals/0/Annual%20Report/DALRRD%20Annual%20Report%202020%20-%202021.pdf>

women occupy six of 14 positions (42.86%), at senior management level, women occupy 150 of 372 positions (40.32%) and at the professionally qualified and middle management level, women occupy 1,148 of 2,382 positions (48.19%). Women make up a majority of those working at skilled technical or junior management level (58.60%) (Table 2).

**Table 2: DALRRD employees by race and occupational band (31 March 2021).**<sup>385</sup>

Occupation DALRRD	Men				Women				Total
	African	Coloured	Indian	White	African	Coloured	Indian	White	
Top management	7	0	0	1	5	0	0	1	14
%	50	0	0	7,14	35,71	0	0	7,14	-
Senior management	177	15	11	19	117	8	7	18	372
%	47,58	4,03	2,96	5,11	31,45	2,15	1,88	4,84	-
Professionally qualified and experienced specialists and middle management	1006	65	26	137	925	56	28	139	2382
%	42,23	2,73	1,09	5,75	38,83	2,35	1,18	5,84	-
Skilled technical and academically qualified workers, foremen, junior management, supervisors	1241	74	12	84	1567	153	47	231	3409
%	36.40	2.17	0.35	2.46	45.97	4.49	1.38	6.78	-
Semi-skilled and discretionary decision making	417	73	3	10	350	60	4	10	927
%	44.98	7.87	0.32	1.08	37.76	6.47	0.43	1.08	-
Unskilled and defined decision making	167	11	0	0	67	10	0	0	255
%	65.49	4.31	0	0	26.27	3.92	0	0	-
<b>Total</b>	<b>3015</b>	<b>238</b>	<b>52</b>	<b>251</b>	<b>3031</b>	<b>287</b>	<b>86</b>	<b>399</b>	<b>7359</b>
%	<b>40.97</b>	<b>3.23</b>	<b>0.71</b>	<b>3.41</b>	<b>41.19</b>	<b>3.9</b>	<b>1.17</b>	<b>5.42</b>	<b>-</b>

At provincial level, as of 21 October 2021, six of nine (66.67%) provincial ministers (Members of Executive Councils (MECs)) and three of nine (33.33%) provincial Heads of Department were women. At top and senior management level, there were provincial variations in women's representation, with four provinces

<sup>385</sup> Department of Agriculture, Land Reform and Rural Development, 2021, *Annual Report 2020/21*. Pretoria, DALRRD. <https://www.dalrrd.gov.za/Portals/0/Annual%20Report/DALRRD%20Annual%20Report%20%202020%20-%202021.pdf>

having only male top management and just two provinces with more female senior managers than male senior managers as per the most recently available Annual Report data, as shown in Table 3, below.

**Table 3: Leadership of Provincial Departments of Agriculture**

	MEC	HOD	Women top management	Men top management	Women senior management	Men senior management
<b>Eastern Cape</b> <sup>386</sup>	F	M	50% (2)	50% (2)	52.17% (24)	47.83% (22)
<b>Free State</b> <sup>387</sup>	M	M	0% (0)	100% (2)	35.71% (10)	64.29% (18)
<b>Gauteng</b> <sup>388</sup>	M	F	54.55% (6)	45.45% (5)	45.83% (11)	54.17% (13)
<b>KwaZulu-Natal</b> <sup>389</sup>	F	M	No data	No data	40.90% (18)	59.10% (26)
<b>Limpopo</b> <sup>390</sup>	F	F	100% (1)	0% (0)	44.44% (16)	55.56% (20)
<b>Mpumalanga</b> <sup>391</sup>	F	M	0% (0)	100% (1)	33.33% (8)	66.67% (16)
<b>North West</b> <sup>392</sup>	F	M	100% (1)	0% (0)	56% (14)	44% (11)
<b>Northern Cape</b> <sup>393</sup>	F	M	0%	100% (2)	33.33% (3)	66.67% (6)
<b>Western Cape</b> <sup>394</sup>	M	M	0%	100% (2)	46.67% (7)	53.33 (87)

<sup>386</sup> Eastern Cape Department of Rural Development and Agrarian Reform, 2021, *Department of Rural Development and Agrarian Reform*. <http://www.drda.gov.za/> For top and senior management figures see: Eastern Cape Department of Rural Development and Agrarian Reform, 2020, *Annual Report 2019/20*. <http://www.drda.gov.za/wp-content/uploads/2021/02/DRDAR-Annual-Report-2019-20-FY.pdf>

<sup>387</sup> Free State Department of Agriculture and Rural Development, 2021, *Department of Economic Development, Environment, Agriculture and Rural Development*. <http://www.ard.fs.gov.za/> For top and senior management figures see: Free State Department of Agriculture and Rural Development, 2019, *Annual Report 2018/19* <http://www.ard.fs.gov.za/wp-content/uploads/2019/10/DARD-2018-2019-Annual-Report-part-1.pdf>

<sup>388</sup> Gauteng Provincial Government, 2021, *Department of Agriculture and Rural Development*. <https://www.gauteng.gov.za/Departments/DepartmentDetails/CPM-001000> For top and senior management figures see: Gauteng Department of Agriculture and Rural Development, 2020, *Annual Report 2019/20* <https://www.gauteng.gov.za/Departments/DepartmentPublicationDetails/%7B7F92DDAA-D7F3-4602-938A-C30102E691D8%7D?departmentId=CPM-001000>

<sup>389</sup> KwaZulu Natal Department of Agriculture and Rural Development, 2021, *Department of Agriculture and Rural Development* <https://www.kzndard.gov.za/> For top and senior management information see KwaZulu-Natal Province Department of Agriculture and Rural Development, 2020, *Annual Report 2019/2020 Financial Year*. <https://www.kzndard.gov.za/images/Documents/Strategic-documents/Reports/Annual-Report-2019-2020.pdf>

<sup>390</sup> Limpopo Department of Agriculture and Rural Development, 2021, *Department of Agriculture and Rural Development* <http://www.lard.gov.za/Pages/default.aspx> For top and senior management figures see: Limpopo Department of Agriculture and Rural Development, 2020, *Annual Report 2019/20*. <http://www.lard.gov.za/Pages/Annual-Reports.aspx>

<sup>391</sup> Mpumalanga Department of Agriculture, Rural Development, Land and Environmental Affairs, 2021, *Department of Agriculture, Rural Development, Land and Environmental Affairs*. <https://dardlea.mpg.gov.za/> For top and senior management figures see: Mpumalanga Department of Agriculture, Rural Development, Land and Environmental Affairs, 2020, *Annual Report 2019/20*. [https://dardlea.mpg.gov.za/publications/annual\\_reports/Annual\\_Report\\_2019\\_20.pdf](https://dardlea.mpg.gov.za/publications/annual_reports/Annual_Report_2019_20.pdf)

<sup>392</sup> North West Department of Agriculture and Rural Development, 2021, *Department of Agriculture and Rural Development*. <http://dard.nwpg.gov.za/> For top and senior management figures see: North West Department of Agriculture and Rural Development, 2020, *Annual Report 2019/20*.

<sup>393</sup> Northern Cape Department of Agriculture, Environmental Affairs, Land Reform and Rural Development, 2021, *Department of Agriculture, Environmental Affairs, Land Reform and Rural Development*. <http://daerl.ncpg.gov.za/> For top and senior management figures see: Department of Agriculture, Environmental Affairs, Land Reform and Rural Development, 2018, *Annual Report 2017/18*. [http://daerl.ncpg.gov.za/index.php?option=com\\_phocadownload&view=file&id=254:dalrrd-annual-report-2017-18&Itemid=334](http://daerl.ncpg.gov.za/index.php?option=com_phocadownload&view=file&id=254:dalrrd-annual-report-2017-18&Itemid=334)

<sup>394</sup> Western Cape Government, 2021, *Department of Agriculture*. <https://www.elsenburg.com/> For top and senior management figures see: Western Cape Department of Agriculture, 2021, *Annual Report 2020/21*. <https://www.elsenburg.com/sites/default/files/publications/2021-10-01/WCDoA%202021%20AR%20-%2020211001%20FA%20for%20web.pdf>

The Portfolio Committee on Agriculture, Land Reform and Rural Development (in the National Assembly of Parliament) is made up of sixteen members, seven of which are women (43.75%). The Chairperson of the committee is a man<sup>395</sup>. The Select Committee on Land Reform, Environment, Mineral Resources and Energy (in the National Council of Provinces) is made up of 24 members, of which ten (41.67%) are women. The committee Chairperson is a woman.<sup>396</sup>

## 2. Forestry, Fisheries and the Environment

### 2.1. Sector Policies

Addressing inequalities has been integrated to policy frameworks on forestry, fisheries, and environment from the very beginning of the historical transformation from the apartheid regime to democracy. In terms of policies, the sectors of forestry, fisheries and environment are the most gender-responsive. 80% of their laws, policies, strategic plans and guidelines are gender sensitive:

- South Africa's National Environmental Management Act (Act 107 of 1998) recognises the important role of women and youth in environmental management and development, and significant progress has been made in the area of gender mainstreaming.<sup>397</sup>
- The “White Paper: Marine Fisheries Policy for South Africa” (1997a) places emphasis on correcting historical inequalities through transfer of access rights through companies to previously disadvantaged persons and communities.<sup>398</sup>
- In the area of Forest Development in South Africa, the Policy of the Government of National Unity White Paper (1997) places emphasis on the role of the organised private sector to ensure that profitable operations also contribute to social equity and an improved quality of life, especially among rural communities.
- The White Paper on Environmental Management Policy (1997b) supports the involvement of special interest groups such as women, workers, the unemployed, the disabled, traditional healers, the elderly and others in the design, planning and implementation of environmental education and capacity building programmes and projects<sup>399</sup>. The White Paper on Environmental Management Policy for South Africa (1998) recognises education as a key element in determining economic performance and equitable income distribution in the long term.<sup>400</sup>

<sup>395</sup> Parliamentary Monitoring Group, 2021, National Assembly Committee: Agriculture, Land Reform, and Rural Development. <https://pmg.org.za/committee/37/>

<sup>396</sup> Parliamentary Monitoring Group, 2021, NCOP Land Reform, Environment, Mineral Resources and Energy. <https://pmg.org.za/committee/20/>

<sup>397</sup> Godwell Nhamo and Chipo Mukonza, 2020, *Opportunities for women in the green economy and environmental sectors* (Sustainable Development)

<sup>398</sup> Department of Environmental Affairs and Tourism, 1997a, *White Paper: Marine Fisheries Policy for South Africa* <http://dlc.dlib.indiana.edu/dlc/bitstream/handle/10535/3894/seafisheries.pdf?sequence=1> on 27 Aug 2021

<sup>399</sup> Department of Environmental Affairs and Tourism, 1997b, *White Paper on Environmental Management Policy* [https://www.environment.gov.za/sites/default/files/legislations/environemntal\\_management\\_0.pdf](https://www.environment.gov.za/sites/default/files/legislations/environemntal_management_0.pdf) on 27 Aug 2021

<sup>400</sup> Department of Environmental Affairs, 1998, *White Paper on Environmental Management Policy for South Africa*, Pretoria [https://www.environment.gov.za/sites/default/files/legislations/environemntal\\_management\\_0.pdf](https://www.environment.gov.za/sites/default/files/legislations/environemntal_management_0.pdf) on 27 Aug 2021

- The “National Climate Change Response White Paper” (2014a) of the Department of Environmental Affairs (DEA), provides special consideration to vulnerable groups: poor and/rural women, children, infants, child-headed families, the sick and physically challenged.<sup>401</sup>
- The “National Environmental Management of the Ocean White Paper” (2014b), pays particular attention to promoting science and engineering graduates who reflect the racial and gender composition of South Africa.<sup>402</sup>
- More recently, the “*Framework and Strategy Toward Gender Mainstreaming in the Environment Sector 2016–2021*”<sup>403</sup> sets the parameters for gender mainstreaming in the sector.
- The “White Paper on Integrated Pollution and Waste management for South Africa” (2000), prioritises the involvement of women, youth, workers, the unemployed, the disabled, traditional healers, the elderly and other interest groups in the design, planning, and implementation of integrated pollution and waste<sup>404</sup>.
- The “Department of Environmental Affairs Strategic Plan” (2019/20-2023/24) commits to benefiting women and people living with disabilities and empowering Small, Medium and Micro Enterprises (SMMEs) in the wildlife and ocean economies.

Interview sources<sup>405</sup> revealed that the Department of Small Business Development (DSBD) collaborates with the Departments of Forestry and Fisheries and of Agriculture, Land Reform and Rural Development to develop SMMEs, and contributes to programmes initiated by the Department of Environment, Forestry and Fisheries (DEFF), although they do not have any specific focus on entrepreneurship for women in all their diversities. The DSBD recommends creating support systems that enable South Africa to plan using sex-disaggregated data and support women’s organisations that work on economic empowerment in the sectors.<sup>406</sup>

South Africa adopts the Ecosystem-based Approaches (EbA) in marine and coastal areas and some of them target vulnerable women and children.<sup>407</sup>

The National Waste Management Strategy 2020<sup>408</sup> includes targeted actions aiming at empowering women, youth and people living with disabilities through the circular economy, particularly waste pickers and people working in the informal sector. It also addresses the skills gap within the sector with a special focus on women, youth and people living with disabilities.

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<sup>401</sup> Department of Environmental Affairs, 2014a, *National Climate Change Response Paper*, [https://www.gov.za/sites/default/files/gcis\\_document/201409/nationalclimatechangeresponsewhitepaper0.pdf](https://www.gov.za/sites/default/files/gcis_document/201409/nationalclimatechangeresponsewhitepaper0.pdf) on 27 Aug 2021

<sup>402</sup> Department of Environmental Affairs, 2014, *White Paper on National Environmental Management of the Ocean* [https://www.gov.za/sites/default/files/gcis\\_document/201409/37692qon426.pdf](https://www.gov.za/sites/default/files/gcis_document/201409/37692qon426.pdf) on 27 Aug 2021

<sup>403</sup> Department of Environmental Affairs, 2016, *Framework and Strategy Toward Gender Mainstreaming in the Environment Sector 2016-2021* [https://www.environment.gov.za/sites/default/files/docs/publications/strategytowardgendermainstreamingintheenvironmentsector2016\\_2021.pdf](https://www.environment.gov.za/sites/default/files/docs/publications/strategytowardgendermainstreamingintheenvironmentsector2016_2021.pdf) on 27 Aug 2021

<sup>404</sup> Department of Environmental Affairs, 2000, *White Paper on Integrated Pollution and Waste management for South Africa*, Pretoria [https://www.environment.gov.za/sites/default/files/legislations/integrated\\_pollutionand\\_wastemanagement\\_0.pdf](https://www.environment.gov.za/sites/default/files/legislations/integrated_pollutionand_wastemanagement_0.pdf) on 27 Aug 2021

<sup>405</sup> See Annex 3: Resource persons interviewed for this gender analysis

<sup>406</sup> Interview by one of the writers of this report with a key resource person of the DSBD,

<sup>407</sup> Sauka, S., 2019, *Marine and Coastal EbA for Enhanced Resilience in Southern Africa*

South African Institute of international affairs, 2019. *Marine and Coastal EbA for Enhanced Resilience in Southern Africa*

<sup>408</sup> Government of South Africa, Department Environment, Forestry and Fisheries, 2020, *National Waste Management Strategy 2020*. [https://www.environment.gov.za/sites/default/files/docs/2020nationalwaste\\_managementstrategy1.pdf](https://www.environment.gov.za/sites/default/files/docs/2020nationalwaste_managementstrategy1.pdf)

## **2.2. Women’s participation in decision making on environmental issues**

Women are in the majority at the top of the National Department of Forestry, Fisheries and the Environment (DFFE). The Minister, Deputy Minister and Director General are all women, and at Deputy Director level, 87.5% of all posts are occupied by women (Table 6).

**Table 6: Gender representation in decision-making at the Department of Forestry, Fisheries and the Environment (DFFE).**

2020/21	Men	Women	% female
Minister	0	1	100%
Deputy Minister	0	1	100%
Director General	0	1	100%
Deputy Director General Level (10 branches with 2 vacancies)	1	7	87.5%

Gender and diversity is well reflected in the composition of employees at the DFFE, as shown in the next table. At top management level, 53.84% of posts are filled by women, but less than half of posts at senior management level are occupied by women (41.84%). However, at the professionally qualified level, 58.87% of the positions are held by women (Table 7)

**Table 7: DFFE permanent employees by race and occupational band (31 March 2020)<sup>409</sup>**

Functions DFFE	Male				Female				Total
	African	Coloured	Indian	White	African	Coloured	Indian	White	
Top management	2	1	2	1	5	-	-	2	13
%	15.38	7.69	15.38	7.69	38.46	-	-	15.38	-
Senior management	54	11	10	7	38	3	7	11	141
%	38.30	7.80	7.09	4.96	26.95	2.13	4.96	7.80	-
Professionally qualified and experienced specialists and mid-management	276	23	10	34	322	23	17	43	748
%	36.90	3.07	1.34	4.54	43.05	7.80	2.27	5.75	-
Skilled technical and academically qualified workers, foremen, junior	183	23	3	11	342	32	6	17	617

<sup>409</sup> Department of Environmental Affairs, 2020, *Annual Report 2019/20*.

[https://www.gov.za/sites/default/files/gcis\\_document/202104/departement-environmental-affairs-annual-report-2019-20\\_0.pdf](https://www.gov.za/sites/default/files/gcis_document/202104/departement-environmental-affairs-annual-report-2019-20_0.pdf)

Functions DFFE	Male				Female				Total
	African	Coloured	Indian	White	African	Coloured	Indian	White	
management, supervisors.									
%	29.66	3.73	0.49	1.78	55.43	5.19	0.97	2.76	-
Semi-skilled and discretionary decision making	34	5	-	-	33	5	-	-	77
%	44.16	6.49	-	-	42.86	6.49	-	-	-
Not available	32	-	1	1	21	-	-	1	56
%	57.14	-	1.79	1.79	37.5	-	-	1.79	-
<b>Total</b>	<b>581</b>	<b>63</b>	<b>26</b>	<b>54</b>	<b>761</b>	<b>63</b>	<b>30</b>	<b>74</b>	<b>1652</b>
%	<b>35,17</b>	<b>3,81</b>	<b>1,57</b>	<b>3,3</b>	<b>46,07</b>	<b>3,81</b>	<b>1,82</b>	<b>4,48</b>	

At provincial level, the representation of women in decision-making is poor. Only two of nine (22.22%) MECs and three of nine (33.33%) HODs are female. Only Gauteng has more women in top management with regard to Environmental Affairs, whereas the North West Department of Economic Development, Environment, Conservation and Tourism is the only provincial department that has more women at senior management level (Table 8).

**Table 8: Leadership of Provincial Departments of Environmental Affairs**

Provinces	MEC	HOD	Women top management	Men top management	Women senior management	Men senior management
<b>Eastern Cape</b> <sup>410</sup>	M	F	0	100% (1)	34.38% (11)	65.62% (21)
<b>Free State</b> <sup>411</sup>	M	M	25% (2)	75% (6)	45.83% (11)	54.57% (13)
<b>Gauteng</b> <sup>412</sup>	M	F	54.55% (6)	45.45% (5)	45.83% (11)	54.17% (13)
<b>KwaZulu-Natal</b> <sup>413</sup>	M	M	0%	100% (2)	40% (18)	60% (27)

<sup>410</sup> Eastern Cape Department of Economic Development, Environmental Affairs, and Tourism, 2020, *Annual Report 2019/20*.

[http://www.dedea.gov.za/Documents/Files/Knowledge%20Hub/DEDEAT%20ANNUAL%20REPORT%202019\\_20.pdf](http://www.dedea.gov.za/Documents/Files/Knowledge%20Hub/DEDEAT%20ANNUAL%20REPORT%202019_20.pdf)

<sup>411</sup> Free State Department of Economic Development, Tourism and Environmental Affairs, 2018, *Annual Report 2017/18*.

[http://www.edtea.fs.gov.za/wp-content/uploads/2012/07/DESTEA-FINAL-PROOF\\_Part1.pdf](http://www.edtea.fs.gov.za/wp-content/uploads/2012/07/DESTEA-FINAL-PROOF_Part1.pdf)

<sup>412</sup> Gauteng Provincial Government (2021) *Department of Agriculture and Rural Development*.

<https://www.gauteng.gov.za/Departments/DepartmentDetails/CPM-001000> For top and senior management figures see: Gauteng Department of Agriculture and Rural Development (2020) *Annual Report 2019/20*

<https://www.gauteng.gov.za/Departments/DepartmentPublicationDetails/%7B7F92DDAA-D7F3-4602-938A-C30102E691D8%7D?departmentId=CPM-001000>

<sup>413</sup> KwaZulu-Natal Department of Economic Development, Tourism, and Environmental Affairs, 2020, *Annual Report 2019/20*.

<https://www.kznedtea.gov.za/documents/Annual%20Report%202019-2020.pdf>

Provinces	MEC	HOD	Women top management	Men top management	Women senior management	Men senior management
Limpopo <sup>414</sup>	M	M	No data	No data	41.5%	58.5%
Mpumalanga <sup>415</sup>	M	F	0%	100% (2)	20.83% (5)	79.17% (19)
North West <sup>416</sup>	F	M	No data	No data	66.67% (8)	33.33% (4)
Northern Cape <sup>417</sup>	F	M	0%	100% (2)	33.33% (3)	66.67% (6)
Western Cape <sup>418</sup>	M	M	0	100% (1)	33.33% (7)	66.67% (14)

The Portfolio Committee on Environment, Forestry and Fisheries is made up of fourteen members, six of which are female (42.86%). The Committee is chaired by a woman.<sup>419</sup> The Select Committee on Land Reform, Environment, Mineral Resources and Energy (in the National Council of Provinces) is made up of 24 members, of which ten (41.67%) are female. The committee Chairperson is female.<sup>420</sup>

We may conclude that promoting a balanced representation of women and men in all their diversity at governmental level is not an issue in South Africa, as it is already put into practice at national level. At provincial level there are some exceptions where improvements can be made.

## MINERAL RESOURCES AND ENERGY

### 3.1. Sectoral policies

In April 2021, the Department of Mineral Resources and Energy (DMRE) launched a “Women Empowerment and Gender Equality Strategy for the Energy Sector. (2021-2025)” (WEGE-Policy).<sup>421</sup> The strategy builds upon South Africa’s strong legal frameworks to promote gender equality in a human rights-based democratic society without racist discrimination. It pursues the full participation and economic empowerment of women in the energy sector as employees, leaders, investors, business owners and

<sup>414</sup> Limpopo Department of Economic Development, Environment, and Tourism, 2019, *Annual Report 2018/19*.  
<https://provincialgovernment.co.za/departments/annual/807/2019-limpopo-economic-development-environment-and-tourism-annual-report.pdf>

<sup>415</sup> Mpumalanga Department of Economic Development and Tourism, 2020, *Annual Report 2019/20*.  
<http://www.dedtmpumalanga.gov.za/sites/default/files/publications/Annual%20Report2021/MPUMALANGA%20TOURISM%20A-REPORT%202019-20%20WEB.pdf>

<sup>416</sup> North West Department of Economic Development, Environment, Conservation and Tourism (2018)  
<http://www.nwpg.gov.za/dedect/documents/APP/EED%20Annual%20Report%2017-18.pdf>

<sup>417</sup> Northern Cape Department of Agriculture, Environmental Affairs, Land Reform and Rural Development, 2018, *Annual Report 2017/18*.  
[http://daerl.ncpg.gov.za/index.php?option=com\\_phocadownload&view=file&id=254:dalrrd-annual-report-2017-18&Itemid=334](http://daerl.ncpg.gov.za/index.php?option=com_phocadownload&view=file&id=254:dalrrd-annual-report-2017-18&Itemid=334)

<sup>418</sup> Western Cape Department of Environmental Affairs and Development Planning, 2021, *Annual Report 2020/21*.  
[https://www.westerncape.gov.za/eadp/files/atoms/files/WCG%20DEADP\\_Annual%20Report%202020-21.pdf](https://www.westerncape.gov.za/eadp/files/atoms/files/WCG%20DEADP_Annual%20Report%202020-21.pdf)

<sup>419</sup> Parliamentary Monitoring Group, 2021, *Portfolio Committee on Environment, Forestry and Fisheries*.  
<https://pmg.org.za/committee/108/>

<sup>420</sup> Parliamentary Monitoring Group, 2021, *NCOP Land Reform, Environment, Mineral Resources and Energy*.  
<https://pmg.org.za/committee/20/>

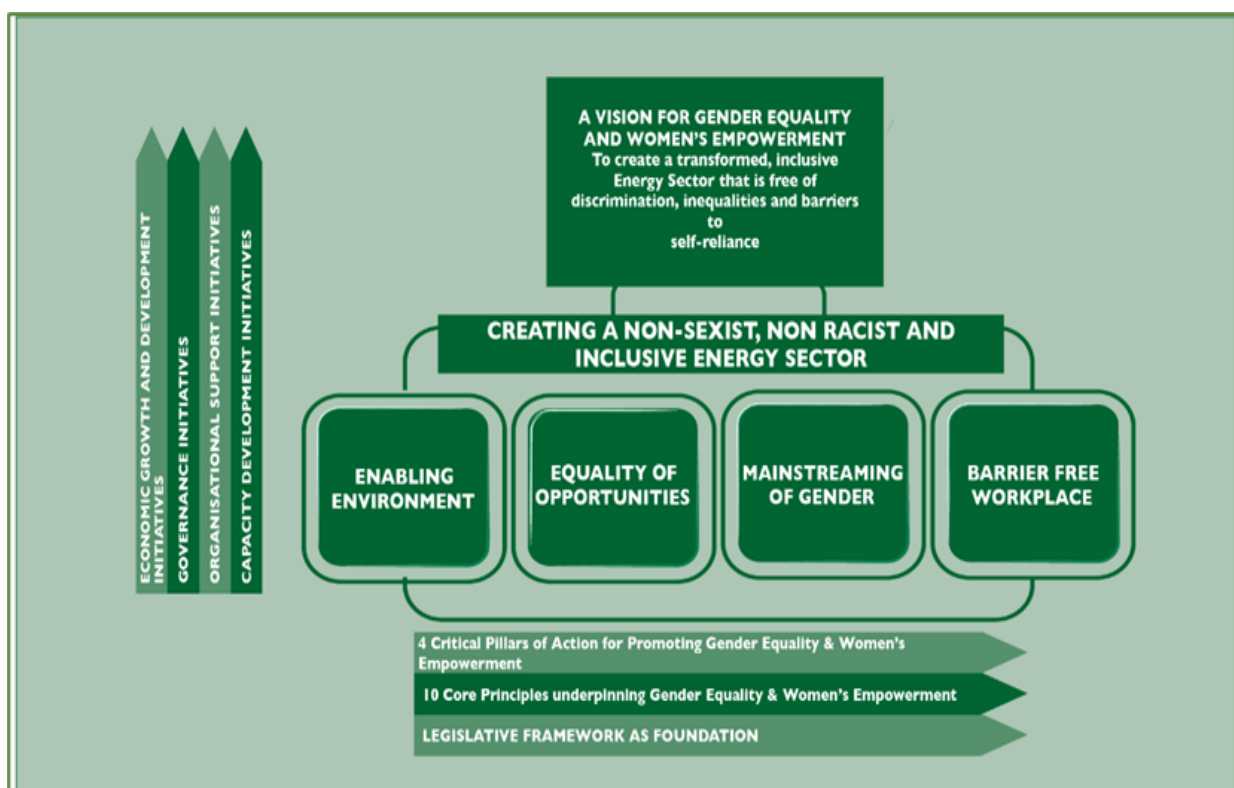
<sup>421</sup> Government of South Africa, Department of Mineral Resources and Energy, 2021, *Women Empowerment and Gender Equality Strategy for the Energy Sector (2021-2025)*. <http://www.energy.gov.za/files/PPMO/2021-2025-WEGE-Strategy-for-the-Energy-Sector.pdf>



researchers. It consists of a clearly formulated policy with four strategic pillars, and a result-oriented time-bound implementation plan:

- Enabling Environment: Create an enabling policy environment for translating government commitment to gender equality into reality.
- Equality of Opportunities: Work towards achievement of equality of opportunities and treatment within the DMRE, SOEs, the energy sector and broader society.
- Gender Mainstreaming: Ensure that gender considerations are integrated effectively into the DMRE, SOEs and Energy Sector policies, programmes and projects.
- Barrier Free Workplaces: Advocate for the promotion of new attitudes, values, behaviours, and a culture of respect for all human beings in the sector.

Figure 2 shows the four strategic pillars and the framework of the implementation plan of the WEGE-strategy, which is about many aspects of the transformation process, including creating a gender-responsive staff, equal opportunities, equal pay and increased gender balance at the DMRE, more gender mainstreamed projects, preferential procurement with a target of 30% for women-led companies, more women in cooperatives in the sector and more jobs for women in the new green value chains for energy. The energy consumer role of women and men in all their diversity has remained underexposed in the WEGE-strategy, as well as the impact of the technological choices on gender relations (e.g., centralised energy from the grid, or decentralised energy systems managed at local level). However, the implementation plan foresees gender analysis and the establishment of baselines which enables transparent monitoring and evaluation.



**Figure 2: South Africa, DMRE: Framework with focus areas for the implementation plan of the Women Empowerment and Gender Equality (WEGE) policy in the Energy Sector (2021-2025)**

The scope of the WEGE policy is applicable to the entire energy sector in South Africa, including State-Owned Entities and the DMRE as a sector stakeholder and government department responsible for the development and oversight of this policy. It is the responsibility of all stakeholders in the energy sector to actively take steps and action to address women's empowerment and gender equality in the sector. The sector will be supported by the DMRE to do this in a meaningful and effective way.

The **WEGE policy for the energy sector is a tremendous step forward in the process of green transition in South Africa**. So far, only 36.84% of the policies of the energy and mineral resources sector were gender responsive, according to a quick screening that identified several references to gender inclusiveness, including the following: The Department of Mineral Resources and Energy (2004, Government Gazette)<sup>422</sup> indicated the need to increase black women-owned and managed enterprises and increase their access to economic activities, infrastructure and skills training. The Mineral and Petroleum Resources Development Act 2002 commits to redressing gender and historic racial imbalances.<sup>423</sup> The White Paper on the Energy Policy<sup>424</sup> recognises the importance of women in the energy economy, the unequal burden of care that they carry and the low level of decision making for those who are not bread earners in the family. And interestingly, the "Guidelines for the Introduction of Free Basic Electricity Service 2003"<sup>425</sup>, provides for free basic electricity for the poor, in recognition of the burden of care for women and children.

At the lower levels of governance, the Department of Mineral Resources and Energy (DMRE) (2000, Government Gazette)<sup>426</sup> emphasises the importance of gender representation at executive and legislative level.

The Minerals Council published a new White Paper about "Women in Mining" in March 2020<sup>427</sup> that aims to streamline strategies to create equity for women in mining and encouraging women's representation at decision making levels. The White Paper covers five priorities, including increased gender diversity, closing gender pay gaps, addressing GBV and sexual harassment, ensuring health and safety for women at the workplace and recognising women's different physical capacities. It is a bit late to come up with the intention to address gender issues in times of phasing-out high-carbon industries. For now, it would be more relevant to make **plans for out-phasing, ensuring that women will be treated and paid equally during lay-offs**, and that the **communities that suffer from the water and air pollution around the mines will also be compensated**. Plans are also needed to provide support at family level, particularly to **women taking care of their family members who worked in the mines and fell ill** because of lung disease or workplace accidents or due to the psychological pressure of the redundancy.

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<sup>422</sup> Republic of South Africa, 2004, *Government Gazette*, Vol 463, Cape Town, <https://www.environment.gov.za/sites/default/files/legislation> on 8 Aug 2021

<sup>423</sup> Department of Mineral Resources and Energy, 2002, *Mineral and Petroleum Resources Development Act*, <http://www.energy.gov.za/files/esources/pdfs/energy/liquidfuels/act28r.pdf> on 27 Aug 2021

<sup>424</sup> Department of Mineral Resources and Energy, 1998b, *White Paper on the Energy Policy of the Republic of South Africa*, Publications Office of the South African Government, South Africa [http://www.energy.gov.za/files/policies/whitepaper\\_energy policy\\_1998.pdf](http://www.energy.gov.za/files/policies/whitepaper_energy policy_1998.pdf) on 27 Aug 2021

<sup>425</sup> Department of Mineral Resources and Energy, 2003, *Guidelines for the Introduction of Free Basic Electricity Service 2003* [http://www.energy.gov.za/files/households/guidelines\\_electricity\\_freebasic\\_2003.pdf](http://www.energy.gov.za/files/households/guidelines_electricity_freebasic_2003.pdf) on 27 Aug 2021

<sup>426</sup> Department of Mineral Resources and Energy, 2000, *Government Gazette*, Publications Office of the South African Government, South Africa [http://www.energy.gov.za/files/policies/act\\_municipalsystem\\_32of2000.pdf](http://www.energy.gov.za/files/policies/act_municipalsystem_32of2000.pdf) on 30 Aug 2021

<sup>427</sup> Minerals Council South Africa, 2020, *Women in Mining*, <https://www.mineralscouncil.org.za/special-features/1064-women-in-mining-in-south-africa>

### 3.2. Women's participation at decision making levels

At the Ministry of Mineral Resources and Energy, most leadership positions are occupied by men. The Minister, DG, and more than half of Deputy Director Generals are men as of 2021 (Table 12).

**Table 12: Gender representation in decision-making at the DMRE<sup>428</sup>**

2020/21	Men	Women	% women
Minister	1	0	0
Deputy Minister	0	1	100
Director General	1	0	0
Deputy Director General Level (7 officials)	4	3	42.86

Women make up less than half of top management (45.44%), senior management (38.56%), and middle management (49.35%) in the DMRE as of March 2021. However, they make up a large majority of the staff at junior management level (72.08%), which promises increased gender balance at higher levels in the near future. At semi-skilled level, women are also the majority, as shown in the next table. On balance, there are more women than men working at the Department of Mineral Resources and Energy.

**Table 13: Department of Mineral Resources and Energy (DMRE) permanent employees by race, gender, and occupational band (31 March 2021)<sup>429</sup>**

Functions DMRE	Men				Women				Total
	African	Coloured	Indian	White	African	Coloured	Indian	White	
Top management	5	1	0	0	4	0	1	0	11
%	45.45	9.09	0	0	36.36	0	9.08	0	-
Senior management	73	0	2	5	46	0	1	3	130
%	56.15	0	1.54	3.85	35.38	0	0.77	2.31	-
Professionally qualified and experienced specialists and mid-management	291	3	2	16	289	2	6	7	616
%	47.24	0.49	0.32	2.60	46.92	0.32	0.97	1.14	-
Skilled technical and academically qualified workers,	112	1	0	4	270	16	0	16	419

<sup>428</sup> Department of Mineral Resources and Energy, 2021, About Us. <http://www.energy.gov.za/home.html> See also DMRE (2021) Annual Report 2020/21. Pretoria, DMRE.

<sup>429</sup> DMRE, 2021, Annual Report 2020/21. Pretoria, DMRE.

Functions DMRE	Men				Women				Total
	African	Coloured	Indian	White	African	Coloured	Indian	White	
junior management, supervisors, foremen									
%	26.73	0.24	0	0.95	64.44	3.82	0	3.82	-
Semi-skilled and discretionary decision making	109	3	0	1	137	5	0	2	257
%	42.41	1.17	0	0.39	53.31	1.95	0	0.78	-
<b>Total</b>	<b>590</b>	<b>8</b>	<b>4</b>	<b>26</b>	<b>746</b>	<b>23</b>	<b>8</b>	<b>28</b>	<b>1433</b>
%	<b>41.17</b>	<b>0.56</b>	<b>0.28</b>	<b>1.81</b>	<b>52.06</b>	<b>1.61</b>	<b>0.56</b>	<b>1.95</b>	

At **parliamentary level**, the Portfolio Committee on Mineral Resources and Energy is chaired by a man, and membership of the committee is 23.08% female<sup>430</sup>. The Select Committee on Land Reform, Environment, Mineral Resources and Energy is made up of 24 members, of which ten (41.67%) are women. The committee Chairperson is a woman.<sup>431</sup> There are no provincial departments, as energy and mineral resources are national competences.

### **3.3. State Owned Enterprises**

Seven State Owned Enterprises (SOEs) report to the DMRE:

- National Nuclear Regulator (NNR);
- National Energy Regulator of South Africa (NERSA);
- South African Nuclear Energy Corporation SOC Limited (NECSA);
- Central Energy Fund Group;
- Petroleum, Oil and Gas Corporation of South Africa (PetroSA);
- National Radioactive Waste Disposal Institute (NRWDI);
- South African National Energy Development Institute (SANEDI).

The gender breakdown of their respective Boards is detailed in Table 14 below. Only two of seven SOE Boards are chaired by a woman, and no board has a majority of women on either their board or their executive team.

<sup>430</sup> Parliamentary Monitoring Group, 2021, National Assembly Committee: Mineral Resources and Energy. <https://pmg.org.za/committee/58/>

<sup>431</sup> Parliamentary Monitoring Group, 2021, NCOP Land Reform, Environment, Mineral Resources and Energy, <https://pmg.org.za/committee/20/>

**Table 14: SOEs reporting to the DMRE – gender representation in decision-making**

	Board Chairperson	Board Members % Women	Executive Team/Committee % Women
NNR <sup>432</sup>	M	36.36	50
NERSA <sup>433</sup>	M	28.57	42.86
NECSA <sup>434</sup>	M	50	25
Central Energy Fund Group <sup>435</sup>	F	40	33.33
PetroSA <sup>436</sup>	M	20	25
NRWDI <sup>437</sup>	F	44.44	0
SANEDI <sup>438</sup>	M	42.86	No data in Annual Report

### **3.4. Social partners in the mining and energy sector**

There are multiple industry associations in the mining and energy sector. The representation of women on boards is generally less than 50 per cent, with a few exceptions. For example:

- Minerals Council of South Africa<sup>439</sup>: Board 7.14% women
- South African Renewable Energy Council<sup>440</sup>: Board: 20% women
- South African Wind Energy Association:<sup>441</sup> Board: 45.45% women
- South African National Energy Association:<sup>442</sup> Board 58.33% women
- South African Photovoltaic Industry Association:<sup>443</sup> Board 10% women
- South African Independent Power Producers Association:<sup>444</sup> Board 0% women.

Trade Unions are important stakeholders in South Africa’s mining sector. The National Union of Mineworkers has an eight-person leadership team. There is only one woman represented in this structure<sup>445</sup>. The Congress of South African Trade Unions (COSATU) is led by a team of six national office bearers, 50% of which are women<sup>446</sup>.

<sup>432</sup> NNR, 2020, *Annual Report 2019/20*. Centurion, NNR. <https://nnr.co.za/wp-content/uploads/2021/02/NNR-Annual-Report-2019-2020-Web-Version.pdf> and NNR (2021) *Structure of the NNR - Executive Committee*. <https://nnr.co.za/about-us/structure-of-the-nnr/>

<sup>433</sup> NERSA, 2020, *Annual Report 2019/20*. Pretoria, NERSA. [https://www.nersa.org.za/wp-content/uploads/2021/03/NERSA-Annual-Report-for-20192020\\_compressed.pdf](https://www.nersa.org.za/wp-content/uploads/2021/03/NERSA-Annual-Report-for-20192020_compressed.pdf) and NERSA (2021) *Regulator Members*. <https://www.nersa.org.za/regulator-members/>

<sup>434</sup> NECSA, 2021, Board Members. <https://www.necsa.co.za/board-members-2/> and NECSA (2021) *Executive Team*. <https://www.necsa.co.za/executive-team/>

<sup>435</sup> CEF, 2021, Board of Directors <https://www.cefgroup.co.za/about-cef/board-of-directors> and CEF (2021) *Executive Management* <https://www.cefgroup.co.za/about-cef/executive-management>

<sup>436</sup> PetroSA, 2021, Interim Board [http://www.petrosa.co.za/discover\\_petroSA/Pages/Interim-Board.aspx](http://www.petrosa.co.za/discover_petroSA/Pages/Interim-Board.aspx) and PetroSA (2021) Executive management [http://www.petrosa.co.za/discover\\_petroSA/Pages/Executive-Management.aspx](http://www.petrosa.co.za/discover_petroSA/Pages/Executive-Management.aspx)

<sup>437</sup> NRWDI, 2021, Leadership. <https://www.nrwdi.org.za/leadership.html>

<sup>438</sup> SANEDI, 2019, *Annual report 2018/19*. Johannesburg, SANEDI.

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<sup>439</sup> Minerals Council of South Africa, 2021, *Board and Office Bearers*. <https://www.mineralscouncil.org.za/about/board-and-office-bearers>

<sup>440</sup> SAREC, 2021, Board, <https://sarec.org.za/board/>

<sup>441</sup> SAWEA, 2021, Board of Governance, <https://sawea.org.za/about/board-of-governance/>

<sup>442</sup> SANEA, 2021, Board of Directors, <https://southafricanenergyassociation.site-ym.com/page/Board>

<sup>443</sup> SAPVIA, 2021, Our Organisation, <https://www.sapvia.co.za/our-organisation/>

<sup>444</sup> SAIPPA, 2021, Governance, <https://www.saippa.org.za/governance>

<sup>445</sup> National Union of Mineworkers, 2021, Leadership, <https://num.org.za/Leadership>

<sup>446</sup> COSATU, 2021, National Office Bearers, <http://mediadon.co.za/1313-2/>

## Annex 2: Consultation meetings and interviews

The writers of this report are deeply grateful to all those who have contributed to this Gender Analysis of the Green Transition in South Africa. We thank all the participants of the consultation meetings and the resource persons who have been interviewed by us for their contributions to this gender analysis. In case we have not correctly reflected the visions and information they have shared with us we take full responsibility for that. Here we reflect the names of contributors, and we apologise in advance to anyone we may have overlooked.

### **17 June 2021: Online Consultation with the Gender Coordination Group of International Partners**

EU Delegation, Thomas Tiedemann and Aurélie Voix

Embassy Denmark, Rebecca Ramsamy

Embassy France, Alice Jansseune

Embassy Germany, Elke Wolff

Embassy Netherlands, Linda Diedericks

Embassy Canada, Jennifer Cooper

UNFPA, Siziwe Jongizulu

USAID, Paula van Dyk

Geraldine Reymenants

Shakespear Mudombi

(Consultants: Thera van Osch and Rose Gawayo)

### **28 June 2021 from 10:00 – 12:00: Online consultation meeting with CSOs**

The topics discussed during this online consultation meeting covered:

- Gender based violence;
- Access to sexual reproductive health rights;
- Poverty and food security;
- Peace and security.

The following participants registered for this online consultation:

### **Participants online consultation meeting with CSOs, 28 June 2021 from 10:00 – 12:00**

Name	Organisation	Function
Dangor Zubeda	Nisaa Institute for Women Development	CEO
Denile Samuel	AFIT	Project Manager
Eister Thokozile	J-PAL Africa	Policy Associate
Gysman Nomkhitha	ENG Foundation	Director
Harding Joanne	Social Change Assistance Trust	Director
Kasango Paul	SpaceLinks/Lajava	Director

<b>Name</b>	<b>Organisation</b>	<b>Function</b>
Lebjane Cincinantia	Resoketswe Lebjane Foundation	Director
Lorraine Odendaal	N/A	N/A
Mmatshilo Motsei	N/A	National advisor to the government on women and gender
Nande Nodada	ENG Foundation	Volunteer Research Officer
Ndaba Thokozani	Ntethelelo Foundation in Johannesburg	Founder and Executive Director
Ndlovu Matilda	N/A	N/A
Ndondo Bongwiwe	Hlanganisa Institute for Development Southern Africa	Chief Executive Officer
Nelamvi Millicent	N/A	N/A
Ngcobo Zinhle	Eshowe Child and Family Welfare Society	Project Coordinator and Administrator
Nkomo, Phelisa	Generation Equality Economic Justice and Rights Action Coalition	Co-ordinating Team
Nokwanda Dlamini	Kathrada foundation	N/A
Odendaal Lorraine	N/A	N/A
Poswayo Sibulele	Afesis-corplan	Project Coordinator
Shozi Penny	Australian Trade Commission	Business Development Manager
Skosana Nonhlanhla	SONKE Gender Justice	Community Education and Mobilisation Unit Manager
Smith Thandi	Media Monitoring Africa	Head of Programmes
Tshabalala Masego	Department of Health	ARV Social Worker
Thenjiwe Ngcobo	Incema NPO	Director
Watson Joy	Parliament of the RSA	Senior Researcher
Zisengwe Melissa	Civic Tech Innovation Network at Wits Governance School	Program Project Officer
Zulu Nobukhosi	Institute for Strategic Litigation in Africa	Knowledge Production and Capacity Strengthening Manager

### **28 June 2021 from 14:00 – 16:00: Online consultation meeting with CSOs**

The topics discussed during this online consultation meeting covered:

- Green economy;
- Land issues/marriage;
- Employment and social security;
- Education;
- Digital economy.

### **Participants online consultation meeting with CSOs: 28th June 2021 from 14:00 – 16:00.**

<b>Name</b>	<b>Organisation</b>	<b>Function</b>
Coopoo Sikhander	Hard Black Cube	Project Manager
Gysman Nomkhitha	ENG Foundation	Director
Hayangah Awour Rosemary	Regional Director	Women Across Borders
Kasango Paul	SpaceLinks/Lajava	Director
Liggett Brian	Impande South Africa	Director
Nodada Nande	Environmental Learning Research Centre	Research Assistant
Nokwanda Dlamini	Global Shapers Community	serves on the Board of Directors for Kwakha Indvodza/ also Curator of the Global Shapers Community
Richards Ruben	Ruben Richards Foundation	Director
Samaai Seehaam	Womens's Legal Centre (WLCE)	Director
Smith Thandi	Media Monitoring Centre	Head of Programmes
Spires Meggan	ICLEI	Director Climate Change: Energy & Resilience
Tshabala Masego	Department of Health	ARV Social Worker
Thame Rose	N/A	N/A
Thenjiwe Ngcobo	N/A	N/A
Zungu Zinhle	Eshowe Child and Family Welfare Society	Project Coordinator/ Administrator



## **27 July 2021 from 14:00 – 16:00 Online World Café on Green Transition**<sup>447</sup>

The central question for the World Café was: How could the European Union best support a process of green transition that enables all people, in all their diversity, to participate in, contribute to and benefit from the green economy as equals?

There were 3 subgroups on the following thematic issues:

1. What should be done to promote gender equality and social inclusion in sustainable tourism, biodiversity, and conservation?  
Sub-group led by Rose Gawaya.
2. What should be done to promote gender equality and social inclusion in circular economy?  
Sub-group led by Aurélie Voix.
3. What should be done to promote gender equality and social inclusion in transition to green energy?  
Sub-group led by Thera van Osch.

The following participants registered for this online World Café on Green Transition:

### **Participants online World Café on Green Transition: 27 July 2021 from 14:00 – 16:00**

<b>Name</b>	<b>Organisation</b>	<b>Function</b>
Ford Micealah	Women on Farms Project	Coordinator, Women's Health and Empowerment Programme
Gysman Nomkhitha	ENG Foundation	Director
Harding Joanne	Social Change Assistance Trust	Director
Hayangah Rosemary	Khulanikahle Trading Enterprise	Managing Director
Kasango Paul	SpaceLinks/Lajava	Director
Lebjane Cincinantia	Resoketswe Lebjane Foundation	Director
Letlojane Corlett	Human Rights Institute of South Africa (HURISA)	Executive Director
Liggett Brian	Impande South Africa	Director
Lorraine Odendaal	Nlauma Institute for Integration Studies	Member
Louw Carmen	Women on Farms Project	Director

<sup>447</sup> The method of World Café was an adjusted online version. Instead of moving participants from one group to the other, only the chairs of the subgroups moved. There were 3 subgroups for engagement (breakout groups of 5 - 7 persons pe). The chair of the sub-group introduced the topic of engagement. After 20 minutes of dialogue the chair left and went with her topic to the next group. A new chair came into the group with a new topic. She summarised the dialogue on this topic from the previous group and invited the group to continue their engagement on her topic. After 20 minutes the chairs switched again, and the subgroups were invited to discuss the third topic. When time was up, everyone came back in plenary and the chairs of the tables presented all the ideas, recommendations, and proposals in plenary. (Unfortunately, the method did not 100% work out as planned which caused some confusion).

<b>Name</b>	<b>Organisation</b>	<b>Function</b>
Mbangula Meshack	Ekurhuleni Environmental Organisation	National Coordinator
Mmatshilo Motsei	Agisanang Domestic Abuse Prevention and Training program (ADAPT)	CEO
Mogale Constance	Rural Democracy Trust	National Coordinator
Moosajee Naadiya	Women in Engineering	Co-Founder
Mzamo Sindi	Circle of Global Business Women	Founder and Global President
Ndlovu Matilda	N/A	N/A
Ndondo Bongive	Hlanganisa Institute for Development Southern Africa	Chief Executive Officer
Ngcobo Zinhle	N/A	N/A
Nkosingiphile Solomon Thipe	N/A	N/A
Nokwanda Dlamini	Global Shapers Community	See above
Ntombi Ngobese	N/A	N/A
Odendaal Loraine	N/A	N/A
Patrickson Shela	WWF-South Africa	Public Sector Partnerships Coordinator
Poswayo Sibusandile	Inequality Movement (IMOVE)/ Border Rural Committee (BRC)	Executive Director/ Gender
Sikhande Coopoo	Afesis-corporation	Manager Policy & Strategic Communication
Smith Thandi	Smith Thandi	Head of Programmes
Spires Meggan	ICLEI	Director Climate Change: Energy & Resilience
Thame Rose	N/A	N/A
Zungu Zinhle	Eshowe Child and Family Welfare Society	Project Coordinator/ Administrator

**16 August 2021: Online Consultation meeting with the Department of Women, Youth and Persons with Disabilities (DWYPD)**

The online consultation meeting had the character of an open interview and was led by the consultant Rose Gaway. On behalf of the DWYPD, the following officials participated in the meeting

### **Participants online consultation meeting with the DWYPD, 16 August 2021**

<b>Name</b>	<b>Role in the DWYPD</b>
Shoki Tshabalala	Director General
Ranji Reddy	Deputy Director General and Chief Director of Policy, Research, Knowledge Management
Kelebogile Moruane	Chief Director International Relations
Mabelebele Phuti	Chief Director PWD
Bernice Hlagala	Chief Director for Development
Nhlalenhle Nhlapo	International Relations Department
Nkosana Kose	Director: Director General's Office

### **13 September 2021, 10:00 – 11:30: Online consultation meeting Digital Transition**

The following questions were used for the consultations in the online meeting:

- How are CSOs involved in discussions on gender-responsive ICT policies and plans?
- What measures are in place to address online abuse, violence and bullying?
- How can digitalisation contribute to reducing GBV?
- How can the digital sector contribute to avoiding discriminatory gender-stereotyping? (For example, in the use of algorithms, and in the digitalisation of decision-making in public and private organisations)
- How could equal access to digital education and training be improved, particularly in marginalised communities of South Africa?
- What measures are needed to create gender balance at all levels of the ICT sector?
- What should be done to make the ICT sector more attractive for women and girls?
- How to achieve equal access for women and girls to new jobs and entrepreneurship in the digital sector?
- How has access to e-banking evolved among men and women in all their diversity? (Gender, age, head of household, province, income, urban/rural, etc.)
- What added value can the EU provide in terms of enhancing women's economic empowerment and entrepreneurship opportunities in the digital sector?

The following experts participated in this online consultation:

**Participants online consultation meeting Digital Transition: 13 September 2021, 10:00 – 11:30**

Name	Function	Organisation
Bird William	Manager	Media Monitoring Arica
Fortuin Celeste	Research, Monitoring and Evaluation Consultant	Dockda Rural Development Agency
Manganye Winnie	Manager, International programmes and partnerships	SALGA
N/A	N/A	Zanandele Leadership
Sipula, Mwaka	Intern	UNISA

**Online Open Interviews:**

Date	Name	Institution	Role
11 Aug 2021	Ramadimetja Lekganyane	DSBD	Consultant
16 Aug 2021	Makgotlho Nomvula	Department for Small Business (DSBD)	CD-Mainstreaming of disadvantaged groups
18 Aug 2021	Moleko Nthabiseng	Commission for Gender Equality (CGE)	Commissioner
20 Aug 2021	Renee Scheltema	“Normal Is Over” Foundation	Producer/filmmaker <sup>448</sup>
23 Aug 2021	Molopyane Kelebogile	Africa Beyond the Fourth Industrial Revolution (ab4ir)	CEO
24 Aug 2021	Geen Valerie	UNIDO	Project Coordinator
1 Sept 2021	Labet Ariane	EU Delegation to South Africa	Programme Officer Green Transition
2 Dec. 2021	Carmen Mollmann Gracia Mackie	Gender Research Alliance, South Africa	Director/gender experts
15 Dec. 2021	Kgosi Motsoane	EU Delegation to South Africa	Programme Officer Digital Transition

<sup>448</sup> Film maker living in South Africa since 1998, and producer of the award winning Film ‘Normal is Over’ <https://www.normalisover.org/>

## **21 April 2022: Online/hybrid Consultation Meeting with the Gender Coordination Group of International Partners**

The meeting was convocated by Aurelie Voix from the EUD to South Africa, who had invited Ms. Ranji Reddy Chief Director: Research and Policy at Department of Women, Youth & Persons with Disabilities to brief the Gender coordination Group about the 66<sup>th</sup> Session of the CSW (Commission on the Status of Women) in March 2022 in New York..

The objectives of the meeting were:

- to be briefed by Ms. Ranji Reddy about South Africa's role and contributions to the 66<sup>th</sup> Session of the CSW, which was dedicated this year to "*Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes*"
- To present a summary of findings and recommendation of the Gender Analysis on the Green Transition and to discuss follow up.

Participants of the meeting were Ms. Ranji Reddy, staff of the EUD and several development partners to South Africa, as well as the consultants involved in this gender analysis.

The meeting concluded there was synchronism between the plans of the DWYPD and the recommendations that are informed by this gender analysis of the green transition.

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