

Citizens' Report South Africa:
Ensuring an Inclusive Reporting Process for HLPF 2019



South African Civil Society Working Group on the 2030 Agenda for Sustainable Development

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The Economic Justice Network (EJN) of FOCCISA	Human Rights Institute Of South Africa
	
National Labour & Economic Development Institute (NALEDI)	Nature Justice
	
NEHAWU	National Union of Mine Workers

	
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List of Acronyms and Abbreviations

4IR	Fourth Industrial Revolution
AfCFTA	African Continental Free Trade Agreement
APP	Annual Performance Plan
AU	African Union
BCEA	Basic Conditions of Employment Act
COSATU	Congress of South African Trade Unions
CSO	Civil Society Organisation
DBE	Department of Basic Education
DEFF	Department of Environment, Forestry, and Fisheries
DIRCO	Department of International Relations and Cooperation
DPME	Department of Planning, Monitoring, and Evaluation
DTC	Davis Tax Committee
ECA	United Nations Economic Commission for Africa
ECD	Early Childhood Development
ECOSOC	United Nations Economic and Social Council
GBV	Gender-Based Violence
GDP	Gross Domestic Product
HLPF	High-Level Political Forum
IFF	Illicit Financial Flow
ILO	International Labour Organisation
IPP	Independent Power Producer
IRP	Integrated Resource Plan for Electricity
ITUC	International Trade Union Confederation
LCS	Living Conditions Survey
LRA	Labour Relations Act
MTSF	Medium Term Strategic Framework
NDMC	National Disaster Management Centre
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Council
SADC	Southern African Development Community
SAHRC	South African Human Rights Commission
SDG	Sustainable Development Goal
SOE	State-Owned Enterprise
SSC	South-South Cooperation
Stats SA	Statistics South Africa
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
VAW	Violence against Women
VNR	Voluntary National Review
VOCS	Victims of Crime Survey
WTO	World Trade Organisation

BACKGROUND AND INTRODUCTION

This shadow report on South Africa's implementation of the 2030 Agenda for Sustainable Development is based on the resolution of the South African Civil Society Working Group on the SDGs to publish a Citizens' Report to bring citizens' voice and agency to the process of SDG review in South Africa.

South Africa is one of 21 governments that has volunteered to present its progress in implementing the 2030 Agenda for Sustainable Development at the July 2019 High-Level Political Forum (HLPF). Statistics South Africa (Stats SA) has reviewed the country's performance on Agenda 2030; and the Department of Monitoring and Evaluation (DPME) has taken a lead to produce a political report, with inputs from Stats SA, civil society and business.

The 2030 Agenda encourages member states to "conduct regular and inclusive reviews of progress at the national and sub-national levels, which are country-led and country-driven" (paragraph 79).

These voluntary national reviews (VNRs) are expected to serve as a basis for the regular reviews by HLPF, meeting under the auspices of the United Nations' Economic and Social Council (ECOSOC).

The VNRs aim to facilitate the sharing of experiences - including successes, challenges, and lessons learned - with a view to accelerating the implementation of the 2030 Agenda. These reviews are supposed to draw on contributions from indigenous peoples, civil society, the private sector and other stakeholders, "in line with national circumstances, policies, and priorities".¹

The United Nations (UN) Secretary-General's updated common guidelines² for conducting the Voluntary National Review highlights that, in paragraph 74 of the 2030 Agenda, Member States identified a number of principles to guide the follow-up and review process.

Two key principles that serve as a foundation for civil society's active participation are:

- a) They will be open, inclusive, participatory, and transparent for all people and will support reporting by all relevant stakeholders; and
- b) They will be people-centred, gender-sensitive, respect human rights, and have a particular focus on the poorest, most vulnerable, and those furthest behind.

The guidelines further provide the substantive focus of the national review to include:

- a) Methodology and process for preparing the review
- b) Policy and enabling environment
- c) Creating ownership of the SDGs
- d) Incorporation of the SDGs in national frameworks
- e) Implementation of the 2030 Agenda for Sustainable Development
- f) Integration of the three dimensions of the 2030 Agenda

¹ United Nations General Assembly, 2015. "Transforming our World: the 2030 Agenda for Sustainable Development". United Nations

² UN Secretary-General, 2018. Voluntary Common Reporting Guidelines for Voluntary National Reviews at the High-Level Political Forum for Sustainable Development (HLPF). Retrieved from https://sustainabledevelopment.un.org/content/documents/17346Updated_Voluntary_Guidelines.pdf.

- g) Leaving no one behind
- h) Institutional mechanisms
- i) Structural issues, and
- j) Means of implementation.

The South African Working Group on Agenda 2030 is guided by the aforementioned guidelines, as well as by best practices that emerged from VNR processes conducted in other countries.

South African Civil Society Working Group on SDGs

The SA CSO Working Group, which has representation from provinces and sectoral coalitions, has actively engaged with the South African government on the development of the 2030 Agenda and its implementation in the country. The group's purpose is to mobilise South African civil society around effective SDG implementation, ensuring that those most in need are prioritised in the mainstreaming of goals in the country's national, provincial, and local government strategic plans. It seeks to strengthen the follow-up and review mechanisms by bringing grassroots voices into the process and enhancing multi-stakeholder engagement. The SA Civil Society Working Group on SDGs enjoys the membership of major CSO and CBO networks in South Africa, NGOs from across sectors, as well as people's movements.

Partnership with Trade Unions and Chapter 9 institutions

The SA CSO Working Group was privileged to partner with the Congress of South African Trade Unions (COSATU) as well as the Centre for Gender Equality (CGE) in the review of SDG implementation in South Africa.

COSATU is a member of the International Trade Union Confederation (ITUC) and is thus guided by ITUC's 2015 General Council resolution "Trade Union Priorities for Development", which framed the 2030 Agenda amongst its top priorities, in alignment with the ITUC Frontlines and Priorities. The Trade Union Development Cooperation Network (TUDCN) – an ITUC initiative – at its 2016 General Meeting endorsed a 2016-2020 global strategy, which outlines detailed steps that the network would undertake to engage and coordinate trade unions on the 2030 Agenda implementation, including:

- Mobilisation and engagement: raising awareness of the importance and the relevance of the 2030 Agenda contents for the trade union movement;
- Advocacy and implementation: engaging with relevant institutional stakeholders on policy-making processes related to the SDGs and their respective targets; and
- Monitoring and reporting: providing an alternative qualitative and quantitative reading of the progress made by governments in SDG implementation.

CGE is established in terms of Section 187 of the Constitution to promote respect, protection, development and attainment of gender equality in South Africa. The CGE advances gender equality through undertaking research, public education, policy development, legislative initiatives, effective monitoring and litigation. CGE's support of the SDGs in South Africa is in line with its mandate to promote a society free from all forms of gender oppression and inequality. In this light, CGE recognises the role of civil society and other stakeholders as critical to achieve an equal society; and forges effective partnerships with CSO's, government and business.

Methodology and Approach

A participatory methodology was adopted to guide the processes of civil society's goal-specific review. The 2019 VNR assesses the following six goals under the theme "*Empowering people and ensuring inclusiveness and equality*":

- Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;
- Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- Goal 10: Reduce inequality within and among countries;
- Goal 13: Take urgent action to combat climate change and its impacts;
- Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels; and
- Goal 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development.

Sectoral Review

The following steps were taken for the sectoral scorecard and review:

1. The lead organisation mobilised CSOs within their network to prepare goal-specific reports depending on how their work aligns to the respective goals under review. A task team responsible for writing ensured that the scorecard has the input of at least five to seven affiliates to compile the report.
2. In compiling the report, the task team reviewed goal-specific research reports produced by civil society, Statistics South Africa, and the respective line ministry. Citizen-generated data (voices) were included to reflect lived experiences of citizens under each goal.
3. The task team deliberated on the score card, established the rationale, and provided a score.
4. The task team reports were validated through a nation wide civil society conference.

Scorecard

The Scorecard provides an overview of the current level of implementation, follow-up, and review on each goal. The review is intended to assess the preparedness of South Africa in implementing the SDGs.

The following steps were adopted in assessing and rating performance:

- a) Review whether there is an enabling political environment to deliver Agenda 2030 - given that it essentially is a political commitment - by looking at policy consistency and certainty.
- b) Review government's policy framework (National Development Plan and Medium Term Strategic Framework) alignment with the respective goals and targets.
- c) Assess whether current sectoral plans, strategies, and programmes will deliver on the commitments made.
- d) Review whether state institutions have a clear mandate (legislation) and resources (non-monetary) to deliver on the specific goal.
- e) Review the public resource allocation (budgets) at national, provincial, and local government levels; and review internal and external audit reports on the utilisation of public resources.

- f) Assess the level of implementation for each policy, plan, and strategy for the specific goal, and relate it to outputs and outcomes.
- g) Assess the public’s awareness of the goal and the commitments made.
- h) Investigate if there is an established follow-up and review mechanism with reasonable access to information and participation.
- i) Provide a clear rationale and justification for the rating.

Task teams were provided with the following matrix to guide scoring:

Category	1. No Policy/Plan	2. Initial planning phase	3. Plans or actions started	4. Delivery underway	5. Successful implementation
A - Policy and legal framework	No/weak policy/legal framework available	Policy/legal framework in planning phase	Some policy/legal framework available	Policy/legal framework agreed	Strong policy/legal framework in use
B - Plans and strategies	No/weak plans and strategies exist	Plans and strategies in planning stage	Some plans and strategies exist	Plans and strategies agreed	Strong plans and strategies implemented
C - Institutions and state agencies	No/weak agencies with clear mandate available	Agencies planning their engagement	Some agencies have a clear mandate	Agencies beginning to implement	Strong agencies available with clear mandate
D - Budgets (a)	No/weak budget allocation	Planning phase to align budgets	Some budget items are aligned	Budgets have begun to reflect the commitments	Strong alignment of national budgets to deliver on targets
E - Implementation	No/weak implementation of policies, plans, and strategies on regular basis (b)	Implementation of policies, plans, and strategies in planning phase	Some implementation of policies, plans, and strategies on irregular basis	Implementation of policies, plans, and strategies has started across all areas	Strong implementation of policies, plans, and strategies on regular basis
F – Public Awareness	No/weak awareness and capacity building available	Planning on awareness and capacity building needs	Some awareness and capacity building available	Awareness and capacity building activities are beginning	Strong awareness and capacity building available
G - Baseline Indicators	No baseline indicators set	Planning and consultation on baseline indicators	Some baseline indicators set	Baseline indicators are being finalised	Verifiable baseline indicators signed off (c)
³ H - Transparency and Accountability	No/weak transparency and accountability mechanism available	Initial planning for transparency and accountability mechanism	Some transparency and accountability mechanisms available	Transparency and accountability mechanisms are being implemented across all indicators	Strong transparency and accountability mechanism available

Notes:

- (a) Things to consider: value for money; resource allocation at national, provincial, and local government levels; budget utilisation.
- (b) Is it unresponsive to people’s needs, from a CSO perspective? Have maladministration, corruption, and ineffectiveness been reported?
- (c) Strong baseline indicators means that reliable indicators are disaggregated by gender and age.
- (d) Fitness: consider legislative provisions, clear mandate, and resources to deliver on the mandate.

Final score

The final score is computed once the group rates each target relevant for the county or their constituency on a scale of 1-5 based on the categories provided in the matrix. An average is calculated to determine the final score.



Final score				
1. No Policy/Plan	2. Initial planning phase	3. Plans or actions started	4. Delivery underway	5. Successful implementation

³ This category includes a monitoring and evaluation framework and access to information.

South Africa: A Political Overview

South Africa's policy framework is reflected in its long-term plan - the National Development Plan (NDP) - and is implemented through the consecutive five-year Medium Term Strategic Framework (MTSF), with their main aims to eradicate poverty, and reduce inequality and unemployment by 2030. In aligning its long-term goals with the 2030 Agenda for Sustainable Development, the government has not only acknowledged the importance of the goals, but also ensured that the necessary policies and legal and institutional frameworks are in place to implement the SDGs and Agenda 2063.

According to DPME officials, a national coordination mechanism was established to report on Agenda 2030, the African Union's Agenda 2063, and the Southern African Development Community's Regional Indicative Strategic Plan (SADC-RISDP). Led by the Department of Planning, Monitoring, and Evaluation, the national coordination mechanism - leveraging existing coordinating structures - introduced an inter-ministerial committee on sustainable development agendas and a National Sustainable Development Stakeholders Forum. The latter forum will serve as a national platform of dialogue with non-state stakeholders, including the private sector, civil society, academia, and development partners, on the country's development commitments and progress.

In June 2017, the then DPME Deputy Minister, Buti Manamela, noted that "to ensure alignment and progress with our commitments, South Africa has commenced with the incorporation of both Agenda 2063 and the SDGs in our national development plans by developing clear linkages between our national, continental, and global agendas to allow for integrated and systematic monitoring, and review processes at all levels". A mapping exercise commissioned by the United Nations Development Programme (UNDP)'s South Africa office concluded that there is 74% alignment between the SDGs and the country's NDP.⁴

South Africa, through Stats SA, has developed an integrated indicator framework to outline the alignment of the NDP indicators in the MTSF, Agenda 2063 (first ten years of implementation), and the Sustainable Development Goals. In 2017, the framework was expanded to include Provincial Development Plans (PDPs) and municipal Integrated Development Plans (IDPs). The indicator framework provides a clear basis for understanding what must be addressed in planning as well monitoring and evaluating the goals contained in the post-2015 development agenda.

The country's Parliament represents the public, approves policies and laws, and monitors the work of the executive and departments. Government departments report to Parliament on the implementation of development targets, including the SDGs and Agenda 2063. Departments present their strategic plans and annual performance plans, as well as quarterly and annual progress reports, to parliamentary portfolio committees.

Non-state actors are involved via the national departments responsible for implementing the relevant goals and targets. While these line departments have regular consultations with civil society organisations in their fields of work to ensure proper consultation with all relevant stakeholders, there is no multi-stakeholder approach in mainstreaming SDGs. There is no clear indication from DPME on

⁴ DPME presentation made at the June 2019 Symposium on the Sustainable Development Goals, Johannesburg.

how to engage CSOs on the mainstreaming process, neither are there any timelines to guide the establishment of the national multi-stakeholder forum for SDG implementation and monitoring.

The Application of “leave no one behind”

The application of the principle of “leave no one behind” is crucial as the country grapples with historical injustices, and to address social and economic marginalisation. The implementation of Agenda 2030, therefore, has to adopt an approach that prioritises those who are furthest from realising their development. In other words, development has to start at the margins and move towards the centre, ensuring it leaves no one behind.

The CSO Working Group notes that most of the critical indicators that government is lagging behind on directly affect the bottom 40 percent. Delivery of these targets must be prioritised using solutions articulated under each goal below, with particular attention paid to vulnerable groups including women, youth, children, and the disabled. In this regard, the scope of marginalised and vulnerable groups need to be comprehensively identified and expanded to include displaced people, sex workers, farm workers, informal traders, and urban farmers.

The intersectionality that increases people’s vulnerability must be taken account, and the different stressors aggravating already at-risk groups. A human rights perspective and understanding that each individual is unique to a particular experience is useful in this respect. Civil society thus needs to interact with government at programmatic level to ensure that the principle of leave no one behind is operationalised at service delivery level.

Furthermore, the principle of leave no one behind also applies to the extent to which citizens’ voices and agency are strengthened at national, provincial, and local levels.

Accountability of the State to its Citizens

Citizen’s voices are necessary to inform and influence the implementation of Agenda 2030 and ensure that development delivery responds to local needs. Citizen’s agency should be seen as a driver for the implementation of Agenda 2030 based on the understanding that citizens have to actively participate and drive development in their communities. This requires empowering civil society groups to collectively hold the state accountable.

State accountability to citizens as recognised in Agenda 2030⁵ must be strengthened. Accountability needs to take place from the bottom up, starting by strengthening platforms for participation at local government level, to provincial and national government. Currently all these principles are reflected in various policy instruments, but sometimes do not materialise in practice. The VNR process is a case in point, where the South African government fully invited civil society to contribute to the drafting of the report, but did not provide the resources to enable such participation.

⁵ Para 72 of the 2030 Agenda for Sustainable Development commits to engaging in systematic follow-up and review of this implementation of the Agenda. Two of the guiding principles of the follow-up and review process are “(d) They will be open, inclusive, participatory and transparent for all people and will support reporting by all relevant stakeholders”; and e) They will be people-centred, gender-sensitive, respect human rights and have a particular focus on the poorest, most vulnerable and those furthest behind.”

Reflections on the preparation of South Africa's VNR

Civil society has had limited participation in the preparation of South Africa's Voluntary National Report. While the coalition acknowledges that Stats SA and DMPE consulted non-governmental networks, both the sectoral reports and the political report did not fully benefit from civil society's knowledge base and the lived realities of the people of South Africa. While civil society was invited to provide written input to the VNR Report, this approach falls short of the standard set by the United Nations of a meaningful process review where key stakeholders reflect on progress and more importantly determine how to improve delivery.

CSOs would like to see the National Assembly play a key role in both the implementation of the SDGs and in future VNR processes. The body should assume political oversight of SDG implementation and be accountable to a broader sector of society in this regard.

The civil society coalition welcomes the proposed national multi-stakeholder forum on SDGs; it is ready to work with government, business, academia, and trade unions for the successful implementation of SDGs.

REVIEW OF THE GOALS

Goal 4: Quality Education

In evaluating South Africa’s performance on goal 4 – ensure inclusive and equitable quality education and promote lifelong learning opportunities for all – the CSO working group⁶ considered six out of the eight targets by addressing early childhood education (ECD); basic education; higher education, vocational training, and skills development programmes; teachers’ training; and school facilities.

Based on the above targets and using the scorecard developed for this study, the CSO working group rated South Africa’s performance on Goal 4 as **level 3: action has started**

Table 4.1: Scorecard - Goal 4	Rating
1. Does the government have a legal framework/ legislation/ policy to deliver on the goals and its respective targets?	4
2. Has the government created specific plans, strategies, and programmes to deliver on the goals and respective targets?	3
3. Does the public service have the necessary capacity to deliver on the goal?	2
4. Has the government budgeted sufficient resources to deliver on the goal? Are all levels of government engaged and efficiently utilised?	3
5. What is your assessment on the state of implementation (policies and strategies) to tackle this goal nationally, linked to outputs and outcome?	2
6. Is the public aware of Agenda 2030 and of the commitments made to achieve the specific target?	3
7. What is the availability of the evidence used to measure implementation? If available, is the data disaggregated, transparent, and freely available?	4
Overall rating	3.1

Equitable Access to Quality Education

The right to education does not only refer to access, but also to receiving an education of good quality. South Africa’s constitution makes provision for this, while the Bill of Rights stipulates that every citizen has the right to basic education regardless of geographical or economic factors (Republic of South Africa, 1996). The National Development Plan sets the policy framework and vision for the provision of education services to the nation, while “Action Plan to 2019”⁷ sets medium-term goals to achieve the NDP vision as it relates to education:

- Lay a solid foundation for a long and healthy life and higher educational and scientific achievement;

⁶ This working group was composed of Anna Baker and Mduduzi Qwabe (Catholic Institute for Education), Raymond Matlala (Jet Education Services), and Sarah Lubala (Bridge - Linking Innovators in Education).

⁷ Department of Basic Education, 2015. *Action Plan to 2019: Towards the Realisation of Schooling 2030*.

- Build a properly qualified, professional, competent, and committed teaching, academic, research, and public service core;
- Build a strong and coherent set of institutions for delivering quality education, science and technology innovation, training, and skills development;
- Expand the production of highly skilled professionals and enhance the innovative capacity of the nation; and
- Create an educational and national science system that serves the needs of society.

The implementation of various policies and programmes - some of which are targets set by Action Plan to 2019 - are regressing, as illustrated by data produced by the Department of Basic Education (DBE) and Statistics South Africa. While progress in student enrolment both at primary and secondary levels have been recorded, access to enrolment for early childhood education and post-school education is still limited. Literacy and numeracy skills both at primary and secondary school levels fall far below the targets set by the government. In addition, quality education is limited to those who can afford the school fees.

The challenges of the lack of administrative capacity, qualified teachers, infrastructure, and facilities result in multiple failures: only 59 percent of schools meet the minimum infrastructure requirement, essential school materials such as books are not provided, teacher absenteeism rate is as high as ten percent at any given time, and most school governing bodies (SGBs)⁸ are dysfunctional. Conditions are much worse in rural and township schools.

While the education budget accounted for more than 20.6 percent of national expenditure in, the lack of effective resource management reduced the value for money.

Target 4.1: By 2030, ensure that all girls and boys complete free, equitable, and quality primary and secondary education, leading to relevant and effective learning outcomes.

In South Africa, basic education is compulsory in grades 1 – 9, or for children aged 7 – 15. Children who have completed basic education also have a right to further education (grades 10 – 12), which the government must take reasonable measures to make available. Enrolment and attendance rates are very high: in 2017, the vast majority (98 percent, or 11.2 million) of children between the ages of seven and 17 years attended some form of educational facility.

The 2017 General Household Survey⁹ reported the following participation rates:

- Since 2009, over 90 percent of learners in Grade 1 had previously attended Grade R;
- 99 percent of 7- to 13-year-olds have attended primary school since 2010;
- The participation of 7- to 15-year-olds has remained high at over 97 percent since 2002; and

⁸ Department of Basic Education, 2019. Report on the National School Monitoring Survey 2017/18.

⁹ Department of Basic Education, 2018. *General Household Survey Focus on Schooling 2017*. Retrieved May 2019 from

https://www.education.gov.za/Portals/0/Documents/Reports/General%20Household%20Survey%202017_Focus%20on%20Schooling.pdf?ver=2019-01-09-085659-013

- 90 percent of 14- to 18-year-olds received secondary education.

South Africa's performance on quality education measured by proficiency levels in reading and mathematics, based on data generated by the United Nations Educational, Scientific, and Cultural Organisation (UNESCO)¹⁰ data, shows a slight improvement, but reinforces the fact that the country is making slow progress on providing quality education:

Table 4.2: Proficiency in Reading and Mathematics (both sexes)	2012	2014
Students in Grade 2 or 3 achieving at least a minimum proficiency level in reading	81.1%	84%
Students at the end of primary education achieving at least a minimum proficiency level in reading	69.1%	92.1%
Students at the end of lower secondary education achieving at least a minimum proficiency level in reading	75.3%	84.2%
Students in Grade 2 or 3 achieving at least a minimum proficiency level in mathematics	68.4%	86.7%
Students at the end of primary education achieving at least a minimum proficiency level in mathematics.	34.2%	71.1%
Students at the end of lower secondary education achieving at least a minimum proficiency level in mathematics.	8.1%	10%

Source: UNESCO, 2019

As shown in the above table, even if there are some improvement in proficiency in literacy (reading) and Mathematics for Grade 2 and 3 learners, as well as primary level. However, proficiency levels for lower secondary education is very low.

According to a recent South African Human Rights Commission (SAHRC)¹¹ report on the right to education, access to education has three overlapping dimensions:

1. *Unequal access to quality education continues as inequities on the availability of infrastructure and services in schools continue to exist. Although great strides have been made to ensure that many more schools have access to services such as water, electricity and sanitation, the availability of libraries and laboratories across schools remains inequitable. The language of teaching and learning, health and disability excludes many children from full access to appropriate education.*
2. *Schools must be physically accessible and provide safe travel - Safe transport for all urban and rural learners who live far from their schools has not yet been ensured. Although specially organised school transport is available to over 200,000 learners, much remains to be done. Safety of learners and teachers from violent attack continues to be a pressing preoccupation of the education department.*

¹⁰ UNESCO Institute for Statistics, 2019. UNESCO Education Statistics. Retrieved May 2019 from <http://data.uis.unesco.org/#>.

¹¹ Department of Basic Education, 2010. "Access to and achievement of quality education in South Africa". *Commonwealth Partnerships 2010-2011*. Retrieved May 2019 from <http://www.cedol.org/wp-content/uploads/2012/02/21-23-2010.pdf>

3. *Education must be affordable for all and free at primary level - Great advances have been made, including the legislation of fee free primary schools for the poorest 40 percent of the population, but fully fee-free primary education has not yet been achieved. However, school is free, subject to a test of income, for all learners whose parents cannot afford the fees.*

Target 4.2 *By 2030, ensure that all girls and boys have access to quality early childhood development, care, and pre-primary education so that they are ready for primary education.*

In South Africa, enrolment in ECD has improved in recent years. The GHS 2017 reported that the participation of 0- to 4-year-olds in ECD programmes has increased from 8 percent in 2002 to 42 percent in 2017.

The National Integrated ECD Policy 2015 provides clear guidelines for the coordination of ECD services. The policy has a multi-sectoral framework approach for the provision of early childhood development and redefines early childhood services as a public good with some comprehensive packages out of which some are regarded as essential components and are prioritised by government or caregivers to participate in the development of children.¹²

The care and education of young children is legislatively prescribed, such as in the Children's Act and Schools Act. The collaboration required to ensure full implementation of ECD services is coordinated through bodies such as inter-ministerial and interdepartmental committees, and an Inter-Sectoral Forum which has both government and civil society representation. There is, however, no agency or separate structure mandated to oversee the implementation of ECD services, and the DBE has stated that the subcommittees of the Inter-Sectoral Forum require strengthening.

The budget has begun to reflect commitment, as ECD spending has increased over the years. The implementing bodies have started work on the different facets of the policies they are mandated to look after. For example, a number of services such non-centre based provisioning and quality assurance of programmes are being implemented so they can benefit the sector and children. There are also pockets of implementation in the areas of health, parental support, human resourcing, and early learning. Reaching scalability though is hindered by a number of factors such as amendments to legislation, such as the Children's Act, and the difficult job of coordinating different government departments.

Capacity remains a challenge in delivering ECD services in government. Strides are being taken through the National Curriculum Framework for 0-4 which can be used to train practitioners. DBE has further introduced a free online in-service training programme for ECD practitioners and are training level 4 practitioners.

There is a level of transparency and accountability as far as government efforts are concerned when it comes to ECD, through the government structures and civil society, which traditionally provided early learning services and trained ECD practitioners, and continue to be a solid body now in the sector.

¹² Statistics South Africa, 2016. *Education Series Volume IV: Early Childhood Development in South Africa, 2016*. Retrieved May 2019 from <http://www.statssa.gov.za/publications/92-01-04/92-01-042016.pdf>.

Target 4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational, and tertiary education, including university.

Target 4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs, and entrepreneurship.

Between 2012 and 2016, the number of students attending higher education increased by 0.6 percent per annum. The 2017 General Household Survey¹³ found the following regarding participation rates for youth (aged 18-24):

Table 4.3: Attendance of educational institutions by individuals aged 18–24 by population group, 2017

	Black African	Coloured	Indian	White
School	24%	10%	6,90%	8,60%
Post-school	10%	7,80%	27%	35%
Not attending	65%	81%	66%	56%

Source: Statistics South Africa, 2019

As per the table above, 10 percent of Black African youth, only 7.8 percent of Coloured youth, 27 percent of Indian youth, and 35 percent of White youth are receiving post-school education. The Higher Education and Skills in South Africa report¹⁴ further shows that access to funding for tuition was a major concern for some of the youth who could not pursue higher education:

- Of the 2,8 million youth aged 18–24 who were not attending any educational institutions, half of them (1, 4 million) reported that they did so because they had no money for fees.
- Among Black African youth, more than half (53 percent) did not study because they did not have money for fees, while 40 percent of Coloured youth and 47 percent of Indian youth do not attend for the same reason. By contrast, only 28 percent of White youth reported not being able to attend educational institutions due to lack of funds.

The #FeesMustFall movement made strides in influencing government policy on funding for tertiary education, to the extent that at the governing party’s election conference in 2018, the then president of the country announced that free tertiary education will become a reality.

There have also been challenges related to through-put: one in four students graduate in record time creating a backlog in the system and creating problems of access because of limited spaces in our universities. Slow throughput, retention, and graduation rates at tertiary institutions further point to inferior education and the poor preparation of students for tertiary study arising from the poor quality

¹³ Statistics South Africa, 2019. *Education Series Volume V: Higher Education and Skills in South Africa, 2017*. Retrieved May 2019 from <http://www.statssa.gov.za/publications/Report-92-01-05/Report-92-01-052017.pdf>.

¹⁴ Ibid.

of primary and secondary education. The levels of proficiency in reading and Mathematics show that the quality of teaching and learning is still relatively low, hampering the transition of many learners to post-school education.¹⁵

The 2014 White Paper for Post-School Education and Training¹⁶ articulates a vision for an integrated system of post-school education and training, with all institutions playing their role as different parts of a coherent but differentiated system.

While the regulatory policy infrastructure is in place to support the implementation of the SGDs, there is insufficient capacity to implement those policies.

Socio-economic inequality still affects education outcomes. Infrastructure backlogs present a major challenge, with the government not building enough tertiary institutions for the many qualifying students who want to enter the system. This makes it difficult for South Africa to meet the target by 2030. Furthermore, articulation issues is one of the major challenges in the PSET sector, particularly to articulate between technical and vocational education and training (TVET) colleges, traditional academic universities, and universities of technology. The pathway is not clear and makes it difficult for students to get absolute access.

Target 4.C By 2030, substantially increase the supply of qualified teachers, including through international cooperation, for teacher training in developing countries, especially least developed countries and small island developing states.

The provision of quality education depends on the availability of qualified educators, sufficient educational materials, education facilities, and effective school administration.

In South Africa,

- In 2015, 79 percent of secondary education teachers were qualified;¹⁷
- 78 percent of schools had all allocated teaching posts filled in 2017 - a substantial increase from 69 percent in 2011;¹⁸
- Teachers spent 40 hours per year on professional development activities in 2017, a slight increase from 36 hours in 2011;¹⁹ and
- 10 percent of teachers were absent from school on an average day in 2017, substantially increasing from 8 percent in 2011.²⁰

The Integrated Strategic Planning Framework for Teacher Education and Development in South Africa (2011-2015) aims to optimise, extend, and expand capacity of teacher education institutes (TEIs) and to increase the number of higher education institutions (HEIs), elevating teacher education to a full

¹⁵ Ibid.

¹⁶ Department of Higher Education and Training, 2014. White Paper for Post-School Education and Training: Building an Expanded, Effective, and Integrated Post-School Education System. *Government Gazette* (Vol. 11, No. 37229).

¹⁷ UNESCO, 2018.

¹⁸ DBE, 2018.

¹⁹ Ibid.

²⁰ Ibid.

graduate occupation with newly qualified teachers (NQTs) possessing a four-year qualification. University participation rates have been set to 25 percent and much progress has been made to achieve this. For example, the Funza Lushaka bursary that aims to promote teaching in public schools as a career choice for school leavers, opening of universities and colleges, and steadily reaching the projected 23,000 enrolments by 2019 (JET sector mapping). Universities are going to schools to market teaching as a feasible profession, and the Funza bursary scheme advertised by all PED at schools within their jurisdiction to attract and recruit high achievers into the profession

Civil society groups have raised issues of quality and quantity, including:

- The budget allocated by universities to produce teachers has been reduced after #FeesMustFall, as universities now find themselves constrained by their limited budget.
- Ensuring that the South African Council of Educators (SACE) is registered as a professional body addressing the issue of capacity. Strengthen mechanisms to vet new applicants and validate teacher qualifications, and ensuring that provinces do not employ unregistered educators.
- Only about one in four students in contact institutions (that is, excluding UNISA, South Africa's main distance university) graduate in the prerequisite time for the course of study.

Target 4A Build and upgrade education facilities that are child-, disability-, and gender sensitive, and provide safe, non-violent, inclusive, and effective learning environments for all.

Access to quality education in South Africa has been affected by the availability of school infrastructure that meets a minimum standard, access to textbooks and work books, and effective school governing bodies. The Action Plan to 2019 has set targets, the implementation of which has been measured by the South African School Monitoring Survey 2017/2019²¹ as follows:

- As of 2017, only 59 percent of schools comply with nationally determined minimum physical infrastructure standards;
- In 2017, 62 percent of learners are in schools that have a library or media centre meeting certain minimum standards - a substantial increase from 45 percent in 2011; and
- As of 2017, 62 percent of schools' governing bodies meets the minimum criteria for effectiveness, a substantial increase from 54 percent in 2011.

Goal 24 of the Action Plan 2019 (p.44) concerns the physical infrastructure and classroom environment of schools. It aims to ensure that these two elements are in place to support improvements in learning and teaching in all schools.

Rural and township schools are still disproportionately affected, hampered by inadequate infrastructure and lack of facilities, unavailable learning and teaching materials, and poor performance of school governing bodies. Loss of life has been reported in rural areas due to inadequate infrastructure; safety at school as well scholar transport have made frequent headlines in the country; and children from townships still have to travel extensive distances to access better quality education in suburbs.

²¹ DBE, 2019.

Recommendations

1. Adopt the “leave no one behind” principle as espoused in Agenda 2030; and take necessary steps to address the socio-economic, gender, racial, ethnic, and spatial marginalisation in the South African education system. Focus on marginalisation as a result of language and culture, the inclusion of parents and guardians in the education of their children, and the need for interventions focusing on safety, care, inclusion and psychosocial support for the whole school community.
2. Improve existing infrastructure and transport systems that either prevent access to education or problematise it - particularly sanitation at schools, but also safe scholar transport in rural areas.
3. Increase access to quality early childhood development by improving the policy and regulatory environment and building South Africa’s capacity to deliver ECD - train ECD practitioners and coordinate the various actors in the sector.
4. Commit to continuously improving the quality of basic education - particularly literacy and numeracy - by addressing the school management system, School Governing Bodies, increasing the supply of qualified teachers, and supplying teaching and learning materials. Focus on decolonising approaches and content of education - particularly curriculum focus, but also the valuing of indigenous knowledge systems in the system as a whole.
5. Commit to the progressive realisation of free access to quality higher education and skills development programmes; and address the socio-economic factors that limit access, progress, and the successful completion of higher education and training in South Africa - including informal or short skills courses, support for entrepreneurial or livelihood skills, and the development of programmes to provide new graduates with essential work experience.
6. Make the different pathways clear for all people seeking education, from ECD to Post School Education and Training - what the options are, and how people can make a living with what they know and can do.

Goal 8: Promote Sustained, Inclusive, and Sustainable Economic Growth, Full and Productive Employment, and Decent Work for All.²²

Summary

Engagements on the ground have confirmed that South African society understands very little of the concept of SDGs, and that talking about the actual goals remains foreign as the majority of citizens - and workers in particular - are not fully aware of what SDGs are and what is meant by the concept of Decent Work.

The trade union movement has been instrumental in shaping the 2030 agenda and the sustainable development goals and targets to include priorities such as decent work, the fight against inequality, just transition, and civil society participation.

South Africa has played a key role in the negotiations and processes that led to the development of the 2030 Agenda for Sustainable Development, including its 17 SDGs. Aspects of these negotiations were informed by the priorities of South Africa's National Development Plan and Agenda 2063: the NDP-SA holds the gist of the SDGs and aspirations of the Africa Agenda 2063. Implementation had thus already started by the time the SDGs were formalised.

In the implementation process, there is no need for extensive policy, legal, and institutional reforms and alignment as the necessary policies and legal and institutional frameworks are in place for the implementation of the SDGs and Agenda 2063. Most of the targets and indicators under the SDGs are aligned with the NDP, the Medium Term Strategic Framework (MTSF 2014 – 2019) and the AU Agenda 2063. While all this is in place, the implementation and enforcement of the policy and legal framework for this goal remains a challenge. The current environment in South Africa is not enabling for the decent work agenda and for economic growth that promotes employment.

With the SDGs domesticated into the NDP, each government department has incorporated the goals into the individual sector programmes and activities, resulting in the SDGs being operationalised nationally, provincially, and locally. Engagements are through social dialogue using the National Economic Development and Labour Council (NEDLAC) setup where business, labour, government, and civil society engage on policy direction. The body also monitors the development, implementation, and monitoring of the Decent Work Country Programme (DWCP), the Steering Committee of which is primarily responsible for the SDGs in NEDLAC.

While the NDP is aligned to the SDGs and Agenda 2063, there are still areas of the NDP that are less focused, requiring further capacity-building and work. These include food security and sustainable agriculture, gender, green industrialisation, labour rights and working conditions, and other issues related to social, political, and economic inclusion and equal access to opportunities.

²² The civil society working group on Goal 8 comprised of Zanele Matebula (COSATU), Matserane Wa Mapena (COSATU), Hamed Deedat (NALEDI), Lesema Lekhooana (SACCAWU), Lucious Segame (NEHAWU), Paul Komane (SADTU), Patrick Mathebane (NUM), Penelope Kamungoma (Solidarity Center), Itumeleng Molatlhegi (COSATU), Matthew Parks (COSATU), Jan Mahlangu (COSATU), Babsy Nhlapho (COSATU), Theo Steele (COSATU), Jacqueline Mpolokeng (COSATU), Gertrude Mtsweni (COSATU), Advocate Mpheane Lepaku (COSATU), Lefa Phatsoane (COSATU)

South African society must seriously introspect on practices that harness dependency on government. The prevailing environment (through some social policies and practices) forces society – youth in particular - to view the state as the only way out of poverty and unemployment, and that the only way to accumulate wealth is through business tenders with government. A serious overhaul must be done to promote self-reliance. An environment encouraging innovation and independence can only be achieved by shifting mind-sets through an education system that teaches options and creates opportunity to choose what you want to do after school, rather than teaching youth to be job seekers.

Country Scorecard

Table 8.1: Country Scorecard – Goal 8	
	Rating
1. Does the government have the legal framework/ legislation/ policy to deliver on the goals and respective targets?	4,5
2. Has the government created specific plans, strategies, and programmes to deliver on the goal and its respective targets?	4
3. Are other levels of government (local, provincial) involved in implementing this goal? Does the public service have the necessary capacity to deliver on the goal?	3
4. Has the government budgeted sufficient resources to deliver on the goal? Are all levels of government efficiently utilised?	4
5. What is your assessment of the state of implementation (policies and strategies) to tackle this goal nationally, linked to outputs and outcome?	4
6. Is the public aware of Agenda 2030 and of the commitments made to achieve the specific targets?	2
7. What is the availability of the evidence used to measure implementation? If available, is the data disaggregated, transparent, and freely available?	3
Overall rating 1-5	3.6

The CSO group rated South Africa very highly for its policy framework, awarding 4,5 as policies are aligned to deliver on 2030 Agenda. While the country has some of the best-rated policy frameworks in the world, implementation remains a challenge. For example, the purpose of NEDLAC is to promote maximum and inclusive participation in policy development, implementation, and monitoring and evaluation through social dialogue. More often, though, “consultations” happen at the final stages, when implementation has already started. There is a need for an inclusive model that allows all social partners to contribute in the policy space and the direction in which implementation should take. Collaboration between departments and policy coherence within and among departments will lead to full success.

In terms of sectoral plans related to Goal 8, South Africa is rated 4 – delivery is underway - given that government has developed sectoral plans and strategies to deliver on Agenda 2030. These are set out in the NDP, MTSF, and the Rural Development Support Programme (RDSP); and are also aligned to the AU’s Agenda 2063. The efforts done through signing of accords (youth and economic), the job summit, the financial sector summits and reviewing of legislation is welcomed however the accords were not

really implemented and no impact was made therefore with the most recent summits there is hope the implementation will impact the lives of the most vulnerable and poor.

As public services and institutions have capacity to deliver on Goal 8, the CSO group awarded a rating of 3 (action has started). The Department of Planning, Monitoring, and Evaluation in the Presidency is the main overseer of the implementation of the Agenda 2030, and part of its role is to ensure that the agenda is incorporated into directorial departments, and provincial and local governments. In embracing the concept of “leave no one behind”, the DPME is also expected to regularly interact with social partners within the framework of NEDLAC and in other platforms. This, however, rarely happens and, if it does, it is often at request. On Goal 8, while the Department of Labour should be fully accountable, all departments and stakeholders are expected to be equally accountable as the decent work agenda is the overarching theme.

Implementation of Goal 8 is underway, earning South Africa a score of 4. The goal is seen as a continuation of the Decent Work Programme which ended in 2015, and was adopted on an annual basis until a new multiyear (2018-2023) plan was signed in 2018. Through NEDLAC, a Decent Work Country Programme Steering Committee was instituted to ensure the implementation and mainstreaming of the decent work pillars and accompanying International Labour Organisation (ILO) conventions and standards. There is still a need to ensure collaboration and coherence of programmes between and among governments departments and all stakeholders. The country needs an inclusive model of implementation in line with the commitment of “leave no one behind”

Awareness of the agenda in the country is minimal, resulting in a rating of level 2: initial planning. The people who are more informed of Agenda 2030 are those involved at higher levels. At grassroots, though, there is very little knowledge of it. At trade union level it is even worse as the organisations don't regard the SDGs as a relevant issue for trade unions, even though the trade union movement globally was instrumental in advocating and lobbying for the Decent Work Agenda to be included as both the overarching theme and a standalone goal.

There is an established follow-up review mechanism through the NEDLAC Decent Work Country Programme Steering Committee for Goal 8, but this committee should be working hand-in-glove with DPME on all goals, holding all relevant departments accountable in the implementation of Agenda 2030, AU Agenda 2063, and ILO Standards and Conventions. This includes working closely with the UN agencies entrusted with overseeing the work at national and regional level. Therefore, the CSO has rated it level 3 (action has started).

Performance and Progress

While there is progress in the implementation of the policy framework, the trade union movement in South Africa is concerned with the process of actual implementation, the country's jobless growth, and the persistent job shedding which has increased the unemployment rate to 27.6 percent in the first half of 2019, with further job losses anticipated. Unemployment and inequality are at their worst since the dawn of democracy in South Africa. While government had some success with job creation, there have been more job losses than there have been decent jobs created. Increasingly, the quality of jobs in

South Africa has become more precarious and even informal. This has deepened the pay gap, increased inequality, and deepened poverty.

In the retail sector, for example, permanent employees have been replaced by permanent casuals and part-time brand merchandisers, removing job security and social benefits: the workers get paid only for the hours worked and they receive no other benefits like medical aid, unemployment insurance, provident fund, and even no work place as they move from store to store. So, essentially this means that in a retail store workers are employed by different employers, making it difficult to deal with labour issues. This also happens in other sectors like the health sector, particularly in hospitals, and other private sector companies.

Civil society acknowledges the government's attempts to create jobs by partnering with the private sector and other social partners. A series of interventions in this regard has been undertaken, including the 2018 Job Summit which made promising recommendations that require all stakeholders to play their role in ensuring decent job creation to promote employment.

In line with the implementation of the decent work country programme, the following four conventions have been ratified since 2007:

- Domestic Workers Convention, 2011 (No. 189): Deposited 2013.
- Work in Fishing Convention, 2007 (No. 188): Deposited 2013.
- Labour Inspection Convention, 1947 (No. 81): Deposited 2013 [not listed on ILO website?]
- Maritime Labour Convention, 2006: Deposited 2013

South Africa has ratified all eight fundamental conventions, two of the four governance conventions, and 17 of the 177 technical conventions. Of the 27 conventions ratified by South Africa, 23 are still in force and two have been denounced.

The Department of Labour had informed NEDLAC of its decision to ratify the following conventions: Labour Statistics Convention, 1985 (no. 160); Promotional Framework for Occupational Safety and Health Convention, 2006 (no. 187); the Seafarers Identity Document Convention (Revised), 2003 (no. 185); and the Labour Inspection (Agriculture) Convention (no. 129).

The following key labour laws were signed into law by the President by December 2018 and came into effect on 1 January 2019:

1. National Minimum Wage,
2. Basic Conditions of Employment Amendment,
3. Labour Relations Amendment,
4. Labour Laws Amendment,
5. Unemployment Insurance Amendment, and
6. Extension of Security of Tenure Amendment Acts.

We note, however, that even with all the enacted laws and reforms outlined above, enforcement remains a challenge, resulting in more cases related to noncompliance being lodged at the Commission for Conciliation, Mediation, and Arbitration (CCMA). In addition, an audit of sectors in which migrant

workers participate must be conducted to ensure that their participation does not result in exploitation and unlawful discrimination, which many times have sparked xenophobic behaviour.

Policy and Enabling Environment

South Africa has an enabling environment to achieve the targets by 2030. NEDLAC provides a platform for its stakeholders to engage and lobby for policy amendments and development to support a framework aligned with the ideals of Agenda 2030 and the AU's Agenda 2063 as espoused in the NDP of South Africa. However, there is a lack of proper coordination and planning within and among government ministries and departments. The participation of social partners in the implementation processes is very minimal.

Policy Coherence and Institutional Fitness to Deliver Agenda 2030

While the policy framework in South Africa is geared for delivery and is regularly reviewed to remain relevant to the changing needs of the country, its implementation does not always produce the desired outcomes, and impact is very minimal. This can be attributed to a number of factors, including corruption, jobless growth, the economic situation of the country, poverty and deepening inequality, and the overall lack of participation of citizens both in policy development and in ensuring meaningful implementation. There is still a need to ensure capacity building, collaboration, and coherence of programmes between and among governments departments and all stakeholders. The country needs an inclusive model of implementation in line with its commitment to "leave no one behind"

Gaps and Accelerators

- The private sector must not only concern itself with profit margins, but also meaningfully be involved in sustainable development. Their presence and commitment to the SDGs will accelerate its successes. The United Nations' *Global Compact* can be used to undertake partnerships in support of Sustainable Development Goals.
- Increasingly, state organs are working in silos, often leading to departments working in overlapping areas without knowing what the other is doing or has achieved. This lack of collaboration causes gaps in attaining deliverables. Interdepartmental collaboration and programme coherence within and among departments are vital for implementation.
- Lack of knowledge leads to lack of participation at grassroots level: an active and participative citizenry is nurtured and capacitated through regular mass meetings and civil society organisations.
- Changing the South African mind-set to one that is innovative and engaged in critical thinking towards their own self-reliance and sustenance will assist many to lift themselves out of poverty.
- Developing partnerships among stakeholders in this field and pooling all resources are required to ensure meaningful implementation.

Recommendations

- Currently, government does not adequately consult with social partners, only doing so when presenting, when called to consult, or when civil society's input is required into policy reform processes. The processes need to be inclusive from inception until completion: an inclusive model must be created.
- Social partners need to take up the responsibility of monitoring and evaluating processes, and hold government to account.

- The United Nations Global Compact is a voluntary initiative based on CEOs' commitments to implement universal sustainability principles and to undertake partnerships in support of the SDGs. In this regard, the private sector must partner more meaningfully in the inclusive processes from inception to implementation and assessing impact, including funding for development.
- An enabling environment must be created to ensure full participation of all social partners and ordinary people on the ground. Increase the mainstreaming of SDGs and Agenda 2063
- Opportunities need to be unlocked for young people who are not being absorbed in the labour market. This includes mindset changes to empower young people to be innovative in improving their own circumstances. This should be done from early childhood learning.
- Legislation needs to be more effectively enforced, and sufficient labour inspectors deployed to ensure decent work.
- Interventions for youth employment must be expanded from labour intensive sectors to include the digital space and innovation. The Fourth Industrial Revolution must be considered in relation to jobs and upskilling.
- Stricter and more effective processes are required to mitigate corruption: of labour inspectors colluding with employers and of employers exploiting migrant workers.
- The trade union movement globally has called for a new social contract between governments, business, and workers, with a Universal Labour Guarantee that provides all workers with a protection floor.
- Achieving Goal 8 will deal with the question of inequality, poverty, employment and economic growth.

Goal 10: Reduced Inequalities

Introduction

The CSO working group on Goal 10²³ evaluated South Africa's performance on reducing inequality within and among countries against three of the ten targets for this goal: reducing income inequalities; promoting universal social, economic, and political inclusion; and adopting policies that promote equality. The emphasis of the report is inequality within South Africa; it does not include inequalities between countries.

Based on the selected targets and using the scorecard developed for this study, the CSO working group rated South Africa's performance on Goal 10 as *Level 2: initial phase of planning*.

Scorecard for Goal 10	Rating
1. Does the government have the legal framework/ legislation/ policy to deliver on the goals and respective targets?	3
2. Has the government created specific plans, strategies, and programmes to deliver on the goals and respective targets?	2
3. Are other levels of government (local, provincial) involved in implementing this goal? Does the public service have the necessary capacity to deliver on the goal?	2
4. Has the government budgeted sufficient resources to deliver on the goal? Are all levels of government engaged and efficiently utilised?	2
5. What is your assessment on the state of implementation (policies and strategies) to tackle this goal nationally, linked to outputs and outcome?	1
6. Is the public aware of Agenda 2030 and of the commitments made to achieve the specific target?	3
7. What is the availability of the evidence used to measure implementation? If available, is the data disaggregated, transparent, and freely available?	3
Overall rating	2.28

While the CSO group acknowledges that the country's National Development Plan recognises the challenges of inequality, it has found that this intention has not been sufficiently translated into policies and programmes that will take the country forward. Other than the social wage, the implementation of policies that could have mitigated high inequality, such as Broad-Based Black Economic Empowerment (BBBEE), has been weak. Baseline indicators, monitoring and evaluation, and accountability too are weak: South Africa needs a new set of indicators to measure inequality - one that measures both income and wealth inequality. The overall score is two - that is, South Africa is still at the initial stage of talking about inequality.

The baseline indicator for inequality does not capture economic inequality well because it measures income growth and only compares it to the bottom 40 percent average, while the top end of the distribution pyramid is not taken into account in the comparison. Consequently, the indicator will not,

²³ This working group was composed of Basani Baloyi (Oxfam South Africa), Yared Tsegay and Puseletso Maile (African Monitor), and Simon Vilakazi (Economic Justice Network).

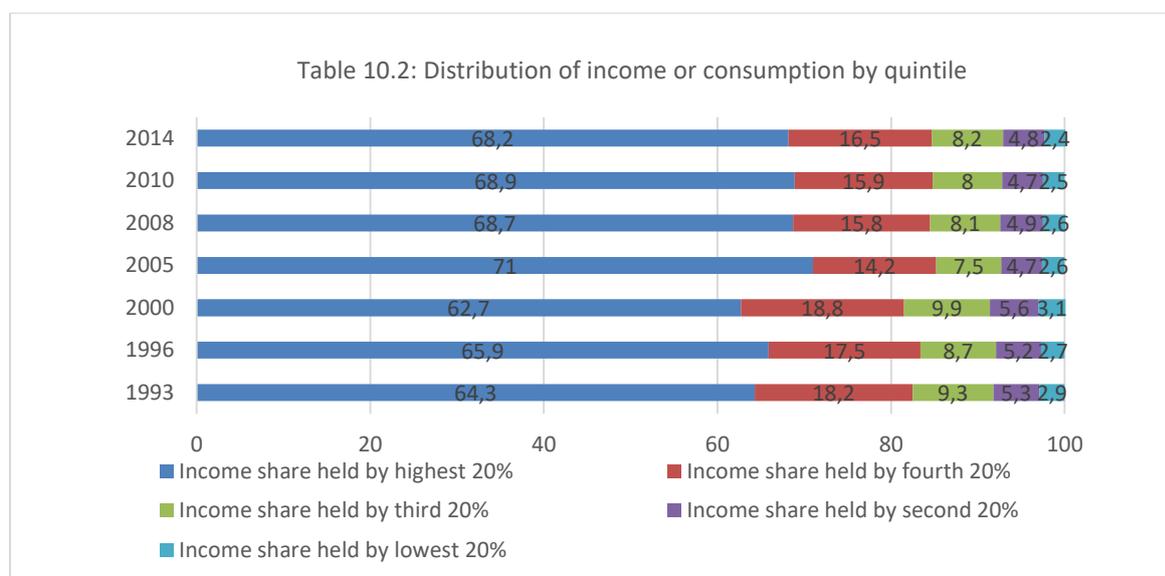
for example, capture a decline in the income share of the bottom 40 percent to the advantage of the top of the table. Moreover, the measure “bottom 40 percent” does not take into consideration the diverse experience of inequality by race, gender, age etc.

Inequality does not only capture those left behind; it also captures those at the top. However, goal 10 does not measure wealth at the top of the distribution. Crucially, the high levels of income and wealth inequality concentrated at the top also corresponds with elite power and political capture that contributed to the crisis of economic inequality. Therefore, rather than a measure for inequality, Goal 10.1 targets and indicators measure poverty reduction as they neglect the top of the distribution and only focus on the bottom of the table.

Social and Economic Context

South Africa is a middle-income country with one of the world’s most unequal societies, partly due to its history of deep-rooted political, economic, and social exclusion. While the task of correcting these inequalities has been challenging, there has been some progress in the social sectors such as education and healthcare in which race-based services have legislatively ended and basic services made available free of charge. Economic exclusion, however, persists and is manifested in very high levels of unemployment, poverty, and income inequality. Moreover, the poor quality of basic service provision reinforces economic and social exclusion.

In 2015, the Living Conditions Survey found that South Africa was the most unequal society in the world, having a Gini coefficient²⁴ of 0.63, and that inequality had worsened since the advent of democracy in 1994. Analysis of wealth inequality based on data from four rounds of surveys conducted by the University of South Africa (UNISA) between 2008 and 2015 suggests that the top percentile of households had 70.9 percent of the wealth and the bottom 60 percent had 7.0 percent: richer households are almost ten times wealthier than poor households.



Source: World Development Indicators, World Bank, 2019

²⁴ The Gini coefficient is the measure of income inequality, ranging from 0 to 1, with 0 representing a perfectly equal society and 1 representing a perfectly unequal society.

When analysing the distribution of income and consumption in quintiles, as illustrated in Table 10.2, the income and consumption of the bottom 40 percentage has shrunk from 8.2 percent of total income in 1994 to 7.2 percent in 2014.

The International Monetary Fund (IMF) has lowered South Africa's projected GDP growth rate for 2019 from 1.4 percent to 1.2 percent, putting the country among the worst performers in Sub-Saharan Africa. South African's real GDP growth was an estimated 0.7 percent in 2017/18, down from 1.3 percent in 2016/17. Similarly, the country's unemployment rate increased from 27.1 percent in the fourth quarter of 2018 to 27.3 percent in 2019; whereas in the past, the unemployment rate usually falls in the last quarter of the year due to higher job activity during the festive season.

Studies on the conditional wage gap between informal and formal employment have found that in South Africa, for example, nearly 37 percent of the observed wage penalty is due to differences in human capital and job characteristics. Moreover, accounting for taxes paid in the formal sector reveals that the informal sector wage gap in South Africa (as well as in Brazil and Mexico) is largest among the lowest paid workers.

Performance and Progress

Focus targets

10.1 BY 2030, progressively achieve and sustain income growth of the bottom 40 percent of the population at a rate higher than the national average.

The income of the same group increased by 5.5 percent between 2005 and 2010, but declined by 1.3 percent in the 2010-2014 period (annualised).

	Annualized growth in mean consumption or income per capita	
	Bottom 40%	Total Population
2005-2010	5,53	5,86
2010-2014	-1,34	-1,23

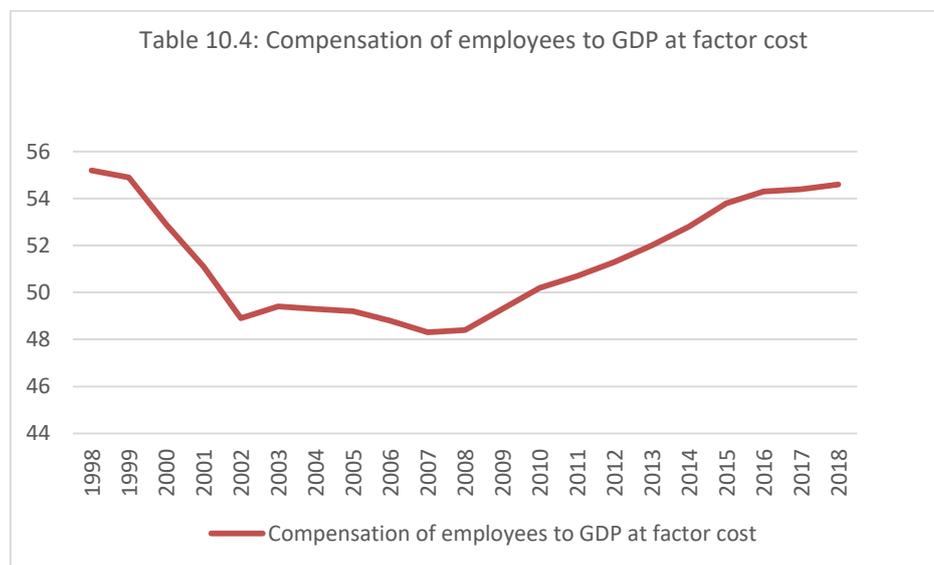
Source: World Bank, 2019 (Global Database of Shared Prosperity)

The annualised growth in mean consumption or per capita income for the period 2005-2010 shows a 5.5 percent increase for the bottom 40 percent, slightly lower than the national average for the total population (5,86 percent). For the 2010-2014 period, annualised growth in per capita income declined by 1,34 percent for the bottom 40 percent - slightly higher than for the total population (-1.23) (World Bank, 2019).

10.2, By 2030, empower and promote the social, economic, and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion, or economic or other status.

In South Africa, the labour share of national income (using unadjusted factor-cost labour share) declined from 55 percent in 1998 to 48 percent in 2008, but increased to 54 percent by 2018. The

dynamics of the labour share of national income is explained by the industrial development policies, taxation policies, and labour market trends and policies.²⁵



Source: South African Reserve Bank, 2019

10.4 *Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality*

Work and Wages

Several laws have been pivotal in shaping the labour markets' outcomes, particularly its impact on income inequality. These key laws are: the Labour Relations Act (LRA), the Basic Conditions of Employment Act (BCEA), Employment Equity (EE), and the Minimum Wage Act (MWA). The Labour Relations Act aims to engender social justice by providing for the right to freedom of associations through trade unions, or worker organisation and employee organisation, and allow for collective bargaining for workers and employers. The BCEA aims also aims to engender social justice by providing for the standards for employment in the form of working hours, leave, payment, dismissal, and dispute resolution; while the EE aims to remove discriminatory practices and promote equity in the workplace.

The acceleration in casualised and labour brokered work has resulted in nearly half of the work force being constituted as precarious work. According to Englert (2017)²⁶, 50 percent of the decline in unemployment and increase in the economically active population between 2004 and 2017 was absorbed into precarious forms of work. Cassim and Casale (2018)²⁷ conclude that more than 80

²⁵ Strauss, Illan and Gilad Issacs, 2016. "Labour Compensation Growth in the South African Economy: Assessing its Impact through the Labour Share using the Global Policy Model". National Minimum Wage Research Initiative, Working Paper no.4, University of Witwatersrand.

²⁶ Englert, T, 2017. "Precarious workers, their power and the ways to realise It. The struggle of Heineken labour broker workers". Research report submitted for the Degree of Master of Arts in Labour Policy and Globalisation at the University of the Witwatersrand, Johannesburg, 2017.

²⁷ Cassim, A and Casale, D, 2018. "How large is the wage penalty in the labour broker sector? Evidence for South Africa using administrative data". WIDER Working Paper 48/2018.

percent of labour broker workers are doing permanent work. So, while many business people and some academics argue that our labour regime is highly inflexible and rigid and thus the source of unemployment, it is quite clear that this is not true given the acceleration in precarious forms of work. The implication of casualised and labour-brokered work is that workers do not enjoy the same benefits as permanent employees do, such as leave, higher wages, pension, and the right to strike against the client company who administers and controls the right the workplace. This greatly affects women in particular because the entrance of black women in the work force has generally been in poor-paying precarious work.

Therefore, this has contributed to widening inequality as the wage gap has increased over time. The LRA hopes to shift this inequality trajectory via a 2018 Constitutional Court Judgment ruling that labour-brokered workers working for more than three months be made permanent employees of the client company. This is a very progressive outcome. However, it will be crucial that there is sufficient enforcement to ensure that employers implement the provisions of the judgment.

Enforcement is furthermore crucial because racial stratification of occupation persists in spite of affirmative action provided for in the EE. Racial stratification on the basis of educational attainment is common and a function of differences in educational achievement between the races. However, racial stratification between blacks and whites with similar characteristics such as educational attainment persists, which indicates that affirmative action has not removed institutionalised racism within the workplace. This further contributes to income inequality.

The amendments to the LRA and BCEA came into effect in January 2019. These changes threaten to deepen inequality as they introduce secret balloting, picketing rules, advisory arbitration. Secret balloting undermines the strengthening and building of collective voices of workers in order to defend their rights and interests collectively as they isolate and individualise union members and workers. Moreover, they take away the right of workers to determine their own democratic processes in defense of their interests. Picketing rules prior to the amendments to the LRA were determined between the employers and union or worker organisation. The LRA has amended the picketing rules such that if collective agreement between employers and unions or worker organisations cannot be reached, then the CCMA has the power to stipulate these rules. The problem with CCMA commissioners' interventions is that they are not familiar with the workplace, moreover this creates greater pressure on an already under-staffed CCMA, thereby prolonging labour dispute settlements. The amendments have provided for advisory arbitration which will undermine the workers' rights to strike, as it empowers the CCMA to individualise the right to strike.

The introduction of the minimum wage should have been a welcome reprieve for millions of workers who have been paid poverty wages. However, there are a number of issues with the legislation that will render it an ineffective instrument. Firstly, the minimum wage of R20 per hour is less than what was originally stipulated by the government and there is no increment based on inflation. Secondly, the

minimum wage can only be received when a worker works for 40 hours per week. However, the coverage of this provision is undermined as many workers work less hours; moreover this incentivises employers to apply a shorter work week. Importantly, workers from the most vulnerable sectors - Expanded Public Works Programme (EPWP) workers, farm workers, and domestic workers - have been left out of the minimum wage agreement.

Industrial Policy

Industrial policy aims to shift the structure of the economy so that it generates what is needed by society and is inclusive to broader sections of society. The structure of the South African economy is capital intensive and highly concentrated. Therefore, it is geared to employing machines rather than employing people. Moreover, the monopolistic and oligopolistic structure of the economy does not allow for enough rivalry such that broader sections of the population can participate in producing and selling. The country's industrial policy has been ineffective in gearing the economy towards labour absorption and entrepreneurship. In fact, many firms who are offered industrial incentives by the Department of Trade and Industry end up using them to purchase labour-saving technologies.²⁸ So, industrial policy is focused towards building industrial capital, without taking the changing world of work into account. Importantly, industrial structure marginalises the participation of women while the industrial policy has been inadequate in ensuring that women participate in the sectors that are targeted by industrial policy.

Progressive Taxation

The corporate tax rate declined from 50 percent in 1990 to 28 percent in 2010. Similarly, the marginal tax rate for the top income earners declined from 44 percent in 1990 to 41 percent in 2015.²⁹ An additional factor affecting corporate tax collection is illicit financial flows. For example, in 2011 illicit outflows totalled R237.32 billion,³⁰ amounting to R66.4 billion of lost revenue when applying a corporate tax rate of 28 percent. For the 2010—2014 period, South Africa lost R510 billion in tax revenue due to illicit financial flows.³¹ These funds could have been used to support expansionary pro-poor fiscal policy. Importantly, taxation has become increasingly regressive because of increases in value added tax (VAT).

Progressive civil society has consistently argued that there needs to be reform of the tax system. Such reform would include the introduction of a tax category of the "super-rich". There is also a proposal for a solidarity tax with the aim of capping the growth of earnings of the top ten percentile, and to accelerate the earnings of the bottom ten percent. Lastly, besides progressive zero-rating of essential items upon which low-income households depend, a wealth tax has also been proposed.

Social Protection

Social protection measures are very weak and fragmented in South Africa. Key measures include:

²⁸ Vass, J. and Hayo, L, 2018. *Financing of Productivity Enhancement in Industrial Development: Lessons from the Workplace Challenge Initiative*, TIPS Annual Conference, Industrial Development Corporation, Johannesburg, 28 February 2018.

²⁹ South African Reserve Bank, 2015. *Tax Chronology of South Africa: 1979—2015. Supplement to the South African Reserve Bank Quarterly Bulletin*.

³⁰ African Monitor, 2013. *State of Illicit Financial Flows in South Africa*.

³¹ Global Financial Integrity, 2018. *South Africa: Potential Revenue Losses Associated with Trade Misinvoicing*.

- Provision of social grants to almost 25 percent of South Africans. These grants go a long way in cushioning the hardships faced by poor households.
- Provision of no-fee public services, e.g. no-fee schools, has significantly expanded since 1994.
- Free basic services, such as water and electricity, have also been expanded over the same period.
- Public housing has been consistently on the rise.

Nevertheless, the quality of these goods and services and the quantities provided have not been adequate. For example, 77 percent of unemployed South Africans rely on the employed for survival. In some instances, user-fees were imposed on goods such as water and electricity. While these interventions are progressive, they have not been integrated with labour market interventions. Moreover, the use of means testing in education (basic and higher), healthcare, and social protection results either in poor quality provision for the most impoverished or excludes the missing middle income. Crucially, current social protections have poor coverage of the unpaid care work that women, which creates greater gendered inequality.

In order to strengthen social protection, the public sector provision needs to be strengthened and the profit motive removed from public services and goods such as water, electricity, health, and education. Some of the proposals to strengthen social protection include:³²

- Introduction of a comprehensive social security system, whose critical element must be redistribution;
- Introduction of a basic income grant as an important component of the social protection system;
- Beneficiaries of social protection measures should have access to adequate free basic services, including public transport;
- Universal free and quality basic and higher education;
- Universal free and quality public healthcare;
- Extension and formalisation of a publicly funded home-based care system; and
- Zero-rating essential items that constitute the basket of goods and services of poor households.

Enabling Policy Environments, Gaps and Accelerators

There is no evidence that indicates that the state is effectively leveraging economic policy to tackle inequality. Trade and industrial policy have been ineffective in diversifying the economy and creating employment for unskilled and semi-skilled people. Social wage policies, however, have been ineffectively applied. The African Economic Outlook noted that, by 2017/18, 17.5 million beneficiaries received social grants. According to Statistics South Africa, the percentage of individuals that benefited from social grants consistently increased from 12.7 percent in 2003 to 30.1 percent in 2015. Children up to the age of 18 covered by the child-support grant account for 70 percent of all people covered by social-welfare transfers, resulting in the child-support grant accounting for 36 percent of total grant expenditure. While poverty declined from 1990 levels to 18 percent in 2012, recent estimates by Statistics South Africa indicated a reversal of the trend, with an actual increase in poverty in its 2015 survey. The social protection schemes which provide coverage for 17.5 million people have thus been effective in reducing poverty.

³² COSATU, 2010. *A Growth Path Towards Full Employment*.

The solution to the triple challenge of unemployment, poverty, and inequality lies in a coherent mix of economic and social policies. While social policies have, so far, mitigated the effects of poverty, the sustainable option lies in industrial and trade policies. South Africa needs to re-industrialise to create jobs for the millions of semi-skilled and skilled workers.

Inequality in South Africa can be only reduced when economic inclusion is achieved. Inclusive growth, which serves as the basis for the NDP and Agenda 2030, has to be operationalised. Economic diversification focusing on increased jobs in the manufacturing sector could result in the upward mobility of a significant number of people currently falling in the lower income brackets.

The recent recovery of labour share of GDP could not contribute to reducing inequality since the inequities in the labour market have been increasing. Over time, access to equitable and quality education and skills development programmes, entry into the labour market, and subsequent vocational training determine the accumulation of human capital. Entry to tertiary education depends on household income, thus youth coming from previously disadvantaged communities still have limited access to tertiary education. The ownership of land and other assets by previously disadvantaged communities is crucial to reducing inequality.

Recommendations

1. Operationalise inclusive development as espoused in the NDB and Agenda 2030 by effectively using trade and industrial policies aimed at creating employment for the unskilled and semi-skilled labour force. This must include skills training specifically aimed at the youth, particularly in preparation of the 4IR;
2. Ensure equitable access to quality education and progression in both basic and higher education to reduce inequality in the labour market;
3. Ensure equitable access to quality basic services that include water, sanitation, healthcare; and the provision of sanitary pads and all forms of condoms (including fingerdoms and femdoms) at public health facilities and bathrooms.
4. End gender and race-based wage inequality, and legislate the paid care act.
5. Ensure a progressive tax regimen is maintained as high net worth individuals continue to avoid taxes;
6. Review the Labour Relations Act and other policies that govern the labour market with the aim of reducing exploitation of low-income workers; and
7. Enforce legislation that dismantle patriarchal norms and practices in the workplace, households, and public spaces.

Goal 13: Take Urgent Action to Combat Climate Change and its Impacts³³

The Context of Climate Change in South Africa

In 2017, the South African Weather Service predicted that the country will warm twice as fast as the global average,³⁴ which means that climate impacts will increase in frequency and scale, costing the government more in disaster response and adaptation, and making it more difficult for government to respond to existing socio-economic challenges.

Those who are the most vulnerable to climate events are the rural and urban poor, women and children, smallholder farmers, and people living in informal settlements. Due to the proliferation of informal settlements, the country's human settlements are particularly poorly planned in terms of climate resilience, and local governments fail to institute adaptive measures to build local resilience, and further fail to respond to disasters in a manner that assists those affected to regain the losses suffered.

Extreme weather events in South Africa are increasing, with heat wave conditions found to be more likely, dry spell durations lengthening slightly, and rainfall intensity increasing. Increases in annual-average near-surface temperatures are projected to occur over large parts of South Africa, including the western interior and northern parts of South Africa. Climate zones across the country are already shifting, ecosystems and landscapes are being degraded, veld fires are becoming more frequent, and overused natural terrestrial and marine systems are under stress. The country is currently experiencing a drought that saw one of its major cities, Cape Town, close to becoming the first city in the world to run out of water. The drought has led to financial losses in the agricultural sector, threatened food security, and led to tens of thousands of job losses. A recent flooding event in Kwa-Zulu Natal contributed to the death of more than 70 people.

With the exception of nuclear power, some gas, and some renewables, South Africa has relied extensively on coal-fired power stations to generate the energy required to sustain its development path. The country now faces the challenge of being one of the leading contributors of greenhouse gas emissions - the fourteenth highest in the world³⁵ - despite being a developing economy. South Africa is also one of the most unequal societies in the world, and addressing poverty remains one of the biggest challenges. Despite the need to reduce its greenhouse gas emissions, the governing African National Congress (ANC) continues supporting a path reliant on coal extraction and the burning of fossil fuels to meet its energy needs.

Climate action in this situation could represent an opportunity for South Africa to respond to meeting their SDG 13 commitments, as well as to other development needs. A just transition, with an emphasis

³³ Contributing organisations: 350 Africa, Legal Resources Centre, Greenpeace Africa, Natural Justice, and GenderCC Southern Africa.

³⁴ U Nkanjeni (8 November 2018). Weather Service: SA warming up faster than the average global trend. *Traveller24*. Retrieved May 2019 from <https://www.traveller24.com/Explore/Green/2017-heats-up-the-records-as-one-of-the-top-3-hottest-years-ever-20171108>.

³⁵ As recorded in the 2017 figures on <http://www.globalcarbonatlas.org/en/CO2-emissions>. Retrieved June 2019.

on climate adaptation and green jobs, would address the challenges of poverty, unemployment, and inequality. While government is formulating policies and plans, the key lies in public participation to ensure effective implementation in and with communities. Based on the climate science it is clear that radical and transformative actions are required to reverse the current crisis. Incremental shifts from fossil fuel, for example, are not going to be sufficient to meet the Paris commitments to reduce its Greenhouse Gas emissions.³⁶

COUNTRY SCORECARD

	Rating
Development of national legal framework/legislation/policy to deliver on the SDG 13 commitments	3
Creation of a specific plan, strategies and programmes to deliver on SDG 13 commitments	2
Other levels of government (local, provincial) involvement in implementing SDG 13 commitments	3
Capacity (budget/programmes) of other levels of government to deliver on SDG 13 commitments	2
Specific agencies at national/provincial/local level created to deliver on SDG 13 commitments	1
South African national government budget for sufficient resources to deliver on SDG 13 commitments	2
Level that budgetary resources are currently well utilised to deliver on SDG 13 commitments	1
State of implementation of policies and strategies to tackle SDG 13 targets nationally	2
Level of public awareness on 2030 agenda and commitment to SDG 13	2
Level of capacity building of institutions to implement SDG 13 commitments	2
Accountability and transparency mechanisms availability to track implementation of SDG 13 commitments	2
Data or evidence availability, disaggregation and transparency for implementation of SDG 13 commitments	2
Average score	2

South Africa's Performance and Progress on SDG13

Legislative Environment

From an international standpoint, South Africa has signed and ratified the 1992 United Nations Framework Convention on Climate Change (UNFCCC), the 1997 Kyoto Protocol, and the 2016 Paris Agreement; and set its Intended Nationally Determined Contributions (INDC) in 2015. Although the government has gone some way in enacting legislation and policy to address their international obligations, overall progress has been slow, inconsistent, and incohesive. Considering the context of the country, climate action from government needs to be accelerated with urgency.

In terms of its INDC, South Africa has stated that, *"An assessment of equity also needs to take into account means of implementation. Generally, South Africa needs time for development, which is*

³⁶ In fact, the organisation Climate Action Tracker has rated South Africa's Nationally Determined Contributions target as "Highly Insufficient". Retrieved June 2019 from <https://climateactiontracker.org/countries/south-africa/>.

necessary to eliminate poverty, reduce inequality, increase employment". South Africa is not adopting the suggested deviation from "Business-as-Usual", but will instead take an "absolute peak, plateau, and decline" approach. This means that contributions to greenhouse gas emissions will continue to grow for a limited period of time, as opposed to immediately embarking on a route of decline, an approach which many countries around the world are adopting. It must be noted that while the South Africa negotiating team for climate change is very strong, they unfortunately do not work on the ground and are removed from the issues that communities face. They must continue to work with civil society and find ways to work more closely with communities to take up their concerns at the international level.

An ambitious and coherent legislative and planning environment is necessary in order for South Africa to meet its SDG 13 goals. While the South African government has made some progress towards creating a legislative environment in which to start addressing SDG 13, through legislation such as the National Environmental Management Air Quality Act 39 of 2004, the Carbon Tax Act and various other regulations,³⁷ these have failed to be properly implemented or filtered down into the local level. It is also important that a cross-sectoral approach to climate action is taken. Currently, climate change legislation is not aligned with other legislation.

There are contradictions in how the country has implemented its international commitments, for example by continuing to plan for coal-fired power stations. There has also been an extended delay enacting key pieces of legislation so that planning and implementation can begin, despite these commitments. For example, the Carbon Tax Act has only recently been enacted and another key piece of legislation is still in the process of being enacted – the Climate Change Bill. However, while it remains unenacted, South Africa cannot move forward in an urgent and coherent manner to address climate action.

We are pleased that South Africa currently is developing its mitigation and adaptation strategies, but it is important that they speak to one another. The departments within government need to align themselves, as the two issues cannot be separated.

In terms of planning, chapter 5³⁸ of the National Development Plan of 2011 is dedicated to framing a plan for a just transition in terms of climate change. However, as a whole, the implementation of the NDP has been inconsistent or ineffective. South Africa need specific targets and baseline information from which to work.

South Africa does not have a comprehensive plan to transition to the renewable energy economy. This means that many people currently in fossil fuel industries are at risk of being left behind, the country risks incurring huge financial penalties as laid out in the recent Climate Policy Initiative report,³⁹ and

³⁷ Regulations Regarding Air Dispersion Modelling; National Pollution Prevention Plans Regulations; Draft Regulations: Carbon Offsets; National Atmospheric Emissions Reporting Regulations; National Greenhouses Gases Reporting Emission Regulations; and regulations related to listed activities.

³⁸ Document can be accessed here: https://www.nationalplanningcommission.org.za/assets/Documents/NDP_Chapters/devplan_ch5_0.pdf. Retrieved June 2019.

³⁹ Report can be accessed here: <https://climatepolicyinitiative.org/regions/south-africa/>. Retrieved June 2019.

many currently unemployed people may lose the chance of being employed in the renewable energy sector.

Except for metropolitan municipalities, provincial and local governments generally do not have the capacity and expertise to deliver on SDG 13. For example, most of South Africa's air quality laws and what has to be implemented fall within the local municipality's purview. However, most municipalities are under-resourced and do not have the necessary technical systems in place to undertake the effective management of air quality.

Local Legislative Environment

Some municipal laws and policies do not align with national ones. While local governments have done some good work towards, for example, mitigation through improving public transport, they have failed to consider issues like food security or the consumption of electricity. Issues around safe communities and housing is especially pertinent in this space, and the poor implementation of legislation has been felt by communities.

Government has failed to adequately build the capacity of government officials and public servants to understand and respond to climate impacts. This includes local (ward) councillors who are not adequately equipped to ensure that their communities' vulnerabilities are accommodated in local development planning. As a result, local adaptation measures are not included in planning, people are not compensated for climate-related damage, and there is little or inadequate disaster response. Disaster responses are often after-the-fact, with no warning mechanisms to reduce potential loss of life and damage to infrastructure and housing.

Policy and Enabling Environment

South Africa has made some headway in developing policies related to climate change, mainly around energy and greenhouse gas emissions.⁴⁰ However, these fall short in terms of their implementation, enforcement, and application. Some are not aligned (in part) with the level of ambition required by SDG13 and the Paris Agreement.⁴¹ This is partly due to national legislation not being cohesive and the current misalignment on the local, provincial, and national levels.

In South Africa, the mitigation measures required of countries that are signatories to the Paris Agreement are hampered by government's reluctance to move towards a just energy transition. As the University of Cape Town's (UCT) Energy Research Centre noted in 2018,⁴² "South Africa has the highest intensity of emissions in the power sector, with emissions per capita roughly double the G20 average. And this has been increasing in recent years because of South Africa's dependency on coal and expansive new coal-generation projects."

⁴⁰ Carbon Off-sets paper; White paper on the energy policy of South Africa; White paper on renewable energy; Air Quality Offset Guideline Policy; National Climate Change Response White Paper; Declaration of Greenhouse Gases as a Priority Air Pollutant.

⁴¹ See Climate Action Tracker report: <https://climateactiontracker.org/countries/south-africa/fair-share/>. Retrieved June 2019.

⁴² <https://www.news.uct.ac.za/article/-2018-11-23-uct-contributes-to-report-on-g20-countries-climate-action> Retrieved June 2019.

In 2018, the government published a draft of the Integrated Resource Plan for Electricity (IRP) which, at the time of writing, is still in review phase. Protracted delays in the approval of the IRP specifically are partly due to the push for nuclear power and civic resistance to it. While nuclear is now excluded from the current draft of the IRP, it is critical that the IRP operates within a strict, ambitious carbon budget, aligned with the latest scientific consensus on climate change. This is not the case as it stands in its current draft form.

Although an improvement on previous versions, energy production from coal-fired power stations is still included. In fact, the plan provides for an additional 1,000 Megawatt from coal-generation to be added to the mix. If adopted, by 2030 the country's electricity mix would be 46 percent coal-generated; 16 percent gas; 15 percent wind; 10 percent solar PV; 6 percent hydro; 4 percent pumped storage; 2.5 percent nuclear, and 1 percent concentrated solar power. Currently, coal constitutes 90% of the energy mix. While the IRP points to some improvement, there is still an overwhelming (62 percent) dependence on non-renewable sources of energy. This continued and persistent reliance on the fossil fuel and extractive industries does not speak to the need to reduce greenhouse gas emissions.

In May 2019, then Minister of Environmental Affairs Nomvula Mokonyane published the Draft National Climate Change Adaptation Strategy in line with South Africa's commitment to introduce measures to adapt to the effects of climate change while stabilising greenhouse gas emissions and limiting temperature increases to 1.5 degrees Celsius. While the development of the strategy is an important step toward the attainment of the National Climate Change Response Policy objective of effectively managing the inevitable climate change impacts through interventions that build and sustain South Africa's social, economic, and environmental resilience and the country's emergency response capacity, it is critical that other policies do not undermine this.

Local Policy Environment

The environment sector is unique in that its functions are concurrent, meaning that the priorities of the sector are implemented in conjunction and collaboration with various partners that have different roles within the sector. Local government role players are often at the end of the implementing cycle and constitute the tier responsible for the practical operations of any plans, policies, and strategies that are formulated for and by the sector.

For climate action to be successfully implemented at local level, it is imperative that local government bodies are adequately trained and capacitated on their roles to ensure proper and efficient climate action. There has been no proper implementation of climate change policies, nor has national government shared information and knowledge with the provincial and local governments. There has also been insufficient consultation and communication with all stakeholders, particularly local communities and small and informal businesses. The current context at local level - where climate policies are either absent or unclear or not binding - fragments the approach of municipalities. While one department may lobby for climate change related programmes, other departments would choose cheaper and easier programmes that sustain the status quo. The silo-based structures and hierarchical nature of municipalities and provincial government frustrate any attempt at interdepartmental coordination and innovation, thus reducing the appetite for climate action-related projects.

Budgeting for Climate Action

The total estimated expenditure⁴³ for Climate Change Management, Air Quality and Sustainable Development - as presented by the Department of Environment, Forestry, and Fisheries (DEFF) - is R445,939,000 for the 2019 financial period. However, 49 percent and 28 percent of that budget are allocated to the South African Weather Service and Sustainable Development sub-programmes respectively. This means that only R106,168,000 is available for sub-programmes related to climate change.

South African civil society generally agreed that the budget is woefully inadequate for the country to meet its SDG 13 commitments. The emphasis is on business and mitigation initiatives, while investments in local initiatives and adaptation initiatives for local communities - which are most affected by climate impacts – are inadequate.

It is also important to note that the Carbon Tax is still not implemented, and that revenue from this tax will not be ring-fenced. The legislation is also weak in penalties, enforcement, and implementation and, arguably, will not result in the behavioural change needed to reduce climate emissions in line with the country's international commitments.

Agencies for Climate Action

While an inter-ministerial committee on climate change and a broad stakeholder national climate change committee have been established, no explicit national government agency exists to tackle the issues of climate change mitigation and adaptation. The Presidency and the National Planning Commission are tasked with monitoring and evaluation, Stats SA provides data and statistics, the Department of Environment, Forestry and Fisheries is tasked with legislative and policy development as well as legal enforcement, and international oversight is provided by the United Nations Development Programme. The responsible directorate within the DEFF works well, but has no political support outside the ministry, thus hampering potential for greater impact. Local governments also have the mandate to address climate impacts, but their capacity and knowledge are limited.

In March 2019, the Centre for Environmental Rights (CER) appealed to President Cyril Ramaphosa to create a climate change portfolio in government. Without a clear agency - and without the necessary authority, budget, and oversight - the responses and commitment to climate action will be piecemeal and incoherent. It is crucial that the South African government starts to see the benefit of mainstreaming climate change across the portfolios.

Local Actions

Some major cities and some of the provincial governments in South Africa are working towards addressing their local climate change commitments and are developing strategies for mitigation and adaptation. Notable are the City of Cape Town, the City of eThekweni,⁴⁴ and other metropolitan

⁴³ Can be accessed here:

<http://www.treasury.gov.za/documents/national%20budget/2019/enebooklets/Vote%2027%20Environmenta%20Affairs.pdf> Retrieved June 2019

⁴⁴

http://www.durban.gov.za/City_Services/development_planning_management/environmental_planning_cli

municipalities. Municipalities are working with various partners on implementing programmes to improve sustainability, such as through Local Government Partnership for Climate Change⁴⁵ and the Let's Respond Toolkit.⁴⁶ In terms of provincial responses to climate action, there is some progress. The Western Cape,⁴⁷ Gauteng, and Limpopo⁴⁸ provinces have climate response strategies. However, local and provincial actions can be hampered by national government. For example, the City of Cape Town has had to turn to litigation in order to be able to purchase power from independent renewable producers.⁴⁹ Similarly, provincial governments are still dependent on national government when taking measures to reduce carbon emissions, for example through building rail infrastructure, a mandate which is held at national level.

Early Warning Systems and Disaster Management

South Africa's early-warning systems and disaster management mechanisms are not adequate or need better government action. Even though the national and provincial governments are warned of impending climate impacts, they are unable to deal effectively with the human and infrastructural impacts, even to the point that aid to disaster-struck communities is not forthcoming or unsustainable. The universities in the country contribute to climate change science, which is robust and adequately communicated, and agencies like the South African Weather Services are well capacitated and effective. Despite this, there is a failure to act, even when areas are declared disaster zones. It is important that government agencies are capable of rapid, efficient, and sustainable disaster response mechanisms that are not hamstrung by bureaucracy.

Accountability

A cohesive legislative framework would help to keep governmental accountable for its actions (or inaction). One of the legislative gaps is the power by various government departments to enforce environmental laws. Coal mining companies, for example, are technically only accountable to the Department of Mineral Resources, even in the case of air pollution, a matter in which the Department of Environment, Forestry, and Fisheries cannot – but should be able to – intervene. This fragmented approach to enforceability is problematic.

Civil society is currently engaged in different measures to address South Africa's commitments to climate action, and hold government accountable for these. This included litigation around energy and

[mate_protection/Publications/Documents/Durbans%20Municipal%20Climate%20Protection%20Programme_Climate%20Chan.pdf](#) Retrieved June 2019

⁴⁵ <http://www.sacities.net/wp-content/uploads/2016/PDF/SA%20Local%20Government%20Response%20to%20Climate%20Change%20-%20March%202016.pdf> Retrieved May 2019

⁴⁶ <http://www.letsrespondtoolkit.org/> Retrieved May 2019

⁴⁷ https://www.westerncape.gov.za/text/2015/march/western_cape_climate_change_response_strategy_2014.pdf Retrieved May 2019

⁴⁸ http://policyresearch.limpopo.gov.za/bitstream/handle/123456789/1251/Limpopo_Climate_Change_Response_Strategy_2016_2020_Final_%284%29.pdf?sequence=1 Retrieved June 2019

⁴⁹ <https://www.news24.com/SouthAfrica/News/city-of-cape-town-to-petition-court-to-allow-electricity-purchases-from-ipps-20190226> Retrieved May 2019

the use of coal, environmental rights, mining, and greenhouse gas emissions.⁵⁰ In addition, civil society is active in trying to improve public knowledge and engagement on climate change.

Climate Change and SDG 13 Awareness

There has been very little communication from government on SDGs in general and particularly on SDG 13. The South African public's awareness of climate change is poor. Government does not consult with communities and does not communicate the vulnerabilities that will be faced by them. This is primarily related to climate change education being virtually non-existent in South Africa's basic education curriculum. This is an issue that needs to be urgently addressed as it has repercussions for climate action from the public. Mobilising South Africans around climate change has thus proven difficult due to generally low awareness.

Data and Statistics

According to Statistics South Africa SDG Baseline report for 2017,⁵¹ the National Disaster Management Centre reports that 13 disaster plans have been finalised to improve disaster management in the country. However, while providing information on the planning for disasters, the South African government is also tasked with providing statistics on those affected by disasters. The SDG baseline report provides no data on the number of deaths, missing persons, and persons affected by disaster per 100,000. Furthermore, there is no data available on the proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies.

Gaps in Climate Action

South Africa's failure to enact comprehensive and overreaching climate change legislation has meant that approaches to climate action have been piecemeal. Most concerning is that the political will to meet South Africa's climate commitments seems to be lacking. Climate action at the national level is also siloed into DEFF, instead of being mainstreamed across government portfolios – such a measure would acknowledge the interrelatedness of climate mitigation and adaptation with socio-economic issues.

In addition, the national policy environment is gender-insensitive and fails to consider the communities most vulnerable to climate impacts, including paying special attention to how climate change will affect women and rural communities, informal settlements, and indigenous people. Government also does not provide information on how southern African migration is affected by climate events and how many climate migrants we might have, including those affected within the country's borders. Government

⁵⁰ For example, the City of Cape Town is taking legal action to allow it to purchase power directly from renewable energy generators. The Life After Coal campaign and the Centre for Environmental Rights have been instrumental in halting the development of new coal-fired power plants with their legal challenges to the government. Recent litigation includes Centre for Environmental Rights and Legal Resources Centre taking government to court over emissions standards. See, "Environmental groups take government to High Court over violation of Constitutional right to clean air" at <https://cer.org.za/news/environmental-groups-take-government-to-high-court-over-violation-of-constitutional-right-to-clean-air> and "Media Release: VAAL communities challenge SASOL'S greenhouse gas and toxic emissions – LRC Appeal of Gert Sibande AEL Renewal" at <http://lrc.org.za/news/media-sasol-ael/> (both retrieved June 2019)

⁵¹ Report can be accessed here: http://www.statssa.gov.za/MDG/SDG_Baseline_Report_2017.pdf Retrieved June 2019

has failed to address the cross-cutting issues of poverty, gender, and climate change; and does not disaggregate data and information when it comes to these vulnerabilities.

The government has further failed to adequately consult and communicate on climate change. Capacity development of government officials at different levels is lacking, compounding existing capacity and knowledge gaps. This creates two difficulties: a public that is not fully aware of the issues and government officials who cannot contribute to climate action.

Accelerators

South Africa would do well in implementing the following measures in order to meet its climate action commitments:

- Finalise the process of enacting the Climate Change Bill into law;
- Begin the process of implementing the Carbon Tax Act and ensuring the money raised through this tax is used for the purposes of climate action;
- Formulate, with broad public participation, a policy and plan for a just transition to renewable energy that includes detailed plans for employment and finds ways to accelerate the introduction of renewable energy into the mix;
- Develop and implement comprehensive readiness plans for climate change impacts nationally and provincially, but also focussing on local governments, including a commensurate budget to operationalise these;
- Create a climate change portfolio in The Presidency;
- Integrate climate change issues in Integrated Development Plans at local level and in other pieces of legislation that do not account for this – example, legislation concerning health, education, labour, land, agriculture, etc.;
- Provide disaggregated statistics on climate impacts and disaster responses;
- Increase the budget for mitigation, adaptation, and disaster response; and ensure that disaster response mechanisms are enhanced and well-capacitated;
- Workshop the SDG 13 targets with communities and civil society;
- Capacitate local government officials and ward councillors around SDG 13 and ensure that local policies are aligned with national legislation; and
- Embark on a capacity-building and communications strategy to bring information on climate change and disaster preparedness closer to the public.

Recommendations

The civil society working group on climate action recommends that:

1. Climate change can and must be linked to all other Sustainable Development Goals, with consideration given as to how the goals will be hampered by climate impacts.
2. Government must start to focus on the issue of food security and how to build resilient rural and urban agricultural communities.
3. Government policies on climate action should come from below and should be developed with participation from communities who have been capacitated to understand climate change and their vulnerabilities in this regard.
4. Government's budget for climate actions is inadequate and should account for the vulnerabilities that are currently experienced by communities.

5. Young people must be included in climate change education and could be trained to understand and monitor climate impacts.
6. The green economy and opportunities for economic growth through environmental actions - like recycling, alternative energy production, and social enterprises - should be explored.
7. Government must acquire reliable data, statistics, and vulnerability assessments that are disaggregated to include sensitivities to gender, race, age, and income levels. At the moment, statistics concerning the climate action goal are wholly inadequate and make it more difficult to account for the urgency.
8. Mitigation actions to reduce greenhouse gas emissions in transport, energy, and agriculture need to commence. This may require overhauling the agricultural sector to improve agroecological farming, rehabilitation and protection of wetlands and ecosystems, and reduce food insecurity. The government must emphasise the protection of biodiversity.
9. Poverty reduction, education, health, agriculture, land, and other strategies must integrate climate action and ensure the right to sustainable development.
10. Recommendations for the IRP include operating on a strict, ambitious carbon budget (with a shift to renewable technologies), taking into account the latest science, and accounting for the external costs to the environment and human health. It must be based on accurate, objective data and be flexible in planning and management.
11. An updated IRP must be released as a matter of urgency. The IRP must also take into account a just transition and the accompanying impact on employment.

Goal 16: Peace, Justice, and Strong Institutions

Summary

Notwithstanding the breadth and ambition of Goal 16 - *the promotion of peaceful and inclusive societies for sustainable development, the provision of access to justice for all, and building effective, accountable institutions at all levels* - this sub-report seeks to provide justification for the scorecard evaluation based on a few selected targets and indicators. The specific targets and indicators reviewed are:

- Target 16.1: Significantly reduce all forms of violence and related death rates everywhere;
- 16.1.3: the proportion of population subjected to (a) physical violence, (b) psychological violence and (c) sexual violence in the previous 12 months;
- Target 16.a: Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime;
- Target 16.10: Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.

The above were selected based on the expertise and experiential knowledge of the civil society organisations that developed this section.⁵²

Scorecard for Goal 16	Rating
1. Does the government have the legal framework/ legislation/ policy to deliver on the goals and respective targets?	4
2. Has the government created specific plans, strategies, and programmes to deliver on the goals and respective targets?	3
3. Are other levels of government (local, provincial) involved in implementing this goal? Does the public service have the necessary capacity to deliver on the goal?	2
4. Has the government budgeted sufficient resources to deliver on the goal? Are all levels of government efficiently utilised?	3
5. What is your assessment of the state of implementation (policies and strategies) to tackle this goal nationally, linked to outputs and outcome?	1
6. Is the public aware of Agenda 2030 and of the commitments made to meet the specific target?	1
7. What is the availability of evidence used to measure implementation? If, is the data disaggregated, transparent, and freely available?	3
Overall rating	2.4

⁵² This report was compiled by Nonhlanhla Sibanda Moyo (Centre for the Study of Violence and Reconciliation – CSV), Sixolile Ngcobo (Commission for Gender Equality), Mpiwa Mangwiro Sonke Gender Justice; Colleen Alexander-Julies (Social Change Assistance Trust – SCAT), Corlett Letlojane (Human Rights Institute of South Africa – HURISA), Tsamme Mfundisi (CSV), Zoe Nkolo (Africa Unite)

The above scores can best be understood through an analysis of the contextual realities of South African society in relation to the imperatives of Goal 16.

PERFORMANCE AND PROGRESS OF SOUTH AFRICA IN TERMS OF SDG 16

Target 16.1: Significantly reduce all forms of violence and related death rates everywhere

The 2018 Global Peace Index indicates that South Africa is one of the most violent places in the world, ranked at 125 out of 163. Its murder rate is especially high, particularly in the context of the country not being a war zone: South Africa is ranked as one of the ten most violent places on earth. The 2018 Victims of Crime (VOC) Survey reports that crime levels increased in 2017/2018, as compared to 2016/2017, and at the same time there has been a decrease in feelings of safety and trust in the criminal justice system:⁵³

- A 2009 Medical Research Council (MRC) study⁵⁴ reported that three women die at the hands of their intimate partner every day. This femicide rate is five times more than the global average.
- This femicide rate is five times compared to the global average;⁵⁵
- 2,930 women were murdered in South Africa in 2017/2018, translating into a femicide rate of 15.2 murders per 100,000 women;⁵⁶
- In 2017/18 a total of 2930 women were murdered in South Africa which translated into a femicide rate of 15.2 murders/ 100000women;⁵⁷
- Murder of women and children made up 19.3% of the total murder count, with more boys (691) murdered than girls (294);⁵⁸

Target 16.1.3: the proportion of population subjected to (a) physical violence, (b) psychological violence and (c) sexual violence in the previous 12 months

At the March 2019 signing of the Gender-Based Violence (GBV) and Femicide Declaration, an outcome of the November 2018 summit on the topic, President Cyril Ramaphosa finally heeded civil society's CSO calls to declare GBV a national crisis. According to a 2017 Centre for the Study of Violence and Reconciliation study, "Violence Against Women in South Africa: A country in Crisis", statistics confirm that South Africa has a national crisis in relation to gender-based violence and femicide:

- According to South Africa's 2016 Demographic and Health Survey,⁵⁹ one in five women older than 18 has experienced physical violence. This figure is reportedly higher in the poorest households, where at least one in three women has reported physical violence;

⁵³ http://www.statssa.gov.za/?page_id=737&id=5

⁵⁴ Abrahams N, Mathews S, Martin L, Lombard C. & Jewkes R, 2013. Intimate Partner Femicide in South Africa in 1999 and 2009. *PLoS Med* 10(4): e1001412. <https://doi.org/10.1371/journal.pmed.1001412>

⁵⁵ <https://africacheck.org/reports/femicide-sa-3-numbers-murdering-women-investigated/>, 2017

⁵⁶ <https://africacheck.org/factsheets/factsheet-south-africas-crime-statistics-for-2017-18/>

⁵⁷ <https://africacheck.org/factsheets/factsheet-south-africas-crime-statistics-for-2017-18/>

⁵⁸ *Ibid.*

⁵⁹ Statistics South Africa, 2016. *South Africa Demographic and Health Survey 2016.*

- The 2018 VOC Survey estimates that 138 per 100,00 women are raped, one of the highest rates in the world;⁶⁰
- The South African Police Services (SAPS) reported an increase in sexual assault and rape over 2017/2018, with rape figures reaching 40,035 and sexual assault 6,786;⁶¹
- 15,790 child rapes were reported in 2015/2016;⁶²
- Murder of women and children made up 19.3 percent of the total murder count, with more boys (691) murdered than girls (294);⁶³
- One in five young people reported having experienced some form of sexual abuse in their life time, and this was true for both boys and girls, which is higher than the global average;⁶⁴
- One in five (21 percent) of partnered women aged 18+ has experienced physical violence by a partner, with women in the Eastern Cape and North West most likely to have experienced physical violence;⁶⁵
- Women's experience of partner violence is also associated with their partner's alcohol and drug consumption, with 76 percent of women whose partners often use drugs experiencing partner violence;⁶⁶
- For rural respondents, lifetime prevalence of exposure to family violence was 25.6% for males and 37.6%⁶⁷. This is further collaborated by the Global Alliance Family and Kinship study which details on the links between poverty and violence;⁶⁸
- According to the Centre for Risk Analysis at the South African Institute of Race Relations (SAIRR), four out of ten LGBT South Africans know of somebody who has been murdered for being or suspected being gay, lesbian, bisexual, or transgender;⁶⁹
- In terms of the economic toll on South Africa, VAW is estimated to cost the economy between R28.4 and R42.4 billion annually;⁷⁰
- Many young people living in South Africa have experienced sexual, physical, or emotional abuse, neglect or have been exposed to high rates of violence by the time they are 15 – 17 years old;⁷¹

There are significant gaps in the available data which need to be addressed urgently. For example, it is widely understood that police rape statistics cannot be taken as an accurate measure of the extent of the problem. Additionally, there are shortfalls in data collection by SAPS: while mandated to collect and record all crime statistics, violence against women is not recorded as a specific crime category. This is also true for domestic violence, which is related to a specific act of law. Records on domestic violence do not fall under any specific category and are often placed under categories such as assault, damage to property, etc.⁷²

⁶⁰ Statistics South Africa, 2018. *Crime Against Women in South Africa 2018 Report 03-40-05*

⁶¹ <https://pmg.org.za/page/SAPSCrimeStats>

⁶² <https://africacheck.org/factsheets/guide-rape-statistics-in-south-africa/>

⁶³ Ibid.

⁶⁴ The Optimus Study on Child Abuse, Violence and Neglect in South Africa, 2015

⁶⁵ Stats SA, South Africa Demographic and Health Survey 2016,.

⁶⁶ Ibid.

⁶⁷ Ibid.

⁶⁸ Global Alliance study on Family and Kinship study (upcoming)

⁶⁹ <https://www.news24.com/Analysis/lgbt-community-still-faces-high-levels-of-violence-report-20171204>

⁷⁰ <http://www.genderjustice.org.za/policy-development-advocacy/stop-gender-violence-national-campaign/>

⁷¹ Ibid.

⁷² Sibanda N, et al, 2017, Violence against women in South Africa: A Country in Crisis. Centre for the Study of Violence and Reconciliation (CSVVR)

Beyond the harrowing statistics, South Africa is characterised by a strong legislative and policy-enabling environment aligned with international conventions that seek to protect and promote the rights of women. At the same time, a comprehensive set of government programmes and dynamic civil society organisations provide essential services to women. Yet, despite the myriad of legal protections and interventions by state and non-state actors, women in South Africa continue to experience extremely high rates of violence. This raises human security concerns for women in particular, and for the country at large.

Recent developments; including the Gender based Violence and Femicide (GBVf) Presidential Summit held on 1 – 2 November, 2018 and the subsequent signing of a Summit, demonstrate good political will towards addressing the crisis of GBVf. The 2019 State of the Nation Address also placed a lot of emphasis and renewed commitment for the country to address GBVf. However, the Budget Speech that followed did not demonstrate the same level of commitment, with no specific mention of GBVf.

Target 16.a. Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime.

Indicator 16a.1: Existence of independent national human rights institutions in compliance with the Paris Principles

In 1996, Chapter 9⁷³ of South Africa's Constitution section 181 made provision for the establishment of state institutions mandated with strengthening constitutional democracy:

- The Public Protector;
- The South African Human Rights Commission (SAHRC);
- The Commission for the Promotion and Protection of the Rights of Cultural, Religious, and Linguistic Communities (CRL Commission);
- The Commission for Gender Equality (CGE);
- The Auditor-General; and
- The Electoral Commission (IEC).

In compliance with the Paris Principles - which set out six main criteria⁷⁴ that national human rights institutions (NHRIs) must meet - these institutions are independent; subject only to the Constitution and the law; impartially exercise their powers and perform their functions without fear, favour, or prejudice; and are accountable to the National Assembly. Despite experiencing resource constraints,

⁷³ <http://www.justice.gov.za/legislation/constitution/saconstitution-web-eng-09.pdf>

⁷⁴ The Paris Principles set out six main criteria for NHRIs to meet:

- Mandate and competence: a broad mandate, based on universal human rights norms and standards;
- Autonomy from Government;
- Independence guaranteed by statute or Constitution;
- Pluralism;
- Adequate resources; and
- Adequate powers of investigation.

political interference, and multi-layered organisational development challenges, the NHRIs continue to carry out their various mandates. These challenges led to the view that the institutions had become weak in supporting constitutional democracy. The Commission for Gender Equality, for example, forms part of the National Gender Machinery (NGM) - one of the mechanisms to address women's inequalities with the vision to develop structures, mechanisms, and strategies for achieving equality for women in all spheres of life, both private and public. However, the NGM has weakened over time, and its role and functions have not yielded intended outcomes, resulting in a partial neglect and deprioritisation of women's safety and security.

Target 16.10: Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.

16.10.1: Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months.

This provision highlights that the rights of citizens to access information and enjoy their fundamental freedoms - including the freedom of expression and freedom of the press and other media and the freedom to receive or impart information or ideas - as provided under Section 16 of the country's constitution, need to be protected.

While the rights protected in the Constitution are extensive, the South African government has had difficulty translating these legal protections into practice. According to the Human Rights Institute of South Africa's (HURISA) Enabling Environment National Assessment 2015, 2016, and 2018 Research Findings, freedom of association, assembly, and expression are put forward as core values for citizen participation in democracy. Section 41 of the Constitution is of paramount importance in safeguarding the security and well-being of citizens and placing duty on the State to be effective, loyal, transparent, and accountable. While the state's VNR report refers to extrajudicial killings of about four economic and social rights activists, there are more missing activists that remain unaccounted for, despite being reported to the police. In addition, the numbers of killings is not accurate as some go unreported. Therefore, the voice of citizens must be recognised as central to the objective of this target and particularly to this context, for civil society - including civil society organisations, human rights defenders, journalists, and trade unionists. These civil society categories particularly require protection and the guarantee of their rights as provided by section 18 of the Constitution. This is because their voices raise awareness regarding governance issues and play a crucial role as whistle-blowers. In the past, these whistle-blowers have exposed gross violations of human rights both within state institutions and at grassroots level, contributing to major enquiries currently underway in the country. The fear generated through the emergence of state-sponsored civil society further threatens the civic space and the engagement of other civil society organisations.

For example, journalists have suffered death threats, arbitrary arrests, harassment, intimidation, and assault for disseminating public interest information, reporting violent demonstrations, and other sensitive matters, antagonised by demonstrations and pickets outside of their private homes.

Further, the Constitution under section 17 safeguards the citizen's right to freedom of assembly,

demonstration, picket, and petition where either of the fundamental rights has been infringed upon, and not in accordance with the law.

Target 16.10.2 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.

South Africa has a constitutional and legislative framework which guarantees the right of access to information - one of 24 out of 55 countries in Africa. Ten years ago, only five African countries had such laws.

Target 16.10 and indicator 16.10.2 provide for public access to information to build well-informed, critical, and resilient citizens that are empowered to participate in, monitor, and advocate for meaningful progress on the wider Agenda 2030.

- South Africa has a good national legal framework, but this is not filtering to other levels of government, especially at local level – this needs to be addressed.
- Statistics South Africa is responsible for producing timely, accurate, and official statistics for the purpose of advancing economic growth, development, and democracy. StatsSA must continue publishing information in an accessible form, including continuously updated machine readable data sets and liaising closely with the Information Regulator to obtain the relevant information for this SDG.
- Some departments can be overly legalistic, demanding forms (as described in the regulations) be completed where they are not appropriate, thereby limiting access to information. In addition, forms are available in only two of South Africa's 11 official languages - English and Afrikaans.
- Government should endeavour to publish information in their possession proactively and in all official languages, and attend to records management and the duty to record, in order to ensure that the information available is of a high quality.
- All levels of government lack awareness about how the right to information contributes to the implementation of the wider SDG agenda. Additionally, some departments regard access to information as a threat, not as the exercise of a right. More education is required, particularly in SAPS and the Department of Justice which are crucial to accessing the right.
- The public is not sufficient aware of the law, and more education is required.

- An achievement in South Africa is the establishment of Information Regulator (IR) which deals with access to information and personal data. The Regulator, however, needs to be given proper budget and institutional form to operate effectively.
- The IR is available for and interested in productive relations with civil society and government departments, and in playing a promotional role about the importance of the issue.
- The IR needs to work with the South African Human Rights Commission so that there are no gaps in the imminent handover of implementation of the law to the Regulator from the SAHRC. The HRC should continue to have a role in publicising and promoting the right of access to information as part of the package of human rights, even though the monitoring and enforcement of this particular right will be the responsibility of the IR. In addition, the National Information Officers Forum should be reconstituted and develop relations with the IR.

- The Public Protector also has a strong role in access to information, and must thus establish official channels with the IR.
- Government departments must collaborate on access to information - including through structures like the Public Dialogue Mechanism for the Open Government Partnership - and not work in silos.
- Solid institutional arrangements are required so that processes are not left to individual ministers or personalities.
- Technological enablement should be promoted in government so as to facilitate access to information.

Recommendations

The South African civil society group, after reviewing targets 16.1, 16.2, and 16.10, has made the following recommendations:

1. Devise and implement systems to effectively monitor and evaluate the implementation of violence and crime prevention programmes.
2. Integrate gender into the data collection and analysis that informs the planning, budgeting, implementation, and monitoring of the state and non-state actors' responses and interventions.
3. The categorisation of GBV, corruption and drug related crimes as social crimes needs to be reviewed. VAW needs to be recorded as a separate category
4. Strengthen mechanisms to implement laws and policies to promote peace, access to justice, and build strong institutions.
5. Address the role of gender in violence and promote gender equality as a critical part of preventing violence including eliminating femicide.
6. Implement training and professional development on violence prevention, mental health, and psychosocial support services; and trauma informed care in health, educational and related sectors and facilitate key professionals adopting an advocacy role for violence prevention.
7. Urgently develop a cross-government national action plan that adopts a public health approach and focuses on violence prevention from the earliest stage of life and across the life course.
8. A critical global focus on protecting females from violence should be balanced with preventing violence among young males, who are at greatest risk of suffering violent injury and becoming involved in youth violence, gang violence and violent extremism. Actions to reduce violence in young men will also reduce violence against women and girls.
9. Allocate more resources, in both the state and civil society, to ensure effective implementation of access to information.
10. The SAHRC must continue to promote access to information as part of its mandate and budget, and should not relinquish this function to the Information Regulator.
11. The Promotion of Access to Information Act should be part of the curriculum of the National School of Governance, so as to empower officials with knowledge of their duties and roles in this regard.
12. Government must commit to proactively release information – it should not have a default of only giving information when asked.
13. Guarantees of non-repetition of torture require public accountability by the state through promoting awareness about torture and bringing identified perpetrators of torture to book. Failure to provide full redress to torture victims and survivors, and the communities affected perpetuates the cycle of torture and can aggravate the cycle of victims of torture turned perpetrators.
14. Guarantees of non-repetition of torture require public accountability by the state through promoting awareness about torture and bringing identified perpetrators of torture to book. Full

redress to torture victims and survivors in order to break the cycle of victims of torture turning into perpetrators

15. A feedback loop is requirement for government to inform the public on how it will use the lessons and pointers of the SDG review.

Goal 17: Partnerships for the Goals

In evaluating South Africa’s performance on goal 17 – Strengthen the Means of Implementation and Revitalise Global Partnerships for Sustainable Development – the CSO working group⁷⁵ considered four out of the 19 targets relevant for South Africa and its civil society constituency: domestic resource mobilisation, trade, technology, and South-South Cooperation (SSC).

Based on the above targets and using the scorecard developed for this study, the CSO working group rated South Africa’s performance on Goal 17 as **Level 3: action has started**.

Goal 17	Rating
1. Does the government have a legal framework/ legislation/ policy to deliver on the goals and its respective targets?	4
2. Has the government created specific plans, strategies, and programmes to deliver on the goals and respective targets?	2
3. Does the public service have the necessary capacity to deliver on the goal?	2
4. Has the government budgeted sufficient resources to deliver on the goal? Are all levels of government engaged and efficiently utilised?	2
5. What is your assessment on the state of implementation (policies and strategies) to tackle this goal nationally, linked to outputs and outcome?	1
6. Is the public aware of Agenda 2030 and of the commitments made to achieve the specific target?	3
7. What is the availability of the evidence used to measure implementation? If available, it’s the data disaggregated, transparent, and freely available?	3
Overall rating	3

While the alignment between the NDP and Agenda 2030 provides a solid policy framework, there are insufficient programmes specifically aimed at delivering on Agenda 2030. Limited institutional capacity – for example at the South African Revenue Services (SARS) and the African Renaissance and International Co-operation Fund (ARF) – hampers the implementation of stated policies, resulting in the country missing targets set for revenue collection, intra-African trade, and South-South Cooperation, among others. The South African public has some level of awareness of the goal and the commitments that the government had made to achieve this, and baseline indicators and data are in place to measure progress against the targets.

Introduction

The implementation of Agenda 2030 will require all actors to shift their thinking and doing for the goals to be met: moving away from the “business-as-usual” model requires both strong political will and incentive. Achieving the SDGs notably requires unprecedented coordination between the private and public sectors; it calls for increased collaboration and innovation and, most importantly, requires increased investment and long-term strategic planning, particularly where infrastructure is concerned.

⁷⁵ This working group was composed of Yared Teka and Puseletso Maile (African Monitor), Riska Koopman (Economic Justice Network), and Marianne Buenaventure (Oxfam).

For Africa, the urgency of mobilising resources towards the SDGs cannot be understated. Mobilising domestic resources for both the SDGs and the African Union's Agenda 2063 is pivotal to achieving the continent's long-term developmental agenda. As previously stated, it requires increased tax revenues and other income sources from both the private and public sector. In 2018, the United Nations Economic Commission for Africa (ECA) estimated that "additional financing needs for Africa to achieve the SDGs range from \$600 billion to over \$1.2 trillion annually".⁷⁶

South Africa's economy has been described as the most advanced in terms of technology and infrastructure on the continent. The country is characterised by its financial and physical infrastructure, political stability, and cultural diversity. However, South Africa is a divided country with two parallel worlds existing side-by-side. For one of the most unequal societies in the world, the realisation of Vision 2030 is crucial. The country has a strong administration, access to sizeable aid and investment, and has the ability to actualise domestic resource mobilisation towards the SDGs. Political will to move from a business-as-usual scenario for the economic and political elite, however, is lacking as domestic resource mobilisation is associated with greater ownership and sustainable impacts, possibly diluting their political and economic power.

Domestic Resource Mobilisation

- 17.1** *Strengthen domestic resource mobilisation, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection.*
- 17.4** *Assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt financing, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries to reduce debt distress.*

South Africa has a strong policy and legal framework in place for meeting the SDGs as the country's National Development Plan covers most of the SDG goals.

In terms of Goal 17.1, the country has committed itself to greater domestic resource mobilisation via platforms such as the Southern African Development Community and the African Union's Agenda 2063,⁷⁷ and by establishing the Davis Tax Committee (DTC) to look into the role of the tax system in promoting inclusive economic growth, employment creation, development, and fiscal sustainability.

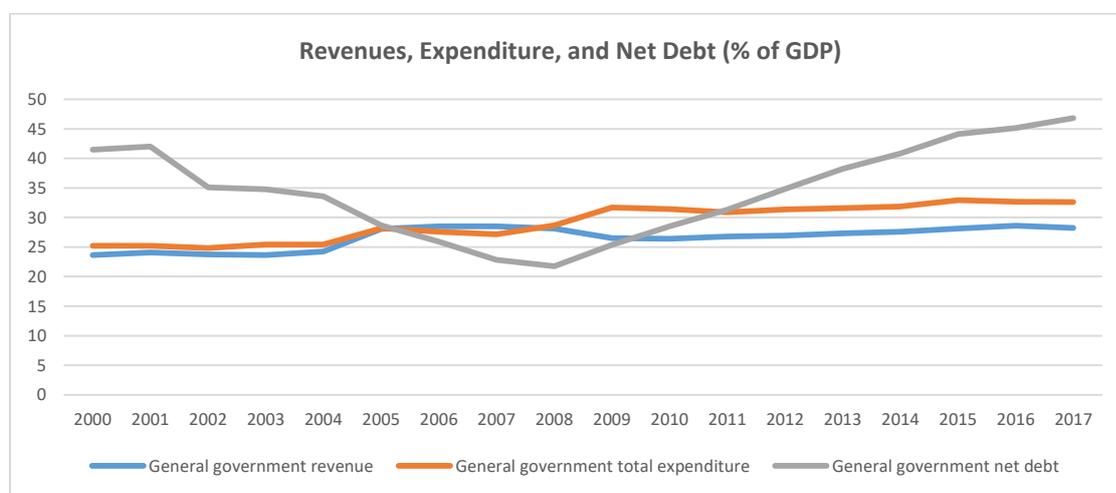
⁷⁶ United Nations Economic Commission for Africa, 2018. *Domestic resource mobilization crucial for Africa to successfully implement SDGs, says ECA's Elhiraika*. Retrieved on 15 May 2019 from <https://www.tralac.org/news/article/13253-domestic-resource-mobilization-crucial-for-africa-to-successfully-implement-sdgs-says-eca-s-elhiraika.html>.

⁷⁷ Continent level: 2018 HLPD is to provide a platform for African development planners and finance experts to discuss and deliberate on strategies for financing the SDGs in Africa, & the Addis Ababa Action Agenda
Regionally: The SADC has committed itself to review trade policies which enable instances of tax evasion and trade misinvoicing. The SADC however is a weak instrument, with very little mandate for implementation.
Nationally: The Davis Tax Committee.

Government-led institutions in this area include: National Treasury, South African Receiver of Revenue, South African Reserve Bank (SARB), Fiscal and Financial Commission (FFS), and Statistics South Africa.⁷⁸ South Africa though is notorious for weak policy implementation, often attributed to budgetary or human resource constraints.

Additionally, general government revenue on its own is insufficient to meet both the state’s revenue collection targets and the resources required for South Africa to end poverty and reduce inequality and unemployment as per its commitments to Agenda 2030.

While domestic resource mobilisation between 2014 and 2019 - specifically total government revenue - has increased by an average of eight percent annually, net national debt too has increased by about 14 percent per annum over the same period.



Source: South African Treasury, 2019

Compounding revenue shortfalls have resulted in rising debt service cost to the amount of R 202 billion, or 11 percent of public expenditure. A country with a large public debt component is indicative of a stressed national budget, weak financial administrative systems, and a poor economic environment.

More importantly, when a large part of the national budget is committed to the repayment of debt, very little is left to service the developmental agenda. This places a larger burden on citizens’ savings and private sector investment to funnel money towards meeting the SDGs.

Raising domestic revenue mobilisation by ensuring all companies are taxed appropriately is crucial, as are ensuring the ease of taxation and efficient use of tax revenue. In this regard, the DTC⁷⁹ notes that taxation needs to be viewed in a holistic manner and that it cannot solely be seen as a solution to addressing a country’s shortcomings. The DTC however argues that tax revenue services can be used

⁷⁸ Nyhodo B, Ngqangweni S, Ntombela S, Myeki L, Nengwekhulu N, and Mmbengwa V. *South Africa’s domestic resource mobilisation position: is it good or bad and why?* Paper presented at the 5th International Conference of the African Association of Agricultural Economists, 23-26 September 2016, Addis Ababa, Ethiopia.

⁷⁹ See : <https://www.taxcom.org.za/library.html>

to address two key issues for South Africa's development agenda:⁸⁰ curbing illicit financial flows, particularly in the extractive sector, and public debt.

With regard to illicit financial outflows, the country's legal framework lags behind as in many other instances. This is compounded by the secretive and highly sophisticated mechanisms and systems utilized to illegally syphon money out of economies, along with the lack of technical staff to accurately deal with these cases. Furthermore, the Davis Tax Committee as well as the special investigative unit within SARS dealing with IFFs has undergone strain, which questions the seriousness of the government to curb IFFs, and raise domestic resource mobilization.

According to the 2018 Auditor-General report⁸¹, irregular expenditure increased from R16,2 billion in the previous year (2017) to over R28.3 billion in 2018. Equally worrisome is the finding that only 13 percent - or 33 out of South Africa's 257 local municipalities - produced quality financial statements and performance reports and received a clean audit. Financing the SDGs requires increased coordination and innovative partnerships between local, provincial, and national governments as well as the private sector to ensure that wasteful expenditure is curbed and that underspending towards key deliverables - and the money being lost in the system - is reduced. The same report discloses an amount of R1.2 billion being declared missing or attached to incomplete documentation. The large and growing amount of increased investment required annually to achieve the SDGs presents a large challenge, which requires us to first internally plug the holes of where money aimed at developmental goals is being lost.

17.6 *Enhance North-South, South-South, and triangular regional and international cooperation on and access to science, technology, and innovation; and enhance knowledge sharing on mutually agreed terms, including through improved coordination among existing mechanisms, in particular at the United Nations level, and through a global technology facilitation mechanism.*

Using the proxy indicators to measure the progress on the target 17.6, there has been a marked improvement on access to internet, with a penetration rate of 56 percent⁸² despite broadband subscription remaining below two percent. However, this indicator is not sufficient to measure access to science, technology, and innovation (STI) in South Africa.

The country's 2019 White Paper on Science, Technology, and Innovation recognises the role of STI in the implementation of the SDGs and South Africa's role in Africa in this sphere:⁸³

- STI have a fundamental role to play in achieving the Sustainable Development Goals.

⁸¹ Auditor General of South Africa. 2018. Media Release , retrieved from <http://www.agsa.co.za/Portals/0/Reports/MFMA/201617/Media%20Release/2016%20-17%20MFMA%20Media%20Release.pdf?ver=2018-05-23-082131-353>

⁸² World Bank, 2019. World Development Indicators

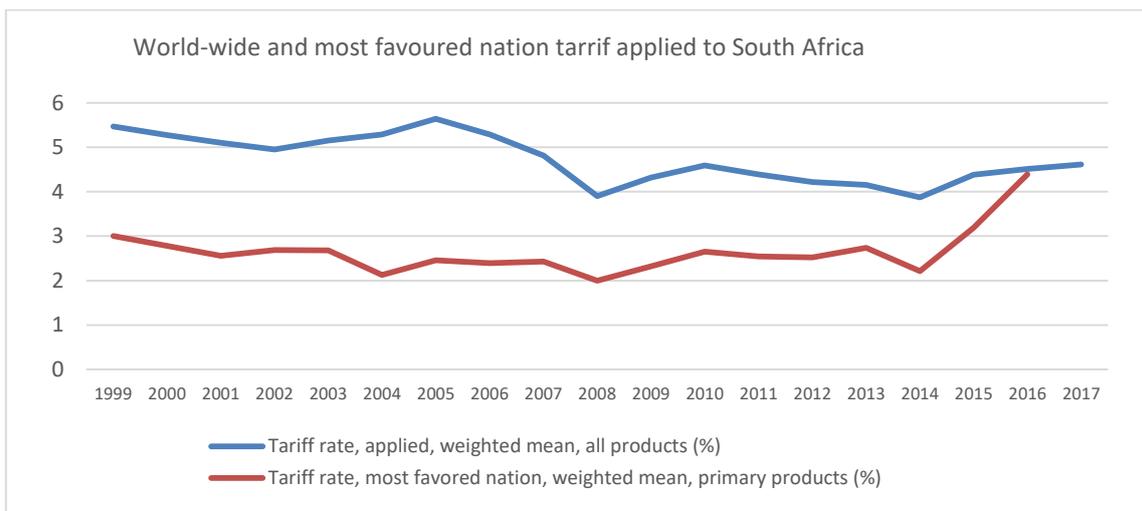
⁸³ Department of Science and Technology, 2019. White Paper on Science, Technology, and Innovation. Retrieved from https://www.dst.gov.za/images/2019/White_paper_web_copyv1.pdf in June 2019.

- Increasing the levels of research and development (R&D) investment in the economy so that gross expenditure on R&D reaches 1,5 percent of GDP in the next decade.
- South Africa’s cooperation strategies in Africa should prioritise efforts to strengthen its own and partner countries’ STI systems.
- South Africa’s strategic science diplomacy focus has already recognised STI as an important means of driving the developmental agendas of the AU and SADC.

In 2018⁸⁴, the Department of Science and Technology in its submission to Parliament noted that it was preparing an STI action plan for SDGs.

17.10 Promote a universal, rules-based, open, non-discriminatory and equitable multilateral trading system under the World Trade Organisation, including through the conclusion of negotiations under its Doha Development Agenda.

The Doha Development Round of multilateral trade negotiations, had it been concluded, would have improved trading prospects for developing countries. Recently, there has been a shift from multilateralism to bilateralism with the US-China trade war and Brexit, the United Kingdom’s planned withdrawal from the European Union (EU). Both phenomena have very real consequences for the South African economy, including for the country’s trade with Europe.



Source: World Development Indicators, 2019

The World Trade Organisation (WTO) Monitoring Report notes that, for the mid-2017 to mid-2018 period, “WTO members applied 137 new trade-restrictive measures during the review period, including tariff increases, quantitative restrictions, import taxes and export duties. The trade coverage of the import-restrictive measures (USD 588.3 billion) is more than seven times larger than that recorded in the previous annual overview”.⁸⁵

South Africa’s commitment to regional trade is evidenced in its active role in the establishment of the African Continental Free Trade Agreement (AfCFTA) and Tripartite Free Trade Area, and in its adherence

⁸⁴ DST, 2018. “Sustainable Development Goals: Science, Technology, and Innovation Landscape Approach”. Report to the Science and Technology Committee, South African National Assembly.

⁸⁵ WTO, 2018. Trade Monitoring Report http://tmdb.wto.org/PDF/OV21_Executive_EN.PDF

to SADC and Southern African Customs Union (SACU) trade agreements. The AfCFTA has as its main objective is to create a single continental market for goods and services, bringing together all 55 member states of the African Union, covering a market of more than 1.2 billion people, and with a combined gross domestic product of more than US\$3.4 trillion. Estimates from the Economic Commission for Africa suggest that the AfCFTA has the potential both to boost intra-African trade by 52.3 percent by eliminating import duties, and to double this trade if non-tariff barriers are also reduced.

The global financial architecture should be devised in such a way to promote trade and eliminate poverty. Normatively speaking, the WTO would be the body to devise, implement, and monitor such a global trade regime. Realistically this is not possible. While the WTO agreements in many instances are binding in terms of international law, the ratification and implementation of such treaties and tariff schedules tend to be more problematic. The next best thing for African governments (except for Nigeria, Benin, and Eritrea, which are not signatories to the agreement) is to focus on increased intra-Africa trade. This is underpinned in the AfCFTA, which came into force on 31 May 2019. The national, regional, and continental benefits accrued from this trade agreement in both the short and long terms will offset many domestic issues, such as unemployment, skills mismatch, and weak governance systems.

South – South Cooperation

Agenda 2030 recognises the importance of SSC as a means of achieving its goals. Specifically, SDG 17 elaborates on the partnerships, financing arrangements, and ‘enablers’ required to achieve all the other Sustainable Development Goals, including through emerging partners. SSC takes place on a bilateral level, where countries such as South Africa have been viewed as new development partners, especially in the Africa; at a regional level, including through initiatives undertaken by the African Union; and at a global level.

The country forms part of various SSC partnerships, including the BRICS (Brazil, Russia, India, China, and South Africa Bloc), which have committed to promoting the SDGs. One area in which there has been a significant upscaling of SSC has been through multilateral finance institutions (MFIs), such as the establishment by BRICS of the New Development Bank (NDB) which has a mandate dedicated to infrastructure and sustainable development.⁸⁶ In this context, the rise of the South has been welcomed as an alternative means of development financing that can contribute to the global development agenda.

Civil society is concerned with the public’s limited understanding of South Africa’s role in terms of its reach (quantity) and effectiveness (quality) in its SSC endeavours in the context of South Africa’s development cooperation in least developed economies, especially in Africa (including SA’s role as a BRICS member).

Pretoria utilises the African Renaissance and International Co-operation Fund (ARF) to enhance its international cooperation with and on the African continent and to confirm the country's commitment to Africa.⁸⁷ South Africa has demonstrated some commitment to the SDG 17 target on capacity building and training in Africa⁸⁸ - such as in Burundi for a technical support project of related to the Third General Elections of Burundi - and through promoting human resource development to the African Capacity Building Foundation (ACBF) in 2017.⁸⁹ Civil society urges the Department of International Relations and Cooperation (DIRCO) to take critical measures to improve its transparency of its SSC by making information more accessible beyond the limited information provided in the ARF Annual Reports.

Following the March 2019 Second High-Level Conference on South-South Cooperation (BAPA+40) phase, South Africa has the opportunity to place inclusive national ownership at the centre of its work on SSC. This would ensure that the country can make further progress towards SDG 17 as well as Agenda 2063, the strategic framework for delivering on Africa's goal for inclusive and sustainable development.

Given South Africa's long-term role in South-South Cooperation, especially in Africa, and more than 10 years of the planning for South Africa Development Partnership Agency (SADPA), Pretoria should intensify efforts towards strengthening its accountability and capacity to assess the effectiveness of its SSC as a matter of urgency. This should involve the development of stronger monitoring and evaluation processes to measure the quantity, quality, and impact of SSC. By endeavouring in such a process, South Africa would also be able to better define and communicate its strategy and comparative strength to its regional and international development endeavours.

Recommendations

1. Implement the Davis Tax Commission recommendations by ensuring a progressive tax regimen, improved tax collection, and putting the necessary legislative and administrative measures in place to reduce illicit financial flows.
2. South African trade policies must promote intra-African trade and contribute to the country's industrialisation and to employment creation.
3. South Africa should champion technology transfer in North–South and South–South for accelerated implementation of the 2030 Agenda.
4. South Africa must commit to effective South-South Cooperation by implementing commitments made at the Second High-Level Conference on South-South Cooperation, including increased transparency and inclusive ownership of South-South Cooperation.

⁸⁷ The ARF's strategic goal is to contribute to continental development by means of developmental assistance in support of democracy and good governance; human resource development; social-economic development and integration; humanitarian assistance and disaster relief; and Post-Conflict Reconstruction and Development. The ARF Annual Reports its budget expenditures according to these categories.

⁸⁸ To note that while the ARF reports show examples of capacity building projects, it is difficult to evaluate the true impact of SA's investments without access to project evaluation reports.

⁸⁹ African Renaissance and International Cooperation Fund Annual Report, 2016-2017: http://pmg-assets.s3-website-eu-west-1.amazonaws.com/1/ARF_ANNUAL_REPORT_201617_FOR_tabling.pdf

